LONDON FIRE BRIGADE

Report title

Premises Asset Replacement Works – London Fire Brigade Estate

Report to	Date
Corporate Services DB Commissioner's Board Fire and Resilience Board London Fire Commissioner	20 August 2019 28 August 2019 24 September 2019

Report by	Report number
Assistant Director, Technical and Commercial	LFC-0235 FRB-0072

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Summary

This paper seeks permission to undertake key assets replacement works at various London Fire Commissioner (LFC) premises to avoid asset dilapidation.

These works were initially identified by condition surveys in support of delivering the London Fire and Emergency Planning Authority's Asset Management Plan (Property) 2017, March 2017 (FEP2714). Replacement has been programmed and funded under the capital programme of works as detailed in the Capital Strategy 2019–20 and Future Years, March 2019 (LFC-0134) report.

The works have been tendered in accordance with the Commissioner's Code of Practice on Tenders and Contracts and the Commissioner's external professional consultants will recommend the appointment of the most economically advantageous tenderer to carry out these works.

Recommended decisions

That the London Fire Commissioner:

1. Approves the agreed asset replacement works as set out in Table 2 of this report at a total estimated cost of £3,374,544

2. 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, within a 15% tolerance of the submitted pre-tender estimated prices.

Background

1. The Brigade's Asset Management Plan (Property) 2017 March 2017 (FEP 2714), identified that condition surveys will be undertaken bi-yearly on a rolling programme to all of the Brigade's fire

stations to identify building fabric, mechanical and electrical asset replacements required in order to maintain, operational efficiency of the fire station and health and safety compliance. Each major building, mechanical and electrical asset is assigned either an 'A' (excellent condition),' B' (satisfactory condition) or 'C' (poor condition) rating. 'C' being classed as poor and at or near the end of its useful economical life.

2. Since publication of the Brigade's Asset Management Plan 2017, officers have completed key asset replacement works as programmed in the Forward Works Register (FWR). Details of these works are contained in Appendix A for reference. This report requests approval for a further set of works to be completed within the first six months of 2020. These are set out in Table 1 below.

Table 1 – Proposed asset replacement works 19/20

Premises Details	Description of the asset replacement works
Acton fire station Internal floor area 1,836 m^2	Heating and domestic pipework replacement project Heating – replacement of the boiler plant, control systems, original distribution pipework and radiators throughout Domestic pipework – replacement of the original hot and cold distribution pipework and associated plant
Surbiton fire station Internal floor area 617 m^2	Heating and domestic pipework replacement project Heating – replacement of the boiler plant, control systems, distribution pipework and radiators throughout Domestic pipework – replacement of the original hot and cold distribution pipework and associated plant
Chingford fire station External roof area 809 m^2	Window replacement project Replacement of original single glazed windows with double glazed energy efficient sealed windows
Stoke Newington fire station External roof area 602.9 m^2	Replacement roof project Replacement of original roof covering and upgrade of roof insulation.
Clapham fire station External roof area 847.9 m^2	Replacement roof project to fire station and Braidwood Court Replacement of original roof covering and upgrade of roof insulation.
Paddington fire station External roof area 5,459 m^2	Replacement of appliance bay doors and installation of new motorised door controllers Replacement of the original front and rear appliance bay doors (9 No. in total) and installation of new automatic door controls.
Soho fire station Internal floor area 1,564 m^2	Replacement of appliance bay doors, car park roller shutters and installation of new motorised door controllers Replacement of the original front and rear appliance bay doors (6 No. in total) and installation of new automatic controls. Additionally, replacing the basement car park roller shutters.
Brixton fire station Grade II Listed Building	Replacement of appliance bay doors, associated motorised controls and appliance bay heating Replacement of the front appliance bay doors (4 No. in total)

Internal floor area 1,072 m^2	and installation of new automatic controls. Additionally, replacing the appliance bay heaters and associated controls.
East Greenwich fire station Internal floor area 1,133 m^2	Replacement of the original electrical wiring installation, comprising of installing replacement electrical wiring, containment, electrical switchgear, internal and external LED lighting and movement sensors throughout.
Hainault fire station Internal floor area 592 m^2	Replacement of the existing electrical wiring installation comprising of installing replacement electrical wiring, containment, electrical switchgear, internal and external LED lighting and movement sensors throughout.
Richmond fire station Internal floor area 906 m^2	Replacement of the existing electrical wiring installation comprising of installing replacement electrical wiring, containment, electrical switchgear, internal and external LED lighting and movement sensors throughout.

3. The asset replacement works listed in Table 1 were highlighted as condition 'C' (poor condition) and in need of replacement given they are now beyond their economic design life and are deteriorating. If they continue to deteriorate further, they will give rise to non-compliant environmental conditions, health and safety concerns and possible non-compliance with statutory instruments.

4. 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.

5. These replacement asset works will contribute to the strategic aim of reducing the Brigade's maintenance backlog, as reported in the Asset Management Plan (Property) 2017 March 2017 (FEP2714).

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

Procurement

7. The 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 recommend the appointment of the most economically advantageous tenderer to carry out these works.

8. Where possible, the Brigade tries to utilise existing frameworks for tendering works, in accordance with the Greater London Authority (GLA) collaborative procurement approach. This is viable for repetitive works involving schedules of rates, which can drive down unit costs. However it is not suitable for "one off" asset replacement works to existing stations, as these require bespoke specifications and phasing proposals and the risk is priced differently for each project and premises.

9. The preferred contractor will be selected based on their tender sum and the quality of their tender submission, their price being the most competitive and their tender documents being the most comprehensive.

10. Each of the asset replacement projects is anticipated to be below the OJEU works threshold of £4,551,413, negating the need to conduct an OJEU procurement process.

11. The works are subject to a competitive tendering exercise through the Blue Light tendering portal with bids sought from five tenderers, for each project. Officers will ensure that a tender analysis report is completed for each project to ensure compliant bids.

12. Any asset replacement works above the given tolerance of 15% against the projected capital cost in Table 2 will be subject to a revalue engineering exercise to see if the cost can be reduced within the tolerance band. If this exercise is unsuccessful the works will be subject to further approval .

Capital costs

13. In order to ascertain the complexity and financial costs involved in replacing these assets, officers commissioned feasibility reports for the proposed works. The feasibility reports are available as background information to this report.

14. Table 2 shows a breakdown of the anticipated pre-tender feasibility costs for each package of works. The table highlights key financial elements in delivering the works. A more detailed breakdown of the feasibility cost plans are available as background information to this report.

15. It should be noted that the variation in pricing in Table 2 is due to the different attributes in the layout, number of floors, and the size of the premises. Table 1 sets out the internal floor or roof areas as appropriate and whether the building is listed.

Table 2 – Projected pre-tender capital costs

Premises	Description	Cost (£)	Description
Acton – Heating replacement project	Feasibility cost	3,676	Pre project cost plan, condition
	Estimated Construction	431,185	Based on pre-tender estimate
	External Consultant fees	30,183	Design and construction
	Staff costs	30,183	Capitalised staff costs
	Sub total	**495,277**	
Surbiton – Heating replacement project	Feasibility cost	4,231	Pre project cost plan, condition
	Estimated construction	274,266	Based on pre-tender estimate
	External consultant fees	20,570	Design and construction
	Staff costs	19,199	Capitalised staff costs
	Sub total	**318,266**	
Chingford – Window replacement project	Feasibility cost	6,670	Pre project cost plan, condition
	Estimated construction	204,620	Based on pre-tender estimate
	External consultant fees	23,224	Design and construction
	Staff costs	14,323	Capitalised staff costs
	Sub total	**248,838**	
Stoke Newington - Re-roofing project	Feasibility cost	3,250	Pre project cost plan, condition
	Estimated construction	299,609	Based on pre-tender estimate
	External consultant fees	26,965	Design and construction
	Staff costs, 7%	20,973	Capitalised staff costs

	Sub total	**350,796**	
Clapham – Re-roofing project	Feasibility cost	8,860	Pre project cost plan, condition
	Estimated construction	577,591	Based on pre-tender estimate
	External consultant fees	54,805	Design and construction
	Staff costs	32,345	Capitalised staff costs
	Sub total	**673,601**	
Paddington – Appliance bay door replacement project	Feasibility cost	5,100	Pre project cost plan, condition
	Estimated construction	170,000	Based on pre-tender estimate
	External consultant fees	20,750	Design and construction
	Staff costs	11,900	Capitalised staff costs
	Sub total	**207,750**	
Soho – Appliance bay door replacement project	Feasibility cost	5,100	Pre project cost plan, condition
	Estimated construction	185,000	Based on pre-tender estimate
	External consultant fees	22,850	Design and construction
	Staff costs	12,950	Capitalised staff costs
	Sub total	**225,900**	
Brixton – Appliance bay door replacement project	Feasibility cost	5,913	Pre project cost plan, condition
	Estimated construction	121,000	Based on pre-tender estimate
	External consultant fees	16,199	Design and management fees
	Staff costs	8,470	Capitalised staff costs
	Sub total	**151,582**	
East Greenwich – rewire	Feasibility cost	3,156	Pre project cost plan, condition
	Construction costs	233,177	Based on pre-tender estimate
	External consultant fees	19,820	Design and management fees
	Staff costs	16,322	Capitalised staff costs
	Sub total	**272,995**	
Hainault – Rewire	Feasibility cost	3,026	Pre project cost plan, condition
	Construction costs	156,779	Based on pre-tender estimate
	External consultant fees	13,326	Design and management fees
	Staff costs	10,975	Capitalised staff costs
	Sub total	**184,106**	
Richmond – Rewire	Feasibility cost	3,026	Pre project cost plan, condition
	Estimated construction costs	209,919	Based on pre-tender estimate
	External consultant fees	17,843	Design and management fees
	Staff costs	14,694	Capitalised staff costs
	Sub total	**245,482**	
	TOTAL	**3,374,544**	

Anticipated timeline

16. The intention is for construction of these works to commence between November 2019 and January 2020, with some asset replacement works completing into Q1 20/21. The anticipated contract duration is between 12 and 20 weeks depending on the size and complexity of each asset replacement project.

17. Officers are progressing all the works in Table 3 to RIBA stage 4 (tender analysis) and preparing the contract documentation in preparation to award the contracts as soon as delegated approval has been granted. Table 3 shows the anticipated start and completion dates should approval be granted.

Table 3 – Anticipated start and projected completion dates.

Premises	Anticipated start	Projected completion
Acton	November 2019	April 2020
Chingford	November 2019	April 2020
Stoke Newington	November 2019	April 2020
Clapham	November 2019	April 2020
Paddington	February 2020	April 2020
Soho	February 2020	April 2020
Brixton	February 2020	May 2020
East Greenwich	November 2019	March 2020
Hainault	November 2019	March 2020
Richmond	November 2019	April 2020

Finance comments

18. This report recommends that a capital budget of £3.4m is agreed for a range of asset replacements works across the estate and that delegated authority is approved to appoint contractors following a tender process. This expenditure reflects the budget approved in the capital programme and expenditure against this will continue to be monitored as part of the regular financial position reports.

19. If the project was financed from external borrowing, the annual debt charges would be £292k, based on a 15-year life – this includes annual debt repayment at £225k and annual interest charge of £67k, based on an interest rate of 2.0%.

Workforce comments

20. Officers have ensured that the station manager and watches of the fire stations have been kept informed throughout the feasibility consultation process.

21. The station manager has been consulted on impacts to operational delivery and an agreed outcome on contractor requirements was built into the tender package to ensure minimal impact on operational delivery during the construction phase.

22. A representative of FBU will be invited to attend the pre-start site meeting.

General Counsel Comments

23. 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.

24. 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").

25. 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...".

26. 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 20014 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.

27. General Counsel notes that the proposed tenders will be carried out in accordance with the Public Contracts Regulations 2015 and the Brigade's Code of Practice on Tenders and Contracts.

Sustainability implications

28. This report seeks approval for a number of asset replacement works as set out in the Capital Strategy resulting from condition surveys. This includes two heating replacement projects incorporating Combined Heat and Power units and high efficiency condensing boiler installations, a windows replacement project and two roofing installations that will include new insulation. 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% CO_2 reduction target by 2025.

29. 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.

30. All waste arising from works is to be removed by a licensed waste carrier and disposed of at a permitted facility. The Contractor is to supply all legally compliant signed waste transfer notes and waste consignment notes to the Commissioner.

31. There are no adverse environmental implications resulting from these projects.

Equalities implications

32. The Public Sector Equality Duty applies to the London Fire Brigade when it makes decisions. The duty requires us to have regard to the need to:

a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful.

b) Advance equality of opportunity between people who share a protected characteristic and those who do not.

c) Foster good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.

33. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

34. 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.

35. Additionally, 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.

List of Appendices to this report:

Appendix	Title	Protective Marking
A	Key asset replacement works completed since 2017	Not protectively marked

Appendix A – Key asset replacement works completed since 2017

Premises Details	Description of the asset replacement works
Chelsea Internal floor area 1428 m^2	Heating and domestic pipework replacement project Heating – replacement of the boiler plant, control systems, original distribution pipework and radiators throughout Domestic pipework – replacement of the original hot and cold distribution pipework and associated plant
Fulham Internal floor area 1337 m^2	Heating and domestic pipework replacement project Heating – replacement of the boiler plant, control systems, original distribution pipework and radiators throughout Domestic pipework – replacement of the original hot and cold distribution pipework and associated plant
Kingston Internal floor area 861.7 m^2	Heating and domestic pipework replacement project Heating – replacement of the boiler plant, control systems, original distribution pipework and radiators throughout Domestic pipework – replacement of the original hot and cold distribution pipework and associated plant
Chiswick Internal floor area 717.5 m^2	Replacement of original single glazed windows with double glazed energy efficient sealed windows
Bromley Internal floor area 1,169 m^2	Replacement of the existing electrical wiring installation comprising of installing replacement electrical wiring, containment, electrical switchgear, internal and external LED lighting and movement sensors throughout.
Wennington Internal floor area 521.7 m^2	Kitchen refurbishment – modification of mess and kitchen into one room and replacement of kitchen equipment, replace all wall surfaces. Provision of new furniture.
Poplar Internal floor area 1,675 m^2	Kitchen refurbishment – modification of mess and kitchen into one room and replacement of kitchen equipment, replace all wall surfaces. Provision of new furniture.
Croydon Internal floor area 4,392 m^2	Shower refurbishment – complete refurbishment of the shower and toilet facilities. Installation of waterless urinal and heat recovery ventilation systems.
Sutton Internal floor area 1,055 m2	Shower refurbishment – complete refurbishment of the shower and toilet facilities.
Deptford Internal floor area 757 m^2	Replacement of appliance bay doors, associated motorised controls and appliance bay heating Replacement of the front appliance bay doors and installation of new automatic controls. Additionally, replacing the appliance bay heaters and associated controls.

Sutton Internal floor area 1,055 m^2	Replacement of appliance bay doors, associated motorised controls and appliance bay heating Replacement of the front appliance bay doors (4 No. in total) and installation of new automatic controls. Additionally, replacing the appliance bay heaters and associated controls.
Shoreditch Internal floor area 2,399 m^2	Replacement of appliance bay doors, associated motorised controls and appliance bay heating Replacement of the front appliance bay doors (4 No. in total) and installation of new automatic controls. Additionally, replacing the appliance bay heaters and associated controls.
Poplar Internal floor area 1,675 m^2	Replacement of the existing electrical wiring installation comprising of installing replacement electrical wiring, containment, electrical switchgear, internal and external LED lighting and movement sensors throughout.
Battersea Internal floor area 860.4 m^2	Replacement of the existing electrical wiring installation comprising of installing replacement electrical wiring, containment, electrical switchgear, internal and external LED lighting and movement sensors throughout.