

REQUEST FOR DEPUTY MAYOR FOR FIRE & RESILIENCE DECISION – DMFD82

Title: Lambeth River Station – Pontoon refurbishment

Executive Summary:

This report seeks the approval of the Deputy Mayor for Fire and Resilience for capital expenditure of up to £3,800,000 in order that the London Fire Commissioner (LFC) may refurbish the Lambeth River Station pontoon, in line with the recommendations of the recently commissioned feasibility report. The proposed refurbishment will resolve issues around the deteriorating condition, layout and operational needs of Lambeth River Station. Undertaking this work will improve the functionality of Lambeth River Station to support its emergency response and collaboration role ensuring safety on the river.

The current delay in the Planning Application to redevelop 8 Albert Embankment provides a valuable window of opportunity to efficiently progress the decant of crews to Lambeth Fire Station in order to refurbish this bespoke fire station. The proposed programme has the least impact on operational delivery and will provide a specialist station which supports London Fire Brigade's (LFB) Transformation Plan commitments including enhanced capacity for collaboration, diversity and inclusion objectives. A future decant of Lambeth River Station after the re-development of Lambeth Fire Station will be extremely difficult without significant impacts on LFB's operational delivery on the river. This is due to capacity constraints at viable LFB stations close to the River Thames to host a decant, including a re-developed Lambeth Fire Station which will be fully occupied. Delivering this refurbishment programme will improve operational delivery and avoid any requirement to decant the Lambeth River Station during the next 15 years for pre-planned maintenance purposes.

The London Fire Commissioner Governance Direction 2018 sets out a requirement for the London Fire Commissioner to seek prior consent from the Deputy Mayor for Fire and Resilience before '*[a] commitment to expenditure (capital or revenue) of £150,000 or above*'.

Decision:

The Deputy Mayor for Fire and Resilience consents to the expenditure of up to £3,800,000 for the refurbishment of the Lambeth River Station pontoon.

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:

12 October 2020

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

Decision required – supporting report

1. Introduction and background

- 1.1. The London Fire Brigade (LFB) at Lambeth River Station delivers emergency response in collaboration with the Royal National Lifeboat Institution (RNLI), the Metropolitan Police Service (MPS), the Port of London Authority (PLA) and Transport for London (TfL) to improve safety on the river for social, recreational and commercial users.
- 1.2. In January 2019, the Fireboat Review report (LFC-0018) endorsed six core recommendations underpinning delivery of London Safety Plan 2017 (LSP) commitments on effective working with partners and identifying areas of improvement in how the fireboat is utilised and systems to support its operations.
- 1.3. The Fireboat Review also confirmed additional response activities to meet the requirements of the Mayor's review of safety and security on the river, as recommended in the Lord Harris Review of preparedness for a terrorist incident. Additionally, station-based crews support a range of water safety priorities as detailed within LFB's Community Safety and Prevention Strategy and contribute to a significant number of pageantry events based on the River Thames.
- 1.4. The LSP states that LFB will "revise its estates strategy to invest in stations that present the best options for the future based on modelling work". Risk modelling research undertaken by LFB's risk modelling consultants ORH, on behalf of the LFB Strategy and Risk Department determined that the current location of Lambeth River Station is appropriate in relation to historic incidents attended. The London Coastguard is primarily responsible for mobilising the station; it must be noted that direct mobilising of any asset by the London Coastguard is based on the asset's position, speed of response and incident location. Therefore, it is assumed that the location of the pontoon will remain unchanged for the purposes of any planning or remodelling work.
- 1.5. The London Fire Commissioner (LFC) (previously the London Fire and Emergency Planning Authority) has held a licence over the pier (to which the pontoon is moored) from the Port of London Authority since 1995. The licence is for an unlimited term and contains an option to determine in favour of the PLA on various grounds, subject to PLA providing LFB with a minimum of six months' prior written notice. Hence, LFB has no long-term security of tenure.
- 1.6. However, having a licence is common practice for such structures positioned in the River Thames. The river station is located in a prominent position within close proximity of Parliament and any plans to revoke the licence by the PLA are deemed highly unlikely. Therefore, the security of Lambeth River Station remains unchallenged for the foreseeable future.
- 1.7. Lambeth River Station has been identified as being in need of full refurbishment and modification. London Fire Brigade's Asset Management Plan (Property) published in March 2017 (FEP 2714) did not include Lambeth River Station as a priority for improvement. However, the outcome of a feasibility study undertaken in the same year to review its condition and suitability, following reported issues by officers and operational colleagues, confirmed several condition and accommodation issues.
- 1.8. Lambeth River Station is located in a unique position on the River Thames and therefore is constantly exposed to the elements. Corrosion and wear to the pontoon need to be addressed during 10-15-year intervals. The lifecycle of the pontoon is at a stage where a full dry dock refurbishment is required, prolonging the life of the structure and providing a safe working environment for the operational crews. The feasibility reports highlight the need to carry out this essential maintenance without delay. Should the refurbishment the pontoon not progress, the levels of decay will increase and put this specialist asset at risk of failure in the future.

2. Objectives and expected outcomes

- 2.1 In October 2019, a feasibility study considered the proposal to refurbish the pontoon. Activities completed and included within the feasibility were:
- dive surveys to access the condition of the pontoon hull;
 - surveys to the link span bridge;
 - mechanical and electrical surveys;
 - site meetings with Lambeth River Station Commander and crews to discuss proposals and options;
 - site visits and discussion with Station Commander for Lambeth Fire Station to review decant options;
 - logistics of relocating the pontoon to dry dock at Chatham or to docks at Tilbury;
 - concept design detailing existing and proposed external and internal layouts with options;
 - costs to provide a floating platform where fireboats can be moored for the duration of refurbishment works;
 - pre-tender estimates for refurbishment and remodel of the pontoon, together with:
 - decant cost options to Lambeth Fire Station;
 - costs around logistics of relocating the pontoon to dry dock;
 - any associated costs to the Link Span, concrete pier and dolphins (that is a mooring structure that extends above the water level and is not connected to the shore or any other structure, but increases the berthing surface when aligned with the existing pontoon); and
 - proposed programme of the works for RIBA stages 3-7. The Royal Institute of British Architects (RIBA) plan of work is a model for the design and construction process of buildings. There are eight stages and stages 3 to 7 comprise spatial co-ordination, technical design, manufacturing and construction, handover and use.
- 2.2 The refurbishment programme will require the pontoon to be removed temporarily from the river for the duration of the works. The river crews will decant into the third floor of Lambeth Fire Station and a temporary floating platform will be provided in place of the pontoon to support mobilisation. The provision for the light refurbishment to part of the third floor of 8 Albert Embankment (currently out of use) has been included within the programme costs. On completion of the refurbishment, the pontoon will be returned, and the temporary platform will be removed. The crews will then relocate to the river station from Lambeth Fire Station.
- 2.3 Initial co-location investigations with partner organisations on the river such as MPS and RNLI to support the decant of river station crews have proven unfeasible primarily due to the scope of LFC requirements to support a decant solution. The planned delivery of new fireboats, the requirements to moor vessels of this size on other agencies' piers and lack of accommodation necessary to house four watches, 28 lockers and accompanying Personal Protective Equipment (PPE). The difficulties in sourcing a decant solution have reinforced the critical opportunity to utilise Lambeth Fire Station which will minimise impacts on the operational delivery of the river service and avoid a future decant requirement within the next 15 years.
- 2.4 The resolution of condition and accommodation issues recommended by the new feasibility report will be delivered primarily out of the internal re-design, full refurbishment and marine works involved to stabilise the pontoon. This will ensure the unique provision of Lambeth River Station is fit for future service delivery. A comprehensive overview on how the proposed solution addresses these issues is

contained within detailed feasibility and cost plan report by LFB appointed consultants¹. A high-level summary of resolutions can be referenced in Appendix 1 of LFC-0379 annexed to this paper.

- 2.5 New gender-neutral resting and washroom facilities will be delivered to attract and enable delivery of a diverse workforce and increase LFB capacity to deliver an inclusive estates provision to support the commitments of LFB's Togetherness Strategy.
- 2.6 The re-design of the upper and lower decks will significantly improve the accommodation within the current structure, provide a kitchen/mess area and lecture room facilities informed by LFB's Standard Station Design Brief as well as a new triage area on the top deck to support a collaborative multi agency emergency response.
- 2.7 A larger meeting facility has been incorporated into the design for the lower deck to enable multi-agency meetings and briefings to take place. This facility will support greater collaboration and communication across prevention and response functions with emergency responders and other statutory river agencies.
- 2.8 Alterations to the exterior of the pontoon will be made in preparation for the two new fireboats commissioned by the LFB's Technical and Commercial Department due for delivery in May 2021.
- 2.9 The elements of sustainable development incorporated within the refurbishment including the replacement of mechanical and electrical installations within the Lambeth River Station with new energy efficient services and fixtures. This will help reduce energy consumption and environmental harm and allow the LFC to positively influence the built environment in support of the Mayor's Carbon Reduction target, as well as its own environmental policies. Where required replacement Photovoltaic solar panels will be installed to the roof of the pontoon, to optimise energy output and efficiency. The boiler was replaced two years ago and will be retained; however, all associated pipework and radiators will be renewed. Enhancements to the fabric of the structure will also be undertaken to improve the thermal efficiency of the Lambeth River Station. Replacement of ill-fitting windows will also be carried out along with new lighting fittings with LED lamps.

Projected capital costs

- 2.10 In order to establish the financial costs involved with refurbishing this specialised facility, officers commissioned a feasibility report as directed by the LFB Capital Major Works Board. At that time an estimated budget of £2,300,000 was earmarked to refurbish Lambeth River Station within the capital works programme. This estimate did not allow for decant costs, intrusive marine surveys, works to the link span, provision of a temporary floating pontoon, or pontoon relocation costs.
- 2.11 The total estimated cost arising from the feasibility exercise is £3,270,000 including all consultancy fees, staff costs, decant costs, provision of temporary facilities and construction costs. A contingency is included in this budget to provide tolerance for unexpected building costs only. This revised budget was agreed as part of LFB's 2020/21 Capital Budget report. The costs at this stage are based on pre-tender estimates. Confirmed quotes for the construction element will not be received until RIBA stage 4 when all design stages are complete and tender responses for the main construction contractor have been received. To provide financial tolerance in support of the project as a whole, including statutory and design fees as well as tendering stage outcomes, it is recommended that a contingency of 15% is added to this budget. The identified contingency will enable the project to overcome uplifts in cost experienced in the tender process, as well as any unforeseen risks or delays to the project due to market fluctuations and any unforeseen impacts of Brexit, COVID-19 and associated supply chain elements. Should the anticipated total costs exceed the total budget of £3,800,000, a revalue engineering exercise would be applied to establish if the cost could be reduced. If this exercise was unsuccessful the works will be subject to further approval.

¹ Lambeth River Station Feasibility Report, October 2019, Fulkers Bailey Russell.

Risk and Dependencies

- 2.12 In the event of the planning inquiry timescale for 8 Albert Embankment being escalated and brought forward, or a delay occur with Lambeth River Station pontoon refurbishment works, a decant contingency where crews would mobilise from portacabins located within the front yard (shelf) of rear block at Lambeth Fire Station has been provisionally agreed with U&I, LFB's development partner for this development scheme. This agreement has been recorded within the new lease conditions of the rear block from the LFB to U&I. The front car park at rear block is located directly behind Lambeth Fire Station and would incur a marginal increase in turnout time.
- 2.13 Lambeth River Station pontoon has different mobilising protocols to land based stations. As the fireboat has no response standard within the London Safety Plan 2017, a decant to Lambeth fire station would not impact on LFB's statutory duty for attending incidents on the river Thames. However, retaining a decant solution on the site of Lambeth Fire Station is the only solution that would support availability for Lambeth River Station to effectively support an emergency response mobilisation by the London Coastguard.
- 2.14 Two new fireboats will arrive during the planned refurbishment of the pontoon, however this will not negatively impact as the floating platform will be in place for the existing fireboats.
- 2.15 As noted in paragraph 1.5 above, the LFC has a licence from the pier from the PLA. The lack of security of tenure could result in the PLA ending the lease with the LFB for the pontoon at any time, with a six-month notice period. As mentioned in paragraphs 1.5 and 1.6, this is considered highly unlikely.

3 Equality comments

- 3.1 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 taking decisions.
- 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 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.
- 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:
 - (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; and
 - (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.
- 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—
 - (a) tackle prejudice, and
 - (b) promote understanding.
- 3.8 An initial Equality Impact Assessment (EIA) has been undertaken to support the project at the planning stage. The proposals will have no adverse impact and deliver several positive benefits in line with the Public Sector Equality Duty
- 3.9 A significant benefit of the refurbishment of the pontoon at Lambeth River Station will be the internal remodelled provision of privacy resting and washroom areas to meet LFC's new privacy for all specification. This is an agreed change to the accommodation specification within the Standard Station Design Brief (SSDB) which provides individual rooms for resting, changing, washing and toilet facilities, ensuring complete privacy to all firefighter gender groups. Delivery of this strategic aim will create a working environment which supports an inclusive and diverse workforce within the LFB in line with LFB's Togetherness Strategy.
- 3.10 Access onto Lambeth River Station for members of the public/partner agencies who may be wheelchair users, or have severe mobility issues, is currently viable by a portable ramp, similar to those used to access train carriages. It should be noted that due to the nature of the river wall structure and location of the pontoon as well as feedback from the local planning authority on several constraints, the current portable ramp access will remain and there will be no permanent ramp construction. Wheelchair access will remain supported onto Lambeth River Station with regard to collaborative meeting areas and access onto the river boat. However, due to the restrictions of the pontoon, walkways accessing operational accommodation will not be wheelchair accessible.
- 3.10 On agreement of the project, a full EIA will be undertaken as part of the planned project management approach.

4 Other considerations

Sustainability

- 4.1 The project will be administered in alignment within the LFC's sustainability policies. Information on how this project impacts on those policies is detailed within the Sustainable Development Impact Assessment (SDIA) checklist completed and agreed for this refurbishment proposal. On agreement of report recommendations, the project will undertake a full SDIA alongside a benefits realisation process to monitor ongoing sustainability benefits.
- 4.2 The Building Research Establishment Environmental Assessment Method is an industry benchmark used to evaluate the sustainability of built environment assets. Boats and floating structures do not comply with such schemes. However, the aim will be to improve upon the existing thermal performance of the pontoon and improve energy conservation.

- 4.3 Proposed works will see the installation of more efficient appliances, fixtures and fittings with an overhaul of both the mechanical and electrical plant (with the exception of the newly installed boilers) The upgrade of services will reduce the energy consumption of the river station, along with the provision of insulation to the pontoon which will improve the conditions for the crews and reduce energy consumption and heat loss.
- 4.4 In addition, the provision of new renewable energy installations on top of the pontoon roof will be provided. There are currently panels already in situ, but the age and condition of these panels is yet to be determined. It is considered it will be more cost effective to install new panels that will be more sufficient and provide greater payback, however, this is still to be determined
- 4.5 In line with LFC responsible procurement practices, the selected contractor will be required to demonstrate that they comply with statutory and mayoral policies such as London living wage, anti-slavery, anti-bribery, opportunities for small and medium sized enterprises (SME) as well as equality and diversity requirements.

Procurement

- 4.6 The proposed procurement route for the construction element will be to complete an open, competitive tender. The works will be tendered in accordance with the Commissioner's Code of Practice on Tenders and Contracts. Fulkers Bailey Russell will recommend the appointment of the most economically advantageous tenderer to carry out the works.² The refurbishment is below the Public Contracts Regulations 2015 works threshold of £4,733,252, negating the need to conduct a procurement process in line with these regulations.
- 4.7 Where achievable, the LFB makes efforts to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. It is intended to utilise the Metropolitan Police Construction Framework, which is open to all emergency services (LFB, London Ambulance Service and MPS). Contacts have been made with procurement leads at the MPS to enable full access to this framework and to ensure that this route to market is seamless.
- 4.8 The selection of the successful tenderer will be based on a process that evaluates both the cost and quality of contractor's tenders. The ratio to be applied to this process will be 40% cost evaluation and 60% quality evaluation. This is a process and ratio suitable for major and complex building contracts to ensure that best value is achieved through the careful assessment not only of tender cost, but also the contractors financial and insurance status and their services in relation to use of resources, skills and experience, quality control, health and safety and environmental processes.

Collaboration

- 4.9 As part of the LFCs statutory duty under the Police and Crime Act 2017 and the London Safety Plan 2017 principle of collaboration, heads of estates for police, fire and ambulance services liaise regularly with a remit to review opportunities for improved efficiency and effectiveness across respective estates.
- 4.10 The LFB and MPS leads have confirmed a co-location river-based response facility is not aligned with respective estates strategies. MPS river-based operations are delivered from a pontoon facility close to Wapping which does not offer an opportunity to support LFB from a risk modelling perspective, or a supported decant due to lack of accommodation and capacity. However, the larger meeting space and new triage area provided by the refurbished pontoon will allow local collaborative service delivery elements to be explored and utilised.

² Fulkers Bailey Russell offers a range of construction services, such as surveying and project management. The company is one of three consultants on the LFB's Multi-Disciplinary Consultant Framework.

5 Financial comments

- 5.1 LFC-0379 includes a recommendation to complete the refurbishment of Lambeth River Station. These works had previously been included in the capital programme at an estimated cost of £2.300,000. As part of the 2020/21 capital budget submission which was approved in March 2020 the budget was increased to £3,270,000. The budget requirement has now increased to £3,800,000, an increase of £530,000. The increase relates to contingency of approximately 15%. The capital expenditure is currently forecast to spend in 2021/22.

The cost of these works will incur capital financing costs of £177,000, £63,000 for the provision to repay debt (minimum revenue provision) based on a 60-year asset life and £114,000 for interest per annum at a rate of 3%. The capital financing costs for the costs up to £3,270,000 have already been included in the revenue budgets. The cost of the additional capital financing of £530,000 is currently unfunded and would therefore need to be funded from borrowing. The annual additional revenue cost of borrowing the additional capital sum now required would be £9,000 for the provision to repay debt and £16,000 for interest.

- 5.2 It should also be noted that feasibility costs of £65,000 have already been incurred on this project and if the works are not undertaken, these feasibility costs will be recharged to LFB's revenue budget, potentially causing an overspend.
- 5.3 There are no additional financial implications for the GLA.

6 Legal comments

- 6.1 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.
- 6.2 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").
- 6.3 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...".
- 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 The LFB's General Counsel also notes that the proposed service will be procured in compliance with the Public Contracts Regulations 2015 ("Regulations") and the Commissioner's Scheme of Governance. Whilst these works are below the threshold in the Regulations the LFB will still have to comply with the basic principles of the Regulations by conducting tender processes in a fair and transparent way.

Appendices and supporting papers:

LFC-0379 – Lambeth River Station – Pontoon Refurbishment

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 London Fire Commissioner could be impacted as the decision details the estimated costs for the works which could prejudice the outcome of the procurement process as tenders will be sought for those works.

Until what date: 1 February 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.

✓

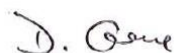
Corporate Investment Board

This decision was agreed by the Corporate Investment Board on 21 September 2020.

EXECUTIVE DIRECTOR, RESOURCES:

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

Signature



Date

12 October 2020