

Report title

Estate Wide Redecoration Programme

Report to

Corporate Services DB

Commissioner's Board

Deputy Mayor's Fire and Resilience Board

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Report by

Assistant Director, Property Services

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Executive Summary

This paper seeks approval for expenditure on a programme of cyclical redecoration works across the London Fire Brigade (LFB) estate, extending over the next six financial years. This will impact approximately ninety-one stations. Excluded from the scope are the nine Private Finance Initiative (PFI) stations, together with those stations undergoing full refurbishment (Lambeth River and Plumstead) or redevelopment (Lambeth) during this time.

LFB aims to redecorate the estate on a six year cycle which reflects the intense utilisation of the building fabric. Decorations are programmed to align with other projects. Projects and maintenance that fall within the 6 years cycle are required to include making good in their specifications. Although primarily undertaken on technical grounds to maintain the building fabric in good order, the redecoration works also provide an opportunity to enhance the appearance and cohesiveness of stations throughout the LFB estate using durable finishes. This programme will support LFB's provision of the best place to work.

The current proposal entails using an established dynamic purchasing system, Yorkshire Purchasing Organisation (YPO), with the intention of engaging one contractor for the North area of the LFB estate and one contractor for the South area. The approach proposed by Property Services is a six-year cyclical programme for complete external and internal redecoration of each station.

Recommended decisions

For the Deputy Mayor

That the Deputy Mayor for Fire and Resilience authorises the London Fire Commissioner to commit expenditure of £6,000,000 over six years for redecoration works to the estate. The budget is £1,000,000 in each financial year but the overall estimate covers the entire life of the project.

This decision will only be taken after further consultation with the Greater London Authority's finance and legal advisers and Corporate Investment Board

For the London Fire Commissioner

That the London Fire Commissioner:

1. Approves commitment of the annual property revenue budget for decorations over the next six financial years into two contracts for delivery of these services (i) across the North area of the LFB estate and (ii) across the South area of the LFB estate, as set out in this report, at an overall cost of £6,000,000 over the six years for both areas. The budget is £1,000,000 in each financial year but the overall estimate covers the entire life of the project.
2. Agrees to delegate authority to the Assistant Director Property Services to approve the procurement exercise for each of the two contracts for delivery of these services (i) across the North area of the LFB estate and (ii) across the South area of the LFB estate.

Background

1. The LFB estate comprises 103 operational fire stations, which are situated throughout the Greater London area. For administrative purposes, these are grouped by location, with Area Offices in the North West, North East, South East and South West.
2. The nine Private Finance Initiative (PFI) stations are Dagenham, Dockhead, Leytonstone, Mitcham, Old Kent Road, Orpington, Plaistow, Purley and Shadwell. As the private developer of the PFI stations has an ongoing 25-year contract to maintain them before handing back to the LFB, these are outside the scope of this project.
3. The remaining 94 stations within the scope of this project are all occupied 24 hours a day, 7 days a week, with no downtime between watches. This means that all areas of stations are used intensively, and the building fabric requires regular maintenance to keep it in good and operationally suitable condition.
4. Of these 94 stations, only 91 are included in the current cyclical programme, due to the pending refurbishments of Plumstead and Lambeth River, and proposed redevelopment of Lambeth.
5. The implementation of the redecoration programme is subject to coordination with other projects taking place at stations. For instance, if rewiring or major heating replacement is due to be carried out, liaison between the relevant project managers may determine that redecoration works are deferred until the other works have been completed.
6. The redecorations will be programmed in line with the wider department annual works plan. The aim is to ensure that prior to a redecoration starting the property is in good repair, and that post redecoration there are no major projects planned that would impact on the decorations as a whole. Typically, the external redecoration will consist of preparing and repainting elements such as windows, doors, fascia and soffit boards, where present, together with undertaking repairs that needed before decoration such as splice repairs to rotted timber window sills; fixed scaffolding will be used where necessary to provide a safe means of access to the working areas.

7. Internal redecoration typically consists of preparing and painting walls, ceilings, doors, and trim such as skirting boards and architraves; mobile towers are used to provide safe access together with fixed scaffolding in restricted areas such as pole houses.
8. Previously LFB undertook redecoration as individual or small group projects using the Bluelight portal and the intention now is to gain advantages of scale and utilise the technical resources associated with procurement via the YPO Dynamic Purchasing System (DPS), which LFB has access to as part of the Greater London Authority (GLA) group. The relevant YPO category is "882 Internal Fit out and Maintenance, Lot 1 Painting & Decorating".

The proposed model

9. Appendix 3 provides an outline of alternative programme and procurement options that were considered, together with reasons for not taking them forward.
10. The recommended programme consists of a North and South single award for each area following a competitive tendering exercise based on bidders being invited to tender for only one of these two areas. There would be an initial four-year award for each area, with the option of a two-year follow-on contract if both parties wished to continue with the arrangement.
11. The initial tender exercise for each area would be based on the list of sites to be redecorated over the first four years. This is anticipated as being for 32 stations in the North area and 25 stations in the South area, and these numbers should be manageable for small and medium size companies to visit and tender against.
12. Tender prices for all stations would be on a year 1 basis, and advice will be obtained from LFB Procurement on incorporating a recognised mechanism for uplifting tender prices for stations where work is to be undertaken in subsequent years. This is to avoid bidders having to price in the risk of unknown variables and recognises that the decoration programme tends to change at short notice according to what else is going on at stations.
13. The follow-on two-year contract would be for 19 stations in the North area and 15 stations in the South area. To ensure that best value was obtained for these remaining sites, the contractor would be invited to submit prices for those sites and these would be compared against reference prices from previous tender exercises, together with cost estimates obtained through pro-rata adjustments to stations within the four year contract that are of reasonably comparable size, scale, age and type of construction.
14. To address areas of heavy usage, during internal redecoration these areas would be decorated with paint systems designed for regular washing, and locations such as main corridors would be fitted with durable, fire resistant finishes up to 1 metre in height.
15. The proposed model has a two long term decoration contracts awarded (North and South). This enables the optimal balance between economies of scale and resilience should there be a performance issue. Having a single supplier for each region will reduce the amount of procurement time at the outset, enabling more focus on the management and delivery of the redecoration programme.
16. For this scheme to have the highest impact, a standard colour palette will be used which was previously approved by Communications for the Hammersmith training suite. This will bring cohesion to the appearance of the estate and highlight the investment that is being made.

Implementation of the works

17. The works will be carried out during normal working hours, being planned and phased to ensure fire station remains fully operational 24/7. The order of the stations is based on the historic schedule with priority given to stations that missed decorations due to Covid-19 and the delivery of previous projects.

Revenue costs

18. The revenue costs shown are approximate estimates based on the aggregated costs from previous schemes undertaken to date. These costs have then been adjusted for each station to create a cost estimate. For example, to include the cost of external scaffolding, which can create a significant variance for stations with more complex frontages such as Whitechapel.
19. The revenue allocation for these works has been apportioned across 2022/23, 2023/24, 2024/25, 2025/26, 2026/27 and 2027/28.
20. The budget is £1,000,000 in each financial year but the overall estimated cost of £6,000,000 covers the entire life of the project.

Impacts

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

Equality Impact

22. An Equality Impact Assessment has been undertaken and submitted to the Inclusion Team for review. The proposed colour palette will be reviewed with the Inclusion Team to assess its potential impact in practice.

Procurement

23. The intention is to procure the works through the YPO DPS, and the viability of this option has been confirmed through previous experience of tendering redecoration works during the current financial year.
24. LFB Procurement have advised that the YPO DPS will be utilised appropriately which achieves compliance with the Public Contracts Regulations.
25. The option of procuring the work as part of the existing Facilities Management (FM) term contract has been considered. However, this is primarily for repairs and maintenance of the LFB estate rather than improvement works such as cyclical redecoration, and the current contract comes to an end in December 2021 with a one-year extension agreed.

Strategic Drivers

26. To provide a pleasant environment in a coherent corporate colour scheme that looks well cared for, using resilient finishes in high traffic areas to create an effective operational workplace.

27. To support LFB's Transformation delivery plan by contributing to LFB being "the best place to work".

Workforce Impact

28. Officers will ensure that the Borough Commanders, Station Commanders, and watches of the affected fire stations are kept informed throughout the feasibility consultation process.
29. 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.
30. A representative of the Fire Brigades Union (FBU) will be invited, via the station commander, to attend each pre-start site meeting.
31. In advance of works commencing on site, Property Services will liaise with LFB's Communications section to review and confirm the most appropriate strategy for informing station personnel. In addition to preliminary discussions with the Station Commander, this will typically include sending a circular email to all watches at the station concerned, to ensure that all firefighters based there are aware of the anticipated start and completion dates, together with extent of the works and name of the appointed main contractor.

Finance comments

32. This report recommends that two contracts for decorations are agreed at a total revenue cost of up to £6,000,000 over six years. This would include an initial four-year contract with the option for a two-year follow-on contract.
33. This cost will be contained within the existing revenue budget for building decorations, with a detailed breakdown of proposed costs contained in appendix two. The total works will be managed and revised as necessary to ensure the total spend stays within the authorised amount.

Legal comments

34. 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.
35. 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").
36. 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...".
37. 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. Redecoration of the Estate is one such incidental purpose.

38. General Counsel also notes that the proposed service will be procured in compliance with the Public Contracts Regulations 2015 and the Commissioner's Scheme of Governance by utilising the YPO competitive tendering system.

List of Appendices

Appendix	Title	Protective Marking
1.	Projected programme of works for 2022/23 to 2027/28 with indicative costs per station	PROTECTIVELY MARKED
2.	Summary of anticipated expenditure for 2022/23 to 2027/28	PROTECTIVELY MARKED
3.	Outline of other options considered	NOT PROTECTIVELY MARKED

Consultation

Name/role	Method consulted
Insert names/or roles of those consulted, including any with the representative bodies.	Insert how they were consulted – meetings, away day, by email or by draft circulation of this report.
John Tunnicliff, Jonathan Reid, LFB Procurement	Online meetings, draft circulation of report
Mark Atkinson, LFB Procurement	Draft circulation of report
David O'Sullivan, LFB Finance	Draft circulation of report
Karen Boother, LFB General Counsel	Draft circulation of report
Thomas O'Brien, Inclusion team	Draft circulation of report

Appendix 1 – Projected programme of works for 2022/23 to 2027/28 with indicative costs per station

Location	2022/23 (£)	Location	2023/24 (£)	Location	2024/25 (£)	Location	2025/26 (£)	Location	2026/27 (£)	Location	2027/28 (£)
NORTH AREA											
East Ham	75,000	Bethnal Green	42,000	Romford	38,000	Park Royal	58,000	Harrow	48,000	Chingford	47,000
Edmonton	72,000	Hendon	53,000	Harold Hill	49,000	Millwall	105,000	Whitechapel	150,000	Enfield	47,000
Euston	107,000	Stratford	83,000	Leyton	54,000	Wennington	44,000	Mill Hill	45,000	Finchley	83,000
Heston	42,000	Woodford	39,000	Shoreditch	137,000	Barnet	84,000	Hayes	46,000	Hornchurch	54,000
Feltham	38,000	Barking	63,000	Tottenham	47,000	Homerton	38,000	Hillingdon	50,000	Hornsey	48,000
Hainault	30,000	Ilford	42,000	Walthamstow	68,000	Wembley	190,000	Northolt	40,000	Kentish Town	35,000
Ealing	68,000	Southall	33,000	Chiswick	33,000			Ruislip	52,000	Southgate	48,000
West Hampstead	57,000	Islington	64,000	Heathrow	41,000			Stoke Newington	48,000	Stanmore	42,000
		Poplar	62,000	Holloway	69,000			Acton	72,000	Willesden	66,000
										Dowgate	43,000
SOUTH AREA											
Beckenham	36,000	Lewisham	151,000	Paddington	100,000	Soho	39,000	Lee Green	95,000	Richmond	52,000
Bexley	43,000	Wandsworth	54,000	Clapham	90,000	Wimbledon	38,000	Chelsea	110,000	Eltham	57,000
Fulham	104,000	Hammersmith	62,000	New Cross	140,000	Brixton	94,000	New Malden	33,000	Bromley	79,000
Greenwich	63,000	Croydon	119,000	Deptford	54,000	Norbury	45,000	Twickenham	30,000	Peckham	39,000
Kensington	101,000	Erith	54,000	East Greenwich	49,000	Tooting	88,000	Addington	36,000	Surbiton	30,000
Kingston	47,000	West Norwood	48,000			Forest Hill	41,000	Biggin Hill	28,000	Sutton	44,000
Sidcup	48,000					Battersea	41,000	North Kensington	75,000	Wallington	48,000
										Woodside	59,000

NB: South area stations to be included in future cyclical programmes are Plumstead, Lambeth and Lambeth River

Appendix 2 – Summary of anticipated expenditure for 2022/23 to 2027/28

Anticipated costs by area	2022/23 (£)	2023/24 (£)	2024/25 (£)	2025/26 (£)	2026/27 (£)	2027/28 (£)
NORTH AREA						
Estimated cost of redecoration	489,000	481,000	536,000	519,000	551,000	513,000
Cost increase factor	1.000	1.020	1.040	1.071	1.101	1.132
Adjustment for cost increase	0	9,620	21,440	36,849	55,651	67,716
Total per year North	489,000	490,620	557,440	555,849	606,651	580,716
SOUTH AREA						
Estimated cost of redecoration	442,000	488,000	433,000	386,000	407,000	408,000
Cost increase factor	1.000	1.020	1.040	1.071	1.101	1.132
Adjustment for cost increase	0	9,760	17,320	27,406	41,107	53,856
Total per year South	442,000	497,760	450,320	413,406	448,107	461,856
Total per year North & South	931,000	988,380	1,007,760	969,255	1,054,758	1,042,572

Anticipated combined expenditure	2022/23 to 2027/28 (£)
Contract value over 6-year programme	5,935,650
Rounded figure	6,000,000
Initial 4-year contract value for North and South (57 sites)	3,896,395
Follow on 2-year contract value for North and South (34 sites)	2,097,330
Overall contract value for North and South (91 sites, excluding Lambeth, Lambeth River & Plumstead)	5,993,725
Initial 4-year contract – North (32 sites)	2,092,909
Follow on 2-year contract – North (19 sites)	1,187,367
Overall contract – North (51 sites)	3,280,276
Initial 4-year contract – South (25 sites)	1,803,486
Follow on 2-year contract – South (15 sites)	909,963
Overall contract – South (40 sites, excluding Lambeth, Lambeth River & Plumstead)	2,713,449

Appendix 3 – Outline of other options considered

Property Services considered a range of other for the cyclical redecoration programme, as outlined in the following tables. The projected costs mentioned were those used during the comparative exercise rather than the subsequent figure as set out in Appendix 1.

Other programme options considered	Reasons for not taking forward
Alternative option 1, an eight-year cycle with four year interim redecorations to the heavy duty areas mess room, gym, corridors and watch rooms	<ul style="list-style-type: none"> • This would entail large costs in the first year to redecorate overdue projects, although there would be lower costings in six of the eight following years. • Would not be technically suitable due to deterioration of external fabric arising from extended interval between maintenance cycles.
Alternative option 2, an eight-year cycle with four year interim redecorations and in years 1 and 2 all overdue redecoration works would be completed.	<ul style="list-style-type: none"> • Although this would offer a fairly even spend across the eight-year programme, it would still not be technically suitable due to deterioration of external fabric arising from extended interval between maintenance cycles.
Alternative option 3, a seven-year cycle.	<ul style="list-style-type: none"> • This would offer a fairly even spend over six years, but it would still not be technically suitable due to deterioration of external fabric arising from extended interval between maintenance cycles.
Alternative option 4, a six-year cycle with no interim redecorations, and with year 1 to include the stations that are currently out of sync back to 2010.	<ul style="list-style-type: none"> • There would potentially be significant costs in the first year to redecorate overdue projects. • Not taken forward as more even spend each year would preferable contractually due to better spread of work over the contract duration.
Alternative option 5, a seven-year cycle and spreading the costs evenly over each year, any unallocated budget to be used for heavy duty areas each year.	<ul style="list-style-type: none"> • There would be a very even spend over the seven-year programme. • Would not be technically suitable due to deterioration of external fabric arising from extended interval between maintenance cycles.
Alternative option 6, separate internal and external schedules, with heavy duty areas to be addressed during interim years.	<ul style="list-style-type: none"> • This is a very uneconomic model with major spends over a number of years.

Other procurement options considered	Reasons for not taking forward
Framework call off	<ul style="list-style-type: none"> • Unable to add further projects in the three years of the framework. • Increases the initial administration as the tendering process is for 50% of the estate. • One off consultant fees for tendering framework high in first year.
Single contact award, bespoke schedule of rates to cover all tasks (every site to have rooms measured for costing and tendering)	<ul style="list-style-type: none"> • LFB does not have software to check costings. • Cost of projects unknown until completion, fixed priced gives certainty of costs. • Often leads to disputes on costs of the works, as measurements of work completed can be perceived differently. • Administration costs high when quantifying measured works
North and South single award bespoke schedule of rates for all tasks. (every site to have rooms measured for costing and tendering)	<ul style="list-style-type: none"> • LFB does not have software to check costings. • Cost of projects unknown until completion, fixed price gives certainty of costs. • Often leads to disputes on costs of the works, as measurements of work completed can be perceived differently. • Administration costs high when quantifying measured works. • Reliance on one contractor in each area leaves LFB exposed.