

London Fire Brigade (LFB) Estate Capital Investment Programme

Report to:
Investment & Finance Board
Commissioner's Board
Deputy Mayor's Fire and Resilience Board
London Fire Commissioner

Date:
25 August 2022
07 September 2022
22 September 2022

Report by:
Laura Birnbaum – Assistant Director Property and TSS

Report classification:
For decision

For publication

PART ONE

Non-confidential facts and advice to the decision-maker

Executive Summary

- 1.1 This paper seeks approval of the Estate Capital Investment Programme (ECIP) for financial years 24/25 to 25/26. The ECIP confirms the key asset replacement and enhancement works required across the LFB estate for 24/25 and 25/26. The completion of the recommended programme of capital works will support LFB to provide the best place to work and seek to embed the principles of quality, sustainability, and service delivery. The ECIP will be delivered in conjunction with other investment programmes already underway which include Carbon Net Zero and the Strategic Estate Projects.
- 1.2 This ECIP is based on the condition of the estate's mechanical, electrical, internal and external fabric assets. The funding for the ECIP 2022 is within the LFB Capital Programme. 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.

Recommended decision(s)

For the Deputy Mayor

That the Deputy Mayor for Fire and Resilience authorises the London Fire Commissioner to commit capital expenditure of up to £21,432,000 to deliver the ECIP for financial years 2024/25 and 2025/6 and set out in more detail in Part 2 (and attached at Appendix 1).

For the London Fire Commissioner

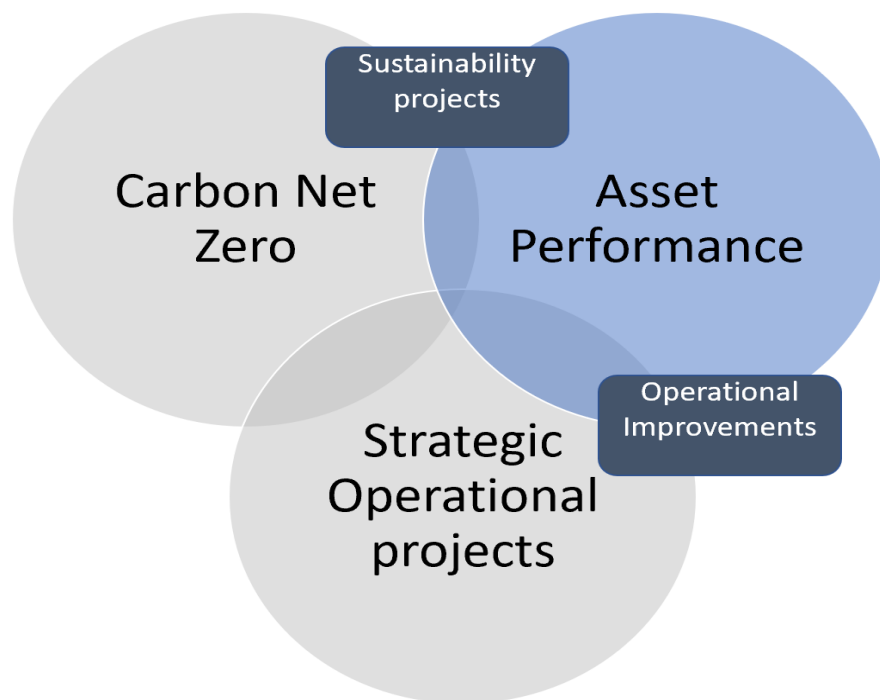
That the London Fire Commissioner authorises the commitment of the capital expenditure of up to £21,432,000 to deliver the LFB ECIP for financial years 2024/25 and 2025/26, set out in more detail in Part 2 (and attached at Appendix 1).

The London Fire Commissioner agrees to delegate all procurement activity for the programme listed in Part 2 to the Assistant Director of Property and TSS once capital expenditure has been approved.

2. Introduction and Background

- 2.1 This Estate Capital Investment Programme (ECIP) confirms the key asset replacement and enhancement works required across the LFB estate for 24/25 and 25/26. It follows from the previous Asset Management Plan (AMP) in 2017 which covered the period up to financial year 23/24. This ECIP is part of a wider scheme of investment in the LFB estate. In scope for the ECIP are Asset Management, Sustainability works and Operational Improvements.

Fig 1: LFB Capital Investment Programme

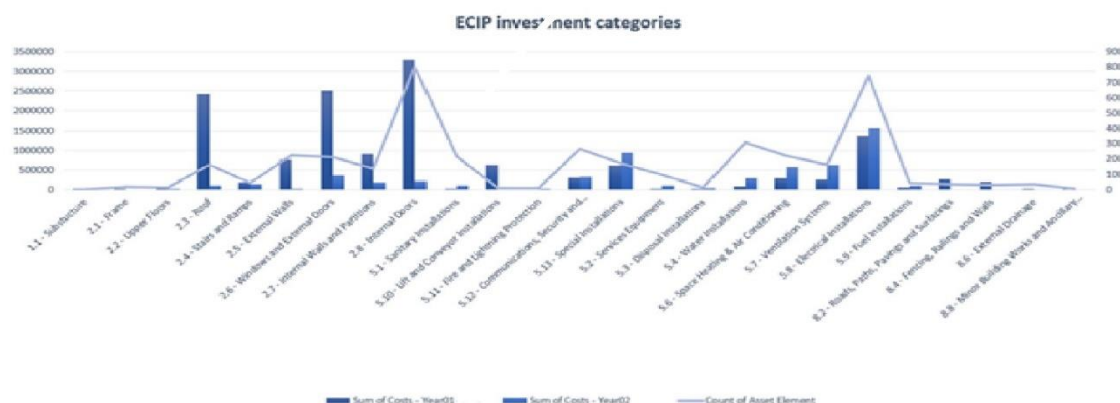


- 2.2 This ECIP is based on the condition of the estate's mechanical, electrical, internal and external fabric assets. It also highlights the context of delivery alongside Strategic Estate Projects and the Carbon Net Zero Strategy. The funding for the ECIP 2022 is within the LFB Capital Programme. All 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. Objectives and Expected Outcomes

- 3.1 The objective of the ECIP 2022 is to ensure fire stations and other buildings are fit for purpose, are in a satisfactory condition and have improved energy efficiency. Every station in the ECIP should receive investment under this proposal. The ECIP covers a two-year period as the next few years are likely to present different approaches to the way LFB administers and delivers its services and delivers the

new Community Risk Management Plan (CRMP) known as 'Your London Fire Brigade'.



- 3.2 The ECIP includes funding set aside for operational led requests that need capital funding, in addition to Strategic Operational Projects, which are required to ensure the portfolio meets the functional requirements of LFB. These are considered using the approved Prioritisation Scale (below) that was co-created with Stations and other LFB departments. Operational improvement works can support LFB to provide the best place to work and the training recommendations from Her Majesty's Chief inspector of Fire and Rescue Services (HMICFRS). Current initiatives that this funding is anticipated to support include opening fire stations, making stations more accessible and addressing contaminants in stations.

4. Delivery

- 4.1 The condition asset data available allows LFB to transform the delivery model of capital projects to take a more flexible approach to implementing works. Where major capital investment is required on multiple or single sites for an individual asset types (i.e. Fire Doors) a single supplier may be considered. A suitable collaborative services framework will be identified to deliver this.
- 4.2 For properties with a significant programme of smaller works LFB will consider the programme of project complexity as a whole. Mechanical, electrical and fabric/building projects could be delivered alongside one another to ensure value and minimise operational disruption. These could be delivered using a single supplier from a current service provider or framework agreement.
- 4.3 Where capital investment is required against a single high value asset at a location (i.e. roof or windows) LFB will consider referring projects to a construction framework agreement. Projects will be awarded based on specialist requirements and site by site competitive tender analysis.
- 4.4 The benefit of this approach is a flexible solution to drive value for money and cost savings. Using the condition surveys means detailed feasibility studies may not be required reducing the inclusion of provision sums and limiting the need for final project sum related consultancy fees. The condition survey costs will enable the cost of asset replacement to be benchmarked against an industry standard.

5. Equality comments

- 5.1 The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad

terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.

- 5.2 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.
- 5.3 The protected characteristics are as follows; 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.
- 5.4 The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 5.5 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:
- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
 - 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.
 - 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.
- 5.6 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.
- 5.7 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:
- tackle prejudice
 - promote understanding
- 5.8 An EIA was completed on 04/08/2022. This confirmed that the ECIP 2022 had low impact on equalities and may have the potential to improve the LFB estate to make it more inclusive. In addition, an EIA will be completed on each major project within the ECIP 2024 > 2026 Programme.

6. Other considerations

Workforce comments

- 6.1 The ECIP 2022 delivery program provides a detailed program of work for the LFB Project team. No impact on the workforce is anticipated. The trade unions will be provided with this report in advance of the Deputy Mayor's Fire & Resilience Board meeting.

Sustainability comments

6.2 All of the works contained in the ECIP 2024-2026 will have a beneficial impact on the environmental performance and sustainability credentials of LFB. For instance, fabric improvements will reduce energy consumption, as will equipment and plant replacement, as they will all be required to comply with current building regulations, as well as the LFB standard specification design brief (SSDB). In addition, alongside the net zero carbon strategy, equipment replacement will move away from gas to electric, resulting in a reduction in carbon emissions. The ECIP also contains the installation of renewables, resulting in local electric generation, meaning cost avoidance, and increased security of supplies. A Sustainability Impact Assessment was completed on 5 August 2022. The SIA identifies a slight increase on gas, water, electricity, fuel and hazardous chemicals during the delivery of the projects this has been identified due to the nature the construction works. A reduction of hazardous materials has been identified through the removal of asbestos to allow project works to commence.

Procurement comments

- 6.3 All of the procurement activity planned will be in accordance with the Governance requirements for LFB as described in Part 3 of Standing Orders relating to Procurement. Identification of the various routes to market described above will be supported by Procurement to ensure that awards are made to the most economically advantageous tenderer. These routes to market will include the use of existing LFB contracts, accessing contracts across the GLA as well the use of relevant national Framework contracts. The evaluation of price and technical ability of tenderers will form part of the development of the invitation to tender. Where the awarded contract covers a range of works at stations performance management processes will be included to ensure that consistent delivery of the works is maintained.

Communications comments

- 6.4 The ECIP 2022 may be published in the public domain, following the precedent of sharing the AMP 2017. Communication regarding the ECIP 22 will be undertaken at station level regarding the projects using the existing project communication channels. The consultation process for property projects follows the preparation of the Project Brief/Requirements and Project Initiation Document (PID) with the stakeholders. Engagements maintained through site meetings to enable staff participation throughout project delivery. The handover of project to the facility management team is embedded in the ways of working in the property function.

7. Financial comments

- 7.1 This report requests approval to commit capital expenditure of up to £21,432,000 for the years 2024/25 and 25/26, plus annual inflation increases, for the purposes of supporting and maintaining the LFB Property Capital Programme. This will be funded through the capital programme already approved which consists of funding allocated to the replacement of roofs, windows, appliance bay floors, electrical and mechanical systems.
- 7.2 It is expected that annual inflationary increases will be based around the Retail Price Index (RPI). All LFC contractual inflationary increases are reviewed on an annual basis. The LFC budgets for inflation on an item-by-item basis, and the LFC will review those assumptions as part of its budget process for 2023/24. If inflation rates are above current assumptions a resulting budget increase will need to be submitted as part of LFC's annual submission to the Mayor's GLA Group Budget process and/or the contracts will need to be reviewed to assess whether it is possible to reduce the annual cost via a reduction in service.
- 7.3 If agreed, the current capital programme will need to be reprofiled to reflect the changes outlined in this report.

8. Legal comments

- 8.1 This report seeks approval of capital expenditure for the Estate Capital Investment Programme for 2024/25 and 2025/26, set out in more detail in Part 2.
- 8.2 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.
- 8.3 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"). 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...". Accordingly, the capital expenditure identified for the ECIP 2024/25 and 2025/26, and set out in more detail in Part 2, requires prior approval.
- 8.4 The statutory basis for the actions proposed in this report and the ECIP 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.
- 8.5 General Counsel advises that all proposed tenders identified in the ECIP 2024/25 and 2025/26 must 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 Relating To Procurement).
- 8.6 The report seeks the LFC's agrees that the Assistant Director of Property and TSS has authority to undertake all necessary procurement activity in relation to the ECIP 2024/2025, which is within the LFC's general powers.

List of appendices

Appendix	Title	Open or confidential*
1	Estate Capital Investment Programme August 2022	Open

Part two confidentiality

Only the facts or advice considered to be exempt from disclosure under the FOI (Freedom of Information) Act should be in the separate Part Two form, together with the legal rationale for non-publication.

Is there a Part Two form: YES

Originating officer declaration

Reporting officer to confirm the following by using 'x' in the box:

Reporting officer

Laura Birnbaum has drafted this report and confirms the following:

1. Assistant Director/Head of Service

Laura Birnbaum has reviewed the documentation and is satisfied for it to be referred to Board for consideration

X

2. Advice

The Finance and Legal teams have commented on this proposal:

Hameera Darr Legal Advisor, on behalf of General Counsel (Head of Law and Monitoring Officer).

Ogbo Awa Financial Advisor, on behalf of the Chief Finance Officer.

X

