

AVON FIRE AUTHORITY

MEETING:	Avon Fire Authority
MEETING DATE:	Wednesday, 14 December 2022
REPORT OF:	Chief Fire Officer/Chief Executive
SUBJECT:	AF&RS Training Estate and Delivery Options

1. SUMMARY

- 1.1 Operational Training is at the core of our Service and an essential part of our response, preparedness and risk mitigation. We must provide the facilities and resources to ensure this training can be effectively delivered. The majority of our operational training is currently carried out at the Severn Park Joint Training Centre which is a purpose-built facility constructed and managed under a Private Finance Initiative (PFI) contract with Babcock.
- 1.2 This report outlines our current and future operational training needs and presents several high-level strategic options and a recommendation for the future of training provision for AF&RS. This is focussed on our requirement for training facilities to deliver operational fire fighter training beyond the current Severn Park (SP) Joint Training Centre (JCT) Private Finance Initiative (PFI) site contract which ends on 31 March 2028.
- 1.3 The purpose of this report is to seek agreement to our recommended option detailed in section 2 below, and to proceed to a detailed phase of work to prepare for the PFI contract expiry and ensure a timely transition of our training functions to a new delivery model. This will also allow us to more fully assess the potential to move other key functions to a combined site and establish the detailed costs, savings and potential for further Avon Fire & Rescue AF&RS Estate rationalisation and consolidation of Service functions in one location.

2. RECOMMENDATIONS

The Fire Authority is asked to:

- a) Note the report and its recommendations.
- b) Approve Option E - Severn Park Acquisition Model as the preferred option for the provision of operational training at the expiry of the current PFI Contract (March 2028).
- c) If approved, request that the Property Manager and Area Manager of Learning & Development Manager proceed to a more detailed phase of work to plan and implement this option ensuring a timely transition of our training functions to a new delivery model, and more fully assess the potential to move other key functions to a combined site establishing detailed costs, savings and the potential for further AF&RS Estate rationalisation and consolidation of Service functions in one location.
- d) Instruct the Property Manager and Area Manager of Learning & Development to provide assurance that the further development of our existing sites (with potential for expansion and additional outsourcing) will remain under review, in order to maintain operational training capability, should we encounter any fundamental barriers in progressing the Severn Park Option.

BACKGROUND

- 3.1 The Severn Park Joint Training Centre (JTC) Private Finance Initiative (PFI) site contract expires on 31 March 2028. This facility provides operational firefighter training for the three partner Fire & Rescue Services (Avon, Devon & Somerset, and Gloucestershire Fire & Rescue Services). The provisions of this contract dictate that at the end of contract the site is either demolished and returned to Bristol City Council (the owner/freeholder of the site) or the site (subject to an extended or new lease with the freeholder) is assigned to one or more of the PFI partner Fire & Rescue Services. A further outline of the legal and contract considerations is included in Section 7. Legal/Policy Implications.
- 3.2 Operational Training is at the core of our Service and an essential part of our response, preparedness and risk mitigation. There are a number of “core competencies” that an individual firefighter is required to acquire and then maintain throughout their career (e.g., fire ground skills, use of service equipment, working at height, command and control, confined space, breathing apparatus, search & rescue techniques, road traffic collision, medical response, hazardous materials and environmental protection). In addition to this, further specialist training is required depending on a firefighter’s specific role, location and career path (e.g., Water Rescue, Rope / Line Rescue, Road Rail Capability, Turntable Ladder, Animal Rescue etc). Further details of our training needs and the options considered are outlined in Section 5. Key Considerations.

4. FINANCIAL IMPLICATIONS

4.1 Subject to the Fire Authority approving the recommendation in this report, a detailed appraisal of the potential costs and savings associated with the Severn Park Acquisition Model (SPAM) will be developed including an understanding of the site running and facilities management costs, any maintenance backlog, potential lease cost changes, business rates etc. The table below outlines some indicative revenue costs and savings associate with this recommendation, based on current values.

<u>A. Revenue impacts:</u>		Recurrent £ Total
Potential savings		
Current Severn Park Contribution		-700,000
Estates rationalisation	<i>based on lease / running costs</i>	-450,000
External training providers	<i>Savings from insourcing some training currently provided externally</i>	-250,000
Additional costs		
Severn Park Lease		150,000
Severn Park running costs	<i>will depend on use of building</i>	500,000
Additional staff costs	<i>potential subcontract costs</i>	250,000
Potential savings:		- 500,000

4.2 In addition to revenue costs and savings we need to consider the potential impact on our Capital Programme and borrowing. Our current assumption is that the SPAM will require no/limited capital investment in order to immediately provide the training facilities needed by the Service, and as our training needs develop, a phased approach can be taken, reflecting the affordability of any Capital Investment and borrowing required.

4.3 Some Capital investment would be necessary in order to move other key functions to the SP site; this is likely to be offset by revenue savings on lease costs, existing site/s running costs and disposal income should we rationalise the estate as part of this. Further details of the potential costs and savings associated with this will be developed and evaluated as part of the more

detailed phase of work to plan implementation of the preferred option. Whilst there is some uncertainty over these costs and savings at this stage, we do know that this compares favourably to options which would require capital investment in new facilities, e.g., Option D – New Site Construction, which based on knowledge of other Fire & Rescue Service costs to deliver new training centres would be in the region of £20 – 30m (at today's cost).

5. KEY CONSIDERATIONS

Firefighter development and training

- 5.1 On appointment, and during the first two and a half years of their development a wholetime firefighter will undertake a total of 100 days of training currently provided by either Severn Park, the AF&RS internal training team (primarily based at Hicksgate Fire Station), or the Driver Training Unit (working from Nova Way, Avonmouth). This training represents a significant proportion of a fire fighters' working time during this period and does not include "Maintenance of Skills Training" (MOST) that will be regularly carried out on their station.
- 5.2 Following this and depending upon the specialist appliances, equipment and capabilities at their Station, or the career path that they take, an individual's training requirements will vary. **Appendix 1 – AF&RS Training Courses** shows the training courses that a firefighter may be required to undertake in addition to MOST.

Existing Training delivery - Facilities & Locations

- 5.3 Operational Firefighter training requires a significant range of facilities, from basic structures such as traditional towers for ladder drills, to highly technical sites and buildings including Urban Search & Rescue Facilities to simulate building collapse and dedicated buildings for carbonaceous burning and breathing apparatus training. A significant footprint is required to deliver this training in suitable locations which can provide safe training experiences in locations which are convenient to our Service Area, but also minimise disruption and impact on the surrounding environment and neighbours.
- 5.4 Training is currently delivered in a blended way across a number of locations some of which are owned by AF&RS, others which are outsourced or part of a collaborative arrangements offering a range of different training experiences and capabilities.

Severn Park Joint Training Centre (JTC) – Firefighter Recruit Training, Core Competencies

- 5.5 Severn Park JTC is a collaborative Private Finance Initiative (PFI) between three Fire and Rescue Services: Avon, Devon and Somerset and

Gloucestershire. The facility is run by Babcock (PFI Contractor) with operational training staff provided by the three Fire and Rescue Service Partners and specialist external providers. This is our primary facility for the provision of fire fighter trainee schools, breathing apparatus refreshers, core competencies and a number of leadership, health & safety and other classroom based courses that are delivered by AF&RS staff or external providers. The site also provides meeting and conference facilities, regularly used for Avon Fire Authority and Committee meetings.

Severn Park Training Facilities

- Carbonaceous training units
- LP gas training house and multi- purpose industrial building, where simulated smoke can add to the realism of training
- road system for imitating road traffic collisions, including a ditch which can be filled with water
- driver training area with LGV and skid car training courses.
- 34 en-suite single bedrooms, a restaurant and a gym.
- Lecture rooms, the centre can hold meetings for up to 250 attendees

Operational Training

- 5.6 AF&RS operates an internal training team that work from a number of venues but primarily Hicksgate Fire Station, they provide practical training and support to operational personnel including Breathing Apparatus, Tactical Ventilation and Safe Working at Height. This department also includes the Driver Training Unit who work from Nova Way and deliver emergency response driving to firefighters and flexi-duty officers.

Hicks Gate Training Facilities

- Tactical Vent / Carbonaceous Burn Villa
- Urban Search and Rescue (USAR) facility including building structure, crawl way, confined space training
- External destructive materials training (e.g. timber / concrete cutting)
- Foam Training Capability
- Safe Working at Height Tower (Pitched Roof and Anchor points)
- Additional Internal and External Classroom facilities

Incident Command and Operational Assurance Training

- 5.7 AF&RS provides operational leadership and assurance training for supervisory, middle and senior leaders in the Service. This team also ensures that the Service responds to both national and local learning, to ensure the adoption of best practice. This training is delivered across a number of venues including the South West Command and Development Centre (SWCDC) based at Lansdown, which is used for the majority of Incident Command Training.

SWCDC (Lansdown) Training Facilities

- Multiple lecture training rooms (including lecture space for up to 50 attendees)
- “Hydra” an immersive, scenario-based software tool that enables both operational and corporate staff to undertake a variety of training in a discussion - based environment. It utilises a total of five classrooms
- Incident command training using a dedicated training suite, incorporating state of the art IT / technology to simulate incident scenarios (this can be removed and moved to an alternative location if required)

Technical Rescue Training

- 5.8 Technical Rescue capabilities including: Urban Search and Rescue (USAR), Line Rescue, Water Rescue and Heavy Rescue is delivered across a number of sites including Avonmouth, Hicks Gate and external locations including the Avon & Somerset Constabulary (ASC) Wilfred Fuller Training Centre where we have a Licence to Occupy Agreement in place for limited use of an external area and supporting facilities at a cost of £15K/Yr. A number of training courses are also delivered by external providers.

HAZMAT and Malicious Threat Training

- 5.9 This includes training focussed on hazardous materials, mass decontamination and marauding terrorism. The majority of the training is delivered by external providers at specialist third party locations e.g. Avon & Somerset Police Black Rock Facility and various MOD sites.

Internal - Station Based Training

- 5.10 Regular station-based training is carried out at a firefighters’ “home” station (e.g., RTC, Ladder Drills, pumping appliance/equipment) or alternative stations locations for joint training or where specific training requiring specialist facilities is in place (e.g., BA Crawl Ways, Safe Working at Height, Foam Training).

Typical Station Based Training Facilities

- Training Tower
- RTC Compound
- External Yard
- Lecture Room (up to 15 staff)
- IT and E Learning Capability

External - Third Party Location Training and Instruction

- 5.11 Where additional facilities, equipment or instruction is required the Service also uses commercial facilities such as the Fire Service College and other Fire and Rescue Services (FRS): including Cardiff International White Water facility for water rescue, Devon and Somerset FRS for aspects of Urban Search and Rescue (USAR) training and Lincolnshire FRS for Heavy Rescue Instructor training. In addition to external courses for which we pay commercial fees, the Service also works in collaboration with a number of third parties to set up specific training experiences and scenarios including Bristol Airport, Bristol Port Company, MoD sites.

Evolutions and Annual People Training Days

There are a total of 100 courses provided by the Service annually, these consist of a total of 807 evolutions (the number of times a course is delivered) and amount to 1614 training days delivered per year

The annual make-up of this training is as follows:

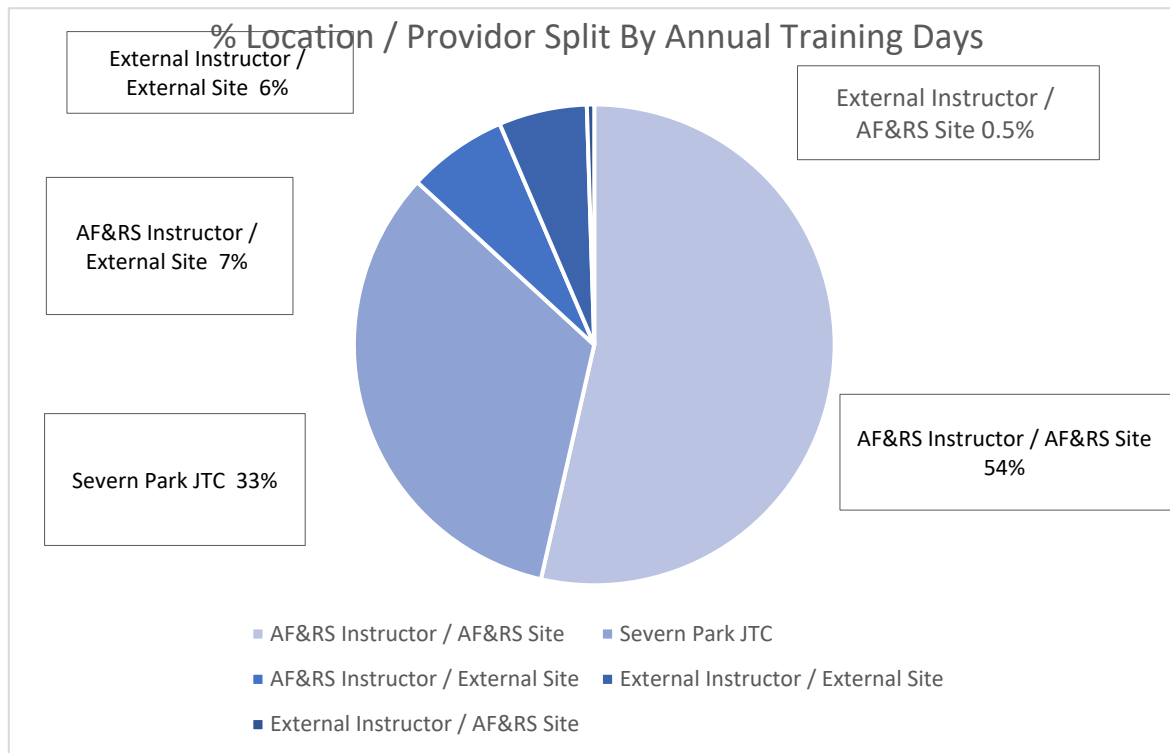
Department / Facility	Courses	Evolutions	Training Days
Severn Park	20	104	543
Operational Training	20	170	180
Driver Training Unit	6	136	436
Incident Command	13	212	136
Technical Rescue	33	104	218
HAZMAT	8	81	101
Total	100	807	1614

- 5.12 As an example a wholetime recruits' course at Severn Park is run twice a year (two evolutions) and is 70 training days in length, this equates to a total of 140 training days per year. Conversely, a road traffic collision operational response course is run twelve times per year (twelve evolutions) and is 1 training day in length, so takes a total of twelve training days per year. This analysis of service training excludes regular station-based training including MOST and any individual Station Capabilities as outlined in section 5.10 Station Based Training.

Percentage Split by Delivery Location / Provider

- 5.13 Training courses are either delivered at Severn Park, or by Specialist AF&RS Teams and external providers both at AF&RS and external sites. A breakdown of this is provided below:

Provider / Location	% by Course	% by Evolution	% by Training Days
Severn Park	20	13	34
AF&RS Instructor & Site	61	75	54
AF&RS Instructor / External Site	9	8	7
External Instructor / AF&RS Site	1	<1	<1
External Instructor / External Site	9	4	5
Total	100%	100%	100%



Future training provision development needs

5.14 There are a number of areas of training provision which require further development or access to alternative facilities in order to maintain our operational skills and competencies.

USAR

5.15 The Service currently has dedicated facilities for USAR at Hicksgate Fire Station, however these do not include all training requirements including a rubble pile, climbing wall and confined space facilities. We currently rely on neighbouring Services to allow us to use their facilities.

Technical Rescue

5.16 Technical rescue includes a number of specific requirements, where there are current gaps in provision of adequate training facilities, and we use external facilities to complete training, including:

5.17 Heavy Rescue

We currently travel to Lincolnshire Fire and Rescue to carry out instructor qualification, there is potentially space at Severn Park that could be developed to facilitate this and other ongoing heavy rescue competency training.

5.18 **Large Animal Rescue**

We currently use an external local site in order to complete this training, again creative use of space at Severn Park could be used to develop a bespoke area for animal rescue training.

Marauding Terrorist Attacks

5.19 This training is currently predominantly carried out at the Police's Black Rock Facility in Portishead.

Ship Firefighting

5.20 Currently there is no bespoke facility to deliver ship firefighting training within our Service, this is carried out utilising other training buildings which are not fit for purpose or designed for this activity, and also a limited programme of attendance at the Fire Service College where facilities are available.

Breathing Apparatus (BA)

5.21 Individual stations have no facilities to carry out station-based BA training and often have to use rooms and areas on the fire station in order to carry out exercises. They do this by using modified BA facemasks which restrict the users vision. This enables operational personnel to practice room searches but there are no facilities for confined space work.

Future Training Demand / Growth

New Recruits / Projected demand

5.22 Due to changes in pension arrangements and a high number of personnel reaching the end of their careers, there is an increase in the number of new recruit training schools required by the Service, with two per year currently being delivered. This requirement is projected to continue in the short term, with a likely increase in the medium term as staff on legacy pension schemes retire.

Changing Role of a Fire Fighter / Emerging Risks

5.23 The role of the firefighter has changed significantly due to a number of factors such as a change in risk e.g., terrorism, new technology, changes in legislation and societal expectation. It can be expected that this change to the role will continue and consideration will need to be given to 'future proofing' facilities and ensuring flexibility to ensure our training delivery can adapt to this and continue to provide the skills and competency our Service needs.

New Technologies

5.24 It is difficult to predict accurately how new technologies will affect training needs, however an example is the rise in the number of electric vehicles and lithium battery fires which require different methods of firefighting. As technology progresses so will the Fire Service response. A change of response will require a change in the training required and facilities needed to deliver this.

Flexibility in how our facilities can be used will be the essential to ensure that we are able to adapt effectively to advances.

Leadership

- 5.25 There will be a significant and ongoing increase in the amount of command leadership development required to be delivered by the Service with the requirement for Command Continuing Professional Development (CPD) which will affect all commanders from Crew Manager to Chief Fire Officer. Classroom or increased incident command facilities will be needed in order to facilitate this.

Growth in Third Party Delivery / Income

- 5.26 There is potential for the Service to use a facility such as Severn Park to generate third party income by delivering training for other Fire and Rescue Services, other emergency services or private companies. A large, dedicated training facility with multiple classroom spaces, and purpose-built accommodation and facilities clearly provides a significant opportunity should the Service want to develop this as a potential income stream.

Training Delivery Options - Summary

- 5.27 Five options (A-E) for have been considered for the delivery of Operational Training at the end of the current Severn Park PFI contract agreement which are briefly summarised below. Of the training delivery options considered, only one assumes the continued use of the SP site (Option E), the other four options assume that SP is handed back to the landowner (Bristol City Council) at the end of the PFI Contract.

A. Training Hub Delivery Model – AF&RS Estate

Use of the existing AF&RS Estate to provide training facilities across a range of sites. This option would require the expansion of facilities at Hicks Gate, further development of training capacity at locations where we are planning major development projects (e.g. Weston and) and assessment of capability for further development of a number of other AF&RS locations in order to provide the required capacity. There would also be some ongoing or potentially increased reliance on third party sites and instruction for aspects of training that cannot be accommodated on our own Estate e.g. due to space, planning, environmental permitting and attendee accommodation restrictions.

B. Blue Light Collaboration Delivery Model

Working with other Fire & Rescue Services and Blue Light partners in collaboration to share existing facilities and capacity, and jointly develop existing sites and facilities to meet facility and capacity needs. This option would also require ongoing use of third party/commercial sites such as the Fire Service College where capacity or specialist facilities do not already exist and need to be developed.

C. Outsourcing Delivery Model

Outsourcing Operational Training to a third part provider(s) on a commercial basis. This could include other Fire & Rescue Services, the Fire Service College and other commercial providers. This includes the potential for Babcock to continue operating Severn Park on a commercial basis after the PFI contract ends, if all PFI parties were in agreement.

D. New Site Construction Delivery Model

Develop a new Training Facility or a brownfield/commercial site within our Service area to provide a dedicated AF&RS central training facility. The scope of a new site would include the facilities currently provided by Severn Park and additional needs as outlined throughout in Section 5.

E. Severn Park Acquisition Delivery Model

Acquire Severn Park at the end of the PFI Contract Agreement (using the provisions of the PFI Contract Agreement and extended site Lease with Bristol City Council). This could be a sole AF&RS venture or in collaboration with one or more of the PFI partner Fire & Rescue Services if they have an ongoing interest in the facility.

Training Delivery Options – Considerations

Training Delivery Option	Advantages	Disadvantages
A. Training Hub – AF&RS Estate	<ul style="list-style-type: none"> - Bespoke solution providing the facilities we need within our Service area - State of the art facilities could be developed - Some opportunity to develop space at Hicks Gate and Weston sites subject to planning - Accessibility and travel time / cost for operational staff 	<ul style="list-style-type: none"> - Cost to develop - Timescale unlikely to be achievable - Lack of development space on existing sites (especially classroom and accommodation capacity) - Planning restrictions and permits especially for disruptive training facilities - Disruption to existing operational sites - Third party / outsourcing still required
B. Blue Light Collaboration	<ul style="list-style-type: none"> - Joint development can reduce costs (e.g. compared to Option A) - Strategic approach to training needs across the region and blue light sector which will support closer working, partnership and collaboration 	<ul style="list-style-type: none"> - Experience to date puts this on more of a commercial footing with limited cost efficiencies - Existing Blue Light facilities have limited or no Capacity (e.g. ASC Wilfred Fuller and South Wales FRS Cardiff Gate) - Other Fire & Rescue Services are in a similar position to AF&RS and are seeking

	<ul style="list-style-type: none"> - Could support future AF&RS Estate Rationalisation 	<p>to develop capacity in their service area to meet local needs</p> <ul style="list-style-type: none"> - Accessibility and travel time / cost for operational staff - Lack of flexibility to meet AF&RS needs - Vulnerability if collaboration is not successful and access to facilities is restricted - Differences in operation structure / crewing models (e.g. On Call Bias within Gloucestershire and Devon & Somerset FRS's)
<p>C. Outsourcing Delivery Model</p>	<ul style="list-style-type: none"> - Fire Service College capability, state of the art facilities and proven track record - May be an option to maintain use of Severn Park as an outsourced delivery model if Babcock have the opportunity and are interested in an ongoing commercial relationship which would provide continuity 	<ul style="list-style-type: none"> - Options are limited to the Fire Service College and other Fire & Rescue Services - No current viable commercial alternative – this would need to be developed (e.g. Babcock who currently provide the PFI Service at Severn Park and Cardiff Gate) - Ongoing revenue cost will be high and unpredictable

	<ul style="list-style-type: none"> - Training Staff costs could be reduced - No additional AF&RS Property Costs - Training Providers can offer 3rd party accreditation for courses 	<ul style="list-style-type: none"> - Accessibility and travel time / cost for operational staff
D. New Site Construction	<ul style="list-style-type: none"> - Bespoke solution providing the facilities we need within our Service area - State of the art facilities could be developed - Will provide flexibility, future proofing and the potential to develop for additional needs (e.g. office space) 	<ul style="list-style-type: none"> - Significant cost to develop including land acquisition - Timescale unlikely to be achievable to deliver a facility by 2028 - Limited land availability in service which is ready to develop without significant remediation costs
E. Severn Park Acquisition	<ul style="list-style-type: none"> - Fit for purpose ready to occupy facility, no immediate development needed - Potential for further development and flexibility to respond to additional training needs and 	<ul style="list-style-type: none"> - Clarity over intentions of other PFI Partners - Cost to maintain and run an additional facility as part of AF&RS Estate (although can be offset against estate rationalisation) - Additional Facilities Management Costs associated with operating a training facility

	<p>incorporating additional AF&RS functions (e.g. Headquarters)</p> <ul style="list-style-type: none">- Flexibility and potential for phased development of the site in future aligning to Capital Funding availability- Value for money – secures historic AF&RS investment throughout the PFI Contract- Avoids the demolition of a publicly funded facility at the end of the PFI Contract- Offers potential for collaboration with other FRS and Blue Light Partners- Potential for Estates Rationalisation and cost reduction- Potential for the development of a commercial training / conference opportunity and income generation	<p>(canteen, accommodation, specialist training buildings and facilities)</p> <ul style="list-style-type: none">- Impact on Carbon Footprint and Net Zero 2030- Bristol City Council long term intentions for the site and surrounding area could impact long term occupation / use.
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Impact on AF&RS Estates Strategy

- 5.28 Whilst the existing Severn Park JTC contract will provide for our training needs for just over 5 years, a decision and progress on the preferred option is vital in the short term in order to inform our wider Estates Strategy and priorities both now and longer term. If we need to provide additional training facilities throughout our existing estate by 2028, then work needs to commence now in order to ensure facilities are in place at the end of the PFI Contract. There are also wider implications on our strategy if we are able to consolidate further functions at a single site and consider any rationalisation of our Estate.

Provision of Training Facilities

- 5.29 Key existing sites that could provide additional capacity for training are:
- Hicks Gate Fire Station
 - Avonmouth Fire Station
 - Weston Fire Station (as part of redevelopment)
- 5.30 These sites all have yard space/grounds which could be developed subject to planning approval to provide new training structures and supporting facilities (e.g., classroom space). Whilst this isn't our preferred option, it is prudent to consider this as part of a potential back up plan (in addition to outsourcing) should we encounter any fundamental barriers in progressing the Severn Park Option.

Estates Capital Priorities

- 5.31 Our current Estates Capital Priorities remain as we have previously reported these are:
- 5.32 **Major Refurbishment of Bedminster Fire Station**
This project is at an advanced procurement stage with construction due to start subject to budget approval in 2023.
- 5.33 **Redevelopment of Bath Fire Station**
A significant effort to engage with other Blue Light Partners on a Tri – Service Scheme with Ambulance and Police has been made. However this has not resulted in a jointly funded tri-service facility on the Bath station site being feasible for a number of reasons. South West Ambulance Trust (SWAST) has confirmed they are not able to facilitate and we have recently been informed by the Police and Crime Commissioner that a collaborative scheme will not be progressed and they are looking at other options in the city. We already have a standalone Fire Station Design which meets our needs on the site. This will be reviewed including the potential for collaboration with Bath & North East Somerset Council over their CCTV control facility and can then subject to capital funding progress to a more detailed design phase and planning.

5.34 **Redevelopment of Weston Fire Station**

Following a review of potential alternative sites meeting our response standards, it has been determined that the preferred option for redevelopment or refurbishment of the Station is on the existing site, which also offers the potential for further training facility development should this be needed. We have a Fire Station Design which meets our needs on the site and, subject to capital funding, this can progress to a more detailed design phase and planning exploration before coming to AFA for approval.

5.35 In addition to these major projects, we are also prioritising the refurbishment of our On Call Stations to provide additional space for Changing and Bathroom Facilities, equipment and PPE storage, exercise and training facilities. A number of sites are also due to benefit from improvement to major building elements e.g., Roof Works, Replacement Boilers/Heat Pumps, Electric Vehicle Charging and additional Renewable Energy Generation.

6. **RISKS**

6.1 The fundamental risk associated with this report and its recommendation is the potential impact on our ability to effectively train operational fire fighters after the current PFI Contract for Severn Park JTC ends in 2028. Agreeing a preferred option for the ongoing provision of training will reduce this risk by allowing focussed work to be undertaken on the delivery of a Service wide project to secure the future of training for AF&RS for the long term.

6.2 There are also risks associated with the development of the preferred option, some of which have been highlighted in this report (Section 5 – Training Delivery Options and 7 Legal/Policy Implications). A detailed risk register will be produced as part of the next stage of work to develop this option, with mitigations identified and regular reviews undertaken to reduce any residual risks as far as possible before a final Business Case recommendation is brought back to the Fire Authority.

6.3 In addition to project specific risks, a number of existing Corporate Risks should also be considered. Key Corporate Risks and an initial identification of the potential impacts are summarised below.

Corporate Risk	Description	Impact
CR03 – Response and Rescue	To ensure our statutory responsibilities in respect of firefighting RTCs and other emergencies are achieved.	<ul style="list-style-type: none">- Recruitment and training of Fire Fighters- Specialist Training (e.g. MTA, Technical Rescue)

<p>CR04 – People Capacity, Capability, and Resilience</p>	<p>To enable the Service to recruit and retain experienced personnel and ensure sufficient capacity to meet statutory requirements and organisational priorities.</p>	<ul style="list-style-type: none"> - On Call and Whole Time Recruitment and training
<p>CR08 – Financial Capacity</p>	<p>To ensure the Service has the financial capacity to meet Authority and Government objectives.</p>	<ul style="list-style-type: none"> - Financial capacity for Major Projects and Estates Capital Priorities - Financial capacity for Operational Training
<p>CR16 – Health, Safety and Welfare (HSW)</p>	<p>To ensure compliance with wider statute and regulations applicable to Avon Fire & Rescue Service, in addition to statutory requirements within the Fire Services Act and the Fire Safety Order.</p>	<ul style="list-style-type: none"> - Training to ensure compliance with regulations, national guidance and best practice
<p>CR20 – Funding and Resource Pressures</p>	<p>The Fire Authority receives funding from Councils and central government.</p> <p>Sufficient funding is required to deliver its statutory obligations and key resource pressures.</p>	<ul style="list-style-type: none"> - Capital Programme - Efficiencies and Cost savings - Potential Estates Rationalisation
<p>CR21 – Environmental Compliance & Net Zero Carbon</p>	<p>To ensure compliance with all relevant Environmental legislation and regulations.</p> <p>To ensure pollution prevention and environmental protection in operational response</p> <p>To ensure the Service’s goal of Net Zero carbon emissions by 2030 is achieved.</p>	<ul style="list-style-type: none"> - Operational Training for Environmental Compliance and pollution prevention - Net Zero plan incl. energy efficiency, renewables, low carbon technologies - Impact of training facilities e.g. Carbonaceous burn

7. LEGAL/POLICY IMPLICATIONS

- 7.1 The Clerk has obtained initial legal advice for AF&RS on our legal options and potential liabilities at the end of the PFI Agreement; that legal advice is not provided as an exempt appendix to this paper (it is legally privileged), but the Clerk is happy to discuss its contents with Members separately.
- 7.2 The key details relating to the Severn Park Joint Training Centre are as follows:
- The PFI agreement between the three Fire and Rescue Services (Avon, Gloucestershire, and Devon and Somerset) was entered into with the original provider, VT Fire Training (Avonmouth) Limited on 29 March 2001 and related to the design, build, finance, and operation of fire training facilities at the site in Smoke Lane, Avonmouth.
 - VT Fire Training (Avonmouth) Limited has subsequently changed its name to Babcock Fire Training (Avonmouth) Limited; they are known as the PFI 'Provider'.
 - The three Fire and Rescue Services entered into a Joint Use Agreement on 29 March 2001 (subsequently amended) to record their mutual commitments, such as their respective rights to use the Centre and to use the services and to confirm their respective financial contributions.
 - The Joint Use Agreement sets out the Fire and Rescue Services 'usage' of the site and agreed proportion of costs; Avon is the majority partner, as it agreed to pay a 50% proportion of the costs, providing it with 50% usage, the other two fire services each pay for a 25% proportion.
 - The Services receive financial support in the amount of £9.5M from the Home Office by way of PFI Credits throughout the PFI term.
 - The site on which the training centre is built is owned by Bristol City Council, who granted the Provider a lease to the site; the term of the lease is 35 years from 14 March 2003, therefore expiring on 13 March 2028. The Provider has a right to break the lease at any time after 25 years by giving 12 months written notice to the Council.
 - The Council may, under the lease, require the tenant to demolish some or all of the buildings at the end of the 35-year term (clause 3.7 of the lease dated 24 July 2003). This obligation/risk will be assumed by Avon, if it takes an assignment of the lease.
 - The PFI agreement itself expires 25 years from the date on which the building works were certified, and we are informed that the expiry date is therefore 31 March 2028.
 - The Joint Use Agreement is 'co-terminus' with the PFI and expires on the same date as the PFI.

- 7.3 The legal advice explains that in a number of areas the contractual position is unclear and therefore discussions and agreements would need to be commercially agreed between the parties, however, the Joint Use Agreement does not provide for any payment on expiry of the PFI to the Provider or service partners, save for addressing the ownership of the balance of any monies retained in an 'Equalisation Fund' (into which the Authorities pay for the purposes of making payments under the PFI).
- 7.4 The PFI will automatically expire on the Expiry Date (31 March 2028) without the need to give any notice. However, the Services are required to notify whether they (or any one of them) wish to take an assignment of the lease not later than 9 months before the expiry date i.e., **no later than 31 June 2027**. The Provider is obliged to formally enquire whether the Authorities wish to take an assignment of the Lease no later than 15 months prior to the end of the expiry date i.e., no later than 31 December 2026.
- 7.5 The Chief Fire Officer/Chief Executive has already corresponded with the PFI Provider and Service partners in an attempt to establish their future intentions in relation to the site. Also, initial dialogue with Bristol City Council has indicated a willingness to consider assignment of the lease and potentially an extension of the lease term. More detailed discussions and negotiations will need to take place with all the parties, supported by legal advice, once Members have identified their preferred option for future training provision.

8. BACKGROUND PAPERS

n/a

9. APPENDICES

1. AF&RS Training Courses
2. Courses Provided by Severn Park
3. Glossary

10. REPORT CONTACT

Matt Peskett, Area Manager Learning and Development, Ext 573

Simon Richards, Property Services Manager, Ext 214

Appendix 1 – AF&RS Training Courses

BA/CFFT	Reserves CPD	
BA/CFFT O/C	RTC DAS	Hot Cutting Operator
RTC	BA DAS	MPV Operator
Ops Response	HAZMAT DAS	MPV Operator Refresher
RTC Ops Response O/C	NFS O/C	Hook Lift Operator
HAZMAT Awareness	NFS W/T	Hook Lift Op. Refresher
Recruits O/C	Heavy Rescue Instructor	USAR 2
Recruits W/T	Heavy Rescue Refresher	HDIM1
BA Instructor	Bariatric Instructor	HDIM2
RTC Instructor	Bariatric Rescue	HDIM3
ICL1	Bariatric Inst. Refresher	HDIM CPD
HAZMAT Supervisory	Rope Rescue Instructor	HMA CPD
AET	RR Operator	MTA Acquisition
CET	RR Inst. Refresher	MTA Non-specialist
NEBOSH	RR Inst. CPD	MTA Refresher & NILO
IOSH	RR Inst. Requal	IC Ops QA Supervisory
Retirement	TTL Instructor	IC Ops QA Middle
Coaching and Mentoring	TTL Operator Refresher	IC Ops QA Strategic
ILM3	TTL Instructor Refresher	L1 Promotion
ILM5	TTL Inst. CPD	L2 Promotion
LGV Basic	TTL Instructor Requal	L3 Promotion
BTACC Weekdays	Large Animal Rescue	SMMI
BTACC Weekends	LAR Refresher	GMMI
RTACC Instructor	Swift Water Rescue L1	L1 Development Day
Trauma CPD	SWR L1 Refresher	L1 CPD Days
Tac Vent Initial	SWR L2	JESIP Commanders
Tac Vent	SWR L2 Refresher	IC DAS
Tac Vent Weekends	SWR L3	IC XVR at SPTC
Simulation Assurance	SWR L3 Refresher	ERDC Initial W/T
Simulation Assurance	Urban Search & Rescue 1	ERDC Initial O/C
O/C	USAR SWAH	ERDC Refresher W/T
BA Instructor	USAR LACE	ERDC Refresher O/C
BA Instructor CPD	USAR Confined Space	ERDB Initial
RTC Instructor CPD		ERDB Refresher
Reserves Initial		

Appendix 2 – Courses provided by Severn Park

BA/CFFT

BA/CFFT O/C

RTC Ops Response

RTC Ops Response O/C

HAZMAT Awareness

Recruits O/C

Recruits W/T

BA Instructor

RTC Instructor

ICL1

HAZMAT Supervisory

AET

CET

NEBOSH

IOSH

Retirement

Coaching and Mentoring

ILM3

ILM5

LGV Basic

Appendix 3 – Glossary

AET	Award in Education and Training
BA	Breathing Apparatus
BTACC	Basic Trauma and Casualty Care
CET	Certificate in Education and training
CFFT	Compartment Fire Fighting Training
CPD	Continued Professional Development
DAS	Development Application Session
ERD	Emergency Response Driving
GMMI	Group Manager Managing Incidents
HDIM	Hazardous Detection Identification and Monitoring
ICL 1 to 3	Incident Command Level 1 to 3
IC OPS QA	Incident Command Operational Quality Assurance
IOSH	Institute of Occupational Safety and Health
JESIP	Joint Emergency Services Interoperability Protocol
LACE	Line Access Casualty Extrication
LAR	Large Animal Rescue
LGV	Large Goods Vehicle
MOST	Maintenance Of Skills Training
MTA	Marauding Terrorist Attack
MOC	Maintenance Of Competencies
MPV	Multi-Purpose Vehicle
NEBOSH	National Examination Board in Occupational Safety and Health
NILO	National Interagency Liaison Officer
NFS	National Fire Service
O/C	On Call
RTC	Road Traffic Collision
RTACC	Rescue Trauma and Casualty Care
SMMI	Station Manager Managing Incidents
SWAH	Safe Working At Height
SWR	Swift Water Rescue
TACVENT	Tactical Ventilation
TTL	Turntable Ladder
USAR	Urban Search and Rescue
W/T	Whole Time
XVR	A trade name for a computer simulation tool