

GREATER LONDON AUTHORITY

REQUEST FOR DEPUTY MAYOR FOR FIRE & RESILIENCE DECISION – DMFD23

Title: Forcible Entry Equipment (FEE) – Hydraulic Door Opener Renewal

Executive Summary:

Report LFC-0115y to the London Fire Commissioner seeks approval to place orders under the vehicles and equipment contract with Babcock Emergency Services for the replacement of 120 frontline forcible entry tool sets with funding allocated within the Commissioner's budgets.

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

Decision:

The Deputy Mayor for Fire and Resilience approves the expenditure of £188,000 for the procurement of Forcible Entry Equipment by the London Fire Commissioner as described by report LFC-0115y to the Commissioner.

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:

6/6/19

PART 1 – NON-CONFIDENTIAL FACTS AND ADVICE TO THE DEPUTY MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1. The Forcible Entry Equipment (FEE) hydraulic tools on frontline appliances are coming to the end of their serviceable life and are due for renewal. Report LFC-0115y to the London Fire Commissioner outlines the process that has been undertaken to identify the most appropriate replacement equipment; seeks permission to place orders under the Vehicles and Equipment Contract (VEC) between the London Fire Commissioner and Babcock Emergency Services Ltd; and seeks approval to drawdown on existing funding within the Commissioner's capital budgets.

2. Objectives and expected outcomes

Specification and Procurement

- 2.1. Advances in security door technology is a contributing factor to a need to replace existing equipment facilitating forcible entry by firefighters, with existing equipment unable to breach modern high security domestic door sets. An operational requirements specification was submitted to Babcock who worked with the London Fire Brigade (LFB) Technical and Service Support lead to review and determine the Brigade's operational requirements for forcible entry tools. These include:
- The ability to breach door sets constructed to modern security standards – currently PAS 24:2016;
 - To be portable, requiring no more than one person to carry;
 - To be usable in confined spaces without producing fumes; and
 - To be stowable on the Brigade's frontline pumping appliances without requiring major modifications to the appliances.
- 2.2. Babcock drew up a procurement strategy which included an evaluation process that was agreed with LFB officers before going out to tender. The procurement evaluation scoring was weighted between two categories: 65 per cent for 'Technical' and 35 per cent for 'Financial' factors. LFB officers have user tested equipment offered by the bidders under the tendering process.
- 2.3. Following the competitive tender process and evaluation of the tenders, Babcock identified only one bidder that met the requirements by passing all functional tests.
- 2.4. On top of the costs of purchasing the replacement equipment, there will be additional costs to make minor modifications to the frontline Series 3 Mercedes appliances to facilitate their stowage. The cost of these modifications is given in Appendix A of report LFC-0115y to the Commissioner, which is appended to this decision. There are no modifications required for Series 2 Mercedes appliances.
- 2.5. All of the tools evaluated during the tender process operate similarly to the LFB's current equipment; training implications are minimal and should consist of local familiarisation only.

Equipment

- 2.6. The identified equipment that preferred bidder offers to provide is made up of:
- A hydraulic hand-pump;

- A length of hydraulic hose covered with a sleeve to reduce the risk of high-pressure oil injection injuries; and
 - A door opener tool.
- 2.7. The total of 120 equipment sets are to be issued as follows – 103 to frontline appliances; four to our current training provider Babcock Training; four to the Fire Service College for Emergency Fire Cover Crew training and nine as reserves to support defects and routine maintenance.

Benefits

- 2.8. The equipment produces a greater spreading force than the current tool.
- 2.9. The equipment is capable of breaching modern high security domestic door sets which are constructed and installed to the PAS 24:2016 standard which have been fitted in numerous properties throughout Greater London.
- 2.10. The equipment can be used in confined spaces without the need to consider respiratory protection for operational staff or casualties.
- 2.11. The equipment remains a hand operated tool which meets our equalities and manual handling requirements and produces no emissions.
- 2.12. The identified equipment is very similar to the operation of the current FEE, so there are no perceived operating training needs other than crews familiarising themselves.

3. Equality comments

- 3.1. The Public Sector Equality Duty applies to the London Fire Commissioner when they make decisions. The duty requires the Commissioner 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.
- 3.2. 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).
- 3.3. The Commissioner's equality impact assessment (EIA) undertaken within the tender evaluation process found that the proposals in this report will not have an adverse effect on any persons with a particular characteristic. This was principally based on the Output Based Specification (OBS) being developed based on the end-users' needs. In particular, the aspect of manual handling was assessed against the user group and the identified equipment is both lighter and easier to handle – offering greater inclusivity to different segments of the workforce – than the equipment currently in operational use. This equipment would be able to be operated by all staff in that user group.
- 3.4. The Commissioner's arrangements with Babcock Emergency Services Ltd requires Babcock and any sub-contractor they may engage, to conform to equality legislation and the Commissioner's equalities protocol. Babcock assess all of their providers approach to equality and ensure they are satisfied that they meet appropriate protocols, prior to listing those companies as approved providers.

4. Other considerations

Sustainability

- 4.1. The identified FEE sets are emission free which supports the Commissioner's target to reduce CO₂ emissions by 60 per cent from 1990 levels by 2025. Further, Babcock is contracted to manage the disposal of the old sets in line with the waste management hierarchy: prevent, reuse, recycle, recovery (e.g. energy) and disposal.

5. Financial comments

- 5.1. Report LFC-0115y to the London Fire Commissioner requests the approval for the replacement of the Forcible Entry Equipment (FEE) at a cost not exceeding £173k with an additional £15k to allow for the modification of the Series 3 Mercedes pumping appliance stowage.
- 5.2. The approved fleet capital replacement programme includes the budget of £162k in 2019/20 to replace the hydraulic door opening equipment. This allocation was originally £183k but was reduced when the preferred bidder's tender price became known. If this purchase is funded from borrowing and based on a useful life of 10 years, the annual revenue debt charges will be £21k, being £16k for the repayment of borrowing and £5k in interest payments at a projected rate of three per cent. No additional funds are sought or required from the Greater London Authority.

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 Deputy Mayor's approval is accordingly required for the London Fire Commissioner to place orders with Babcock Emergency Services for forcible entry sets and vehicle modifications.
- 6.5. The statutory basis for the actions proposed in this report is provided by Section 7 of the Fire and Rescue Services Act 2004, which states that fire and rescue authorities must secure the provision of the equipment necessary efficiently to meet all normal requirements. The proposals in this report are in line with the provision of services under the Commissioner's contract with Babcock Emergency Services.

Appendices and supporting papers:

LFC-0115y – Forcible Entry Equipment (FEE) – Hydraulic Door Opener Renewal

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: Appendix A included within LFC-0115y to the Commissioner contains commercial information. That report will be published immediately by the Commissioner with redactions to protect the commercial interests of the Commissioner. Deferred publication of the Deputy Mayor's decision providing consent should be deferred until after the 'cooling off' period post-contract award has expired.

Until what date: 1 August 2019

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

Andrew Nathan has drafted this report with input from the LFC and in accordance with GLA procedures and confirms the following:

✓

Assistant Director/Head of Service

Tom Middleton 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 3 June 2019.

EXECUTIVE DIRECTOR, RESOURCES:

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

Signature

M. D. Allen

Date

6.6.19

Forcible Entry Equipment (FEE) – Hydraulic Door Opener Renewal

Report to
London Fire Commissioner

Date
12 February 2019

Report by
Assistant Director, Technical and Commercial

Report number
LFC-0115y

Protective marking: **OFFICIAL**

Publication status: Published with redactions

Summary

The forcible entry equipment (FEE) hydraulic tools on frontline appliances are coming to the end of their serviceable life and are due for renewal. This report outlines the process that has been undertaken to identify the most appropriate replacement equipment, seeks permission to place orders and draw down on funding allocated within the FLEET capital budget.

Recommended decision

1. The London Fire Commissioner place orders under the vehicles and equipment contract with Babcock Emergency Services for the replacement of 120 frontline forcible entry tool sets for a sum not exceeding that detailed in confidential Appendix A.
2. Allocate funds under the vehicles and equipment contract with Babcock Emergency Services for a sum not exceeding that contained in confidential Appendix A, to allow for minor vehicle modifications to safely stow the new tool set on frontline appliances.

Background

1. The current FEE hydraulic tools are coming to the end of their serviceable life and with the advances in security door technology are no longer fit for purpose, this is because they are unable to breach modern high security domestic door sets.

Tendering process

2. An operational requirements specification was submitted to Babcock and they subsequently worked with the LFB Technical and Service Support workstream lead to review and determine the Brigade's key operational requirements for forcible entry tools. These requirements include:
 - The ability to breach door sets constructed to modern security standards, currently PAS 24:2016.
 - To be portable, and no more than a one-person carry.
 - To be used in confined space without producing fumes.

- To be stowed on the Brigade's frontline pumping appliances without requiring major modifications.
3. Babcock drew up a procurement strategy which included an evaluation process that was agreed with LFB officers before going out to tender. The procurement evaluation scoring consisted of weight score split between to categories, the weightings were 65% Technical and 35% Financial evaluation.
 4. To assist Babcock Emergency Services in identifying equipment that would meet the necessary requirements, LFB officers took part in physical user testing of equipment offered up by the bidders under the tendering process.
 5. Following the competitive tender process and evaluation of the tenders, Babcock Emergency Services identified only one bidder that met the requirements by passing all functional tests and subsequently informed us they have a preferred bidder. The quote from the preferred bidder for 120 forcible entry equipment sets sits within the identified budget and is valid until 31 March 2019. Details of the quote are given in confidential Appendix A.
 6. On top of the costs of purchasing the replacement equipment, there will be additional costs to make minor modifications to the frontline Series 3 Mercedes appliances, this is in order to ensure safe carriage of the new equipment. The cost of these modifications is also given in confidential Appendix A. There are no modifications required for Series 2 Mercedes pumping appliances.
 7. There will be no change to the revenue budget for these equipment slots, as the ongoing maintenance costs for these will remain the same as the existing equipment slots.

Training

8. All of the tools evaluated during the tender process operate in a similar way to the current FEE therefore it is anticipated that the training implications are minimal and should consist of local familiarisation only.

Equipment

9. The identified equipment that preferred bidder offers to provide is made up of:
 - A hydraulic hand-pump.
 - A length of hydraulic hose covered with a sleeve to reduce the risk of high-pressure oil injection injuries.
 - A door opener tool.

The total of 120 equipment sets are to be issued as follows – 103 frontline; four to the current training provider Babcock Training; four to the Fire Service College for Emergency Fire Cover Crew training and nine as reserves to support defects and routine maintenance.

Benefits

10. The equipment produces a greater 'spreading force' than the current tool.
11. The equipment is capable of breaching modern high security domestic door sets which are constructed and installed to the PAS 24:2016 standard which have been fitted in numerous properties throughout Greater London.

12. The equipment can be used in confined spaces without the need to consider respiratory protection for operational staff or casualties.
13. The equipment remains a hand operated tool which meets our equalities and manual handling requirements and produces no emissions.

Replacement

14. The identified equipment is very similar to the operation of the current FEE, so there are no perceived operating training needs other than crews familiarising themselves.

Finance comments

15. The finance comments are contained within confidential Appendix A.

Workforce comments

16. There are not perceived to be any issues with this equipment that will adversely or otherwise affect the workforce, the representative bodies are aware of the identified equipment and if any issues regarding its introduction should occur, they will be addressed via the extant joint health and safety forum (BJCHSW).

Legal comments

17. 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.
18. 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").
19. 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...".
20. The Deputy Mayor's approval is accordingly required for the London Fire Commissioner to place orders with Babcock Emergency Services for forcible entry sets and vehicle modifications.
21. The statutory basis for the actions proposed in this report is provided by Section 7 of the Fire and Rescue Services Act 2004, which states that fire and rescue authorities must secure the provision of the equipment necessary efficiently to meet all normal requirements. The proposals in this report are in line with the provision of services under the Commissioner's contract with Babcock Emergency Services.

Sustainability implications

22. The identified FEE sets are emission free which supports both the LFC target to reduce our CO2 emissions by 60% from 1990 levels by 2025.
23. Babcock is contracted to manage disposal of the old sets in line with the waste management hierarchy.

Equalities implications

24. 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.
25. 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).
26. The equality impact assessment (EIA) undertaken within the tender bids evaluation process, found that the proposals in this report will not have an adverse effect on any persons with a particular characteristic. This was based on the following; the Output Based Specification (OBS) was written with the end users needs in mind. In particular, the aspect of manual handling was assessed against the user group and the identified equipment is both lighter and easier to handle than the equipment currently in operational use. Therefore, the EIA determined that this equipment would be able to be operated by all staff in that user group, irrespective of whether or not they have a protected characteristic.
27. In addition, the Babcock contract requires Babcock and any sub-contractor they may engage, to conform to equality legislation and LFB equalities protocol. Babcock also assess all of their providers approach to equality and ensure they are satisfied that they meet appropriate protocols, prior to them listing those companies as approved providers. Therefore, it is considered that there is an appropriate approach to equalities right through the supply chain in respect of this procurement.

List of Appendices

Appendix	Title	Protective Marking
A.	Tender evaluation results In commercial confidence.	Official-Sensitive (Commercial)

Confidential Appendix A Tender evaluation and cost breakdown
Freedom of Information Act 2000**43 Commercial interests**

(2) Information is exempt information if its disclosure under this Act would, or would be likely to, prejudice the commercial interests of any person (including the public authority holding it).

1. Following evaluation of the tenders, Babcock Emergency Services subsequently informed us that Holmatro provided the only tool to meet the required technical standards. Therefore, Holmatro have been identified as the preferred bidder with a quote of £167,830.80 for 120 FEE sets. The quote from Holmatro is valid until 11th June 2019.
2. The identified equipment that preferred bidder offers to provide is a Holmatro HDO100 door opener which is detailed as follows;
 - Dedicated hydraulic hand pump connected via hydraulic hose to a hydraulically operated door opening tool capable of breaching high security door sets constructed and installed to PAS24:2016 standards.
 - a protective sleeve to reduce the risk of high-pressure oil injection injuries.
3. On top of the costs of purchasing the replacement equipment, there will be additional costs to modify the series 3 Mercedes pumping appliances in order to ensure safe carriage of the new equipment. This is estimated to be a further £15k, taking the total costs of the project to just under £183k.
4. There was a £650.00 cost against the evaluation testing stage of the project, and there will also be a £4,595.80 Pre-Delivery Inspection (PDI) cost upon delivery of the tool to Babcock. The PDI includes inspecting, testing and repacking the items before final delivery to LFB. The total cost of the asset purchase under the FLEET capital budget is £173,076.60.
5. The equipment maintenance slot price will remain the same at £49.00 per tool set per annum, totalling £5880 for 120 tool sets. This cost is already included in the V&E Contract and does not form part of this budget request.

Finance Comments

5. This report requests the approval for the replacement of the forcible entry hydraulic door opener (FEE) at a cost not exceeding £173k with an additional £15k to allow for the modification of the series 3 Mercedes pumping appliance stowage.
6. The approved fleet capital replacement programme includes the budget of £173k in 2019/20 to replace the forcible entry hydraulic door opener (FEE). This allocation was originally £183k, but was reduced when the preferred bidder's tender price became known. If this purchase is funded from borrowing and based on a useful life of 10 years, the annual revenue debt charges will be £22k, being £17k for the repayment of borrowing and £5k in interest payments at a projected rate of 3%.

