

LONDON BOROUGH OF CAMDEN	WARDS: Kilburn, West Hampstead, Fortune Green
REPORT TITLE Procurement Strategy for Construction Works Pertaining to the Phase 3 of the Better Safer Kilburn scheme (IPO/2026/07)	
REPORT OF Cabinet Member for Planning and a Sustainable Camden	
FOR SUBMISSION TO Cabinet	DATE 6th July 2026
STRATEGIC CONTEXT <p>We Make Camden is our joint vision for the borough, developed in partnership with our community. The proposals for the Better, Safer Kilburn Scheme, approved by the Cabinet Member for Planning and a Sustainable Camden in March 2025, help meet key objectives of We Make Camden by helping create clean, vibrant, and sustainable places, and making it safer and easier for people to travel by active modes of transport, with everyone empowered to contribute to tackling the Climate Emergency. Through encouraging and enabling local shopping and active travel, the proposals also contribute to the strategic ambition that Camden communities support good health, wellbeing and connection for everyone so that they can start well, live well, and age well. The proposals here set out the approach to deliver Phase 3 of the Better Safer Kilburn works on the way to achieving the We Make Camden vision.</p>	
SUMMARY OF REPORT <p>This report sets out a proposed approach to the procurement of a contractor to deliver construction works of Phase 3 of the Better Safer Kilburn (BSK) scheme. The estimated contract value is £7m and construction is expected to take 12 months. The approach proposes that a Competitive Flexible Procedure incorporating Conditions of Participation is used to procure a single contractor with the option to enter into negotiations, should initial tenders not be capable of acceptance.</p> <p>The Council lacks the specialist technical expertise and organisational capacity to deliver highways construction works internally and cannot recruit or mobilise an in-house workforce within the required programme timescales. Establishing an internal delivery model would introduce significant risks, including procurement, compliance, and service continuity challenges. Given the efficiencies and specialist supply chains offered by the proposed outsourced approach, insourcing is not recommended.</p> <p>The report is being submitted to the Cabinet in line with Contract Standing Orders, which state that the Cabinet must agree procurement strategies for contracts over £5,000,000 (CSO C4.1). This contract is not expected to contribute to Camden’s Medium Term Financial Strategy or savings.</p> <p>Local Government Act 1972 – Access to Information</p>	

No documents that require listing were used in the preparation of this report.

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RECOMMENDATIONS

That, having considered the results of the Equalities Impact Assessment at Appendix 2, and having due regard to the obligations set out in section 149 of the Equality Act 2010, the Cabinet agrees:

1. The procurement strategy for construction works pertaining to Phase 3 of the Better Safer Kilburn Scheme, which includes a price/quality split of 60/40 and contract term of 12 months for an estimated aggregate value of £7m
2. To delegate authority to the Director of Environment and Sustainability to make any modifications or refinements to the procurement procedure detailed in this report, provided that such changes fall within the allowable parameters of the Procurement Act 2023 under the Competitive Flexible Procedure.
3. To delegate authority to award the contract to the Executive Director Investment, Place and Opportunity following consultation with the Cabinet Member for Planning and a Sustainable Camden.

Signed: 

Date: 19 June 2026

1 CONTEXT AND BACKGROUND

- 1.1 This report seeks approval of the procurement strategy for delivery of construction works for a portion of the Better Safer Kilburn (BSK) scheme, a wider project being delivered in partnership with the London Borough of Brent (LB Brent) and Westminster City Council (WCC). The BSK scheme, which was [approved by Cabinet in March 2025](#), aims to make Kilburn safer and more welcoming for walking and cycling, support local businesses, cut road transport emissions, improve air quality, and enhance the public realm.
- 1.2 Construction responsibilities have been split using existing precedents within highways maintenance agreements, with a Memorandum of Understanding (MoU) signed between the London Borough of Camden (LB Camden) and LB Brent to set clear responsibilities throughout the course of project delivery. This report sets out LB Camden's approach to appointing a contractor to deliver the construction of Phase 3 only of the works, which pertains to the section of Kilburn High Road between the junctions of Grangeway and Oxford Road. Phase 3 construction is currently programmed for September 2027 and will follow construction of Phases 1 and 2, which will deliver the following:
 - 1.2.1 Phase 1: Road safety, public realm, walking and cycling improvements on Kilburn High Road near Kilburn Priory and Kilburn Park Road (*construction started in May 2026*); and,
 - 1.2.2 Phase 2: Road safety, public realm, walking and cycling improvements on Kilburn High Road between Maygrove Road and Grangeway (*programmed for construction in September 2026*)

The construction phasing of the BSK programme is illustrated in more detail Appendix 1.

- 1.3 Of the £12.7m total scheme budget for Better Safer Kilburn, only Phase 3 is under consideration here, with an estimated cost of £7m. Phases 1 and 2 are being delivered by LB Camden and LB Brent's Public Realm and Highways contractors under existing arrangements within respective contracts. £8m of the of this is funded by TfL Safer Streets programme, with the remainder a mixture of LB Camden Capital, WCC Capital and old TfL and S106 funding.
- 1.4 The £8m Borough Safer Streets funding, awarded to the project by Transport for London (TfL) is provisionally allocated and contingent on the project's ability to spend budget within a tight three-year programme. There is no further bidding required, but regular reporting to TfL on project progress and spend unlocks the following year's funding in one-year increments up to the end of financial year 2027/28. LB Camden Capital is funded from project code 1030024 (Better Safer Kilburn). This programmed approach to funding reduces flexibility in delivery timescales and a potential end point to the TfL funding should delays be incurred. This is why it is also recommended here that the contract award decision is delegated to the Executive Director Investment, Place and Opportunity following consultation with the Cabinet Member for Planning and a Sustainable Camden, in order for the processing of contract signatures ultimate award to be as expeditious as possible.

- 1.5 The proposed procurement strategy will allow the Council to deliver the Better Safer Kilburn scheme and in doing so support the objectives of [We Make Camden](#) by creating clean, vibrant and sustainable places and making it easier for people to travel more by foot or bike. Alongside the transport related objectives, We Make Camden also contains significant objectives relating to the inclusive economies and town centre growth. These include objectives for Camden 'to be strong, sustainable, and inclusive', and for the borough to be 'a green, clean, vibrant, accessible, and sustainable place'. The scheme aims to create a holistic town centre with a focus on cultural, transport and sustainable interventions that celebrate Kilburn's uniqueness, and support business on the High Road, by encouraging people to spend more time in the town centre.
- 1.6 The contract will be managed by the Council's Highways service and Implementation team to ensure Council standards and expectations are met.
- 1.7 The civils construction market is well established, with experienced contractors and long-standing supply chains. There is however strain on the market due to labour supply issues partly due to an ageing workforce and competition from large national infrastructure projects. Firms are also facing tighter rules around safety, environmental standards, and reducing carbon emissions.
- 1.8 Global events are likely to increase pressure on the market. Disruption to international trade, energy markets, and transport networks has pushed up the cost of materials and has led to longer and less predictable delivery times. These factors may increase overall project costs and create uncertainty for contractors, which can reduce competition and impact future service delivery if not carefully managed.

2 PROPOSAL AND REASONS

- 2.1 This report seeks approval of a procurement strategy for Phase 3 of the Better Safer Kilburn scheme, specifically the construction works required to deliver on the proposals approved in March 2025. The works are estimated to have a cost of £7m, which is funded partially by TfL Safer Streets funding, and partially by Council Capital funds. This procurement will facilitate the implementation of the previously approved scheme.

Insourcing

- 2.2 The Council does not currently hold the necessary specialist technical expertise internally to deliver highways construction works. In addition, the Council does not have the capacity, capability, or resources to recruit, train, and mobilise an in-house construction workforce within the programme timescales.
- 2.3 Establishing an internal delivery model would also introduce significant programme risk, including challenges associated with procuring plant, equipment, and materials; meeting statutory requirements; and ensuring continuity of service during mobilisation. Based on this assessment, continuing with an externally delivered service as is the current approach, particularly given the economies of scale and specialist supply chains that the current

outsourced model provides. Given these factors, the option to insource has been considered and is not recommended.

Social Value

2.4 The Council has an organisational priority to deliver Social Value as part of all commissioning, and this contract will require the successful bidder to deliver on the minimum requirements that it sets out. As such, 10% of the scoring on the quality aspect of submissions relates to how well bidders demonstrate they can deliver on these social value requirements.

Procurement Approach Business Case

2.5 A Competitive Flexible Procedure is considered the most appropriate procurement approach. Subject to further refinement, the process will include a first stage Conditions of Participation, designed to down-select suppliers who do not meet our requirements and select the top highest scoring suppliers to be invited to participate in the second stage, invitation to tender, subject to responses received. The invitation to tender stage will include evaluation of award criteria, and the option for pre-final tender negotiation in the event that the initial tenders are not acceptable. A Final Tender stage will be included as optional, if Initial Tenders are not acceptable. A two-stage process helps to reduce the number of detailed submissions that will require assessment.

2.6 Preliminary Market Engagement (PME) was undertaken in December 2025, with 12 responses received from companies indicating their interest to tender.

2.7 The Competitive Flexible Procedure is well suited to large scale construction projects such as this because it allows a tailored, multi-stage procurement process that aligns with the complexity of major highway and public realm works. Its flexibility enables negotiation and dialogue with bidders, if required, which is essential for assessing technical capability, risk management and delivery approaches on complex schemes.

2.8 Potential Tender award criteria, subject to further development and refinement, are set out below:

Tender award criteria	Weighting (%)
Price	60
Quality (including 10% Social Value)	40

2.9 Price will be scored using the tender award criteria and weighting. A 60/40 price-to-quality split helps secure strong value for money for a service of this value, while maintaining minimum quality through specification. It encourages competitive pricing, reduces subjectivity and challenge risk, supports deliverability, and is proportionate for a mid-scale, publicly funded construction project.

2.10 A consultant is also to be procured to provide support in producing the tender materials, setting out the schedule of rates and throughout the tender process,

particularly in evaluation of bids and any negotiations required.

2.11 The Social Value priorities for the purpose of this commissioning are as follows:

- Paid Community Liaison Role (paid at London Living Wage (LLW); duration of contract)
- 3 x apprentice-level placements for Camden residents (96 hours paid at LLW)
- 2 x Unpaid work experience placements at Euston Construction Skills Centre (ESCS; 10-days each)
- 2 x Unpaid work experience placements with Camden STEAM (5 days each to be delivered during July via Camden Learning)
- 3 x Curriculum Support sessions
- Volunteering with local Voluntary, Community and Social Enterprise organisations (VCSEs) in Camden
- Support for local Small and Medium-sized Enterprises (SMEs) (5%)
- 107 Kingsgate Community Hub co-design, refurbishment and maintenance

Contract Award

2.12 It is recommended to delegate authority to award the contract to the Executive Director Investment, Place and Opportunity in order to streamline the process for contract award. This will enable the Council to deliver the scheme within the tight timeframes set by TFLs funding programme (as set out in Section 1), for which all funding provided must be spent by April 2028.

2.13 Delegating authority to Executive Director to award the contract will remove barriers to appointing a contractor in sufficient time to allow for mobilisation and completion of construction works within this timeframe.

3 OPTIONS APPRAISAL

3.1 The following options were considered in relation to this project:

- Option 1: Two-stage Competitive Flexible Procedure;
- Option 2: Single stage Open Procedure; and
- Option 3: Insourcing works.

3.2 Using the Open Procedure (Option 2) for procuring a contractor is not considered suitable due to the likely requirement to shortlist tenderers due to the size of the market. In addition, the Open procedure does not allow for a negotiation stage, which may be required in order to ensure the Council's requirements are met.

3.3 As discussed in Paragraph 2.2, insourcing (Option 3) was not considered a viable option due to the Council's lack of specialist technical expertise and insufficient capacity to recruit, train, and mobilise an in-house workforce within required timescales, alongside the significant programme risks associated with procurement, regulatory compliance, and maintaining service continuity.

3.4 Option 1 is the recommended option due to the reasons set out in section 2 of

the report.

4 WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?

4.1 Project specific impacts / risks, and the associated mitigation strategy are set out below.

Risk	Impact	Mitigation strategy
Lack of suitable submissions either due to high price or low quality	Failure to appoint suitable supplier to provide the construction works, with potential to incur significant delays	A Preliminary Market Engagement (PME) exercise has allowed the Council to determine level of interest amongst prospective bidders. Negotiation phase can also help mitigate for higher prices
Delays to Phase 2 construction programme pushing back programme for Phase 3	Risk of contract not allowing for extending the timeframe for delivery	Tender contracts to include mechanism to extend contractor beyond initial timeframes in order to deliver scheme in full
Inflationary cost increases as a result of extended programme (additional risk of global events)	Risk to the delivery of Phase 3 construction works	The Council will look to source additional funds through TfL, LB Camden or LB Brent Capital or apply for LB Camden Community Infrastructure Levy (CIL) funding. As a last resort, elements of the Phase 3 design could be descoped (e.g., resurfacing works).
De-scoping elements due to growing costs	Risk of delivering sub-optimum scheme	The Council will look to source additional funds through TfL, LB Camden or LB Brent Capital or apply for LB Camden CIL funding. De-scoping elements of the scheme are to be seen as a last resort.
Economic instability or recession	Contractors may provide abnormally low bids in a race to the bottom – risk to variations mid-contract or poor delivery	Ensure pricing breakdowns are clear. Scrutinise abnormally low bids.

Equality Impact Analysis (EqIA)

- 4.2 An Equalities Impact Assessment has been carried out for this project, and is attached at Appendix 2, covering the anticipated impacts of construction works on Kilburn High Road and the local area. It is considered that the scope of the works is likely to have negative impacts on protected characteristics, due to the nature of the construction process.
- 4.3 The final scheme to be delivered by this service is expected to have a positive impact on many protected characteristics through improving accessibility in the Better Safer Kilburn project area, providing places to stop, sit and rest, reductions in vehicle emissions and improvements to air quality, improvements in access to green space for lower socioeconomic households, better streets and public spaces designed around the needs of pedestrians and cyclists and access to public transport. Construction works in a high street location such as this can temporarily result in adverse equality impacts across a range of protected characteristics by disrupting the accessibility, safety, and usability of the area.
- 4.4 Physical changes such as hoardings, narrowed or diverted footways, uneven surfaces, reduced lighting, and temporary crossings can disproportionately affect disabled people, older people, pregnant people, and those with young children, limiting independent movement and access to shops, services, and public transport. Increased noise, dust, vibration, and visual clutter may create additional barriers for people with sensory impairments, neurodiverse individuals, and those with health conditions, while unclear or inaccessible signage and communications may disadvantage people with limited English proficiency.
- 4.5 Clear, proactive communication and the presence of a dedicated Community Liaison Officer (CLO; provided within the social value ask) can significantly reduce the equalities impacts such works. A CLO can be a point of contact for residents, businesses, and vulnerable groups, helping to identify specific needs early and adapt mitigation measures accordingly. This includes ensuring that information about changes (e.g., diversions, temporary crossings, or lighting conditions) is communicated in multiple formats—such as easy-read, large print, translated materials, and visual guides—so it is accessible to people with limited English proficiency, sensory impairments, or cognitive differences.
- 4.6 Changes to familiar routes, reduced passive surveillance, and extended construction periods can negatively affect perceptions of personal safety, particularly for women and girls and disabled people. Collectively, these impacts may increase stress, anxiety, and travel time, discourage use of the high street, and lead to unequal access to economic, social, and community activities during the construction period. The full details are provided in the EqIA (Appendix 2).

Modern Slavery

- 4.7 Large construction projects with multi-tier subcontracting are categorised as high risk for labour exploitation and modern slavery due to complex supply

chains and likely use of agency or temporary labour. UK guidance (PPN 02/23/PPN 009) explicitly flags construction as a high-risk industry for public procurement.

- 4.8 Modern slavery and ethical employment will be considered as part of the tender process, and bidders will be expected to submit confirmation of their compliance with the Modern Slavery Act 2015, employment law and London Living Wage (LLW) rules.

The Living Wage

- 4.9 Workforce Standards, including the LLW, will be applied to this contract in full compliance with organisational and statutory requirements.

5 CONSULTATION / ENGAGEMENT

- 5.1 A public consultation was held on the Better Safer Kilburn scheme in Summer 2024. There has not been any additional consultation undertaken on construction or its impacts as implementation of the scheme after its approval is considered business as usual. That being said, engagement with the community is ongoing via website and newsletter updates and correspondence with the One Kilburn community group.
- 5.2 The consultation provided an opportunity for the community in the area and stakeholders to provide feedback on these proposals. See [Consultation Summary Report](#) associated with the Scheme Decision for further information on the methodology employed for this consultation (which involved leaflet drops, contact with non-governmental organisations, and street pop-ups facilitated by an engagement consultancy).
- 5.3 The Better Safer Kilburn scheme was [approved by the Cabinet Member for Planning and a Sustainable Camden](#) on 13th March 2025.

6 LEGAL IMPLICATIONS

- 6.1 Legal Services have reviewed the report and consider that the recommendations are in compliance with the Contract Standing Orders and the Procurement Act 2023.
- 6.2 Camden must have due regard to the public sector equality duty under Section 149 of the Equality Act 2010. This means that they must have due regard to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct and advance equality of opportunity between persons who share a relevant protected characteristic and those who share a protected characteristic and those who share a protected characteristic those that do not share it.

7 RESOURCE IMPLICATIONS

- 7.1 This report seeks the approval to delegate authority to the Executive Director of Investment, Place and Opportunity following consultation with the Cabinet

member for Planning and a Sustainable Camden for the procurement of the construction works for Better Safer Kilburn (BSK) Phase 3.

- 7.2 Of the £12.7m total scheme budget for Better Safer Kilburn (BSK), only Phase 3 is under consideration in this report, with an estimated cost of £7m. Phases 1 and 2 are being delivered by LB Camden and LB Brent term contractors respectively under existing arrangements within respective highways term contracts.
- 7.3 Estimated value of the project is £7m including 30% contingency. This will be funded from various sources. See Table below.

Funding Source	25/26	26/27	27/28	28/29	Total
TfL Safer Streets	150,000	2,850,000	5,000,000		8,000,000
Camden Council Capital			2,000,000	2,000,000	4,000,000
Westminster LIP		150,000			150,000
*Rollover funding (TfL & S106)	584,000				584,000
Total	734,000	3,000,000	7,000,000	2,000,000	12,734,000

***Old funding**

- 7.4 The funding from TfL (£8m) is guaranteed thus Camden will not have to bid for it. However, funding is dependent on spending the full amount within 3 years.
- 7.5 Camden council capital is funded from project code 1030024 (Better Safer Kilburn).
- 7.6 Construction of the Phase 3 works is programmed to start in September 2027 – September 2028.
- 7.7 Project is not expected to contribute to Medium Term Financial Strategy or savings.
- 7.8 Contract price is not fixed; therefore, inflationary increase does apply. In the event of cost increases, the service will source additional funding from TfL, Camden council's capital budget, Brent council and Section 106/CIL.
- 7.9 In the event of slippage and/or cost overruns, elements of the project may be subject to controlled descoping to manage costs; however, any such changes would be carefully considered and supported by appropriate due diligence to ensure the overall integrity and objectives of the scheme are maintained.

8 ENVIRONMENTAL IMPLICATIONS

- 8.1 Construction works for the Better Safer Kilburn scheme will deliver junction upgrades, resurfacing, repaving, lighting improvements and footway widening. Because the site is a busy town centre and transport corridor, construction impacts—such as dust, noise, machinery emissions, congestion-related air pollution, and runoff affecting water quality—may be more noticeable to the local community than on enclosed sites. Energy use and carbon emissions from materials transport and plant operation are also relevant considerations.
- 8.2 Environmental performance will be embedded in the procurement strategy, requiring contractors to demonstrate clear measures for minimising impacts, including dust control, emissions management and protection of water quality. The strategy may also incorporate wider sustainability objectives such as carbon reduction through efficient programming and materials selection, use of local suppliers and adoption of low-impact innovations (e.g., electric construction vehicles).
- 8.3 Contractors will also need to show awareness of risks from air pollution and extreme weather, with appropriate measures to protect workers. Despite short-term impacts, the scheme will support long-term improvements in air quality, public health, and biodiversity through active travel enhancements and new planting, including trees and low-level vegetation that aid cooling, flood mitigation and habitat creation.

9 TIMETABLE FOR IMPLEMENTATION

- 9.1 The commencement of the construction for Phase 3 is dependent on completion of Phase 2 by LB Brent. An indicative timeframe is set out below.

Key milestones	Indicative Date (or range)
Tender period	August 2026 – March 2027
Final evaluations	March 2027
Contract Award decision– Executive Director Investment, Place and Opportunity following consultation with the Cabinet Member for Planning and a Sustainable Camden	May 2027
Standstill Period – 8 working days	May 2027
Contract signature / sealing	May 2027
Transition to the new arrangements	June-August 2027
Contract start date	September 2027

10 APPENDICES

- 10.1 Appendix 1 – Better Safer Kilburn delivery phasing map
 10.2 Appendix 2 – Equalities Impact Assessment

REPORT END