



# Cabinet

9 JANUARY 2012

**DEPUTY LEADER  
(+ENVIRONMENT  
AND ASSET  
MANAGEMENT)**

*Councillor Nicholas  
Botterill*

**MODERNISING CCTV TRAFFIC  
ENFORCEMENT FACILITIES**

**Wards:  
All**

The Council has launched a campaign to 'Get H&F Moving' by reducing congestion on our roads and improving the local transport network. The enforcement of parking and moving traffic offences plays an important role in keeping our road network flowing.

The Council needs to update its real-time CCTV traffic enforcement recording system from outdated and unsupported VHS to modern digital equipment.

The intention of this report is to draw down funding to remodel Rooms 311-313 of Hammersmith Town Hall into modern CCTV Traffic Enforcement facilities and install modern digital equipment in order to allow it to be used to maximum effect by the Transportation and Highways department.

**CONTRIBUTORS**

EDFCG  
ADLDS

**Recommendations:**

1. That approval be given to modernise the CCTV traffic enforcement facilities at a total estimated cost of £945,000 as set out in paragraph 10.1 of the report.
2. That approval be given for an order to be placed under the Measured Term Contract for Non-Housing Projects 2011/2015 to Mulalley & Company Limited. The estimated cost of the works will be £230,000 including fees and contingency.

**HAS A EIA BEEN  
COMPLETED?  
N/A**

**HAS THE REPORT  
CONTENT BEEN RISK  
ASSESSED?  
YES**

## 1. BACKGROUND

- 1.1. The Council has a Network Management Duty placed on it through the Traffic Management Act 2004 (TMA) to ensure the safe and expeditious movement of traffic, including pedestrians. The Council is also responsible for maintaining a well managed highway network that guarantees access for emergency vehicles, bus services and for other essential services such as refuse collection, post office delivery vehicles etc;
- 1.2. Sub-section 4 of Section 17 of the TMA states in relation to enforcement of traffic management and parking controls that, "The arrangements must include provision for establishing processes for ensuring (so far as may be reasonably practicable) that the authority:
  - a. identify things (including future occurrences) which are causing, or which have the potential to cause, road congestion or other disruption to the movement of traffic on their road network; and
  - b. consider any possible action that could be taken in response to (or in anticipation of) anything so identified."
- 1.3. In February 2011, the Council launched its 'Get H&F Moving' transport campaign to tackle the congestion hotspots in the borough. A study by the Mayor of London in 2009 showed that roads in the borough of Hammersmith and Fulham had the highest annual vehicle delay per kilometre of network, compared with all other London boroughs.
- 1.4. The use of CCTV cameras to enforce traffic restrictions is highly effective in helping us monitor hotspots in the Borough and enabling us to take robust action against contraventions. The Council uses CCTV to enforce moving traffic offences which includes enforcing bus lanes, yellow box markings, banned turns and banned U-turns. These types of restrictions are introduced to reduce congestion on our road network and improve road safety.
- 1.5. The CCTV Enforcement unit in the Transportation and Highways department is playing an increasingly important role in improving compliance with traffic regulations and enabling the Council to fulfil its Network Management Duty and reduce congestion in the borough.
- 1.6. For example, in November last year we installed a CCTV camera in Gliddon Road to enforce the U-turn ban that operates in the road. A large number of drivers travelling eastbound on Talgarth Road were turning left into Gliddon Road then carrying out a U-turn in order to travel southward towards Barons Court. At peak times, around one hundred drivers were carrying out this manoeuvre in one hour, resulting in conflicts with oncoming vehicles and raising safety concerns for users of the footway. Within the first six months the number of drivers doing a U-turn in Gliddon Road had dropped by 50% demonstrating that CCTV enforcement has improved compliance.

- 1.7. The CCTV unit issues approximately 80,000 Penalty Charge Notices (PCNs) per annum across the Borough for traffic offences captured by 53 cameras on CCTV.
- 1.8. The facilities for monitoring CCTV are split between Fulham Town Hall (2 enforcement stations and 6 reviewing stations) and Hammersmith Town Hall (3 enforcement stations and 3 reviewing stations).
- 1.9. The demands of the service have outstripped its current facilities. The room for expansion and improved performance is limited by a number of factors including:
  - use of antiquated and inefficient VCR equipment;
  - the service being split between two sites, one of which (Fulham Town Hall) needs to be vacated in 2012;
  - storage of VCR tapes and paper documents;
  - Limited access to the camera network in the borough.

## **2. SCOPE OF MODERNISING THE TRAFFIC ENFORCEMENT CCTV FACILITIES**

- 2.1. There are five discrete streams of work to support this project:
  - Building works to rooms 311-313 of Hammersmith Town Hall;
  - Procurement and implementation of the ZenGrab digital CCTV system;
  - Installation of additional CCTV cameras and carrying out of minor adjustments to existing camera sites that Transportation and Highways department have negotiated access to;
  - Recruitment of 13 additional CCTV staff on one year rolling contracts to operate the expanded service.
  - Funding of a permanent Borough Emergency Control Centre (BECC) for the Emergency Services Unit which currently operates out of room 311.

## **3. BUILDING WORKS TO ROOMS 311-313 OF HAMMERSMITH TOWN HALL**

- 3.1. Rooms 311-313 have been identified as the preferred location for the CCTV unit for the following reasons:
  - The size of space is suitable to combine the CCTV services based on the ground floor of Hammersmith Town Hall and Fulham Town Hall;
  - The room is already connected to the borough's CCTV matrix run by Chroma-vision;
  - The space allows the flexibility for both the CCTV enforcement service to expand, and the number of camera feeds into the room to increase as required;

- It has a server room which is a pre-requisite for a change to a digital enforcement system that would require large volumes of videos to be processed locally;
- 3.2. The proposals require internal alterations to Hammersmith Town Hall rooms 311-313 as follows:
- Stripping down the room and preparation;
  - Removal of partitions to form a single open plan office space;
  - Ceiling works;
  - Installation of air conditioning unit;
  - Provision of new doors and acoustic glazed screens;
  - Refurbishing the kitchen and toilets;
  - Creating a raised floor;
  - New lighting;
  - Electrical installation.
- 3.3. All new lighting will be low energy fittings.
- 3.4. The proposed works require Listed Building Consent which has been submitted as part of the overall application for the proposed Hammersmith Town Hall Smart Accommodation programme of works. No works will be carried out until formal consent has been received.
- 3.5. The tender details, basis for appointment of specific framework contractor and fees can be found in sections 10 and 11.

#### **4. DIGITAL CCTV SYSTEM**

- 4.1. The current CCTV enforcement setup is no longer fit for purpose as it:
- Is obsolete and unsupported, if the hardware fails, for example if the time stamped on the images is inaccurate, then the PCNs will become invalid or unreliable to enforce because the time or date is not verifiable.
  - Is unreliable as VCR hardware is used to record onto VHS tape and the image quality has started to deteriorate. This has led to evidential problems where for example, PCNs have been issued and then challenged because of the lack of clarity of the number plate.
  - Does not have an inbuilt vehicle mismatch capability which has led to instances where the make and model of the vehicle cannot be effectively confirmed in a timely manner, or has led to issuing PCNs incorrectly.
  - Is not digitally stored or backed-up, therefore, video images can only be viewed by the public in a CCTV room. Officers can only access evidence via the CCTV unit.
  - Does not capture information that will allow officers to review and monitor the enforcement camera usage and utilisation data.

- 4.2. After engaging with other London boroughs, H&F identified that Zenco were supplying a digital enforcement system called ZenGrab to 13 London boroughs. Zenco have worked with Local Authorities and suppliers including Mouchel Transport Systems (MTS), suppliers of the parking enforcement system ICPS.
- 4.3. This system allows high quality digital footage to be captured, reviewed and shared more efficiently within the Transportation and Highways department. It also enables motorists to self-serve and view footage of their contraventions online. The HFBP Options Analysis has recommended that H&F procure the ZenGrab system which will be locally hosted by HFBP.

## **5. ADDITIONAL CAMERA ACCESS**

- 5.1. At present, the CCTV unit has access to 53 cameras for traffic enforcement. There are an additional 67 cameras that are potentially available through H&F's Emergency Services unit, and Transport for London (TfL).
- 5.2. This has resulted in uneven levels of traffic enforcement with certain unenforced areas suffering from higher levels of traffic incidents. It is proposed that the CCTV unit expands its access to these additional cameras (where suitable) in order to target problem areas and provide a more consistent approach to enforcing traffic regulations in the borough.
- 5.3. There are also areas with high estimated levels of contraventions where no cameras are present. It is proposed that new cameras are installed at these sites in order to help improve compliance.
- 5.4. In order to use these additional cameras for parking contraventions, an updated Technical Construction File (TCF) detailing the schematics of the traffic enforcement system needs to be approved by the Vehicle Certification Agency (VCA). A supplier is being sought through open tender to comprehensively update and then maintain the TCF. (See section 13 for more details).

## **6. STAFF RECRUITMENT**

- 6.1. The proposed set up includes increasing camera access, the number of enforcement and reviewing workstations and extending operating hours. 13 additional staff are required to allow the service to operate at maximum capacity and it is planned to recruit these staff on one year rolling contracts. This allows flexibility if the numbers of staff are not required as a result in a reduction of contraventions.
- 6.2. In addition, 6.5 posts will also be required to process the increase in correspondence and appeals as a result of the expanded enforcement operation.

## **7. EMERGENCY SERVICES BOROUGH EMERGENCY CONTROL CENTRE (BECC)**

- 7.1. The Council is required to have a resilience control from which it can coordinate its response to emergencies. The control room is made up of workstations and a meeting area and needs to be maintained at a state of readiness so that an incident team can move into the space at very short notice. This location is currently room 311 of HTH.
- 7.2. A temporary location for the BECC has been agreed and plans are in progress to relocate in early December. Any building works to rooms 311-313 are subject to the temporary location being ready for occupation.
- 7.3. Plans for a permanent BECC are currently under discussion, and it is proposed that this would involve extending the current CCTV suite to utilise the space currently occupied by Parking Services. A sum of £200,000 is proposed to be set aside the fund the cost of works subject to a Cabinet Member Decision approving the detail.
- 7.4. In the event of a major emergency which exceeded the capacity of the proposed BECC access to the new Traffic Enforcement suite would still be possible.

## **8. BENEFITS**

- 8.1. The major benefits of this project include:
  - A more equal distribution of cameras at key traffic sites across the borough. This will result in an improvement in compliance with traffic regulations in the future and enable the Council to better fulfil its Network Management Duty;
  - Staff productivity increase through digital equipment. It is expected that officers will be able to increase the number of contravention reviews by 50% as a result of digital software;
  - Increase in first time payments and reduction in CCTV correspondence through allowing motorists to access to videos of their contraventions. Clips of contraventions will be available for motorists to view online rather in addition to the photographs they currently receive with their PCN.
  - Improved customer service. Officers outside of the CCTV unit will be able to view contraventions through the Parking enforcement system, ICPS, and therefore be more accurate in their engagement with motorists;
  - Backup of digital footage and reduction in physical storage space. A digital system lowers the risk of losing evidence compared to physical storage of individual VHS tapes;

## 9. TIMESCALES

- 9.1. The project commenced in October with the objective of having the CCTV enforcement centre fully operational by April 2012. This is based on building works being completed by mid March with implementation of the digital CCTV system following on directly.
- 9.2. Delivery is subject to listed building consent being granted for the refurbishment of Hammersmith Town Hall and HFBP being able to complete procurement and legal processes by late February. Delays will have an impact on the delivery date.
- 9.3. The anticipated programme of work is as follows:

	Date:	Year:
Cabinet Decision	9 <sup>th</sup> January	2012
Proposed Start on Site (TBC):	16 <sup>th</sup> January	2012
Building Works Completion (including snagging)	23 <sup>rd</sup> March	2012
Installation of digital equipment	5 <sup>th</sup> March	2012
Centre operational	23 <sup>rd</sup> April	2012

## 10. TOTAL COSTS

- 10.1. The total estimated costs of implementing the CCTV Traffic Enforcement Centre is expected to be £945K.
- 10.2. The estimated costs for implementing this project are as follows:

	Implementation	Annual costs
Building works expected spend to rooms 311-313 HTH including fees	£190,000	
Building works overall contingency	£40,000	
ZenGrab digital CCTV system	£250,000 (inc yr 1 costs)	£87,877 (yr 2 onwards)
Additional ICT infrastructure cost	£80,000 (TBC)	
CCTV equipment and matrix upgrade	£70,000	
New cameras / alterations	£100,000	£10,000
Technical Construction File maintenance contract	£15,000	£5,000
Emergency Services BECC	£200,000 (TBC)	
Additional staffing costs	£N/A	£640,000
<b>Total</b>	<b>£945,000</b>	<b>£782,877</b>

- 10.3. The Emergency Services BECC costs are an estimation and will be refined once a permanent location is sought and quotations received.
- 10.4. Final digital CCTV and ICT infrastructure costs will be delivered by 13th January when the CMO approved HFBP Solution Proposal is released.

**11. TENDER DETAILS AND BASIS FOR APPOINTMENT OF SPECIFIC FRAMEWORK CONTRACTOR FOR BUILDING WORKS**

- 11.1. The Leader’s Urgent decision of 22 December 2010 gave approval to the acceptance of the three most economically advantageous tenders to carry out Non-Housing works under a Measured Term Contract (MTC) from 1st February 2011 for a period of four years. The three contractors appointed were Mulalley & Company Limited, Kier Support Services Limited and Philiam Construction & Development Limited.
- 11.2. The tenders are to carry out works to non housing properties on an order by order basis using the National Schedule of Rates as the pricing mechanism. This MTC is appropriate to undertake the required work and its use will save the time required to invite and obtain approval of building tenders. This approach to procurement allows projects to be processed quickly without recourse to a separate tender, whilst at the same time maintaining value for money, as the completed works are paid for at competitively tendered rates. The inherent flexibility of this MTC is well suited for a project of this nature which requires some design development as the works progress.
- 11.3. The three appointed contractors under this framework agreement were appointed on the basis of the following negative percentage adjustments to the National Schedule of Rates.

Project Value	Under £300K	Over £300K
Mulalley & Company Limited	-26.00%	-26.00%
Kier Support Services Limited	-19.67%	-22.35%
Philiam Construction & Development Limited	-16.00%	-16.75%

The tender documents set out that the subsequent choice of contractor to be recommended for each individual project allocated to these Framework Agreements will be appraised by a panel of officers from Building & Property Management and Client department for each scheme. The selection would be based on price, financial limits, available resources, performance and ability to meet the Council’s requirements for the particular project including timescales.

- 11.4. Officers from Building & Property Management and the Environment Services Department (BPM - Smart FM)) have reviewed the project requirements and programme timescale and agree that the appointment of Mulalley & Company Limited is appropriate in this case. The contractor has been approached and agrees that they can meet the specific requirements



of this project in accordance with the criteria for this MTC framework appointment.

- 11.5. The estimated costs of the works priced against the Schedule of Rates are £175,000 which together with contingencies of £25,000 gives an order value of £200,000.

## **12. FEES**

- 12.1. The professional services previously provided by Building & Property Management (Environment Directorate) are now, following market testing, being provided by EC Harris LLP. Consequently fees are calculated on the basis of the tendered schedule of rates plus the cost of the Client Agent Team, which is funded via a percentage fee to the value of the commissions placed. Fees are charged on the basis of 15% with final account reconciliation at the end of each financial year.
- 12.2. Therefore fees are applicable to the proposed works at a rate of 15% which is an amount of £30,000. Hence, the total of works and fees including contingency recommended for approval is £230,000.

## **13. LEGAL AND STATUTORY IMPLICATIONS**

- 13.1. An updated Technical Construction File will need to be submitted to the Vehicle Certification Agency with details of additional cameras and equipment in order to be able to enforce with them.
- 13.2. Recent examples from other boroughs show that an inaccurate TCF could lead to legal challenges by motorists and forced repayment of PCNs issued through incorrectly registered equipment. An open tender is due to be launched in December for a third party to provide and maintain this for H&F. Based on benchmarking, this is expected to cost £15,000 initially, with annual charges of £4-5,000 thereafter.
- 13.3. Awarding the contract will be subject to Cabinet Member approval.

## **14. RISK MANAGEMENT**

- 14.1. Risk is being managed through the CCTV Project Board, which includes the Head of Parking Services, Director for Transportation and Highways and Assistant Director for Finance and Resources.
- 14.2. The project is monitored by the Environment Services Department Management Team with any major risks escalated by the Head of Parking Services for action.

## 15. COMMENTS OF THE EXECUTIVE DIRECTOR OF FINANCE AND CORPORATE GOVERNANCE

15.1. The costs of the project are as set out in paragraph 10 :

Building Works:	£230,000
Digitisation of the CCTV Enforcement Centre	£515,000
Estimated Costs of BECC	£200,000
Total	£945,000

15.2. Income from enforcement of moving traffic offences is exceeding budget by £3.6m and it is proposed to use the additional income to fund the works set out in this report. The Corporate Revenue Monitor (CRM) already assumes that up to £1m would be used this year for this project and therefore the approval of this report does not affect current outturn assumptions.

15.3. The increased running costs of the service (approximately £783,000) from 2012/13 onwards will be offset by PCN income on current levels of enforcement activity. Any additional income in excess of current levels will be taken in to consideration through the Council's Medium Term Financial Strategy.

## 16. EQUALITY IMPLICATIONS

16.1. This report recommends that approval be given to build a CCTV centre and extend coverage of traffic enforcement. This will not have any direct equality implications, as existing policy will not be affected.

## 17. COMMENTS OF THE ASSISTANT DIRECTOR (LEGAL AND DEMOCRATIC SERVICES) (MANDATORY)

17.1. There are no direct legal implications.

### LOCAL GOVERNMENT ACT 2000 LIST OF BACKGROUND PAPERS

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	Project Files	Matt Caswell	
2.	Building Works Tender Documents	Mike Cosgrave	
<b>CONTACT OFFICER:</b>		<b>NAME: Matt Caswell</b> <b>EXT. 2708</b>	