

## SURREY COUNTY COUNCIL

## CABINET



**DATE:** 25 APRIL 2023

**REPORT OF CABINET MEMBER:** NATALIE BRAMHALL, CABINET MEMBER FOR PROPERTY AND WASTE  
DENISE TURNER-STEWART, DEPUTY LEADER AND CABINET MEMBER FOR COMMUNITIES AND COMMUNITY SAFETY

**LEAD OFFICER:** LEIGH WHITEHOUSE, DEPUTY CHIEF EXECUTIVE AND EXECUTIVE DIRECTOR FOR RESOURCES

**SUBJECT:** REIGATE FIRE STATION - REDEVELOPMENT SCHEME

**ORGANISATION STRATEGY PRIORITY AREA:** GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT/TACKLING HEALTH INEQUALITY/ ENABLING A GREENER FUTURE/ EMPOWERING COMMUNITIES

<b>Purpose of the Report:</b>
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This report seeks Cabinet approval to redevelop Reigate Fire Station to address and mitigate constraints to the service provided by the Surrey Fire Rescue Service (SFRS) and health and safety issues for SFRS operational crews and staff.

This report proposes demolishing the existing fire station at Croydon Road, Reigate RH2 0EJ to design and construct a modern fire station on the existing site. Improvements are essential to allow SFRS to accommodate the new larger fire appliances used by the Service as well as to upgrade welfare facilities and the working environment for SFRS personnel.

Approving the investment and the proposal recommended in this report will allow SFRS to improve and enhance its service and ability to best protect the lives of Surrey residents.

<b>Recommendations:</b>
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It is recommended that Cabinet:

1. Approves capital funding from the pipeline to redevelop the Reigate SFRS site to design and construct a new fire station on the existing site. The capital funding required to develop the new facilities is commercially sensitive at this time and is set out in the Part 2 report.
2. Approves procurement of appropriate supply chain partners to deliver the design, build and fit out of the new structures in accordance with the Council's Procurement and Contract Standing Orders.
3. Notes that, regarding the procurement of supply chain partners, the Executive Director for Resources and the Director of Land and Property are authorised to award such contracts, up to +5% of the budgetary tolerance level.

## Reason for Recommendations:

It is essential to redevelop Reigate Fire Station in order to:

- Address and mitigate constraints the current building presents to SFRS, its service and the personnel based in the fire station.
- House the new, larger fire appliances used by SFRS.
- Improve the health and safety provision and welfare facilities for SFRS staff.

## Executive Summary:

### Background

1. SFRS has a legal responsibility to respond to fires, road traffic accidents and other emergencies with crew models that include 24/7 operational staffing. The Service employs approximately 750 members of staff, including 650 fire fighters, to serve the 1.2m population across Surrey.
2. To maintain optimal Fire Service provision, SFRS has, and requires a live network of twenty-five strategically located fire stations across Surrey. A strategic review of Surrey County Council's (the Council) fire station portfolio carried out over 2021-22 confirmed that all existing sites remain essential to meeting service response times for fires, road traffic accidents and other emergencies.
3. The review also concluded that varying degrees of refurbishment is required across all fire stations and that redevelopment is required at Reigate which the review considered to be no longer fit for purpose. The issues identified at this site are:
  - a. Structural: the new larger fire engines cannot be accommodated in the existing bays, and the existing building cannot be adapted.
  - b. Health and Safety: there is no separation between "contaminated" and "clean" areas, posing a risk to staff health.
  - c. Welfare: no provision for dignity when sleeping or gender-neutral facilities.
  - d. Net zero: the site is a high carbon emitting property.
4. Furthermore, SFRS personnel (in particular, operational fire crew) are required to maintain stringent levels of fitness to perform their duties. Fitness training facilities in Reigate fire station are extremely limited and shared with the adjacent fire training school; this set-up needs to be improved for staff to train and maintain required levels of fitness for their roles and duties.

### Options considered

5. Three main options were considered to address and mitigate the issues the current building poses to SFRS and the service it provides:

Option	Description
<b>A</b>	<b>Minimal intervention; refurbish existing buildings</b> <ul style="list-style-type: none"><li>• Allows for only minor improvements to the welfare facilities at Reigate.</li><li>• Would not address the fundamental Service requirement to house the new, larger fire appliances.</li></ul>
<b>B</b>	<b>Demolish building and clear the site</b> <ul style="list-style-type: none"><li>• Long construction period.</li></ul>

Option	Description
	<ul style="list-style-type: none"> <li>• Allows for a complete re-design of how the site is used by SFRS: the building would be re-positioned for 'drive through' fire appliance bays.</li> <li>• Anticipated that utilities (water, power, drainage) would have to be re-positioned.</li> <li>• Addresses all Service requirements, enhances Service use of the site.</li> <li>• Not achievable within the budget allocation.</li> </ul>
<b>C</b>	<p><b>Redevelop building on existing site</b></p> <ul style="list-style-type: none"> <li>• Value for money option and aligns to allocated budget.</li> <li>• Demolish the building, redesign of internal lay outs, rebuild on existing footprint to suit the site's parameters.</li> <li>• No requirement to re-position utilities.</li> <li>• Addresses all the Service requirements.</li> </ul>

6. The recommended option is Option C which meets SFRS service requirements to best protect the lives of Surrey residents, improves the welfare facilities for SFRS personnel based and the fire station, and is within the pipeline allocation for fire station reconfiguration in the Medium Term Financial Strategy (MTFS).

### Site redevelopment

7. The proposal to redevelop Reigate fire station, as per Option C, will deliver the following critical operational facilities:
- a. Four appliance bays capable of housing the new larger fire appliances used by the Service as well as allowing enough space for routine vehicle maintenance to be carried out under cover.
  - b. Provide essential separation between "contaminated" areas and staff welfare facilities to improve staff health and safety.
  - c. Upgraded shower, changing and toilet facilities which are not designated male/female, to provide private and equal access to amenities for all staff. A separate sleeping area will also ensure dignity for staff when sleeping.
  - d. Dedicated and improved gym/fitness area.
8. Redeveloping the site also presents an opportunity to significantly reduce the Council's carbon footprint as the new building will be more energy efficient, which in turn will also result in a more affordable solution over its long-term economic life.
9. The construction period for the site is expected to be one year (May 2025 – May 2026) and be in use by the beginning of July 2026. The redevelopment will be carried out in phases to reduce the impact on the operational service.
10. During the construction period, it is anticipated that a temporary fire station will be set up in the vacant communication centre building on the Wray Park site to ensure uninterrupted delivery of service. Costs for any works aligned to the decant and set up of the temporary facility is accounted for in the cost plan.

### Consultation:

11. The following have been consulted and had input into this proposal:
- SFRS senior management and staff, including on-call fire-fighters who operate out of Reigate Fire Station.

- Executive Directors within Surrey County Council.
- The Cabinet Member for Communities and Community Safety.
- The Cabinet Member for Property and Waste.
- Surrey County Council officers within the Greener Futures, Land and Property, Finance and Legal teams.

12. A public consultation will be undertaken as part of the planning application to raise awareness of the proposal and give community, business and other stakeholders the opportunity to comment on the proposal.

<b>Risk Management and Implications:</b>
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13. Key risks associated with this scheme have been identified and are being actively managed, as outlined below.

	<b>Risk description</b>	<b>Mitigation action/strategy</b>
1.	Planning permission: site access/green belt land may delay planning decision	<ul style="list-style-type: none"> <li>• Pre-application engagement with the Reg 3 team.</li> <li>• Monitoring responses.</li> <li>• Regular Case Officer Liaison.</li> </ul>
2.	Cost increases: Inflation and market cost increases	<ul style="list-style-type: none"> <li>• Engagement with Cost Manager throughout the design development.</li> <li>• Cost reviews and reports produced on a regular basis.</li> <li>• Close liaison with SFRS and Design team to ensure proposal delivers fit for purpose facility to budget.</li> </ul>
3.	Delay to project: Delays to timescales from approval, planning or construction will impact costs	<ul style="list-style-type: none"> <li>• Cost estimates include provision for inflation but any delays to the project will result in significant cost increase.</li> </ul>
4.	Site constraints: Size, geometry, access issues, existing utilities capacities	<ul style="list-style-type: none"> <li>• Considered engagement with Service throughout the design development period.</li> <li>• Design team to understand necessary restrictions and rights across adjacent lands.</li> <li>• Transport and Access assessments to include Construction Management Strategy.</li> <li>• Necessary surveys to identify utilities capacities on site have been procured, work started to determine future utilities requirements.</li> </ul>
5.	Service continuity: During construction period	<ul style="list-style-type: none"> <li>• Close engagement is in place for temporary decant options to ensure service continuity during the construction period.</li> </ul>
6.	Net zero carbon target	<ul style="list-style-type: none"> <li>• Designs and construction have factored in opportunities to deliver the sites at the least carbon impact and enable minimal operational carbon footprint going forwards.</li> <li>• Undertake sustainability workshops to explore opportunities available to reduce carbon emissions.</li> </ul>
7.	Reputational	<ul style="list-style-type: none"> <li>• A robust public engagement campaign is planned, including engaging with local ward councillors, to inform residents of the plans and give them an opportunity to respond, via the planning application process.</li> </ul>

### **Financial and Value for Money Implications:**

14. Replacing the existing old and outdated fire station at Reigate with a new, modern and fit for purpose building will save on high future maintenance costs. The building will be designed to be more energy efficient, so contributing to the Council's net zero ambitions. The new facility will also allow SFRS to improve its service for resident safety and enhance and provide for the health, safety and welfare of SFRS personnel working at the fire station.
15. This project forms one of several capital investments required to enable statutory requirements to be delivered. It forms part of a phased programme which together will enable additional surplus site capacity to be released for alternative use to the north of Wray Park.
16. The capital investment and financial modelling to deliver the new building is allocated within the capital MTFS and is commercially sensitive at this time; this information is set out in the Part 2 report.

### **Section 151 Officer Commentary:**

17. Although significant progress has been made to improve the Council's financial position, the financial environment remains challenging. The UK is experiencing the highest levels of inflation for decades, putting significant pressure on the cost of delivering our services. Coupled with continued increasing demand and fixed Government funding this requires an increased focus on financial management to ensure we can continue to deliver services within available funding. In addition to these immediate challenges, the medium term financial outlook beyond 2022/23 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.
18. The recommendation to transfer from Property capital pipeline to budget is provided for in the current MTFS. The cost of installing solar panels at this site was not reflected in the original Greener Futures capital pipeline, which will now need to be reviewed. The installation cost of solar panels is generally expected to be repaid through energy savings, although the payback period will be influenced by a number of factors including the size and cost of the array, and future energy values. As such, the Section 151 Officer supports the recommendations of this report.

### **Legal Implications – Monitoring Officer:**

19. This paper sets out proposals to improve facilities at Reigate Fire Station, which are no longer fit for purpose, to enable the Council to provide an improved and enhanced fire service whilst also meeting the Council's legal obligations. The proposal relates to redevelopment of the site including demolition of the existing fire station and construction of a new building.
20. The Council as owner of the site is empowered by legislation including (but not limited to) Section 2(1) of the Local Authorities (Land) Act 1963 to carry out

redevelopment for the benefit or improvement of its area. The Council can erect, extend, alter or re-erect any building and construct or carry out works on land.

21. The paper includes approval for capital funding to facilitate the proposals. Cabinet is under fiduciary duties to residents when utilising public monies and in considering these proposals, Cabinet Members will want to satisfy themselves that it represents an appropriate use of the Council's resources.
22. Legal Services will provide such assistance and advice as is required in respect of the procurement of the appropriate supply chain partners to deliver the design, build and fit of the new structures to ensure compliance with The Public Contracts Regulations 2015, as amended, and the Council's Procurement and Contract Standing Orders.

**Equalities and Diversity:**

23. A People Impact Assessment has been completed by SFRS officers (Annex 1) in place of an Equality Impact Assessment, which is not required.

**Other Implications:**

24. The potential implications for the following Council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

<b>Area assessed:</b>	<b>Direct Implications:</b>
Corporate Parenting/ Looked After Children	No direct implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No direct implications arising from this report.
Environmental sustainability	The development will be designed and built to a high sustainability standard in relation to the Council's commitments on net zero emissions, waste minimisation, supporting biodiversity and 'urban greening,' resilience to future heat stress and flood risk and sustainable transport/ accessibility.
Compliance against net zero emissions target and future climate compatibility/resilience	Consistent with the Council's net zero target, the building will be designed with the ambition to be operationally net zero carbon and be future proofed to be adapted and resilient to the impacts of climate change. The key features of an operationally net zero building include high thermal efficiency, a low carbon heating system and maximising the generation and use of on-site renewable energy. Materials and construction emissions will be reduced where feasible. The next design stages will address the Green Agenda within the budget allowance for the project and will design solutions to address the Green Agenda, e.g., Sustainability, and the Application of Sustainable Drainage

<b>Area assessed:</b>	<b>Direct Implications:</b>
	Systems (SuDs); opportunities for rainwater harvesting; irrigation solutions; biodiversity net gain, landscape boundary treatments etc.
Public Health	No direct implications arising from this report.

**What Happens Next:**

25. Should Cabinet approve the report's proposal, the high-level timescales are as set out below:

Key milestones	Timescale
Planning: submit application and receive decision	Jun 2023 – Nov 2023
Award contract to construction partner(s)	Jan 2024
Construction period	May 2025 – Jun 2026

**Report Author:**

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**Consulted:**

SFRS senior management and staff  
 Cabinet Member for Property and Waste  
 Cabinet Member for Communities and Community Safety  
 Ward councillors for Reigate  
 Director for Land and Property, Surrey County Council  
 Assistant Director, Capital Projects, Land and Property, Surrey County Council  
 Strategy and Management, Land and Property, Surrey County Council  
 Legal, Finance, and Greener Futures teams, Surrey County Council

**Annexes:**

Annex 1: SFRS People Impact Assessment  
 Part 2 report

**Sources/background papers:**

None

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