

MERSEYSIDE FIRE AND RESCUE AUTHORITY			
MEETING OF THE:	POLICY AND RESOURCES COMMITTEE		
DATE:	27 JULY 2023	REPORT NO:	CFO/032/23
PRESENTING OFFICER	CHIEF FIRE OFFICER, PHIL GARRIGAN		
RESPONSIBLE OFFICER:	DEPUTY CHIEF FIRE OFFICER, NICK SEARLE	REPORT AUTHOR:	HEAD OF ESTATES STEWART WOODS , GROUP MANAGER DAVE WATSON
OFFICERS CONSULTED:	TDA PROJECT BOARD & EXECUTIVE GROUP		
TITLE OF REPORT:	NEW TDA AND FIRE STATION LONG LANE - PROGRESS UPDATE REPORT		

APPENDICES:	APPENDIX A: PROJECT MANAGEMENT & GOVERNANCE STRUCTURE
	APPENDIX B: SOCIAL VALUE PROGRESS REPORT

Purpose of Report

1. To inform Members of the current progress regarding the construction of the new Multi-Pump Fire Station and Training and Development Academy/National Resilience Centre of Excellence at Long Lane, Aintree.

Recommendation

2. It is recommended that Members;
 - a) note the contents of the report and progress made to date; and
 - b) approve the increase in the overall project capital budget by £1m as detailed in the financial section, to be funded by a drawdown from the capital reserve.

Introduction and Background

3. On 30th June 2021, the Authority approved the Integrated Risk Management Plan (IRMP) 2021-24. The consultation process for the IRMP 2021-24 was conducted between 01st March and 24th May 2021 and was reported to the Authority via report CFO/039/21.
4. Merseyside Fire and Rescue Service's IRMP 2021-24 states that: *'We plan to: Combine the stations at Aintree and Croxteth fire stations to create a super-station*

(Hybrid/Specialist Rescue station) along with a new Training and Development Academy to be built on land at Long Lane, Aintree.'

5. On 30th June 2021, the Authority considered report CFO/040/21 and resolved that the merger of Aintree and Croxteth Fire Stations at a new site at Long Lane, Aintree be approved and a 12-week period of public consultation commenced.
6. On 29th July 2021, the Authority approved report CFO/045/21 for the appointment of Wates Construction via the Crown Commercial Services framework for the pre-construction works package.
7. On 11th November 2021, the Authority considered the outcomes of the public consultation as reported in CFO/040/21 and subsequently approved officers to progress with a formal planning application reported in CFO/061/21.
8. The planning application was approved at the Liverpool City Council planning Committee on 03rd May 2022 with a number of planning conditions associated with the scheme.
9. On 09th June 2022, the Authority considered report CFO/031/022 and approved the construction of the new multi pump Fire Station and Training and Development Academy, Long Lane at a projected cost of £39.198m. The report identified both challenges in relation to planning conditions as well as opportunities with the design of the new site enabling a phased approach to allow additional elements of the scheme to be re-instated to ensure the development is sensitive to financial/budgetary variations.
10. At the Budget Authority in February 2023, the Authority approved the reinstatement of the TDA garage into the Medium-Term Financial Plan increasing the budget by £700k, taking the overall projection to £39.898m.
11. Corporate governance is delivered via the TDA Project Board, chaired by the Project Manager, and Executive Group Chaired by DCFO Searle. A number of subgroups report into the Project Board on key areas.

Rationale

12. The site at Long Lane, Aintree is a key component in delivering the operational improvements set out in the IRMP 2021-24:
 - Improved response times (CFO/040/21),
 - Improved training and exercising facilities (CFO/061/21),
 - A National Resilience Centre of Excellence (CFO/040/21),
 - Improved facilities and accessibility (CFO/040/21),
 - International training opportunity.
13. The new development has been designed to be 75% better than BSRIA benchmarks. No fossil fuels will be used on site, with improved thermal envelope, air source heat pumps and the installation of photovoltaic panels. The site has been designed to allow for future adaptation to allow MFRA to meet its Net Zero target by 2040.

14. In addition to the combined specialist rescue station, the new facility will provide state of the art training facilities providing enhanced classroom, simulation suites and practical training areas, with options for further expansion and development. The design has been predicated on training requirements for any “foreseeable risk” that a modern metropolitan Fire and Rescue Service needs, allowing firefighters to be trained on local/regional and national risks.
15. The project team designed the new facility using a zoning system which included:
 - Command and Control Zone
 - BA and Tactical Firefighting Zone
 - Transport and Extrication Zone
 - National Resilience Zone
 - Hazardous Materials and Environmental Protection Zone
 - Rural Zone
 - Foundation Training Zone
 - Canine Training Area
 - Emerging Risks/Area for Future Development Zone
16. The zones are designed to be multi-functional and are able to be adapted in order to provide a wider range of incident types in line with MFRS’s Standard Operating Procedures (SOP’s).
17. The location will also operate a new secondary Fire Control, and the offices of National Resilience and International Search & Rescue, which MFRS operates on behalf of the Home Office and the Foreign Commonwealth Development Office.
18. The site at Long Lane, Aintree will act as an enabler in supporting a cultural shift in how we train our people. The site will provide the necessary infrastructure and facilities for the Authority to achieve its vision of being the best Fire and Rescue Service in the UK. The site will become a beacon of excellence for the Service and for our communities.

Progress

19. Wates began construction on 12th October 2022 and as of this report, is currently at week 41 of a 80 week construction project.
20. The project is currently on schedule to deliver by the 29th April 2024.
21. The construction is well developed and progressing as planned with the majority of structural steelwork erected, concrete floors laid, with external walls and roof installations currently underway. Exterior groundworks have progressed with external drainage and tarmac laid for main access road.
22. The design of the interiors is complete with the colour palette reflecting the MFRS corporate brand.

23. An internal project plan has been developed to manage the preparation, migration and occupation of the new site, produced via the Project Board Sub-Groups, to ensure the Training & Development Academy, Fire Station, Secondary Fire Control and NR/ISAR Teams transition and operate at the earliest time. The plan will be finalised later in 2023.
24. The existing sites at Croxteth and Aintree are being prepared for sale and will be marketed over the coming months with an anticipated completion of sale in May 2024. Discussions are ongoing with Northwest Ambulance Service for them to temporary stay at Croxteth whilst they redevelop their Anfield site.
25. A series of staff engagement sessions have been undertaken, including the TDA staff, Fire Control and NR/ISAR teams. Further engagement with station-based staff is being planned for later this year and selection processes are being developed for working at the new operational fire station. Staff that are displaced and do not move to the new station will be afforded transfers to another station, having due regard to their home addresses.
26. An official ceremony took place on 17th March 2023, (The 'Bolt Tightening' Ceremony), attended by senior managers of Wates, MFRS Principal Officers and members of the Authority.
27. The new site has received funding from government and the Home Office have visited on several occasions to see the scale and ambition of the project; most recently by Sarah Gawley - Director Fire, Events and Central Management Directorate on 23rd May, 2023.
28. As expected with any capital build project, several critical matters have arisen during the early stages of the development, which have affected the overall budget.

Unforeseen Ground Conditions

29. Plans submitted to Liverpool City Council (LCC) indicated a high finished ground level at the rear of the site to allow as much surplus soil to be retained on site and avoid costly disposal and removal costs. LCC Planning Department found the finish ground level unacceptable and have insisted on a reduced level as it 'would create an overly prominent land level with views available into neighbouring properties' Therefore, the contractor has amended levels accordingly across the site to minimise the impact of this condition, this has resulted in an unavoidable need to remove an additional 3000 cubic meters of spoil from site over and above the contract allowance at an additional cost of £134k.
30. Issues with ground condition – the contract made allowance for a contingency of £330k for unknown ground conditions. This was based on assumptions made from the results of site investigation. Due to the adverse weather conditions experienced over the winter months, with extremely heavy rainfall, the site conditions hindered progress and additional geotextile membrane and suitable stone material had to be brought onto site to improve the required bearing capacity readings to allow the foundations to be formed on time, without incurring any delay to the construction programme. Additional haul road required constructing with extensive pumping of

surface water to allow construction to continue. This has resulted in an unavoidable additional £150k of cost to the contract.

Changes in scope / Variations

31. During the detailed construction design phase, elements of the project have been reviewed and evaluated to ensure that they continue to meet our expectations, specification, and training requirements. There are several opportunities highlighted below which it would be cost effective to approve and include now into the main build contract. This will reduce both additional design costs later and any additional preliminary costs from another supplier.
32. The addition of a refurbished training tower – the original scope included for two new training towers in the foundation Zone, one of which was removed due to budgeting restrictions. There is an opportunity to refurbish an old training tower currently in storage at Crosby Fire station to be installed at the new site. This will maximise the drill training opportunities and allow for traversing between the two towers allowing rope access techniques to be trained, it will be more cost effective to install this tower now during the main build phase due to ground preparation etc. Cost to refurbish the tower and install a new base would be £50k
33. New fire behaviour attack unit – the Service owns three units used for realistic compartment fire training and the plan was to relocate them from the current site to the new site. Following a condition survey from the specialist contractor two of these are in sufficient condition to transfer to the new site; however, one unit ('The Attack Unit') will not survive the transfer following an engineering review. The cost for a new replacement attack unit is £74k.
34. Electric vehicle simulator – the government's environment agenda and change to fossil fuel use has seen a significant increase in the use of electric vehicles. This has resulted in a significant increase in electric vehicle fires, which produce some unique challenges to the sector. An existing car fire scenario within the project can be adapted to include an electric vehicle battery element, allowing the Service to future proof its preparedness. The cost of these adaptations will be £21k.
35. The new multi-storey training building included for a smoke extraction system, which we initially hoped to secure funding for from sponsorship by the supplier. Unfortunately, given the economic climate, the supplier cannot commit to cover the full cost. They are willing to provide the equipment at cost value and have offered preferred installation costs. The cost will need to be included in the overall project budget at circa £60k, and the system will be used for training both operational staff whilst using the multi-storey building as well as providing familiarisation training to protection staff in the installation of such systems. If the system is not installed there will be additional design costs and further construction costs incurred for the opening position where the vent should have been positioned. It is anticipated these could be in the region of £20k.
36. There are several smaller changes, which the project team have been managing and trying to offset by driving cost efficiency wherever possible by value engineering.

These include for items such as additional furniture requirements, mechanical and electrical changes, safety protection feature for some of the training simulators that were not known at the time of the contract completion. Savings include removing one scenario from the original design (the letterbox/hallway fire), as the training requirement can be delivered by more cost-efficient means in existing design scenarios and removing unnecessary separating walls within office layouts. The overall impact on the budget of these small changes is £27k.

37. Two external classrooms were excluded from the approved scheme as part of a phased approach taken by Members to allow additional elements of the scheme to be re-instated to ensure the development was sensitive to financial / budgetary variations. There is still time to include both of these classrooms and have them completed by the main contractor within the current programme. By having these classrooms installed now by the main contractor within the agreed contract period eliminates additional prelims / design and tender cost in the future and under the current planning approval. Having the classrooms installed now will also eliminate future site disruption, and ensure full functionality against the training strategy is established at the outset of occupation.
38. Each classroom offers different functionality, one is designed specifically for USAR training and offer a flexible training space to cater for larger national groups next to the USAR training rig and the Hazmat teams. The other offer a covered area for Road Traffic Collision training, allowing training delivery during inclement weather conditions. The cost for both classrooms is £600k
39. In addition, a substantial saving has been delivered in relation to the electricity connectivity to the site. The new site already houses a Scottish Power substation, and the Project Team have negotiated a £116k saving with Scottish power by approval a long-term lease for this sub-station.
40. All of the above, changes in scope & variations is appropriately a 1% increase of the total project budget. The outcome of implementing these changes now as part of the current build programme would significantly improve the overall facility and training capabilities.

Equality and Diversity Implications

41. The design of the new TDA and fire station complies with the requirements of the Equality Act 2010 and Building Regulations 2010.
42. A full Equality Impact Assessment has been completed and regularly reviewed throughout the project, with all associated Equality, Diversity and Inclusion considerations completed through the Project Board.
43. The MFRA Equality, Diversity and Inclusion and Engagement and Consultation Managers/Officers are integral to the project management structure ensuring close liaison is maintained throughout the project

Staff Implications

44. The provision of sector leading facilities at the new TDA site with an infrastructure fit to meet the ambitions of MFRS will exponentially improve the working conditions and training provision for MFRS personnel.
45. A detailed consultation and communication process was delivered by MFRS in line with Service Instruction 0881 (Consultation and Engagement Framework). Consultation and communication with stakeholders continues during the build phase.
46. Appendix A, details the project management & governance structure that has been implemented for this project.
47. The creation of a new Training and Development Academy will require significant training and familiarisation requirements for members of staff who will be based at the new site to be able to operate the site safely and effectively.
48. CGI modelling and visits to site will be arranged for staff to develop a comprehensive list of training implications and operating procedures prior to hand over of the new site to MFRS.

Legal Implications

49. If the Members approve the recommendation and the scope in works are incorporated the relevant variations within the build contract will be executed.

Financial Implications & Value for Money

50. Unforeseen costs		
a) Site levels	£134k	
b) Ground Conditions	£150k	
Sub Total		<u>£284k</u>
Changes in scope Variations		
c) Refurbished Training Tower	£50k	
d) New Attack Unit	£74k	
e) Electric vehicle simulator	£21k	
f) Smoke Extract system	£60k	
g) Small scope changes	£27k	
h) USAR Classroom	£300k	
i) RTC Classroom	£300k	
Sub Total		<u>£832k</u>
Savings		
j) Scottish Power	-£116k	
Sub Total		<u>-£116k</u>
Additional Capital budget required		<u>£1,000k</u>

51. The 2022/23 Revenue and Capital Outturn report, elsewhere on today's agenda, proposes using part of the 2022/23 revenue underspend to increase the capital reserve by £2.907m, in order to reduce future borrowing costs.
52. This report recommends that Members' approve the drawdown of £1.0m from the capital reserve to fund the additional new TDA / fire station project costs.

Risk Management, Health & Safety, and Environmental Implications

53. A risk register has been in place throughout the project life to manage and mitigate associated risks. The register is reviewed regularly at the Project Board. The Chair/Vice Chair of the Project Board escalate risks by exception to the project's Executive Group led by the Deputy Chief Fire Officer.
54. All health and safety implications of the design of the new TDA and station will be fully assessed and mitigated by the Main contractor. A matrix of residual risks aligned to the needs of having real training scenarios will also be developed and managed by the project team.
55. The new facility is designed and built to achieve a BREEAM 'very good' rating as the minimum. This excludes the firefighting scenarios and external training buildings
56. The MFRS's clean kit principle as outlined in the Health Safety and Welfare Committee – Joint Statement has been a key element in the design of the site.
57. The MFRS's Health and Safety Manager is a key member of the Project Board and has and will continue to provide technical advice and support in relation to the mitigation of contaminants and firefighter safety.

Contribution to Our Vision: *To be the best Fire & Rescue Service in the UK.*

Our Purpose: *Here to serve, Here to protect, Here to keep you safe.*

58. The capital scheme at Long Lane, Aintree is an integral component of the IRMP 2021-24. The building of a new Training and Development Academy, National Resilience Centre of Excellence and Search and Rescue Super-Station is intrinsic to our vision.
59. The scheme will significantly improve the locality, and this will be demonstrable through a Team Liverpool / Centre for Local Economic Strategies (CLES) case study.
60. The project delivers significant social value via key measurable deliverables, reported monthly to the Project team (See Appendix B). Wates have estimated that £12.63m of social value will be delivered in Merseyside as a result of this construction project, by investing in skills and employment, investing in the employability of young people, investing in growth and responsible regional business and investing in healthier, safer and more resilient communities.

BACKGROUND PAPERS

CFO/009/21	DRAFT IRMP 2021-24 (25/02/21)
CFO/039/21	INTERGRATE RISK MANAGEMENT PLAN 2021-24 POST CONSULTATION REPORT (30/06/21)
CFO/040/21	STATION 18 & 19 MERGER LONG LANE SITE (30/06/2021)
CFO/045/21	APPOINTMENT OF MAIN CONTRACTOR FOR NEW TDA PRE CONSTRUCTION WORKS (29/07/2021)
CFO/058/21	OUTCOMES FROM CONSULTATION OF CROXTETH AND AINTREE FIRE STATIONS (11/11/21)
CF0/061/21	FORMAL PLANNING APPLICATION FOR THE LONG LANE SITE. (11/11/2021)
CFO/031/022	CONSTRUCTION OF A NEW MULTI-PUMP SUPERSTATION, TRAINING AND DEVELOPMENT ACADEMY/NATIONAL RESILIENCE CENTRE OF EXCELLENCE AT LONG LANE, AINTREE. (9/06/22)

GLOSSARY OF TERMS

BA	B reathing A pparatus
BREEAM	B uilding R esearch E stablishment's E nvironmental A ssessment M ethod
BSRIA	B uilding S ervices R esearch and I nformation A ssociation
CLES	C entre for L ocal E conomic S trategies
CRR	C ommunity R isk R egister
ED&I	E quality D iversity & I nclusion
EIA	E quality I mpact A ssessment
IRMP	I ntegrated R isk M anagement P lan
LCC	L iverpool C ity C ouncil
MFRA	M erseyside F ire and R escue A uthority
MFRS	M erseyside F ire and R escue S ervice

MTA	Marauding Terrorist Attack
NR/ISAR	National Resilience / International Search & Rescue
NSRA	National Security Risk Assessment
NWAS	North West Ambulance Service
RIBA	Royal Institute of British Architects
SOP's	Standard Operating Procedures
TDA	Training & Development Academy