

Facilities Management (FM) Soft Services Provision

Report to:

Investment & Finance Board
Commissioner's Board
Deputy Mayor's Fire Board
London Fire Commissioner

Date:

24 October 2024
13 November 2024
17 December 2024

Report by:

Emma Williams - Lead Contracts Manager

Report classification:

For decision

For publication

Values met

Service
Teamwork
Learning

I agree the recommended decision below.



Andy Roe
London Fire Commissioner

Date **This decision was remotely
signed on 20 February 2025**

PART ONE

Non-confidential facts and advice to the decision-maker

Executive Summary

This report seeks approval for a contract for soft Facilities Management (FM) services, which includes cleaning, security, pest control and grounds maintenance services across the London Fire Commissioners (LFCs) estate. The new contract will commence on 6 October 2025 with a contract term of five years. The contract will be procured using an existing public sector procurement framework in accordance with procurement regulations.

The soft FM services provision is required to maintain the LFC's properties and ensure they continue to meet operational needs. The service supports the LFC's Estate Strategy and contributes towards the vision of 'An estate to be proud of which enables service delivery'. The re-procurement of the soft FM services contract will directly support the strategy by ensuring that the estate and its facilities are well maintained, safe and secure.

For the London Fire Commissioner

The London Fire Commissioner agrees to commit funding for the provision of soft FM services (cleaning, security, pest control and grounds maintenance) across the London Fire Commissioner's (LFC's) estate as detailed in part 2 of this report

The LFC agrees that a contract be entered into in accordance with the arrangements set out in Part Two of this report.

1 Introduction and background

- 1.1 The LFC requires the provision of soft Facilities Management (FM) services across its estate which includes cleaning, pest control, security and grounds maintenance services. The current contract was tendered using the Crown Commercial Services (CCS) framework and expires on 6 October 2025, having utilised the two optional 12-month extensions.
- 1.2 The soft FM services provision is made up of planned and reactive services. The planned service includes but is not limited to; routine cleaning, window cleaning, appliance bay floor cleaning, grounds maintenance, preventative pest control across a selected number of premises and 24-hour security guarding at Merton and Union Street. The reactive service addresses additional requests for services which are responded to in accordance with defined response times and a contracted schedule of rates.
- 1.3 The provision of a building manager and reception services for LFC's headquarters was varied

into the contract in February 2024. Due to limited internal resources, the decision was made to outsource these services to ensure continuity of service. This outsourcing has provided a consistent and professional service for LFC and is proposed to continue within the new contract. This also presented an opportunity to train the outsourced team in the roles of fire coordinator and senior fire warden to support evacuation procedures alongside delivering improved security training to the guards at reception.

- 1.4 The current contract provides a bundled FM service model which brings the services into one contract with a strategic supplier. A strategic review of performance and outputs from this model has been completed to inform the strategy and it has been determined that this remains the optimum model for these services. Bringing the services together into one contract across the estate enables optimisation of resources and creates a streamlined process for LFC staff and building users. Performance across the estate has been consistent and key performance indicators have been met in the majority.
- 1.5 Additional value has been achieved through the current contract including tree planting in green spaces across London and the provision of well-being gardens. These have been funded by the supplier at no additional cost to LFC. The new contract will seek to continue this approach and demonstrate added value through supplier partnerships.
- 1.6 A specialist consultant has been engaged to support the development of the service specifications, key performance indicators, cost model and compilation of the data room. The consultant will also support the clarification process and develop the tender evaluation questions and the tender evaluation model itself. This will ensure that service specifications, key performance indicators and cost model are developed in line with industry best practice, are effective, and meet the needs of the LFC.
- 1.7 The service specifications will be output based and will be accompanied by a detailed service matrix. To inform the development of the service specifications, consultation with key operational stakeholders will be undertaken to ensure the service outputs meet the requirements of staff and building users. This will be undertaken via working groups, to enable feedback to be captured and discussion to take place on the scope of the soft FM service, its standards, and how these are measured and reported.

2 Objectives and Expected Outcomes

- 2.1 The proposed contract term is three years with the option of two 12-month extensions. It is the LFC's intention to utilise these two extensions providing that value for money services are being delivered and performance standards are being met. Therefore, approval is requested for the full five-year period.
- 2.2 The following mechanisms will be embedded into the contractual documentation which focus on effective contract management, outputs, performance, risk and meeting the needs of the end user. This will include but not be limited to:
 - Delivering services in accordance with legislative, operational, environmental and sustainability requirements. This includes BICS (British Institute of Cleaning Science), British Pest Control Association (BPCA), The Royal Society for Public Health (RSPH), Centre for Protection of National Infrastructure (CPNI) and the Security Policy Framework.

- LFC tailored Service Level Agreements (SLAs) and KPIs which do not set the supplier on a route to failure or enable Supplier's to submit risk-based costs beyond LFBs budgetary constraints. Additional focus will be placed on the SLAs and KPIs for the grounds maintenance and pest control services to improve delivery.
- The specification for services will be fully reviewed and updated to reflect learnings from the current contract and ensure all activities are comprehensively addressed. This will include incorporating feedback from consultation with building users and key stakeholders.
- Improved and expanded schedule of rates for reactive works will be included which will set out how those services are costed and reflect lessons learnt from the current contract ensuring value for money is achieved across the scope of services within the contract.
- Clear auditing processes, agreed from the outset, avoiding lengthy and disruptive negotiations on mitigations or contractual disputes and ensuring standards are achieved.
- Transparent and appropriate granular cost make up to enable the provision of additional services and variable works to be delivered in cost effective and value for money manner. This will be accomplished through task-based costs and effective schedule or rates which can be aligned to elements of the service such as square meter rates of the deep cleaning of carpets, curtains and blinds through to schedule of rates which can be used for more specific services such as costs for additional cleaners, security officers and specialists.

3 Values Comments

- 3.1 The LFC notes the Fire Standards Board requirements around adopting and embedding the Core Code of Ethics at an individual and corporate level. Following extensive engagement, the LFC has introduced Brigade values which build on and do not detract from the Code of Ethics.
- 3.2 This proposal for the provision of soft services across the LFC estate supports the values as detailed below:
- **Service: we put the public first;** by managing the upkeep of the estate ensuring it is fit for purpose and supports the delivery of our functions.
 - **Teamwork: we work together and include everyone;** working collaboratively with the supplier to deliver added value initiatives which will add benefit to building users and the local communities.
 - **Learning: we listen so that we can improve;** reviewing services provided in line with any changes made across the estate and to reflect feedback on current service levels to ensure an improved outcome and service delivery in line with requirements.

4 Equality Comments

- 4.1 The LFC and the Deputy Mayor for Planning, Regeneration and the Fire Service 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.
- 4.2 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.

- 4.3 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.
- 4.4 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.
- 4.5 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.
- 4.6 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.
- 4.7 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.
- 4.8 An Equality Assessment form has been completed the outcome of which considered this to have a low impact.

Other considerations

5 Workforce comments

- 6.1 Representative bodies have not been formally consulted in the development of this report. This service will replicate the existing provision and there are no workforce implications.

6 Sustainability comments

- 7.1 An SDIA has been completed and reviewed by the Sustainable Development Team and the Sustainable Development Team are engaged with sustainability and responsible procurement within the full specification of the contract dispatch date.

7 Procurement comments

- 8.1 The procurement process will be led by the LFC Procurement department. The tender will be conducted in accordance with the LFC Scheme of Governance and in compliance with either of the PCR2015 regulations or the Procurement Act 2023, which comes into effect in February 2025, depending on which set of legislation is in force at the time of the tender.
- 8.2 The tender will be issued on the LFC tendering platform called 'In-Tend'.
- 8.3 The tender will be awarded to the tenderer who is determined to have demonstrated the Most Economically Advantageous Tender (MEAT) through the procurement process.
- 8.4 A detailed analysis and assessment of the preferred procurement route was carried out in the form of a procurement strategy. This was developed by the Procurement Team, in conjunction with the Head of Facilities Management and the Senior Contracts Manager within the FM and Minor Works Department. The recommended route to market is via the Crown Commercial Services (CCS) Framework. The CCS Framework benefits from having a range of market leading suppliers on their work package for the provision of soft FM services.
- 8.5 The CCS Framework is a public procurement organisation and offers tendering organisations the ability to tailor the contractual documentation, including social value commitments, in order to meet their needs. In addition, all suppliers under the CCS Framework have committed to comply with procurement policy "Taking account of Carbon Reduction plans in the procurement of government contracts".

8 Communications comments

- 9.1 Once approved, the proposed service outputs detailed in the service specification will be communicated in summary form together with the scope of service and method of service delivery with all relevant stakeholders through established methods. Stakeholders will be consulted during the relevant stages to ensure any changes are communicated effectively and in a timely manner.

9 Financial comments

- 10.1 This report seeks approval to commit expenditure as set out in Part 2 of the report to procure soft facility management services for the LFC's estate.
- 10.2 The financial implications of the report are set out in Part 2.

10 Legal Comments

- 11.1 This report seeks approval to commit expenditure of money set out in Part 2 of the report to procure soft facility management services for the LFC's estate.

- 11.2 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.
- 11.3 Section 327D of the Greater London Authority Act 1999, as amended, 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.
- 11.4 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'). In particular, 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 is identified in accordance with normal accounting practices...". The proposed expenditure exceeds this financial threshold, accordingly, prior approval from the Deputy Mayor will be required.
- 11.5 The report confirms the proposed contract for soft facility management services will be procured in accordance with procurement legislation.
- 11.6 Having a contract for soft facilities management services in place will ensure the estate can function well operationally.

List of appendices

Appendix	Title	Open or confidential*
1	EIA	Open
2	SIA	Open

Part two confidentiality

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

Is there a Part Two form: YES

Equality Impact Assessment (EIA) Form

The **purpose** of an EIA is to give **as much information as possible** about potential equality impacts, to demonstrate we meet our **legal duties** under the Equality Act 2010.

Please read the EIA Guidance [on Hotwire](#) before completing this form.

Once you open the template please save it on your OneDrive or SharePoint site. Do not open the template, fill it in and then click Save as this will override the template on Hotwire.

1. What is the name of the policy, project, decision or activity?

Provision of Soft FM Services

Overall Equality Impact of this policy, project, decision or activity (*see instructions at end of EIA to complete*):

High		Medium		Low	X
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2. Contact details

Name of EIA author	Emma Williams
Department and Team	Property FM and Minor Projects
Date of EIA	30.09.2024

3. Aim and Purpose

What is the aim and purpose of the policy, project, decision or activity?	A new contract for the provision of Soft FM Services, cleaning, grounds maintenance, pest control and security, across the estate
Who is affected by this work (all staff, specific department, wider communities?)	All staff across all buildings in the estate

4. Equality considerations: the EIA must be based on evidence and information.



LONDON FIRE BRIGADE

What consultation has taken place to support you to predict the equality impacts of this work?	
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5. Assessing Equality Impacts

Use this section to record the impact this policy, project, decision or activity might have on people who have characteristics which are protected by the Equality Act.

Protected Characteristic	Impact: positive, neutral or adverse	Reason for the impact	What information have you used to come to this conclusion?
Age (younger, older or particular age group)	Neutral	C	
Disability (physical, sensory, mental health, learning disability, long term illness, hidden)	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines
Gender reassignment (someone proposing to/undergoing/ undergone a transition from one gender to another)	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines
Marriage / Civil Partnership (married as well as same-sex couples)	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines
Pregnancy and Maternity	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines

Race (including nationality, colour, national and/or ethnic origins)	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines
Religion or Belief (people of any religion, or no religion, or people who follow a particular belief (not political))	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines
Sex (men and women)	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines
Sexual Orientation (straight, bi, gay and lesbian people)	Neutral	Low Impact	All contracts are written to include clauses that require the supplier to follow our responsible procurement guidelines and do not involve disclosure of any information of employees

6. Impacts outside the Equality Act 2010
What other groups might be affected by this policy, project, decision or activity?
Consider the impact on: carers, parents, non-binary people, people with learning difficulties, neurodiverse people, people with dyslexia, autism, care leavers, ex-offenders, people living in areas of disadvantage, homeless people, people on low income / in poverty.
There should be no other groups affected

7. Legal duties under the Public Sector Equality Duty (s149 Equality Act 2010)	
How does this work help LFB to:	
Eliminate discrimination?	The provision of Soft FM services is essential to ensure the LFC properties meet operational needs
Advance equality of opportunity between different groups?	Cleaning and ground maintenance services are provided at all premises and are essential to building users to ensure a comfortable place to work

Foster good relations between different groups?	This will be benefit all staff and building users from having a clean comfortable place to work
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8. Mitigating and justifying impacts		
Where an adverse impact has been identified, what steps are being taken to mitigate it? If you're unable to mitigate it, is it justified ?		
Characteristic with potential adverse impact (e.g. age, disability)	Action being taken to mitigate or justify	Lead person responsible for action

Now complete the RAG rating at the top of page 1:

High: as a result of this EIA there is evidence of significant adverse impact. This activity should be stopped until further work is done to mitigate the impact.

Medium: as a result of this EIA there is potential adverse impact against one or more groups. The risk of impact may be removed or reduced by implementing the actions identified in box 8 above.

Low: as a result of this EIA there are no adverse impacts predicted. No further actions are recommended at this stage.

Document Control

Signed (lead for EIA / action plan)		Date	
Sign off by Inclusion Team		Date	
Stored by			
Links			
External publication	Are you happy for this EIA to be published externally?	Yes <input type="checkbox"/>	No <input type="checkbox"/> If No state why:

Sustainable Development Impact Assessment Checklist

Project Name/ Policy Name & No: Provision of Soft FM Services

Contact Person: Emma Williams

Date completed: 30.09.2024

Please send through the completed checklist with a copy of the project PID or the draft policy to environment@london-fire.gov.uk. For existing policies undergoing minor amendments, please send through a marked up copy of the policy, with the original SDIA.

Other impact assessments completed				Yes	No
1. Has an Equalities Impact Assessment been completed?				<input checked="" type="checkbox"/>	<input type="checkbox"/>
2. Has a Health, Safety and Wellbeing assessment been completed?				<input type="checkbox"/>	<input checked="" type="checkbox"/>
Environmental Impacts					
3. Will this consume any of the following (please tick those that apply and state how and if this would increase or decrease our consumption):					
Gas	<input type="checkbox"/>	Electricity	<input checked="" type="checkbox"/>	Water	<input checked="" type="checkbox"/>
Petrol or diesel	<input type="checkbox"/>	Hazardous chemicals	<input checked="" type="checkbox"/>	Other natural resources e.g. timber	<input type="checkbox"/>
Comments: Some chemicals are used for the cleaning services. These are stored in cleaners cupboards which are kept locked.					
4. Will this produce or reduce our production of (please tick those that apply and describe what and how):					
Non-hazardous waste	<input type="checkbox"/>	Hazardous waste (see PN 862)	<input type="checkbox"/>	pollutants to air, land or water?	<input type="checkbox"/>
Comments: Click here to enter text. None					
5. Will this impact (positively or negatively):				Yes	No
a. Operational/business travel by staff				<input type="checkbox"/>	<input type="checkbox"/>
b. Travel/deliveries by our suppliers				<input type="checkbox"/>	<input type="checkbox"/>
c. Environmental protection at incidents				<input type="checkbox"/>	<input type="checkbox"/>
d. a Site of Special Scientific Interest				<input type="checkbox"/>	<input type="checkbox"/>
e. Gardens or other wildlife at stations/brigade sites (e.g. nesting birds or bats)				<input checked="" type="checkbox"/>	<input type="checkbox"/>
Comments:					

The grounds maintenance services will provide a positive impact on gardens and wildlife and maintains and sustains those areas		
Procurement	Yes	No
6. Will this result in the purchase of goods, services or works or influence how they are procured?	<input type="checkbox"/>	<input type="checkbox"/>
f. Is this for a purchase of greater than £1m?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
g. Will this use/result in a tender for manufactured goods such as electronics, textiles, and building materials?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
h. Will this service require low skilled/low paid employees?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
i. Will the goods consume utilities or consumables?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
j. Does this involve major works taking place?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
k. If so are BREEAM and Ecological surveys required?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
l. Will this support future cost avoidance?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
m. Could all or part of the purchase be provided by small or local businesses?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
n. Could this be delivered by a voluntary/community sector organisation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
o. Has a Request For Tender been submitted to Procurement through hotwire?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Comments: Click here to enter text.		

For the SD Team to complete:

Policy sustainability risk rating: High risk

Inputs/outputs/ impacts to address in Full SDIA: A full SDIA not required. The Sustainable Development Team are engaged with sustainability and responsible procurement within the full specification of the contract.

Date completed: 15/10/2024

This SDIA has been reviewed by the Sustainable Development Team as high risk. A full SDIA is not currently required.