

PFCC Decision Report

Report reference number: PFCC/164/22

Classification OFFICIAL

Title of report:

Contract Award - CCTV & INTEGRATED SECURITY SYSTEMS ESSEX CUSTODY SUITES – 7F-2021-P065

Area of county / stakeholders affected: Countywide

Report by:

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Date of report: 16 November 2022

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1. Executive Summary

This decision report outlines the procurement process and recommended contract award for the supply, installation and maintenance of CCTV and integrated security systems for Essex Custody Suites. In addition to approval of increasing the overall capital budget.

The requirement is for the supply and installation of CCTV systems, Physical Security Information Management (PIMS) systems and associated equipment. This includes system testing, system commissioning and training of staff in system use. Supply and installation do not apply to Chelmsford as this has already been installed, however, the maintenance contract will include Chelmsford Custody.

2. Recommendations

The first recommendation to the PFCC is to increase the capital budget from £1,101,000 to £1,429,912 an increase of £328,912. This will enable the contract to be awarded at a value of £1,261,816 in addition to the completed project expenditure of £9,071 to holding cell CCTV and £159,025 to upgrade Chelmsford

Custody CCTV. This is in addition to the £401,000 of one-off and recurring revenue consequences already budgeted for. Therefore the total Capital and Revenue budget requirement to deliver this project is £1,830,912. Ensuring our custody facilities have full CCTV coverage to protect detainees, staff and officers. Cost increases from the original estimate are attributed to economic challenges and shortages of electronic components.

The second recommendation to the PFCC is to award two contracts, anticipated to be for a five-year period with the option to extend by a further two 12-month periods, to Openview Security Solutions Limited at a cost of £1,261,816 for supply and installation, and annual maintenance of £28,781 (fixed for the first 3 years of maintenance and subject to increases in accordance with the Consumer Price Index (CPI) in the final two years) This aggregate period of seven years is based on a two-year programme for installation followed by a three-year maintenance period with the option to extend for the two 12-month periods. The contract start date will be 1st February 2023.

The third recommendation is for the PFCC authorise the application of the PFCC's electronic signature to the JCT Intermediate Building Contract for the supply and installation of CCTV systems throughout custody suites.

The fourth recommendation is for the PFCC authorise the application of the PFCC's electronic signature to the JCT Measured Term Contract for the 3 year maintenance period preceding the installation.

3. Background to the Proposal

Capital investment of £1,101,000 to upgrade the provision of CCTV within custody suites across the county was approved in decision report PFCC/043/19 on 17th April 2019.

The system in Chelmsford Custody was replaced prior to the full tender process as the CCTV replacement needed to be completed before Chelmsford Custody reopening at the end of August 2021.

To explore the market interest and capability prior to the tender process, a Prior Information Notice (PIN) was used to engage with the market. This identified eight interested suppliers with six able to confirm they had the relevant experience fitting the required systems and the level of accreditation to be included in the specification, which has been checked and confirmed with the manufacturer. This justified going out to open tender for healthy competition to achieve best value and higher quality bids.

The tender was published on the 27/06/2022. The scope for the services tendered includes the supply and installation of the CCTV systems and Integrated Security System at Harlow, Clacton, Colchester, Basildon, Grays and Southend custody suites. Bidders also had to include pricing for three years' planned preventative maintenance, support and reactive response repairs, materials and plant for these custody suites, including Chelmsford. Results from the evaluations for all bidders are shown below:

| Supplier Name | Total Bid Price (£) (installation & 3-year fixed preventative maintenance) | Commercial Score % (max 37.5%) | Technical Score % (max 57.5%) | Social Value Score % (max 5%) | Total Score (out of 100%) |
|---------------|---|-----------------------------------|----------------------------------|----------------------------------|---------------------------|
| Bidder 1 | Installation £1,261,816.70 Maintenance £86,344.11 | 36.93% | 47.04% | 2.74% | 86.43% |
| Bidder 2 | Installation £1,476,720.00 Maintenance £244,317.00 | 28.08% | 44.56% | 3.46% | 76.12% |
| Bidder 3 | Installation £2,436,342.97 Maintenance £252,097.19 | 17.91% | 29.53% | 1.40% | 48.84% |
| Bidder 4 | Installation £1,803,807.00 Maintenance £79,800.00 | 28.49% | 42.99% | 4.10% | 75.57% |

4. Proposal and Associated Benefits

The proposed award to Openview will ensure full CCTV coverage within the Custody Suites, which provides protection to both vulnerable detainees and safeguards the health, safety and welfare of the staff. At present each Custody Suite has a number of cells with no cameras and the CCTV and hard drive systems have been failing. The use of CCTV within Custody Suites is a legal obligation and ensures there is clear transparency and openness. This programme will avoid unplanned custody suite closures which would impact on overall policing delivery throughout the county.

Openview is the current provider for CCTV and integrated security systems maintenance and its staff are vetted and familiar with the sites.

The most significant benefits of the programme will be that upon completion all custody suites will have full CCTV coverage in every cell including ancillary areas as well as sound recording at each of the charge desks.

The suites required to be upgraded will ensure full compliance with the Home Office Design Guide for custody and the Authorised Professional Practice.

Additional benefits of the proposal allow for greater monitoring of high risk detainees and supervision remotely through the CCTV provision rather than officers having to undertake constant observation of high risk detainees.

4.1 Operational Benefits

| Capability/Deliverable | Qualitative Outcome | Quantitative Outcome £ |
|---|--|--|
| Reduced Complaint Investigation times | Reduces the time spent investigating complaints with earlier resolution reducing the impact on officer's well-being / front line availability. | Estimated £37,313 per year saving in Investigating Officer time. (Does not include IOPC or PSD investigations). Estimated £58,800 per year saving in officers and staff suspended or redeployed whilst under investigation Total: £96,113 per year |
| Better Quality of Evidence | Evidence available in relation to criminal investigations will be increased through greater coverage and be of better evidential quality through inclusion of audio and improved stability of system and picture quality | Increase in successful prosecutions and resulting public confidence is difficult to place a quantitative value on, even through professional judgement. Based on FYTD there are two cases known of where CCTV evidence from custody that was not available would have made a significant difference in the prosecution of offenders. Total £20,000 per year |
| Meet specifications of Home Office Design Guide | The Home Office Design Guide and College of Policing management of custody Authorised Professional Practice both require full visual and audio coverage of custody facilities. The implication of not providing this could include an increased liability to civil claims. | These cases are rare, but can be expensive when they do occur. A death, rather than injury in custody where there is no CCTV coverage is likely to attract much higher liability. Estimate based on some known cases as £5,000 per year. |
| Increased detainee, staff and visitor safety | CCTV provides a known and proven deterrent in some cases. If there were comprehensive coverage this would increase safety from crime. More importantly though, | Impossible to provide definitive qualitative figures. However, FYTD there have been 257 adverse incidents inside the custody suites operated by Essex Police. |

| | | |
|--|---|---|
| | Increased and better coverage of cells would mean better supervision and monitoring of detainees in our care, a reduction in self harm and adverse incidents | 33 of those incidents occurred in an area not covered by CCTV. Estimated cost of investigation and liability on claim £10,000 per year |
| Reduction in the level 4 observations within custody suites, reducing abstractions from on duty police officers. | Higher risk detainees require enhanced levels of supervision, set by the custody officer. Where good quality CCTV is available level 3 supervision is a viable option for a number of these detainees. The only alternative being level 4 constant observations with an officer or member of staff sat outside the cell door. | It is estimated that 365 level 4 observations (1/6 of total) could have been avoided FYTD through better CCTV coverage. Average length of level 4 observation was 11 hours, 1 PC per level 4 at a cost and potential saving of £131,156 per annum |

5. Options Analysis

- Do nothing - Doing nothing is not an option. The CCTV systems within the custody suites will progressively fail and need to be replaced on an ad-hoc basis leading to unplanned custody suite closures, impacting on overall policing delivery throughout the county.
- Replace upon failure of CCTV - Replacing the CCTV systems upon failure is not an option. This option would not address the deficiency caused by lack of CCTV coverage within the custody suite cells, in addition to causing unplanned closures of custody suites leading to increased costs for the replacements.

6. Consultation and Engagement

Extensive market engagement and research was carried out by Estate Services for Essex. In order to complete the specification and prior to engaging in the procurement process, numerous camera models from different manufactures were tested to see which would suit the specific needs of custody. Six camera models were tested, two of which were not compatible with the integrated management system. The remaining cameras were all installed within a cell, and the camera that gave the best view with no blind spots was selected. This camera also demonstrated a robust chassis and with no ligature points. This camera has been used previously in Southend Custody so staff have previous experience of this equipment in a working custody suite. The camera meets the needs of the custody suite and has minimal maintenance issues.

7. Strategic Links

This business case supports the plan on a page "why are we here" and will

deliver the best possible service that promotes satisfaction and confidence to the public.

The use of CCTV within custody suites is a legal obligation and is often scrutinised by outside bodies such as the IOPC when ensuring that there is clear transparency and openness within a custody suite.

Supports the strategic management of our estate by 'Replacing failing building components to improve the resilience, cost efficiency and energy performance of our buildings' and 'Improving the current estate where it fails to meet the current minimum legislative and policy standards'

8. Police operational implications

Custody suites will need to close in order to install the new systems, however only one custody suite will be closed at any one time to keep operational impact to a minimum.

The positive impacts on operational policing are as follows:

- The upgrade of CCTV will provide better quality evidence, with improved coverage, therefore increasing successful prosecutions and resulting in enhanced public confidence.
- Increased detainee, staff and visitor safety, including better supervision and monitoring of detainees in our care.
- Reduction in the level 4 observations within custody suites, reducing abstractions from on duty police officers.
- Reduced complaint investigation times, with earlier resolution reducing the impact on officers' well-being / front line availability.

9. Financial implications

9.1 Breakdown of Contract Costs

Note: The totals within the tables below will have rounding discrepancies due to the pence being removed from the totals.

The cost of the Openview contract is as follows and is broken down into Supply and Installation which is capital expenditure and Maintenance which is revenue consequences:

| Supply and Installation Contract – Capital | |
|--|---|
| Supply and Installation of CCTV system and the Integrated Security System | Site cost including storage uplift |
| Harlow Custody Suite | £175,516.50 |
| Clacton Custody Suite | £123,292.80 |
| Colchester Custody Suite | £155,600.80 |
| Basildon Custody Suite | £299,957.50 |
| Grays Custody Suite | £299,174.30 |
| Southend Custody Suite | £208,274.80 |
| Total Installation Cost | £1,261,816 |

| Maintenance Contract - Revenue | | |
|--|--------------------------------|---|
| Planned Preventative Maintenance, Support and Reactive Responsive Repairs, Materials and Plant for each Custody Suite | Annual Maintenance Cost | Total Maintenance Cost for 3 Years |
| Harlow Custody Suite | £3,743.57 | £11,230.00 |
| Clacton Custody Suite | £2,777.83 | £8,333.49 |
| Colchester Custody Suite | £3,300.92 | £9,902.76 |
| Basildon Custody Suite | £4,367.45 | £13,102.34 |
| Grays Custody Suite | £4,397.65 | £13,192.94 |
| Southend Custody Suite | £5,761.32 | £17,283.96 |
| Chelmsford Custody Suite | £4,432.87 | £13,298.62 |
| Total 3 Year Cost | £28,781 | £86,344 |

9.2 Budget Expenditure/Requirement

Decision report PFCC/043/19 for the Custody CCTV upgrade programme was originally estimated to require capital funding of £1,101,000 one off revenue costs of £231,000 and £70,000 per annum recurring maintenance costs. The decision report detailed 5 year costs of £170,000 given the programme timescales and phased implementation of the maintenance contracts.

Following an incident within one of our holding cells, we received a recommendation to upgrade the holding cell CCTV that was undertaken at three sites totaling £9,071. This was funded through the capital element of this project.

The Chelmsford Custody CCTV replacement was undertaken through this project following the refurbishment of the station and prior to the re-opening of the custody suite at a total cost of £159,025.

Therefore, the remaining budget for undertaking the CCTV upgrades throughout the remaining custody suites is £932,904 allowing for the £168,096 already spent.

In order to complete the required projects and enter the contract as per the recommendations, the budget will need to be increased by £328,912 of capital funding .

| Capital Project – Budget Overview | |
|--|-------------------|
| Project Element | Value (£) |
| Holding Cell CCTV - Complete | £9,071 |
| Chelmsford CCTV – Complete | £159,025 |
| New Supply & Installation Contract | £1,261,816 |
| Sub Total | £1,429,912 |
| Project Budget | £1,101,000 |
| Budget Shortfall | (£328,912) |

As part of the capital project there were revenue consequences totaling £401,000. The two main elements associated with the revenue consequences being, £231,000 allocated for additional staff travelling costs when the custody suites are closed and staff need to travel to alternative suites. The second element of £170,000 for the ongoing maintenance costs based on an estimate of £70,000 per annum. The tendered costs for undertaking the maintenance is £28,781 per annum for all custody suites upon completion of the installation. Once the maintenance contract has been fully implemented we can reduce down the required annual revenue cost.

The additional costs will not impact on the cashflow due to other slippage and underspends in the 2022/23 Capital Programme. The capital resources are fully utilised, with no further funding available to finance these costs. Nevertheless, having consulted with Corporate Finance it has been determined the additional increase can be managed through both capital and revenue without impacting the overall underlying revenue position.

The above figures exclude the costs associated with borrowing in respect of this project however it should be noted that this will lead to an increase in the force's capital financing requirement (CFR). This will result in charges to the revenue account relating to minimum revenue provision (MRP) and interest payable. For this project these costs will equate to the capital investment value of £1,429,912

being charged as MRP in instalments over the useful economic life of the related asset. In respect of interest payable for Estates projects financed by external borrowing, it is assumed that the force will incur financing costs of approximately 4.5% for a period of 15 years. On the assumption the principal is not repaid in full until the end of the borrowing term this will result in total charges to the revenue account if proceeding with this project of £2,395,104 incorporating both the MRP and interest elements.

10. Legal implications

There are no legal implications arising from the contract award and budget increase associated with this decision report.

The current CCTV system within custody does not provide appropriate levels of coverage and storage to satisfy the recommendations of the 2017 HMIC inspection. The Force could face legal implications by failing to complete the CCTV renewal.

Data Protection Impact Assessments have been completed for the Custody CCTV renewal.

11. Staffing implications

Staff will be advised that during custody suite closures they may be required to work from an alternative custody suite. Revenue consequences of the additional travelling for staff have been factored into the overall project costs.

12. Equality, Diversity and Inclusion implications

It is not considered that the contract award and recommendation within this decision report will not adversely disadvantage anyone with protected characteristics.

It is not considered that an Equality Impact Assessment is required for the capital investment associated with this decision report. CCTV within custody suites is covered by the College of Policing, Authorised Professional Practice.

<https://www.app.college.police.uk/app-content/detention-and-custody-2/buildings-and-facilities/cctv/>

13. Risks and Mitigations

Procurement risks have been mitigated by use of the information gained from the market research carried out and the information collated from the Prior Information Notice which engaged with the market to ascertain the interest, capability and capacity of potential bidders.

14. Governance Boards

COG – 27th March 2019 - Approved

PFCC Strategic Board – 14th March 2019 – Approved DR 043-19

Estate Change Board – 2nd December 2022

PFCC Strategic Board – 15th December 2022

15. Links to Future Plans

This proposal is not linked to any future plans.

16. Background Papers and Appendices

[Redacted]



[Redacted]

[Redacted]



[Redacted]

[Redacted]



[Redacted]

[Redacted]

Report Approval

The report will be signed off by the PFCC's Chief Executive and Chief Finance Officer prior to review and sign off by the PFCC / DPFCC.

Chief Executive / M.O. Sign: .. 

Print: P. Brent-Isherwood

Date: 27 January 2023

Chief Finance Officer Sign: 

Print: Janet Perry

Date: 08 February 2023

Publication

Is the report for publication? YES X
NO

If 'NO', please give reasons for non-publication (Where relevant, cite the security classification of the document(s). State 'None' if applicable)

None

If the report is not for publication, the Chief Executive will decide if and how the public can be informed of the decision.

Redaction

If the report is for publication, is redaction required:

1. Of Decision Sheet? YES NO X
2. Of Appendix? YES X NO

If 'YES', please provide details of required redaction:

The only redactions are not to publish the attachments embedded within the decision report. No redactions of the actual DR are required. Contracts are Official Sensitive and not for publishing

Date redaction carried out: 19/05/2023

Chief Finance Officer / Chief Executive Sign Off – for Redactions only

If redaction is required, the Treasurer or Chief Executive is to sign off that redaction has been completed.

Sign: 

Print: Janet Perry.....

~~Chief Executive~~ / Chief Finance Officer

Decision and Final Sign Off

I agree the recommendations to this report:

Sign: 

Print: ROGER HIRST

PFCC

Date signed: 4th April 2023

I do not agree the recommendations to this report because:

.....
.....
.....

Sign:

Print:

PFCC/Deputy PFCC

Date signed: