

TRAFFORD COUNCIL

Report to: Executive
Date: 20th February 2023
Report for: Decision
Report of: Executive Member for Housing and Neighbourhoods

Report Title

New Partnership Agreement for CCTV Services

Summary

In 2016, the decision was taken by the Executive Member for Communities & Partnerships to co-locate Trafford's public spaces CCTV services with that of Salford City Council (Salford CC) at Salford Civic Centre.

A partnership agreement for CCTV services was entered into with Salford CC which has since been extended to March 2023.

This partnership has proved to be very successful, and it is now proposed to secure a new partnership agreement for 5 years between Trafford Council and Salford CC, so that the authorities can build on the successful collaborative working to date.

Recommendation(s)

It is recommended that the Executive:

- (i) Note the progress and success over the last six years of the current partnership agreement with Salford City Council for CCTV services.
- (ii) Approve the proposal to enter into a new 5year partnership agreement with Salford City Council for public space CCTV services.
- (iii) Delegate authority to the Corporate Director, Place, in consultation with the Director of Legal and Governance, the decision to approve the final Terms and Conditions of the Partnership Agreement and enter into that Agreement on behalf of the Council.

Contact person for access to background papers and further information:

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Head of Regulatory Services

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Background Papers: None

Implications:

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| Relationship to Policy Framework/Corporate Priorities | Public spaces CCTV makes a considerable contribution to the safety of residents, businesses and visitors to the area, by providing a safe, cost-effective deterrent to reduce crime and anti-social behaviour in Trafford. It therefore contributes to the Council's Community Safety Strategy and the promotion of successful and thriving places. |
| Relationship to GM Policy or Strategy Framework | The partnership agreement with Salford supports the GM CCTV Collaboration Programme which aims to provide an opportunity for GMP, TfGM and the 10 local authorities to come together to collaborate and share good practice relating to the operation of public space CCTV that is owned by those organisations (see 5.2). |
| Financial | The main financial considerations are set out in section 4 of the report. The costs for the partnership agreement are within budget. |
| Legal Implications: | <p>The partnership agreement provides Trafford with a legally compliant and accredited CCTV Control Room and service, including providing all the necessary data and evidence to support external inspection visits and audits. Since 2017, Salford's CCTV Control Room manager has helped ensure Trafford has been awarded accreditation to the British Standard (BS7958), as well as achieving high levels of compliance following audits annually under the Regulation of Investigatory Powers Act 2000, and by the Office of Biometrics & Surveillance Camera Commissioner audit in 2022.</p> <p>There is an exemption to the usual requirements of the Public Contracts Regulations 2015 for an arrangement of this nature between contracting authorities provided the conditions in Regulation 12(7) are met. See 'Reasons for recommendation' below.</p> |
| Equality/Diversity Implications | None |
| Sustainability Implications | None |

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| Carbon Reduction | None |
| Resource Implications e.g., Staffing / ICT / Assets | The agreement with Salford means that by using their control room, we meet our legal requirements in respect of ICT and infrastructure assets. It also means that staffing resource can be shared to ensure that there is appropriate cover at all times. |
| Risk Management Implications | Continuing with the partnership agreement means that Trafford's systems will inevitably become more interlinked with those of Salford and they will therefore become more difficult to separate in the future, should there be a decision to do so. |
| Health & Wellbeing Implications | The Council directly employs its own CCTV Operators who are engaged on local government terms and conditions. Co-location in Salford has reduced isolation and increased staff wellbeing. |
| Health and Safety Implications | The CCTV makes a considerable contribution to the safety of residents, businesses and visitors to the area. |

1.0 **Background**

- 1.1. Trafford Council previously managed its own CCTV service directly. This service was subsidised at an unsustainable level and in 2015 work commenced to agree a future sustainable operating model.
- 1.2. The CCTV service was previously delivered through a non-compliant CCTV Control Room in Trafford and the Council was faced with a choice of finding additional capital funding to upgrade the 'Control Room', or to outsource to another provider.
- 1.3. In 2015, some soft market testing commenced but the outcome of this was inconclusive as there was little interest from the private sector in taking over public realm CCTV monitoring and there was no interest in the emergency call handling aspect of the provision.
- 1.4. The then Head of Service began exploring a partnership arrangement with other local government providers and subsequently submitted a report to the Executive Member for Communities & Partnerships recommending the co-location of Trafford's CCTV service with that of Salford City Council at Salford Civic Centre. Salford CC had invested heavily in their CCTV Control Room which met all industry standards and had a successful business operating model.
- 1.5. This was approved and a three-phase programme was commenced. These were to:

- Relocate Trafford CCTV staff to Salford Council's Town Hall (CCTV Control Room) in 2017
 - Upgrade the CCTV infrastructure to wireless 'line of sight' CCTV to save costs on the maintenance contract on a phased basis
 - Consider income generating opportunities.
- 1.6. A partnership agreement was agreed for three plus two years up until March 2022. The agreement was further extended through a Deed of Variation to March 2023.
- 1.7. This report provides a review of the existing arrangements and seeks agreement from the Executive to approve a new partnership agreement with Salford CC for a further five years.

2. Review of existing arrangements

- 2.1. The current agreement provides for management support and operational oversight in terms of both a CCTV Service Manager and a Control Room Manager directly employed by Salford CC who support Trafford with performance, repairs and maintenance contracts, ordering works, technical expertise on infrastructure upgrades, Freedom of Information requests and complaints.
- 2.2. Trafford's Emergency Planning / CCTV Manager line manages seven CCTV operators in the Salford Control Room. Trafford are also the Data Controller and manage Trafford's out of hours services and the emergency response on call team.
- 2.3. Trafford Council created the agreement in order to save costs and improve quality. The agreement has enabled Trafford Council to:
- Provide a legally compliant and accredited CCTV service, including providing all the necessary data and evidence to support external inspection visits and annual audits. Since 2017, Salford's CCTV Control Room manager has helped ensure Trafford has been awarded accreditation to the British Standards (BS7958), as well as achieving high levels of compliance following audits annually under the Regulatory Powers Act 2000, and by the Office of Biometrics & Surveillance Camera Commissioner audit in 2022.
 - Provide services through a legally compliant CCTV Control Room without the capital resource that would have otherwise been required.
 - Procure maintenance services jointly with Salford thereby receiving these at reduced cost but increasing quality by significantly reducing the downtime of cameras.
 - Share contracts for camera, hardware and software providers, and by using and installing the same products, we have been able buy once and

maximise equipment output, without incurring individual costs whilst keeping our resources and data separate and secure.

- Provide data analysis and quarterly reporting on performance which inform and support decisions such as which camera locations are achieving the best results.
- Provision of joint training for staff, developing knowledge and skills alongside CCTV colleagues from both services.
- Provide Trafford staff with the support of Salford colleagues working alongside them 24 hours a day, which has improved staff wellbeing by reducing isolation.
- Receive support for all the technical knowledge and oversight together with lessons learnt from Salford in the design and build model for the CCTV infrastructure project (see section 5), which will further improve quality and reduce costs.

2.4 Salford also benefit from the agreement in several ways including:

- Co-production of a robust CCTV service, characterised by strong compliance levels, accredited and recognised by industry standards.
- Joint procurement of camera, hardware and software providers and maintenance services thereby reducing costs.
- Joint training of staff and resilience in the event of a serious incident or staffing resource shortage.
- Collaborating with Trafford's shared strategic vision for public spaces CCTV as a neighbouring borough who share the unique position of hosting several high-profile sites and events.
- Collaborating with Trafford at GM forums to develop and share best practice across GM, forging strong links and solutions with partners such as GMP.

2.5 There has been peer recognition for the innovative approach taken by Trafford Council and Salford CC, with the collaboration being recognised as a best practice model.

3.0 Proposal for a new Partnership Agreement

3.1 The vision for the new partnership agreement is that it will continue to build on the established relationship and successful collaborative approach over the last six years. Keeping within the spirit of collaboration, the agreement will continue to build a high performing CCTV service, with the capability to provide a safe, cost-effective deterrent to reduce crime and anti-social behaviour in Trafford.

- 3.2 A revised Service Specification and Partnership Agreement has been drafted together with Trafford Legal Services and Salford CC, which details how Salford CC will manage the CCTV operation in collaboration with Trafford Council. This will implement a robust partnership business model that will facilitate the following objectives:
- To host the Trafford and Salford CCTV Services and Emergency response activation processes, collocated in a purpose-built CCTV facility at Salford Civic Centre, Swinton.
 - To achieve greater efficiencies in terms of service delivery including staffing, accommodation costs, joint procurement of equipment, maintenance and training, thereby reducing expenditure on the public purse.
 - To create and promote a best practice model of collaborative working which mutually benefits both authorities, in the pursuit of delivering an innovative, robust, and compliant CCTV operation.
 - To provide operational management oversight, specialist CCTV knowledge and expertise to Trafford CCTV Operators and enable them to reduce crime and assist in the capture of those responsible and to work with GMP and partners to provide a high-quality service to the residents of Trafford.
- 3.3 The agreement will ensure that the service will continue to demonstrate high levels of compliance and monitoring, using tools developed in partnership with legal services and Salford, which stand up to robust scrutiny.
- 3.4 The agreement also provides for additional support from Salford's Control Room staff in the event of a serious incident or staffing resource shortage. Shared systems enable Salford staff to operate and monitor Trafford camera's providing a level of resilience in an emergency situation.
- 3.5 It is proposed that the new partnership agreement will be in place for five years, with an anticipated start date of 1st April 2023.
- 3.6 Should the Executive approve the proposal to enter into this new partnership agreement, then a final version of the agreement will be agreed with Salford CC and Legal Services and then submitted to the Corporate Director, Place for approval.

4.0 Financial Considerations

- 4.1 The cost of the service was originally agreed in 2017 as £97,624 per year.
- 4.2 The cost of the existing agreement for 2022-23 is currently £103,670 per annum. However, the proposed new 12-monthly charge for the new agreement from April 2023, based on the revised service specification, will be £98,402 per annum.

- 4.3 Maintenance and repair costs savings have already been achieved following the implementation of phase one through the infrastructure project. This has already reduced repair costs of assets which were coming to the end of their lifecycle and has significantly reduced down-time of cameras. Further savings will be achieved in phase two by moving away from the BT fibre network which is costly and limiting in respect of the number of cameras which can be connected.
- 4.4 In 2023, much of the hardware and camera warranties will start to come to an end, providing further opportunity to carry out cost saving procurement exercises with Salford by buying less equipment and sharing costs between the two services.
- 4.5 In terms of potential commercial opportunities, whilst the council generates a modest income from the provision of CCTV services with housing partners, the original proposal to consider options for income generation have not been realised. However, with Salford's continued technical support and with the new network in place, opportunities will be reviewed and explored in the future.

5.0 Update on CCTV Projects

5.1 CCTV Infrastructure Project (Phase Two)

- 5.1.1 The streaming of footage from CCTV cameras currently relies upon third parties such as BT and M247 (formerly MetronetUK) for the network connections to each camera and backhaul circuits relaying camera images to the Salford CCTV control room.
- 5.1.2 The aim of CCTV Infrastructure Project is to build a private wireless network across six new node sites which will release Trafford from the current provider contracts which are expensive and offer a poor-quality service.
- 5.1.3 The existing fibre network is costly and limiting in respect of the number of cameras which can be connected. The new private wireless network will give increased flexibility to add and move cameras which we have previously not been able to do.
- 5.1.4 Trafford having its own wireless network will also provide opportunities for progressing towards a smart/digital borough, creating a Trafford public Wi-Fi. This has several benefits:
- Provide universal access to support residents who may not have regular access to broadband and helping to reduce digital poverty
 - Generate analytics that can give insight into footfall, how long people spend at a place and commercial, income generating potential. This can be used to inform decision on public safety and planning. This data could potentially also be used to generate income through advertising and sponsorships.

5.1.5 Phase two is now progressing, with six new node sites under construction across the borough. These node sites will be connected back to the CCTV control room at the Civic Centre. Testing is complete and OFCOM licences have been ordered for the Sale West and Partington sites, as well as notice given to one of the current providers. It is expected that the project will be finished in June 2023 depending on weather conditions and third-party access agreements to sites.

5.2 GM CCTV Collaboration Programme

5.2.1 The potential for more collaborative and optimised use of public space CCTV across Greater Manchester was explored by the GM Public Space CCTV Discovery exercise, which concluded that there is significant scope (with associated benefits) for such collaboration. The exercise identified the Trafford and Salford collaboration as a model of best practice.

5.2.2 GMCA are now leading on the GM CCTV Collaboration Programme and are working with TfGM, GMP and the 10 local authorities on collaborative initiatives in the operation of public space CCTV that is owned by those organisations. Opportunities for collaboration include data and information sharing agreements, the development of GM and local CCTV strategies, joint procurement, and the sharing of expertise through a quarterly GM CCTV network meeting.

5.2.3 Through our partnership agreement with Salford, Trafford are also working with GMP to deliver a project to link Trafford's CCTV images to GMP's Silver Command room at Force Head Quarters. This has been a long-awaited ambition for GM authorities, and in particular for Salford and Trafford given the advantages it will provide. Sharing images from our cameras directly into the Silver Command room would give an immediate benefit to GMP and other stakeholders at Tactical Coordination Groups or Strategic Coordination Groups especially during an incident. Our exposure to risks generated by an event would be reduced on some levels and any response would certainly be coordinated more quickly, with eyes on the ground. The project has now reached the testing phase and we are hopeful to finalise operating agreements very soon.

Other Options

- a. **In House:** The previous report to the Executive in 2016 outlined several obstacles around re-locating the control room to Trafford Town Hall. Conservative estimates of capital expenditure at that time were that in the region of £1.1m would be needed to build an industry compliant facility. Major building works would also be required which may be impossible to deliver given Trafford Town Hall's status as a listed building.

Significant ongoing investment would also be required to install equipment and technology to produce images of sufficient quality. An increase in staffing levels to give operational oversight, governance, and technical expertise would also be needed which would make this an expensive long-term option.

- b. Go out to Tender:** This option was also considered through soft market testing in 2015. This tried to identify the appetite from potential partners to deliver the service at a reduced cost. This exercise was inconclusive as there was little interest from the private sector to take over the public realm camera monitoring and no interest in emergency call handling.

The potential for large knowledge and skills gaps were also identified by not using Council staff. Local Authority statutory responsibilities rely heavily on skilled staff working closely with partners around sensitive issues for which Council operators have a good understanding.

Consultation

None required

Reasons for Recommendation

This existing partnership between Trafford Council and Salford CC has proved to be very successful, and the recommendation to secure a new partnership agreement will mean that the authorities can build on the successful collaborative working to date. This option offers value for money as well as numerous other value-added benefits, as outlined in the report.

Trafford Council is required to comply with the procurement rules as set out in the Public Contracts Regulations 2015 (PCR 2015) for a contract of this value. However, where there is an arrangement between contracting authorities co-operating with one another to provide the public services that they have to perform with the aim of achieving common objectives, the usual requirements can be departed from. Instead the council must comply with the conditions set out in Regulation 12(7) PCR 2015 for the exclusion to apply:

A contract concluded exclusively between two or more contracting authorities falls outside the scope of this Part where all of the following conditions are fulfilled:—

- (a) the contract establishes or implements a co-operation between the participating contracting authorities with the aim of ensuring that public services they have to perform are provided with a view to achieving objectives they have in common;
- (b) the implementation of that co-operation is governed solely by considerations relating to the public interest; and
- (c) the participating contracting authorities perform on the open market less than 20% of the activities concerned by the co-operation.

This collaboration between the parties complies with all of the above requirements and therefore a procurement process is not required.

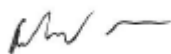
Key Decision Yes

If Key Decision, has 28-day notice been given? Yes

Finance Officer Clearance PC

Legal Officer Clearance SL

CORPORATE DIRECTOR'S SIGNATURE

(*electronic*) 

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.