

ACT Emergency Services Agency Freedom of Information Schedule

FOI Request – Brendan Smyth

Site Selection at Fairbairn for the new ESA Headquarters

File Number: 08/16631

File Name: Property Management – Planning – Emergency Services Agency (ESA) – Fairbairn Project – Accommodation Requirements

Folio Number	Description	Date	Status	Reason for Exemption
1-7	Ministerial Minute – Emergency Services Agency – Accommodation Option	23/04/2007	Full Release	
8-15	Email from Robert Carter to Greg Williams – Subject: 07.04.23 Briefing Fyshwick mattersrnc1 – Emergency Services Agency – Accommodation Option	23/04/2007	Full Release	
16-40	Discussion Papers – ESA Headquarters and Support Complex Fairbairn Supporting Plan	31/05/2007	Full Release	
41	Email Robert Carter to Gregor Manson and Greg Williams – Subject: Meeting on ESA plans	18/07/2007	Full Release	
42-90	Draft Ministerial Brief and accompanying Draft Cabinet Submission – Accommodation Arrangements for the Emergency Services Agency (ESA) and the Office of Regulatory Services (ORS)	29/06/2007	Exempt	Section 35 Executive Documents
Total Documents: 5				4 x Full Release, 1 x Exempt

Williams, GregK

From: Carter, Robert
Sent: Wednesday, 18 July 2007 2:06 PM
To: Manson, Gregor; Williams, GregK
Subject: Wednesday Meeting on ESA plans

Gregor some dot points for issues on which more detail is needed; you will need to compare with your own notes in case I missed anything.

TAMS are looking at the plans regarding the roads improvements and the timing;

- ESA need to provide details on impact on service response capability of not having a second road
- ESA need to provide details on the removal of crews from the response area to Fb for training logistics or admin
 - How many visits are made to HQ on any given day by crews. How many officers are involved in training at the site (for how long?)
- Response delays what is the effect of the delays in terms of additional trime (on a graduated approach eg. 70% at current timing, 10% at an additional 5 Mins, 10 % at additional 8 Min, 10% at 10 or more minutes) what is the consequence of this in terms of these marginal extras.
 - What are the amelioration issues extra crews - how ill that help
 - Reduce services in come areas to secure the current response for redefined core areas .

Access to workshop services

- ESA need to provide information on how often vehicles (by type) will be out of service for routine matters and what is the impact. Can you outsource the maintenance and at what cost for 24/7 service

Establishing satellite for specialist vehicles, duty managers, and DOs

- What is the frequency that takes these people out to emergency site?
- What is the mapping of this type of incident, ie what type of incidents is this response required for? How often does it occur annually?

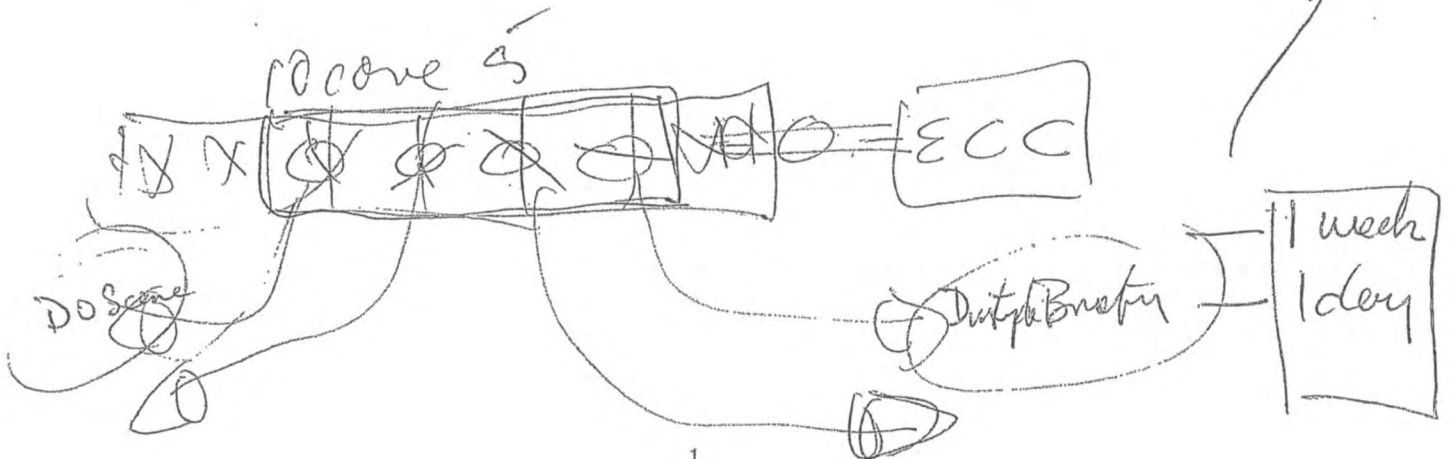
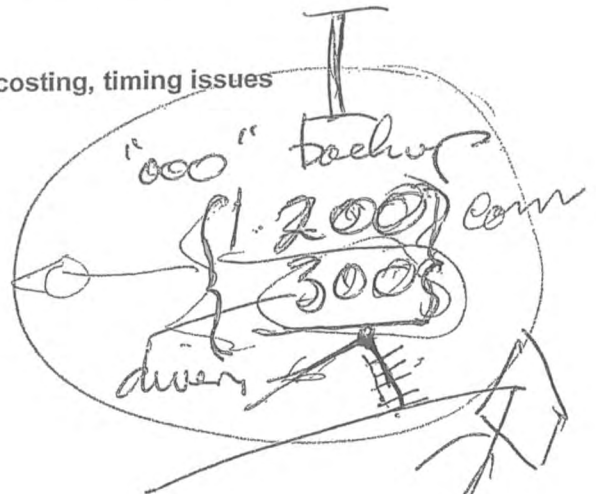
The communications issues

- Who said we need to do this? (eg Telstra) what are the costing, timing issues

Bob

Robert M Carter
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ACT Department of Justice and Community Safety
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Canberra City ACT 2601

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ESA HEADQUARTERS AND SUPPORT COMPLEX - FAIRBAIRN

SUPPORTING PLAN – (SUBJECT)

1. Situation

- a. Purpose
- b. Objectives
- c. Agencies involved

1. Mission

- a. Aim
- b. Objectives
 - i. Outputs
 - ii. Outcomes

1. Execution

- a. General Outline
- b. Activities
- c. Coordination

1. Administration and Logistics

- a. Budget
- b. Facilities
- c. Logistics support
- d. Security
- e. ICT

1. Command and Control

- a. Responsibilities
- b. Communications
 - i. External
 - ii. Internal
- a. Reporting
- b. Review

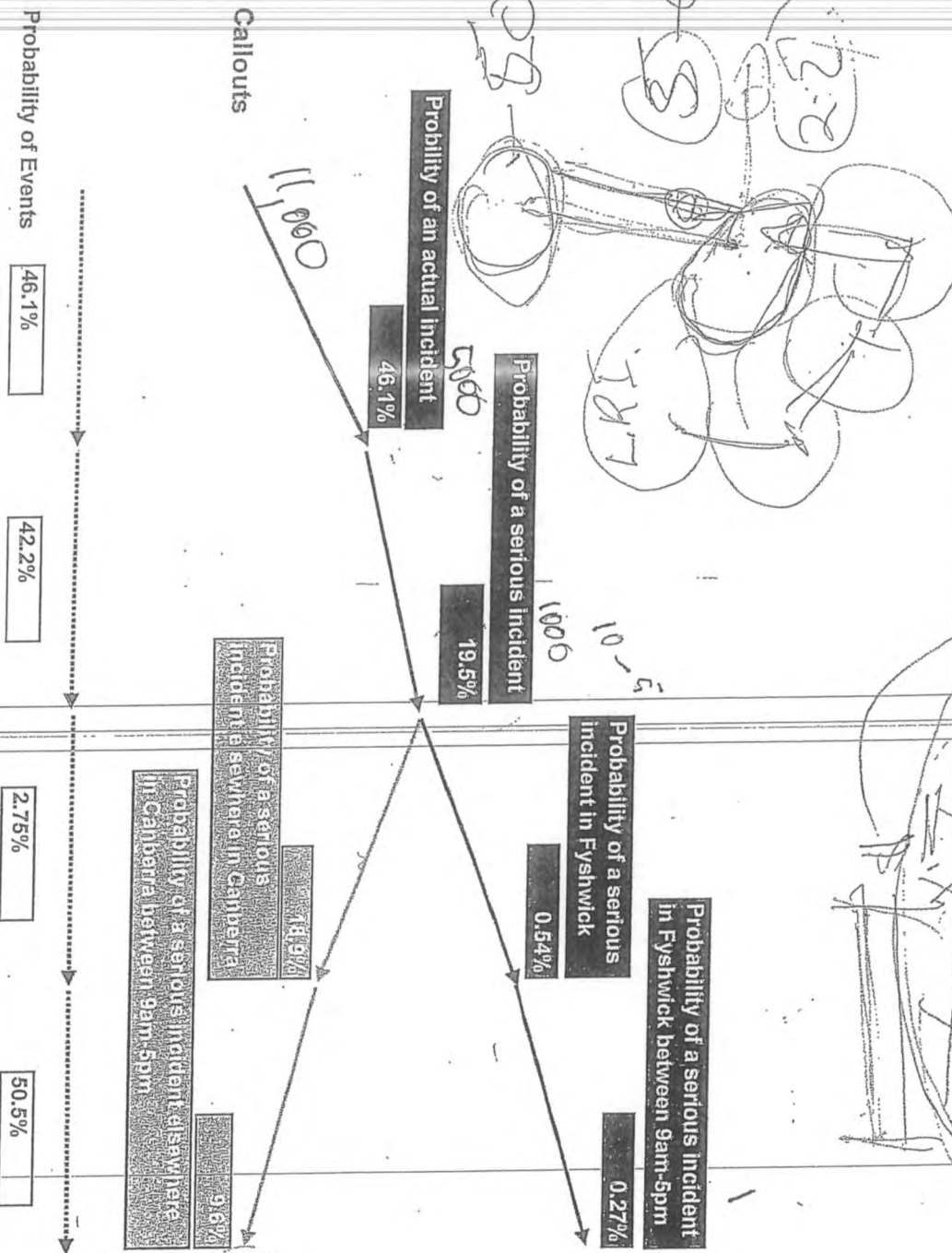
ESA HEADQUARTERS AND SUPPORT COMPLEX - FAIRBAIRN

Serial	Building	Comments / Usage / Etc
1	Hanger 48 (existing) ASOC	<ul style="list-style-type: none"> • Street address: 4 Point Cook Ave • Location of RFS HQ • Includes: Offices / meeting rooms / ICC East / hanger space
2	Building 65 (existing) ESA Simulation and Training Centre	<ul style="list-style-type: none"> • Street address: 40 Laverton Ave • Planned location - People & Development Branch • Simulation / Training Centre
3	Building 297 (existing) ESA Training Rooms	<ul style="list-style-type: none"> • Street address: 8 Pearce Ave • Training Rooms • Location for SES - (HQ Unit) • Interim transition space for ESA pers moving but without suitable permanent accommodation
4	Building 183 (existing) ESA Support Centre	<ul style="list-style-type: none"> • Street address: 17-19 Amberly Ave • Planned location <ul style="list-style-type: none"> ○ ACT Fire Brigade HQ ○ ESA Emergency Management (Capability) Directorate incl: Director, Projects, Facilities, Fleet Management ○ Snowy Hydro Southcare Trust Fund - offices ○ ESA Community Shopfront ○ ESA Specialist Operations Taskforce (Combined ACTFB & ACTAS function)
5	Building 53 (existing) Logistics Centre	<ul style="list-style-type: none"> • Street address: 17-19 Point Cook Ave • Location: ESA Logistics Centre & Workshops
6	Building 207 (existing)	<ul style="list-style-type: none"> • Street address: 20 Amberly Ave • CBR / HAZMAT Maintenance Facility
7	Building (existing) Special Operations Annex	<ul style="list-style-type: none"> • Street address: Amberly Ave • CBR/HAZMAT Maintenance facility
8	Headquarters (new)	<ul style="list-style-type: none"> • Street address: 15 Amberly Ave • Planned location <ul style="list-style-type: none"> ○ Commissioner & Executive support

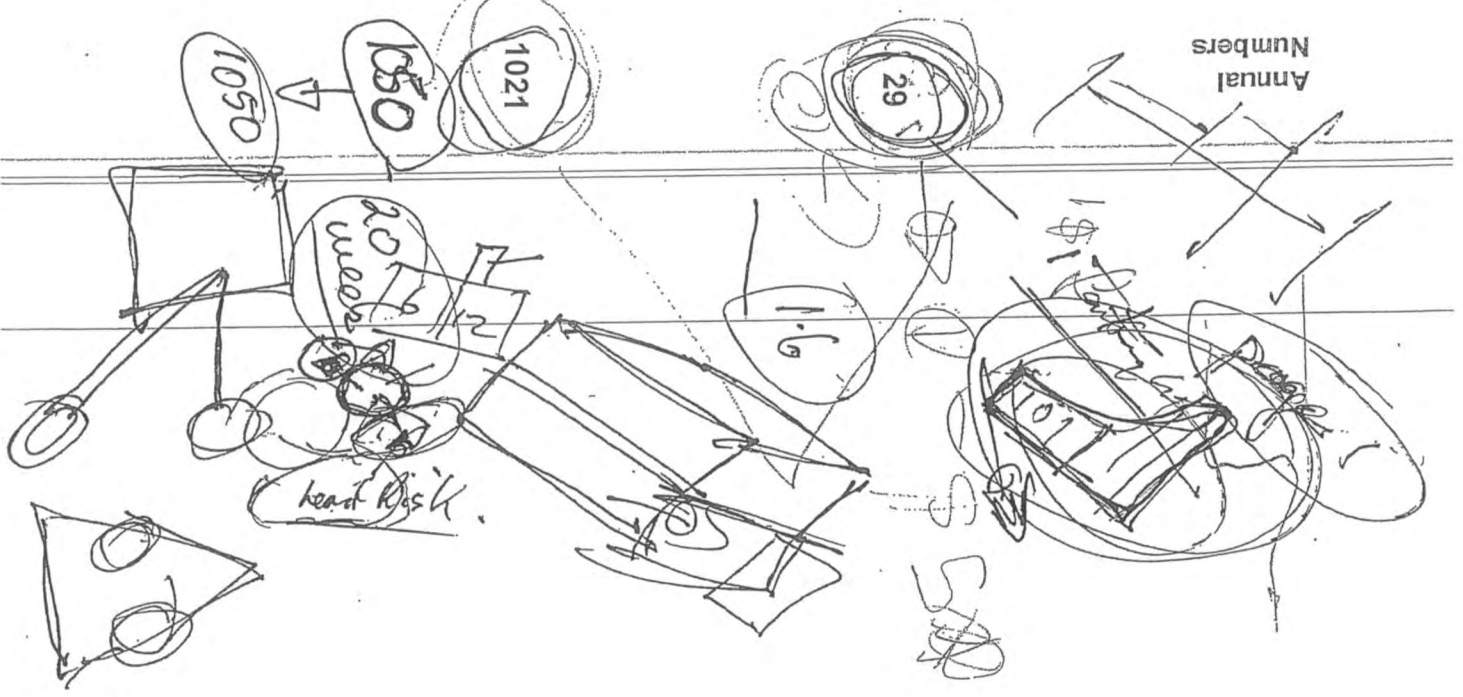
ESA HEADQUARTERS AND SUPPORT COMPLEX - FAIRBAIRN

		<ul style="list-style-type: none"> ○ SES HQ ○ ACTAS HQ ○ CFO Organisation ○ Emergency Management incl: Asst Commissioner, JOPs & Risk, Media, EIC. ○ Emergency Coordination Centre ○ Communications Centre ○ (Possibly Intact Data Centre – TBC)
8	Specialist Outdoor Training Centre (new)	<ul style="list-style-type: none"> ● Street Address: Off northern road ● Specialist training functions incl: <ul style="list-style-type: none"> ○ Training rooms & support functions ○ Hotfire training (incl: gas fired & carbon fires) ○ Fire training tower ○ Smoke training facility ○ Urban search & rescue (engineered rubble pile) ○ Trench rescue ○ Vehicle rescue ○ Roof training (tarping, etc)

PROBABILITY TREE FOR A SERIOUS FIRE INCIDENCE/IN FYSHWICK



Annual Numbers



IMPLEMENTATION OF SUPPLEMENTARY REVISED PROCUREMENT PROCESSES AND DELEGATIONS (DRAFT 26 April 06)

For implementation from 26 April 2006 for remainder FY 2005/06.

(Please Note: below delegations subject to funds available within branch budget otherwise subject to Commissioner Approval)

	Description	Project Code	Requesting Authority	Funding Certification	Approving Authority	Procurement Action
Fairbairn Precinct	<ul style="list-style-type: none"> • Fairbairn Projects: • Fairbairn Relocation Expenses • Fairbairn ESA Support Centre • Fairbairn ESA EM Logistics Centre • Fairbairn ESA Logistics Annex • Fairbairn ESA Specialist Outdoor Training Centre • Fairbairn ESA Headquarters • Fairbairn ESA Simulation and Training Centre • Curtin HQ "Make Good" Expenses • Fairbairn ESA Air Support Operations Centre • Fairbairn/JESTA/HQ (old code) 	<ul style="list-style-type: none"> 3333 3334 3335 3336 3337 3338 3339 3340 3509 3137 	CO/ Br Head	CFO	AC (EM)	EM Branch

Note: Each Service area is to code expenditure relating to their area of the Fairbairn move to their cost centre and use the appropriate project code related to each complex.

Note: All purchases are to be submitted to AC(EM) prior to committing funds for approval

330 35

Fairbairn

2003-04 Recurrent	Old P/Code	New P/Code	Project Manager	2003-04 Budget Allocation	2003-04 Ending Cash Balance Transfer	2004-05 Ending Balance	Funds spent in 2005-06	2003-04 Draw down	2004-05 Draw down	Balance to Draw down	Balance of Funds in Ledger	Total Funds Spent	2005-06 Forecast Balance	Comments	Physically Complete	Financially Complete
2003-04 Recurrent																
Air Support Ops Centre (ASOC) - RFS		3509	S Ayling	0	0	400,000	89,791	0	0	0	307,161	89,791	284,452	ASOC lease and signage	No	No
Fairbairn Relocation Expenses		3333	S Ayling				3,048					3,048				
Curtin HQ "Make Good" Expenses		3340	S Ayling													
Aerial Fire Fighting Strategy		3503	RFS	902,000	760,660	0	0	760,660	0	0	307,161	92,839	284,452	Used for Fairbairn expenses		
**\$260,660 not able to quarantine between 2003-04 and 2004-05 - therefore reduce \$760,660 to \$400,000																
2005-06 CAPITAL																
2005-06 CAPITAL																
Roll-over HQ and JESTC funding (Fairbairn)	X111	3137	S Ayling	954,000			35,852		21,959	932,141	753,563	35,852	600,000	Some of \$35k need to attributed to other project codes for Fairbairn	No	No
Air Support Ops Centre (ASOC) - RFS		3509	S Ayling				144,354					144,354		Recommended capital expend for RFS - ASOC		
Fairbairn ESA Support Centre		3334	S Ayling													
Fairbairn ESA Logistics Centre		3335	S Ayling													
Fairbairn ESA Logistic Centre Annex		3336	S Ayling													
Fairbairn ESA Specialist Outdoor Training Centre		3337	S Ayling				15,030					15,030		Rollover of \$600k to 2006-07		
Fairbairn ESA Headquarters		3338	S Ayling				5,200					5,200				
Fairbairn ESA Simulation and Training Centre		3339	S Ayling	954,000			200,437		21,959	932,141	753,563	200,437	600,000			

ESA PERSONNEL MOVEMENTS

Location / Element	Phase 1 (By end May 06)			Phase 2 (By end Sep 06)			Phase 3 (By end Dec 06)	
	Curtin	Sim Centre (65)	Trg Centre (297)	Support Centre	Logistics Annex	Special Ops Annex	Support Centre	Logistics centre
Fyshwick								
PLS / MC	TBC							
EM (Cap)			interim move	Lower west				
Fleet			interim move	Lower west				
Snowy Hydro			interim move	Lower East				
AC (PD)		Permanent						
JESTA		Permanent						
Curtin								
SES HQ Unit			Permanent (west)					
HR		Permanent						
Risk (Demountable)								
Media			HR or ex ACTAS area					
JOPs			Remain					
			Ex RFS, HR & ex ACTAS Area)					
EM (Comms) (Demountable)			JOPs area					
EM (Cap)-Fac				Lower west				
FB HQ				Top Floor				
FB Special Ops (Fysh)						TBD	Rear	
ACTAS Special Ops							Rear	
Workshop Kambah								TBD
Log Centre (Egan Crt)								TBD

ESA HEADQUARTERS AND SUPPORT COMPLEX: FAIRBAIRN PRECINCT - PLANNING SUMMARY 16 MAY 06

Phase	ESAHQ InTACT DC	SOTC	Sim Centre	Trg Centre	Spt Centre Office(O) Special	HAZMAT Annex	Log Centre	Log Annex	ASOC
Precinct Functional Plan <i>who is going where.</i>	CAG May 06	CAG May 06	CAG May 06	CAG May 06	CAG May 06	CAG May 06	CAG May 06	CAG May 06	CAG May 06
Building Functional Plan <i>As above (with Hcl). Baffle:</i>	AC PD AC EM. Jun 06	AC PD Jul 06	AC PD N/A	AC PD CO SES <i>College</i> N/A	CO FB SHSC May 06	CO FB May 06	AC EM May 06	AC EM May 06	CO RFS CO RFS
Building Design Brief • Incl catering, fitness	GMB InTACT Aug 06	GHD? Oct 06	N/A	N/A	GMB? CapAirGp Jun 06(O) Jul 06 (S)	GMB? Jul 06 (S)	CMM ? CW Hartex Jul 06	CMM ? CW Hartex Jul 06	CO RFS
Building Costed Plan • Fit out • ICT	PS? Sep 06	PS? Nov 06	N/A	N/A	PS? Jul 06(O) Aug 06 (S)	PS? Aug 06 (S)	PS? Aug 06 (S)	PS? Aug 06 (S)	CO RFS
Building Construction • base building • services • fit out	CapAirGp? InTACT Jun 07	GHD? Jun 07	CapAirGp InTACT May 06	CapAirGp InTACT May 06	PS? InTACT Sep 06(O) Dec 06(SP)	PS? InTACT Dec 06	PS? InTACT Dec 06	PS? InTACT Dec 06	CapAirGp InTACT Nov 05
Building Occupation • staging plan • business continuity • relocation	Jun 07	Jun 07	May 06	May 06	Feb 07	Dec 06	Dec 06	Dec 06	Nov 05
Building Operational • systems • plans and procedures	Jul 07	Jul 07	Jun 06	Jun 06	Feb 07	Dec 06	Feb 07	Feb 07	Dec 05
Closure of Previous Area • handback • disposal	Aug 07	N/A	May 06	N/A	N/A	N/A	Mar 07	Mar 07	May 06

**FAIRBAIRN MOVE
TABLE OF SUPPORTING PLANS (as at 18 May 2006)**

Plan	Responsibility	Status	Completion Date	Published
1. Parking	David Knight Jan Dachs Dave Ingram			
2. Transportation	David Knight Jan Dachs Dave Ingram			
3. Security	ESA Security Working Group led by Bren Burkevics			
4. Mail Services	I Bennett (Dale McNeill, Chris Lenihan and Lee Shephard looking at current processes)			
5. Catering	Dale McNeill (Chris Wagner and Steve Mitchell to have input and assist with coordination)			
6. Health & Fitness	Kerrie Wilmot			
7. Amenities	Overall coordination currently unallocated (previously M Hodsdon)			
	<ul style="list-style-type: none"> • Golf • Childcare Centre • Rewards Card 			



ACT Fire Brigade Operational Response Isochrone

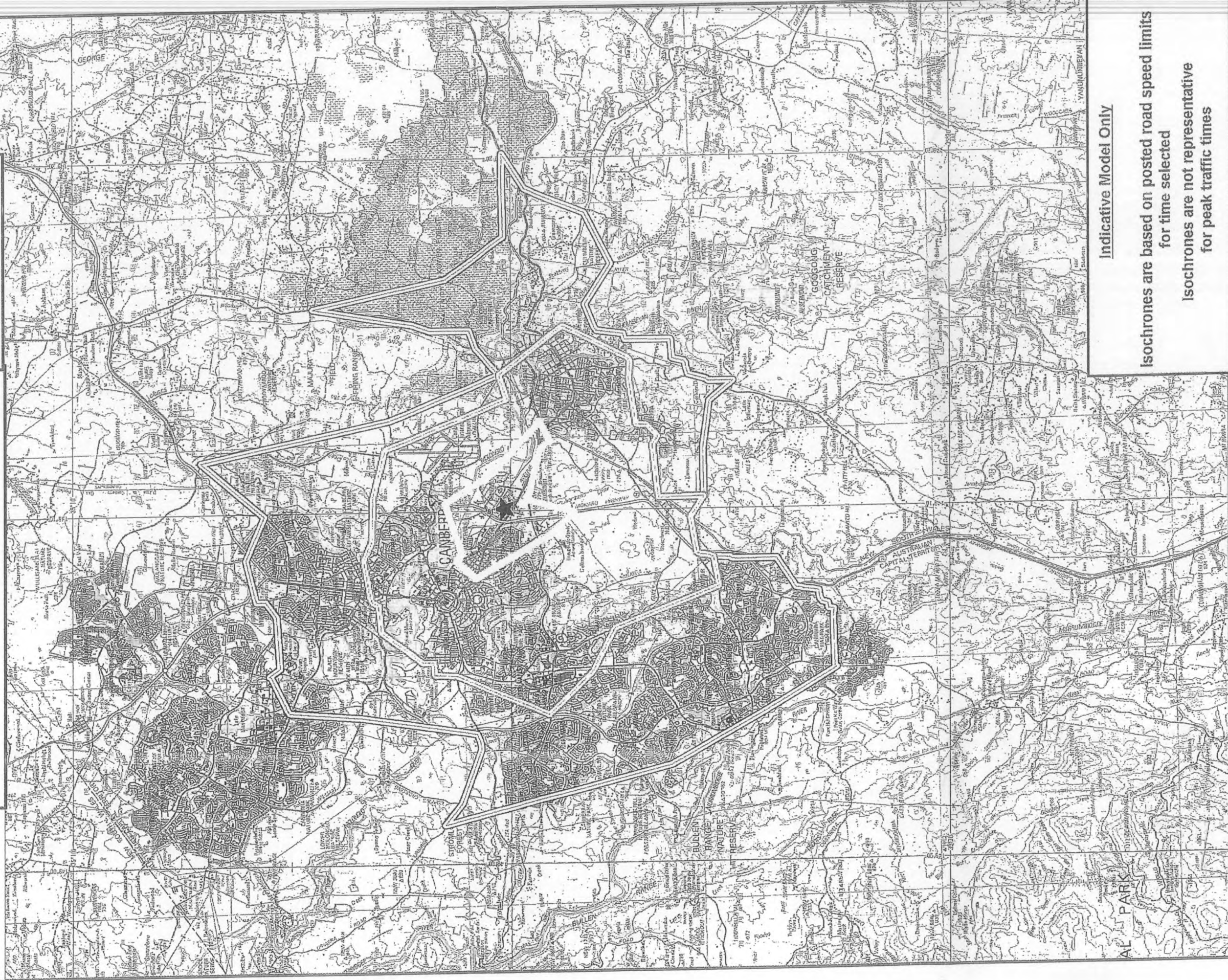
Location: 255 Canberra Avenue, Fyshwick

Time Parameter: 5, 10, 15 Minutes
(Includes 2 Minute Call Collection and Mobilisation Time)

5 Minutes

10 Minutes

15 Minutes



Indicative Model Only

Isochrones are based on posted road speed limits for time selected
Isochrones are not representative for peak traffic times



ACT Fire Brigade Operational Response Isochrone

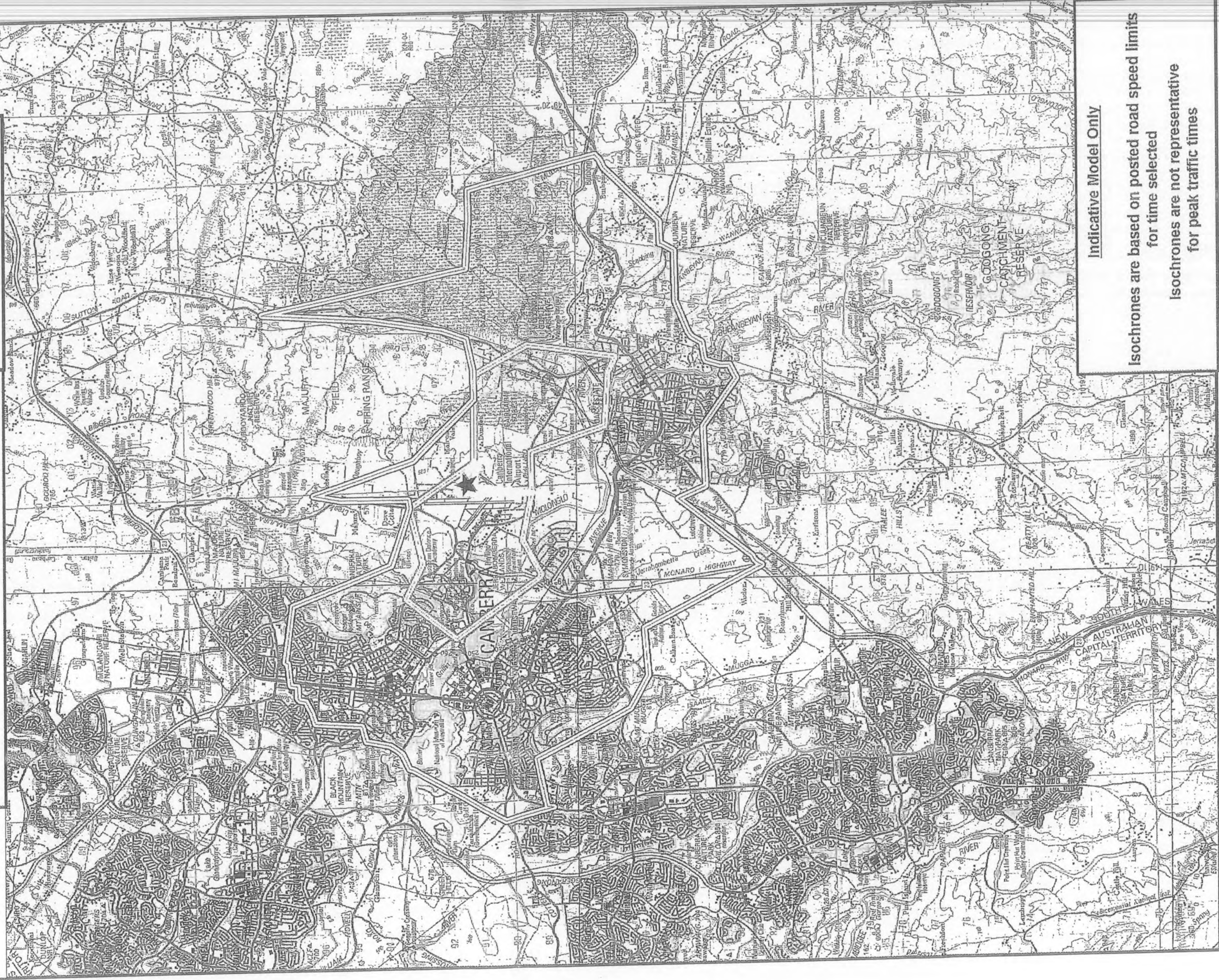
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Time Parameter: 5, 10, 15 Minutes
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15 minutes



Indicative Model Only

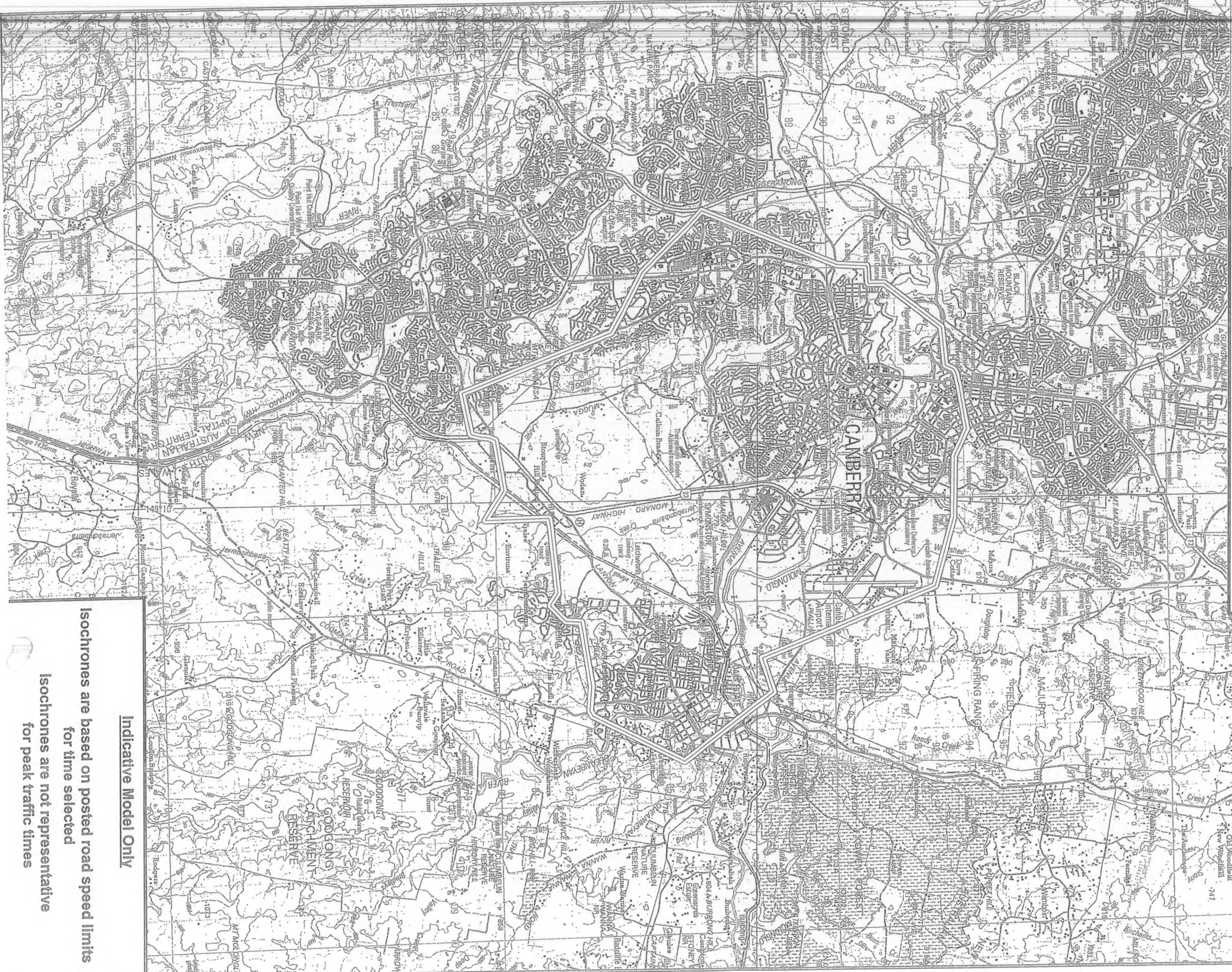
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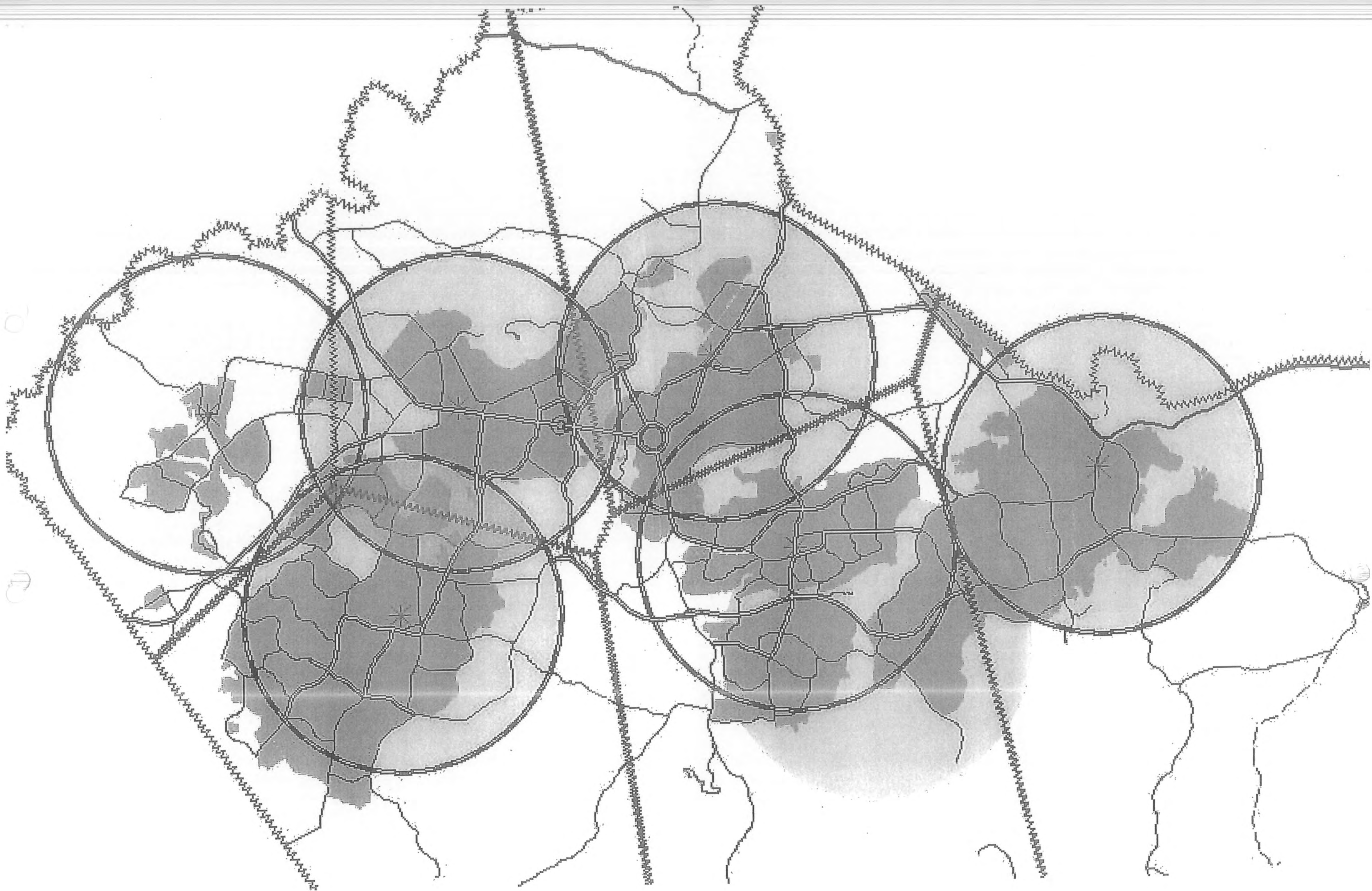
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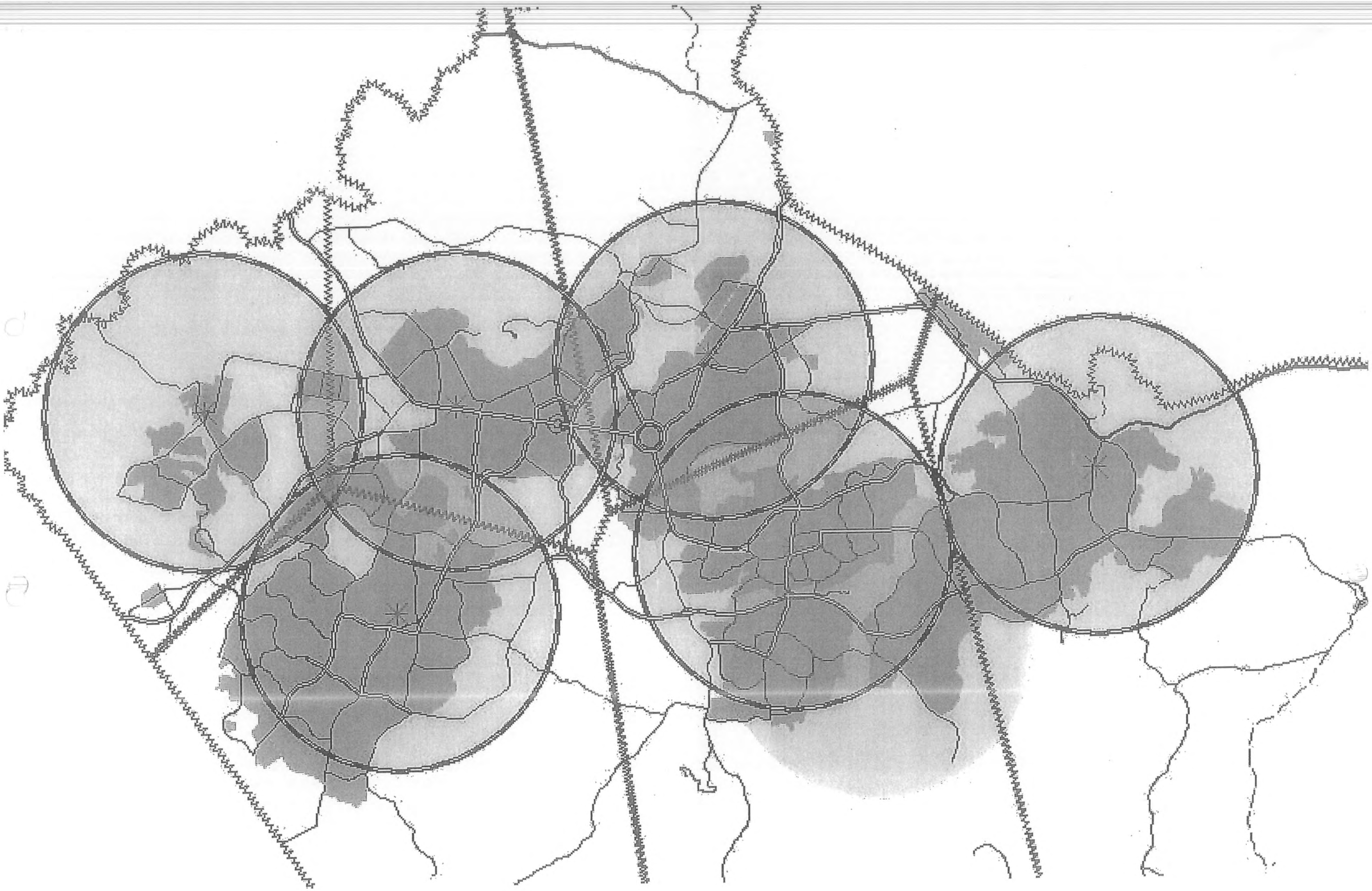
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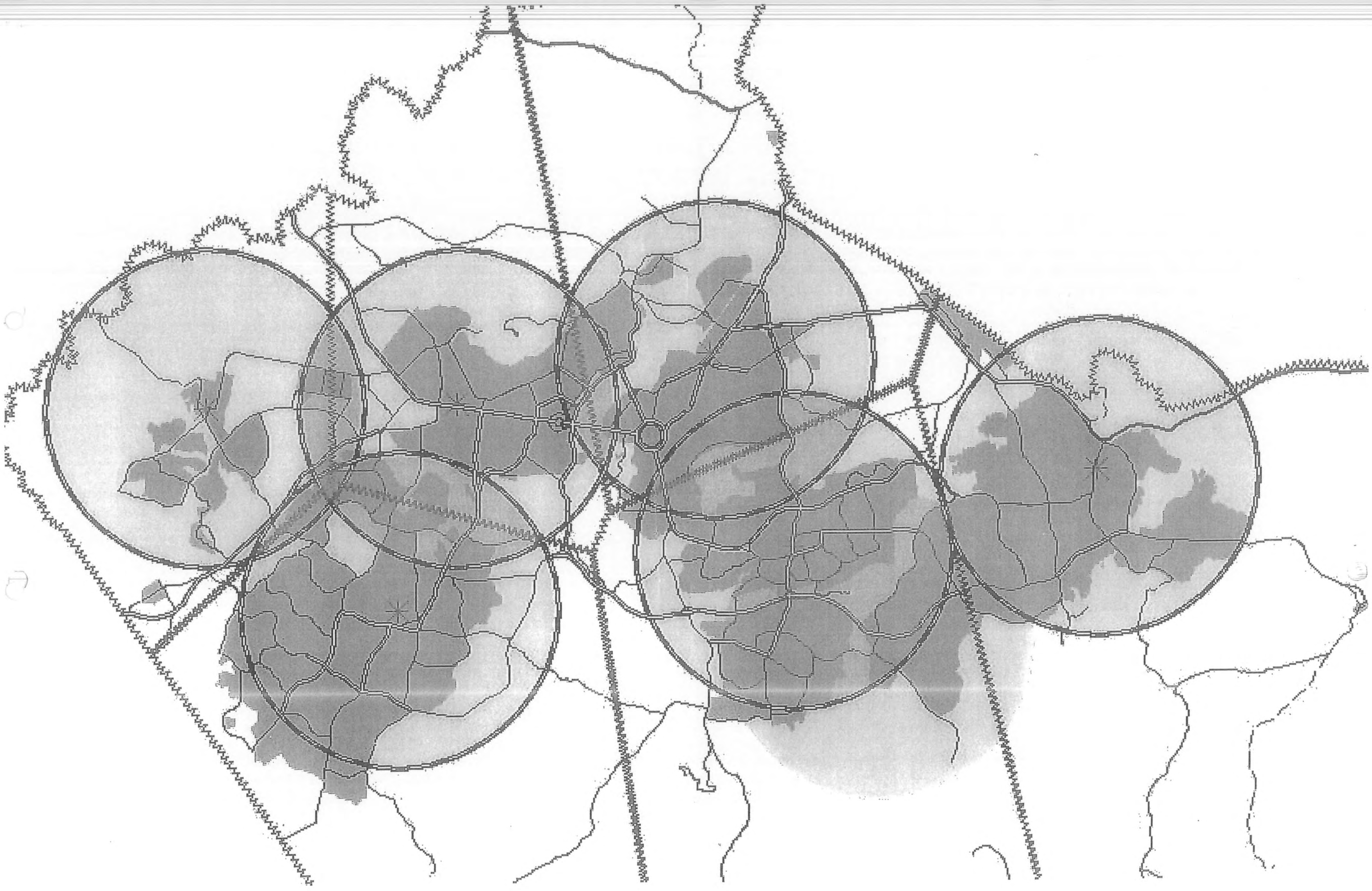


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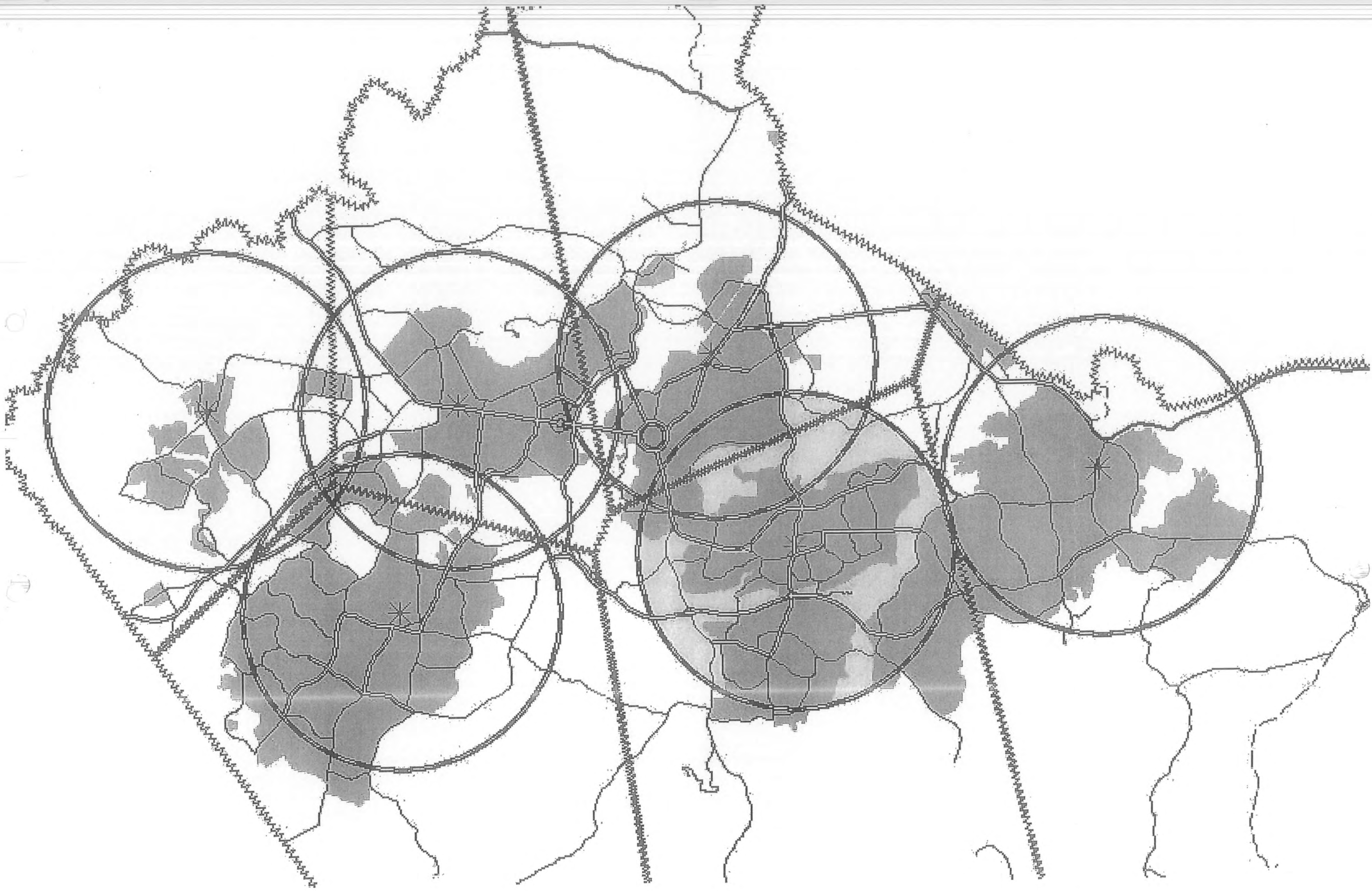


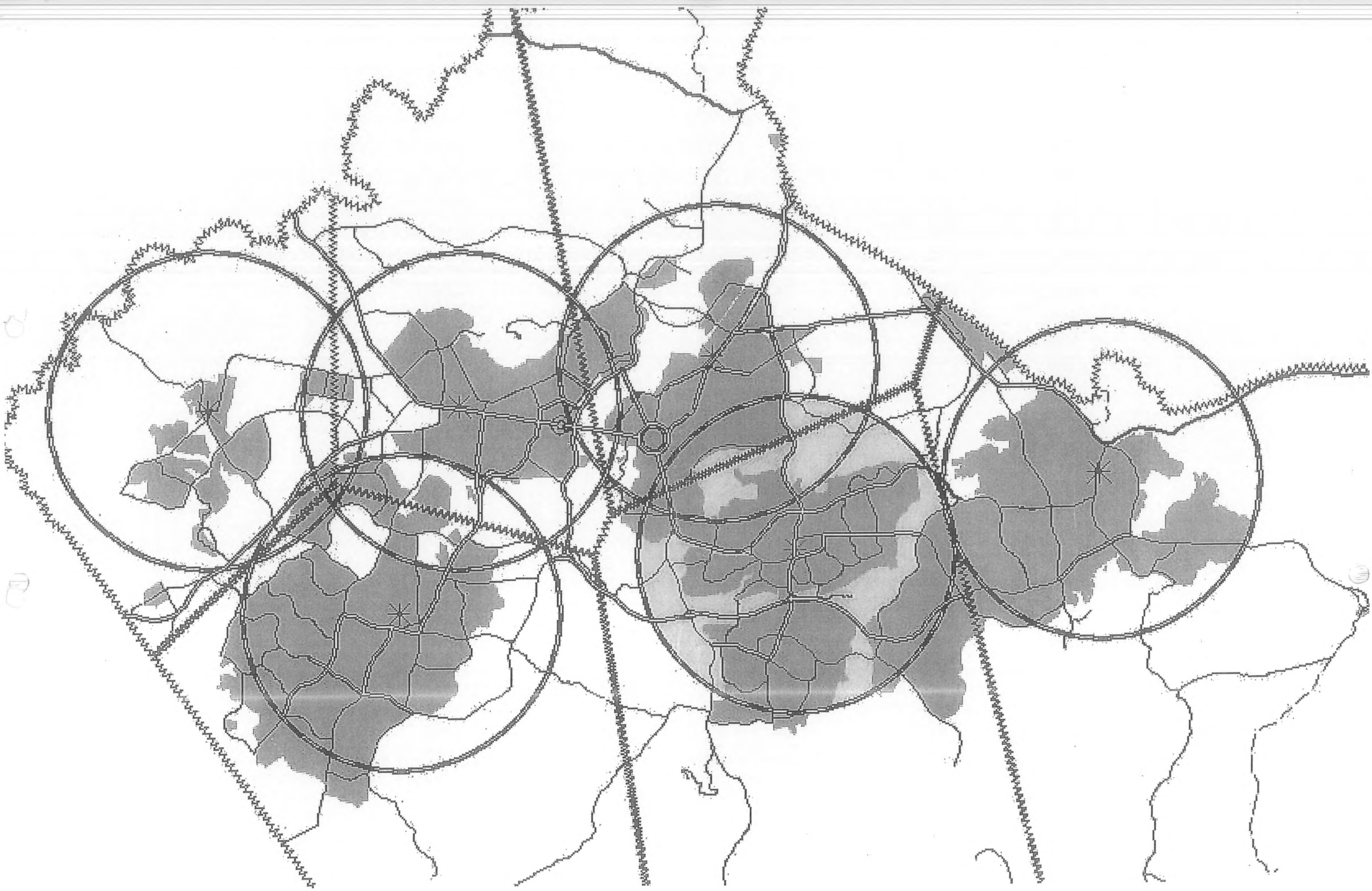
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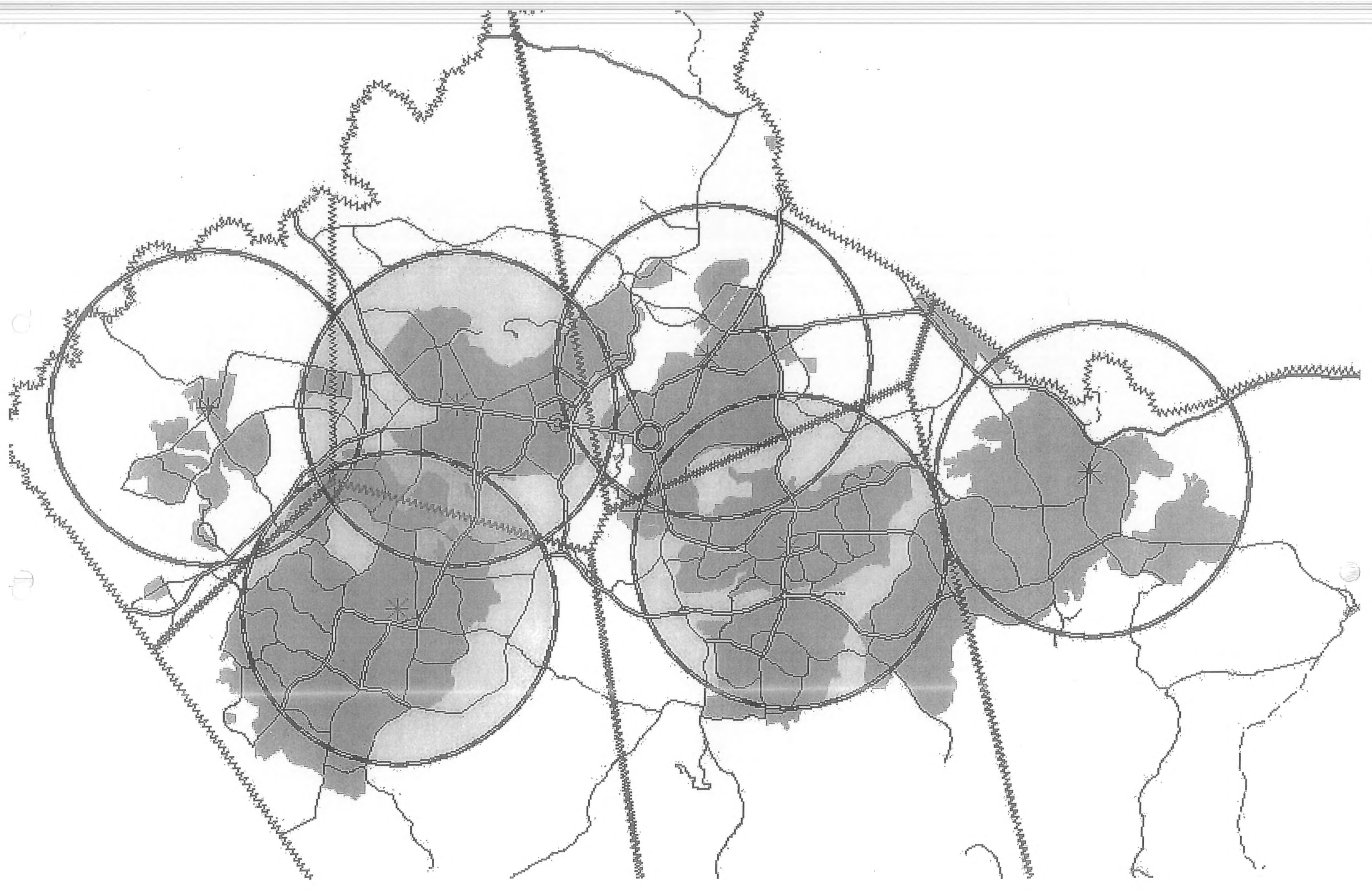


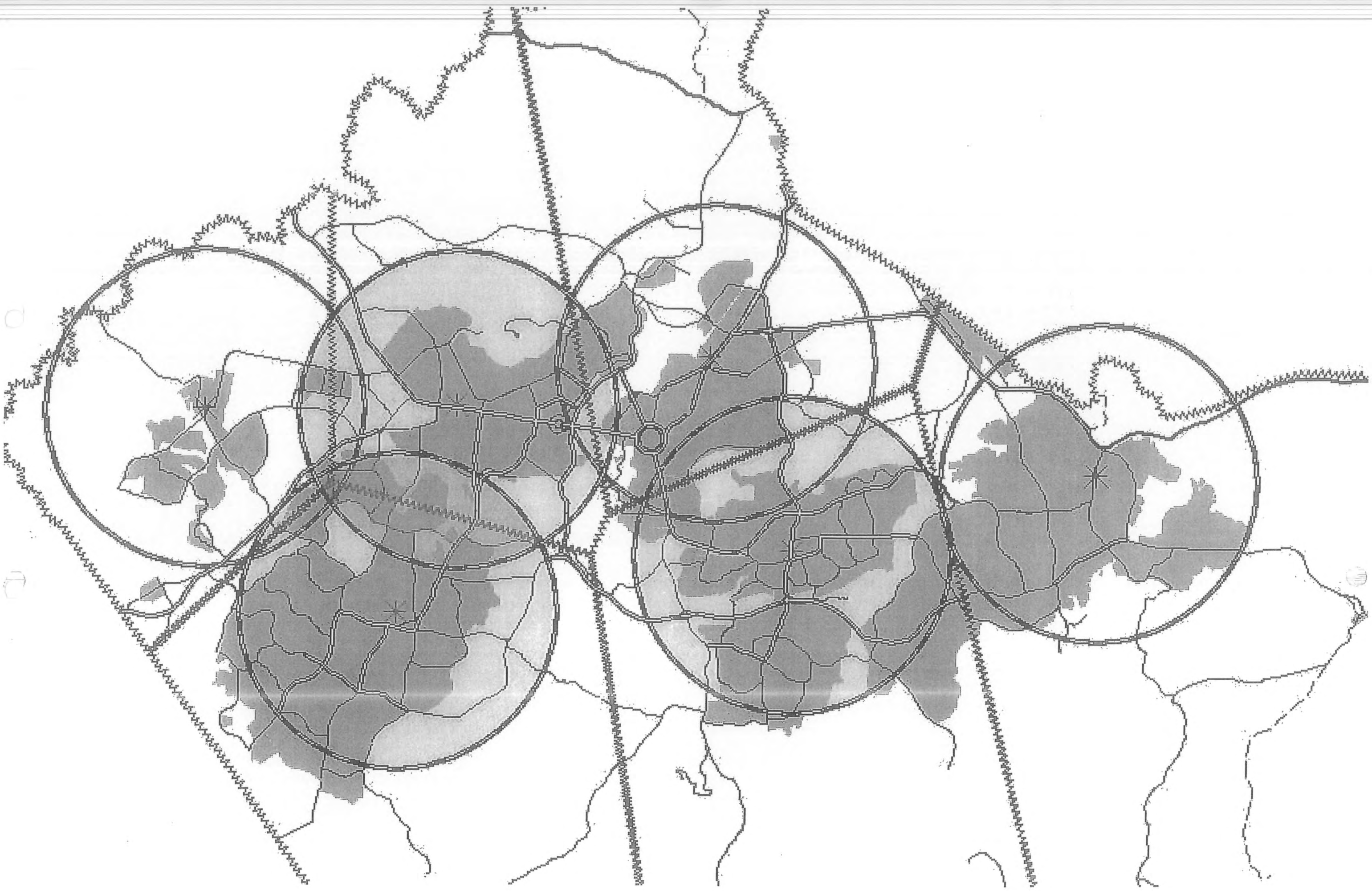


C

B

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update on developments since last CABSUB (i.e. "the new deal")

- 1 brief you on results of detailed financial & risk analysis for Fairbairn site
- 2 highlight availability of Fyshwick site as alternate

Purpose

1 Hx of ESA/ESB @ Curtin

2 Jan 2003 - McLeod/Coroner

Hume

Fyshwick (rebuild Curtin)

Fairbairn (Version 1)

Background

Revised ESA requirements JaCS

Financial Analysis NPV / whole-of-life cost SSC

1 Fairbairn Version 2 ("The New Deal")

DRAFT new HoA - reduced from 6 to 2 buildings.

NOTE: no loss to Canberra Airport Group / penalty

Operational Risk @ Fairbairn cost of mitigating operational & technical risk

CAB SUB

Issues

Technical Risk @ Fairbairn

SOTC @ Fairbairn \$M develop on leased land

paid parking & lack of public transport links

industrial issues TWU & UFU impact on volunteers VBA cost to offset

originally preferred site now available (requires ORS relocation)

2 Detailed Risk analysis

3 Availability of Fyshwick Site

1 Cont. with Fairbairn v2 and accept risk not acceptable operational risk

2 Cont with Fairbairn v2 and mitigate risk highest cost option (NPV)

3 Alternate Site Fyshwick

not all risks can be mitigated

supplementation to maintain capability

lower operational & technical risk

Parking issues resolved (nil industrial or additional \$)

develop SOTC on Territory owned land

legal/contractual/financial penalties to not proceed with Fairbairn

political impact of reversing earlier decision

Options

1 Accept Risk, retain Fairbairn, supplement \$, OR

2 Abandon Fairbairn, develop Fyshwick

Recommendations

A - DRAFT new HoA

B - Financial Analysis

C - Comparative Risk Summary

D -

Attachments

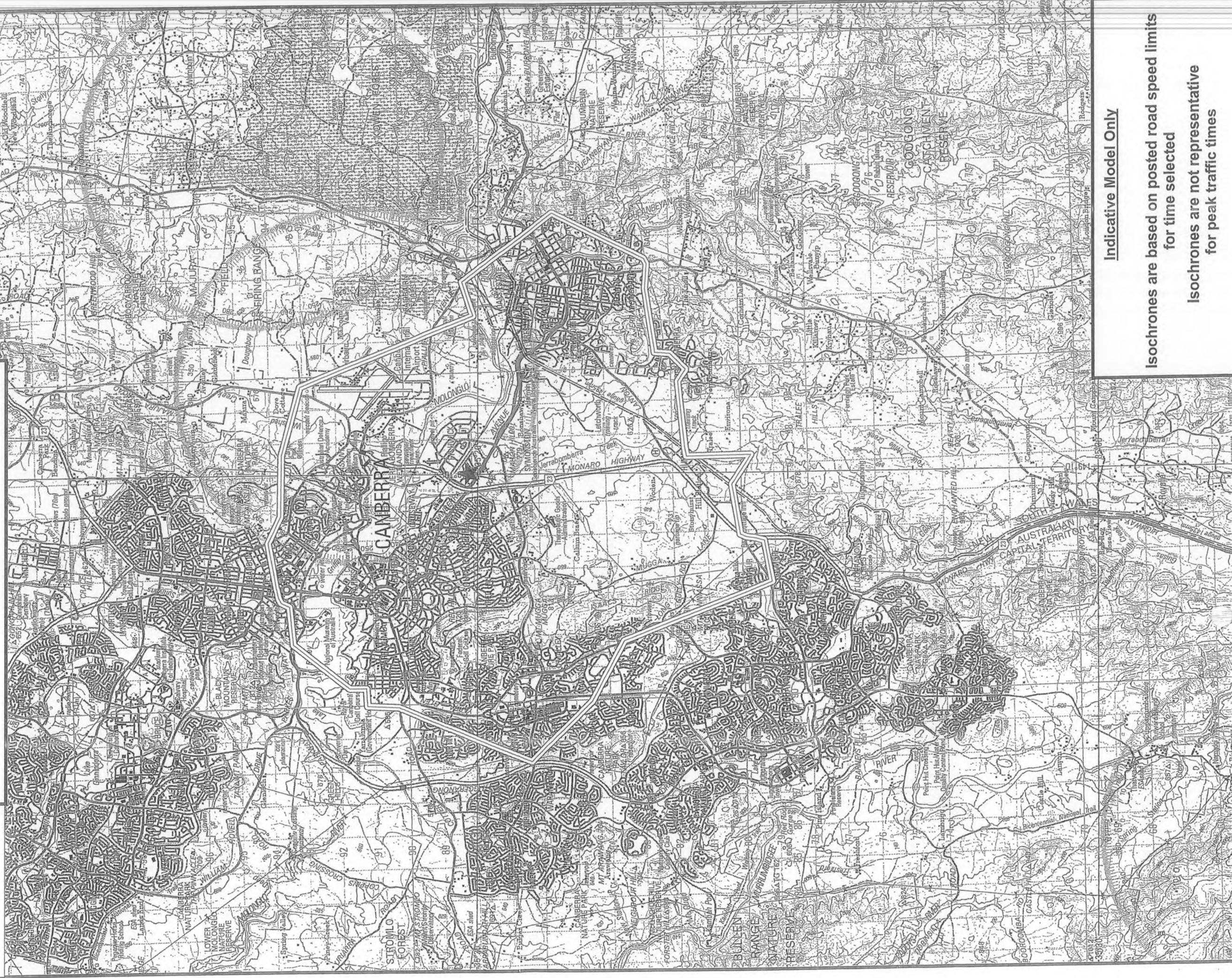




ACT Fire Brigade Operational Response Isochrone

Location: 255 Canberra Avenue, Fyshwick

Time Parameter: 10 Minutes
(Includes 2 Minute Call Collection and Mobilisation Time)



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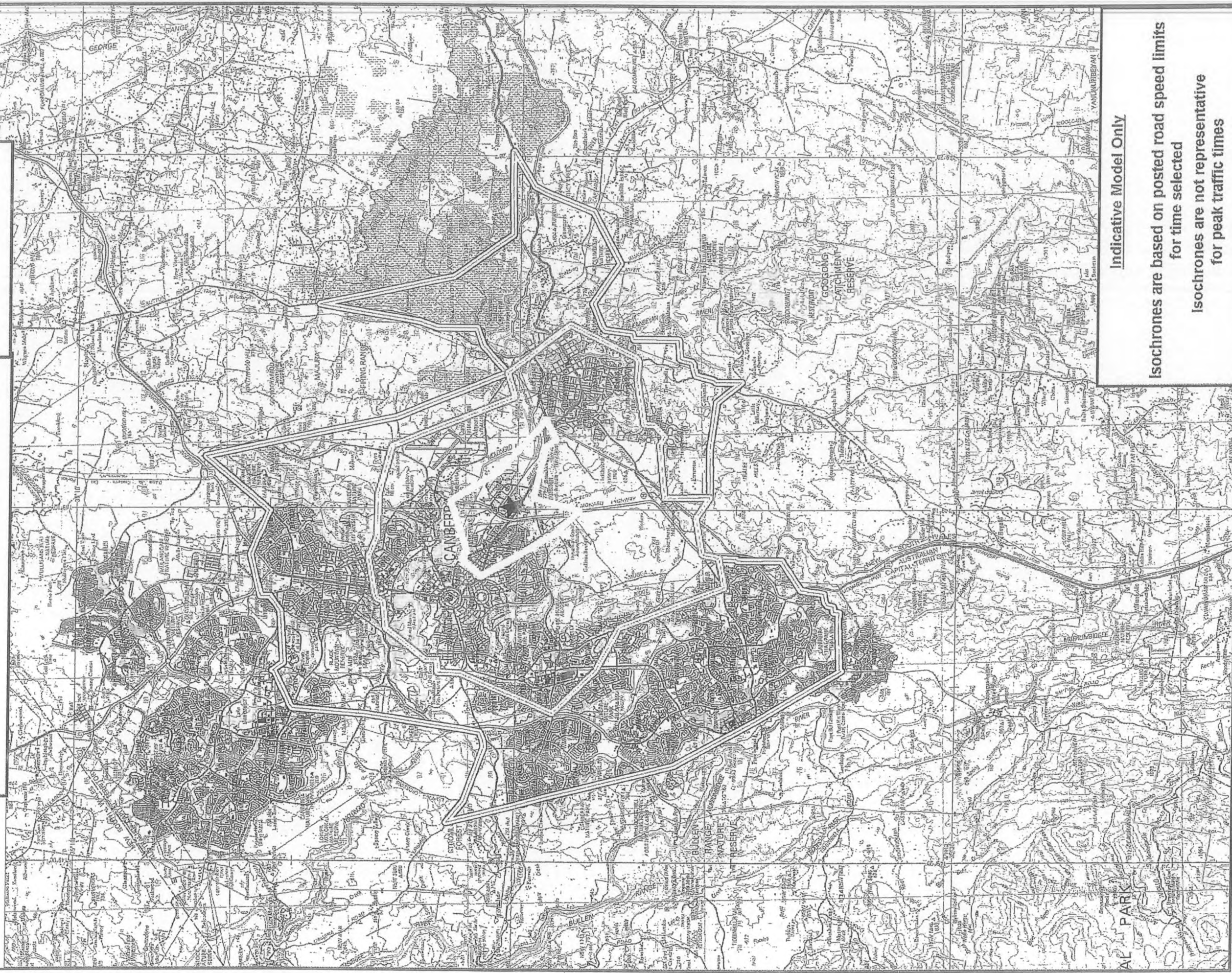


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Location: 255 Canberra Avenue, Fyshwick

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- 5 Minutes
- 10 Minutes
- 15 Minutes



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ESA HEADQUARTERS AND SUPPORT COMPLEX
PROGRAM OF EVENTS

Function / Activity	May 06	Jun 06	Jul 06	Aug 06	Sep 06	Oct 06	Nov 06	Dec 06	Jan 07	Feb 07	Mar 07	April 07	May 07	Jun 07	Jul 07
ICT Planning / Implementation (Intact)	ICT Duct agreement finalised		1												
Leases / Heads of Agreement (HoA) (DUS Property Branch)	HoA existing blds approved	Leases (existing bld) complete	HoA new HQ & SOTC		Leases new HQ & SOTC complete / signed										
Distribution of ESA Staff in the Fairbairn Precinct	ESA Locs agreed														
Design (Fitout / New Bld)	Functional Briefs complete existing blds (office) & new HQ	New HQ design confirmed. Logistic centre design complete	Comcen / ECC design Final fitout costing complete	Fitout costing complete											
Construction & Fitout		Fitout design & construct existing blds commence	Commence new HQ Commence logistics centre fitout		Support Centre fitout complete (offices)			Logistics Centre complete Special Operations Centre Annex complete			New Northern Road complete - TBC			New HQ complete SOTC complete - TBC	
Movement ESA Staff	Depart Fyshwick SIM/TRG Centre occupied (interim plan)	Handback Fyshwick			Occupy Support Centre (offices) TBC			Occupy Logistics centre - TBC Relocation into Egan Crt - TBC Relocation into Kambah Workshop							Fully Operational
Removal of Demountables (Curtin & other sites)	Demountable removals commence							ACTAS Kambah demountable removal?							
MOA's & Other agreements	AAPS agreement Intact Vector Command agreements in principle														
Procurement	Procurement Outline Plan complete Brief ACT Procurement Board Fitout (ASOC) procurement action	Procurement Plan existing facilities approved		New building fitout options considered	Procurement new building fitout approved		Procurement of Specialist Equipment commences								Hand back Curtin to DUS Property Branch
Precinct Plans	Security Plan Ver1 complete Parking Plan Complete Transportation Plan complete Mail Plan Complete	Amenities Plans complete Catering Fitness & Health Sports Child care		Business Continuity Plans complete	Security Plan Ver2 complete			Security Plan Ver3 complete						Security Plan Ver4 complete	

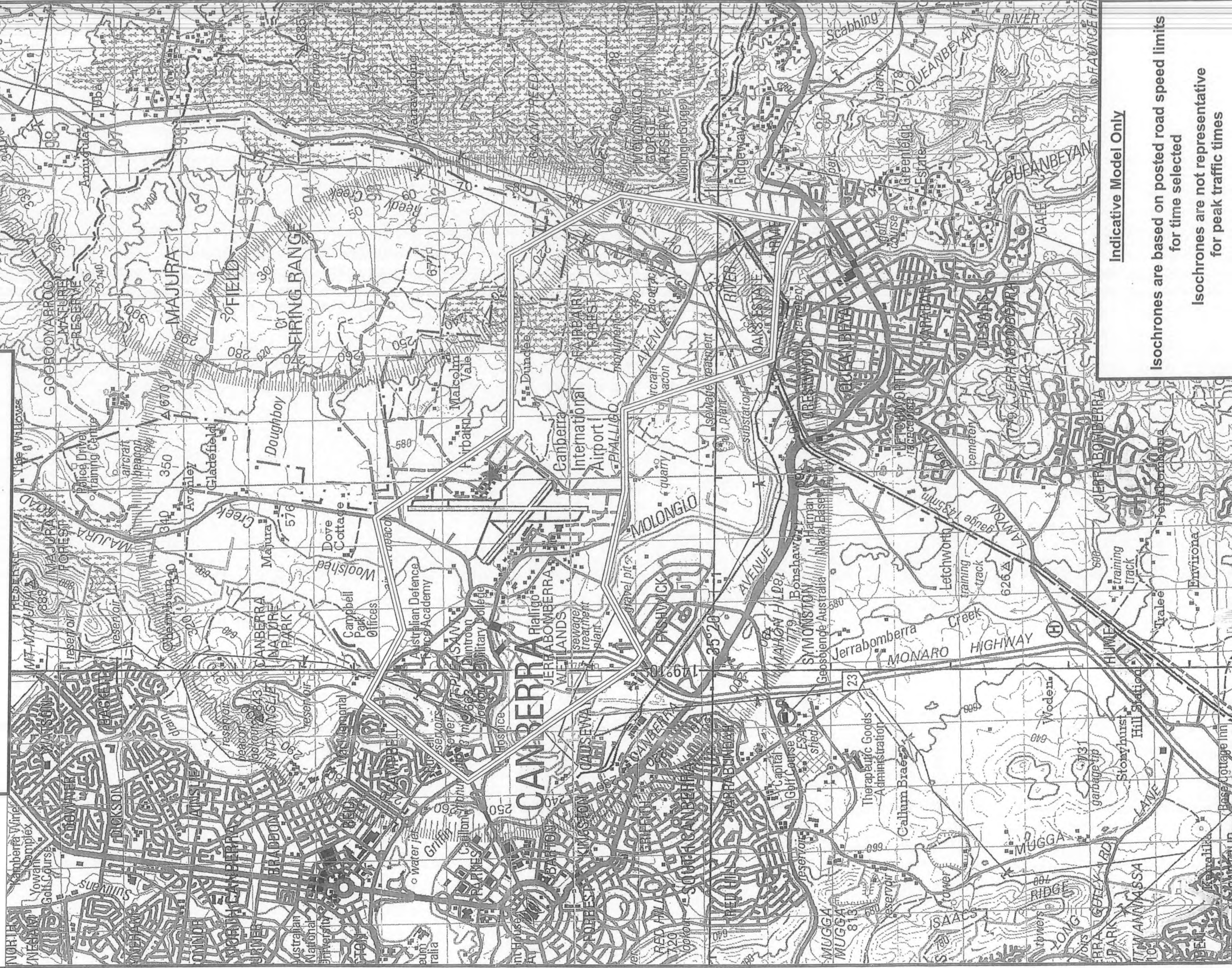
• Cleaning plan. → use APC suppliers until we have a final right to tender.



ACT Fire Brigade Operational Response Isochrone

Location: Richmond Avenue, Fairbairn

Time Parameter: 10 Minutes
(Includes 2 Minute Call Collection and Mobilisation Time)



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Williams, GregK

From: Carter, Robert
Sent: Monday, 23 April 2007 5:00 PM
To: Williams, GregK
Subject: 07.04.23 Briefing Fyshwick mattersrmc1

MINUTE

Submission No
Schedule No
Date Rec'd Minister's Office .../.../...

To: Minister for Police and Emergency Services

From:

Copy

Date: 23 April 2007

Subject: Emergency Services Agency - Accommodation Option



Deputy Chief Executive .../.../...
Commissioner .../.../...

Recommendation

That you note the matters related to revisiting accommodation options for the ESA and advise ESA of the Ministers preferred forward position.

Critical Times/Urgency

This matter requires an early consideration to enable full progression of either option.

Background

The ESA has been working with the ACT Property Group and the Canberra Airport Group to finalise lease arrangements for the Fairbairn Precinct for existing buildings, a new headquarters building and a specialist outdoor training centre.

The Heads of Agreement for the lease of buildings B297, B65, B207, B148, B53 and B183 was signed on 27 April 2006.

These leases have not been finalised.

There are no Heads of Agreement for the new headquarters and the specialist outdoor training centre.

It was originally planned that all buildings, except the specialist outdoor training centre and the new headquarters would be occupied by 30 June 2007.

The only building currently occupied at Fairbairn is the air support operations centre. The air support operations centre is leased separately to the heads of agreement and is not part of the ongoing negotiations.

The relocation arrangements became problematic shortly after the heads of agreement was signed and the process then stalled. On 18 July 2006, representatives of JACS, ESA, GSO, Procurement

Solutions and ACT Property Group (now the Steering Committee) met regarding issues and concerns with this project. The outcome of this meeting was that ESA engaged a consultant, architectural firm HBO+EMTB, to undertake a accommodation feasibility study regarding the buildings contained within the heads of agreement at Fairbairn.

HBO+EMTB provided a report on the available space at Fairbairn to the Steering Committee on 3 September 2006. The report also addressed issues raised by the ESA Operational Services as follows:

Fairbairn is not necessarily the best location for the ESA headquarters;

The Fairbairn proposal will result in the ESA HQ being spread over nine separate buildings of varying age and condition and with varying periods of tenure ranging from 5 to 20 years;

Hazardous Material Audit and Contamination reports have not been made available in respect of several of the existing buildings;

To bring buildings to current BCA requirements is at significant cost to ESA as this is not included in the rental proposals.

The Capital costs estimated for the scope of work outlined in the study is \$22.0M while the capital budget provided by Government for this project is \$17.3M.

Revision of needs

This transition of the ESA into the JACS department together with the introduction of the Shared services concept substantially altered the structure within the ESA including a substantial reduction in corporate and support staff. As a result of these changes, the accommodation needs were revised to determine the space requirements for the ESA.

The revision has shown that the ESA would now only require two buildings and a vehicle hardstand.

One building (not covered by the Heads of Agreement) would be a new headquarters building to accommodate ESA's office based requirements including a communications centre (ComCen), an emergency control center, breakout rooms and associated emergency management accommodation.

The other building (183) would be one of the buildings covered by the existing Heads of Agreement, which would accommodate the industrial functions such as: vehicle workshops, consumables and uniforms store, training rooms for the fire brigade and the ambulance services and cache storage for emergency operations. In addition, a secure vehicle hardstand with associated carport will be required to provide cover and 240 volt connectivity, for sustaining batteries, for specialist vehicles requiring longer term holding for servicing or repairs at the workshop.

The Canberra Airport Group has been advised that, because of the new organisational arrangements, it was unlikely that ESA would require all of those buildings previously agreed to in the Heads of Agreement. Canberra Airport Group indicated that it might be open to negotiation on some of the buildings.

In December 2006 the ACT Property Group with ESA flagged to the Canberra Airport Group a desire to have a two building proposal. Canberra Airport Group agreed to explore proposals. Canberra Airport Group has been less than proactive in exploring proposals.

On 26 March 2007, the ESA and the ACT Property Group met with the Canberra Airport Group to progress the ESA's two building proposal a proposition that would require Canberra Airport Group to enter into a new Heads of Agreement that would reduce the current commitment from six buildings to two.

WO.

Canberra Airport Group indicated an openness to negotiate a positive outcome to the proposal with a caveat to ensure that there was a limited or no financial loss to them in any new arrangement. This means that the Territory would pay rent on the buildings to be handed back to Canberra Airport Group until the Canberra Airport Group could release them or until the new headquarters building came on line. A suite of commercial and government options would need to be explored to resolve this matter.

The Canberra Airport Group indicated that it would take around eighteen months to plan and build the ESA's new headquarters building ready for occupation. An earliest date may be June 2008 for a new building but realistically given the current building market in Canberra, December 2008 is more likely and consistent with media statements of the ESA Commissioner. The ESA would occupy building 183 earlier for stores, logistics and fleet servicing.

Current matters progressing

Suitability of Fairbairn buildings

Some buildings described in the lease agreement were not ready for occupancy and rent was withheld pending acceptance by ACT Property Group. The ACT Property Group and Canberra Airport Group have been working through issues of Building Code of Australia requirements and the disputed rental arrangements. These are now resolved.

Location of Specialist outdoor Training Centre

The ESA has established that a block of land on Majura Road, owned by the Territory, may still be available for the ESA's specialist outdoor training centre. This land is adjacent to the AFP driver-training site and was previously put aside for the development of the ACT prison, which, at one stage, was to also include the specialist outdoor training centre. The ESA considers that it may be prudent to expend the \$5M to \$8M building the specialist outdoor training centre on Territory land rather than on the available short term leased site at the Airport. The site is not required to be adjacent to the headquarters due to its unique function as a live-fire training site. The ESA has not discussed this matter with the Canberra Airport Group and it is only described, as an optional requirement by ESA under the heads of agreement.

Designs for fitout at Fairbairn

The ESA is ready to progress work and has engaged HBO+EMTB for the design, development and fit-out of the workshops and logistics functions in building 183 and to progress the new headquarters building. The ESA and the ACT Property Group are now confident that the Canberra Airport Group will assist in progressing this matter for the mutual benefit of both the Territory and Canberra Airport Group. It is expected that these issues will progress substantially over the next few weeks.

HBO+EMTB have been engaged to:

- Begin detail design and documentation of the Building 183 fit out,
- Negotiate with the Airport Group regarding the footprint and basic features of the HQ fit out,
- Undertake detail design and documentation of the HQ fit out,
- Obtain costing information for both fit outs,
- Undertake fit out construction in Building 183,
- Assist in the designs and documentation of the hardstand to be built adjacent to, or close to

Building 183; and

- Undertake design and feasibility of other options as requested and transfer work design team to any new option under their current contract.

Few Circumstances

Alternative Site availability

Very late March 2007 it appeared feasible that the ESA's originally preferred site at 255 Canberra Avenue may be available in the short to medium term.

Fyshwick area and this site in particular has for many years been identified as a preferred site in Canberra for the ESA, but this has not been available due to other Government tenants. This situation has changed recently with an opportunity to explore the preferred site option again.

They to add some material here about the current tenants and proposals for 255 tenants

Issues

Should the Government exercise a discretion to change the ~~earlier~~ earlier decision to move to Fairbairn, it will undoubtedly have implications in terms of a major policy change and may reflect on governments decision making processes and willingness to hold to a decision. Nonetheless there are compelling reasons to consider Fyshwick as a sound alternative site.

Advantages of 255 Canberra Avenue, Fyshwick over Fairbairn:

Location – Fairbairn is sited at the eastern fringe of the urban area – the site is least desirable ACT site for general city wide access - staff access after hours and HQs based response particularly for ambulance paramedics based at HQs is compromised significantly over a more central 255 Canberra Avenue - time to assemble Emergency Control Center functions after hours is of concern – taxi availability is limited - the HBO+EMTB accommodation study report confirmed the Fairbairn as a poor operational base. 255 Canberra Avenue has the ability to locate specialist operational units of HAZMAT and CBR, that could not be located at the Fairbairn facility – meeting access to city based departments and key stakeholders will add significantly to loss of productivity in travel time across the ESA;

Traffic management issues – the current single road access to/from Fairbairn is unacceptable for ESA's operations - access through the proposed north road is still not confirmed and potential for significant delays in planning and construction approval are expected - additional traffic congestion at peak times and limited access to significant arterial roads also raises issues with access/egress at the time of most critical needs, i.e. when highest/peak demand for operational services occurs;

Requirement for **significant expenditure on infrastructure** to establish redundant links to ACTGOV IT networks and emergency 000 line feed from 2 exchanges. There would be no impediment to establishing the ESA Communications Centre (Comcen) at Fyshwick. It was established that the communication links at Fyshwick are compatible with the operations of the Comcen or could be made compatible. This option was explored when the ESA looked at moving to Fyshwick previously. The ESA is currently in discussions with the ACT Policing in relation to co-locating both the ESA and ACT Policing Comcen. However, these discussions are in early stages and will be subject to consultation with the relevant unions.

- › **Technical complexities with TRN** radio infrastructure due to flight paths and aviation navigation equipment.
- › **Access to support services** for operational staff and vehicles, e.g. a new requirement to develop mobile mechanical service due to decentralised location - Fyshwick will provide a purpose built facility for workshops and logistics, that will provide efficiencies such as drive through vehicle services arrangements – minimum to no interruption to capability for servicing requirements as opposed to Fairbairn – travel costs are significant to service 300 vehicles by two hours each three times a year - this is staff time that is not operational and must be backfilled to maintain operational capability;
 - **Industrial Relations** – at Fairbairn, staff will be required to use the Canberra Airport Parking paid parking - there is no alternative as there is no public transport to the site - Unions have expressed concern – the provision of salary sacrifice or ESA provided parking complex policy issues for staff parking provision including FBT and across government equity issues.

Financial Implications

- The 255 Canberra Avenue, Fyshwick site provides for more value for money for the Government as a more efficient service, with potential to expand within its own site as Canberra grows.
- Costs are all within the current Government announced budget allocations

What ESA functions would move to 255 Canberra Avenue, Fyshwick:

All ESA functions as currently proposed for Fairbairn, including HQs, Fleet, logistics and stores, support units and RFS administration and operations to relocate to the central emergency control center with aircraft operations, including national aircraft coordination center, provided during summer from air support center at Fairbairn.

The Fire Brigade would take advantage of this site to maintain its own and Commonwealth caches for Hazmat and CBR as it is centrally located - the Fairbairn site is not suitable to store these materials due to the remote location from response resources.

The ACT Rural Fire Service who are currently located at Fairbairn in Hanger 48 will relocate 255 Canberra Avenue. Hanger 48 will be utilised as training rooms and a base for ACT and National Aircraft Firefighting Team. Summer operations base will be maintained at Fairbairn for ACT and regional air operations.

Relocation to 255 Canberra Avenue Fyshwick will locate the ESA on ACT Government owned land, providing a permanent home for ESA, and will provide room for longer term operational growth as Canberra's emergency services needs grow. The Fairbairn site has limited opportunities for expansion or redevelopment under the proposed lease terms.

What are the difference in fit out costs:

The cost differential between these projects is uncertain at this time, but a table of costs is being currently being prepared to compare the two projects.

Rental costs:

If ESA does not proceed to Fairbairn and subject to commercial negotiated arrangements for Fairbairn under the Heads of Agreement the ACT Government may need to commit to accommodation use of the various buildings for periods of five to ten years at \$1.2million per annum.

Under the proposals to build a new Headquarters building at Fairbairn the ACT Government was likely to commit to further rental up to a total of \$1.05 million dollars.

Rent at 255 Canberra Avenue, Fyshwick, will be in the order of \$0.5 million pa for the headquarters building.

Comcen: ComCen needs

The ESA and ACT Policing are currently investigating the feasibility of a single ComCen for the ACT that may reduce the overall cost of the project. Initial senior level discussions are proving positive.

Currently both Fairbairn and 255 Canberra Avenue are designed to incorporate Comcen, however we are in very positive negotiations with ACT Policing to have a joint Comcen for ACT in the Police center at Winchester where space is available. A redundancy (backup system) would be provided at Tuggeranong Police Station that would provide training and use of existing consoles - advantages are that the ACT Policing move to the more advanced Computer Aided Dispatch system, a single management structure and larger pool of cross trained operators - video and live Computer Aided Dispatch system links to the Territory Control Center in 12 Moore Street, the ESA Emergency Control Center and utilities control centers e.g. Actew and Telstra.

Significant cost saving of this approach is envisaged in the set up and ongoing annual administration, maintenance and licensing software cost to Government. The main system components are the Computer Aided Dispatch system software program and staffing. ACT Policing have adequate space and any space requirements made redundant in the ESA building proposals would be reallocated to the emergency control rooms operating environment.

Media Implications

Negatives:

- This proposal would see the Government do a back-flip on a significant commitment of capital development with the added sensitivity of the community to issues following the 2003 Bushfire incident. Potential criticism of the overall delay in implementing a major Government initiative and McLeod report recommendation;

The Canberra Airport Group may make significant public announcements about the Government failing to follow through with a commitment – however, this would be limited by the commercial requirements for Government to continue with commercial arrangements or negotiate a commercial settlement; and

Other Government department functions will be required to be located at Fairbairn to cover for ESA rental accommodation not being taken up.

Positives:

- Ministers responsibility to under the *Emergencies Act 2004* to provide Emergency Coordination Center can be completed and occupied twelve months sooner than the Fairbairn site;
- Site is on Government controlled land;
- Government has a permanent location that is significantly better for emergency response management;

- Location is adjacent ACTEW's and Telstra's major emergency control centers that provide primary support to ESA in major incidents;
- TAMS functions, roads team, that may remain on site are integral to emergency management response allowing for easier coordination;
- Rentals are within Government;
- Capital savings on this site will allow for full completion of live -fire training center;
- All ESA on the one site for improved command and response management;
- Location allows for easier access for the community and major partners for support during routine activities and major emergency;
- Allows for closer access to existing stations for coordinated response from HQ based resources;
- Community and staff access is strengthened by regular bus services;
- Station staff visiting ESA HQs for meetings and training are readily located for emergency response relieving the need to backfill staff to maintain operational capability;
- Volunteer meetings and access to resources of ESA headquarters enhanced rather than long trip to Fairbairn - impact on reduced cost to volunteers in out of pocket and time expenses;
- Significant time savings for ESA staff to attend to normal business around the city by reduced travel time;
- Improved response times for Headquarters based response units compared to Fairbairn;
- Overcomes the significant potential for being locked into the airport on congested roads where there is no current second access and access is likely to continue to be problematic;
- Key stakeholders more inclined to drop and visit maintaining vital personal contacts in this industry;
- In significant incidents, better access for assembly members, press and families of staff;

enée Leon

Action Officer Gregor Manson **Phone** 78409

AGREED/SIGNED/NOT AGREED/NOTED

Simon Corbell MLA /.../

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ACT DEPARTMENT OF JUSTICE & COMMUNITY SAFETY

MINUTE

Submission No
Schedule No
Date Rec'd Minister's Office .../.../...

To: Minister for Police and Emergency Services

From: Chief Executive

Date: 23 April 2007

Subject: Emergency Services Agency - Accommodation Option

- Deputy Chief Executive .../.../...
- Commissioner .../.../...

Recommendation

That you note the matters related to revisiting accommodation options for the ESA and advise ESA of the Ministers preferred forward position.

Critical Times/Urgency

This matter requires an early consideration to enable full progression of either option.

Background

Following the Government's decision in December 2005 to establish the ESA's Headquarters and support complex at the Fairbairn Precinct, the ESA has been working with the ACT Property Group and the Canberra Airport Group to finalise the lease arrangements for existing buildings, a new headquarters building and a specialist outdoor training centre.

The Heads of Agreement for the lease of buildings B297, B65, B207, B148, B53 and B183 was signed on 27 April 2006. Leases have not been finalised. There are no Heads of Agreement for the new headquarters and the specialist outdoor training centre. It was originally planned that all buildings, except the specialist outdoor training centre and the new headquarters would be occupied by 30 June 2007. The only building currently occupied at Fairbairn is the air support operations centre. The air support operations centre is leased separately to the heads of agreement and is not part of the ongoing negotiations.

The relocation arrangements became problematic shortly after the heads of agreement was signed and the process stalled. On 18 July 2006, representatives of JACS, ESA, GSO, Procurement Solutions and ACT Property Group (now the Steering Committee) met

Performance Assessment

DUE DATE:...../...../..... DATE RECEIVED:...../...../.....

SATISFACTORY UNSATISFACTORY

according to criteria specified in ACT Government Policy Performance Measures

Signature

Office of the Minister for Police and Emergency Services

regarding this project. A number of issues and concerns were raised at that time. The outcome of this meeting was that ESA engaged a consultant, architectural firm HBO+EMTB, to undertake an accommodation feasibility study regarding the buildings contained within the heads of agreement at Fairbairn.

HBO+EMTB provided a report on the available space at Fairbairn to the Steering Committee on 13 September 2006. The report also addressed issues raised by the ESA Operational Services as follows:

- Fairbairn is not necessarily the best location for the ESA headquarters;
- The Fairbairn proposal will result in the ESA HQ being spread over nine separate buildings of varying age and condition and with varying periods of tenure ranging from 5 to 20 years;
- Hazardous Material Audit and Contamination reports have not been made available in respect of several of the existing buildings;
- To bring buildings to current BCA requirements is at significant cost to ESA as this is not included in the rental proposals.
- The Capital costs estimated for the scope of work outlined in the study is \$22.0M while the capital budget provided by Government for this project is \$17.3M.

Some buildings were not ready for occupancy and rent was withheld pending acceptance by ACT Property Group.

Following the organisational structural changes initiated in the 2006-2007 budget, the ESA was transitioned back under the JACS department. This transition together with the introduction of the Shared Services concept substantially altered the structure within the ESA including a substantial reduction in corporate and support staff. As a result of these changes, the accommodation needs were revised to determine the space requirements for the ESA.

The revision has shown that the ESA would now only require two buildings and a vehicle hardstand. One building would be a new headquarters building to accommodate ESA's office based requirements including a communications centre (ComCen), an emergency control center, breakout rooms and associated emergency management accommodation. The other building (183) would be one of the buildings covered by the existing Heads of Agreement, which would accommodate the industrial functions such as: vehicle workshops, consumables and uniforms store, training rooms for the fire brigade and the ambulance services and cache storage for emergency operations. In addition, a secure vehicle hardstand with associated carport will be required to provide cover and 240 volt connectivity, for sustaining batteries, for specialist vehicles requiring longer term holding for servicing or repairs at the workshop.

The ESA and ACT Policing are currently investigating the feasibility of a single ComCen for the ACT that may reduce the overall cost of the project. Initial senior level discussions are proving positive.

The Canberra Airport Group was advised that organisational changes had been initiated in the ESA and negotiations were commenced to achieve the best functional arrangements

within existing buildings and the new headquarters building. In these initial discussions the Canberra Airport Group was advised that, because of the new organisational arrangements, it was unlikely that ESA would require all of those buildings previously agreed to in the Heads of Agreement. Canberra Airport Group indicated that it might be open to negotiation on some of the buildings.

The ACT Property Group and Canberra Airport Group have been working through issues of Building Code of Australia requirements and the disputed rental arrangements. These are now resolved.

The ESA has established that a block of land on Majura Road, owned by the Territory, may still be available for the ESA's specialist outdoor training centre. This land is adjacent to the AFP driver-training site and was previously put aside for the development of the ACT prison, which, at one stage, was to also include the specialist outdoor training centre. The ESA considers that it may be prudent to expend the \$5M to \$8M building the specialist outdoor training centre on Territory land rather than on a the available short term leased site at the Airport. The site is not required to be adjacent the headquarters due to its unique function as a live-fire training site. The ESA has not discussed this matter with the Canberra Airport Group and it is only described, as an optional requirement by ESA under the heads of agreement.

The ESA is ready to progress work and has engaged HBO+EMTB for the design, development and fit-out of the workshops and logistics functions in building 183 and to progress the new headquarters building. The ESA and the ACT Property Group are now confident that the Canberra Airport Group will assist in progressing this matter for the mutual benefit of both the Territory and Canberra Airport Group. It is expected that these issues will progress substantially over the next few weeks.

HBO+EMTB have been engaged to:

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- Assist in the designs and documentation of the hardstand to be built adjacent to, or close to building 183; and
- Undertake design and feasibility of other options as requested and transfer work design team to any new option under their current contract.

Recent Developments

In very late March, ESA became aware that its originally preferred site at 255 Canberra Avenue, Fyshwick, might be available in the short to medium term.

The Fyshwick area, and this site in particular, has for many years been identified as a preferred site in Canberra for the ESA, but this has not been available due to other Government tenants. This situation has changed recently with an opportunity to explore

the preferred site option again.

Tracey to add some material here about the current tenants and proposals for 255 tenants

In December 2006 the ACT Property Group with ESA flagged to the Canberra Airport Group a desire to have a two building proposal. Canberra Airport Group agreed to explore proposals. Canberra Airport Group has been less than proactive in exploring proposals.

On 26 March 2007, the ESA and the ACT Property Group met with the Canberra Airport Group to progress the ESA's two building proposal. The proposition would require Canberra Airport Group to enter into a new Heads of Agreement that would reduce the current commitment from six buildings to two. Canberra Airport Group indicated an openness to negotiate a positive outcome to the proposal with a caveat to ensure that there was a limited or no financial loss to them in any new arrangement. This means that the Territory would pay rent on the buildings to be handed back to Canberra Airport Group until the Canberra Airport Group could release them or until the new headquarters building came on line. A suite of commercial and government accommodation options would need to be explored to resolve this matter.

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Issues

- **What ESA functions would move to 255 Canberra Avenue, Fyshwick:**
All ESA functions as currently proposed for Fairbairn, including HQs, Fleet, logistics and stores, support units and RFS administration and operations to relocate to the central emergency control center with aircraft operations, including national aircraft coordination center, provided during summer from air support center at Fairbairn.

The Fire Brigade would take advantage of this site to maintain its own and Commonwealth caches for Hazmat and CBR as it is centrally located - the Fairbairn site is not suitable to store these materials due to the remote location from response resources.

Relocation to 255 Canberra Avenue, Fyshwick, will locate the ESA on ACT Government owned land, providing a permanent home for ESA, and will provide room for longer term operational growth as Canberra's emergency services needs grow. The Fairbairn site has limited opportunities for expansion or redevelopment under the proposed lease terms.

- **What are the difference in fit out costs:**
The breakdown of the cost differential between these projects is not complete at this time, but an analysis of costs is being currently being undertaken to evaluate and

compare the financial aspects of the two projects. We are however, confident that the costs of the Fyshwick option will be less or equal to the Fairbairn proposal.

- **Rental costs:**

Under the current proposal to build a new Headquarters building at Fairbairn, the ACT Government will commit to further rental up to a total of \$1.05 million per annum.

Rent at 255 Canberra Avenue, Fyshwick, will be in the order of \$0.5 million per annum for the headquarters building.

If ESA does not proceed to Fairbairn and subject to negotiated commercial arrangements for Fairbairn under the Heads of Agreement, the ACT Government may need to commit to accommodation use of the various buildings for periods of five to ten years at around \$1.2 million per annum.

- **Comcen:**

Currently both Fairbairn and 255 Canberra Avenue are designed to incorporate Comcen, however we are in very positive negotiations with ACT Policing to have a joint Comcen for ACT in the Police center at Winchester where space is available. A redundancy (backup system) would be provided at Tuggeranong Police Station that would provide training and use of existing consoles - advantages are that the ACT Policing move to the more advanced Computer Aided Dispatch system, a single management structure and larger pool of cross trained operators - video and live Computer Aided Dispatch system links to the Territory Control Center in 12 Moore Street, the ESA Emergency Control Center and utilities control centers e.g. Actew and Telstra are envisaged.

Significant cost saving of this approach is envisaged in the set up and ongoing annual administration, maintenance and licensing software cost to Government. The main system components are the Computer Aided Dispatch system software program and staffing. ACT Policing have adequate space and any space requirements made redundant in the ESA building proposals would be reallocated to the emergency control rooms operating environment.

- **Advantages of 255 Canberra Avenue, Fyshwick over Fairbairn:**

- **Location** – Fairbairn is sited at the eastern fringe of the urban area – the site is the least desirable ACT site for general city wide access - staff access after hours and HQs based response particularly for ambulance paramedics based at HQs is compromised significantly over a more central Fyshwick site - time to assemble Emergency Control Center functions after hours is of concern – taxi availability is limited - the HBO+EMTB accommodation study report confirmed Fairbairn as a poor operational base. 255 Canberra Avenue has the ability to locate specialist operational units of HAZMAT and CBR, that could not be located at the Fairbairn facility – meeting access to city based departments and key stakeholders will add significantly to lost productivity in travel time across the ESA;
- **Traffic management issues** – the current single road access to/from Fairbairn is unacceptable for ESA's operations - access through the proposed north road is still

not confirmed and potential for significant delays in planning and construction approval are expected - additional traffic congestion at peak times and limited access to significant arterial roads also raises issues with access/egress at the time of most critical needs, i.e. when highest/peak demand for operational services occurs;

- Requirement for **significant expenditure on infrastructure** to establish redundant links to ACTGOV IT networks and emergency 000 line feed from 2 exchanges. There would be no impediment to establishing the ESA Communications Centre (Comcen) at Fyshwick. It was established that the communication links at Fyshwick are compatible with the operations of the Comcen or could be made compatible. This option was explored when the ESA looked at moving to Fyshwick previously. The ESA is currently in discussions with the ACT Policing in relation to co-locating both the ESA and ACT Policing Comcen. However, these discussions are in early stages and will be subject to consultation with the relevant unions.
- **Technical complexities with TRN** radio infrastructure due to flight paths and aviation navigation equipment. Microwave radio links which provide a secondary communications redundancy cannot be directed to Black Mountain tower and will need to be relayed around behind the airport.
- **Access to support services** for operational staff and vehicles, e.g. a new requirement to develop mobile mechanical service due to the remote location at Fairbairn - Fyshwick will provide a purpose built facility for workshops and logistics, that will provide efficiencies such as drive through vehicle servicing arrangements – minimum to no interruption to capability for servicing requirements as opposed to Fairbairn – travel costs are significant to service 300 vehicles by two hours each three times a year - this is staff time that is not operational and must be backfilled to maintain operational capability;
- **Industrial Relations** – at Fairbairn, staff will be required to use the Canberra Airport Parking paid parking - there is no alternative as there is no public transport to the site - Unions have expressed concern – the provision of salary sacrifice for parking or ESA provided parking, raises complex policy issues including FBT and across government equity issues.

Financial Implications

The Fyshwick site provides a more value for money option as it provides more efficient and accessible emergency services, close to major arterial roads, on a permanent site with potential to expand services as Canberra grows.

Costs are all within the current Government announced budget allocations.

Media Implications

Negatives:

- This proposal would see the Government do a back-flip on a significant commitment of capital development with the added sensitivity of the community to issues following the

2003 Bushfire Incident. Potential criticism of the overall delay in implementing a major Government initiative and McLeod report recommendation;

- The Canberra Airport Group may make significant public announcements about the Government failing to follow through with a commitment – however, this would be limited by the commercial requirements for Government to continue with commercial arrangements or negotiate a commercial settlement; and
- Other Government department functions will be required to be located at Fairbairn to cover for ESA rental accommodation not being taken up.

Positives:

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- Site is on Government controlled land;
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