



LONDON FIRE BRIGADE

Report title

Premises Asset Replacement Works for Projects in 2022/23 and 2023/24 – London Fire Brigade Estate

Report to
Corporate Services DB
Commissioner's Board
Deputy Mayor's Fire and Resilience Board
London Fire Commissioner

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Report by
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If redacting, give reason: In accordance with S43 of the FOIA Act 2000, disclosure of the redacted information would prejudice the commercial interests of the London Fire Commissioner.

I agree the recommended decision below.

Andy Roe
London Fire Commissioner

Date **This decision was remotely signed on 15 September 2021**

Executive Summary

This paper seeks approval to undertake key asset replacement and enhancement works across the London Fire Brigade (LFB) estate London Fire Commissioner (LFC) premises to avoid asset decline and meet the operational requirements from the estate. In addition, these works will support LFB to provide the best place to work and the training recommendations from the Her Majesty's Chief inspector of Fire and Rescue Services (HMICFRS). This is the first of two papers on this subject. A second asset replacement paper is programmed for later in 21/22 which will include the projects which require more detailed feasibility studies.

The majority of these works were initially recommended in the London Fire and Emergency Planning Authority's Asset Management Plan (Property) 2017 (FEP2714). Since that date additional projects have been added reflecting operational requirements. These have all been assessed using the prioritisation matrix developed by the stations, Property and Health and Safety departments.

The LFB capital project budget includes line items that are intended to cover asset replacement and enhancement projects that stem from new works requests or condition surveys across the estate. In addition, Property have recently commenced a programme of detailed condition surveys and further investigations. These have highlighted where allocated funds can be redirected from projects that are no longer required as a revenue repair is sufficient. As a result, the recommended programme of works can be funded from the existing property capital budget.

Where possible, the Brigade tries to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. If there is no suitable framework the works will be tendered using the BlueLight tendering portal which gives LFB access to registered suppliers alongside the other national police and fire and rescue services

The works will be delivered using external professional external consultants due to the complexity and volume of the programme. These will be selected from a public sector framework post the expiry of the LFB framework in October 2011. All the timelines in this paper are subject to the potential future impact of further COVID-19 restrictions which may impact in the procurement and delivery of projects.

Recommended decisions

That the London Fire Commissioner:

1. Approves the reprofiling of the Property capital programme to support the project requirements listed in this paper. This funding has been drawn from bringing projects forward from future years using allocated funds, reprofiling budgets for brand new projects not on the capital programme and projects requiring additional funding following competitive tender returns.
2. Approves the agreed asset replacement works as set out in Appendix B of this report at a total estimated capital cost of [REDACTED] that includes a [REDACTED] contingency allowance in each project tender.
3. Delegates Procurement Authority, as defined in Section 3 of the Commissioner's Procurement Standing Orders, to the Assistant Director Technical and Commercial for each works' procurement exercise.

Introduction and Background

1. The Brigade's Asset Management Plan, (Property) 2017 March 2017 (FEP 2714), identified an ongoing programme of asset replacements based on their remaining useful life and condition at the time of assessment. Since that date further submissions have been made for new works in the estate. In order to assess these alongside the pre-existing requirements Property have used an 8-stage prioritisation scale which was developed with the operational colleagues, Health and Safety and Legal Department. These priorities cover urgent reactive maintenance through to long term strategic requirements. The LFB capital programme is targeted at priorities to 4 and 8.

Priority	Title	Description
1	Immediate severe Health and Safety hazards	Works required to address risks to 'life and limb", needing urgent action to mitigate and/or resolve.
2	Statutory compliance	Works required to ensure statutory and external regulatory requirements are met.
3	Operational emergency response	Works required to address risks and impacts to operational response from the buildings e.g. impact to turnout times.
4	Health and Safety, security and other compliance	Works required to address Health and Safety issues that have no acceptable operational solution, urgent security risks and that ensure compliance to policies and commercial obligations, e.g. published organisation policies and compliance with commercial obligations such as leases.
5	Repair Works to buildings	Works required to protect the asset to retain a weatherproof property (will include works to foundations, external walls, windows and roofs).
6	Pre-emption works to buildings	Works required to address assets rated as Category 1 or 2 classification within the condition surveys (so reaching life expiry) or to prevent this where a condition survey predicts this to be within a 3-year time frame.
7	Maintain/enhance the reputation of LFB	Works required to ensure the portfolio meets the functional requirements of LFB. This would include organisational priorities for the estate that are outside separately funded projects.
8	Improvements	Works required that would make assets or properties better able to meet their designated use and condition or deliver improvements. This could include works to increase the commercial value of properties or generate income or could include schemes to reduce expenditure in the future.

2. The proposed programme of work includes reinstating the breathing apparatus chambers in support the findings of the HMICFRS inspections and recent review of the training facilities across the estate.

3. All asset replacement works will be replaced in accordance with the Brigade's standard station design brief (SSDB), to ensure they have key performance attributes of longevity and robustness to withstand the environment of an operational fire station.
4. The works will be carried out during normal working hours, being planned and phased to ensure fire station remains fully operational 24/7. Any interruptions to the power supplies will be kept to a minimum and be pre planned and executed using the Brigade's established protocols and periods of notice to all relevant parties.
5. Property Services have delivered a large number of projects over the last 24 months across the LFB estate these include roof replacement projects, new heating schemes, window replacement projects, motorised yard gate installations, appliance bay flooring projects, appliance bay door replacement projects, single person accommodation at West Hampstead and the new LFB operational support centre in Croydon.

Alternative Options Considered and Consultation

6. The assets listed for replacement have been successfully maintained and repaired for many years. However, certain assets cannot be continued to be repaired or replacement parts are no longer available. For assets that have reached the end of their economic life, the alternative options are to carry on repairing until they fail completely or do nothing. Both options are not viable for our operational premises.
7. Property Services have undertaken consultation exercises between the different teams within the department, operational staff, maintenance providers and external technical experts.

Equality Impact

8. 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. 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.
9. 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.
10. The Public Sector Equality Duty requires us, in the exercise of all our functions (i.e., everything we do), 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.

11. 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 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.
12. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include steps to take account of disabled persons' disabilities.
13. 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 the need to tackle prejudice and promote understanding.
14. An Equality Impact Assessment (EIA) has not been undertaken. An EIA was not required at this stage because an EIA will be carried out during the design stage of the projects.
15. An important aspect of these works is that they will be designed to incorporate measures that include people with protected characteristics, ensuring compliance with the Equality Act 2010, specific improvements being:
 - (a) The re-roofing projects will ensure the erected scaffolding will not block any existing exit or access ramps.
 - (b) The window replacement project will have Teleflex winders installed for high level opening windows.
 - (c) The replacement yard gate projects will result in new motorised gates allowing all automated access for all users.
16. Appointed contractors will be required to comply with The Equality Act 2010 and associated LFC policies/protocols in respect of any accessibility considerations during or after the works, including the provision of temporary accessibility ingress/egress required during the duration of these works.
17. In addition to the projects contained within this report, the capital delivery team is delivering a wide range of projects across the LFB estate. Between 2021 and 2024 the following projects will be carried out; the redevelopment of 8 Albert Embankment (Lambeth Fire Station), complete refurbishment of Plumstead Fire Station, refurbishment of the Lambeth Pontoon Fire Station and the appliance bay extension at Biggin Hill Fire Station.

Procurement and Sustainability

18. The works will be tendered in accordance with the Commissioner's Code of Practice on Tenders and Contracts and the Commissioner's external professional consultants will prepare an award report summarising the results of the evaluation using the price and quality ratio stated and using the criteria included in the tender documents. The tenderer with the highest score will be recommended for the award as the most economically advantageous tenderer to carry out these works.
19. Where possible, the Brigade tries to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. LFB is not currently in scope to use the TFL minor works framework however LFB is exploring the suitability of using existing framework agreements including the MET construction framework and other public sector frameworks for delivering major and minor building projects. The replacement of bespoke assets may not have a suitable framework, in this instance such works will be tendered using the BlueLight portal which gives LFB access to registered suppliers alongside the other national police and fire and rescue services. A further requirement is that all tenderers will be reviewed using Constructionline to confirm and give assurance that they have the appropriate certifications including insurance and the relevant health and safety systems.
20. The successful contractor will be the one that achieves the highest overall score for price and quality following the evaluation by the tender assessment panel.
21. Each of the asset replacement projects is estimated to be below the Public Contract Regulations (PCR) works threshold of £4,733,252 negating the need to conduct the procurement part of the process in accordance with the PCRs.
22. In order to ascertain the scope and financial costs involved in replacing these assets, the Property project managers commissioned feasibility reports for the more complex proposed works. These feasibility reports are produced by external quantity surveyors, and technical experts who have been appointed through the current LFB framework agreement to produce a detailed cost estimate for the schemes. The feasibility reports (where available) as background information to this report. where possible benchmarking from previous feasibility reports has been undertaken to estimate the required value.
23. The appendices show a breakdown of the anticipated pre-tender feasibility costs or Property Services estimated cost for each package of works. The tables highlight key financial elements in delivering the works. A more detailed breakdown of the feasibility cost plans is available as background information to this report.
24. The agreed asset replacement works as set out in the appendices of this report at a total estimated capital cost of [REDACTED] that includes a contingency allowance in each project tender.
25. The LFB capital project budget includes line items that are intended to cover asset replacement and enhancement projects that stem from new works requests or condition surveys across the estate. In addition, the new Technical Team in Property have recently commenced a programme of detailed condition surveys and further investigations. These have highlighted where allocated funds can be redirected from projects that are no longer required as a revenue repair is sufficient and can be met within existing revenue budgets or, in the case of Union Street, may not demonstrate suitable value when compared to the remaining lease length. The total value for 21/22 and 22/23 is [REDACTED] and is shown in Table

1 below. This paper recommends the available Property capital budget are reprofiled in 2021 onwards to undertake these works over the next two years.

26. Associated with the costs of the project will be the capitalised staff costs to deliver these works. This is estimated to be [REDACTED] for 2022/23 and [REDACTED] for 2023/24 based on the actual staff in the department working on capital projects.

Table 1 – Capital Programme Budget

Funding source	Project	Detail	2021/22 £'000s	2022/23 £'000s
To be allocated	Appliance bay doors	Property budget for non-specified works which will be allocated to the recommended proposals in the paper	[REDACTED]	[REDACTED]
To be allocated	Roofing works			
To be allocated	Station rebuilds			
To be allocated	Station refurbishments			
To be allocated	Heating system replacement			
Reprofiled to other projects	Tooting - appliance bay floor resurfacing	Recent condition survey confirmed full replacement not required	[REDACTED]	[REDACTED]
Reprofiled to other projects	Union Street - upgrade of the air conditioning units	Value for money assessment combined with recent advice on maintenance regime confirmed full replacement not required	[REDACTED]	[REDACTED]
Reprofiled to other projects	Union Street HQ (Sturge St Car Park) provision of power supply	Value for money assessment confirmed reduced power requirements	[REDACTED]	[REDACTED]
Reprofiled to other projects	Paddington yard replacement	Recent condition survey confirmed full replacement not required	[REDACTED]	[REDACTED]

	Sub total	
	Total	

27. The capital allocation for these works has been apportioned across 2021/22 to 2023/24, the latest estimates to ensure a realistic spend for LFB property to achieve.

Anticipated timeline

- 28. The intention is for construction of these works to commence from 21/22 with some asset replacement works completing into 2024. The anticipated contract durations will be between 12 and 20 weeks depending on the size and complexity of each asset replacement project.
- 29. Certain projects due to the timing of contract award and planning approval will span across two financial years.
- 30. Manufacturing and staffing problems in the construction industry are being experienced due to COVID-19. This is having an impact on the timetable and cost of current projects and may have an unknown effect on future projects. It is not possible to predict how severe the impact will be on the delivery of the projects over the delivery period in this paper.

Strategic Drivers

31. The strategic drivers for this report align with the LFB's transformation plan strategic pillars. In regard to the operational side it relates to delivering excellence to our outward facing colleagues.

Workforce Impact

- 32. Officers will ensure that the station commander and watches of the fire stations have been kept informed throughout the feasibility consultation process.
- 33. The station commander will be consulted on impacts to operational delivery and an agreed outcome on contractor requirements was built into the tender package to ensure minimal impact on operational delivery during the construction phase.
- 34. A representative of FBU will be invited to attend the pre-start site meeting.
- 35. Within the Property function projects will be allocated to staff based on their area of expertise and their capacity.

Finance comments

36. This report is requesting approval for asset replacement and enhancement works across the London Fire Brigade estate premises totalling [REDACTED] including a 10% contingency, and re-profiling of the capital programme approved in the 2021/22 Capital Strategy (LFC-0505x) to accommodate this. This update reflects the outcome of a condition survey review carried out since the original budget was approved.

37. The changes to the capital programme will remove the schemes set out in Table 1 above totalling [REDACTED] and then re-profile this resource to meet the requirements set out in Appendix B Table 1a totalling [REDACTED]. The capital programme includes resources at [REDACTED] to meet the requirements of the asset replacement and enhancement works, and the capital re-profiling will align the requirements to the capital programme. The update to the programme will therefore require no overall increase in the capital programme..
38. The capital budget required has already been approved but this report sets out requirements for the reprofiling of the existing capital programme. The capital budget is anticipated to be largely funded from external borrowing and the debt charges for the total amount at [REDACTED] set out in this report will be [REDACTED] per annum, of which the minimum revenue provision cost is [REDACTED] based on an average asset life of 15 years and the interest cost is [REDACTED] based on a rate of [REDACTED]. The debt charges for the capital programme are included in future years revenue budgets as part of the Medium Term Financial Strategy.
39. The changes included in this report will need to be reflected in the capital monitoring report as part of the quarterly financial position.

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 [REDACTED] or above as identified in accordance with normal accounting practices...".
43. The statutory basis for the actions proposed in this report is provided by sections 7 and 5A of the Fire and Rescue Services Act 2004 ("FRSA 2004"). Section 7 (2)(a) FRSA 2004 the Commissioner has the power to secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting and section 5A allows the Commissioner to procure personnel, services and equipment they consider appropriate for purposes incidental or indirectly incidental to their functional purposes.
44. General Counsel notes that the proposed tenders will be carried out in accordance with the Public Contracts Regulations 2015 and the Brigade's Code of Practice on Tenders and Contracts.
45. This report seeks approval for a number of asset replacement works as set out in the Capital Strategy resulting from condition surveys and the LFB Carbon Strategy. The works will deliver energy efficiency and carbon reductions from buildings, contributing towards the Commissioners carbon reduction target. Further improvements will be required to achieve the Commissioners [REDACTED] CO2 reduction target by 2025. Thermally efficient window and door

replacements, wall, and roof insulation. Our early adoption of solar PV (photovoltaic) systems which were installed without roof edge protection now requires new edge protection that comply to HSE (Health & Safety Executive) requirements to maintain optimum efficiency our FM team can clean and service the panels. Additionally, these systems can be inspected for integrity and employing newest technologies the yield can be increased. To understand the challenges of achieving carbon zero fire stations by 2050 we will continue to trial electrically powered heat pumps and begin trials on electrically powered water heaters and electric heating hobs. As renewable electricity (green) electricity will continue to be available in the future whereas green gas will be extremely difficult to purchase with the UK expected to be 400 TWH (terra watt hours) behind required demand (183 TWH produced 538 TWH required).

46. The London Environment Strategy also sets out the longer-term target of zero carbon emissions by 2050. Whilst it is uncertain as to what will be the zero-emission alternative to natural gas for heating and hot water, the life of the heating asset replacements proposed is within the timeframe of the target, allowing for future zero emission technologies to be introduced by 2050.
47. All waste arising from works is to be removed by a licensed waste carrier and disposed of at a permitted facility. The contractor is to supply all legally compliant signed waste transfer notes and waste consignment notes to the London Fire Commissioner.

List of Appendices

Appendix	Title	Protective Marking
A	Detailed description of the main projects and proposed works	Not protectively marked
B	Premises asset replacement works worksheet	Commercially sensitive

Appendix A – Detailed description of the main projects and the proposed works

Breathing apparatus training venues (priority 4)

The current breathing apparatus training centres are over 40 years old and no longer provide the required training facilities for a modern fire and rescue service.

Site	Date of construction	Constructed floor area M ²	Description
Erith	1961	430	Installation of new training facilities including lighting control systems, warm air ventilation, smoke simulation, confined space working, casualty retrieval, smoke extract and presence detection.
Hayes	1962	420	
Tottenham	1966	560	

Electrical rewire project (priority 6)

The electrical installation at Eltham is over 30 years and has exceeded its economic life. It has been added to and repaired over the years and now requires complete replacement.

Site	Date of construction	Constructed floor area M ²	Description
Eltham	1904	653	Replacement of the existing electrical wiring installation comprising of installing replacement electrical wiring, containment, electrical switchgear, standby generator, internal and external LED (Light Emitting Diode) lighting and movement sensors throughout

Flagpole installations and updating front of house signage (priority 8)

Flagpole installs required on all Government buildings in response to the recent announcement by the Prime Minister. These will also require ongoing statutory maintenance. The front of house signage on many stations needs updating to reflect a modern fire and rescue service.

Site	Date of construction	Constructed floor area M ²	Description
Various	-	-	Installation of wall mounted or ground mounted flag poles.

Heating replacement projects (priority 6)

The heating replacement systems have reached the end of their economic life and require complete replacement. In certain cases, failures are a common occurrence and the maintenance provider faces increasing difficulties in keeping the systems operational.

Site	Date of construction	Constructed floor area M ²	Description
Barking breathing apparatus charging centre	1938	100	Heating – replacement of the boiler plant, control systems, distribution pipework and radiators throughout. Domestic pipework – replacement of the hot and cold distribution pipework and associated plant
Northolt	1963	712	

Roof edge protection (priority 4)

The maintenance provider has advised that a number of LFB premises require edge protection in order to maintain our roofing systems.

Site	Date of construction	Constructed floor area M ²	Description
Various sites across the LFB estate	N/A	N/A	Installation of roof protection The efficiency of Solar PV systems is affected by dirty panels and these should be cleaned and inspected twice per year by our FM

			contractors and to ensure the integrity of the cables. For this edge protection is required additionally access to roofs will be provided by roof access ladders
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Window replacement projects (priority 6)

A large proportion of the stations have the original single glazed windows, and many are over 50 years old. They are thermally inefficient and now require complete replacement.

Site	Date of construction	Constructed floor area M ²	Description
Acton	1938	1,836	Replacement of original single glazed windows and installation double glazed energy efficient sealed windows
Forest Hill	1971	829	
Northolt	1963	712	
Park Royal	1960	771	
Ruislip	1962	761	
Southgate	1962	753	
Stanmore	1961	765	

Installation of motorised yard gates (priority 6)

The yard gates at many of the stations are original gates and provide limited security. Replacement automated gates will improve the security and allow provide improved access for station staff and visitors.

Site	Date of construction	Constructed floor area M ²	Description
Barnet	1991	1,204	Replacement of manually operated yard gates with motorised yard gates to improve station security
Eltham	1904	653	
Harrow	1937	2,141	

Heston	1936	1,049	
Lewisham	1967	2,542	
Leyton	1991	1,187	
North Kensington	1985	953	
Woodside	1932	1,015	

Appliance bay floor renewal (priority 6)

The appliance bay floor at Eltham has exceeded its economic life and has been repaired numerous times over the years. It now requires complete replacement.

Site	Date of construction	Constructed floor area M ²	Description
Eltham	1904	653	Replacement of the existing appliance bay floor.

Appendix B Table 1a - Premises asset replacement works worksheet

Premises	Description	Feasibility costs	Capital programme estimates						Project pre-tender cost	Budget re-profiling
			2021/22	2022/23	2023/24	2024/25	Future years	Total		
			£'000s	£'000s	£'000s	£'000s	£'000s	£'000s		
Projects brought forward from future years										
Acton	Window replacements	7								
Forest Hill	Window replacement									
Northolt	Window replacement									
Ruislip	Window replacement									
Southgate	Window replacement									
Stanmore	Window replacement									
Erith,	Breathing apparatus training centre refurbishment	10								
Northolt	Heating system replacement									
New project requests										
Various	Flagpole installations									
Various	Roof edge protection									
Barnet, Eltham, Harrow, Heston, Lewisham, Leyton, North Kensington and Woodside	Yard gate replacements									
Eltham	Appliance bay floor replacement									
Park Royal	Window replacement									
Hayes and Tottenham	Breathing apparatus training centre refurbishment									
Barking	Heating system replacement									
Additional funding required post competitive tender returns										

Eltham	Rewire	[Redacted]								
Dowgate and Erith	Appliance bay door replacement	[Redacted]								
Chelsea	Window replacement	[Redacted]								
Finchley	Window replacement	[Redacted]								
2022/23	LFB staff costs							0	[Redacted]	
2023/24	LFB staff costs							0	[Redacted]	
								[Redacted]		