

Report title

---

## Premises Asset Replacement Works for Projects in 2022/23 and 2023/24 – London Fire Brigade Estate– Paper No 2

---

Report to

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

Date

12 October 2021  
03 November 2021

---

Report by

Assistant Director Property

Report number

LFG0614y

---

Protective marking **OFFICIAL**

Publication status **Published with redactions**

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

---

### Executive Summary

This paper seeks approval to undertake key asset replacement and enhancement works across the London Fire Brigade (LFB) estate London Fire Commissioner (LFC) premises to avoid asset decline and meet the operational requirements from the estate.

These works were either generated from a number of recent condition surveys or those initially recommended in the London Fire and Emergency Planning Authority's Asset Management Plan (Property) 2017 (FEP2714). The works have been assessed using the prioritisation matrix developed by feedback from station personnel, Health and Safety and Property Services. A full forward works register is being created. In order not to limit the available funding for the expected recommendation, this paper notifies the Board of six projects that were programmed for 22/ 23 and 23/ 24, will be deferred until their urgency is fully evaluated.

The LFB capital project budget includes available funding for asset replacements that will be allocated following the approval of this paper. These funds have been recently uplifted from savings on capital projects in 2021 due to value engineering carried out by Property Services officers.

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

## Recommended decisions

### For the Deputy Mayor

That the Deputy Mayor for Fire and Resilience authorises the London Fire Commissioner to commit capital expenditure of up to £6,273,000 for agreed asset replacement works as set out in Appendix B of this report

### 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 agreed asset replacement works as set out in Appendix B of this report at a total estimated capital cost of £6,273,000 that includes a 10% contingency allowance in each project tender.
3. Delegates Procurement Authority, as defined in Section 3 of the Commissioner's Procurement Standing Orders, to the Assistant Director Technical and Commercial for each works' procurement exercise.

## Background

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

Priority	Title	Description
1	Immediate severe Health and Safety hazards	Works required to address risks to 'life and limb', needing urgent action to mitigate and/or resolve.
2	Statutory compliance	Works required to ensure statutory and external regulatory requirements are met.
3	Operational emergency response	Works required to address risks and impacts to operational response from the buildings e.g. impact to turnout times.
4	Health and Safety, security and other compliance	Works required to address Health and Safety issues that have no acceptable operational solution, urgent security risks that ensure compliance to policies and commercial obligations, e.g. published organisation policies and compliance with commercial obligations such as leases.

5	Repair Works to buildings	Works required to protect the asset to retain a weatherproof property (will include works to foundations, external walls, windows and roofs).
6	Pre-emption works to buildings	Works required to address assets rated as Category 1 or 2 classification within the condition surveys (so reaching life expiry) or to prevent this where a condition survey predicts this to be within a 3-year time frame.
7	Maintain/ enhance the reputation of LFB	Works required to ensure the portfolio meets the functional requirements of LFB. This would include organisational priorities for the estate that are outside separately funded projects.
8	Improvements	Works required that would make assets or properties better able to meet their designated use and condition or deliver improvements. This could include works to increase the commercial value of properties or generate income or could include schemes to reduce expenditure in the future.

## Programme of Works

2. All asset replacement works will be replaced in accordance with the Brigade's standard station design brief (SSDB), to ensure they have key performance attributes of longevity and robustness to withstand the environment of an operational fire station.
3. The works will be carried out during normal working hours, being planned and phased to ensure the fire stations remain fully operational 24/7. Any interruptions to the power supplies will be kept to a minimum, pre-planned and executed using the Brigade's established protocols and periods of notice to all relevant parties.
4. The benefits of these projects will be a better place to work, improved reliability and more energy efficient buildings. A dedicated Capital Delivery Team within Property Services will ensure these projects deliver the planned benefits. The whole life cost of these projects will be considered and a full handover to the maintenance team will take place in accordance with soft landing principles.
5. To ascertain the scope and financial costs involved in replacing these assets, the Property Services 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.
6. The appendices show a breakdown of the anticipated pre-tender feasibility costs or Property Services estimated cost for each package of works. The tables highlight key financial elements in delivering the works. A more detailed breakdown of the feasibility cost plans is available as background information to this report.
7. The agreed asset replacement works as set out in the appendices of this report at a total estimated capital cost of £6,273,000 that includes a contingency allowance in each project tender.

8. The LFB capital project budget includes line items that are intended to cover asset replacement and enhancement projects that stem from new works requests or condition surveys across the estate. In addition, the new Technical Team in Property have recently commenced a programme of detailed condition surveys and further investigations. These have highlighted where allocated funds can be redirected from projects that are no longer required as a revenue repair is sufficient and can be met within existing revenue budgets or, in the case of Union Street roofing project, may not demonstrate suitable value when compared to the remaining lease length.
9. The total value of the projects for 22/ 23 and 23/ 24 where the budget can be redirected is £3,248,000 as shown in Appendix B Table 1. Property Services holds a minor capital improvement budget which is intended for works of this nature. The total amount available up to 2023/ 24 is £5,488,000 of which £3,248,000 could be reprofiled and approval for this is being sought in this report. This budget was recently added to from savings made from projects in 2021, for example Erith and East Ham roof project. This paper recommends the available Property Services capital budget is reprofiled in 2021 to undertake these works over the next two years.
10. The associated LFB staff costs for the Capital Delivery team to deliver capital projects in 2022/ 2023 and 2023/ 2024 were approved in LFC 0355y paper (asset replacement paper No. 1).
11. The capital allocation for these works has been apportioned across 2022/2023 and 2023/2024, the latest estimates to ensure a realistic spend for LFB property to achieve.
12. In addition to the projects contained within this report, the capital delivery team is delivering a wide range of projects across the LFB estate. Between 2021 and 2024 the following projects will be carried out; refurbishment of Plumstead Fire Station, refurbishment of the Lambeth River Fire Station and the appliance bay extension at Brixton Fire Station.
13. Property Services have delivered a large number of projects over the last 24 months across the LFB estate these include roof replacement projects, new heating schemes, window replacement projects, motorised yard gate installations, appliance bay door replacement projects and the relocation of the Rapid Response Team from Lambeth to Clapham.

## Alternative Options Considered and Consultation

14. The assets listed for replacement have been successfully maintained and repaired for many years. However, certain assets cannot be continued to be repaired or replacement parts are no longer available. For assets that have reached the end of their economic life alternative options are to carry on repairing until they fail completely or do nothing. Both options are not viable for our operational premises.
15. Property Services have undertaken consultation exercises between the different teams within the department, operational staff, maintenance providers and external technical experts.
16. The LFB capital plan included six projects for progressing in 2022/ 2023. It is recommended that these are reprofiled as the condition surveys undertaken to date suggest these are not urgently required. As a result, it is recommended these are evaluated as part of the full estate review when the forward works register is completed. These projects are a window replacement project, re-roofing scheme, appliance bay door replacement and three heating replacement schemes.

## Equality Impact

17. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when exercising our functions and taking decisions. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
18. 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.
19. The Public Sector Equality Duty requires us, in the exercise of all our functions (i.e., everything we do), to have due regard to the need to:
  - (a) Eliminate discrimination, harassment and victimisation and other prohibited conduct.
  - (b) Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
  - (c) Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
20. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard to the need to:
  - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
  - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
21. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include steps to take account of disabled persons' disabilities.
22. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular the need to tackle prejudice and promote understanding.
23. An Equality Impact Assessment (EIA) has not been undertaken. An EIA was not required at this stage because an EIA will be carried out during the design stage of the projects.

24. An important aspect of these works is that they will be designed to incorporate measures that include people with protected characteristics, ensuring compliance with the Equality Act 2010, specific improvements being:
- (a) The re-roofing projects will ensure the erected scaffolding will not block any existing exit or access ramps.
  - (b) The window replacement projects will have Teleflex winders installed for high level opening windows.
  - (c) The replacement yard gate project will result in new motorised gates allowing automated access for all users.
  - (d) The electrical rewire projects will ensure light switches and socket outlets are mounted at recommended heights to ensure they accessible to all users.
25. Appointed contractors will be required to comply with The Equality Act 2010 and associated LFC policies/ protocols in respect of any accessibility considerations during or after the works, including the provision of temporary accessibility ingress/ egress required during the duration of these works.

## Procurement and Sustainability

26. This paper is aligned to the current paper on the carbonisation of the LFB estate submitted for approval in October 2021. The projects in the paper support the reduced carbon footprint for example the roofing projects recommended will include improved insulation. Some of the remaining available minor projects budgeted to be recommended do support the delivery of removing as much gas dependency from the estate as possible to achieve 50% of the total carbon zero target set by the Mayor.
27. The works will be tendered in accordance with the London Fire Commissioner's scheme of governance (part 3 standing orders relating to procurement). It should be noted that the approved budgets are net of VAT and that for the purposes of determining which procurement route to follow VAT (currently at 20%) will need to be added to the budget amount. This will ensure that the correct gross amount is compared to the newly updated procurement thresholds which changed on 1 January 2022 and increased materially as VAT now has to be included. 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.
28. Where possible, the Brigade tries to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. LFB requirements are not within scope to use the TFL minor works framework however LFB is exploring the suitability of using existing framework agreements including the Metropolitan Police construction framework and other public sector frameworks for delivering major and minor building projects. The replacement of bespoke assets may not have a suitable framework, in this instance such works will be tendered using the BlueLight portal. Each of the asset replacement projects is estimated to be below the Public Contract Regulations (PCR) threshold of £4,733,252. The intention is to tender the works separately according to specialism, using one contractor for roofing, another for electrical, and another for windows. This approach has been approved by General Counsel as compliant with the Public Contracts Regulations.

29. A further requirement is that all tenderers will be required to be members of CHAS (health and safety portal) and ConstructionLine to confirm and give assurance that they have the appropriate certifications including modern slavery policy, insurance and the relevant health and safety systems in place.
30. 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.

### Anticipated timeline

31. The intention is for construction of these works to commence ~~2022~~ with some asset replacement works completing into 2024. The anticipated contract durations will be between 12 and 20 weeks depending on the size and complexity of each asset replacement project.
32. Certain projects due to the timing of contract award ~~and~~ <sup>and</sup> approval will span across two financial years.
33. The manufacturing and staffing problems in the construction industry ~~are~~ <sup>are</sup> having an impact on the timetable and cost of current projects. Between July 2020 and July 2021 the cost of materials rose by 20% according to the Office for National Statistics (ONS). The majority of respondents to a survey by the Chartered Institute of Procurement and Supply (CIPS) said they were paying significantly more for raw materials, ~~pushing~~ <sup>pushing</sup> the industry inflation purchasing managers' index (PMI) from an average of about 55 last year to more than 90 ~~in May~~. The effect on future projects is unknown as it is not possible to predict how severe the impact will be on the delivery of the projects within this paper.

### Strategic Drivers

34. The strategic drivers for this report align with the LFB transformation plan strategic pillars. ~~regard to~~ <sup>regard to</sup> the operational side it relates ~~delivering excellence to~~ <sup>delivering excellence to</sup> our outward facing colleagues.

### Workforce Impact

35. Officers will ensure station commanders and fire station staff are kept informed throughout the feasibility consultation process.
36. Station commanders will be consulted on impacts to operational delivery and an agreed outcome on contractor requirements will be built into the tender package to ensure minimal impact on operational delivery during the construction phase.
37. A representative of FBU will be invited to attend the ~~estate~~ <sup>estate</sup> site meeting.
38. Within the property function, projects will be allocated to staff based on their area of expertise and their capacity.

### Finance comments

39. This report is requesting approval for asset replacement and enhancement works across the London Fire Brigade estate ~~premises~~ <sup>premises</sup> totalling £6,273,000 including a 10% contingency, and reprofiling of the capital programme approved in the 2021/22 Capital Strategy (LFG0505x) to

accommodate this. This update reflects the outcome of a condition survey review carried out since the original budget was approved.

40. Property Services holds a minor capital improvement budget which is intended for works of this nature. The minor capital improvement budget available up to 2024 is £5,488,000 and re-profiling some of these funds (£3,248,000) will meet the requirements set out in Appendix B Table 1a which totals £3,248,000. The capital programme includes resources at £6,273,000 to meet the requirements of the asset replacement and enhancement works, and the capital re-profiling will align the resources within the capital programme. The update to the programme will therefore require no overall increase in the capital programme.
41. The capital budget has already been approved but this report sets out requirements for the re-profiling of the existing capital programme. The capital budget is anticipated to be largely funded from external borrowing and the debt charges for the total amount at £6,273,000 set out in this report will be £575,000 per annum, of which the minimum revenue provision cost is £418,000 based on an average asset life of 15 years and the interest cost is £157,000 based on a rate of 2.5%. The debt charges for the capital programme are already included in future years revenue budgets as part of the Medium-Term Financial Strategy.
42. The changes included in this report have been included in the capital monitoring reports as part of the quarterly financial position

#### Legal comments

43. 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 as 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.
44. 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").
45. 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 practice".
46. 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 functional purposes.
47. General Counsel notes that the proposed tenders will 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 in the Procurement As set out in the Report, although the overall costs envelope exceeds the Regulations cap of £4.7m for works,



there are objective reasons stated to split the works into subject matter specialisms and General Counsel is satisfied that this subdivision is not designed nor intended to be used to circumvent the applicability of Regulation 6(6).

## Environmental Comments

48. This report seeks approval for a number of asset replacement works as set out in the Capital Strategy resulting from condition surveys and the LFB Carbon Strategy. The works will deliver energy efficiency and carbon reductions from buildings, contributing towards the Commissioners carbon reduction target. Further improvements will be required to achieve the Commissioners 60%CO2 reduction target by 2025. Thermally efficient window and door replacements, wall, and roof insulation. Our early adoption of solar PV (photovoltaic) systems which were installed without roof edge protection now requires new edge protection that comply to HSE (Health & Safety Executive) requirements to maintain optimum efficiency our FM team can clean and service the panels. Additionally, these systems can be inspected for integrity and employing newest technologies the yield can be increased. To understand the challenges of achieving carbon zero fire stations by 2050 we will continue to trial electrically powered heat pumps and begin trials on electrically powered water heaters and electric heating hobs. As renewable electricity (green) electricity will continue to be available in the future whereas green gas will be extremely difficult to purchase with the UK expected to be 400 TWH (terra watt hours) behind required demand (183 TWH produced 538 TWH required).
49. The London Environment Strategy also sets out the longer-term target of zero carbon emissions by 2050. Whilst it is uncertain as to what will be the zero-emission alternative to natural gas for heating and hot water, the life of the heating asset replacements proposed is within the timeframe of the target, allowing for future zero emission technologies to be introduced by 2050.
50. All waste arising from works is to be removed by a licensed waste carrier and disposed of at a permitted facility. The contractor is to supply all legally compliant signed waste transfer notes and waste consignment notes to the London Fire Commissioner.

## List of Appendices

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

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

### **Roof replacement projects (priority 6)**

Barking Fire Station was constructed in 1966 and is 55 years old. The flat roof covering the original roof covering and has been overlaid in the past. A recent condition survey recommended an area of 456m<sup>2</sup> flat roofing needs replacing.

Beckenham Fire Station was constructed in 1985 and is 36 years old. The flat roof covering is the original roofing system and covers the main fire station accommodation, appliance bay, wash down area and lower roof beside appliance bay. A recent condition survey recommended a flat roof area of 952m<sup>2</sup> would need replacing in the next 5 years.

Heston Fire Station was constructed in 1936 and is 85 years old. The various flat roof systems cover the main fire station accommodation, appliance bay, wash down area and a number of external buildings. The age of the various roofs is unknown, and a recent feasibility study recommended an area of 804m<sup>2</sup> flat roofing needs replacing in the next 3 to 5 years.

Ilford Fire Station was constructed in 1986 and is 35 years old. The flat roof covering is the original roofing system and covers the main fire station accommodation and appliance bay. A recent condition surveys recommended a number flat roofs with a combined area of 510m<sup>2</sup> would need replacing in the next 3 to 7 years.

Wennington Fire Station was constructed in 1962 and is 59 years old. The flat roof covering is the original roofing system and covers the main fire station accommodation and appliance bay. A feasibility study recommended a flat roof area of 380m<sup>2</sup> would need replacing in the next 3 to 5 years.

### **Window replacement projects (priority 6)**

Bromley Fire Station was constructed in 1908 and is 113 years old. It is a locally listed building and the existing timber sash windows are believed to be the original windows. Due to the listed status of the fire station, the Local Authority have advised a planning application to install replacement windows would all most certainly be rejected. Therefore, it is proposed to install secondary glazing throughout.

Deptford Fire Station was constructed in 1900 and is 121 years old. It is a Grade II listed building and the existing timber sash windows on the front elevation are believed to be the original windows. Due to the listed status of the fire station, the Local Authority have advised a planning application to install replacement windows would all most certainly be rejected. Therefore, it is proposed to install secondary glazing throughout.

Eltham Fire Station was constructed in 1904 and is 117 years old. It is a locally listed building and the existing timber sash windows are believed to be the original windows. Due to the listed status of the fire station, the Local Authority have advised a planning application to install replacement windows would all most certainly be rejected. Therefore, it is proposed to install secondary glazing throughout.

Kensington Fire Station was constructed in 1904 and is 117 years old. It is a Grade II listed building and the windows are believed to be the original windows. Due to the listed status of the fire station,

the Local Authority have advised a planning application to install replacement windows would all most certainly be rejected. Therefore, it is proposed to install secondary glazing throughout

#### **Domestic pipework replacement project (priority 6)**

Clapham Fire Station was constructed in 1963 and is 55 years old. The domestic hot and cold water distribution system in parts is the original pipework and other areas have been patched repaired over the years. Loss of hot water to the station is becoming more frequent and the maintenance provider faces increasing difficulties in keeping the system operational. A recent condition survey stated it has reached the end of its economic life and requires complete replacement.

#### **Electrical rewire project (priority 6)**

Erith Fire Station was constructed in 1961 and is 60 years old. The electrical installation contains old wiring and the system has been added to over the years. The maintenance provider faces increasing difficulties in keeping the system operational and a recent condition survey advised complete replacement is now required.

#### **Installation of motorised yard gates (priority 6)**

Richmond Fire Station was constructed in 1959 and is 62 years old. The existing yard gates are dated and provide limited security. Replacement automated gates will improve the security and provide improved automated access for station staff and visitors.

## Appendix B Table 1 - Premises asset replacement works worksheet

Premises	Description	Feasibility costs	Capital programme estimates				Project pre-tender cost	Additional funding required
			2021/22	2022/23	2023/24	Total	Total	Total
		£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
<b>Projects brought forward from future years</b>								
Barking	Re roofing	10		210		220	450	230
Beckenham	Re roofing	10		210		220	1,100	880
Heston	Re roofing	8		12	300	320	998	678
Ilford	Re roofing	8		12	300	320	640	320
Wennington	Re roofing	10		210		220	389	169
Bromley	Window project	15		5	180	200	445	245
Deptford	Window project	20		240		260	260	0
Eltham	Window project	15		5	180	200	250	50
Kensington	Window project	20		290		310	360	50
Erith	Electrical rewire	4	26	275		305	350	45
<b>New project requests</b>								
Clapham	Domestic pipework replacement		0	0			220	220
Richmond	Yard gate replacement						160	160
<b>Additional funding required following change in project requirements to remove gas dependency</b>								
Northolt	Heating system replacement	4		446		450	651	201
						3,025	6,273	3,248