

**Decision Maker:**     **The Executive**

**For Pre-Decision Scrutiny by the Public Protection and Safety  
PDS on Tuesday 21<sup>st</sup> November 2017**

**Date:**                     **6 December 2017**

**Decision Type:**       Non-Urgent                     Executive                     Non-Key

**Title:**                    **PROCUREMENT STRATEGY FOR LBB CCTV SERVICE**

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

**Ward:**                    Borough Wide

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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 of the proposed Council redevelopment proposals for the Civic Centre site including the likely need to vacate this building. Therefore an alternative location for the CCTV control room may need to be found or an alternative model of service delivery commissioned. The current contract has been extended for a second one year extension, under the delegated Authority of the Executive Director for Environment & Community Services and it expires on the 3<sup>rd</sup> March 2019.
- 1.2   The report to the PPS PDS of September 2016 and to the Executive of March 29<sup>th</sup> 2017 proposed four options for consideration and Members asked for a report with the preferred option to be referred back to this Committee.
- 1.3   This report outlines the proposed strategy for continuance of the Community Safety CCTV service.

## **2. RECOMMENDATION(S)**

**The Portfolio holder and the Executive is recommended to:**

- 2.1 Agree the strategy for the continued delivery of the CCTV service and to go to the market for tender to provide the CCTV Monitoring Contract and CCTV maintenance contract including a price for the option to move the CCTV control room to Central Depot.**

### 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: £4.1m
  2. Ongoing costs: Recurring Cost: within budget
  3. Budget head/performance centre: CCTV service within Environmental Protection
  4. Total current budget for this head: £455k
  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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### 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.
- 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 It is possible that both CCTV control rooms may 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 18<sup>th</sup> May 2016, it stated that £500,000 would be allowed for the redeployment of ancillary services as part of the wider office accommodation project, which is assumed to include the CCTV control room.
- 3.4 Whilst the Parking Enforcement monitoring control room may also need to be vacated, Parking Services are currently exploring options for future monitoring of the service with their contractors and are outside the scope of this report.
- 3.5 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.
- 3.6 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.
- 3.7 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, under his delegated authority has extended the contract for a further year, until 31 March 2019.

## **4. CUSTOMER PROFILE**

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

## **5. MARKET CONSIDERATIONS**

### **Commissioning Strategy**

- 5.1 Given the need to recommission the services and the possible 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.

### **Options Appraisal**

- Do nothing;
- Retender the provision of a CCTV monitoring service and the management and maintenance of the CCTV system, including the option of relocating to Waldo Road Depot if required;
- 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;
- Outsourcing the provision of the services and the monitoring suite.

### **5.2 Deliverability**

For each option there are some points that must be considered, 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 - Do nothing**

- 5.3 Option one is to do nothing but as the services need to be re-commissioned and as the premises currently housing the service may be demolished and Members have indicated that they wish to continue with the CCTV Service, then doing nothing cannot be considered as a viable option.

#### **Option 2 - Retender the CCTV services**

- 5.4 The service needs to be re-commissioned, therefore there is a need to market test the services via the appropriate procurement route. As there is the possibility of the current location not being available then a costed option to relocate the monitoring suite and the equipment will be included as part of the procurement process. 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. The cost of connection would therefore 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 and the Depot fulfils this criteria.

### **Deliverability**

- 5.5 At present, there is suitable, vacant accommodation at the depot to accommodate the secure equipment, review suite and the control room itself. It has separate air conditioned rooms which can operate at different temperatures, as required by the CCTV system.

### **Option 3 – Partnering with another local authority or other public sector organisation**

- 5.6 Rather than the Council owning its own CCTV control room, this option was to seek to establish a partnership with another public sector organisation to operate the services on behalf of Bromley.

The option would involve another Local Authority taking responsibility for the monitoring, management and operation of the Council's camera systems at its own control room. Following discussions with Legal and with Procurement it was established that Bromley cannot move and partner with a neighbouring authority, where that Authority has contracted out its services to a private company. This is viewed as taking a contract from Supplier 1 at Bromley and passing it to Supplier 2 at another Borough, without having gone through an external tender exercise. The favoured control room discussed with Bromley was that of the LB Lewisham and they, as well as most Boroughs, have also contracted out their services to private sector suppliers.

### **Option 4 - Outsourcing the service to a 3rd party provider**

- 5.7 This option 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 full CCTV service. This would include the opportunity to operate the monitoring of the cameras from a remote location outside of the borough.

### **Deliverability**

- 5.8 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.

- 5.9 Two different approaches were proposed by the Private Sector suppliers.

- The operation services supplier said how it would operate the Council's equipment at one of the control rooms where they already held a contract, relocating all of the Bromley services to that control room. However, subsequently their contract with that particular Local Authority has been curtailed and they stated that they were moving out of this market altogether.
- The second, a maintenance supplier, focused on that side of the services and, in order to reduce its risks to a minimum, proposed renewing all of the Council's CCTV equipment with new items at the commencement of the contract, which would be very expensive for the Council. It also had no control room immediately available to operate the services from and would have to build or rent suitable premises to house the Control room equipment and staff.

## **Conclusion**

- 5.10 The Community Safety CCTV service needs to be recommissioned and there may also be a need to vacate the current location in the St. Blaise building as part of the Civic Centre Site development. Therefore alternative arrangements are needed to be commissioned for the continuation of the service.
- 5.11 The various options were considered by the Board, with Option 2 being chosen as the preferred route.

## **6. SERVICE PROFILE**

### **CCTV service Scope of work**

- 6.1 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.
- 6.2 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.
- 6.3 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.
- 6.4 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.
- 6.5 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.
- 6.6 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.
- 6.7 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

## **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**

### **9.1 Estimated Contract Value –**

- If a 5 + up to 4 years contract is let then the total contract value based on current budget would be £4.1m.

### **Other Associated Costs –**

- Capital costs of relocating the monitoring suite are detailed in the attached appendix.

### **Proposed Contract Period**

- 9.2 It is proposed to award the contract in 2019 for a period of 5 years plus the option to extend for up to 4 years. This will mean future Environment Services contracts will be co-terminus in 2027 allowing for possible synergies around future commissioning options.
- 9.3 The estimated cost of the Services identified will require that they are placed in line with the e Public Contract Regulations 2015. In this case an EU compliant, Restricted Tender process will be used, which provides for the pre-qualification of those allowed to tender for the intended contract. The Tender Process will be run via the Council's E Procurement Portal "Due North and all tender Information and the receipt of bids will be made via this system.

### **Development of Tender Documentation**

9.3 A Project Board has been 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

9.4 The board is 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.



- 9.5 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**

- 9.6 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.
- 9.7 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.
- 9.8 Tenders will also be assessed in line with the Council's Sustainable Procurement Policy and in particular evaluation will reflect 'whole life costing'.
- 9.9 Minimum scores will apply to ensure that bids which do not adequately address quality issues do not progress to the negotiation stage.
- 9.10 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.
- 9.11 The evaluation will also consider any inward or Council investment required for the proposed services as part of the financial assessment.

### **Lotting strategy**

- 9.12 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 £455k pa.
- 11.2 A five year contract with an option to extend for a further four years is estimated to cost £4.1m, excluding any potential cost for moving the control room.

## **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 have been 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.
- 13.2 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.

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