



LONDON FIRE BRIGADE

Report title

Inflatable Rescue Boats and Outboard Motors

Report to

Commissioners Board
Deputy Mayor's Fire Resilience Board
London Fire Commissioner

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Report by

Assistant Director, Technical and Commercial

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I agree the recommended decision below.

Andy Roe
London Fire Commissioner

Date **This decision was remotely signed
on Thursday 11 March 2021**

Executive Summary

Fire Rescue Unit (FRU) vehicles carry specialist equipment to assist with incidents such as water rescue emergencies on open water. The Current FRUs carry Inflatable Rescue Boats (IRBs) and detachable Outboard Motors which are both at the end of their serviceable life and require replacement. The replacement of this equipment needs to align with the FRU vehicle replacement due to start June 2021 so that stowage can be built into the vehicle during the build phase, to avoid extra modification costs. IRBs and Outboard Motors are integral and critical items of equipment and are vital to the operational rescue service provided by the London Fire Brigade (LFB).

Following a tender process in 2017, [REDACTED] were the chosen manufacturer to supply the IRBs. Prior to this LFB Operational colleagues were gifted eight Outboard Motors from the Department for Environment, Food & Rural Affairs (Defra) for use as part of National Resilience flood rescue response. These 2-stroke 30horsepower high output Outboard Motors are specialist pieces of kit and are only available to purchase for the emergency services and military use, therefore to provide future resilience, continuity and minimise the need to re-train Firefighters on new kit, LFB have

chosen to buy the outboards from [REDACTED] who are a main agent and are able to provide this service to the military and emergency services for these outboards

Recommended decisions

For the London Fire Commissioner

The London Fire Commissioner:

1. Delegates authority to the Assistant Director Technical & Commercial to purchase 16 IRBs from [REDACTED] and 14 Outboard Motors from [REDACTED] under the 2014 Vehicles and Equipment contract with Babcock Emergency Services for an overall combined cost of [REDACTED] which is [REDACTED] inclusive of a [REDACTED] contingency for the combined projects.

Introduction and Background

1. Babcock Emergency Services are LFBs maintenance and service provider and manage the Vehicles and Equipment contract on behalf of the LFB. This contract was awarded in 2014 and runs until 2035. As part of this contract, Babcock Emergency Services replace, service and repair all items listed within the Vehicle and Equipment contract. All vehicles and equipment have a life schedule, at the end of which they must be replaced. Extensions to the life of vehicles and equipment can be agreed by the LFB Engineering Fleet Manager if it is possible for these vehicles or equipment to be safely maintained. All additional asset life costs remain constant and will be managed via the 2014 Vehicles and Equipment contract provided by Babcock.
2. The purchase of the replacement IRBs was split into two stages. The first stage saw five IRBs delivered to the Flood Rescue team in 2018 with the second stage of 16 due to be delivered for the FRU capability in 2021, in line with the replacement FRU vehicles. The existing inflatable boats on the FRU are at the end of their serviceable life and require replacement to ensure that the Brigade can continue to provide a water rescue capability.
3. The purchase of the IRBs was undertaken in two stages as the current FRUs are unable to accommodate the new larger IRBs so the second stage was postponed to coincide with the replacement of the FRU heavy vehicle fleet. The IRBs that were purchased in 2018 and these further 16 IRBs are larger in size than the previous IRBs, this is to comply with the requirements of the Port of London Authority (PLA) and the Marine Coast Guard (MCA). In order to be certified as a rescue boat on the River Thames, the IRB's need to be capable of a minimum 10knots against the tide, which the existing IRB's would not achieve.
4. The outboard motors power the IRBs and 14 are due for replacement in 2021, in line with the replacement FRU vehicle workstream. The LFB already have 8 similar outboards as part of its flood response and this will compliment that number. These 8 outboards were received by LFB in 2011 and were purchased using a grant received by Defra which was given to various Fire and Rescue Services who agreed to be listed on the national flood asset register. Fire and Rescue Services listed on this register agree to provide a national response in the event of an emergency.
5. These outboards were chosen as they met the equipment specifications which were drawn up by the CFOA (Chief Fire Officers Association, now National Fire Chiefs Council) Inland Water Technical Group and would meet the minimum capacity to drive upstream against 10mph flow with 6 persons. In order to meet this specification a 30hp two stroke outboard is required to

deliver the appropriate power to weight ratio, similar outboards are in use for similar reasons by the RNLI and the Military.

6. Best value for money has been secured by following the product evaluation carried out by the MOD and RNLI which has demonstrated the performance and reliability of these engines in very arduous conditions, This coupled with LFB's own in service trials of the existing 8 outboards gives assurance that the outboard selected has a proven performance and reliability record.
7. The marketplace for low weight high power small outboards is limited to a small number of suppliers who would be capable of providing a suitable product. EP Barrus are one of the leading specialist providers of marine propulsion units to the emergency services and the military and they are one of the UK main agents for the Mariner product. The after sales support experienced from EP Barrus made the Mariner product our first choice.
8. Selecting an engine with comparable performance and characteristics to the 8 we already have in service means reduce the training burden by removing the need to familiarise crews with a new outboard.
9. The 16 new Outboard Motors will be similar in weight and dimensions to those previously chosen and will be designed into the stowage of the new vehicle, thus avoiding modification costs for the FRU replacement vehicle project.
10. LFB currently have 8 x 30horse power outboard motors within the fleet. The purchase of the additional 14 outboard motors will be identical in performance, control, and handling to be interchangeable with the current outboard motors. The purchase of the IRBs and the Outboard Motors will create a stock of 21 IRBs and 22 Outboards. The reason for the difference in numbers is due to the Outboard Motors being interchangeable with the FRB390s (a larger rigid canoe-type boat) used for major flood rescue, where an IRB may puncture due to debris within the flood water. Babcock Emergency Services and LFB technical leads are therefore advising a like for like replacement of the equipment.
11. The IRBs and Outboard Motors work together as one kit to carry out water rescue operations.

Project Combined Cost Summary Table

12.

Asset	No. required	Total est. value £	10% Contingency	Total (inc. 10%)
IRB	16	██████████	██████████	██████████
Outboard Motor	14	██████████	██████████	██████████
Total		██████████	██████████	██████████

13. The costs in the summary table above include delivery fees, Babcock pre-delivery inspection costs (whereby Babcock Emergency Services undertake a visual and performance check of each

unit, allocating each item with a unique barcode and adding them to their database), and Port of London Authority costs for surveying and registering new boats on the River Thames.

14. A [redacted] contingency to allow for the price risk due to current economic climate will be applied to the total of [redacted]. As such an approval to spend up to [redacted] has been requested. This contingency will only be used for possible increases, such as the PLA increasing their fees, or any other unforeseen rises.

Lead times

15. Survitec have advised a lead time of 16-weeks for the remaining IRBs and a lead-time of 12-weeks is expected for the Outboards from the time of order.

Alternative Options Considered and Consultation

16. There is a requirement and a duty to the people of London to provide water rescue equipment, in particular, in the River Thames which is tidal. Therefore, in 2017, a full tender process was conducted by Babcock Emergency Services on behalf of the LFB to 4 potential bidders to supply the new IRB's. As a result of this, two of the suppliers were removed prior to the operational testing as they were either too expensive or their product didn't meet the required specifications. The scores for the remaining two, [redacted] and [redacted], following the operational testing are overleaf.

[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]

17. As a result of this evaluation LFB purchased 5 IRBs from the winning tender (Survitec) and these were delivered in 2018, with the remainder being deferred to coincide with the purchase of the new FRU's, due to be delivered in June 2021 – thereby removing the need for modifications to the current FRU's for a larger IRB.

Objectives and Expected Outcomes

18. The objective of this proposal is to seek the approval for the Assistant Director, Technical and Commercial to be authorised by the London Fire Commissioner to place orders under the vehicles and equipment contract with Babcock Emergency Services for [redacted]. This will permit the LFB to meet its obligations to provide a water rescue capability to the people of London.

Impacts

Equality Impact

19. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when exercising our functions and taking decisions.

20. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
21. The protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), Race (ethnic or national origins, colour or nationality), Religion or belief (including lack of belief), Sex, and Sexual orientation.
22. The Public Sector Equality Duty requires us, in the exercise of all LFC functions (i.e. everything the LFC does), to have due regard to the need to:
 - a. Eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - b. Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - c. Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
23. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - a. remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic;
 - b. take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - c. encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
24. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
25. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
 - a. tackle prejudice, and
 - b. promote understanding.
26. Officers from the Technical and Commercial department have completed an equality impact assessment. The Output Based Specification (OBS) was written as part of the LFB's requirement so that the market could tender against specific requirements and the LFB could fairly evaluate each individual response with the end users needs in mind.

27. In addition, the Babcock Emergency Services contract requires Babcock Emergency Services and any sub-contractor they may engage, to conform to equality legislation and LFB equalities protocol. Babcock Emergency Services also assess all of their providers approach to equality and ensure they are satisfied that they meet appropriate protocols, prior to them listing those companies as approved providers. Therefore, it is considered that there is an appropriate approach to equalities through the supply chain in respect of this procurement.

Procurement and Sustainability

28. Following the market engagement In 2017, where [REDACTED] scored the highest, LFB have advised Babcock Emergency Services to continue to use [REDACTED] for the replacement boats for the remaining 16 IRBs and [REDACTED] the supplier for the 14 new Outboard Motors, and these will be delivered in line with the anticipated build programme. This approach will present value for money as there will be no LFB operational training requirements or the need for additional parts stock to be held by Babcock Emergency Services. When the order was placed in 2017 Babcock Emergency Services agreed a reduced price for the remaining 16 IRBs to be purchased at a later date, whilst this price was still subject to inflation costs over the 3year period, it remains a reduced price compared to the current market value if Babcock were to purchase the remaining 16 IRBs now.
29. The existing IRBs and Outboard motors will be recycled by Babcock Emergency Services under the provisions of the Vehicle and Equipment Contract. If the equipment items are to be scrapped, or broken up for parts, the V&E Contractor will provide full details relating to the disposal of the component parts and will ensure that the LFCs obligations are documented and adhered to.
30. [REDACTED] have policies in place covering Responsible Sourcing and a zero tolerance to modern slavery. [REDACTED] also audits their suppliers and ensures they comply with these policies.
31. Babcock Emergency Services have policies relating to anti-slavery, sustainability, anti-corruption in place and are set up with multiple suppliers for business continuity purposes.

Strategic Drivers

32. The replacement of the existing IRB and outboard motors is consistent with the LFBs requirement to serve and protect the people of London, by providing an effective water rescue capability that can be used on rivers, open water and at times of flooding.
33. The replacement programme will see an improvement in the current water rescue capability with both the new IRBs and larger outboard motors giving a capability that can operate more effectively on the river Thames as required.

Workforce Impact

34. There are no implications on workforce matters arising from the recommendations within this report that would necessitate consultation with recognised Trade Unions.
35. Training is ongoing for the FRU crews utilising the existing flood rescue IRBs and will be completed in time for the delivery of these items.

Finance comments

36. This report recommends the replacement of Inflatable Rescue Boats (IRBs) and detachable Outboard Motors, carried on Fire Rescue Units at a cost of up to [REDACTED]. The cost of the IRBs

and Outboard Motors replacements will be charged to the capital programme. The approved capital budgets currently in the capital programme are [REDACTED] and [REDACTED] respectively.

37. The estimated costs of the replacements in this report are [REDACTED] with an additional 10% contingency of [REDACTED], which has been added to take account of price risk due to the economic climate, giving a total estimated cost of [REDACTED], an increase of [REDACTED] above the current budgeted costs. If final costs are at £287,100, the additional cost of [REDACTED] is to be funded from the capital receipts generated from vehicle disposals. There is not currently a budget for the vehicle disposal capital receipts, however it is now forecasted that in the financial year 2020/21 they will be in excess of [REDACTED] which will also fund contingency in the previous ladders report (LFC-0416Y).
38. The cost of the works already included in the Capital Programme budget (£236,000) will incur annual capital financing costs on the revenue budget [REDACTED], with [REDACTED] of this for the provision to repay debt (minimum revenue provision), based on a 15 year asset life and [REDACTED] for annual interest, at a rate of 3%. These capital financing costs were included within the Budget Submission Report.
39. The maintenance costs of the IRBs and Outboard Motors are covered within the existing 2014 Vehicles and Equipment contract for the equipment that these items are replacing.

Legal comments

40. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
41. By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").
42. Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...".
43. The Deputy Mayor's approval is accordingly required for the Commissioner to purchase the Inflatable Rescue Boats and Outboards Motors at a cost of [REDACTED]
44. The statutory basis for the actions proposed in this report is proposed by section 11 of the Fire and Rescue Services Act 2004 under which the Commissioner may take any action it considers appropriate—(a) in response to an event or situation of a kind mentioned in subsection (2); (b) for the purpose of enabling action to be taken in response to such an event or situation.
45. The General Counsel also notes that the proposed procurement will be conducted through the Babcock Vehicles and Equipment Contract.
46. The LFC has delegated authority to the relevant director for the level of spend expected to the Assistant Director for Technical and Commercial Services.

List of Appendices

Appendix	Title	Protective Marking
1.	None	