

Report for: Cabinet – 11 November 2025

Item number: 17

Title: Fire Door Programme

Report

authorised by : Jahedur Rahman. Director of Housing

Lead Officer: Scott Kay Assistant Director of Repairs & Compliance

Ward(s) affected: All

Report for Key/

Non Key Decision: Key decision.

1 Describe the issue under consideration

- 1.1 To provisionally award a contract for a value of up to £12,288,526.00 for a programme of replacement of fire rated doors and fire safety works including flat entrance doors, communal doors and riser/service cupboard doors, passive fire safety works and decorations, for a programme including properties identified as requiring fire safety improvements, in line with current legislation, within Haringey Council's Housing stock subject to the outcome of the S20 Consultation with Leaseholders. In accordance with Contract Standing Order CSO 8.01 and 9.03.

2 Cabinet Member Introduction

The safety of our residents is paramount, when it comes to providing safe, sustainable, stable, and affordable homes for Haringey residents. One of the key findings from the Grenfell tragedy was that fire doors must be fit for purpose and maintained to ensure that they operate correctly and provide protection to the communal areas in the event of a fire.

The implementation of this new contract for fire doors to flats, stairwells, corridors and cupboards, along with other passive fire safety works will ensure that our residents can remain safely within their home, or, if required, have a safe means of escape through communal corridors and stairwells to a place of safety outside.

It also means that Haringey can ensure that high standards for fire doors are consistent across its council housing as the new contract will allow for the provision of the same standard of door for all repair and major works contracts, even when carried out by different contractors.

It is my recommendation that the Council approve the award of this contract subject to the second stage of leaseholder consultation, so that officers can work to improve safety for residents through the installation of new certified fire doors in our council homes.

3 Recommendations

For Cabinet

- 3.1 To approve the award to Bidder B of a contract, and associated expenditure, for the provision and replacement of fire rated flat entrance doors, communal doors and riser/service cupboard doors and passive fire safety & decoration works, within the Council's residential housing stock as detailed within the programme schedule.
- 3.2 The approval shall be provisional subject to the second stage s20 Leasehold consultation process. The award decision will be implemented where no observations are received. Should observations be received, the award will not be implemented and the decision returned to Cabinet.

4 Reasons for decision

- 4.1 To comply with fire safety legislation, including the Regulatory Reform (Fire Safety) Order 2005, Fire Safety Act 2021 and the Building Safety Act 2022. To meet Building Regulations (Approved Document B) requirements which sets out the minimum standards for fire rated doors in specific areas of residential properties, which ensures compliance with British Standards for fire resistance for door sets.
- 4.2 Fire doors and associated building works are a critical part of passive fire protection in buildings; they help prevent and contain fire and smoke. By upgrading fire doors to comply with the current standards for certified installation of the door sets, and carrying out associated fire safety works, we will reduce the risk of fire spread, particularly in high-rise or multi-occupancy housing. We will implement this replacement programme, targeting doors installed during the original construction of the building or replaced during historic planned work that do not meet the required standards that have been updated since the Grenfell tragedy to improve resident safety.
- 4.3 Fire Risk Assessments and regular fire door inspections identify doors that require replacement with compliant door and allows us to prioritise those of greatest risk within our programme. When replacing the non-compliant fire doors in the Council's residential buildings, we can review the Fire Risk Assessment which sets the overall risk rating of the building, which is then likely to be reduced.
- 4.4 Older fire doors lack test certification and evidence of compliance or traceability of performance standards. However, in lower rise buildings (below 18m in height) will be assessed by the Risk Assessor and may be considered as 'notional' 30-minute fire doors. This can be acceptable in certain situations, and such doors will therefore be a lower priority within the programme or replaced if appropriate, during our major works programme. Such doors may be assessed as acceptable under the following circumstances

- **Good Condition:** They should be solid, heavy, and free from warping or significant gaps.
- **Good Fit:** There should be a close fit in the frame, with gaps not exceeding 4mm (excluding the gap at the bottom).
- **Small Premises:** They are often acceptable in small, non-domestic premises and small residential blocks below 18m and where the risk is considered to be low.
- **Older Buildings:** Where they meet the standards of their era and are suitable as long as the overall building risk is low.

- 4.5 However, in high-rise, (above 18m) and buildings assessed as higher risk, the Council are required to replace and install certified, and tested, fire door sets to demonstrate compliance and to digitally store evidence of certification for the Golden Thread of information as set out in the recommendations of the Hackitt report following the Grenfell Tower fire in 2017.
- 4.6 It is intended to award two contracts, for the delivery of two programmes with a maximum value of up to £12.5m each. It is anticipated that each programme will take 5 years to complete. This award is for the first of those contracts. A second procurement exercise will be undertaken subsequently in 2026, to award the second contract. The reason for two separate contracts is to reduce risk of reliance on one contractor for such a large and specialist technical programme, and to ensure appropriate in-house resources can be allocated over a staggered period to appropriately manage both programmes.
- 4.7 Appropriate management, quality assurance and reviews will be in place, to ensure we can effectively maintain required levels of service and avoid poor performance or contractor failure, and thereby, ensure best value throughout the contract. We will also ensure instruction of work is based on contractor performance throughout the term in accordance with contract conditions and achievement of Key Performance Indicators.
- 4.8 A procurement strategy was chosen to ensure standardised fire rated door sets across our housing stock. This provides consistency of doors installed in the Council's Housing stock which, for which it remains the Responsible and Principal Accountable Person. This approach to provision will improve maintenance efficiency and ensure consistency of information to residents, so that they will have a better understanding of how fire doors operate and are less likely to impede their operation, which will improve their safety. It will also ensure our statutory duties are fulfilled regarding the compliant management of fire doors.
- 4.9 This contract will be subject to determination under a break clause, allowing the Council to withdraw from the contract for reasons including continued and

unresolved poor performance, and/or in the event that services can successfully be delivered through in-house expertise and resources.

- 4.10 The programme is fully capital funded and included within the current medium term financial plan. Delivery and associated expenditure will be smoothed across the contract term as much as possible and a more detailed estimated expenditure profile projection is included in the Exempt part of this report and takes into account the need for submission of applications under the Gateway process for the Building Safety Regulator where applicable.
- 4.11 The award of this contract provides a fully inclusive service to survey, measure, manufacture and install, and supply only if required, of new fire door sets and associated works.
- 4.12 The programme covers all fire door types including Flat Entrance Doors and communal doors that include Riser and cupboard Doors, Stairwell and Cross Corridor doors. Whilst approximately half of the 10,000 flat entrance doors identified for replacement, will be covered by this programme, the actual total number of doors that will be replaced will be determined through final inspection and prioritisation. It will also be dependent upon the number of communal doors requiring replacement in the block and the amount of associated building remedial works required.

5 Alternative options considered

- 5.1 **Do nothing:** This is not an option due to the Councils statutory health and safety obligation.
- 5.2 **Undertake all the work in-house:** This option is not currently viable due to the strict requirement of manufacturing the fire door sets and 3rd party certification for the installation of the doors.
- 5.3 Procure a more traditional installer led supply chain. This was not preferred due to the inconsistencies it presents in terms of control over the door supplier, potentially leading to inconsistencies in standards, reliability, maintenance requirements, and safety.
- 5.4 Procure one single supplier for all door replacements. Due to the size of the programme, it was felt that better value and delivery could be achieved through having two contracts running in parallel. However, due to current market availability, we are unable to make the two awards from a single procurement exercise. A second procurement will therefore be undertaken early in 2026.

6 Background information

- 6.1 The Regulatory Reform (Fire Safety) Order 2005, Fire Safety Act 2021, Fire Safety (England) Regulations 2022 and the Building Safety Act 2022 sets out the responsibility of the Council and how they must meet the standards of the legislation. In terms of fire doors, the Building Regulations (Approved Document

B) sets out the minimum standards for fire rated doors in specific areas of residential properties, which ensures compliance with BS 476 or BS EN 1634 fire resistance standards for door sets.

- 6.2 In addition to the above, following the Grenfell Tower fire in 2017 and the recommendations from the Dame Judith Hackitt report review of Building Regulations and Fire Safety, highlighted the need to improve fire safety in all housing stock, especially in high rise residential buildings.
- 6.3 Fire doors play an essential role in preventing or inhibiting the spread of smoke and toxic gases and in preserving the effective compartmentation of buildings. This includes the door's components such as hinges, letter boxes and especially closers.
- 6.4 Government guidance and fire risk assessments (FRAs) post-Grenfell have emphasised replacing non-compliant or inadequate fire doors.
- 6.5 Following a tender process, supported by our Strategic Procurement and Leasehold management colleagues, via our dynamic purchasing platform, we secured 3 bids for the service provision as detailed in the table below. Details regarding the bidders pricing is contained within the Exempt part of this report.
- 6.6 This report recommends the award of a contract to bidder B as a result of this procurement process.

Supplier Name	Total Quality Score (50%)	Total Price Score (40%)	Social Value 10%	Total % Score (100%)
Bidder A	34.00	29	7.00	70
Bidder B	38.80	34	6.93	79
Bidder C	21.20	40	0.00	61

- 6.7 Due to the need to align Cabinet approval with Leasehold Consultation, to comply with legislation and Council Governance arrangements, the second stage S20 consultation will be undertaken subject to conditional approval by Cabinet. This ensures that the Cabinet decision can be relayed to the bidders and Leaseholders but maintains that the decision is not finalised until the second stage S20 consultation has been completed. If any representations are made by Leaseholders, the decision will be referred to Cabinet. If no representations are made, then the award will progress without further approval.
- 6.8 The provision of this service is contained in the Capital budget for which provision has been made in the medium-term financial plan.
- 6.9 This is a contract based on a pre-determined programme, and we will therefore only pay for services instructed and completed on a quantum merit basis, as part of that programme. The contract will be managed by the Head of Residential

Building Safety and will be determinable, if required, upon a specified reasonable notice period and will not be solely dependent upon poor performance or default.

- 6.10 Bidder B submitted a structured and well-resourced Social Value Delivery Plan in support of its bid for the London Borough of Haringey (LBH) contract. The details of which are set out further in the Exempt part of the report.

Leasehold Implications

- 6.11 The works described within this report affect a number of blocks including leasehold flats.
- 6.12 Under the terms of their lease, each lessee is required to make a contribution towards the cost of maintaining in good condition the main structure, the common parts and common services of the building. Such contributions are normally recovered by the freeholder through the lessees' service charge account.
- 6.13 In accordance with the Service Charges Regulations 2003, under Schedule 4 Part 2, Notice of Intention was issued on 21 November 2024 which expired on 20 December 2024. 22 observations were received which are summarised in Appendix B and set out in full in exempt report Appendix A1. Two nominations of alternative contractors were received. See Appendix B.
- 6.14 The total amount estimated to be recovered is £2,800,000.00.

7 Contribution to the Corporate Delivery Plan 2024-2026 High level Strategic outcomes

- 7.1 This initiative will help to deliver the 'Homes for the future' theme of the Corporate Delivery Plan where everyone should have a safe, sustainable, stable, and affordable home and aims to improve the quality of our social housing and landlord services.

8 Carbon and Climate Change

- 8.1 Replacing doors with modern, certified alternatives supports the Council's climate action objectives by improving energy efficiency, reducing heat loss, and lowering the carbon emissions associated with heating. This measure contributes to net zero carbon goals, supports fuel poverty reduction through lower energy bills and enhances sustainability and resilience of the boroughs housing stock.

9 Statutory Officers comments (Director of Finance (procurement), Director of Legal and Governance, Equalities)

9.1 Finance

- 9.1.1 The proposed costs £1.5m for the fire-rated door replacement programme are within the approved capital budget for 2025/26.

- 9.1.2 Funding can be met under the Fire Safety Capital Project to support delivery in the current year. The contract is capital-funded and there is no in-year financial pressure arising from this decision. The report outlines a projected five-year spend profile.
- 9.1.3 While funding for year one is fully covered, years 2 to 5 will be funded jointly by the Fire Safety and Major Works capital programmes. Fire Safety will fund all fire-rated door replacements, including those identified through Fire Risk Assessments (FRAs) and other statutory surveys.
- 9.1.4 Major Works will support delivery through associated enabling works or broader estate investment schemes that may run concurrently. At this stage, the spend profile beyond year one remains indicative.
- 9.1.5 Once the contractor is appointed and further detailed surveys are undertaken, the profile will be refined and smoothed to align with available budgets across both programmes.
- 9.1.6 There is a potential impact on the Medium-Term Financial Strategy (MTFS) from year 2 onwards if actual costs exceed current planning assumptions or if a higher volume of replacement works is required. These risks will be mitigated through active budget monitoring and by refining the programme once further site-level data is available. Ongoing coordination between the Fire Safety and Major Works programmes will also be essential to ensure the works remain deliverable within existing capital resources.

9.2 Procurement

- Strategic Procurement (SP) note that this report relates to the approval to award a contract to Bidder B.
- SP note that a competitive tender was launched via the LCP's General Construction Multi Trade DPS. The adopted procurement is in line with Contract Standing Order (CSO) 2.01(c) and Regulation 34 of the Public Contract Regulations 2015.
- The Tenderers' bid submissions were evaluated in accordance with the scoring methodology contained within the published Invitation to tender document. The preferred bidder's bid submission also represents value for money.
- SP support the recommendation to approve the award in accordance with CSO. 2.01 (c).

9.3 Legal

- 9.3.1 The Director of Legal and Governance (Monitoring Officer) was consulted in the preparation of the report.
- 9.3.2 Strategic Procurement has confirmed that a competitive tender was carried out via the LCP's General Construction Multi Trade DPS. This procurement route in

in line the provisions of the Council's Contract Standing Order (CSO) 8.01, CSO 9.03 and Regulation 34 of the Public Contract Regulations 2015.

- 9.3.3 Pursuant to the provisions of the Council's Contract Standing Order (CSO) 2.01(c), Cabinet has power to approve the award of a contract where the value of the contract is £500,000 or more and as such the recommendation in paragraph 3.1 of the report is in line with the Council's CSO.
- 9.3.4 The terms of the Council's standard right to buy lease permit recovery of a proportion of the cost of these works from leaseholders, subject to compliance with the consultation requirements set out in the Landlord and Tenant Act 1985 and the Service Charges (Consultation Requirements) (England) Regulations 2003 ("the statutory provisions").
- 9.3.5 It is anticipated that the works set out in the programme will take longer than one year. The award is nevertheless not one of a qualifying long-term agreement because the contract is for specific works, as opposed to for a specific period. The consultation process for qualifying works is triggered because leaseholders are likely to be required to contribute more than £250 each under the terms of their leases.
- 9.3.6 The statutory provisions set out a two-stage process for consultation with leaseholders, the first setting out the proposed works and inviting comments thereon and the second, after obtaining estimates, setting out estimates and inviting comments; in each case the leaseholder is to be given a minimum of 30 days to respond. The Council must have regard to any observations made.
- 9.3.7 Details of the Council's compliance with the first stage of these provisions are set out in the body of this report under "Leasehold Implications". Legal Services have approved the form of the notice served.
- 9.3.8 The second stage Notice, the Notice of Estimates, will be issued shortly.
- 9.3.9 It is open to Cabinet to make an award that will become final if no observations are made in response to the Notice of Estimates within the statutory consultation period. If, however, observations are made the matter will be brought back for decision by Cabinet in the light of those observations.
- 9.3.10 The Director of Legal and Governance Monitoring Officer) sees no legal reasons preventing the approval of the recommendations in the report.

9.4 Equality (Equalities Team)

- 9.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act.
 - Advance equality of opportunity between people who share those protected characteristics and people who do not.

- Foster good relations between people who share those characteristics and people who do not.

9.4.2 The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex, and sexual orientation. Marriage and civil partnership status apply to the first part of the duty.

9.4.3 Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

9.4.4 This report seeks approval from the Cabinet for the award of a contract to a Fire Door manufacturer and third Party certified installer to the Council, for the programme of works applicable to the contract.

9.4.5 This is to deliver the Fire Door programme and provide support and technical advice, which includes completing specialist safety surveys and inspections to ensure resident safety.

9.4.6 Black people, disabled people, women, and those from a low socioeconomic background are overrepresented in Haringey's social housing stock. Therefore, taking steps to ensure that this essential work is completed will have a positive impact on those who share protected characteristics.

10 Use of Appendices

Appendix A – Exempt report

Appendix A1 – exempt report Leasehold Observation and Responses

Appendix B – Summary of Leasehold Observations

11 Background papers

None

Appendix B – Summary of Leasehold Observations.

There were 22 observations received during the consultation period between 21 November 2024 and 20 December 2024. Observations came from 21 individual residents and one resident association.

There were also two nominations for alternative suppliers to submit bids for the programme. Although this tender was published and therefore there is no

requirement to invite or accept nominations of this type, both contractors were contacted but no further response was received from either of them.

All observations were responded to and recorded in accordance with the required process.

Observations covered a number of areas including clarity on what happens if doors have already been replaced, what the Notice actually meant, requests for the Fire Risk Assessment, which actual doors require replacement and why, how will we manage disruption to tenants, timescales, and who will be charged for what. There was also a non-related enquiry received as part of the process.

Responses confirmed that the final programme and installation schedule would be subject to final survey and approval by the project managers and that further consultation under the Leasehold Consultation process will provide further clarity on cost and timescales.

We confirmed there will be a resident liaison officer to support residents through the process and minimise disruption.

Following conditional approval of the award by cabinet the second stage Consultation will commence and only on completion of that will the programme be awarded and commence.

Further detail communication and resident engagement at an individual level will then be carried out.