

SURREY COUNTY COUNCIL**SURREY****CABINET****DATE: 26 MARCH 2019****REPORT OF: MS DENISE TURNER-STEWART, CABINET MEMBER FOR COMMUNITY SAFETY, FIRE AND RESILIENCE****LEAD OFFICER: JASON RUSSELL - EXECUTIVE DIRECTOR FOR HIGHWAYS TRANSPORT AND ENVIRONMENT****COMMUNITY VISION OUTCOME: COUNCIL****SUBJECT: WRAY PARK, REIGATE – SURREY FIRE AND RESCUE SERVICE****SUMMARY OF ISSUE:**

Wray Park property complex located within Reigate is owned by Surrey County Council (SCC). It provides accommodation for the Surrey Fire and Rescue Service (SFRS), including the main HQ administrative offices, Central Training and Development Function, Central Vehicle Workshop/Stores and Reigate Fire Station.

SFRS has been located on the site for many years, however the need to progress and deliver effective service transformation means that the property is no longer fit for purpose. A combination of issues including the current condition and suitability of the buildings, the location of the site and opportunities to provide improved services through collaborative working with other authorities, has compelled the Council to review the current arrangements and propose the relocation of service functions.

It is therefore proposed to relocate the Headquarters (HQ) and associated service functions to alternative facilities and locations, with the exception of the operational Reigate Fire Station which will remain in its current location.

Approval is sought for:

- The relocation of the SFRS Workshop facility from Wray Park to the Integrated Transport Function (ITF) Joint services facility at Courtlands, Crawley Down, West Sussex.
- The relocation of the Central Services and Command Staff with associated support elements.
- The upgrade and remodelling of the current Reigate Fire Station property.
- The relocation of the Training and Development function to a new multipurpose joint emergency services facility.

RECOMMENDATIONS:

It is recommended that Cabinet:-

1. Agrees the business case to relocate and upgrade of the SFRS functions currently delivered from Wray Park and allocates a sum of £13.8m in the capital programme, comprising the following:-
 - For the SCC contribution towards the ITF Joint Vehicle Workshop facility at Courtlands, Crawley Down - **£3.8 million**.
 - For refurbishment and upgrade of Reigate Fire Station including accommodating the Secondary County Gold Command Centre - **£2 million**.
 - For the relocation of the Central Training and Development facility as part of a proposed major emergency service collaboration programme - **£8 million**.
This project will be subject to the preparation of a full business case.
2. Agrees to revenue expenditure of **£0.2m** for the relocation of the central administrative functions including stores.
3. Delegates authority to the Executive Director for Highways Transport and Environment in consultation with the Leader, the Executive Director of Finance and the Cabinet Member for Community Safety, Fire and Resilience to work with partners to develop detailed proposals for all of the above, within the total capital allocation.

REASON FOR RECOMMENDATIONS:

SFRS currently operates from a large property complex located at Wray Park, Reigate. The general estate is not fit for purpose and does not meet the needs of a modern fire and rescue service. The buildings and facilities are too large, obsolete and are expensive to run and maintain. There is also a significant backlog of building maintenance and repair works and future planned and reactive maintenance works that will be costly.

The property is located within the settlement area of Reigate and has a significant alternative use value for housing development.

The proposal will deliver modern, fit for purpose operational facilities for SFRS and will make a significant contribution towards the aims and objectives of the Service Transformation Programme. In addition to these service benefits there will be the associated benefits of lower rates of operational cost for relocated services and the receipt of a significant capital sum from the proposed sale of the property.

DETAILS:

Business Case

Aim and Approach

1. The Council has used Wray Park to accommodate the fire and rescue service since the 1950s. The majority of the buildings were constructed during that period and are fundamentally obsolete and not fit for purpose.

2. Reigate Fire Station is located on the edge of the Wray Park site adjacent to Croydon Road. It is intended to retain the facility in this location as it meets operational fire and rescue service requirements in terms of geographical location but will require significant investment to bring the buildings to an appropriate standard and to accommodate other elements of the SFRS operation.
3. It is intended to relocate the SFRS Headquarters function and Central Stores function to existing SFRS buildings located elsewhere within the County.
4. The Central Vehicle Workshops will be relocated as part of the ITF partnership project to Courtlands, Crawley Down, West Sussex.
5. In addition to the ITF project, the Service has explored opportunities for further collaborative working with partner organisations and proposes to establish a new combined Training and Development Centre.

Relocation of Central Vehicle Workshops

Integrated Transport Function (ITF) Programme

6. The ITF is a programme of transport, engineering and logistics related collaborative work involving Police, Fire and Ambulance services across Surrey and Sussex, involving;-
 - Joint workshops – reducing overall sites from 14 to 4 strategically located, shared sites.
 - Integrated fuel management – a single system of fuel procurement, access and administration.
 - Vehicle telematics and cameras – adopting common technology via a joint contract.
 - Management and administration – developing a single, leaner structure.
 - A wide range of joint procurement activities.
 - Common ICT, Finance & Operational systems and processes.

External Funding

7. The Home Office awarded the ITF a £5.96m grant to support the process of change as part of an estimated overall capital investment of c.£21m. A fixed level of grant has been allocated to the projects, providing a clear basis for the level of Partners capital investment required. £1.5m of the grant support is allocated to the workshop project at Courtlands, Crawley Down, West Sussex.
8. The total estimated cost of the new facility is £5.3 million giving a net SCC capital budget requirement of £3.8m.

Project Scope

9. The project as described in the 'workshops project' section of the ITF Initiative, involving both the current Wray Park SFRS site in Reigate and the Sussex Police Workshop site

located at Crawley Down, located some 5 miles east of Gatwick Airport within West Sussex.

Relocation of Central Training and Development Facility

Current Facility

10. The current Central Training and Development Facility occupies a significant proportion of the Wray Park site adjacent to Croydon Road. Specific site facilities include;-
- Hot and cold smoke/fire house.
 - Working at Height Rescue facility.
 - Road Traffic Collision training facility.
 - Training and Development main administrative office and classrooms/lecture theatre.
 - Breathing apparatus training facility and service centre.
 - Residential accommodation.
 - Gymnasium and physical fitness assessment facility.

Proposal for New Facility

11. In line with the Service Transformation objectives and following the lead established by the ITF project, it is intended to develop a new joint training and development facility. In addition to meeting the future needs of SFRS, the facility is intended to meet a significant proportion of the needs of neighbouring emergency services which will enable the revenue spend to be retained within the public sector.
12. A full business case will be developed for the proposal which will detail the operational benefits of such collaborative working including the sharing of both capital and operational costs.

Upgrading of Reigate Fire Station

Current Facility

13. Reigate Fire Station is an operational facility which houses a whole time crew on 24/7 availability. The building was constructed in the 1950s and is not a purpose-built fire station.
14. In addition to being very dated, the property has a number of functional shortcomings although its geographical location is well-suited to meet operational requirements and response times.

Options

15. Feasibility work has been commissioned to examine options for the future of the facility ranging from a basic upgrade through to a complete rebuild on the existing site.

16. The options are:

- a) Basic upgrade and improvement
- b) Significant upgrade and remodelling.
- c) Complete rebuild on existing/adjacent site.

17. It is recommended that the second option to undertake a significant upgrade and remodelling of the proposed requirements is supported. The resultant facilities will be fit for purpose and will not require significant maintenance or repair works in the short term.

Secondary County Gold Command and Mobilising Control Fallback Centre

18. This facility is required to meet the requirements of the Civil Contingencies Act and is currently located within the main HQ building at Wray Park. There is sufficient space within the existing fire station building to accommodate this service requirement. Additionally there is a requirement to provide an alternative secure site should there be a need to decant the 999 mobilising function from Salfords, this would also be located at Reigate fire station.

Relocation of Central Service Administrative Function

- 19. The Central Administrative function is currently delivered from the St David's and Dingle buildings at Wray Park. A full assessment of the space requirements has been undertaken and considered against vacant space in other service buildings.
- 20. As an interim proposal, underused space at existing properties will be utilised and the impact on existing revenue budgets will be limited to the costs associated with the higher intensification of use.

Temporary Mortuary Facility

21. Part of the Wray Park site comprises a former playing field. This space is currently identified for use as the site for a temporary emergency mortuary facility as part of the Council's Civil Contingencies Act responsibilities. The Council will investigate opportunities for a new location for this use in conjunction with the Local Resilience Forum.

Marketing and Disposal of Wray Park Site

22. The whole of the Wray Park property with the exception of the site of the operational Reigate Fire Station will be offered for sale to the market.

Options Evaluated

Option 1 – No change

- 23. The buildings would continue to be not fit for purpose and not meet the demands of a modern fire and rescue service and will constrain and frustrate the delivery of the Service Transformation Programme objectives.
- 24. The annual revenue operational costs and estimated future maintenance and repair costs including the maintenance backlog will remain at an excessive level.

25. This proposal does not make best use of the significant property asset at Wray Park.

Option 2 - Part Disposal of Site

26. The current proposal is to dispose of the whole Wray Park site excluding the site of Reigate Fire Station. Should the preference be to retain part of the site for operational purposes it would be possible to dispose of remainder of the site. There is a significant risk that a smaller site may prove less attractive to prospective purchasers and the Council could receive fewer and proportionately lower bids.

Option 3 - Disposal of the whole site excepting Reigate Fire Station and relocation of Service Headquarters and associated Functions

27. This is the recommended option which enables a clean break from the Wray Park site and presents the best opportunity to support the transformation objectives of the service.

CONSULTATION:

- Cllr Tim Oliver - Leader of the Council
- Cllr Natalie Bramhall, Deputy Cabinet member for Property.
- Cllr Dr Zully Grant Duff - Local SCC Member - Reigate Division.
- Reigate and Banstead Borough Council have been consulted on the proposal both from the planning and strategic property development perspectives.
- Director for Community Protection and Emergencies

RISK MANAGEMENT AND IMPLICATIONS:

Key Risk areas;-

Financial

28. Cost predictability for provision of replacement and upgraded buildings and facilities.
29. External capital funding contributions. The Central Government Grant supporting the ITF is subject to a number of conditions being satisfied.

Planning

30. Prospective purchasers of the Wray Park site will need to secure satisfactory planning permission for their proposed scheme.
31. The development of the proposed new Training and Development Facility will be subject to securing the necessary planning permission.

Market

32. The level of capital receipt from the sale of the Wray Park site is reliant upon the residential housing market maintaining its current (or better) position.

Legal

33. The requirement to produce good title to Wray Park.

Political

34. The need to secure political approval for all associated permissions, contracts and

Development/construction

35. The general cost/programme/quality issues associated with constructing/refurbishing buildings and facilities and relocating service functions.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

36. There are three options identified within the report, the financial and business implications of which are summarised below.

Option 1 – No Change

- a) Retains buildings that are not fit for purpose, limiting opportunities for collaboration and cost sharing. Joint workshop facility at Crawley Down not deliverable. Would require return of government capital grant of £1.5m identified for this purpose. Jeopardises the overall delivery of the ITF project.
- b) Required capital costs for maintenance and repair back log in excess of £1m. (with estimated £5m to £10m over next 20 years).
- c) Will soon require additional investment in the training centre to update facilities.
- d) No reduction in revenue costs, with likely increase in maintenance costs as buildings age.
- e) No potential to generate capital receipts.

Capital requirements - Maintenance and repair back log	£1m +
One off Revenue costs	£0m
Changes to ongoing revenue costs	Expected to increase as buildings age

Option 2 – Part Disposal of Site

- a) Enables delivery of joint workshop facility at Crawley Down, progressing the ITF programme, and a refurbished Reigate Fire station.
- b) Better utilisation of existing premises.
- c) Remaining buildings retained not fully fit for purpose, limiting further opportunities for collaboration and cost sharing.
- d) Will soon require additional investment in the remaining training centre to update facilities.

- e) Capital costs for maintenance and repair back-log reduced.
- f) Some reduction in revenue costs, with possible increases in maintenance as remaining buildings age.
- g) Reduced capital receipts from sale. Difficult to quantify without marketing. Expected to be of less commercial interest due to the area most suitable for development being retained.

Capital requirements :	
Central Workshops - relocated to the Joint Service Workshop facility at Crawley Down (£5.3m build less grant of £1.5m)	£3.8m (net)
Reigate Fire Station – Re-modelling and refurbishment to include relocation of the Secondary County Gold Command Centre	£2.0m
Maintenance and repair back log (estimated)	£0.3m
Total capital requirement (estimated)	£6.1m
One off Revenue costs	
Relocation of Central HQ function & Stores to existing service properties	£0.2m
Changes to ongoing revenue costs	£0.1m - £0.15m reduction

Option 3 – Disposal of the whole site excepting Reigate Fire Station and relocation of Service Headquarters and associated Functions

- a) Provides fit for purpose buildings.
- b) Better utilisation of existing premises / locations.
- c) Avoids incurring expenditure on backdated maintenance, which delivers no operational benefit.
- d) Greater reduction in revenue costs.
- e) Enables collaboration with partners, including delivery of joint workshop facility at Crawley Down which progresses the ITF project.
- f) New training centre requires development of full business case, and agreement of expected partners. It is assumed that the day to day premises costs for running the new training centre are recovered through cost sharing and income earned from external users.
- g) Releases the full value of the existing site to fund the project.

Capital requirements	
Central Workshops - relocated to the Joint Service Workshop facility at Crawley Down (£5.3m build less grant of £1.5m)	£3.8m (net)
Reigate Fire Station - Remodelling and refurbishment to include relocation of the Secondary County Gold Command Centre	£2.0m
Relocation of Training and Development to new facility at Hays Bridge site	£8.0m
Total capital requirement (estimated)	£13.8m
One off Revenue costs	
Relocation of Central HQ function & Stores to existing service properties	£0.2m
Changes to ongoing revenue costs	£0.25m reduction

SECTION 151 OFFICER COMMENTARY

37. Under option three, initial market engagement indicates that the proceeds of the sale of the Wray Park site, supplemented with grant funding currently held by the Council, would enable the funding of purpose built facilities at other locations in Surrey and provide additional receipt to the Council. In addition to providing improved facilities, relocation would unlock additional benefits. These include the opportunity to co-locate with partners, thereby creating the potential for further service improvements and reduced costs. Relocating to new purpose-built properties would also lead to a reduction in running costs, and would avoid the need to address the backlog of repairs at the current site.

LEGAL IMPLICATIONS – Monitoring Officer

38. Under Section 3 of the Local Government Act 1999, the Council “must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.”
39. This statutory obligation is met by the proposed re-location of the SFRS Headquarters and the associated functions. As the proposed relocation would improve the overall fire and rescue services through the delivery of modern, fit for purpose operational facilities for the organisation with the associated benefits of lower rates of operational cost.
40. Further, under Part 1, Chapter 1, Section 2 of the Policing and Crime Act 2017, the Council has a further duty to “keep under consideration whether entering into a collaboration agreement with one or more other relevant emergency services in England could be in the interests of the efficiency or effectiveness of that service and those other

services.” Upon the re-allocation, fire and ambulance services will be sharing the property with the police and SECamb. The proposed relocation presents an opportunity to promote the continued collaboration between the three emergency services, namely, the Fire and Rescue Service, the Police authority and SECamb which is to be enhanced through the Integrated Transport Function Workshop facility with an aim of improving delivery of these services in a sustainable, resilient and affordable way.

41. The collaboration will also benefit the neighbouring fire and rescue services through the proposed new Training and Development Facility to accommodate the training and development needs of the organisations. This is expected to enable the revenue and spending to be kept within the public sector.

EQUALITIES AND DIVERSITY:

42. It is considered that the proposal will not have any significant impact on residents and staff in terms of equalities and diversity issues.
43. It is also considered that the proposals do not necessitate the preparation of an Equality Impact Assessment (EIA). The proposal aims to secure improved and fit for purpose facilities for SFRS and recommends the disposal of a major property asset. The proposals would not adversely impact upon the service provided to the public.

ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS

44. An Environmental Sustainability Assessment (ESA) is not required at this stage. A report will come to Cabinet on the outcome of the options agreed and an ESA will be completed at this point.

WHAT HAPPENS NEXT:

45. ITF Facility, Crawley Down - Design and tendering work will be completed with a view to letting a construction contract and commencing work on site early summer 2019 with an anticipated completion date of summer 2020.
46. Reigate Fire Station - Design and costing work will be commissioned for the proposed upgrade and remodelling of the facility. Once statutory consents have been obtained, the construction work will be tendered with an anticipated start date of early 2020.
47. Sale of Wray Park Site - The Council will instruct property agents to offer the site for sale on the open market and report the outcome of the marketing exercise back to Cabinet.

Contact Officer: Chris Carey, Senior Development Manager, 07734 231088
chris.carey@surreycc.gov.uk

Consulted: Steve Owen Hughes - Director for Community Protection and Emergencies

Annexes: None

Sources/background papers: None