



Additional Item

Agenda: *Community & Environment Committee*

Date: *Monday 24 August 2009*

Time: *6.00pm*

Community & Environment Committee

Outline of Meeting Protocol & Procedure:

- The Chairperson will call the Meeting to order and ask the Committee/Staff to present apologies or late correspondence.
- The Chairperson will commence the Order of Business as shown in the Index to the Agenda.
- At the beginning of each item the Chairperson will ask whether a member(s) of the public wish to address the Committee.
- If person(s) wish to address the Committee, they are allowed four (4) minutes in which to do so. Please direct comments to the issues at hand.
- If there are persons representing both sides of a matter (eg applicant/objector), the person(s) against the recommendation speak first.
- At the conclusion of the allotted four (4) minutes, the speaker resumes his/her seat and takes no further part in the debate unless specifically called to do so by the Chairperson.
- If there is more than one (1) person wishing to address the Committee from the same side of the debate, the Chairperson will request that where possible a spokesperson be nominated to represent the parties.
- The Chairperson has the discretion whether to continue to accept speakers from the floor.
- After considering any submissions the Committee will debate the matter (if necessary), and arrive at a recommendation (R items which proceed to Full Council) or a resolution (D items for which the Committee has delegated authority).

Delegated Authority (“D” Items):

- Community Services and Programmes.
- Health.
- Liquor Licences.
- Fire Protection Orders.
- Residential Parking Schemes (surveillance and administration).
- Traffic Management (Traffic Committee Recommendations).
- Waverley/Woollahra Process Plant.
- To require such investigations, reports or actions as considered necessary in respect of matters contained within the Business Agendas (and as may be limited by specific Council resolution).
- Confirmation of the Minutes of its Meeting.
- Any other matter falling within the responsibility of the Community and Environment Committee and not restricted by the Local Government Act or required to be a Recommendation to Full Council as listed below.
- Library Services
- Licensing.
- Regulatory.
- Waste Minimisation

Recommendation only to the Full Council (“R” Items):

- Such matters as are specified in Section 377 of the Local Government Act and within the ambit of the Committee considerations.
- Matters which involve broad strategic or policy initiatives within responsibilities of the Committee.
- Matters requiring the expenditure of moneys and in respect of which no Council vote has been made.
- Matters delegated to the Council by the Traffic Authority of NSW.
- Matters not within the specified functions of the Committee, or which are not the subject of a Business Agenda (current or past).
- Matters reserved by individual Councillors, in accordance with any Council policy on "safeguards".
- Parks and Reserve Plans of Management (Strategies, Policies and Objectives)
- Residential Parking Schemes - Provision and Policies

Committee Membership:

7 Councillors

Quorum:

The quorum for a Committee meeting is 4 Councillors.

Additional Item Meeting Agenda

Item	Subject	Pages
Items to be Submitted to the Council for Decision with Recommendations from this Committee		
R1	Gap Park CCTV Project – Tender No 09/12	41

Item No: R1 Recommended to Council
Subject: **GAP PARK CCTV PROJECT**
Author: Rod Ward – Project Manager Open Space & Trees
File No: Tender No 09/12
Reason for Report: To recommend to Council the acceptance of a Tender

Recommendation:

- A. That Council enter into a Lump Sum contract for \$480,000.00 (excluding GST) with Kings Security Pty Ltd for the supply and installation of a Closed Circuit Television system (CCTV) for Gap Park.
 - B. That the successful and unsuccessful tenderers be advised accordingly.
 - C. That due to the conditions of the Community Infrastructure Program grant from the Commonwealth Department of Infrastructure, Transport, Regional Development and Local Government relating to the timing of the project that the report be referred as a matter of urgency to the Council meeting of 24 August 2009
-

Background

Gap Park is situated on the coastal escarpment at Watsons Bay, and is one of Sydney's most visited locations. Renowned for its spectacular views, Gap Park is recognised as a popular destination for tourists and local residents. The park offers views from the coastal walkway along with interesting significant heritage items such as ship wreck relics, early fortifications and tram-line remnants, all contained in a superb natural environment. Unfortunately the location is also associated with self harm or suicide which impacts on the local community, through the all too frequent activities of the Police and Rescue Services in the area, and the reputation Gap Park has in the wider community.

In 2007 landscape architects Thompson Berrill Landscape Design, were engaged to develop a Masterplan for Gap Park to guide the future development of the Park. In developing the masterplan extensive investigation and consultation was undertaken with the community, Police and mental health experts to address the issue of acts of self-harm. Subsequently, one of the Police recommendations to assist with their response to self harm incidents was the introduction of CCTV system to allow the early identification and location of persons suspected of self harm intentions. This was subsequently incorporated as part of the Masterplan. The Gap Park Masterplan was adopted by Council in March 2008.

CCTV consultants Security Consultants International (SCI) were engaged to assist Council in the design and specification of a CCTV system for Gap Park. SCI has an excellent record in providing CCTV solutions for clients such as Gosford City Council, Department of Defense, Queensland University of Technology and The Art Gallery of New South Wales.

Following the review of numerous options and solutions available to Council a technical and performance based specification was developed for the implementation of a suitable and specialised CCTV surveillance and digital recording solution to provide Police and Rescue Services with a powerful tool to assist with the identification and location of persons suspected of self harm intentions and/or post event analysis through the recording of high quality digital images. The specification was incorporated into the tender documents for issue.

The system proposed consists of 12 cameras, mounted on 5 poles in selected combinations, depending on the views to be monitored, at various locations in the areas of The Gap and Jacobs Ladder. There is also one camera to be located in the steps of the proposed new stairway entry to The Gap. The cameras are a combination of technologically advanced high quality analogue and thermal (or heat sensing) camera types that will transmit images of specific areas of Gap Park and Gap Bluff (NPWS managed national park) through a central hub to a remote monitoring station via ADSL connection.

As well as transmitting images for remote monitoring purposes high quality images will be recorded at the central hub at site on a digital recorder for storage for a period of up to 30 days. These images can be retrieved by Police for investigation purposes.

The monitoring station will contact for Police either when persons of interest have been located or when suspect behaviour is observed and is thought to require investigation by Police. We believe this system will reduce the burden on Police resources by:

- Assisting with the identification of reported persons suspected of self harm being present in the park. This will reduce the incidence of false call outs and the wasting of Police time and resources.
- Providing the Police and Emergency Services with 'real time' information on the location or whereabouts of persons of interest, reducing search time, when time is critical.
- Providing recorded images for post event analysis to determine the course of events prior to an incident occurring. These may be of use in a Coroners inquest.

The main entry points into the park, where people are generally 'funnelled' such as stairs and pathways, will be monitored, as well as the cliff face ledge areas, in the areas of The Gap (northern end) and Jacobs Ladder (southern end), where people have been known to elude discovery when Police searches are mounted.

The system will be electronically masked to prevent cameras viewing any adjacent residential properties. Sign posting in the park will advise of CCTV surveillance in use in the area.

In addition the system allows for two (2) Help Point or emergency phones which operate on a push button, handset free pedestal with a choice of two contacts, either Lifeline or Police. These pedestal phones will also have a small camera built in, activated when the buttons are pushed, to assist with the identification of persons using the phone. There will be one phone located at The Gap (northern end) and one at Jacobs Ladder (southern end).

This proposal is part of the Gap Park Masterplan strategy to address the issue of self harm. Other components include:

- New design Coastal fence 1300mm high (installation completed)
- New main viewing areas stainless steel curved fence design to 1300mm high to be installed (installation due September/October)
- New stairway to The Gap (installation due September/October)
- New signage in the park to assist with directions to Emergency phones and emergency phone numbers, as well as orientation in the park.
- New low level planting on the street frontage area to The Gap to improve casual surveillance.(installation due October/November)
- Construction of a shared pathway on the alignment of the old tramline to increase activity in the park.(subject to funding availability)

Invitation to Tender

Tender 09/12 for Gap Park CCTV Project was advertised in the Tenders section of the Sydney Morning Herald commencing on Tuesday 14 July, and in the Wentworth Courier on Wednesday 15 July. A pre tender meeting was held on 21 July 2009 at Gap Park at which the project was fully explained including a walk over the site to the nominated locations of all infrastructures.

All tenderers who had registered their interest in the tender were invited to attend. Questions raised by tenderers were answered and a record of the questions and answers was circulated to all tenderers who attended, or who were unable to attend but registered their wish to receive information.

An addendum was issued following the pre tender meeting containing further information, plans to assist tenderers and the requirement for an additional camera (Camera 12.) to be included in the pricing. All registered tenderers were advised of the Addendum's issue.

All responses to questions raised by tenderers were distributed to all registered tenderers. Clarification was sought on matters that were found to be unclear or incomplete in one or more tenders.

Tenders for this project closed at 2.30pm on Thursday 6 August A total of eight (8) tenders were received prior to the closing date and time.

All the tenders received by the closing date and time are listed in Table 1:

Table 1

TENDER
1. Crime Watch Video Pty Ltd
2. ECS Services Pty Ltd
3. Grade One Monitoring
4. Imperial Security Services
5. Kings Security
6. PMT Security Services
7. SSE Installations
8. Sydney Night Patrol & Inquiry

Tender Assessment

The tender assessment panel comprised Gary Gale, – Acting Manager, Depot & Waste Services as the convenor and independent member of the tender panel, Rod Ward, Project Manager Open Space and Trees as the Commissioning Officer and Daniel Paul, Security Consultants International as the Contract Administrator.

Prior to the closing date, on 6 August 2009, the tender panel agreed on the weightings that would be used against the advertised selection criteria. The tenders were assessed in accordance with the selection criteria stated in the tender documents.

The tenders received and their lump sum prices, including GST, are listed in Table 2 below:

Table 2

TENDERER	Lump Sum Tender Price(incl. GST)	Lump Sum Tender Price(excl. GST)
1. Crime Watch Video Pty Ltd	\$590,810.44	\$537,100.40
2. ECS Services Pty Ltd	\$523,315.10	\$475,741.00
3. Grade One Monitoring	\$543,436.35	\$494,033.04
4. Imperial Security Services	\$624,000.00	\$567,272.72
5. Kings Security	\$469,700.00	\$427,000.00
6. PMT Security Services	\$523,315.10	\$475,741.00
7. SSE Installations	\$341,447.70	\$310,407.00
8. Sydney Night Patrol & Inquiry	\$403,084.00	\$366,440.00

The Schedule of Rates and Amounts in the Tender includes separable portions, so that all components are individually costed to understand the costs for each camera component as well as the central transmission hub and digital recorder. This can allow the selective inclusion of components; however for the system to work effectively it is preferable that all components are included. The tenders were given a preliminary score on each item of the selection criteria, which resulted in a total score out of 100. Tenderers were ranked in accordance with their scores.

Following the tender assessment scoring process Post-Tender Interviews were conducted with the two (2) highest ranked tenderers namely, Sydney Night Patrol & Inquiry and Kings Security. The purpose of the interviews was to review and test the information provided by the tenderers with regard to the published selection criteria, and where necessary to raise concerns which the panel may have had with any aspect of a tender. Following the interviews, where necessary, the panel amended tenderers' scores, and reviewed rankings. SNP's score was adjusted as areas of concern became apparent in their pricing in relation to monitoring and environmental impact of installation methodology. Members of the selection panel believe this would increase the cost risk to the project due to a price not being submitted for this important and ongoing cost and higher risk of environmental impact on the parkland environment. This amended score shifted SNP from ranking one (1) to ranking two (2). Final scores and rankings are shown in Table 3.

Scores and Rankings of Tenders

The scores and rankings of all tenders considered are shown in Table 3.:

Table 3

SELECTION CRITERIA	SCORING	Crime Watch Video	ECS Services	Grade One	Imperial Security Services	Kings Security	PMT Security Services	SSE Installations	SNP
Demonstrated experience	20	10.46	18.57	6.89	3.56	14.03	3.56	4.04	11.41
Duration of works	5	1.54	1.82	2.86	1.00	5.00	1.67	2.86	3.33
Program & methodology	10	5.82	6.83	2.16	1.00	6.67	1.67	1.67	6.00
Quality management	10	6.66	7.83	2.33	0.83	7.50	2.00	1.00	6.83
Organisational Capability	10	9.00	10.00	6.50	1.50	10.00	4.00	4.50	10.00
Price components	5	3.75	3.50	4.50	0.00	4.00	3.75	3.25	4.50
Tender requirements	5	4.50	5.00	3.00	0.00	5.00	3.50	3.50	5.00
SUB TOTAL	65	41.73	53.54	28.24	7.89	52.19	20.14	20.81	47.07
Price	35	23.47	21.04	23.05	20.02	26.26	24.75	35.00	31.02
TOTAL	100	65.20	74.58	51.29	27.91	78.45	44.90	55.81	78.09

1. **Demonstrated Experience:** Information was requested pertaining to size and value of past works, types of works performed and complexity of past works. From this information the tender panel assessed the level of demonstrated experience for each tenderer.
2. **Duration of Works:** The shortest time is deemed to achieve 100% of the score for this criterion. The shortest time is divided by other tenderer's times to give their respective scores as percentages.
3. **Program & Methodology:** Information was requested pertaining to project program, construction management plan, traffic management plan and environmental management plan. From the information received the evaluation panel assessed the contractor's ability to sequentially carry out the works.
4. **Quality Management:** Information was requested pertaining to quality systems, quality of works, quality of past council works and the quality of key subcontractors.
5. **Organisational Capability:** Information was requested pertaining to quality systems, occupational health and safety systems, industrial relations, management team experience and plant & equipment. From this information the evaluation panel assessed the level of demonstrated quality management experience for each tenderer.
6. **Price Components:** Tenderers provided information on price components of the lump sum price, and rates for types of work. The assessment panel considered areas such as qualifications, was the job fully priced, risk of additional claims and necessary rates for pricing extras.
7. **Tender requirements:** Tenderers provide all tender schedules and information requested.
8. **Price:** the lowest price is deemed to achieve 100% of the score for this criterion. The lowest price is divided by the other tenderers' prices to give their respective scores as percentages.

The tender assessment process assessed that the Addendum 1 instruction to include Camera 12 in the tendered price was generally not followed; only included as an option. This required a recalculation of pricing to include the required Camera 12.

The recalculated price including Camera 12 in shown in Table 4:

Table 4

TENDERER	Lump Sum Tender Price (incl. GST)	Lump Sum Tender Price (excl. GST)
1. Crime Watch Video Pty Ltd	\$590,810.44	\$537,100.40
2. ECS Services Pty Ltd	\$658,966.05	\$599,060.04
3. Grade One Monitoring	\$601,510.05	\$546,827.31
4. Imperial Security Services	\$692,610.96	\$629,646.32
5. Kings Security	\$528,000.00	\$480,000.00
6. PMT Security Services	\$560,044.21	\$509,131.10
7. SSE Installations	\$396,097.70	\$360,088.81
8. Sydney Night Patrol & Inquiry	\$446,897.00	\$406,270.00

Details of component pricing are included in Appendix 1

Final Tender Assessment

The lowest price tender and the three highest scoring tenders were assessed to determine value for money, quality of information provided, construction methodology and risk to Council.

SSE Installations – lowest price tender, nonconforming.

SSE Installations submitted the lowest price tender of \$341,447.70. However this tender has been rejected on the basis that it does not conform to the tender requirements. Tender schedules were mostly incomplete; there was no detail on project plan and methodology, and a lack of detail on quality management systems.

This company's previous history of works has been as a sub contractor, not the primary contractor. In respect of financial capacity, this project represents up to 46% of the company's annual turnover which represents an unacceptable risk to Council.

SEE Installations submitted the lowest price but concerns over the cost based on other prices of other tenderers, makes this price appear to be too low and has a high risk of potential for cutting corners and providing a lower quality project.

The products proposed to be used are more proprietary than most other tenderers, so rather than selecting the most appropriate product they offer what products they sell.

Kings Security Pty Ltd – Conforming, ranked no. 1

Kings Security submitted the third lowest price of \$528,000. Kings Security has completed many projects of this size and complexity CV's were provided by Kings Security for the proposed project team. Key personnel have over 15 years experience in the CCTV industry. Kings Security have been engaged by clients such as Department of Defence, Tooronga Zoo and The Art Gallery of NSW and have proven themselves dedicated to their clients needs, with very good attention to detail during installation and follow-up support for clients.

Kings Security has nominated subcontractors to undertake the majority of the construction works, due to the specialist nature of the works, such as directional boring.

The proposed directional boring method of installing conduit proposed by Kings Security is the key difference from other tenders as this has the potential to minimise the environmental impacts of the installation process. Trenching through the site to install conduit for the required data and power cables, will create major disruption to visitor access and usage, and impacts on vegetation in the park. **Directional boring**, commonly called **horizontal [directional drilling](#) or HDD**, is a steerable [trenchless](#) method of installing underground pipes, conduits and cables in a shallow arc along a prescribed bore path by using a surface launched drilling rig, with minimal impact on the surrounding area. Directional boring is often used when trenching or excavating is not practical. Directional boring minimizes environmental disruption. Installation lengths up to 2,000m have been completed, and diameters up to 1,200mm have been installed in shorter runs, however for the purposes of the Gap Park CCTV project the diameter of the bore will be approximately 65mm. Pipes made of materials such as [PVC](#) or [polyethylene](#), can then be pulled through the drilled hole to allow cabling to be installed.

With the use of directional boring technique it reduces their proposed programme runs for a 4 week period, being of the shortest duration of all tenders. Their programme also provided good detail of the tasks and methodology.

Kings Security's OH&S system, although not ISO 9001 compliant, is of a high standard and shows evidence of a well documented system. Knight's environmental management also showed evidence of a well documented system; however this will need to be site specific. Quality Assurance systems are also well developed

Kings Security has given assurances that the price is all inclusive and no additional costs will be incurred.

Kings Security has not undertaken work for Woollahra Council previously; however reference checks were undertaken with nominated clients who advise they undertook works, of a similar to the Gap Park project in terms of complexity, to a high standard, within the terms of the tender. One client advised there were variations due to factors outside the control of Kings, but these issues were always resolved very satisfactorily.

Kings Security's lump sum price was the second lowest at \$469,700 and when the required additional camera 12 is added, as per Addendum 1, the price is adjusted to \$528,000, being the third lowest. Kings Security have also included beyond the requirements of the tender:

- three (3) years of free remote monitoring through an associated monitoring company
- a free six (6) months trial of facial recognition software for Police evaluation.
- free installation and supply of monitor and PC for Rose Bay Police Station, should they consider a monitor at the station.

Based on their reference checks, the preferred proposed installation methodology of directional boring conduit due to the high environmental values of the parklands and examples of experience in similar past projects, the members of the selection panel were satisfied that Kings Security can successfully undertake this project for the tendered price

SNP Security Pty Ltd – Conforming, ranked no. 2

SNP submitted the second lowest price of \$446,897(not including Camera 12). SNP is Australia's largest security company has completed several projects of this size and complexity in the past.

CV's were provided by SNP for the proposed project team. Key personnel have over 15 years experience in the CCTV and security industry.

SNP has nominated subcontractors to undertake all of the construction works. Their proposed programme runs for 6 weeks. Their programme submission indicated good level of detail. However there is lack of information regarding off site monitoring and in a subsequent interview they advised that a price would depend on a number of variables such as to what the requirements of Police and Council are regarding monitoring, although this was made clear in the tender documents. A price for this aspect would appear to be still an unknown and there is clear risk of additional costs. However apart from this aspect the tender was considered to be a fair and reasonable price.

SNP Quality Assurance and OH&S system, to ISO 9001 compliant, shows evidence of a satisfactorily documented system. SNP environmental management also shows evidence of a satisfactorily documented system.

SNP propose conventional trenching along pathways to install conduits required. This would result in unacceptable interruption of the parks usage, as the sections of the main coastal pathway would be inaccessible during works, and there would be an impact on the natural vegetation along the conduit routes.

Reference checks were undertaken with nominated clients of SNP who advise they undertook works, to a highly competent standard, on a large scale to within approved budget and agreed timing.

ECS Services Pty Ltd – Conforming, ranked no. 3

Whilst ECS scored a high “desirable” ranking, it was the price and overall solution which precluded them from being short listed, as there were two others who scored sufficiently high, with equal or better solutions and lower prices, which were selected as preferred for further review (interviews).

During the assessment phase there was identified what appeared to be a potential gross error in the ECS price – identified as camera 10, which appeared when compared against all other tenders to be a substantial amount higher which was inconsistent with the tenders across the board. Subsequently for the sake of completeness, clarification was requested from ECS on this matter, and gave ECS 24 hours to respond.

The response received by ECS was not convincing, nor was it clear or transparent. They referred to a circular error they had made in their spreadsheet and as a result proceeded to offer a revised price which reduced the cost of camera 10 as well as camera 12. The reduction amounted to \$163,535.00. The tender panel agreed that as the reduction in price was not reflective of the stated reason for the higher original price and it appeared that they had used the opportunity to submit a revised reduced price (rather than to clarify any potential and demonstrable error), it was agreed to not include them in short listing.

Additional risks associated with the ECS offer, were risks such as:

- Lack of pricing for monitoring
- ECS had included a rise and fall condition in their offer, which has potential to impact the overall price subject to the exchange rate when the project is awarded. (this is not compliant with the conditions of tender)
- ECS had excluded the provision of some civil works associated with power supply which also would need to be factored in and would affect the price for further increase. (this is not compliant with the scope of work)

Based on these and other reasons listed in the tender assessment, the tender panel did not include ECS for short listing (interviews) and were satisfied that every fairness had been afforded to the tenderer in assessment.

Tender Assessment Panel Opinion

The tender panel is of the opinion that the tender of Kings Security Pty Ltd for a Lump Sum contract for total of \$478,610.00 (excluding GST) for the supply and installation of a CCTV system and is the most advantageous to Council in terms of value for money, quality of work, low environmental impact, commitment by an organisation to clients needs and the ability to complete the works within an acceptable time frame.

Grant Requirements and Works Program

To meet the requirements of the Commonwealth Department of Infrastructure, Transport, Regional Development and Local Government's Community Infrastructure Program grant of \$248,000 awarded to Woollahra Council the grant is required to be expended by 30 September 2009. The works program outlined by the preferred tender from Kings Security of four (4) weeks is the only tender that will meet these requirements by the use of the innovative and less environmentally intrusive technique of Directional Boring for the installing of electrical and data cabling.

The Tender was not issued earlier due to Council efforts to secure additional funding through the Prime minister's Office and the NSW Government, as additional funding may have altered the scope of works for the tender to possibly extend CCTV coverage of additional areas known by Police where self harm incidents occur, in both Gap Park and Sydney Harbour National Park.

After no additional funding was forth coming from State and Federal governments it was decided to proceed with the tender within existing funding availability to meet the requirements of the Community Infrastructure Program grant.

Identification of Income and Expenditure:

The recommended price is above the budget estimate of \$350,000. However, quotations currently being obtained for other self-harm minimisation works indicate that these will be able to be procured below budget estimates, offsetting the extra expenditure on CCTV, which is attributable largely to the inclusion of directional boring which has environmental and time advantages.

The project will be funded from the \$521,793 allocated in the Capital Works Budget from the Gap Park Self Minimisation Works which includes the \$248,000 that has been offered to Council under the Federal Government's Community Infrastructure Program.

Conclusion:

The tender panel recommends that Council enter into a Lump Sum contract for \$480,000 (excluding GST) with Kings Security Pty Ltd for the supply and installation of a CCTV system for Gap Park.

Rod Ward
Project Manager Open Space & Trees

Warwick Hatton
Director Technical Services

Annexures:

Attachment 1 – Gap Park CCTV Project Pricing Schedule

**POLITICAL DONATIONS DECISION MAKING FLOWCHART
FOR THE INFORMATION OF COUNCILLORS**

