

Decision Maker: EXECUTIVE

PRE DECISION SCRUTINY BY THE PUBLIC PROTECTION AND SAFETY POLICY DEVELOPMENT AND SCRUTINY COMMITTEE ON

Date: Wednesday 29th March 2017

Decision Type: Non-Urgent Executive Non-Key

Title: GATEWAY 0 REPORT: PROCUREMENT STRATEGY FOR LBB CCTV SERVICE

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Chief Officer: Nigel Davies, Executive Director of Environment & Community Services

Ward: Borough Wide

1. Reason for report

- 1.1 The Community Safety CCTV control room is currently located within the Civic Centre complex, at the rear of the St Blaise building. Notice has been given that the Council redevelopment proposals for the Civic Centre site include the need to vacate this building, therefore an alternative location for the CCTV control room will need to be found or an alternative model of service delivery commissioned.
 - 1.2 The current contract, under a 1 year extension, expires on the 31 March 2018, with the option available for up to an additional extension of 1 year, delegated to the Executive Director of ECS, under consultation with the Portfolio Holder. The programme for this European tender process is anticipated to take 14 month and it will be necessary to increase the current extension to 14 months.
 - 1.3 This report outlines the strategy for continuance of the Community Safety CCTV service and seeks approval to start the process of market testing this service.
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2. RECOMMENDATION(S)

The Executive is recommended to:

- 2.1 Agree the strategy for the continued delivery of the CCTV service including the market testing of the CCTV functions, whilst exploring alternative commissioning options.

2.2 Receive a further report outlining the results of the commissioning process with a recommendation for the optimum service delivery model.

Impact on Vulnerable Adults and Children

1. Summary of Impact: No significant impact
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Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Excellent Council Safer Bromley Vibrant, Thriving Town Centres
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Financial

1. Cost of proposal: A full, detailed financial assessment and break down of costs will be provided in the future report for all of the options that have been investigated.
 2. Ongoing costs: Recurring Cost: are variable and will be dependent upon the option chosen to move forward in 2018.
 3. Budget head/performance centre: CCTV service within Environmental Protection
 4. Total current budget for this head: £507k
 5. Source of funding: Existing revenue budget 2017/18
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Personnel

1. Number of staff (current and additional): 1.1 FTE
 2. If from existing staff resources, number of staff hours: 1.1 FTE
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Legal

1. Legal Requirement: Non-Statutory - Government Guidance
 2. Call-in: Applicable
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Procurement

1. Summary of Procurement Implications: OJUE notice to be issued to commence market testing of the service
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 310,000
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: n/a

3. COMMENTARY

- 3.1 There are currently two CCTV control rooms located at the Civic Centre, Stockwell Close.
- The Community Safety CCTV monitoring function is operated from the CCTV control room located in the St. Blaise building. The service is operated by a contractor, who supplies two operators 24/7, 365 days per annum, overseen by a day time Supervisor. The maintenance of the system is also provided by a third party contractor. LBB employ an officer to oversee the management of both contracts.
 - The Parking Enforcement monitoring control room is located in the Rochester building. Whilst this room will also need to be vacated Parking Services are currently exploring options for future monitoring of the service with their contractors.
- 3.2 Other systems operated by the CCTV control room located in the St. Blaise building are:-
- The Bromley High Street drop down bollard system and the audio control link;
 - Police Airwave radio;
 - Shop-Safe town centre radio with the Police and about 150 business members.
- 3.3 Both CCTV control rooms need to be vacated as part of the Civic Centre redevelopment project and therefore there is the need to consider the future operating model of the CCTV services. The CCTV monitoring room has been included in the Civic Centre redevelopment and in the Report to the Executive of 18th May 2016, it stated that £500,000 would be allowed for the reemployment of ancillary services as part of the wider office accommodation project, which is assumed to include the CCTV control room.
- 3.4 The CCTV control rooms share cameras and fibre transmission. The systems comprise of: 85 on-street PTZ cameras, three systems monitoring car parks and one in the Civic Centre; up to 20 re-locatable cameras; and recently procured unattended, automated, parking enforcement cameras.
- 3.5 The Deregulation Act 2015 amended the Traffic Management Act 2004 that allows local authorities to undertake enforcement through the use of CCTV cameras. This has reduced the scope of the activities of the Bromley parking enforcement control room, which has, at the same time, adopted a strategy of using automated or unattended cameras which is both more efficient and requires far fewer people to operate than before. In view of this, it would be feasible to co-locate both the parking enforcement and community safety control rooms. The opportunity to utilise the Parking Services contract for the community safety monitoring has been explored but is not viable due to the limitation on the contract scope and specification. However this could be an option in the future or become apparent during market testing.
- 3.6 OCS (previously Legion) provide the 24-hour 365 days a year monitoring of Bromley's extensive network of cameras and Eurovia are responsible for maintaining, updating and repairing the existing camera network and these contracts are due to expire at the end of March 2018. The Executive Director of Environment and Community Services has delegated authority to extend the contract for a further year, until 31 March 2019.

Commissioning Strategy

- 3.7 Given the need to relocate the CCTV room officers have considered the options available for continuing the service. Three options have been identified and are outlined below. Each option will consider the re-location of community safety monitoring functions:-

- Relocate the control room to premises elsewhere in Bromley where the systems would be operated as they are currently;
- Partner with another local authority or public sector organisation, who would be responsible for monitoring and maintenance of the CCTV system on the Council's behalf;
- Market test the service including within the specification the provision of a CCTV monitoring service as well as the management and maintenance of the CCTV system.

Deliverability

3.8 For all options there are some points that are common to all of them, including:-

- A suitable secure equipment room, accessible at all times, to house the CCTV fibre transmission, network switches and digital recording equipment; and
- The rerouting or diverting of the IT and CCTV fibre cables away from the Civic Centre site and terminating them at a suitable location
- Footage must be accessible to LBB, the police and other partners to be viewed as and when required. All data must be kept securely and shall be the property of the LBB at all times.

Overview of options

Option 1. Relocation of the CCTV control rooms to another location locally

- 3.9 The Council depot in Waldo Road is considered the most viable option as it has the benefit of already being connected to other Council premises via the Council private ducting and the LBB fibre network that both transmits camera images and the Council ITC data.
- 3.10 The Depot premises are not the only option for relocation and others may be considered, providing the site chosen has space available and the cost of fibre connection does not prove to be prohibitive. The premises must also be secure and accessible for the Police and others at all times of the day and night.

Deliverability

- 3.11 At present, there is no suitable, vacant accommodation at the depot to accommodate the secure equipment nor the control room itself; which needs to be in separate air conditioned rooms because they are operated at different temperatures. However, there are several suitable rooms that could be vacated to provide this space, but the impact of this needs to be properly considered.

Option 2 – Partnering with another local authority or other public sector organisation

- 3.12 Rather than the Council owning its own CCTV control room, this option would seek to establish a partnership with another public sector organisation to operate the services on behalf of Bromley. The option would involve Bromley's partner taking responsibility for the management and operation of the Council's camera systems at its control room. This could result in a net revenue saving that includes a reduction in operating costs of the control room offset by the additional management fee costs. Approaches have been made to three authorities and initial responses have been positive.
- 3.13 As above, the camera circuits would terminate in an equipment room in Bromley rather than the partner's premises where the images would be recorded, although this will involve Capital costs.

Deliverability

- 3.14 At present, there is no suitable, vacant accommodation at the depot to accommodate the secure equipment room but suitable accommodation can be identified in order to progress the relocation of equipment from the Civic Centre site.

Option 3: Outsourcing the service to a 3rd party provider

- 3.15 It is proposed to go to the market in order to obtain a price for a private sector supplier to accommodate, manage, maintain and operate the Bromley CCTV service. This will provide a cost for comparison with options 1 & 2. This would include the opportunity to operate the monitoring of the cameras from a remote location i.e. outside of the borough.

Deliverability

- 3.16 Although there is little experience in the sector for security suppliers owning and operating community safety control rooms, as opposed to facilities management and shopping centre systems, there are major suppliers, who have been approached and shown an interest in providing this service.

Conclusion

- 3.17 The Community Safety CCTV service needs to vacate the current location in the St. Blaise building as part of the Civic Centre Site development therefore alternative arrangements need to be made for the continuation of the service.
- 3.18 The various options need to be fully researched and costed before a decision is made.

It is proposed to explore further the three options presented above and present back to members a more detailed business case and a recommendation on the most appropriate and Best Value option for decision.

4. SERVICE PROFILE

CCTV service Scope of work

- 4.1 The London Borough of Bromley (LBB) has a digital, community safety CCTV control room that is staffed, managed and operated 24/7 by an externally contracted company OCS, who employ SIA licensed officers to meet their contractual obligations.
- 4.2 The control room monitors the 85 Town centre cameras, 10 of which are bus lane enforcement cameras; the 75 car park cameras and 20 relocatable cameras. The car park CCTV cameras are provided in order to provide a safe environment for residents and they contribute as one of the necessary criteria for Bromley to achieve the *Park Mark* classification as provided by the Police.
- 4.3 The operators are highly trained and qualified to monitor activity and incidents twenty-four hours a day, seven days a week, and they are experienced in working with the Police and other partner and emergency services, to ensure the right resources are deployed.
- 4.4 As well as CCTV monitoring, additional services are also provided such as traffic and car park security and enforcement, care in the community, DVLA enforcement, special events such as

sports and carnivals; an integrated approach to crime management and close liaison with key emergency services.

- 4.5 Bromley Borough already has a strong track record in managing criminal activity through the CCTV control room over many years and it already forms the nerve centre for a comprehensive network of nearly 200 CCTV cameras sited at strategic sites within the borough, including Bromley, Beckenham, Penge, Crystal Palace, Petts Wood and Orpington. Community safety has always been a priority for the Borough and the system will help to further reduce crime and secure the safety of people and places within the borough.
- 4.6 Working in partnership with local businesses, the staff have radio links via the *shopsafe* radio system with local shops and public houses to further monitor criminal activity and public disorder incidents. The operatives also have a live link to the Police via Metcall and can speak directly to officers on the ground when directing them to an incident.
- 4.7 It will also protect the public as they work, socialise and travel whilst respecting privacy and utilising 'privacy zone' software. Working in partnership with local businesses, the staff have radio links with local shops and public houses to further monitor criminal activity and public disorder incidents.

5. CUSTOMER PROFILE

- 5.1 The customers include residents and visitors to Bromley and also various enforcement agencies such as the Police.

6. MARKET CONSIDERATIONS

- 6.1 Market considerations are contained in the body of the report

7. STAKEHOLDER CONSULTATION

- 7.1 No stakeholder consultations have been carried out at present

8. SUSTAINABILITY / IMPACT ASSESSMENT

- 8.1 Following the examination of the options for future delivery of each of the services, an Equality Impact Assessment will be completed, the results of which will inform any decisions on the future delivery of these services.

9. OUTLINE PROCUREMENT STRATEGY AND CONTRACTING PROPOSALS

Estimated Contract Value –

- If a 5 + 2 + 2 year contract is let then the total contract value based on current budget would be £4.5m.

Other Associated Costs –

- Capital costs of relocating the monitoring suite. Not know at this time.

Proposed Contract Period

- 9.1 It is proposed to award the contract in 2018 for a period of 5 years plus the option to extend for 2+2 years. This will mean future Environment Services contracts will be co-terminus in 2027 allowing for possible synergies around future commissioning options.

Procurement project plan

The commissioning draft project plan is outlined below:

Task	Committee/Board	Indicative Date
Decision to commence market testing	PP&S PDS	29 March 2017
	Executive	24 May 2017
OJEU notice published		July 2017
Stage 1 Tenders received		August 2017
Stage 1 Evaluation		September /October 2017
Invite for final submissions		November/December 2017
Evaluation		February 2018
Award Report	PP&S PDS	March 2018
	Executive	March 2018
New contract commences		May 2018

Development of Tender Documentation

A Project Board will be established to include:

- Director of Environment – Project Sponsor
- Head of Environmental Protection – Project Owner
- Project Manager
- Project support
- Legal support
- Finance support
- HR support
- ICT support
- Procurement support

9.2 The board will be responsible for the review, development and production of the contract documentation and for issuing the OJEU notice and managing the commissioning process, including the production and evaluation of the alternative models of business delivery outlined above.

- 9.3 There is no change to the current terms and conditions or service offer, although the specifications will ask for the delivery options to include for innovation and service improvement and the ability to include the monitoring of CCTV for parking enforcement functions if required by the LBB. This is to allow for future changes to parking enforcement legislation to be accounted for,

Evaluation

- 9.4 In line with the Council's standard policy, it is proposed that a 60/40 price/quality ratio will apply to the tender evaluation for all lots. It is not considered appropriate to increase the percentage allocated to price (say to 70%) as the contracts are for front-line services which are experienced by all residents and visitors on a daily basis and service quality is considered crucial in terms of both service delivery and tender evaluation.
- 9.5 Tender evaluation will be undertaken in line with CIPFA's model, which should ensure that submissions should be neither too high to be affordable nor too low to be financially sustainable.
- 9.6 Tenders will also be assessed in line with the Council's Sustainable Procurement Policy and in particular evaluation will reflect 'whole life costing'.
- 9.7 Minimum scores will apply to ensure that bids which do not adequately address quality issues do not progress to the negotiation stage.
- 9.8 An assessment of both price and quality, in the round, will allow the Council to demonstrate that it is achieving 'best value' over the term of the contract.
- 9.9 The evaluation will also consider any inward or Council investment required for the proposed services as part of the financial assessment.

Lotting strategy

- 9.10 The proposal is to combine all of the functions into one lot.

10. POLICY IMPLICATIONS

- 10.1 The Council's CCTV Strategy was approved in 2002 and has been reviewed in in the context of this and the Council's corporate plan Building a Better Bromley. The CCTV system contributes to the Council's priorities of. Excellent Council, Safe Bromley, and Vibrant, Thriving Town Centres

11. FINANCIAL IMPLICATIONS

- 11.1 The existing budget associated with the CCTV service is £507k.
- 11.2 Details of the fully costed options will be brought back to Members for consideration.
- 11.3 It should be noted that there may be significant capital costs required to prepare the necessary accommodation for each option.

12. PERSONNEL IMPLICATIONS

- 12.1 The current services outlined in this report are already contracted out to private sector organisations. There is currently 1 FTE employed by LBB who is responsible for certain operational functions of the service and some management functions. There is no CCTV Manager and the overall responsibility is with the Head of Environmental Protection.

- 12.2 As part of the review, development and production of the specifications, the functions of the LBB CCTV member of staff will be considered and may be in scope depending on the outcome of the tendering process as set out below:
- 12.3 There has been engagement with staff, trade unions and departmental representatives around the market testing of these services as part of the wider engagement with PP&S staff since 2015.
- 12.4 If Members agree the recommendations in the report, staff and their representatives will be engaged and formally consulted as early as practical at each stage of the process going forward, subject of course to any commercially sensitive information, consistent with the Council's legal obligation pursuant to the Collective Redundancies Consultation Regulations and the Employment Rights Act. There will also be engagement with representatives and stakeholders who might be affected by the proposals.
- 12.5 Any staffing implications arising from the recommendations in this report will need to be carefully planned for and managed in accordance with Council policies and procedures and with due regard for the existing framework of employment law. Subject to the outcome of the process the staffing considerations are likely to include the application of TUPE or not and possible redundancy implications.

13. LEGAL CONSIDERATIONS

- 13.1 The Council has powers to introduce CCTV under a range of legislation including the power of competence contained in section 1 Localism Act 2011.. This enables CCTV to be installed and used not only to the prevention and detection of crime and securing the welfare of the victims of crime but also assisting the Council perform other statutory duties such as highway management and the effective control of traffic.
- 13.2 In operating the system it must have regard to the private rights of the citizen as in such legislation as the Data Protection Act 1998, Human Rights Act 1998, Freedom of Information Act 2000 and the Regulation of Investigatory Powers Act 2000. The system is operated in accordance with a Code of Practice designed to ensure these rights of the individual are balanced against the need to secure the public interest and all control room operatives are all licensed under the SIA.
- 13.3 Any procurement would need to comply with the Public services Regulations 2015. However, as is outlined in the report the present contract can be lawfully extended if necessary.

Non-Applicable Sections:	None
Background Documents: (Access via Contact Officer)	N/A