

Decision Maker: ENVIRONMENT & COMMUNITY SERVICES PORTFOLIO
HOLDER

**For Pre-Decision Scrutiny by the Environment & Community
Services PDS Committee on:**

Date: Tuesday 17 March 2020

Decision Type: Non-Urgent Executive Non-Key

Title: CCTV TRAFFIC ENFORCEMENT SYSTEM & ADDITIONAL
SCHOOL CCTV ENFORCEMENT CAMERAS.

Contact Officer: Allen Herve, Operations & Contract Manager
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Chief Officer: Assistant Director of Environment

Ward: (All Wards);

1. Reason for report

- 1.1 To recommend a more resilient system for processing data from cameras used to enforce School Keep Clear markings and Bus Lanes.
- 1.2 To recommend the purchase of eight new CCTV traffic enforcement cameras to be used for School Keep Clear restrictions.

2. **RECOMMENDATION(S)**

- 2.1 That the Portfolio Holder agrees to the purchase and installation of eight new School Keep Clear enforcement cameras in response to safety concerns about dangerous driving behaviour outside schools.
- 2.2 That the Portfolio Holder agrees to the proposal to change from an in house server system to a hosted service provided by the incumbent supplier, funded from income generated via parking enforcement, in order to provide a more resilient service.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Parking enforcement includes enforcement around schools within the Borough, which encourages protection for children as they go to and from school. Traffic flow of Bus Lanes forms part of the London implementation plan and enforcement encourages use of this transport method including by children to and from schools.
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Corporate Policy

1. Policy Status: Existing Policy: LIP
 2. BBB Priority: Children and Young People Quality Environment Safe Bromley Supporting Independence:
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Financial

1. Cost of proposal: Purchase of cameras £150k
 2. Ongoing costs: Camera licences and relocation cr£3k (2021/22); Server hosting service £17k p.a.
 3. Budget head/performance centre: Capital Programme: Local Transport Priorities; Revenue Budget: Traffic Enforcement
 4. Total current budget for this head: Capital £0.154m and Revenue cr£2.2m (2019/20)
 5. Source of funding: Capital Programme – TfL Grant Funding and Revenue budget 2019/20 & 2020/21
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Personnel

1. Number of staff (current and additional): One (contracted staff)
 2. If from existing staff resources, number of staff hours: 40hrs (contractors)
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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: Waiver
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All road & school users
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

School Keep Clear Restrictions

- 3.1 In 2018/19 just five school CCTV cameras were being utilised for enforcement to deter vehicles from stopping on School Keep Clear (SKC) zigzag restrictions outside schools across the Borough. At both the Public Protection and Enforcement PDS on 30th Jan 2019 and Environment PDS meeting on 5th Feb 2019, committee Members requested that Officers consider purchasing additional CCTV cameras for enforcement of SKC markings. Five new cameras were purchased in the spring of 2019 and became operational in September 2019. It is now proposed to purchase an additional 8 new cameras to increase the coverage of the Borough, prioritising high non-compliant schools, which will allow Civil Enforcement Officers (CEOs) to be deployed elsewhere within the Borough.
- 3.2 Utilising Cameras for the enforcement of SKC restrictions is more effective than using CEOs on foot, as drivers often drive away quickly on seeing a CEO, before a PCN can be served. Cameras are rotated around the schools in the Borough but there are only 10 cameras to cover well over 100 schools.
- 3.3 Schools often contact the Council to seek support to discourage the minority of parents at those schools who repeatedly ignore the SKC restrictions, thus increasing the risk for children crossing outside the schools.

Current CCTV Enforcement System

- 3.4 Across the Borough there are currently 21 CCTV cameras deployed to enable enforcement of SKCs (10 cameras) and bus lanes (11 cameras). The existing CCTV IT management platform, known as the vehicle capture messaging system (VCMS), was originally installed to maintain 1 trial camera and has expanded to its present 21 unmanned cameras. At the time of installation in 2015 this was the best value and most robust method of deployment.
- 3.5 The 21 cameras are all connected to a single server that is based at the Bromley Parking office at the Civic Centre via a wireless or land network.
- 3.6 The present hardware is now over 5 years older and has various single points of failure, where an outage within the existing infrastructure or physical environment would stop the entire system immediately. The present broadband width required to transfer the data to produce the Penalty Charge Notices also has a slow connectivity speed, which can cause unnecessary delays in the processing of PCNs.
- 3.7 This system has grown to a significant size and scope and it now requires migration from the current system to a more robust solution.
- 3.8 If a critical failure occurs, Videalert, the incumbent supplier have stated they will support Bromley to recover data where possible and configure a replacement server once sourced, though it is difficult to estimate the actual downtime that would result if the main server fails completely. Revenue would be lost due to such a failure, a present example of a week's downtime would equate to approximately £20k loss of PCN revenue.
- 3.9 To ensure all single points of failure are negated Videalert can provide a hosted service that can be accessed via a web portal anywhere in the country. The hosted service cost will be £600 per annum per camera, total £12,600 per annum or with the additional 8 school cameras a total of £17,400.

- 3.10 A hosted environment would be a resilient virtual server situated in one of the largest data-centres in London. Videalert have also deployed a second data-centre for greater operational load capacity, resilience and disaster recovery to bolster any growing platform/s.
- 3.11 The data-centres have multiple redundant power systems, multiple dedicated and redundant very high-speed internet and data connections and 24/7 access for authorised and validated staff. Additionally the infrastructure has multiple processing and storage systems servicing their customer base maintaining a baseline uptime of over 99%, which is a guaranteed within the Service Level Agreement. Videalert also maintain off-site geo-backup facilities for processing and further disaster recovery.
- 3.12 Transferring the processing of information to a cloud based environment also offers the Council more flexibility in regard to where the cameras are situated and monitored. Officers and the Contractors would be able to access the hosted system via dedicated computers (as the present hardwired review workstation is today), but they would now connect to the hosted environment via Internet Explorer. As the hosted service is a web base portal remote workings at other locations deemed suitable would be possible.
- 3.13 As required under certification by the Secretary of State for Transport each alert/recording of a contravention requires a qualified officer to review each case at the review workstation that is at present hard-wired/fixed within the Civic Centre offices.
- 3.14 The use of a hosted service would allow the review to be undertaken at any location that the Authority approves, therefore allowing a greater flexibility to staff this function, which would provide an additional cost saving with the present enforcement contractor APCOA Parking, who supply staff to review these contraventions. However, this saving will be offset by the additional workload for APCOA in monitoring the suggested 8 new cameras.

Recommendations

- 3.15 As described above, it is recommended that (i) eight additional CCTV cameras are purchased for enforcement of School Keep Clear markings, (ii) the processing of the data from all bus lane and SKC cameras should be undertaken via a hosted, cloud based system, to replace the current server at the Civic Centre, as this is a single point of failure and presents an unnecessary risk.
- 3.16 It is recommended that an award should be made via an exemption from competitive tendering for a contract to Videalert Ltd for the provision of the hosted service and for the purchase of the additional cameras. There are a number of other providers of cameras & software, however only the Videalert software maintenance licence and equipment can be used to operate the current stock of cameras. If agreement is not given to extend the contract with Videalert to provide a hosted service plus additional cameras, then new cameras will need to be procured, along with their associated licences and additional costs.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 Parking enforcement includes enforcement around schools within the Borough, which encourages protection for children as they go to and from school. Traffic flow of Bus Lanes forms part of the London implementation plan and enforcement encourages use of this transport method particularly by children to and from schools.

5. POLICY IMPLICATIONS

- 5.1 Outcome 1 of Bromley's LIP 3 proposes to "Deliver local neighbourhood schemes that respond to local concerns and unlock potential for walking and cycling"

- 5.2 The Proposals will help achieve our targets as highlighted in Table 7 – Local Borough targets and objectives – L3LT 1.3 - 30% Daily trips originating in the borough made by foot
- 5.3 The Proposals will help achieve our targets as highlighted in Table 7 – Local Borough targets and objectives – L3LT 2.1 - Reduce KSIs amongst vulnerable road user groups by 65% compared with the 2005-2009 baseline
- 5.4 The Proposals will help achieve our targets as highlighted in Table 7 – Local Borough targets and objectives – L3LT 3.1 50% of travel to school trips to be by active modes and 20% by Public Transport

6. FINANCIAL IMPLICATIONS

Additional 8 SKC cameras

- 6.1 Surveys of vehicles contravening have been undertaken over a two day period for 21 schools not currently covered by CCTV that were known to have high non-compliance.
- 6.2 Based on the number of PCNs issued via the current 10 cameras, the 8 new cameras will be likely to lead to approximately 1,000 new PCNs being served during year 1 with a projected income of £54k based upon the cameras being purchased and installed by the end of May 2020 (this equates to 833 PCNs over 10 months). In year 2, further compliance is expected so numbers are expected to reduce to 750 with income of £48k (full year).
- 6.3 Licence and airtime costs are expected to be £4,200 per camera per annum (totalling £33,600) and £10k per annum for the cost of relocating the 8 cameras once a year (plus inflation). Cameras are relocated approximately once a year as drivers at a site become compliant.
- 6.4 The proposed additional contract value for purchasing eight new cameras and the related software maintenance licence is £150k, to be phased over 2019/20 and 2020/21. This purchase will be met from the Local Transport Priorities capital scheme funded by TfL grant.
- 6.5 The software licence will cost £33,600 in subsequent years with relocation costs of £10,400 to rotate cameras between sites (plus inflation costs going forward).
- 6.6 The annual licence costs of £33,600 (from year 2) and relocation costs of £10,400 (from year 2) will be allocated from the income received from parking enforcement.
- 6.7 The table below summarises the financial implications of this the proposal.

Expenditure and Income	2019/20	2020/21	2021/22	2022/23	2023/24
<i>Capital</i>					
Purchase and installation of 8 cameras	£75,000	£75,000			
Local Transport Priorities funding	-£75,000	-£75,000			
<i>Revenue</i>					
Licence costs		£33,600	£34,400	£35,200	£36,000
Camera relocation costs		£10,400	£10,600	£10,800	£11,000
Estimated income from PCNs		-£54,000	-£48,000	-£48,000	-£48,000
Net Income		-£10,000	-£3,000	-£2,000	-£1,000

- 6.8 The cost of providing a more resilient, hosted service in a cloud based environment for the current 11 bus lane cameras and 10 SKC cameras will be £12,600 per annum. With the addition of 8 SKC cameras the cost of hosting rises to £17,400. These costs will be partially offset by the additional income from the 8 extra SKC cameras, but by £3,000 or less from year 2.
- 6.9 There is a projected net underspend on the overall Parking Division budget this year including a net underspend on enforcement. Within this, there is a forecast underspend of £38k on credit card commission costs and trends indicate that the current level of expenditure will continue. It is proposed that the annual hosting cost is met from this projected ongoing underspending.
- 6.10 However, this position has benefited from the deployment of additional enforcement officers and that level of increased activity may not be sustained into future financial years. Therefore there is some risk that the current increased level of net income is not maintained at a sufficient level to offset the additional costs of the hosting service. This has to be weighed against the risk of failure of the current server and potential loss of income that would result.
- 6.11 It is likely that a new contract for all traffic enforcement cameras will be implemented from April 2024, with procurement processes starting in 2023, and a review of options for the hosting service will be included in this exercise.

7. LEGAL IMPLICATIONS

- 7.1 Various statutory powers including the Road Traffic Regulation Act 1984, Road Traffic Act 1991, London Local Authorities Act 1996, The Civil Enforcement of Parking Contraventions (England) General Regulations 2007, London Local Authorities Act 1996 and in particular the Traffic Management Act (TMA) 2004 provides local authorities with the powers to undertake traffic enforcement through the use of CCTV cameras. The Deregulation Act 2015 provides an amendment to the TMA 2004, which makes Regulations that, restricts/allows the use of CCTV cameras for parking contraventions as identified in this report
- 7.2 As the value of the proposed contract (£150k + £182k) is above the EU threshold level for supplies and services (£189,330) the contract does need to be tendered in full compliance with the Public Contracts Regulation 2015 (the Regulations). However Regulation 32 (2) (b) (ii) permits an award of contract by use of the negotiated procedure where for technical reasons competition is absent but only where no reasonable alternative or substitute exists. An exemption from tendering requirements under Rule 8 of the Council's Contract Procedure Rules (CPR) can be granted under CPR Rule 13, if there is justification to do so. The report sets out the justification for seeking to award a contract direct without going through a competitive tender process under the Regulations and the CPR's. The authorisation process is covered in the Procurement Comments of this report.
- 7.3 Officers will need to ensure that the proposed terms and conditions of contract are acceptable and where necessary legal advice obtained from Legal Services.

8. PROCUREMENT IMPLICATIONS

- 8.1 This report seeks to award a contract for licences to Videalert for a duration of four years at a value of £332k, which includes both one off installation costs and license and relocation costs as set out in paragraph 6.6 of this report.
- 8.2 The proposed procurement route is identified under Regulation 32 b ii (technical reasons) of the Public Contracts Regulations 2015 and the full justification provided in the contents of this report, specifically at paragraph 3.16 above.

8.3 This action is permissible under the general waiver power of the Council (CPR 3.1). For the purposes of authorisation, the cumulative value must be considered, taking into account previous spend of £316k, making the total value £648k. The Council's specific requirements for authorising an exemption are covered in CPR 13 with the need to obtain the Approval of the Portfolio Holder following Agreement by the Chief Officer, the Director of Commissioning, the Director of Corporate Services and the Director of Finance for a contract of this value.

Non-Applicable Sections:	PERSONNEL IMPLICATIONS
Background Documents: (Access via Contact Officer)	[Title of document and date]