

REPORT TITLE: PRIDE IN PLACE – MONITORING ARRANGEMENTS AND PROVISION

14 DECEMBER 2022

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WARD(S): ALL

PURPOSE

Winchester City Council is committed to working with our partners to deliver pride in place for our district with attractive public areas where people feel safe and secure. Monitoring systems such as CCTV provide an evidence base, and public assurance of safety through the monitoring and reporting of incidents.

The provision of CCTV is separated into the CCTV hardware and associated technology and secondly the monitoring of the system. Currently the City Council is in the process of upgrading the underlying CCTV technology as provided for in CAB3329. The Council owns and maintains the monitoring and recording equipment.

The monitoring service provides the people with the expertise and skills to provide the physical monitoring of the cameras. This service also provides us with a 24/7 emergency contact person. It is currently under contract that is due to expire in May 2023. The purpose of this report is to seek approval to procure a new monitoring Service to replace the contract that is about to come to an end.

RECOMMENDATIONS:

1. To appoint a new monitoring service contractor for a period of 5 years, subject to the existing budget of £240,000 for 23/24.
2. To delegate to the Head of Programme Place and the Service Lead for Legal, in consultation with the Cabinet Member for the Climate Emergency, to finalise the tender documentation and associated documents; and enter into a contract.

3. To undertake a procurement process in accordance with the Council's Contract Procedure Rules and Public Contract Regulations 2015 (PCR2015).
4. To agree the evaluation criteria model as set out at paragraph 11.13 of this report.

IMPLICATIONS:1 COUNCIL PLAN OUTCOME

Tackling the Climate Emergency and Creating a Greener District and supporting pride of place objectives.

- 1.1 Having a monitoring service provides enhanced security through coverage of bike parking and hence supporting active travel modes of transport. They also reduce the need for on-street patrols thus reducing carbon through less vehicular trips.

Homes for all

- 1.2 CCTV cameras contribute towards the safety of our district, making it a more welcoming place to live and work.

Vibrant Local Economy

- 1.3 The presence of a CCTV system provides support for local businesses through pub and shop watch and helping to deter and reduce anti-social behaviour thus creating a better local environment.

Living Well

- 1.4 Supports crime prevention and personal security/safety. Since January 2022 the CCTV Control Room staff have contributed to the arrest of 78 individuals.

Incidents which the CCTV staff dealt with in October 2022 alone related to:

- Drugs
- Nuisance
- Weapons
- Aggressive Behaviour
- Alarm Activation
- Assault
- Theft
- Disturbance
- Traffic Offence
- Robbery
- Burglary
- Collapse/Fall
- Public Order
- Fight
- Wanted Person
- Missing Person
- Concern for Welfare
- Fire
- Criminal Damage

Your Services, Your Voice

- 1.5 The CCTV system supports other services such as parking and community safety. Schemes including pub and shop watch operated jointly with Winchester Business Improvement District. The CCTV staff operate call lines linked to car parks and operate barrier controls in car parks when required.

2 FINANCIAL IMPLICATIONS

- 2.1 These will be considered through the evaluation process and will be largely in relation to the provision of staffing. Award of the new contract for the monitoring of CCTV services will be subject to the existing budget, with inflation allowance for 2023/24 prices (being £240,000). Please see section 11 for further information regarding flexibility to enable future efficiencies to be built into this contract.
- 2.2 The current contract, which is in a one-year extension, will end in May 2023.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The current contract will expire on 31 May 2023 and it is not possible to extend this any further under the current contract, due to its value and as it is already in a 1 year extension period, which is allowed for in the contract terms.
- 3.2 The procurement process will be conducted in accordance with the Council's Contract Procedure Rules and Public Contract Regulations 2015 (PCR2015) with the support of the Procurement Team.
- 3.3 The procurement method will be a mini competition held between contractors within an agreed framework utilising the evaluation criteria as set out below.

4 WORKFORCE IMPLICATIONS

- 4.1 The current monitoring contractor employs 5 full time members of staff who work on a shift pattern providing 24/7 operation and coverage of the monitoring and recording system.
- 4.2 If a new contractor is appointed through the procurement process, then it is likely that these staff would be protected and transferred under TUPE to a new contractor.
- 4.3 The option to return the Service in house is considered under Appendix A and is not recommended.

- 4.4 The Client resources to manage this contract are already in place managing the current contract and will therefore remain in place for the new contract.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The council currently provides space for the staff employed on this contract in a city council building.
- 5.2 This is because we own the hardware, and it is looped into our Council technology.
- 5.3 The scope for the new contract will also require an on-site council team in the immediate future.

6 CONSULTATION AND COMMUNICATION

- 6.1 Discussions have taken place with the Police, BiD and the Councils Neighbourhood Service and parking teams to scope the new contract terms.
- 6.2 These partners favour a locally managed and monitored service to support local initiatives such as shop and pub watch as they currently do. Consultees also felt that a locally managed service benefits from local knowledge which is important in identifying issues and in dealing with them in conjunction with rangers or the police.
- 6.3 Provision of joint initiatives (shop and pub watch) will continue to be included in the specification associated with this contract.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The scope of this contract is providing a service and not the provision of infrastructure.
- 7.2 The ability to monitor via camera feed negates the necessity for as much on-site security, reducing the need for site visits/journeys and therefore keeping our business-travel footprint to a minimum for this service.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The operation of the CCTV monitoring and recording system is covered by a code of practice which must be adhered to and this covers all data protection issues and legislation.
- 8.2 The specification will require all staff working on this contract to be specifically trained and accredited through the Security Industry Authority (SIA) and have an SIA licence. An SIA licence permits staff to work in security, provided they have completed the relevant training course.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 The specification of the contract will require that all data captured during the running of this monitoring service are covered by a detailed code of practice to which contractors and associated staff must work within. This allows for safe data transfer to the Police as required.

10 RISK MANAGEMENT

- 10.1 The council's current overall risk appetite is defined as MODERATE. This means the council remains open to innovative ways of working and to pursue options that offer potentially substantial rewards, despite also having greater level of risks. However, the council's preference is for safe delivery options which have a lower degree of risk, especially for those services required by statute. The table below sets out the risks in relation to the procurement of this service.

Risk	Mitigation	Opportunities
Financial Exposure i.e. increasing monitoring costs	Use a public sector compliant framework agreement and undertake a further (mini) competition within the chosen framework. Review of the specification to ensure non-essential requirements are not included and seek prices for defined elements of the specification.	
Exposure to challenge in the way which the system is operated and, in the way, a new contractor is selected and appointed.	Ensure compliance with procurement regulations and the use of a code of practice for operating the CCTV system.	
Innovation		Potential Scope to take on monitoring for other businesses or local authorities
Reputation issues around data protection	Use of a mandatory code of practice to be followed by the contractor.	
Achievement of outcome	There is a risk that no organisations will bid for this contract. We will use the mini-competition approach as our	

Risk	Mitigation	Opportunities
	procurement method. We feel confident that the contract value will encourage bids.	
Property	n/a	
Community Support	A locally managed CCTV system provides the greatest level of community support by enabling close working with the Police, the BID, other council teams such as Neighbourhood Services	
Timescales	Use of a framework can simplify the procurement process and will help to ensure that a new contract can be put in place in time	
Project capacity	A project team has been set up utilising skills from across the council	
Other	n/a	

11 SUPPORTING INFORMATION:

- 11.1 The council has a network of CCTV cameras and infrastructure which connects to a control centre. This infrastructure is managed by the council. The council currently contracts out the staffing of the CCTV monitoring.
- 11.2 The council's CCTV operating system is currently being upgraded which will enable additional cameras to be added to the system, better data sharing with the police and better longer-term resilience and capability.
- 11.3 The service geographically covers parts of Winchester including the central shopping areas, the High Street, The Brooks, Abbey Gardens and the Cathedral grounds, the central one-way system, car parks and park and ride sites. Bishops Waltham also has a small number of cameras which link into the system. The council also utilises remote deployable cameras, when needed to give flexibility of coverage, which can link back to the control room.

- 11.4 The specification for this service in this report is for a monitoring and operating service. This includes viewing cameras, reacting to situations, interacting with the police and neighbourhood services teams, providing data to the police to enable further action and/or prosecutions to take place, facilitating and interacting with shops and pubs and the emergency services as part of the operation of the shop and pub watch schemes, answering calls on the council's helplines, operating car park barriers when incidents or issues occur and providing an out of normal working hours emergency call facility.
- 11.5 There are a number of options available to provide a CCTV monitoring system and these are set out in Appendix 1 and listed below:
- Retender based on current CCTV recording and monitoring system which is provided by a contractor.
 - Consider a shared service arrangement with other Districts
 - Consider bringing staff back in-house
 - Consider a recording only system with no monitoring
 - Consider a remote contracted out monitoring system
 - Ask the voluntary sector to provide this service
- 11.6 An assessment of these options is set out in Appendix 1. Six options have been assessed each with advantages and disadvantages but overall, this assessment supports the appointment of a contractor to continue to monitor and manage the Council's CCTV system.
- 11.7 This conclusion to procure a new contract has been reached because a locally managed, dedicated service run by professionally trained and accredited staff will be more successful in deterring and detecting crime and antisocial behaviour, whilst supporting the police with critical information in order to be able to apprehend and prosecute perpetrators of crime.
- 11.8 In addition a local dedicated service can support other partnership activities such as pub and shop watch, run and operate bespoke parking systems such as customer help lines and operate barrier controls and run/support the council's out of hours service.
- 11.9 However, it seems clear that we will require flexibility during this contract term of five years to allow us to improve our in place initiatives, such as sharing the service wider with partners, which could also improve our economy of scale for the service. There may also be a need to consider options to reduce this service to provide financial efficiencies.
- 11.10 We therefore propose to let this contract in a flexible provision (subject to conditions of available frameworks), giving us time to work with the

contractors and our partners to understand in detail the options that best serve the Winchester District.

11.11 This proposal, therefore, is to let this contract 'as is' but also to seek to build in the flexibility for us to expand, contract and or change the service during its tenure. We will therefore appoint a contractor to monitor the council's CCTV system in accordance with a detailed specification and within a prescribed code of practice.

11.12 There are a number of compliant frameworks available with a good range of prequalified suitable contractors capable of running the council's CCTV system. As such it is suggested that a mini competition is held between contractors within an agreed framework utilising the evaluation criteria as set out below. This will help to ensure value for money whilst checking that the contractors will provide a good quality service meeting the needs of the council and the associated specification.

11.13 Evaluation criteria

The evaluation of bids will be based upon the Most Economically Advantageous Tender (a combination of price and quality factors). The recommended ratio is 60:40 (Price: Quality). On this occasion if a framework agreement is used which has already addressed environmental and social value matters the requirement to incorporate these as part of the quality evaluation may be disregarded. The quality of the contractor to manage the staff and react to changing circumstances whilst using statistics to guide the monitoring service will be tested through the evaluation process.

12 OTHER OPTIONS CONSIDERED AND REJECTED

12.1 The options considered are listed as Appendix 1.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

CAB3329 Parking and Access Plan Improvement Programme 9 March 2022.

Other Background Documents: -

n/a

APPENDICES:

Appendix 1: Review of CCTV Monitoring Options

Appendix 1 - Review of CCTV monitoring options

Option	Advantages	Disadvantages	Comments
Retender based on current CCTV recording and monitoring system	<p>Minimal disruption to service and operations as technology and personnel are very likely to remain the same (TUPE).</p> <p>No cost of change i.e. Internal costs IT, HR and project management.</p> <p>Benefit from local knowledge of locally based operators, members preference.</p> <p>Ability to assist with emergency control, pub and shop watch schemes.</p> <p>Priority service provided.</p> <p>Local access with police and ability to provide data directly to them</p>	There potentially may be better value options.	<p>This option is preferred by BID, the Police and Neighbourhood Services.</p> <p>Support Pride in Place objectives</p>
Consider a shared service arrangement with other Districts	<p>Resilience and a chance to pool knowledge.</p> <p>May allow cost of service to be reduced as fixed costs shared.</p> <p>Partnership approach demonstrates that public sector is aiming to be more efficient by not duplicating services.</p> <p>Opportunity to develop skills in managing a shared service implementation.</p>	<p>Working together increases organisational complexity.</p> <p>Requirement for legal input to agree SLAs/MOUs/Collaboration agreements Accountabilities and responsibilities may be less clear.</p> <p>Implementation will require resourcing time to complete this may not be sufficient.</p> <p>WCC may need to compromise to be in sync with partner (and vice versa).</p>	E.g., Some authorities have different software/hardware but share the same Airwaves police radio frequency/call sign. Other locations have different police contact so would make integration difficult.

<p>Consider a recording only system with no monitoring</p>	<p>Minimise labour and associated costs (e.g., Facilities, accommodation).</p> <p>New technologies and other automation maybe adopted.</p>	<p>The public and partners may be concerned about safety and information security.</p> <p>Automation and software likely to be expensive. Concerns re information security.</p> <p>Legal ramifications as per above.</p> <p>Service may not be as effective by not having human interface.</p>	<p>Not favoured by key partners as seen as not effective in terms of preventing crimes in action by having active monitoring and proactive work with other agencies/</p>
<p>Consider bringing staff back in-house</p>	<p>Potential for closer management control but only if internal resource and expertise is available.</p>	<p>Internal costs are introduced (legal input required, HR, payroll, pension). Senior staff would also need to be trained and SIA credited which is an ongoing requirement.</p> <p>Usually, a high-cost option due to benefits package and a small team is difficult and expensive to manage and arrange cover for. i.e., there would be no wider contingency that would be available through a private contractor</p>	
<p>Consider a remote contracted out monitoring system</p>	<p>Potential cost savings due to economies of scale, resilience and new technologies</p> <p>Local access with police and ability to provide data on data sticks. Need to see if that can be done remotely.</p>	<p>Will require more contract management resource as the service would be provided from a pool of remote staff.</p> <p>Benefit from local knowledge of locally based operators would be lost.</p> <p>Lack of priority may be an issue</p> <p>Issues with assisting with shop watch and pub watch as these work through local radio systems.</p> <p>Likely to be technical issues with accessing controls for local access barrier/ control</p>	<p>Two car parks are manned remotely at CCTV and help points in various locations feed through directly to CCTV. This would be very difficult to do remotely.</p> <p>CCTV must have a viable link to Parking Services team for customer/site issues via radio.</p> <p>CCTV centre and staff currently also operate the council's Out of Hours service, and emergency protocol point to enable pick up of</p>

		<p>systems.</p>	<p>keys to enable access to all the necessary kit for a council emergency.</p> <p>Upon meeting with a specialist provider of such a remote system it's clear that there would be technical issues with some of the council's cameras making this impossible to achieve at present. Once we have upgraded these to IP-based cameras we can re-evaluate our position on this option.</p>
<p>Ask the voluntary sector / partners to provide this service.</p>	<p>Potential reduced operating costs but significant risks in such a specialist area.</p>	<p>Numerous including reputational and business risks to WCC and organisations operating in the area.</p> <p>Staff need to be accredited and SIA trained.</p>	<p>All staff using equipment need to be SIA trained and hold valid licences. The ICO and the Biometrics and Surveillance Camera Commissioner have strict legislation and guidance for Local authorities to follow regarding Public Space surveillance.</p> <p>This option is unlikely to be acceptable from a procurement perspective as if the council were paying for a service that we have specified it is likely that this would be deemed to be a contract under PCR2015 and subject to procurement rules.</p>

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