
Reprofiling of Capital Funding - Additional Expenditure for Plumstead Fire Station and Lambeth River Station works

Investment & Finance Board
Commissioner's Board
Deputy Mayor's Fire and Resilience Board

1 February 2024
15 February 2024
22 February 2024

Report by:
Assistant Director for Property and Technical Support Services (TSS)

Report classification:
For decision

For publication

I agree the recommended decision below.



Andy Roe

London Fire Commissioner

Date **This decision was remotely signed on 20 March 2024**

PART ONE

Non-confidential facts and advice to the decision-maker

Executive Summary

This reports the commitment of additional capital expenditure for the amount set out in the Part 2 report for ongoing works to Plumstead Fire Station and Lambeth River Station. The funding will be covered via savings achieved in the Capital Asset Management Replacement Programme (LFC-0533y and LFC-0614y and DMFDs 120 and 147) as detailed in the Part 2 report. Those savings have been achieved due to competitive pricing being received through use of established frameworks to tender the projects in the capital programme.

For the London Fire Commissioner

1. Approves the reprofiling of the Property Services' capital programme to support the project requirements listed in this paper.
2. Approves the commitment of expenditure for the asset replacement works up to the amount set out in Part 2 of this report, which includes contingency allowance in the total.
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.

1. Introduction and background

Capital Programme Savings

- 1.1 LFC 0533y and LFC 0614y (and DMFDs 120 and 147) provided governance approval for the property capital asset replacement programme over the last two years. Most of these projects are now complete, and the total spend is anticipated to be 15% below the original funding approval. This is due to effective procurement and management of the projects by LFB. Property officers express a high degree of confidence these savings will be achieved and details of how this saving was achieved are outlined in Paper 2. Of the 30 projects detailed in LFC 0533y and LFC 0614y, two of the projects were cancelled for reasons stated in the Part 2 report.
- 1.2 It is proposed that the savings from the capital programme be used to support enhanced specification for Plumstead Fire Station and provide contingency for the Lambeth River Station project.

Plumstead Fire Station

- 1.3 In 2019, expenditure was approved to refurbish and extend Plumstead Fire Station (LFC-0263x and DMFD50). Further additional expenditure was approved (LFC 0715y and DMFD171) in 2022 to bridge the gap between the tender submission and the approved budget. Construction subsequently commenced in October 2022.

- 1.4 In order for the refurbishment to align to the LFB Carbon Strategy published in summer 2022, a substation and new power supply will be required to achieve a carbon net zero fire station. This will remove all gas dependency from the station and move to electrical services only, including the domestic heating, hot water and appliance bay heaters. Expanding the electrical capacity will provide future provision for charging all-electric fire appliances. To achieve this the installation of a sub-station was required including larger incoming supply cables, larger LV switch panel (resulting in an additional small outbuilding to be constructed), new meter housing, changes to the foundation designs, additional trenching and changes to the small power installations throughout the building.
- 1.5 A consultant quantity surveyor has been engaged to manage and mitigate cost pressures as they arise. The claims have been assessed and Property officers have been supported by experts to negotiate the best outcome on these claims and secure an acceptable settlement in each case. These are outlined below:
- 1.6 Party wall award issues - Extended party wall negotiations with the neighbouring commercial premises resulting in delays to works and additional design costs.
- 1.7 Additional insurances - Additional insurances above and beyond what had been allowed for were required by General Counsel at an increased cost.
- 1.8 Sprinklers to roof void - During construction the sprinkler specialist identified that the size of the roof void would lead to a requirement for sprinklers to be installed within it.
- 1.9 Additional excavations - During the construction of the foundations a World War 2 bomb shelter and an old soakaway were discovered requiring additional excavations to remove.
- 1.10 Lead paint removal - During the work to the existing building testing identified that the walls, windows, all joinery and all metal work had at some point been painted with a lead paint. For areas where these elements needed to be removed there was a risk of exposing the workforce and station staff to lead, a risk to health.
- 1.11 Listed window supply - During the design stage the designers specified specific windows to the extension to meet the requirement of the listed building application. In the intervening period the manufacturer specified was no longer able to provide the required windows. The contractor therefore had to source an alternate supplier, which resulted in an increased cost.
- 1.12 Construction requirements- Additional steelwork was required to the bay doors, and additional wind posts are required for the extension. A number of minor variations, all of lower value than the others, relating predominantly to discovered items within the existing building once the demolition and strip out had been completed. Additional repairs adjacent to the new link building were required to link the new brickwork into the existing brickwork.

Lambeth River Station

- 1.13 In 2020 LFC-0379 (and DMFD82) granted permission for the expenditure of up to £3.8m to undertake urgent works at the Lambeth River Station. This was to be funded by the river station maintenance project as Lambeth Fire Station was the original proposed decant location. Decant to Lambeth Fire Station is not viable as market research has demonstrated that there is no cost effective and available temporary pontoon that can be used to run the river boat service from Lambeth Fire Station.

- 1.14 In 2023, Babcock, as a verified and long-standing partner due to the current vehicle and equipment contract with LFB, were appointed as the contractor for this project. The works are programmed to commence on the 19 February 2024. The delivery window for this project needs to align with the River Thames tides and diversity. The linkspan for the River Station will need to be fully removed as part of this decant proposal.
- 1.15 The river station will be disconnected from the linkspan and towed to Greenwich to be secured to enable it to be towed to Lowestoft which includes it going out to sea. When the river station arrives in Lowestoft it will be lifted into dry dock to enable the whole of the river station to be viewed.
- 1.16 The river station will then undertake a complete inspection which may identify additional remedial works. Due to the length of time without being sufficiently inspected it is anticipated that some additional remedial works will be required on the river station however, it is unknown what these will be. Allocation the saved funds to this project will provide contingency in readiness for this project and supports the additional cost to the project of removing the linkspan.

2 Objectives and expected outcomes

- 2.3 The approval of further capital expenditure will ensure that the full project scope for Plumstead Fire Station and Lambeth River Station are delivered.

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 (section 149 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 need to:
- tackle prejudice
 - promote understanding.
- 3.8 An EIA has been produced and is attached to the report as an appendix. The key aspects of this are covered in the EIA for the projects listed above.

4. Other considerations

Workforce comments

- 4.1 Officers ensure that the station commander and watches of the fire stations are kept informed throughout the feasibility consultation process and subsequent construction process. At Plumstead the project team is currently engaged with staff to address queries on the location of the substation and the drill tower.
- 4.2 Staff consultation has been ongoing throughout the Lambeth River Station project and representatives of the FBU are informed of the proposals. Consultation completed in January 2024.
- 4.3 Within the Property function projects will be allocated to staff based on their area of expertise and their capacity.

Sustainability comments

- 4.4 Sustainable development impact assessments were completed and agreed with the Sustainable Development Team at the time of approval for both Plumstead Fire Station and Lambeth River Station. This report does not pose any further impacts.

Procurement comments

- 4.5 Required 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.
- 4.6 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 InTend 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.

- 4.7 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.
- 4.8 Each of the 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.
- 4.9 In order to ascertain the scope and financial costs involved in these projects, 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.
- 4.10 The Part 2 shows 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. Procurement colleagues have advised on the required contract variations that may be needed to enable these works to proceed.
- 4.11 Associated with the costs of the paper are the capitalised staff costs to deliver these works. No additional staff will be added for these projects and the works are already included in the capitalised staff costs of the capital project team.

Communications comments (*drafted by Property)

- 4.12 Communications are already supporting the Lambeth River Station and Plumstead projects and they are included on the project boards.

5. Financial comments

- 5.1 This report seeks approval to use the underspend within the LFC reports LFC 0533y and LFC 0614y capital delivery programme for 2022/23 and 2023/24 to fund Plumstead refurbishment project and Lambeth River Station remedial works additional requirements.
- 5.2 The financial implication is set out in Part two of this report. See recommendation in Part 2.

6. Legal comments

- 6.1 This report seeks approval to commit capital expenditure set out in more detail in part 2 to make improvements to the Estate.
- 6.2 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.

- 6.3 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 (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...". Accordingly, the capital expenditure set out in more detail in Part 2, requires prior approval.
- 6.4 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.
- 6.5 General Counsel advises that all proposed tenders for any remedial works must be carried out in accordance with the Public Contracts Regulations 2015 ("the Regulations") and the London Fire Commissioner's Scheme of Governance (Part 3 Standing Orders Relating To Procurement).
- 6.6 The remedial works to the Estate will ensure the Brigade can operate efficiently and effectively.

List of appendices

Appendix	Title	Open or confidential*
1	EIA	Open

Part two confidentiality

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

Is there a Part Two form: YES



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Part 1: Equality Impact Assessment – submitter to complete

Before carrying out an Equality Impact Assessment (EIA), you should familiarise yourself with the guidance notes (see Appendix) and our other resources located within the [EIA section on Hotwire](#)

An EIA should be carried out whenever you are starting (or reviewing) any major new activity/programme/policy/project/strategy/campaign *, or where you propose changes or a review of the previous one.

*In this document, any kind of activity/programme/policy/project will be called an ACTIVITY for an easy read, while you specify the type of your event from your end.

The purpose of an EIA is to meet and justify the legal obligation required under the [Public Sector Equality Duty](#) (PSED), namely, the ‘DUE REGARD’ that documents that your activity/programme/policy will:

- 1. eliminate discrimination, harassment, and victimisation
- 2. advance equality of opportunity
- 3. foster good relations between people who share a relevant protected characteristic and people who do not share it.

In the EIA, you need to show that your activity meets the 3 conditions of the due regard, as listed above, and provide any relevant information showing that your activity caters for people with protected characteristics (where applicable), but also that it promotes equality and eliminates potential discrimination and offers additional opportunities to advance equality.

Where you identified any possible negative impacts on individuals and groups with protected characteristics, you need to complete a mitigating action plan (Section F below). After your mitigating action plan has been implemented, you need to inform the EAI Team by sending the same form again with the notification of the date when the mitigation action plan was completed.

A. Name, goal and the expected outcomes of the programme/ activity

The high-level plan provided by this paper seeks to allocate funds that have been saved on



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capital projects to support the repair of the River Station, Lambeth Fire Station and Plumstead Fire Station.

This EIA concerns a report seeking agreement to a proposed reprofile of the LFB capital programme to enable saved funds to be allocated to previously approved projects. This paper is intended to be a high level overview as the projects have previously had EIA's undertaken.

B. Reason for Equality Impact Assessment

To support proposed changes to the existing LFB capital programme

C. Names of the team responsible for the programme/ activity

Responsibility for the EIA:

Name: Laura Birnbaum

Job title: Assistant Director of Property and TSS

Department: Property and TSS

Responsibility for the whole activity:

Name: Laura Birnbaum

Job title: Assistant Director of Property and TSS

Department: Property and TSS

D. Who is this activity for, who is impacted by it (all LFB staff, specific department, external communities)

The high-level plan provided by this paper seeks to allocate funds that have been saved on capital projects to support the repair of the River Station, Lambeth Fire Station and Plumstead Fire Station. The staff impacted by these works have previously been consulted on and EIA's undertaken (see below). Once the repair of the River Station is completed and the residents of Plumstead too, while LFB staff working there will also be positively impacted by better work conditions



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E. What other policies/documents are relevant to this EIA?

Relevant Policies / Documents include the

- The current capital delivery programme for 2022/23 and 2023/24 is primarily being funded from the agreed funding detailed within LFC reports LFC 0533y (<https://www.london-fire.gov.uk/media/6021/lfc-0533y-premises-asset-replacement-works-for-projects-in-2022-23-and-2023-24-signed-redacted.pdf>) and LFC 0614y (<https://www.london-fire.gov.uk/media/6341/22020309-lfc0614y-premises-asset-replacement-works-paper.pdf>).
- LFC report 0690 (<https://www.london-fire.gov.uk/media/6815/20220719-lfc-0690-8ae-maintenance-for-dmfrb.pdf>) confirmed the repair works required at Lambeth Fire Station
- LFC 263 (https://www.london-fire.gov.uk/media/5166/h-lfc-263x-d-plumstead-fire-station-refurbishment-and-extension_redacted.pdf) and subsequently LFC 0715 (<https://www.london-fire.gov.uk/media/6991/lfc-0715y20220822-part-1-plumstead-fire-station-refurbishment-and-extension-cost-uplift-final-for-publication-signed.pdf>) approved works at Plumstead Fire Station

F. Equality and diversity considerations

Describe the ways how your activity meets the conditions of the due regard of the PSED and how LFB employees and communities of London may be affected by your activity, especially those ones with protected characteristics. Explain whether your programme/activity may disproportionately affect any group named below?

Protected characteristics Equality Act 2010:

- Age
- Disability/Barrier
- Gender and gender reassignment
- Marriage and civil partnership
- Pregnancy and maternity
- Race including ethnicity and nationality
- Religion or belief
- Sexual orientation
- Socio-economic backgrounds
- Caring responsibilities



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Do not provide databases, graphs, or tables in this Section, just key findings and the outcomes of your learning about these different groups. For detailed evidence and lists of data used, use Section E 1.

The paper recommends reprofiling funds to support project delivery at three LFB locations which were agreed through the LFB governance.

As previously outlined in the project specifications and previous EIA the Plumstead Refurbishment includes adaptations and infrastructure to make the Station accessible and inclusive. This has required complex design in the context of the listed premises to ensure privacy for all and step free community access are included.

As previously outlined in the project specifications and previous EIA the Lambeth Refurbishment enables planned maintenance to the base of the River Station. There are limited EIA impacts due to the maintenance.

G. Evidencing Impact

Please answer the following six questions:

- 1. How have you gathered and utilised information from various sources, including consultations with individuals, wider research, and resources from the EIA website, to comprehensively understand the people involved in or impacted by the activity, particularly those with protected characteristics?**

The projects impacted by the additional funding had equality impact assessments undertaken relating to the project delivery and design. These are available on file from the capital project team in LFB Property Services. Lambeth Fire Crews have been required to decant to temporary accommodation and a full formal staff consultation has been completed to cover this. Plumstead Fire Station crews and leadership have been included in pre-start and project meetings on an ongoing basis. Station colleagues are included on both project Boards.

- 2. Are there any gaps in evidence for assessing your activity's impact, and if so, can you justify proceeding with the EIA without addressing them or are you considering a mitigation action plan?**

No data gaps have been highlighted for this EIA.



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3. What adjustments have you considered for people with protected characteristics? How does your activity promote equality of opportunity and caters for equity?

This paper does not amend the design of the projects which have already benefited from equality impact assessments. Design specification of these projects including interim arrangements and decant works have been outlined above and in previous project EIA documents.

4. How does your activity foster positive relations promoting equality between different groups, and what specific examples facilitates this interaction, highlighting the benefits for individuals with protected characteristics?

This paper does not amend the design of the projects which have already benefited from equality impact assessments. Allocating funding for repairs at Plumstead Station and Lambeth Station, the staff there and the visitors coming in will have better experience and by providing adjustment where needed, different protected characteristics will be catered for accordingly as explained in Section G3.

5. How do you communicate the activity to those involved, especially with protected characteristics, and have you considered diverse formats such as audio, large print, easy read, and other accessibility options in various materials?

Activity on these projects is disseminated through the LFB communication channels which include a range of formats.

6. List all the internal/external stakeholders contacted in relation to this activity. What information did you get from these?

This paper does not amend the design of the projects which have already benefited from equality impact assessments. The projects have ongoing staff engagement and Stations are represented on the project Boards which are monitored by the PMO.

H. Mitigating action plan (where an adverse impact has been identified, please record the steps that are being taken to mitigate or justify it?)

No adverse impacts have been identified.



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Protected characteristic and potential adverse impact	Action being taken to mitigate or justify	Lead person/department responsible for the mitigating action
1.		
2.		
3.		
4.		
I. Signed by the Submitter		
Name: Laura Birnbaum		
Rank/Grade: AD		
Date: 23/1/24		



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Part 2: Inclusion team to complete - feedback and recommendations

J. EIA Outcomes

Select one of the four options below to indicate next steps:

Recommendation 2: Continue and correct the activity accordingly following our feedback – this involves taking steps to remove any barriers to better advance equality and/or to foster good relations.

K. Feedback

Please specify the actions required to implement the findings of this EIA and how the programme/ activity's equality impact will be monitored in the future. It may be helpful to complete the table.

Recommendation 2: Continue and correct the activity accordingly following our feedback – this involves taking steps to remove any barriers to better advance equality and/or to foster good relations.

EIA Capital Reprofile has received recommendation 2, meaning that some changes are needed.

See feedback below:

. Within the EIA no specific research or consideration has been given to protected characteristics. Whilst EIA's have been completed in this field in the past, it is import that they are still considered in this instance.

L. Sign off by EIA Inclusion team

06/02/2024