



LONDON FIRE BRIGADE

Report title

Privacy for All Works – London Fire Brigade Estate

Report to

Date

Corporate Services DB Commissioner's Board
Operational Delivery Directorate Board
Deputy Mayor's Fire and Resilience Board
London Fire Commissioner

6 July 2021
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Report by

Report number

Assistant Director of Property

LFC-0561

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If redacting, give reason: The report contains information which is cor
sensitive.

I agree the recommended decision below.

Andy Roe
London Fire Commissioner

This decision was signed
remotely on 22 October
2021

Date

Executive Summary

This paper seeks approval for extending the implementation of gender neutral design across the London Fire Brigade (LFB) estate, with projects extending over the current financial year and the next five financial years, in order to create gender neutral resting rooms for firefighters in line with the current watch strength at each LFB station. The delivery timeline reflects consultation with the Strategy and Risk (S&R) team.

LFB previously undertook a project to implement dedicated female firefighter facilities across the whole LFB estate which concluded in 2002 and delivered a minimum of one dedicated female dormitory and one dedicated shower/toilet facility in each station. These were achieved either by the creation of new areas within the station footprint or by reallocating existing facilities.

In June 2019 a Report concerning "Privacy for All - Changes to The Standard Station Design Brief" (reference LFC-0188) was approved by the LFC. The outcome of this was that the requirement for

resting and changing rooms changed from clusters of between three and six firefighters to individual rooms for each firefighter.

In order to deliver this, Property Services undertook 14 focus groups and detailed interviews to allow the co-creation of the Privacy for All designs with end users. It has also applied its LFB restricted capital and revenue budget to fund the project and this is support by the October 2020 restructure which created a team with an emphasis on workplace matters. A number of pilot projects have also been undertaken with positive feedback received.

Property Services has now developed a full programme using the capital budget to provide enough resting rooms for firefighters, together with a funding allocation for more complex sites. It has also

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allocated revenue funding for improvements to shower facilities to be carried out in conjunction with the works to resting rooms.

Recommended decisions

For the London Fire Commissioner

That the London Fire Commissioner:

Following union engagement, to be led by LFB Property, approves commitment of capital expenditure of up to ██████████ for the single person resting rooms as set out in Appendix 1 of this report. This cost is within the Property budget and is inclusive of consultancy charges and staff costs.

Following union engagement, to be led by LFB Property, approves commitment of revenue expenditure of up to ██████████ each financial year, over the next five financial years, for improvements to shower and toilets at fire stations, as set out in this report. This cost is within the Property budget and is inclusive of consultancy charges and staff costs.

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.

Background

1. LFB previously undertook a project to implement dedicated female firefighter facilities across the whole LFB estate which concluded in 2002 and delivered a minimum of one dedicated female dormitory and one dedicated shower/toilet facility in each station. These were achieved either by the creation of new areas within the station footprint or by reallocating existing facilities.
2. The recent HMICFRS inspections highlighted that the current female facilities at a number of stations did not provide suitable privacy. In June 2019 a Report concerning "Privacy for All - Changes to The Standard Station Design Brief" (reference LFC-0188) was approved by the LFC. The outcome of this was that in 2019 LFB amended the Standard Station Design Brief (SSDB) to change from the common station dormitory design to individual resting and changing rooms, together with refurbishment of showers and toilets to form gender neutral facilities.

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3. These proposals assume that there will be no change to the number or location of fire stations for the duration of the programme. Strategy and Risk have confirmed that the next Community Risk Management Plan is under development and that the intention is to produce a plan that can be scaled in response to future funding levels. Whilst there are currently no proposals to close or move fire stations, Property will continue to work closely with Strategy and Risk so that any future plans for changes to the estate are factored into this programme.

Development of specification

4. To develop the specification Property Services Workplace team undertook focus groups with staff and completed pilot projects.

5. Property Services undertook 14 focus groups and detailed interviews to allow the co-creation of the Privacy for All designs with end users. This approach has enabled staff who may not normally be included in Property specifications to be included in the designs, and to allow potential risks that could unintentionally be generated by the programme to be explored.
6. Respondents within the focus groups were asked for their definition of 'privacy'. Common themes included the need to consider both visual and sound elements. There was a view that as the resting rooms are intended for sleeping when staff are not conscious a higher standard of privacy is required than when awake. On this basis [REDACTED] of respondents confirmed that curtains rather than walls would not meet their definition of privacy and [REDACTED] would expect full height walls with no ventilation gaps. There was a mixed view on the need for locks on the doors of resting rooms with the majority confirming these would be preferable to occupation signage to prevent accidental intrusion.
7. The range of benefits attributed by the focus groups to removing the dormitories included enhanced wellbeing and the ability to recruit a more neuro- and gender-diverse workforce who may find the dormitory environment challenging. Respondents highlighted several risks in introducing separate rooms for sleeping which spanned misuse of the rooms, loneliness and possible isolation by staff. There was agreement across responses that there may need to be an expectation that the resting rooms would only be used on a similar basis to the dormitories and additional guidance and support to staff and managers would help to ensure that team cohesion is maintained throughout the day.
8. Pilot projects have been undertaken to convert existing spaces to single use resting rooms at Paddington, Tooting and Heston Fire Station. These projects have attracted positive feedback from LFB personnel and also provided a template for future works to other stations across the LFB estate.
9. The basis of the estimated costs is a figure per resting room based on these previous pilot projects, which were all competitively tendered. Following review of the costs with the technical team within LFB Property Services and consultants engaged for the works at Heston, a composite figure per resting room of [REDACTED] has been adopted. This figure allows for associated costs such as structural engineering advice and building control approval.

Resource allocation

10. The programme of projects across the estate comprises three categories. First are stations in which the proposed costs can be estimated, as outlined in Appendix 1, and as an example of the scope of works to be carried out, floor plans from a future project at Holloway Fire Station are attached as Appendix 2. Second are stations that require further feasibility to be undertaken due to their complexity and the budget includes a lump sum to deliver these, following additional professional analysis. Finally, there is a small number of stations that do not require works as these have either been completed or are being covered under separate projects.
11. At stations where it is proposed to create additional single person resting rooms, the number required at each station is based on the existing Watch Strength as shown in Station Profile, which is a report within the LFB Data portal maintained by Business Intelligence. These numbers have been reviewed with the Strategy and Risk department in LFB, together with Operational colleagues in Stations and Central Operations, and at various stations some additional capacity has been recommended.

12. Appendix 1 shows the existing number of rooms suitable for single use at each station where works are proposed, together with current Watch Strength, forecast change to Watch Strength, and number of proposed additional single person resting rooms.
13. Certain stations such as Islington have rooms that each contain a bed for use by a single occupant but with lockers in a communal space elsewhere. Rooms such as these are not included in Appendix 1 as existing single use resting rooms, as the lack of space for lockers means that they would not provide firefighters with individual privacy when changing.
14. Where an existing single use room would no longer be viable following the works, e.g. due to being substantially altered to facilitate subdivision of an adjoining large dorm, that room has not been included in the number of existing single use rooms.
15. Although certain stations could physically accommodate a larger number of additional single person resting rooms, at this stage in the project it is not recommended to create more than the minimum required as this would effectively reduce the available budget for the major projects.
16. This paper includes provision for feasibilities and funding for Addington, East Greenwich, Edmonton, Hillingdon, Hornsey, Kentish Town, Park Royal and Soho Fire Stations. Subject to the findings of feasibility studies to determine the range of design options with associated cost estimates, it is anticipated that these stations will require significant construction works to either substantially reconfigure the station building or extend its footprint.
17. A feasibility study was carried out during 2020 for reconfiguring the lower two floors at North Kensington Fire Station, to provide single use resting rooms and gender-neutral showers, together with relocation of the station gym to the lower ground floor. The estimated cost of these works has been included in the programme in Appendix 1.
18. An initial review of floor plans of most of the non-Private Finance Initiative (PFI) stations has been undertaken, and this has shown that there are some stations which already have adequate provision of single use resting rooms for firefighters. Therefore, further works are not proposed at these locations.
19. Lambeth, Lambeth River and Plumstead Fire Stations are outside the scope of the project, as major LFB projects are planned for these stations which will include privacy for all in their design.
20. The nine stations constructed in recent years under the PFI, i.e. Dagenham, Dockhead, Leytonstone, Mitcham, Old Kent Road, Orpington, Plaistow, Purley and Shadwell, are also within the scope of this project.
21. Given their more recent date of construction, the estimated cost per resting room has been discounted by a factor of ■■■ for the PFI stations, and the detailed implementation of the proposed works will be developed in liaison with Kier and the PFI team within Property Services.
22. Due to operational issues identified at Dockhead, plans for this station are being developed as an initial, pilot scheme for the other PFI stations.

Design

23. The proposed works vary from the SSDB requirement for internal walls to be of masonry construction. This stipulation is considered viable for a new building since the structure of the supporting floor can be designed accordingly. For existing buildings in the LFB estate, which are often of traditional construction with indeterminate loadbearing capacity, it is considered more appropriate to construct walls of metal or timber studwork with a plasterboard lining on each side, to minimise the additional imposed load on existing floors.
24. There is no requirement arising to vary the SSDB itself, as this is a design brief for construction of new fire stations, and as such it is not intended to be a maintenance manual for the wide range of existing buildings on the LFB estate.
25. Subject to the constraints of working within an existing building, the standard design and construction of the additional single use resting rooms will seek to incorporate:
 - Sound proofing between resting rooms and adjacent spaces
 - Privacy lock on door, operable from the inside with provision for emergency access whilst guarding against accidental intrusion.
 - Space for a long size bed (2130mm x 760mm) and four individual boot lockers with top boxes, to allow a locker for each watch.
 - Carpet, which is sheet form rather than tiles, of robust and hard-wearing quality
 - Suspended ceiling with lighting linked to mobilising system
 - Black out curtains and curtain pole to each resting room with an external window
 - Two double electrical sockets per resting room, of robust metal finish
 - Fire detection and alarm sounder linked to remainder of station
 - Call speaker in each resting room, linked to mobilising system
 - Radiator in each resting room, as part of existing heating system
 - Mechanical ventilation featuring input and extract air with heat recovery
26. The construction and alteration works will be designed to comply with relevant building regulations in terms of meeting health, safety and technical standards in areas such as acoustic separation and fire safety.
27. 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.

Capital and Revenue costs

28. The capital costs shown are approximate estimates based on the experience of the pilot projects undertaken to date, applied across the LFB estate.
29. Associated [REDACTED] within the costs of the project will be the unit staff costs to deliver these works. [REDACTED] This is estimated to be [REDACTED] per year, this is based on an anticipated officer involvement in [REDACTED] the project of FRS G ([REDACTED] FRS F ([REDACTED]) and FRS E ([REDACTED]).
30. The capital allocation for these works has been apportioned across 2021/22, 2022/23, 2023/24, 2024/25, 2025/26 and 2026/27.
31. There is a separate revenue provision from Property cost code [REDACTED] to commence the process of refurbishing shower rooms across the estate to provide gender neutral facilities, including a minimum of one allocated male facility and one allocated female facility per station.
32. Analysis of previous works gives an approximate indicative cost of [REDACTED] per gender neutral shower room, and subject to the availability of alternative facilities, at certain stations there may be associated additional costs such as hiring a temporary shower unit.
33. The intention is that during any one financial year the shower room works will be carried out at the same stations where single use resting rooms are being created, as separate phases of work where appropriate, as well as at other stations where resting room works are not programmed for that year but there is an established need for shower room works to be carried out in advance of that.

Anticipated timeline

34. The proposed timeline may require further consultation with stations to ensure that it is aligned with the wider LFB Community Risk Management Plan (CRMP).
35. Other material factors that could influence the timeline are applications for landlord approval in the case of leased buildings, obtaining consent for alterations to listed buildings, and changes in watch strength which could affect the viability of proposed designs.
36. Stations known to be complex due to Property or operational constraints have been programmed towards the middle or end of the timeline, to allow for initial feasibility reports and associated investigatory works.
37. The intention is for construction works on the initial batch of stations to commence during financial year 2021/22, and for the programme to continue throughout this and subsequent financial years.
38. The stations allocated for works to take place during the first two years of the programme are those where at least one of the following applies: (i) design work has already been undertaken, following on from earlier identification of the need for such works, (ii) concerns have arisen in respect of current occupancy, (iii) priority locations have been identified by the Strategy and Risk team.

39. All the timelines in this paper are provisional at this stage and subject to ongoing COVID-19 restrictions which may have an impact on the procurement and delivery of projects. Implementation of the works will take account of the need for healthy ventilation pathways due to COVID and the removal of deep cleans to stations. The new Property Delivery Forum will be used to ensure projects align with others across the estate.
40. Manufacturing and staffing problems in the construction industry are being experienced due to COVID-19. This is having an impact on current projects and will have an unknown knock on effect on future projects. It is not possible to predict how severely the delivery of the projects will be affected in future years.

Impacts

41. The potential organisational impact of the project is considered against the following sub-headings.

Equality Impact

42. An Equality Impact Assessment (EIA) was conducted in consultation with the Inclusion Team and LGBT+ Support Network on 21 September 2020, identifying positive impacts on women, trans staff and religious staff. Consideration should be given to the internal and external communications of the project, and emphasis on the positive impacts generated from the move away from large open dormitories towards individual privacy for each firefighter. The title 'gender neutral facilities' is often interpreted to mean 'fewer facilities for women', and it is imperative that this is not the case with the proposed works and that this is communicated effectively. Benefits to women are significant in the introduction of privacy for all and include positive impacts not just on existing staff but also future recruits, directly supporting our aim to create a more diverse and inclusive workplace (Transformation Delivery Plan, Togetherness Strategy).
43. This project aligns with a separate EIA undertaken by Central Operations and their recent review of transfers and initial firefighter placement, which highlighted the effects of reduced female and trans accommodation in acting as a barrier to achieving a more reflective workforce.
44. 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.
45. 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.
46. 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.
47. 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.
48. 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.
49. 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.
50. 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.

Procurement and Sustainability

51. The works will be tendered in accordance with the Commissioner's Code of Practice on Tenders and Contracts, and the report on each tender will incorporate a recommendation to appoint the most economically advantageous tenderer to carry out these works.
52. Where possible, the Brigade tries to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. From financial year 2022/23 onwards, the intention is that the NHS framework will be used, following the incorporation of existing contractors on its list, with an alternative option being use of the YPO framework.
53. Subject to further review with LFB Procurement, it is considered that the following NHS framework would be applicable to the project: Public Sector Construction Works SBS/18/DT/PZC/9332 (Lot 1 - Public Sector and Healthcare: [REDACTED] (12 regions) – Maximum of 10 Contractors per region).

54. During financial year 2021/22, where there is no suitable framework the 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.
55. The preferred contractor for each package of works will be selected based on their tender sum and the review of their tender submission, to confirm that their price is the most competitive and all required tender documentation has been submitted.
56. 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 Commissioner.
57. It is anticipated there will be no adverse environmental implications resulting from the implementation of this project, and initial review of the privacy for all proposals by LFB's Carbon Reduction Project Manager indicates that the project is unlikely to have an adverse impact on decarbonising the LFB estate.
58. The background to this is LFB's aim to reduce dependence on gas to heat its estate and substitute this with electricity from renewable sources, as renewable (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).
59. By increasing the use of mechanical ventilation incorporating heat recovery, there is the potential for a reduction in heat loss through opening of windows. There is some scope for coordination of future works at certain stations, whereby heating replacement projects may be integrated with projects to reconfigure existing spaces to create single use resting rooms.

Strategic Drivers

60. In addition to contributing to the strategic aim of providing gender neutral accommodation at all LFB fire stations, carrying out these Privacy for All works will be integral to "Pillar One" of LFB's "Our Togetherness Strategy", insofar as "Building a culture of belonging" includes the goal to "Improve the inclusivity of our physical and digital infrastructure".
61. The previous programme of work in the estate was targeted as creating specific accommodation for women, in line with the following recommendation in the recent HMICFRS report:

The brigade needs to make sure that staff understand the value of positive action and having a diverse workforce. It should also make sure that all its fire stations provide suitable privacy and facilities for women. ("Effectiveness, efficiency and people 2018/19 – London Fire Brigade", December 2019).

Workforce Impact

62. Officers will ensure that the Borough Commanders, Station Commanders and watches of the affected fire stations are kept informed throughout the feasibility consultation process.

63. The station commander at each fire station will be consulted on potential impact of the works on operational effectiveness. Delivery and phasing of the construction works will seek to minimise the impact on station operations.
64. A representative of FBU will be invited, via the station commander, to attend each pre-start site meeting.

Finance comments

65. This report recommends that capital alteration works are approved over six years from 2021/22 to 2026/27, up to a total value of [REDACTED]. The capital programme currently includes funding for this work over that period. The spend will be reprofiled as necessary and result in a net increase/decrease against the existing capital programme.
66. If this additional cost is funded through borrowing this will result in additional capital financing costs of [REDACTED] annually, made up of [REDACTED] of [REDACTED] in minimum revenue provision and [REDACTED] in interest payments based on an [REDACTED] interest rate of [REDACTED].
67. The report also recommends that revenue expenditure is agreed of [REDACTED] annually over the next five financial years from 2021/22 to 2026/27 for improvements to shower and toilets at fire stations. This cost will be contained within the existing revenue budget for building maintenance within the Property Department.

Legal comments

68. 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.
69. Section 1 of the Fire and Rescue Services Act 2004 (the "2004 Act") states that the Commissioner is the fire and rescue authority for Greater London.
70. The Commissioner has the power to secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting.
71. 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.
72. 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"). Paragraph 2.1 requires that expenditure of £150,000 or above as requested in this Report requires the prior approval of the Deputy Mayor.
73. The procurement process outlined in this Report complies with the LFC Scheme of Governance and the Procurement Regulations 2015.

List of Appendices

Appendix	Title	Protective Marking
1.	Estate wide list of premises detailing scope of proposed Privacy for All works	PROTECTIVELY MARKED - COMMERCIAL SENSITIVITY
2.	Example floorplans of existing and proposed station accommodation	NOT PROTECTIVELY MARKED

Appendix 1

Estate wide list of premises detailing scope of works for proposed single person resting rooms

(* = An additional bed may be needed beyond the Watch Strength for standby)

Station	Current Watch Strength	Forecast change to Watch Strength	Existing single person resting rooms	Proposed additional single person resting rooms	2021/22 estimated cost (£)	2022/23 estimated cost (£)	2023/24 estimated cost (£)	2024/25 estimated cost (£)	2025/26 estimated cost (£)	2026/27 estimated cost (£)	Notes
Acton	7		6	1						██████	
Addington	12	13	n/a	tbc							Feasibility required (extension) taking forecast WS into account
Barking	12	13 *	4	8				██████			
Barnet	7		2	5						██████	
Battersea	14		7	7				██████			
Beckenham	7		3	4						██████	
Bethnal Green	14		1	13						██████	
Bexley	14		3	11					██████		
Biggin Hill	7		7	0							Existing provision sufficient
Brixton	12	13 *	9	3		██████					Grade 2 listed
Bromley	12	13 *	0	12	██████						
Chelsea	14		1	13					██████		
Chingford	7		1	6						██████	
Chiswick	7		2	5					██████		
Clapham	10		1	9				██████			

Station	Current Watch Strength	Forecast change to Watch Strength	Existing single person resting rooms	Proposed additional single person resting rooms	2021/22 estimated cost (£)	2022/23 estimated cost (£)	2023/24 estimated cost (£)	2024/25 estimated cost (£)	2025/26 estimated cost (£)	2026/27 estimated cost (£)	Notes
Croydon	20		11	9				■			
Dagenham	15		1	14		■					PFI station
Deptford	7		13	0							Grade 2 listed. Existing provision sufficient
Dockhead	11		1	14	■						PFI station
Dowgate	7		4	3			■				
Ealing	9		2	7	■						
East Greenwich	12	13	n/a	tbc							Feasibility required (refurbishment) taking forecast WS into account
East Ham	14		1	13				■			
Edmonton	20		n/a	tbc							Feasibility required (refurbishment)
Eltham	7		9	0							Existing provision sufficient
Enfield	12	13 *	2	10					■		
Erith	7		6	1		■					
Euston	14		6	8		■					Grade 2* listed
Feltham	12	13 *	4	8					■		
Finchley	14		3	11					■		
Forest Hill	14		14	0							Existing provision sufficient
Fulham	7		10	0							Grade 2 listed. Existing provision sufficient

Station	Current Watch Strength	Forecast change to Watch Strength	Existing single person resting rooms	Proposed additional single person resting rooms	2021/22 estimated cost (£)	2022/23 estimated cost (£)	2023/24 estimated cost (£)	2024/25 estimated cost (£)	2025/26 estimated cost (£)	2026/27 estimated cost (£)	Notes
Greenwich	10		1	9							
Hainault	7		2	5							
Hammersmith	12	7	6	6							
Harold Hill	7		1	6							
Harrow	7		3	4							
Hayes	10		2	8							
Heathrow	7		3	4							
Hendon	12	13 *	6	6							Grade 2 listed
Heston	20		20	0							Pilot works completed
Hillingdon	12	13 *	n/a	tbc							Feasibility required (extension) taking forecast WS into account
Holloway	11		2	10							
Homerton	12	13 *	2	10							
Hornchurch	7		4	3							
Hornsey	12	13	n/a	tbc							Feasibility required (extension) taking forecast WS into account
Ilford	12	13 *	4	8							
Islington	14		4	10							
Kensington	7		7	0							Grade 2 listed
Kentish Town	12		n/a	tbc							Feasibility required (refurbishment)
Kingston	12	13 *	2	10							
Lambeth	12	13	n/a	n/a							Part of major refurbishment

Station	Current Watch Strength	Forecast change to Watch Strength	Existing single person resting rooms	Proposed additional single person resting rooms	2021/22 estimated cost (£)	2022/23 estimated cost (£)	2023/24 estimated cost (£)	2024/25 estimated cost (£)	2025/26 estimated cost (£)	2026/27 estimated cost (£)	Notes
Lambeth River	7		n/a	n/a							Part of major refurbishment
Lee Green	9		5	4		■					Grade 2 listed
Lewisham	14		1	13		■					
Leyton	7		4	3					■		
Leytonstone	7		1	6				■			PFI station
Mill Hill	7		4	3			■				
Millwall	7		7	0							Existing provision sufficient
Mitcham	11		2	9			■				PFI station
New Cross	7		4	3			■				Grade 2 listed
New Malden	7		2	5		■					
Norbury	12	13 *	12	0							Existing provision sufficient
North Kensington	12	13 *	n/a	tbc		■					Refurbishment works per feasibility, forecast WS to be taken into account
Northolt	12	13 *	4	8	■						
Old Kent Road	10		1	9			■				PFI station
Orpington	12	13	1	12		■					PFI station
Paddington	22		6	16					■		
Park Royal	11		n/a	tbc							Feasibility required (extension)
Peckham	7		4	3				■			
Plaistow	11		1	10					■		PFI station

Station	Current Watch Strength	Forecast change to Watch Strength	Existing single person resting rooms	Proposed additional single person resting rooms	2021/22 estimated cost (£)	2022/23 estimated cost (£)	2023/24 estimated cost (£)	2024/25 estimated cost (£)	2025/26 estimated cost (£)	2026/27 estimated cost (£)	Notes
Plumstead	12	13	n/a	n/a							Part of major refurbishment
Poplar	7		1	6		■					
Purley	7		1	6				■			PFI station
Richmond	11		4	7			■				
Romford	7		1	6		■					
Ruislip	7		4	3			■				
Shadwell	7		1	6					■		PFI station
Shoreditch	7		1	6		■					
Sidcup	12	13 *	6	6			■				
Soho	15		n/a	tbc							Feasibility required (refurbishment)
Southall	12	13 *	2	10			■				
Southgate	9		2	7	■						
Stanmore	12	13 *	2	10			■				
Stoke Newington	12	13 *	2	10				■			
Stratford	9		7	2				■			
Surbiton	7		4	3		■					
Sutton	14		4	10					■		
Tooting	12	13	7	6	■						Grade 2 listed.
Tottenham	15		5	10		■					
Twickenham	12	13 *	9	3				■			
Wallington	7		7	0							Existing provision sufficient
Walthamstow	12	13	8	5				■			
Wandsworth	9		3	6		■					

Station	Current Watch Strength	Forecast change to Watch Strength	Existing single person resting rooms	Proposed additional single person resting rooms	2021/22 estimated cost (£)	2022/23 estimated cost (£)	2023/24 estimated cost (£)	2024/25 estimated cost (£)	2025/26 estimated cost (£)	2026/27 estimated cost (£)	Notes
Wembley	22		1	21			██████				Grade 2 listed
Wennington	7		5	2				██████			
West Hampstead	12	13 *	8	4				██████			Grade 2 listed
West Norwood	12	13 *	8	4			██████				
Whitechapel	7		9	0							Existing provision sufficient
Willesden	7		3	4	██████						
Wimbledon	17		5	12				██████			
Woodford	7		3	4				██████			
Woodside	7		8	0							Existing provision sufficient
Complex sites funding					██████	██████	██████	██████	██████	██████	
Works cost p.a.(£)					██████	██████	██████	██████	██████	██████	
Staff costs p.a.(£)					██████	██████	██████	██████	██████	██████	
Subtotal of project costs (£)											██████
Future cost increase factor					1.00	1.03	1.05	1.08	1.11	1.14	
Adjusted works cost p.a.(£)					██████	██████	██████	██████	██████	██████	
Overall cost of project (£)											██████
Rounded total											██████

Appendix 2

Example floorplans of existing and proposed station accommodation

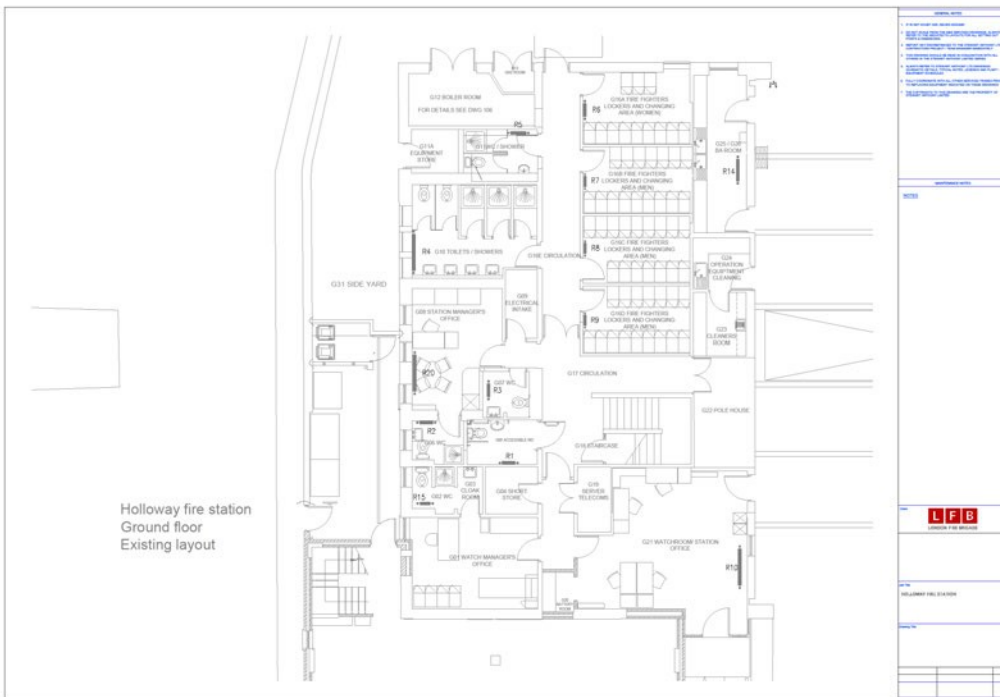


Figure 1: Holloway fire station, existing layout on ground floor (phase 1 of project)



Figure 2: Holloway fire station, proposed layout on ground floor (phase 1 of project)

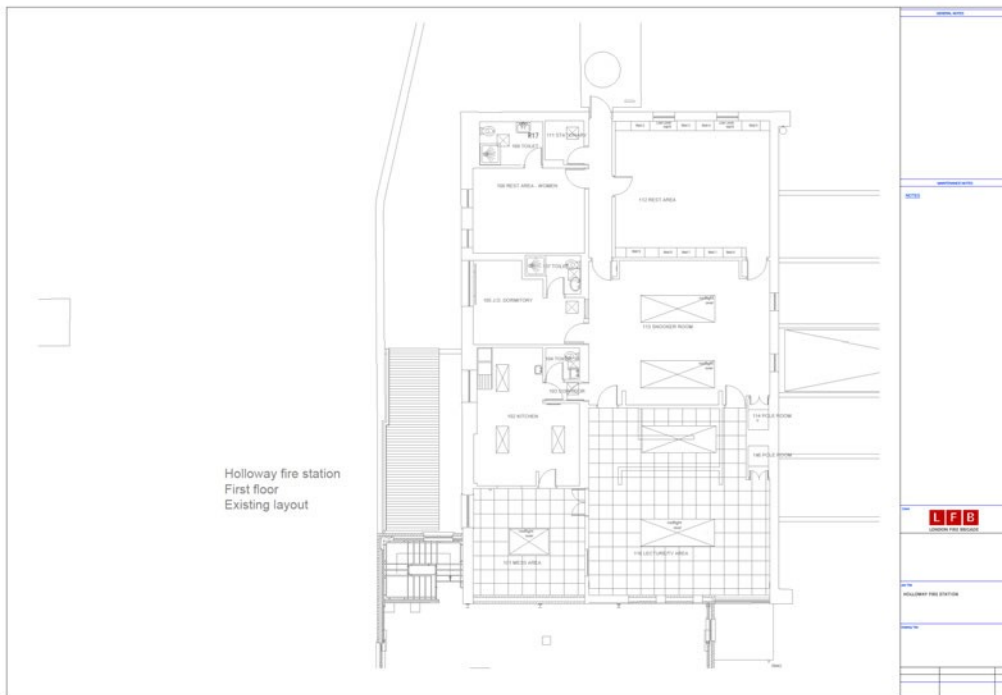


Figure 3 Holloway fire station, existing layout on first floor

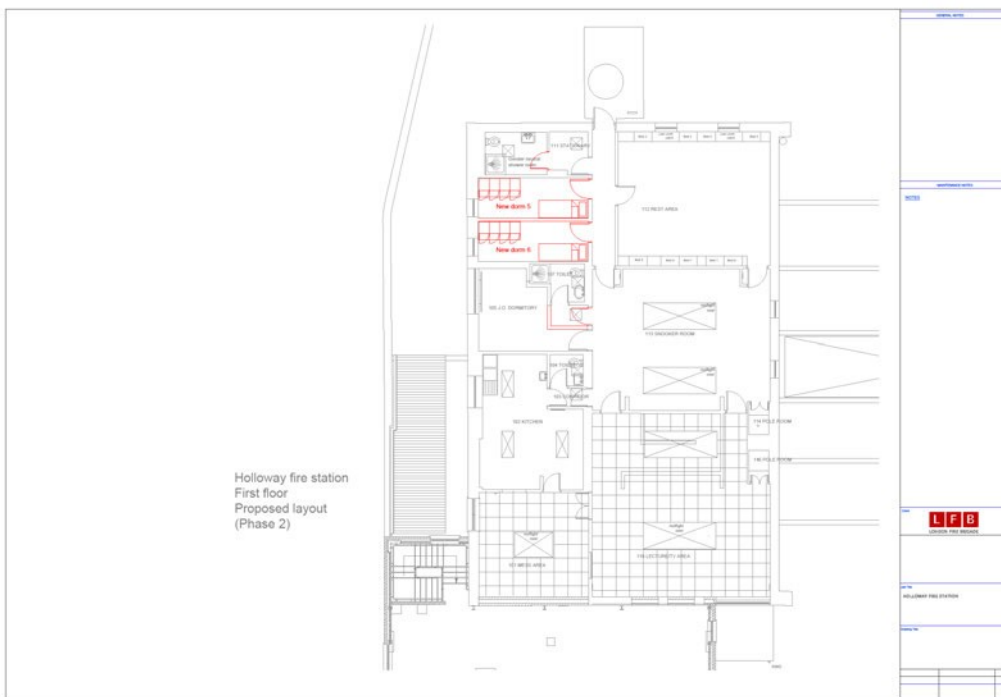


Figure 4: Holloway fire station, proposed layout on first floor (phase 2 of project)

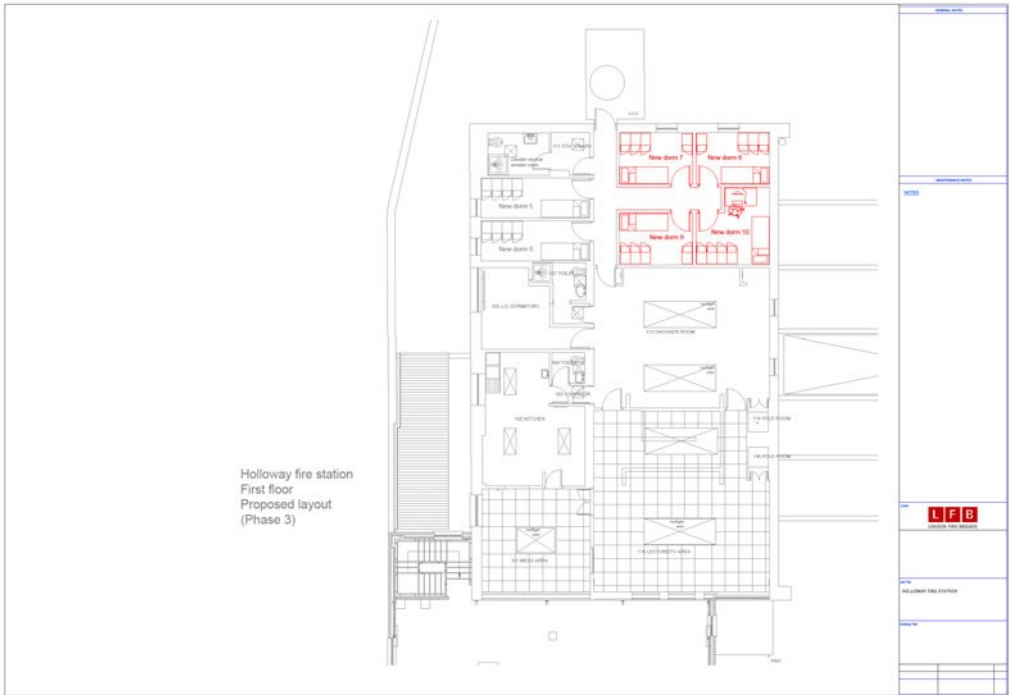


Figure 5: Holloway fire station, proposed layout on first floor (phase 3 of project)

GREATER LONDON AUTHORITY

REQUEST FOR DEPUTY MAYOR FOR FIRE AND RESILIENCE DECISION – DMFD125

Title: Privacy for All Works – London Fire Brigade Estate

Executive summary:

This report seeks the approval of the Deputy Mayor for Fire and Resilience for the London Fire Commissioner (LFC) to commit capital expenditure of up to £10,000,000 in total over financial years 2021-22 to 2026-27; and revenue expenditure of up to £750,000 per annum for financial years 2021-22 to 2026-27. This is to fund implementation of gender-neutral design across the London Fire Brigade (LFB) estate in order to create gender-neutral resting rooms for firefighters.

The London Fire Commissioner Governance Direction 2018 sets out a requirement for the LFC 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...”.

Decision:

That the Deputy Mayor for Fire and Resilience authorises the LFC to commit capital expenditure of up to £10,000,000 in total over financial years 2021-22 to 2026-27, and revenue expenditure of up to £750,000 per annum for financial years 2021-22 to 2026-27 for the purposes of implementing gender-neutral design across the London Fire Brigade estate.

Deputy Mayor for Fire and Resilience

I confirm that I do not have any disclosable pecuniary interests in the proposed decision.

The above request has my approval.



Signature:

Date:

4/10/21

PART I – NON-CONFIDENTIAL FACTS AND ADVICE TO THE DEPUTY MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1 Report LFC-0561 to the LFC sets out the background for the request to approve expenditure for the LFB to extend the implementation of gender-neutral design across the LFB estate, with projects extending over the current financial year and the next five financial years, in order to

create gender-neutral resting rooms for firefighters in line with the current watch strength at each LFB station. The delivery timeline reflects consultation with the LFB's Strategy and Risk (S&R) team.

- 1.2 The LFB previously undertook a project to implement dedicated female firefighter facilities across the whole LFB estate. This concluded in 2002 and delivered a minimum of one dedicated female dormitory and one dedicated shower/toilet facility in each station. These were achieved by either the creation of new areas within the station footprint or reallocating existing facilities.
- 1.3 The 2018-19 inspection of the LFB by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services highlighted that the current female facilities at a number of stations did not provide suitable privacy. In June 2019 a report, "Privacy for All – Changes to The Standard Station Design Brief" (LFC-0188), was approved by the LFC. The outcome of this was that in 2019 the LFB amended the Standard Station Design Brief to change from the common station dormitory design to individual resting and changing rooms, together with refurbishment of showers and toilets to form gender-neutral facilities.
- 1.4 These proposals assume that there will be no change to the number or location of fire stations for the duration of the programme. The LFB's S&R team have confirmed that the next Community Risk Management Plan is under development and that the intention is to produce a plan that can be scaled in response to future funding levels. Whilst there are currently no proposals to close or move fire stations, the LFB's Property Services team will continue to work closely with the S&R team so that any future plans for changes to the estate are factored into this programme.

2. Objectives and expected outcomes

Development of specification

- 2.1 In order to develop the specification, the LFB's Property Services team undertook focus groups with staff and completed pilot projects.
- 2.2 The LFB's Property Services team undertook 14 focus groups and detailed interviews to allow the co-creation of the privacy for all designs with end users. This approach has enabled staff who may not normally be included in property specifications to be included in the designs; and allowed potential risks that could unintentionally be generated by the programme to be explored.
- 2.3 Respondents within the focus groups were asked for their definition of 'privacy'. Common themes included the need to consider both visual and sound elements. There was a view that as the resting rooms are intended for sleeping, a higher standard of privacy is required when staff are not conscious than when they are awake. On this basis, 100 per cent of respondents confirmed that curtains rather than walls would not meet their definition of privacy; and 70 per cent said they would expect full-height walls with no ventilation gaps. There was a mixed view on the need for locks on the doors of resting rooms, with the majority confirming these would be preferable to occupation signage to prevent accidental intrusion.
- 2.4 The range of benefits attributed by the focus groups to removing the dormitories included enhanced wellbeing, and the ability to recruit a more neuro- and gender-diverse workforce that includes those who may find the dormitory environment challenging. Respondents highlighted

several risks in introducing separate rooms for sleeping which spanned misuse of the rooms, loneliness and possible isolation by staff. There was agreement across responses that there may need to be an expectation that the resting rooms would only be used on a similar basis to the dormitories; and that additional guidance and support to staff and managers would help to ensure that team cohesion is maintained throughout the day.

- 2.5 Pilot projects have been undertaken to convert existing spaces to single-use resting rooms at Paddington, Tooting and Heston Fire Stations; the latter of these was approved by the LFC (report LFC-0345y), with the others not requiring LFC approval. These projects have attracted positive feedback from LFB personnel, and also provided a template for future works to other stations across the LFB estate.
- 2.6 The basis of the estimated costs is a figure per resting room based on these previous pilot projects, which were all competitively tendered. Following review of the costs with the technical team within the LFB Property Services team, and with consultants engaged for the works at Heston, a composite figure per resting room of £11,400 has been adopted. This figure allows for associated costs such as structural engineering advice and building control approval. A budget of £10,000,000 has been allocated to deliver single use rooms across the LFB estate over the next five years.
- 2.7 Along with the introduction of single-use resting rooms, the existing communal toilet/shower facilities also require reconfiguration to create single-use toilet/shower rooms. This programme of works is to be funded from the £750,000 revenue budget requested in this report, and will be delivered in parallel to the resting-rooms project.

Resource allocation

- 2.8 The programme of projects across the estate comprises three categories. First are stations in which the proposed costs can be estimated. Second are stations that require further feasibility to be undertaken due to their complexity; the budget includes a lump sum to deliver these, following additional professional analysis. Finally, there is a small number of stations that do not require works as these have either been completed or are being covered under separate projects.
- 2.9 The LFB's nine private finance initiative (PFI) stations are also within scope of this project. These are Dagenham, Dockhead, Leytonstone, Mitcham, Old Kent Road, Orpington, Plaistow, Purley and Shadwell. The private developer of these stations has an ongoing 25-year contract to maintain them before handing back to the LFB.
- 2.10 At stations where it is proposed to create additional single-person resting rooms, the number required at each station is based on the existing Watch Strength as shown in Station Profile, a report within the LFB Data portal maintained by the LFB's Business Intelligence team. These numbers have been reviewed with the LFB's S&R team, together with operational staff in Fire Stations and Central Operations departments; and at various stations some additional capacity has been recommended.
- 2.11 Appendix 1 to report LFC-0561 shows the existing number of rooms suitable for single use at each station where works are proposed, together with the current Watch Strength, a forecast change to Watch Strength, and a number of proposed additional single-person resting rooms.

- 2.12 Certain stations, such as Islington Fire Station, have rooms that each contain a bed for use by a single occupant, but with lockers in a communal space elsewhere. Rooms such as these are not included in Appendix 1 as existing single-use resting rooms, as the lack of space for lockers means they would not provide firefighters with individual privacy when changing.
- 2.13 Where an existing single-use room would no longer be viable following the works, e.g. due to being substantially altered to facilitate subdivision of an adjoining large dorm, that room has not been included in the number of existing single-use rooms.
- 2.14 Although certain stations could physically accommodate a larger number of additional singleperson resting rooms, at this stage in the project it is not recommended to create more than the minimum required as this would effectively reduce the available budget for the major projects.
- 2.15 This report includes provision for feasibility studies and funding for Addington, East Greenwich, Edmonton, Hillingdon, Hornsey, Kentish Town, Park Royal and Soho Fire Stations. Subject to the findings of feasibility studies to determine the range of design options with associated cost estimates, it is anticipated that these stations will require significant construction works to either substantially reconfigure the station building or extend its footprint.
- 2.16 A feasibility study was carried out during 2020 for reconfiguring the lower two floors at North Kensington Fire Station, to provide single-use resting rooms and gender-neutral showers, together with relocation of the station gym to the lower ground floor. The estimated cost of these works has been included in the programme in Appendix 1.
- 2.17 An initial review of floor plans of most of the non-PFI stations has been undertaken. This has shown that there are some stations that already have adequate provision of single-use resting rooms for firefighters. Therefore, further works are not proposed at these locations.
- 2.18 Lambeth, Lambeth River and Plumstead Fire Stations are outside the scope of the project, as major LFB projects are planned for these stations which will include privacy for all in their design.
- 2.19 Given their more recent date of construction, the estimated cost per resting room has been discounted by a factor of 25 per cent for the PFI stations. The detailed implementation of the proposed works will be developed in liaison with the PFI team within the LFB Property Services team.
- 2.20 Due to operational issues identified at Dockhead, plans for this station are being developed as an initial, pilot scheme for the other PFI stations.

Design

- 2.21 Subject to the constraints of working within an existing building, the standard design and construction of the additional single-use resting rooms will seek to incorporate:
- soundproofing between resting rooms and adjacent spaces
 - a privacy lock on doors, operable from the inside with provision for emergency access whilst guarding against accidental intrusion

- space for a long bed (2130mm x 760mm) and four individual boot lockers with top boxes, to allow a locker for each watch
- carpet, in sheet form rather than tiles, of robust and hard-wearing quality
- suspended ceiling with lighting linked to a mobilising system
- blackout curtains and a curtain pole to each resting room, with an external window
- two double electrical sockets per resting room, of robust metal finish
- a fire detection and alarm sounder linked to the remainder of the station
- a call speaker in each resting room, linked to a mobilising system
- a radiator in each resting room, as part of the existing heating system • mechanical ventilation featuring input and extract air with heat recovery.

2.22 The construction and alteration works will be designed to comply with relevant building regulations in terms of meeting health, safety and technical standards in areas such as acoustic separation and fire safety.

2.23 The works will be carried out during normal working hours, being planned and phased to ensure the fire station remains fully operational 24/7. Any interruptions to the power supplies will be kept to a minimum, and will be pre-planned and executed using the LFB's established protocols and periods of notice to all relevant parties.

3. Equality comments

3.1 The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.

3.2 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.

3.3 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.

3.4 The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:

- eliminate discrimination, harassment and victimisation and other prohibited conduct
- advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it
- foster good relations between people who share a relevant protected characteristic and persons who do not share it.

3.5 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:

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic
- 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
- 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.

3.6 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.

3.7 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 to the need to:

- tackle prejudice
- promote understanding.

3.8 An Equality Impact Assessment (EIA) was conducted in consultation with the Inclusion Team and the LGBT+ Support Network on 21 September 2020, identifying positive impacts on women, trans staff and religious staff. The EIA found that this project will be of equal benefit to all employees regardless of their physical, sensory, mental health, learning disability, long term illness, or hidden disability, and the LFB does not anticipate any impact on staff with disabilities. Consideration should be given to the internal and external communications of the project, and emphasis on the positive impacts generated from the move away from large open dormitories towards individual privacy for each firefighter. The title 'gender-neutral facilities' is often interpreted to mean 'fewer facilities for women', and it is imperative that this is not the case with the proposed works and that this is communicated effectively. Benefits to women are significant in the introduction of privacy for all and include positive impacts, not just on existing staff but also on future recruits, directly supporting the LFB's aim to create a more diverse and inclusive workplace (a priority of the Transformation Delivery Plan and Togetherness Strategy).

3.9 This project aligns with a separate EIA undertaken by LFB Central Operations and their recent review of transfers and initial firefighter placement, which highlighted the effects of reduced female and trans accommodation in acting as a barrier to achieving a more reflective workforce.

4. Other considerations

Workforce comments

4.1 LFB officers will ensure that the Borough Commanders, Station Commanders and watches of the affected fire stations are kept informed throughout the feasibility consultation process.

- 4.2 The Station Commander at each fire station will be consulted on potential impact of the works on operational effectiveness. Delivery and phasing of the construction works will seek to minimise the impact on station operations.
- 4.3 A representative of the Fire Brigades Union will be invited, via the Station Commander, to attend each pre-start site meeting.

Procurement

- 4.4 The works will be tendered in accordance with the Commissioner's Code of Practice on Tenders and Contracts, and the report on each tender will incorporate a recommendation to appoint the most economically advantageous tenderer to carry out these works.
- 4.5 Where possible, the Brigade tries to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. From financial year 2022/23 onwards, the intention is that the NHS framework will be used, following the incorporation of existing contractors on its list, with an alternative option being use of the Yorkshire Purchasing Organisation framework.
- 4.6 Subject to further review with LFB Procurement, it is considered that the following NHS framework would be applicable to the project: Public Sector Construction Works SBS/18/DT/PZC/9332 (Lot 1 - Public Sector and Healthcare: £0 to £2,500,000 (12 regions) – maximum of 10 Contractors per region).
- 4.7 During financial year 2021/22, where there is no suitable framework the 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.
- 4.8 The preferred contractor for each package of works will be selected based on their tender sum and the review of their tender submission, to confirm that their price is the most competitive and all required tender documentation has been submitted.

Sustainability implications

- 4.4 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 Commissioner.
- 4.5 It is anticipated there will be no adverse environmental implications resulting from the implementation of this project, and initial review of the privacy for all proposals by the LFB's Carbon Reduction Project Manager indicates that the project is unlikely to have an adverse impact on decarbonising the LFB estate.
- 4.6. The background to this is the LFB's aim to reduce dependence on gas to heat its estate and substitute this with electricity from renewable sources. Renewable (green) electricity will continue to be available in the future, whereas green gas will be extremely difficult to purchase. The UK is

expected to be 400 terawatt-hours (TWh) behind required demand (183 TWh produced, 538 TWh required).

- 4.7. By increasing the use of mechanical ventilation incorporating heat recovery, there is the potential for a reduction in heat loss through opening of windows. There is some scope for coordination of future works at certain stations, whereby heating replacement projects may be integrated with projects to reconfigure existing spaces to create single-use resting rooms.

5. Financial comments

- 5.1 This report recommends that capital alteration works are approved over six years from 2021-22 to 2026-27, up to a total value of £10,000,000. The capital programme currently includes funding for this work over that period. The spend will be reprofiled as necessary and result in a net increase/decrease against the existing capital programme.
- 5.2 If this additional cost is funded through borrowing, this will result in additional capital financing costs of £967,000 annually, made up of £667,000 in minimum revenue provision and £300,000 in interest payments based on an interest rate of 3 per cent. These costs will be included in the overall capital financing costs presented as part of the LFC budget submission 2022/23.
- 5.3 The report also recommends that revenue expenditure is agreed of £750,000 annually over the next six financial years from 2021-22 to 2026-27 for improvements to shower and toilets at fire stations. This cost will be contained within the existing revenue budget for building maintenance within the LFB Property department.

6. Legal comments

- 6.1 Under section 9 of the Policing and Crime Act 2017, the LFC is established as a corporation sole with the Mayor appointing the occupant of that office.
- 6.2. Section 1 of the Fire and Rescue Services Act 2004 (the 2004 Act) states that the LFC is the fire and rescue authority for Greater London.
- 6.3. The LFC has the power to secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting.
- 6.4 Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the LFC specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
- 6.5 By direction dated 1 April 2018, the Mayor set out those matters, for which the LFC would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the Deputy Mayor). Paragraph 2.1 requires that expenditure of £150,000 or above as requested in this Report requires the prior approval of the Deputy Mayor.
- 6.6 The LFC's General Counsel confirms that the procurement process outlined in this report complies with the LFC Scheme of Governance and the Procurement Regulations 2015.

Appendices and supporting papers:

Report LFC-0561 - Privacy for All Works – London Fire Brigade Estate

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after approval or on the defer date.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? Yes If

YES, for what reason:

The commercial interests of the LFC require deferral of the decision until after the cooling off period for the contract award has expired.

Until what date: 1 December 2021

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to confirm the following (☐)

Drafting officer

Richard Berry has drafted this report with input from the LFC and in accordance with GLA procedures and confirms the following:

Assistant Director/Head of Service

Niran Mothada has reviewed the documentation and is satisfied for it to be referred to the Deputy Mayor for Fire and Resilience for approval.

Advice

The Finance and Legal teams have commented on this proposal.

Corporate Investment Board

This decision was agreed by the Corporate Investment Board on 4th October 2021.

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature

D. Gove

Date

8/10/21