INTEGRATED RISK MANAGEMENT PLAN

OPTIMISATION OF EMERGENCY COVER IN ASCOT, BRACKNELL & SLOUGH

OPTIONS REPORT

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ROYAL BERKSHIRE
FIRE AUTHORITY

OPTIONS FOR THE OPTIMISATION OF EMERGENCY COVER IN ASCOT, BRACKNELL & SLOUGH

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Executive Summary

The RBFA Action Plan for 2013/4 asked for a 'review of fire cover in the East of the County area'. A Project Initiation Document (PID) was written and an IRMP team formed to research the possibility of creating a WDS pump at Ascot by moving the Slough second pump to Ascot acting as a satellite from Bracknell. Over time the project changed such that an 'options report' was required and this report now incorporates more wide ranging work outside the initial PID.

Research confirmed the Action Plan assumptions that Wokingham WDS is taking over the Bracknell RDS activity and that substantial recruitment effort in Ascot has not resolved the recruitment of RDS staff at Ascot. Modelling shows that Ascot is a relatively important location for meeting RBFRS response standards.

Additional background data is presented that shows:

- Incident (and pump) activity has reduced considerably, by about 50% over 10 years.
- Resilience will not be detrimentally reduced by any proposal here.
- RDS unavailability is variable by station. Ascot is showing at 75% unavailable (2012).

Some wide ranging options are then discussed and conclude:

- The status quo leaves Ascot not covered.
- Resolving RDS recruitment and retention is a good idea but may require more radical solutions.
- Over the Border IRMP work is encouraged but is not within the project remit.
- Disbanding Bracknell RDS would have minimal impact on response standards.
- Disbanding Ascot RDS leaves Ascot not covered within RBFRS response standards.
- Moving a Slough pump to Ascot as a satellite from Bracknell improves the first pump response standards across Berkshire (to the detriment of the second pump response standards and, possibly, to community engagement work in Slough) and increases the number of people in Berkshire covered by RBFRS response standards. A risk assessment shows that, with the current 1:1 pump weighting, there is a 6.4% increase in risk.

The work of the project suggested a number of areas of further investigation:

- An as yet un-validated method was used to balance the value of first against second pumps and showed a 1.5% reduction in risk. But the report concludes that further work is needed to this specifically and to RBFRS response standards more generally.
- The team noted that satellite stations (whilst one may be working at Windsor) are not really understood and that there may be other satellite station possibilities.
- There is a need to review the work of the RDS, specifically the RSU.
- The Knight review suggests that there is a capacity and productivity issue for FRS's.

Any financial savings are dependent upon which option is followed and there are uncertainties. The PID option (moving Slough to Ascot as satellite from Bracknell) saves nearly £300,000 on the budget (about £100,000 actual).

This options report concludes with an advantages/disadvantages matrix and goes on to give some further untested suggestions, briefly considered by the team, should the decision be made to not move a pump from Slough. Further work on any of these will be needed if members so direct.

Introduction

The Royal Berkshire Fire Authority (RBFA) Action Plan for 2013/14 contains the following as a 'priority project':

> **Undertake a review of fire cover in the East of the County area**
>
> Following the decision to make Wokingham Fire Station full time emergency cover from October 2011, it has been identified that the fire engine based at this station can get to some incidents quicker than Bracknell's retained fire engine.
>
> In addition there have been difficulties recruiting retained firefighters at Ascot Fire Station, despite several recruitment campaigns.
>
> A review of emergency response will therefore be undertaken to identify options to provide optimum emergency cover in the east of the county area. The review will follow the Authority's IRMP process and if proposals are likely to affect the current emergency cover provision, a 12 week public consultation will follow.
>
> (Action Plan 2013/14, page 64)

Part 2 (confidential) reports went to the Fire Authority IRMP Working Party and the Management Committee on 18 April 2013 and 24 April 2013 respectively, to initiate the project.

On 13 June 2013 an IRMP project officer was briefed and the following project definition, based upon the Project Initiation Document (PID) at appendix A, was agreed:

> The IRMP project will follow a short form process to risk assess, research, analyse, evidence and recommend the optimum emergency cover arrangement in the Ascot, Bracknell and Slough areas at no additional cost. This work is to be based upon the existing reports (both IRMP and Fire Authority) and to be reported to the strategic sponsor by 1 October 2013.

The risks associated with a short form IRMP, when there is no defined policy or procedure for such an approach, were discussed and it was decided at that time that appropriate reasonable efforts would be suitable and sufficient for the project as, in any event, full consultation must be conducted if changes were likely (as noted by the Action Plan). The IRMP Working Party of 13 November 2013 had first sight of a draft of this report and requested a number of additional information items and actions, leading to a version 2 report. Further extensive discussion over December 2013 and January 2014 led to the understanding that the risks of a 'short form' project had been realised and that a preferred approach was to now develop an 'options' report for the optimisation of emergency cover. This is the consequential options report and is intended to give Members information in order that they may steer future direction. This necessarily means that the current report is no longer just focussed upon the PID at appendix A but has become more wide ranging.

Alongside the project officers, an IRMP project team was formed and included members from the following departments and groups: Human Resources, Health & Safety, Finance, Facilities, Performance and Review, Response, Communications, Learning & Development, Information Technology and the FBU. A series of meetings were held and all relevant data and notes are available within the RBFRS shared server.

This project report is written for those who are fully conversant with RBFRS acronyms, definitions, conventions etc.

Background

In the light of the continuing evolution of this project, noted above, it is necessary to depart somewhat from previous IRMP project reports and deliver a wider ranging set of options, rather than contain the report to a specific Project Initiation Document (PID). These options have already been researched to a greater or lesser extent and that research is available on request (via a series of previous draft reports) and/or appended to this report.

The project team felt that it was necessary to comment upon (and test if necessary, at least to some extent) the assumptions given in the first two paragraphs of the Action Plan.

Wokingham into Bracknell

First, in order to ascertain the validity of the first two paragraphs of the Action Plan 2013/14 the project team analysed the changes in response to Bracknell from Wokingham for a period of time spanning the change to Wokingham being converted to WDS. Wokingham became fully WDS on 1/4/11. Looking at data two years either side of that date, the results are shown below and clearly indicate that Wokingham WDS has overwhelmingly taken on the Bracknell RDS work within the Bracknell area, thereby significantly reducing the number of times Bracknell RDS are used.

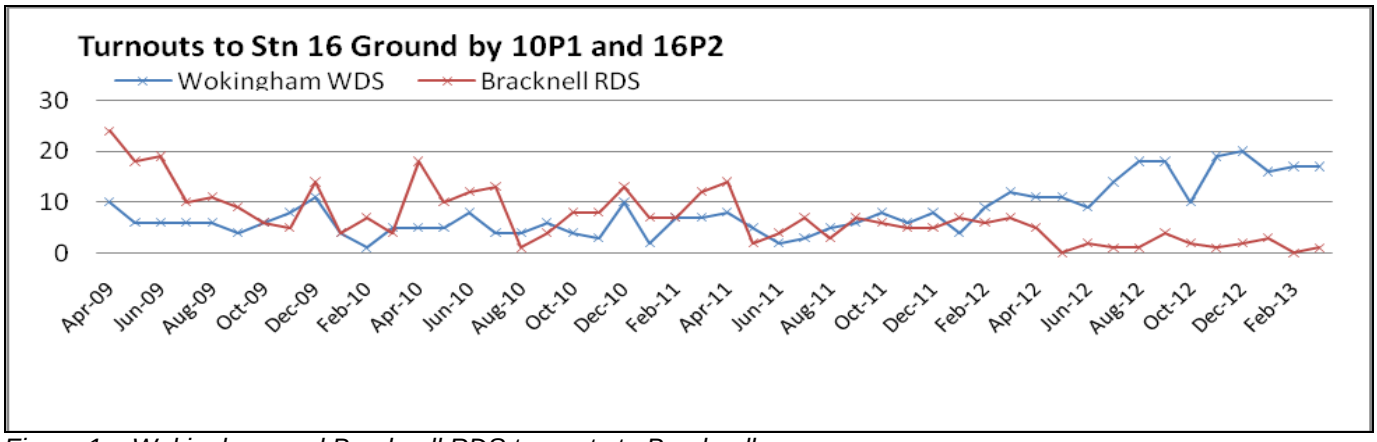

Figure 1 – Wokingham and Bracknell RDS turnouts to Bracknell

In an attempt to ascertain whether or not this change was due to Bracknell RDS unavailability, the following data was extracted from 'Scorecard' (The RBFRS performance data system). The graph indicates that unavailability was increasing for the whole period of time from 2009 to 2013, rising from about 26% to 55% unavailability.

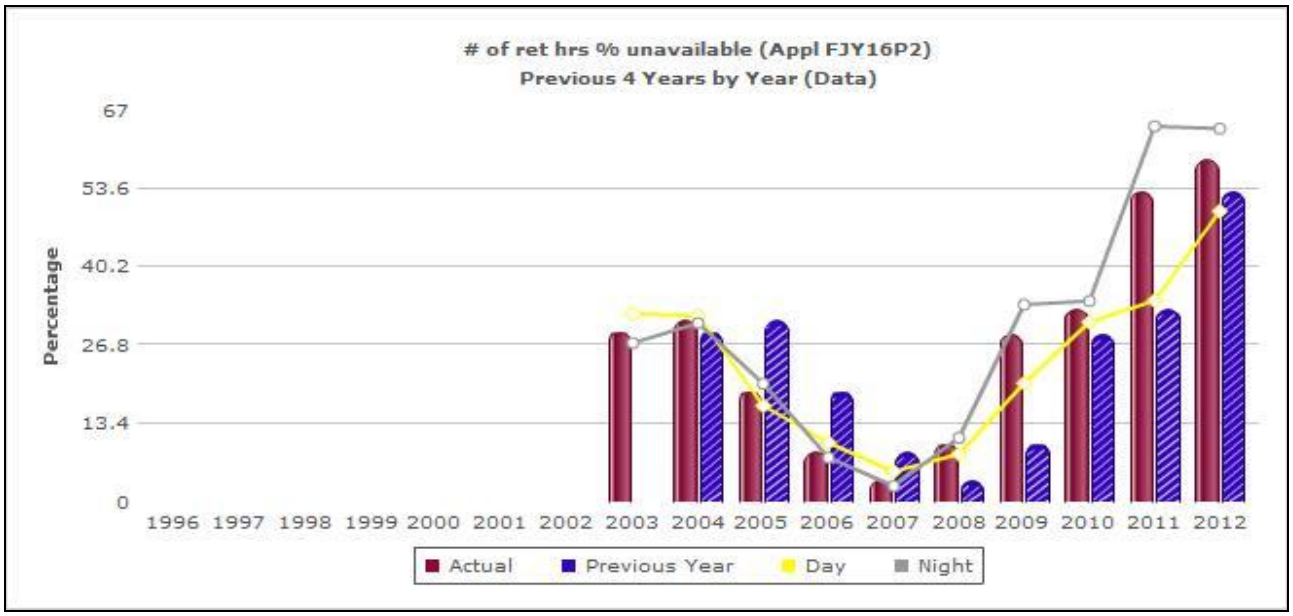

Figure 2 –Bracknell RDS unavailability

The reason/s for this change in unavailability are not explored further here (much of this analysis was completed for the RDS review of 2010, more of which below) but the fact remains that Wokingham WDS has, for the most part, replaced the Bracknell RDS in covering Bracknell.

Further, in terms of speed of response, the following map gives the distance travelled in time (9 minutes for WDS and 5 minutes for RDS) and clearly shows the fact that Wokingham substantially covers parts of Bracknell and, therefore, will be quicker than Bracknell RDS to many parts of the Bracknell station ground.

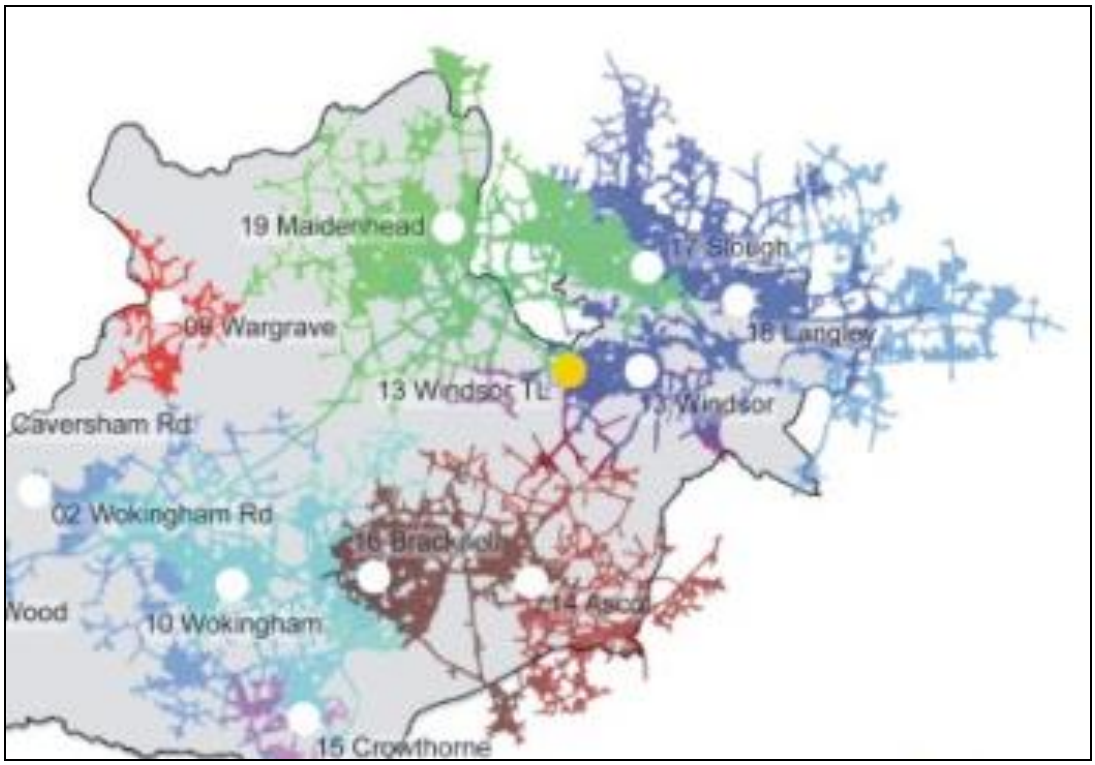

Figure 3 –Isochronal map (Wokingham and Ascot modelled as WDS)

Some combination of the speed of response and unavailability of Bracknell RDS will, for the most part, explain the fact that Wokingham is attending incidents within the Bracknell area.

Ascot Recruitment

The second statement regards recruitment in Ascot. The following efforts have been made by RBFRS to recruit in the Ascot area and as part of the general RDS recruitment drive.

Recruitment effort	**Result**
Generic RDS recruitment every 6 months **August 2011** **April 2012** **August 2012** **April 2013** **August 2013**	**4 recruited (at the following stations)** 2 x Mortimer, 1 x Lambourn, 1 x Hungerford **3 recruited (at the following stations)** 1 x Maidenhead, 1 x Crowthorne, 1 x Wargrave **None recruited** (2 carried forward) **8 recruited (at the following stations)** 2 x Bracknell, 2 x Maidenhead, 3 x Crowthorne, 1 x Hungerford **None recruited**
Recruitment Posters in (Ascot): Library Local shops Gym Notice Boards	
Recruitment Banner One placed on Fire Station and one placed opposite	
Have a go days Held in Ascot (but open to all people interested in RDS) 2012 x 4 events - 2013 x 3 events	A total of 16 people showed an interest in joining Ascot Fire station between the period April 2012 – June 2013.
Additional advertising in the following places: RBFRS Website Jobsgopublic website Allfirejobs.co.uk Adverts in local newspapers on Sept 2012: Radio Berkshire Press releases Job Centres SaBRE (Reserve Forces) website	16 applications were sent out and 12 **not** returned, and of the remaining 4: 1 applicant lived outside the turnout area 1 applicant withdrew due to medical reasons 2 applicants were rejected at interview
Leaflet Drop Leaflets were posted through letter boxes of those living within the catchment area	

Recruitment effort	Result
Drop in at stations Staff on site were able to advise on the role and application process to those that called in to the station, plus responding to emails and telephone calls	

Table 1 – Recruitment Efforts for Ascot RDS

The team felt that this is a significant recruitment effort but nobody was taken on in Ascot and, therefore, the first two paragraphs of the Action Plan are substantially correct.

Previous Reports

At a Members Briefing, given by the then CFO in April 2013, the following maps were presented as a possible scenario for the future. These 'isochronal' maps show the possible advantage to enhancing Ascot to WDS. (Since that time the Tinkers Lane option has been progressed.)

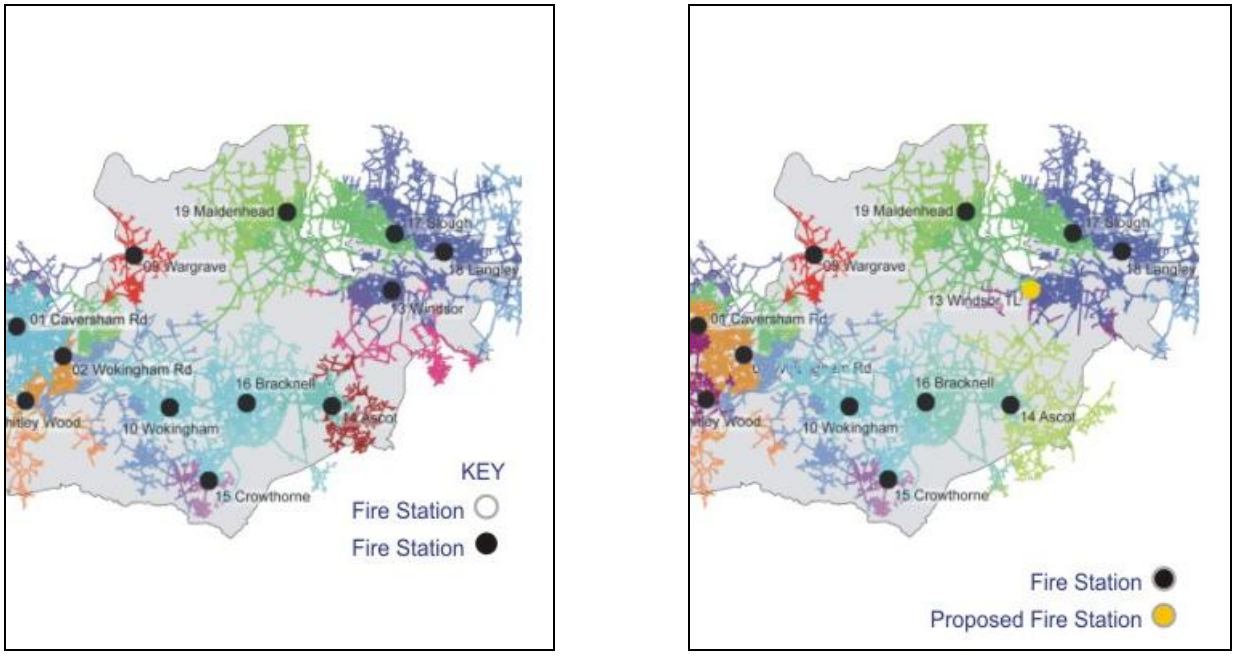

Figure 4 - Fire Station Cover Current (on left) and Proposed (on right)

These maps and the briefing set the initial scene for the current work, alongside a number of previous reports that this project builds upon. These are:

- 2020 Vision – A Fundamental Review of the Retained Duty System for Royal Berkshire Fire Authority (RDS 2010)
- Initial, draft (confidential) scoping report from ORH 'Deployment Modelling Options' dated 14 December 2012.
- Part 2 (confidential) report to the IRMP Working Party 18 April 2013 and
- Part 2 (confidential) report to the Management Committee of 24 April 2013.

It should be noted that the majority of these reports are confidential and, therefore, not contained here. However, it is the case that the bulk of that work helped form this project and found its way into the original PID.

The RDS review of 2010 investigated in great detail the issues around the retained duty system and this is covered further below but, pertinently for this report, the previous RDS review contained some important modelling data that is updated below and led to the understanding that at that time (and now) Ascot is a relatively important location that helps enable RBFRS to continue to deliver the decided response standards. And it is for this reason that this project has been asked to specifically review the emergency cover in the geographical areas of Ascot, Bracknell and Slough.

Overall Modelling and Analysis

The report into the Retained Duty System identified Station 14, Ascot as an important retained station. Work was commissioned to bring this up to date and the map below confirms the overall approach to be correct.

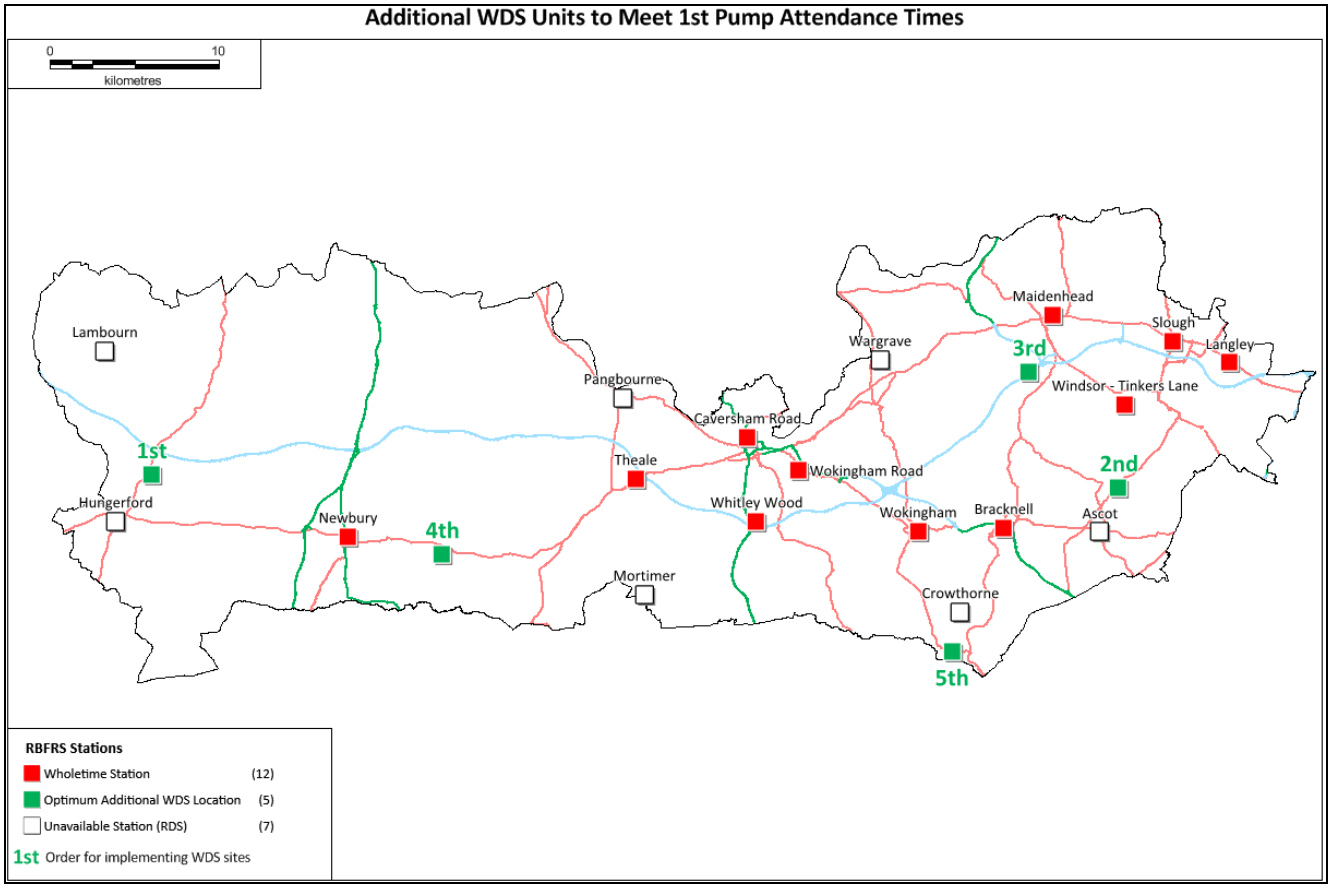

Figure 5 – ORH Model (BF11-AdditionalWDSUnitsV2 2013) NB – The model includes 2 WDS at Newbury

The modelling conducted for the above map (ORH 2013d) was to optimise the locations of additional WDS pumps, assuming no RDS pumps were available, to achieve best response in 8 minutes to both dwelling fires and RTCs. The earlier RDS work had found that this gave the most 'rounded outcomes' (Holland G 2013b).

The above map shows the relative importance of a pump in the Ascot area, especially when it is realised that Newbury has two appliances that can be seen to deal with the 1st and 4th locations. The 3rd location is thought to be associated with RTC responses and likely to be as a result of the increasing numbers of RTC incidents relative to dwelling fires.

It should also be noted here that the model for the map above included the proposed pump at Theale as it is intended that this reflects long term planning. However, later work in this report leaves the Theale pump at Dee Road to enable fairer short term comparisons.

Additional Background Data

It is unnecessary to remind readers of the need to save money. Suffice to say here that there is that need and, in terms of IRMP, the ethos has moved from 'doing more with the same' to 'doing the same with less'.

Overall Budget and Incident Numbers

The budget cuts come at a time when the total calls that RBFRS respond to is falling:

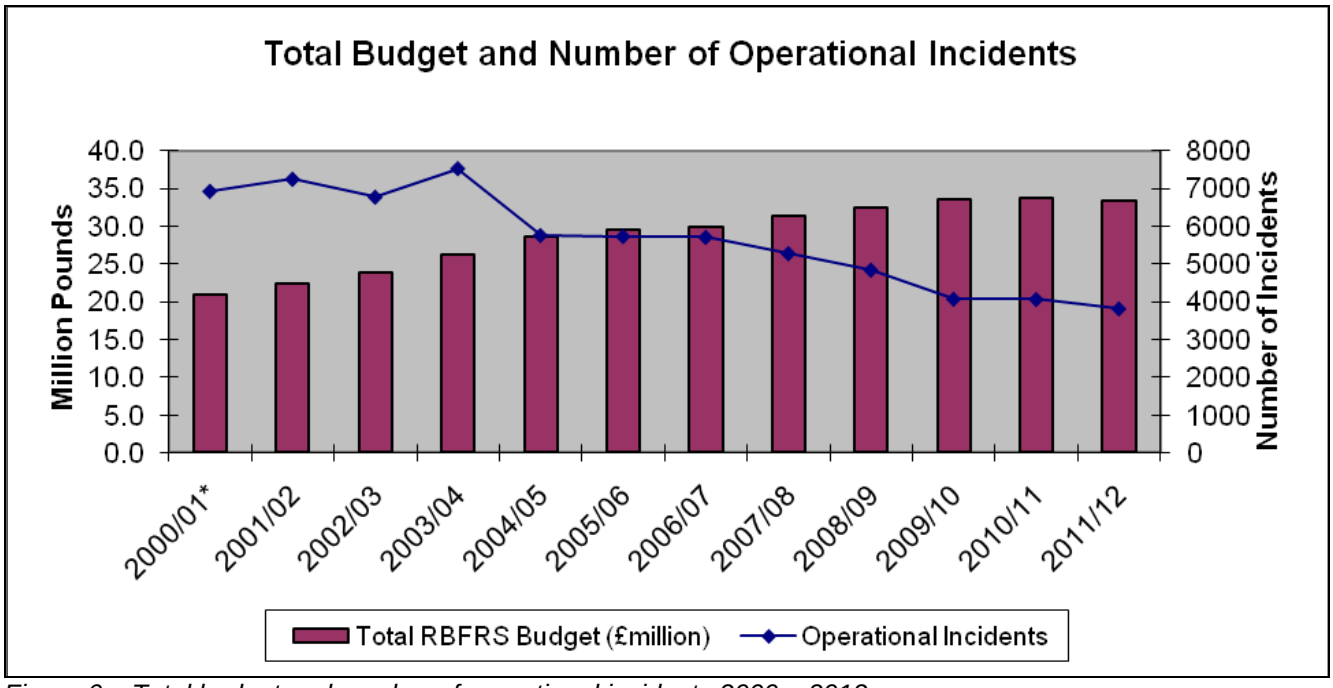

Figure 6 – Total budget and number of operational incidents 2000 – 2012

More detailed financial information is given later but the general decrease in incident numbers (as shown at figure 6) is national (Knight K, 2013, page 11) and, of course, is welcomed. To indicate what this means to station calls the following data are extracted from Scorecard.

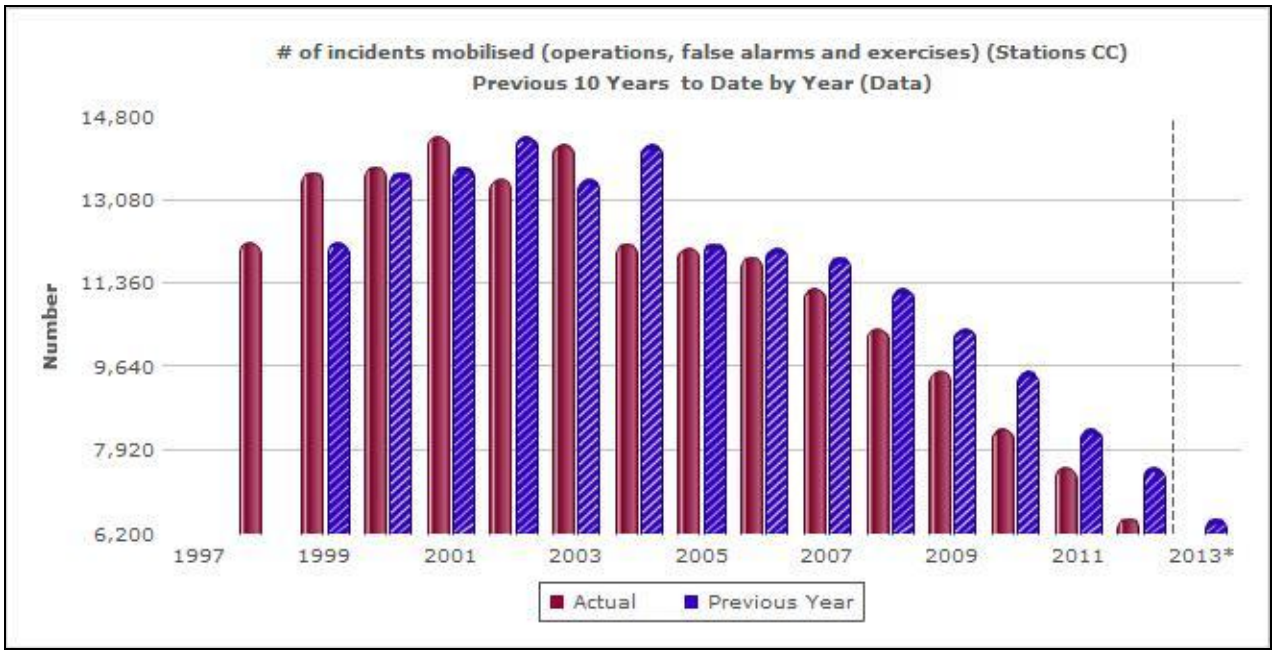

Figure 7 – RBFRS Number of incidents mobilised

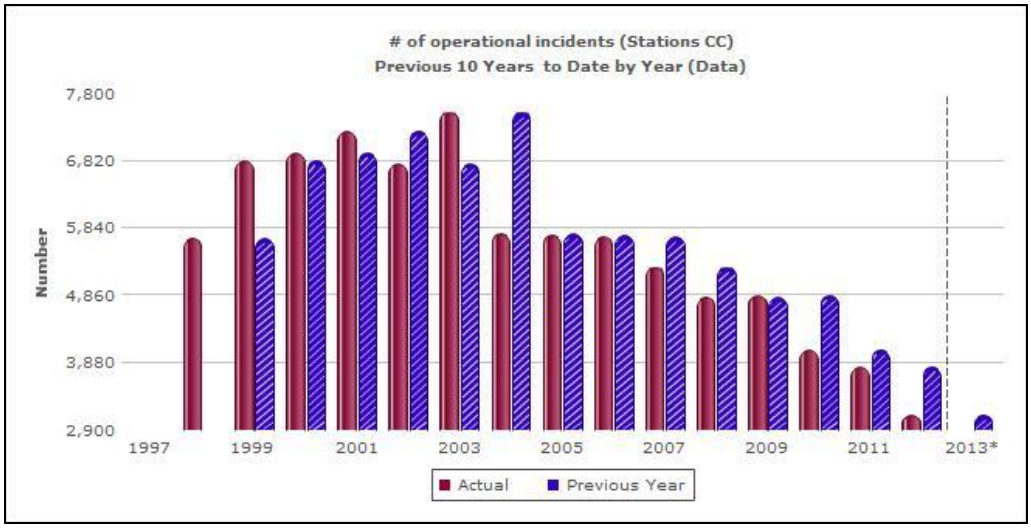

Figure 8 – Number of operational incidents (similar to figure 6)

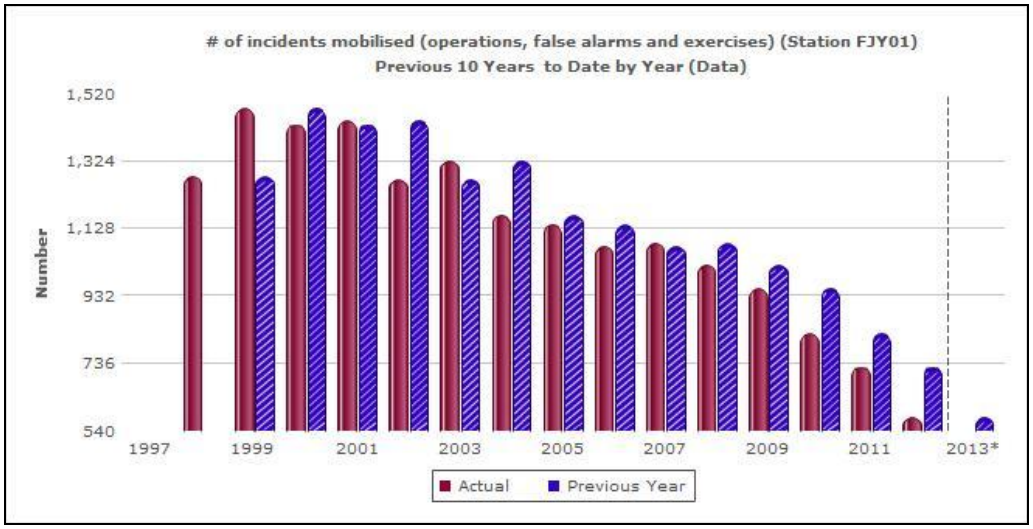

Figure 9 – Station 1, Caversham Road, Reading, number of incidents mobilised (included as comparator)

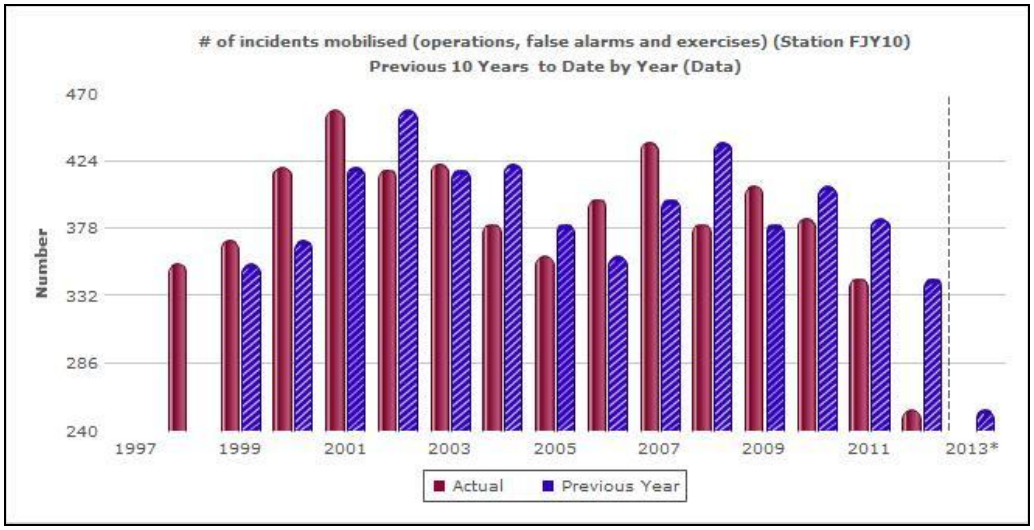

Figure 10– Station 10, Wokingham, number of incidents mobilised

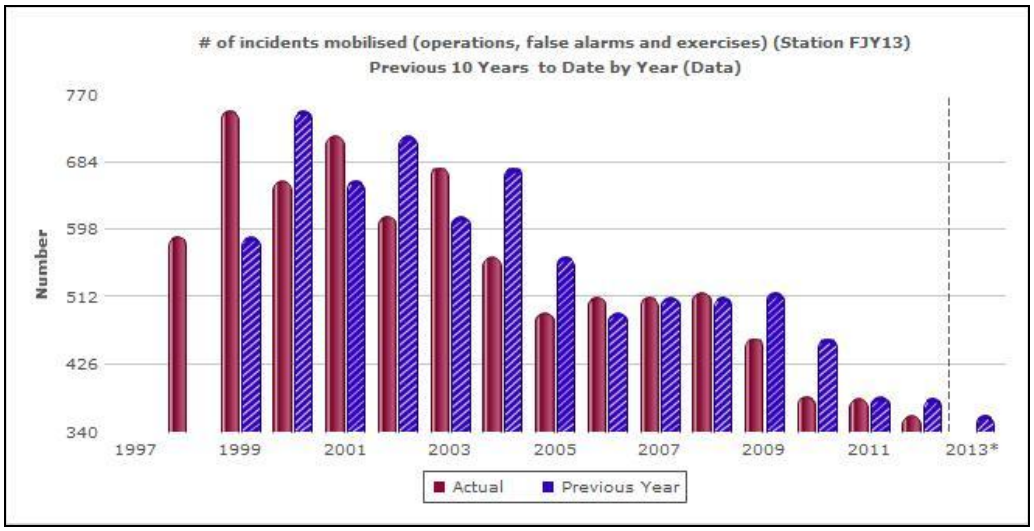

Figure11 – Station 13, Windsor, number of incidents mobilised

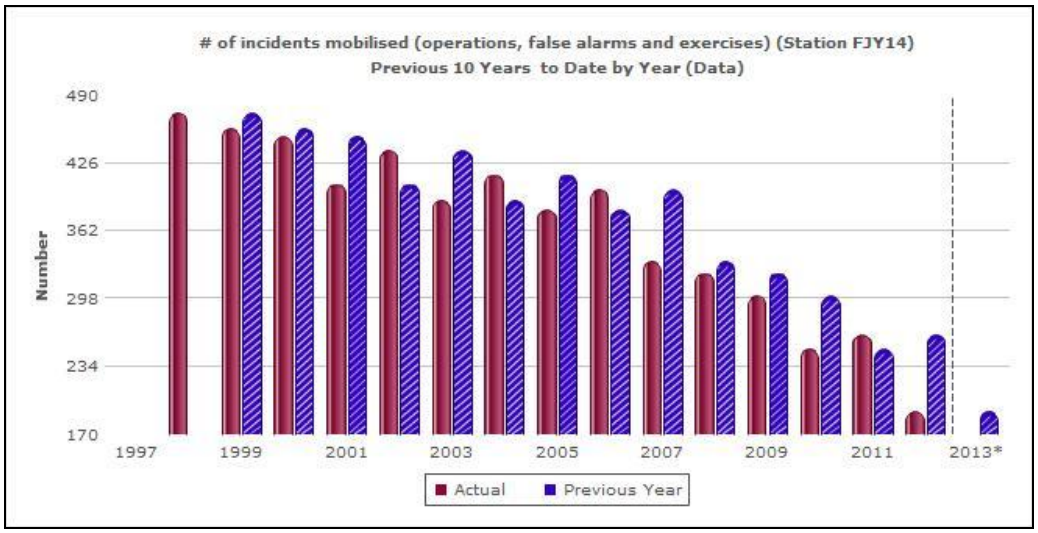

Figure 12 – Station 14, Ascot, number of incidents mobilised

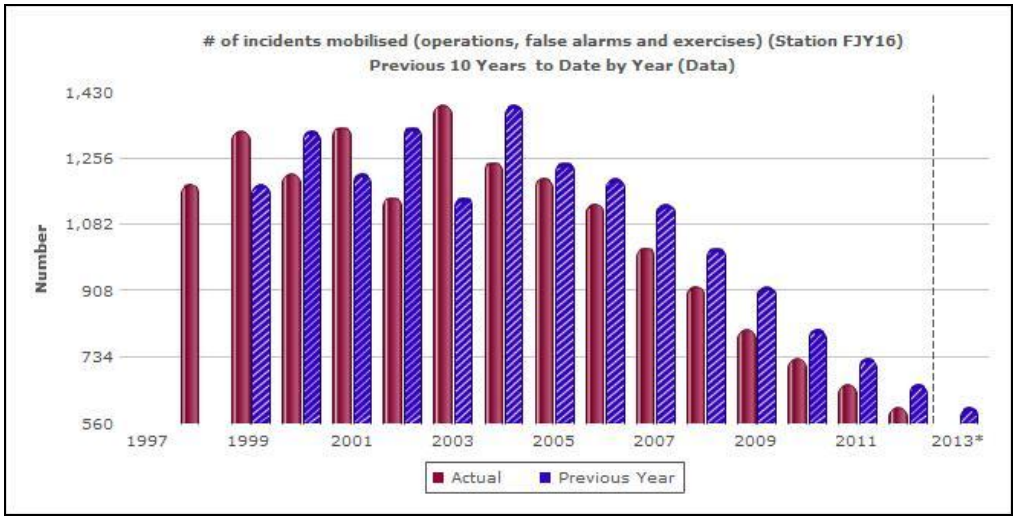

Figure 13 – Station 16, Bracknell, number of incidents mobilised (1x WDS and 1xRDS)

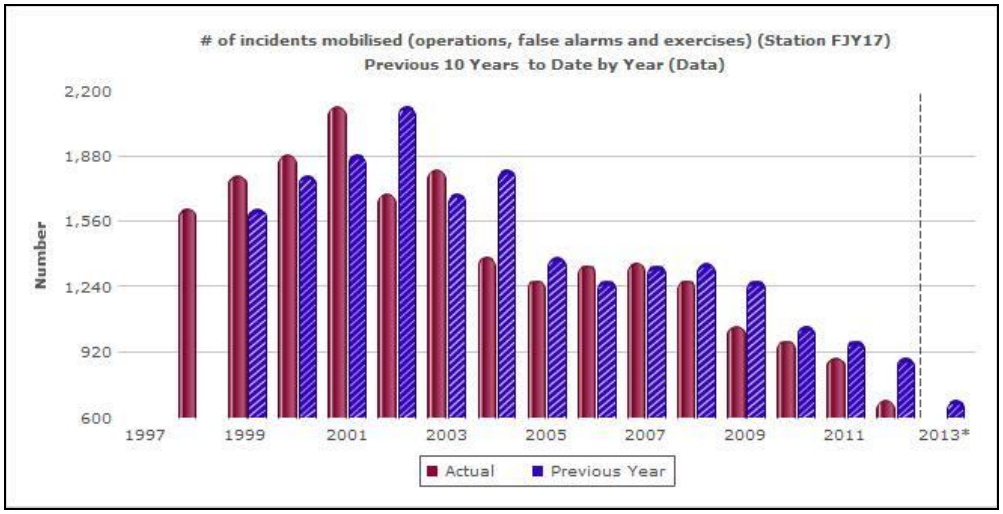

Figure 14 – Station 17, Slough, number of incidents mobilised (2 x WDS)

In order to indicate what this means for each pump at Slough the following data (includes all mobilisations and standbys) is given.

Year	17P1	17P2
2000	1,173	2,300
2001	1,418	2,646
2002	1,181	2,294
2003	1,220	2,269
2004	1,085	2,003
2005	1,054	1,774
2006	1,060	1,729
2007	977	1,768
2008	614	1,458
2009	493	1,295
2010	492	1,205
2011	495	1,083
2012	391	907

Table 2 – Mobilisations at Slough over years

The above all indicate a significantly improving picture in terms of incidents in the community.

In no small part it is as a result of the non-operational community safety work of firefighters themselves that this success story continues. But the fact of reduced incident numbers cannot be ignored and must at least prompt the question of continued efficiency and effectiveness. Not least as, if the number of incidents being attended has fallen by some 50% (whatever overall measure is used), then there must be 'spare' operational capacity (in one form or another). Before addressing in any more detail the specific station capacity it is necessary to consider overall capacity in terms of resilience.

Resilience

A full resilience risk assessment and table top exercise was undertaken for the Retained Review of 2010 and that report concluded:

> But it is possible to say, following this risk assessment work, that RBFRS has considered overall resilience and that RBFRS has 'enough' pumps, even with 7 RDS pumps being unavailable at the time of the exercises. (RDS 2010 p.75).

Given that the Retained Support Units are now in place and that RDS availability is still poor it is not thought necessary to repeat the exercise. The following graph shows the strong impact of the RSU at Ascot during the day and that the Ascot pump is effectively not available without this input. The Bracknell RDS is unavailable for approximately 45 – 65% of the time (more recent data suggests this is worsening). Given that 7 RDS pumps were unavailable at the time of the resilience risk assessment in 2010 and yet the service still 'coped' it is possible to say that resilience is not an issue here. (This is not to say that RBFRS can just continue to reduce the number of pumps available without further work but, rather, the loss of the RDS pumps at Bracknell and Ascot will not significantly alter the resilience of the service and this is the matter in hand for this project. Indeed, the project team would recommend research into overall resilience requirements, in terms of the total number of pumps (both RDS and WDS), that should be available at any one time and that this should be published.)

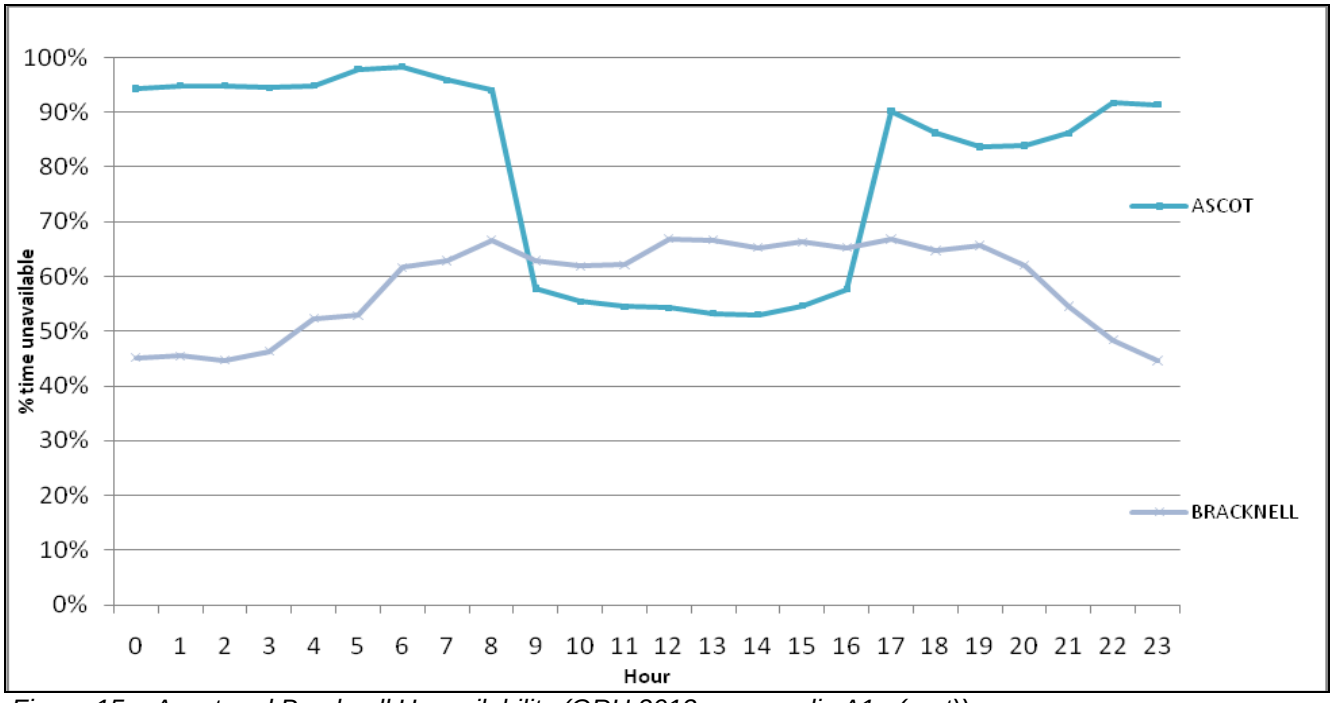

Figure 15 – Ascot and Bracknell Unavailability (ORH 2013a, appendix A1a (part))

Further, it should also be possible, should Ascot RDS be closed and effectively covered by WDS from Bracknell (and elsewhere), then the existing RSU could be re-located and expend effort and resource to ensure more than just Ascot is kept 'on the run'. The expectation would be that two other RDS pumps could be given better availability on the closure of Ascot, thereby enhancing resilience.

Response Standards

Whatever the incident numbers and capacity, RBFRS is committed to response standards. These are in the Service Delivery manual (Service Delivery 2013) and are repeated here:

- The Royal Berkshire Fire & Rescue Service is committed to achieving an optimum response standard of 8 minutes for the first appliance and 10 minutes for the second appliance for dwelling fires [called 'optimum response' in this report].
- The Royal Berkshire Fire & Rescue Service is committed to a standard response of 10 minutes for the first appliance and 12 minutes for the second appliance for dwelling fires [called 'standard response' in this report].
- The higher risk localities where it is predicted that appliances will not reach dwelling fires within the standard response will be prioritised for community safety initiatives to drive down the risk.
- The Royal Berkshire Fire and Rescue Service is committed to making an initial attendance to road traffic collisions, with the necessary resources to commence extrication of casualties, within 11 minutes [called RTC response in this report].

Retained Duty System Unavailability

Noted above is the RDS unavailability data for Bracknell. It should be said that this is not the only place where availability is a problem. The overall RBFRS RDS unavailability is given below.

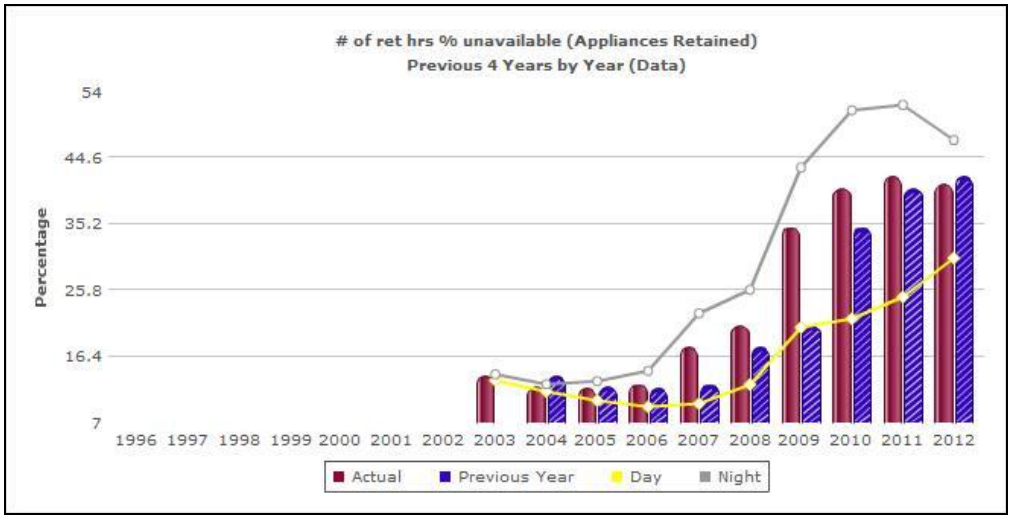

Figure16 – Overall RBFRS RDS Unavailability

To give an indication of the variability station by station, Hungerford is giving particularly good cover at the moment:

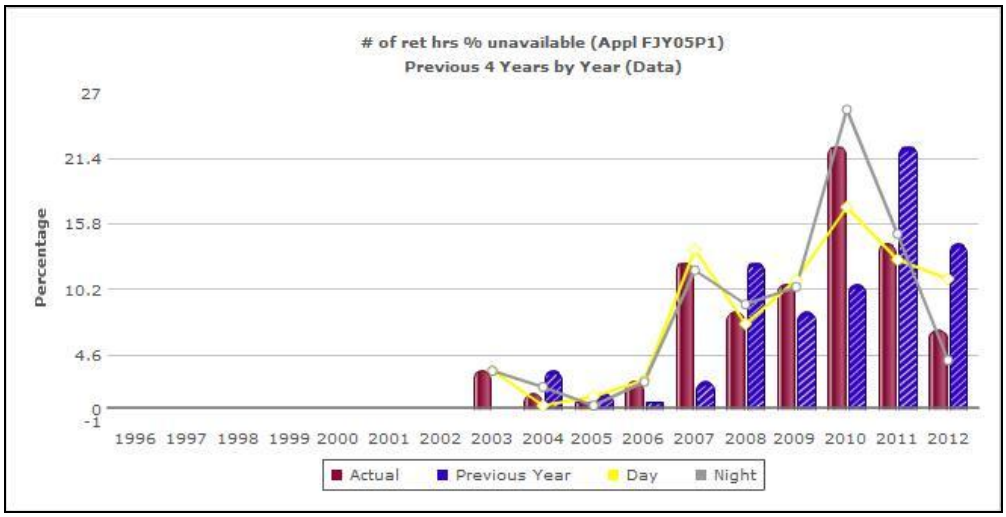

Figure 17 – Hungerford (station 5) RDS Unavailability

And Ascots unavailability is now up around 75% and, as said previously, the 25% cover is only available 9 days out of 14, from 0900 – 1800, so effectively no night cover is available:

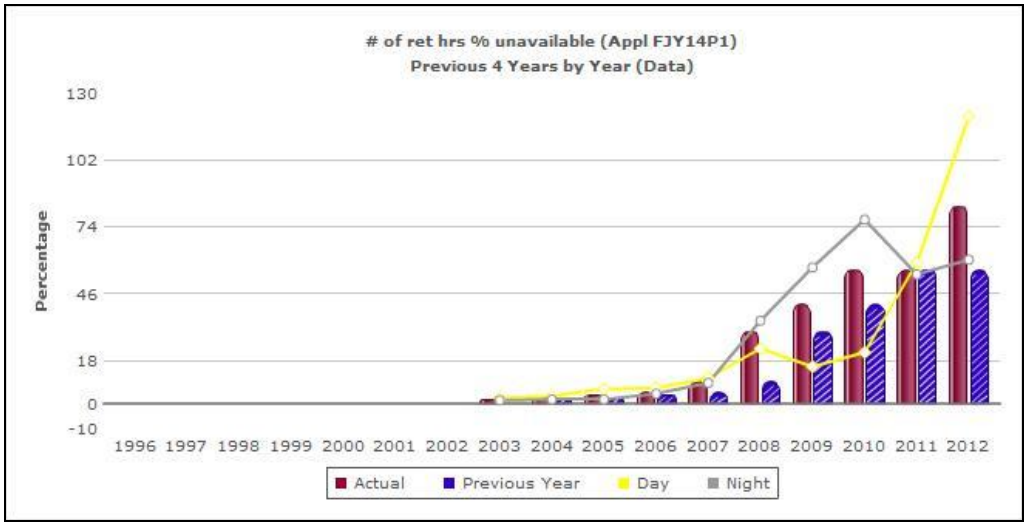

Figure 18 – Ascot (station 14) RDS Unavailability

Further, it should be noted that other Fire & Rescue Services are having similar RDS recruitment, retention and availability problems (more details later.)

All the above background, culminating in the issue of RDS unavailability gives, perhaps, an indication of the breadth of the issues and leads finally to possible options to consider.

Options for Optimisation of Emergency Cover in Ascot, Bracknell and Slough

The initial PID effectively gave a possible scenario that was to be researched, being the removal of RDS at Ascot and Bracknell with the move of the Slough second pump to Ascot

working as a satellite from Bracknell. Since that PID a number of other options have emerged[1] and a number of potentially viable options are now considered. These are listed as:

- Status Quo
- Resolve RDS recruitment, retention and availability issues
- Establish Over The Border (OTB) IRMP
- Disband the RDS at Bracknell
- Disband the RDS at Ascot
- Move Slough 2nd pump to Ascot as satellite from Bracknell

Status Quo

The overall modelling map of figure 5 shows the relative importance of Ascot as a location for an RBFRS resource. The loss of any (or indeed all) the RDS pumps in Berkshire has little overall negative impact on response standards:

Response Standards			Performance 08/09	Performance with RDS 100% day available	Performance with RDS 0% day available
Dwelling Fires	1st	in 8 minutes	81.9%	82.6%	79.9%
		in 10 minutes	91.3%	92.2%	89.2%
	2nd	in 10 minutes	68.3%	69.6%	65.4%
		in 12 minutes	85.4%	86.8%	82.0%
RTCs	1st	in 11 minutes	79.1%	80.3%	76.3%

Response Standards Performance with 100% and 0% RDS day availability (RDS 2010 p96).

However, it is the case that, locally, response standards may worsen to such an extent to be inappropriate. This is considered in more detail below but, given that Ascot unavailability is so high (and what cover there is, is being given by the RSU) it can be seen that the status quo, although an option, is not a particularly effective one as:

- The cover is less good than it should be
- The RSU is not working as effectively as it could (as it's focussing on only one station)
- It is relatively expensive for the cover given.
- This option does not save any money

Therefore other options are considered below.

[1] And continue to emerge. At the end of this report are a number of further, wide ranging suggestions from both the FBU and Management that came in 'last minute'. Hence the intention of this report now being to give Members adequate information to steer future direction.

Resolve RDS Recruitment, Retention and Availability Issues.

The problems around RDS recruitment, retention and, therefore, lack of availability are not new, nor local. In around 2004 the following statement was given within an FBU report:

> …in Brigades up and down the country considerable numbers of retained fire engines are unusable every day because of staff shortages – "off the run" as it is known. A widespread shortage of Firefighters working the Retained Duty System is one of the reasons behind this. The problem reflects serious, long-term recruitment and retention problems that urgently need to be addressed. (FBU 2004, p1)

And in the same report a Berkshire Firefighter is quoted:

> While we're struggling with half a dozen people to keep the pump on the run, they're happy because they are saving money, and they've still got a pump that drives around occasionally. So as far as statistics are concerned they've still got a Fire Station open. (FBU 2004, p5)

Whilst it may or may not be the case that 'they're happy' it is certainly the case that the situation has only got worse since that time (as seen in the data above) and the statistics are now showing increasing unavailability within RBFRS at some RDS stations.

Other Fire & Rescue Services are finding similar problems. See for example, the Surrey FRS report (ORH 2011, paragraph 8.5.). And a recent personal conversation with a Norfolk Officer suggested they have a 5 minute catchment area for recruitment and, yet, are considering extending this to include a 'delayed' status of 7 or 8 minutes. Whilst this extension of catchment area may be plausible in the remoteness of Norfolk it is less effective in Berkshire where the next nearest pump is often WDS and within 'striking distance'. (The exception to this is Lambourn.) The RDS report of 2010 gave a figure of 7:42 minutes from Bracknell to Ascot (RDS 2010 p45) and also gave a logical maximum catchment area time of 2 minutes for Ascot (RDS 2010 p46) going on to state:

> Therefore it would make no sense to extend the 3 minute catchment for stations 7, 12, 14 and 15 as the next nearest WDS station is within reasonable distance but it might be of value to extend the catchment area for stations 5, 6, 9 and 11. (RDS 2010 p46)

It is the case that extending the catchment times will perhaps enable Ascot to fully recruit and this will potentially give a pump but it will give very little or no gain to RBFRS in terms of meeting response standards.

None of the difficulties will surprise other Services. A report from Cumbria (Cumbria 2011) states:

> The main concerns were around the difficulties in recruitment of retained personnel at particular stations in the county, the lack of female recruits and the availability of personnel.
> …key points from this work are detailed below:
> - There is a perception of Fire personnel it is a man's role. Educating the public could change the perception
> - There were challenges with daytime availability at fire stations
> - A two tier remuneration package for fire personnel raised issues (this was a national system)
> - A bigger pool of people to draw from would be beneficial
> - An increase in the number of people from under represented groups (particularly females) was needed

- The biggest hurdle for those from under represented groups was the National Firefighter Selection Test
- A switch to using airwaves from pagers to contact personnel would be a big improvement on the current notification system
- Retained and Whole Time personnel are recruited using the same standards (including fitness) – Whole Time and retained Personnel are equal.
- The increase in the number of dormitory towns means that many people do not live or work 5 minutes of their local Fire Station
- Employers are reluctant to release staff for duty during the time they are at work.
- Employing females during the day could resolve day time cover shortages but many failed at the physical testing stage.
- Positive action to help females pass the physical tests is being put in place.
- The recruitment team continue to work with male and female applicants who do not succeed in their applications but whom it is felt will make good fire fighters in the future and who may require additional support before submitting a further application.
- The fact that retained staff feel that they are doing something for the good of their local community is important.

Most of these issues were found within the previous RDS review within RBFRS. It was noted then and it is still the case now that there are significant problems in terms of training, maintenance of competence, recruitment and retention of retained duty system staff. It is not within the remit of this project to resolve all these issues. However, the previous research did suggest that recruitment in the Ascot area should be possible, if difficult (RDS Review 2010 pages 44 - 48). The report also intimated that, in the event that it is decided to keep an RDS station at Ascot (or indeed elsewhere), other strategies may be required that could include ideas around:

- Expanding the ‘catchment’ area
- Changing the working time requirements of the staff
- Altering the job description to create a different ‘type’ of FF, thereby changing the required selection process.

These are major changes that go against the national thrust of ‘a FF is a FF’ but may need to be re-considered in the light of Sir Ken Knight’s report (that asks for greater use of RDS (Knight K 3013 p 31 - 33)) and lack of recruitment in Berkshire, although it is a known problem across the country. It may be that the review of the work of the Retained Support Unit within RBFRS (due in 2015) will indicate future direction.

It should be noted at this stage that RBFRS has not altered the standards for recruitment nor has it tried any of the strategies shown above.

However, resolving the RDS issues should be considered as an option, although, without some more radical decisions there is no evidence that the option is viable and any potential solution will not be a “quick fix”.

Establish Over The Border IRMP.

What the above options do not analyse is the possibility of some form of regional or over-the-border (OTB) working. It is the case that current section 13/16 agreements enable services to assist each other over borders but the authority and responsibility of such resources also rests OTB. Therefore, without some high level agreement (such as a ‘regional’ or ‘sub-regional’ IRMP) it is very difficult to assess the impact of proposals that specifically include or

exclude OTB resources (mostly in Surrey for the case here.) A future plan for Surrey FRS (ORH 2011) gave the following proposals for those stations closest to Berkshire:

Camberley – Current: 2xWDS Proposed: 1xWDS + 1xDay Crewed (7 days)

Egham - Current: 1xWDS Proposed: 1xWDS

Staines - Current: 1xWDS Proposed: 1xDay Crewed (7 days)

Therefore it can be seen that Surrey, if anything, is planning to reduce its' resource OTB to Berkshire and RBFA will not be able to rely on it, beyond the normal section 13/16 arrangements. Whatever the current 'state of play' in Surrey it is probably the case, due to austerity, that there will be no OTB service planning to deploy extra resources close to the borders of Berkshire, however desirable that may be - without some joint will to so do.

Therefore it is an option to develop such OTB working and it should be encouraged. However, this was not in scope with the original PID and will not provide short (or medium) term solutions. Indeed, the original PID suggested a saving for the proposal by not using Surrey resources that RBFA currently pay for.

Disband the RDS at Bracknell.

The original research work conducted for the initial PID is within appendix B. In synopsis it shows there that the negative impact of disbanding the RDS unit at Bracknell (with no other moves to cover) is slight:

- Bracknell - first pump worse by 8 seconds and second pump worse by 50 seconds

In terms of response standards with Bracknell RDS disbanded, the first pump is easily covered. But the 2nd pump moves to just outside the most optimum response standard – but still within the standard response.

From this is can be seen that a viable option is that the Bracknell RDS unit could be disbanded.

Disband the RDS at Ascot.

The original research work conducted for the initial PID is within appendix B. In synopsis it shows there that there is some worsening of the average response time for Ascot:

- Ascot - first pump worse by 37 seconds and second pump worse by 40 seconds

But, perhaps more importantly, the closure of the RDS unit at Ascot takes the Ascot response from just outside the 'standard' RBFRS response standard to well outside (from 10:24 and 12:08 to 11:01 and 12:48)

If the option to close Ascot is taken (with no covering moves) then both first and second pump response standards move from just outside the standard response to well outside.

It is for this reason that the Slough cover option was developed.

Move Slough 2nd pump to Ascot as satellite from Bracknell

The original research work conducted for the initial PID is within appendix B. The intention of this option was to cover for the loss in response standards at Ascot shown above.

Noted above in the background data section we saw the drop in incidents for the two pumps at Slough over years:

Year	17P1	17P2
2002	1,181	2,294
2012	391	907

Table 2(part repeat from above) – Mobilisations at Slough over years

Previous work gave the following data:

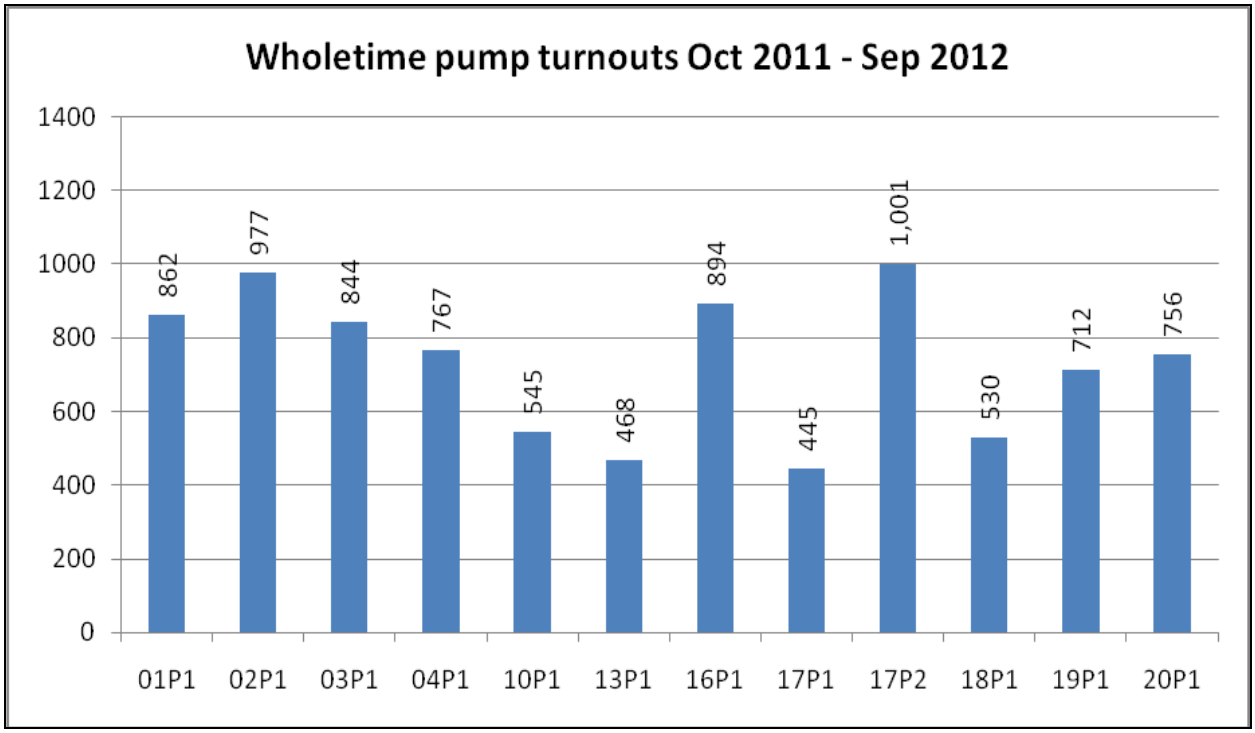

Figure 19 – WDS turnouts by pump (DCP 2012 p14)

Given these two facts it may be that there is spare capacity at Slough and the research set up by the initial PID was to investigate the impact if one Slough pump was to move to Ascot as a satellite from Bracknell. In synopsis, appendix B shows the impact under the following headings:

Risk and Consequences

Detailed work is at appendix B and identifies that Slough has many more incidents, both dwelling fires and RTCs, than either Ascot or Bracknell.

Slough has about 6 times the total accidental dwelling fire risk than Bracknell and some 70 times the Ascot risk. Additionally it is found that the accidental dwelling fire outcome risk (the

severity outcome risk per incident) is, again, larger in Slough but by a smaller factor (about three times). This number gives an indication of the consequence (per incident) of having a fire. So, if you have a dwelling fire, this number indicates the possible consequences (outcomes) in terms of casualties and fatalities.

Taking a similar approach to RTC data we find that the total RTC risk is higher in Slough than the other areas but by a smaller margin (times 9 for Ascot and times 1.25 for Bracknell.) However, the outcome risk numbers are more equal (as might be expected) but that Ascot has the highest RTC outcome risk (by a factor of 1.5). The reason for this has not been analysed but could be a consequence of Ascot having (on average) faster rural roads than Slough or, indeed, Bracknell.

Population, Demographics and People Impact

If the proposal is implemented, overall, a greater number of people in Berkshire receive a first pump more promptly than they do within the base position (10,101 more people get their first pump within 8 minutes and 9,445 more within 10 minutes). The only overall negative is that fewer people (3,650) receive their second pump within 10 minutes than they currently do. But this is slightly offset by a greater number of the population receiving a second pump within 12 minutes (7,968). However, the majority of people getting the worsening level of service (never-the-less, on the whole remaining within the optimum response standard) are the people of Slough. Research at appendix B has shown that Slough is significantly more deprived than other areas of Berkshire. For example:

- Slough is estimated to have 16.1% of the population who misuse drugs
- Some 5128 people are estimated to be drug or alcohol dependant
- The 11th highest incidence of overcrowded households
- Ranked 2nd in England for household size
- 5% of migrants living in accommodation with over 10 people
- 16% living in accommodation with over 6 people

Appendix B also notes that comparable information is not available for Ascot and Bracknell, but three reports can be found at Appendix F for the relevant areas.

It is worth noting that the removal of a pump from Slough may reduce the community safety work conducted by firefighters in the Slough area and, given the demography of Ascot that work may not be available in Ascot. This is part of a required balanced judgement.

A full People Impact Assessment was completed for the initial drafts of this report and is given at Appendix D. Whilst it shows there is a ‘People Impact’ the conclusion at that time was that the proposal could be supported as more people would get a quicker response. However, that was always (and still is) subject to consultation and, as the project has evolved into an options report, the PIA has not been updated here. An update would be required, dependent upon the directions of Members of the Fire Authority, to avoid any subsequent legal challenge and, if challenged, any decision can be justified.

Response Standards

The following table is extracted from the ORH reports (and at appendix B).

RBFRS - Station Configuration Modelling

Proposed Option - Changes at Ascot, Bracknell and Slough

Average Response Times Compared to Validated Position; 24-Hour Averages

Area	2013 Modelled Base		Modelling Option		Difference	
	Avg 1st	Avg 2nd	Avg 1st	Avg 2nd	Avg 1st	Avg 2nd
Ascot	10:24	12:08	05:18	09:30	-05:06	-02:38
Bracknell	06:06	09:38	05:58	09:17	-00:08	-00:21
Langley	06:45	08:12	07:00	08:42	00:14	00:30
Maidenhead	06:19	08:52	06:22	08:56	00:03	00:05
Slough	05:54	06:14	06:26	08:45	00:32	02:31
Windsor	07:53	09:31	08:08	09:53	00:14	00:22

Notes:

2013 Modelled Base: Newbury = 2 WDS; Windsor at Tinkers Lane

Average response times are to all incidents

The Slough times worsen (quite significantly) but they are still well within the optimum response standard. Ascot has major benefit and there are other, slighter, advantages and disadvantages.

As noted at appendix B, attempts were made to balance the relative worth of a first versus second pump. Whilst noting this work is un-validated, for information the following is given:

- Current RBFRS methodology is to use a ratio of 1:1 for relative pump weighting.
- If the relative weighting is not altered (and remains at 1:1), the risk analysis shows that, for dwelling fire and RTC risks in Slough and Ascot, the proposed change gives a 6.4% increase in risk.

The risk analyses conducted again show that there is a balanced judgement to be made.

Therefore it may be deemed necessary to adopt an option to formally review the approach to relative weighting as a separate project and this may best be achieved within an overall review of RBFRS Response Standards.

Other work identified

Over the duration of this project it became apparent that a number of issues were impeding progress. It would assist this project if other work was commissioned to enhance understanding and give better, more robust evidence. Among these are the following.

Concept of Satellite Stations

The concept of using a satellite station has already been adopted in the East of the county, where Windsor (Tinkers Lane) will be crewed by an appliance from Slough. The appliance

will be crewed as part of the Slough watch and travel to and from Tinkers Lane at the start and end of each shift.

The concept and specification for a satellite station are not fully understood by staff, their representatives and some managers within RBFRS.

This has proved to be the case when asking consultants for an outline pricing structure for Station 14 Ascot. The initial estimate, included in the original PID, was for £50,000, and it was found that this was a 'finger in the air' estimate. Recent proposals have seen the estimated cost of development of station 14 rise to around £350,000 and discussions have also taken place with the Planning Authority.

Any such cost will be Capital Spend and will be a 'one off' but would also need to be taken to the relevant financial authorities.

Before any further work on Satellite Stations is progressed, a definitive definition for the purpose, operation and structure of the concept, should be agreed and published.

Location/s of satellite stations

Once the concept is understood, this leads to another piece of work, in that consideration could be given to whether or not other stations within RBFRS could adopt the satellite approach and, if so, which stations should best be combined to improve performance.

Again, it is the belief of the project team that this is outside this project remit and would require separate project work.

Response Standards Review

RBFRS response standards have been in place since the commencement of IRMP and could be seen as due for review. Some of the items that could be considered are:

- Are current RBFRS standards still fit for purpose?
- Does it make sense to have two standards (optimum and standard)?
- Is there a need for two pump dwelling fire standards (include weightings)?
- Should the use and commissioning of ORH be challenged (for example does FSEC now provide a better tool)?
- What standards do other FRS's use?
- How do we answer the challenge laid down by the FBU for national standards?
- Should we have the same standards as OTB?
- Should RBFRS research and publish overall resilience standards?
- What is the impact of crewing with 4 on response standards?

This is not a complete list but suggests a large body of work is required.

RDS/RSU Review

The RDS Review 2010 recommended that the RSU were formed and a review was undertaken 3 years after implementation, to measure how effective the unit was. The RSU were recruited in 2012 and if the timescale was adhered to, the review would be due in 2015.

Due to the austerity measures in place and the need to review figures for the 2015 budget, an interim review has been requested that takes place outside of the IRMP process, to see if any lessons can be learned in the short term.

Capacity and Productivity

Having seen the number of incidents fall steadily across the whole of the service, it is apparent that there is spare capacity and indeed RBFRS productivity has been measured at 4% (A Mancey – personal communication.) Sir Ken Knight 2013 gives a figure between 3% and 10% (Knight K 2013 p28) and has referred to this as 'latent capacity' (Knight K 2013 p42) and it should be noted here that there may be other implications from his review.

With the reduction in the number of incidents, crews are more reliant upon simulations and training to help maintain their competence, which is essential to them staying safe and effective, which may account for some of the time available (although this is significantly more problematic for RDS.)

Reference has been made earlier in this report to the good work that operational staff are doing in the community, helping to drive down the number of incidents by educating the public. The number of home safety visits is a target set centrally and all stations and watches are set the same target, against which they report their progress.

We have also seen earlier that Slough is considered deprived when measured against other areas of Berkshire and **consideration of the type and volume of community work, carried out by operational staff in Slough, should be re-considered.**

Given that all 'Community Safety' work is conducted in daylight hours, **consideration could also be given to the type of shift system worked by the second appliance at Slough**

With the overall productivity level of crews across Berkshire being assessed at 4%, consideration should be given to what other value crews and the station can add to the community.

Other services are known to have diversified into Trauma Support and Casualty Care and whilst this is not within the existing PID, **a separate project could be set up to investigate and report back.**

Finance

A part copy of the financial calculation spreadsheet (that was for the initial PID) is at appendix E and shows the overall costs and savings to be:

Budgeted Revenue Saving = £269,267

Actual Revenue Saving = £102,712

Capital costs = £26,500

The revenue assumptions made for these calculations at that time are that:

- Transfer of staff from Slough - cost neutral as already being paid (the crewing savings that may accrue from the use of a satellite are not counted here in order to avoid the

possibility of 'double counting' the saving. Other reports will be required to show the saving from the changes to crewing.)

- Premises costs will be slightly more in Ascot and less in Slough - so assumed cost neutral
- Any Training savings will be compensated by extra transport costs - so considered cost neutral here
- Extra incident work on Windsor and Langley running into Slough considered as cost neutral here.
- There will be a temporary situation initially, to be replaced by a more substantial structure in 2016/17.

And the capital assumptions made are that:

- All capital is dealt with in the first year
- The Ascot build costs are still unknown at the time of writing and initially given an estimate of £54k (including design costs of £4k)[2] But some work has been seen that suggest a possible £350k – £450k build cost.
- The consultation costs are unknown at the time of writing and not included here.

Of note from the calculations is the discrepancy between the actual and budgeted savings. This is caused by the continuing large under-spend in the RDS budget.

The project team are aware that these figures are very different from those within the original PID at section 4 of appendix A where it states:

> The proposals outlined above could result in annual revenue savings of approximately £503,000.

This apparent discrepancy is due to the fact that the savings generated by the change of staff numbers from the move are not included. The team understands that this saving is being reported elsewhere and, therefore, should not be included here to avoid double counting of that saving.

Staff Costs Comparison

Following the presentation at IRMP WP of 13 November 2012, a table was requested that shows the staff costs for a number of possible alternatives and this background financial data is below. Caution should be exercised, as a number of options have a range of conditions attached:

	Option	Staff Costs per annum*	% cover provided
1	Use RDS as stand alone Station	£95,000	90%
2	Use RSO's for Day cover	£296,950	25%
3	Day cover 2 watches of 6	£451,000	50%
4	Cover as satellite from Bracknell	£584,000	100%

[2] Early discussions with the Estates department suggest that the favoured option is a conversion of one of the two Ascot bays to create extra accommodation. The benefit is likely to be that no planning permission would be required, allowing prompt work to be undertaken.

5	Cover as Day Crew Plus	£646,875	100%
6	Cover as standalone with flexible rostering	£902,000	100%
7	Cover as per existing 224 shift system	£902,000	100%

**Note, no costs have been included for buildings, appliances etc.*

Points to note on the Options shown above:

1 There are known problems with recruitment of RDS staff in Ascot. This has been highlighted earlier in this report. The figure used, is based on Station 5 Hungerford, where the RDS has the most effective availability in Berkshire.

2 This is effectively the current position. RSU keep the Ascot Appliance available on a “nine day fortnight” shift system. That is, they are available from Mon – Friday from 0900 – 1800, 5 days one week, then 4 days the following week. RSO’s are all CM’s (plus 1 WM) and when based at Ascot, they are not fulfilling their original intended roles across the East of the county.

3 This shift system was previously employed at Station 13 Windsor, before the satellite concept was implemented. There are two watches of 6, working 12 hour shifts and covering day hours only (0800 – 2000). There were staff issues with the shift pattern and there would be a need to source 12 staff.

4 Cover as Satellite from Bracknell. It is assumed that the crew for the appliance will be 4, which is crewed from the Watch at Bracknell. For the purpose of this table, no allowance for training, sickness etc. has be included, as this would form part of the overall watch numbers for Bracknell (hence the cautionary low figure). This also means that Slough will lose an appliance.

5 Day Crewing Plus. Not implemented in Berkshire. See previous IRMP Report ‘Day Crewing Plus Dec 2012’. There are issues around the legality of the shift system, particularly with the Working Time Directive. Staff recruited would be voluntary, and a % increment (pensionable) would have to be negotiated. 25% allowance has been added for this calculation. This option also needs additional capital investment for accommodation.

6 Use the current 224 system, but introduce flexibility from staff on station, making it a ‘stand alone’ concept. This has yet to be negotiated and the numbers of staff on the station are not known at this time. The figure used is based on the existing watch strength of 6 (not the traditional 7) and all stand-bys etc. must come from within the station. An allowance might be required for flexibility and it may also require the introduction of a Station Manager (SMB £62,000).

7 As above, without the added flexibility. This system is currently in use at all Berkshire WDS stations. It may also require the introduction of a Station Manager (SMB £62,000)

RSU East Staff Costs

For information, the following figures are made using the 2014 budget allocation and also assume that there are 6 members of staff in the RSU East (1WM & 5 CM). These staff work a nine day fortnight and provide cover between 0900 & 1800. This provides an overall availability of around 25%.

Description	Annual Budget 2014 (£)
Salary - Other Fire Officers	453,580.00
ARA Wholetime	9,870.00
CPD Wholetime	3,260.00
Overtime - Uniformed	1,990.00
Childcare Admin Uniformed	0
NI - Uniformed	38,920.00
Firefighters - Pension	74,350.00
New Pension Wholetime	11,930.00
Dental	0
Medical Fees	0
	£593,900.00
12 staff (2WM & 10CM)	12
Average Cost per head	£49,491.67
Assume 6 x £49,491.67 at Ascot	**£296,950**

In comparison, using WDS Staff as part of Bracknell crew, the cost would be:

1 x CM £39500 + 3 crew* at £35,500 = £146,000

4 Watches at £146,000 = **£584,000** (to provide 24/7 cover)

*4 crew allows for 1 x CM and 3 x FF only. Additional staff to allow for Training, sickness etc. is part of the watch crewing at Bracknell and is not included here.

Risk Assessments

In terms of risk assessment, it is deemed that this whole report is a risk assessment of various options available for emergency cover in Ascot, Bracknell and Slough, using a variety of risk analysis methods and practices.

Conclusions

It should be noted that the original PID is no longer being worked to and changes have been made to each of the reports that have been drafted, culminating in this options report.

It has been possible to show that the statements of the Authority Action Plan regarding Wokingham covering Bracknell RDS work and the issues of recruitment of RDS staff are substantially correct.

Overall modelling work confirmed earlier RDS review work and shows that Ascot is a relatively important location for the RBFRS response standards.

Background data shows that there are big reductions over years in incident numbers and RDS availability.

Of the options considered within the report, it is felt that the status quo is not an option, unless the RDS recruitment issues can be resolved and, evidentially, this is not happening and (it is thought by the team) will not happen unless and until there are far more radical changes made to the RDS system. It is also found that other FRS's are having similar recruitment and retention issues, suggesting the problem is not about how RBFRS manages the RDS but is, rather, about wider societal and legal issues. Some solutions to which are suggested within the report but are outside the project remit.

Similarly, establishing a wider, regional IRMP type process is also considered to be beneficial but outside the remit of the project.

The early research work on Wokingham covering Bracknell RDS combined with the mapping and modelling research evidences an option that the Bracknell RDS unit is no longer required.

Modelling also shows (and confirms earlier research into the RDS as a whole) that the impacts of closing Ascot and Bracknell RDS are small, worsening the overall Berkshire response by about 0.35% for the 1st pump and 1% for the 2nd pump. Therefore this must be considered an option. However, whereas closing the RDS unit at Bracknell has little impact upon the response standards achieved in Bracknell, closing the Ascot RDS unit has greater negative impact in the Ascot area. To counteract this, a further option is to move the Slough second pump to Ascot, as a satellite from Bracknell. Analysis has found that Slough has about six times the total accidental dwelling fire risk than Bracknell and some 70 times the Ascot risk. Additionally it is found that the accidental dwelling fire outcome risk (the severity outcome risk per incident) is, again, larger in Slough but by a smaller factor (about three times). Also, the total RTC risk is higher in Slough than the other areas but by a smaller margin (times 9 for Ascot and times 1.25 for Bracknell.) However, the outcome risk numbers are more equal (as might be expected) but that Ascot has the highest RTC outcome risk (by a factor of 1.5). This may be because Ascot has (on average) faster rural roads than Slough or, indeed, Bracknell.

Work was conducted into the numbers of people affected by the proposed changes, as it is the people of Berkshire to whom RBFRS responds. Modelling the proposal has evidenced that a greater number of people in Berkshire will get their first fire engine more promptly than they do now, should the proposal be implemented. For example, 10,000 people who currently do not get a fire engine within 8 minutes, will do if the change is made.

The only overall negative population number is with the second pump in 10 minutes, where 3650 fewer people will get their second fire engine in 10 minutes compared to the current situation. However, importantly, it is the Slough area population that primarily receives the brunt of the worsening (even though they will still be well within the RBFRS response standards). It would be necessary, therefore, to have full public consultation before any decisions are made.

From the evidence provided by the Prevention department, it is acknowledged that the people of Slough represent a group of people that are deemed to be more "at risk" than other residents in the East of the county. The People Impact Assessment has been produced to

the specification within the original PID, and further work needs to be undertaken on this, depending upon the direction given by the IRMP WP.

The evolution of this project has shown that there is a need for other work to be conducted including an overall resilience analysis and publication, Response Standards (and relative pump weightings), Satellite Stations (concept and locations), RDS (RSU) Review and Capacity and Productivity.

Financially there are fairly substantial benefits for the original proposal. The arguments over the RDS underspend are well rehearsed but, if the underspend is included in the calculation, the revenue budget saving per year is nearly £275,000. At this point the detailed costs of the development work required at Ascot are unknown. An estimate has been used but, being capital, it should be possible to fund as a ‘one off’. It is also shown that if RDS can be made to work it is cost effective.

Finally, the research does not point to any single obvious solution. There are a number of areas that are being contested, and any final decision may depend upon a ‘balanced judgement’. Due to the complexities and number of possibilities with this work, rather than make recommendations, the project team presents here a summary set of options (some of which may be dependent upon earlier decisions) with advantages and disadvantages, These are based upon the discussion and evidence above.

Advantages and Disadvantages – Options Matrix

Option	Advantages	Disadvantages
Resolve RDS recruitment, retention and availability issues.	RDS is cost effective 24 hr service System in place and understood. Potential solution to Berkshire wide problem In line with Sir K Knight report	No evidence of resolution despite substantial effort. More radical approach probably required (such as lowering standards, increasing catchment area etc.). Usurps and undermines ongoing work with RSU (due for review in 2015.) Will take a considerable time to recruit and train staff Still leaves a decision to be made regarding Slough's second pump, if anything. Not in PID
Establish Over The Border (OTB) IRMP	Economy of scale. Borders not interfering with best response. Remove guesswork Collaboration and sharing of best practice	No authority/responsibility OTB No mandate to research Not in PID Requires clear governance. Not researched to any extent.
Disband the RDS Bracknell	Cost saving £127690 Minimal negative impact on response standards. Utilisation of Wokingham WDS Minimal negative impact on response standards in Bracknell and Berkshire	Possible redundancy of 8 staff Slight impact on resilience Bracknell 2nd pump moves outside Optimum standard (10m38s)

Option	Advantages	Disadvantages
Disband the RDS Ascot	Cost saving £170,000 (includes building maintenance costs) Able to re-deploy RSO's to increase other RDS resilience. No Capital build costs to alter station Possible Capital revenue on sale of site	Ascot population remains outside set standard response. Response standards move from just outside to well outside standard response. Possible redundancy of 2 staff Leaves Ascot (known important RDS location) not adequately covered.
Move Slough 2nd pump to Ascot as satellite from Bracknell.	Slough remains well within response standards. Revenue cost saving (associated with move) Across Berkshire 10101 people get better 1st in 8 response. Across Berkshire 9445 people get better 1st in 10 response. Across Berkshire 7968 people get better 2nd in 12 response. There will be improved service in Ascot and parts of Bracknell.	Capital cost of Ascot building works (currently unknown.) Across Berkshire 3650 people get worse 2nd in 10 response (mostly Slough) There will be people impacts on most vulnerable in Slough. Worse response in Slough.
Status Quo	Known position – no opposition. Less work Staff happy (Morale)	No financial savings. No change. Ascot not properly covered. Spare capacity remains at Slough. RSO's not being used effectively.

If it is decided that a pump will not move from Slough, it still leaves the issue of the residents of Ascot having insufficient cover. A number of other possible solutions have been suggested and they include:

- RSU Absorbed into WDS and Day crew Ascot only.
- Cover shifts by WDS staff on Rota (days off) (FBU suggest pre-arranged overtime)
- Amalgamate the Ascot and Windsor stations and re-locate to a new single site
- If crewing at 4 – spare staff are sent to Ascot.
- Spare RDS staff at other RDS stations sent to Ascot.
- Switch Crew MRV. 2 FF's released every shift. Create 24 posts at Ascot.
- Sell Wokingham and use Wokingham as Satellite @ Ascot.
- Combined trauma / fire unit at Heatherwood Hospital

Whilst these are suggestions put forward by Project Team members, no additional research work has been conducted on the viability and cost implications of any such proposals. Further work may be required dependant upon the direction given by the IRMP WP. A table of advantages and disadvantages is also included below for these options.

Additionally, a further option has been derived by the senior management team and given to the project team at the team meeting of 24 February 2014:

- Slough remains at 3xWDS (1 as satellite to Windsor), with local flexible rostering (releasing 4 posts).
- Dee Road MRV re-locates to Ascot (releasing 12 posts)
- 12 + 4 = 16 posts to Bracknell. Bracknell becomes 2xWDS station with 1xWDS to give satellite cover to Ascot and switch crew the MRV. (Bracknell staff increase to 40 posts)

This is dealt with, similarly to the other 'late' options, in the matrix below as an 'untested suggestion'.

It is worth noting that the Project Team, when presented with this late option, were unhappy at the prospect of an option that had not been fully evaluated by them. The team feel that this is being presented as a compromise 'sticking plaster' solution and that it could only be considered as an interim possibility.

Further, the authors of this report feel that it is necessary to get earlier 'buy in' (perhaps via the partnership for common sense) from our FBU colleagues and that RBFRS needs to get the support of FBU Officials at a higher level to assist removal of barriers and work positively towards proposed strategies and plans.

Advantages and Disadvantages – Untested Suggestions Matrix

Option	Advantages	Disadvantages
RSU Absorbed into WDS and Day crew Ascot only.*	Increases WDS staff on station Provides day cover for Ascot (if staff available) 7 days per week. Save of RSO's training allowance and any salary uplift.	Other RDS stations lack training support Other RDS stations lack admin support Other RDS stations lack recruitment support Other RDS stations lack operational support Lesser level of service. No night time service Contrary to Sir Ken Knight report.
Cover shifts by WDS staff on Rota (days off) (FBU suggest pre-arranged overtime)*	Supports flexible rostering principle. Possible guaranteed additional shifts for staff. Possible 24/7 cover	Additional admin costs/complexity. Negotiation with FBU on payment rates and contracts. Voluntary arrangement. Substantial extra cost due to current PAOT policy.
Amalgamate the Ascot and Windsor stations and re-locate to a new single site*	Saves building Tinkers Lane Income from sale of Ascot Possible model for community fire station	Cost of new build. Finding suitable site. No modelling conducted.
If crewing at 4 – spare staff are sent to Ascot.*	Use of spare staff Potentially 24/7 cover.	Agreement to crew at 4 is not in place. Risks of crewing with 4. There are no (or few) spare staff (especially in light of continued recruitment freeze.) Additional admin costs/complexity.

Option	Advantages	Disadvantages
Spare RDS staff at other RDS stations sent to Ascot.*	None found	Few (if any) spare RDS staff. Increase in costs. Unlikely to provide 24/7 cover. RDS staff employed elsewhere.
Switch Crew MRV. 2 FF's released every shift. Create 24 posts at Ascot.*	Potentially 24/7 cover	Large additional cost. Reduction in primary crewing of MRV that is an important Incident Command vehicle.
Sell Wokingham and use Wokingham as Satellite @ Ascot from Bracknell.*	Income from sale of site. Fewer staff (if satellite concept agreed.) Ascot response times improve	Contrary to all previous IRMP work. Wokingham response times worse. No modelling conducted.
Combined trauma / fire unit at Heatherwood Hospital	Collaboration with health service. Community station benefit. Possible increase in productivity/value. Aligns with Sir Ken Knight work.	Long term option. Savings not specified.

Option	Advantages	Disadvantages
Crew Ascot (using other RBFRS resources), as a satellite from Bracknell	Aligns with an FBU option. Slough remains at 3xWDS (1xWDS as satellite to Windsor) Overall, response standards improved Introduces concept of flexible rostering. Slough retains three crews thereby supporting deprived area Existing Community Safety activity maintained and enhanced in Ascot area Ascot with enhanced cover (modelling would show all population advantages of report with none of the Slough disadvantages) Additional WDS appliance available for resilience RSU staff released from Ascot to enable support to other RDS units Budget savings from disbanding RDS at Bracknell & Ascot (in the order of £200, 000)	Loss of 2 RDS units Staff redundancies (RDS) Loss of primary crewing of ICS vehicle. Fewer staff to support other activities, e,g, CS, in Dee Rd area Possible resistance from staff at Dee Road station New flexible rostering system will need negotiation (unknown costs) at Slough and Bracknell Slough have fewer staff Bracknell 2nd pump cover slightly diminished (but still within standards)

* FBU suggestion

Implementation Plan

Project Objective 6 of the Project Initiation Document (appendix A) asks that the project completes all the previous objectives and develops an implementation plan by 1 October 2013. The required time frame was always deemed to be very demanding and at the time of writing (January 2014) the work has moved on to become the consideration of options. Therefore it makes no sense to have an implementation plan here.

Consultation Arrangements

Item 7 of the original PID stated:

“Oversee the public arrangements for the project recommendations”

Therefore, for the first draft of this report, a draft document was produced to be “user friendly” to the public, limiting the use of acronyms and technical jargon. However, given the IRMP Working Party advice of 13 November 2013, and the move towards this being an options report, it is thought here that the development of the public consultation document is premature and, therefore, will be prepared for agreement later. Clearly, this will be dependent upon any selected route option/s and would be subject to a full public and staff consultation process as appropriate.

It should be noted that it is normal practice within RBFRS for staff to initially have the opportunity to read any draft report and to attend a Challenge Day if appropriate, in line with existing IRMP principles. Following any Challenge Day, a formal consultation period of 30 days will take place to allow staff to put their views forward.

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Appendices

Appendix A – Project Initiation Document

Part 1

Project Title	**Optimisation of Emergency Cover in the Ascot, Bracknell and Slough areas**
Ref No	
Strategic Sponsor	**DCFO Baars**
Project Lead	**Area Manager Andy Mancey**
Project Managers	**George Cross/Bob Mitchell**
Proposed start	**1st June 2013**
Project duration	**9 months**
Single/Cross Directorate	Cross

Project Objectives – Insert SMART objectives

This project is under the umbrella of reduced service wide funding, the inability to recruit and retain part time firefighters within the Ascot/Bracknell areas and latent capacity within the wider service it is necessary. As a result it is necessary to balance operational resources across the County to ensure we are providing the best possible service to the public we serve:

Specifically the project will be carried out as a "Short Form" IRMP project as such will:

1. Collate all the information available on emergency cover in the Ascot, Bracknell and Slough areas,
2. Carry out an analysis of this information.
3. Identifying any significant gaps in the information and commission any work to resolve the gaps.
4. Consider the budgetary implications.
5. Produce a report with clear recommendations for RBFRS to optimise the cover in this area.
6. Develop an implementation plan.
7. Oversee the public consultation arrangements for the project recommendations.

1- 6 to be delivered by 1st October 2013 with No 7 a single issue public consultation to commence no later than mid November 2013 for 12 weeks

Links to RBFRS Strategic Commitments and Performance Indicators * *(Delete as required)*

1. Minimise loss of life, injury and damage from fire, road traffic collisions and other hazards.
2. Improve public and business safety and reduce risk, through targeted education and enforcement of fire safety legislation.
3. Demonstrate continuous improvement and efficiencies, ensuring consultation and partnership working.

4. Provide resilient emergency response through risk management and planning.

PI's:

LP10 & LP 11 attendance times

BV144 Contained to room of origin

Fire Injuries and Fire Deaths

Background (Why are we doing this project)

From Information submitted to Fire Authority IRMP Working Party and Management Committee.

3. BACKGROUND AND SUPPORTING INFORMATION

3.1 Officers routinely keep under review the strategic emergency cover across the Fire Authority area in order to respond to current needs and plan future requirements. A number of issues have brought emergency cover in the Bracknell and Ascot areas into sharp focus. It is now apparent that some changes in emergency cover need to be made.

3.2 Since 1st October 2011 Station 10 Wokingham has been upgraded to a wholetime shift station and provides the second appliance on pre-determined attendances in the Bracknell area improving the second pump attendance times by an average of three minutes and twenty seconds (3:20).

3.3 Station 16 Bracknell's Retained Pump now provides the third pump (often 4th as WT standby pumps are moved into Bracknell if cover required) cover in the Bracknell area when available. This Retained pump has attended 26 incidents over the last year, 22 of which were on the Bracknell station ground. – note the majority of these are believed to be the WT crew at change of shift not the RDS

3.4 Regrettably, there has been a steady decline in the number of Retained personnel employed at Station 14 Ascot and this has now reached an unsustainable level where it is not possible to mobilise Ascot's pump without the Retained Support Unit (RSU) personnel. There are only three Retained Personnel employed at Ascot of which only two are currently available to provide cover, one of whom only provides cover Monday through Friday during the day and the other is transferring to Station 15 Crowthorne as from 1st June 13.

During the recent Retained recruitment campaign, particular focus was placed on recruitment of additional personnel for Ascot. The result of the recruitment campaign was particularly disappointing in this regard with no additional personnel being recruited for Ascot. It has become clear that to continue to operate Station 14 Ascot on the Retained crewing model is no longer viable as, without the RSU personnel, it would be impossible to crew Ascot's appliance at all.

3.5 Geographically speaking, Station 14 Ascot is very important in ensuring strategic emergency cover in the Southeast of Berkshire. (this was identified in the Retained IRMP Review project) Although, in terms of the overall risk profile alone, and the number of incidents dealt with (193 incidents on the Ascot station ground over the last year), Ascot does not warrant being a wholetime station. However, as a Wholetime station the number of incidents attended would be more than double, due to the increased travel distance possible within the Authority's attendance standards.

3.6 Station 17 Slough currently has two pumping appliances and will, in the near future, be

supporting the Windsor Pump, using the new facility at Tinkers Lane as a satellite of Slough Fire Station. In addition, there is a further Pump in the Slough area based at Station 18 Langley. Slough's second pump is currently the quietest Wholetime Pump in the County, attending some 414 incidents in the last year, 294 of which were on the Slough station ground.

3.7 It is proposed to relocate the posts for Slough's second Pump to Bracknell in order to crew Ascot's pump on a wholetime shift basis as a satellite of Bracknell Fire Station.

3.7 Currently average attendance times in the Ascot area are for the first pump, 9:54 and 11:37 for the second pump. These proposals will improve average first Pump attendance times by up to four minutes and thirty seven seconds (5:17) and second pump attendance times by two minutes and seven seconds (9:30).

3.7 Additional benefits include a marginal improvement in first pump attendance times in Bracknell as well as a further thirty nine second improvement in second pump attendance times. There would also be marginal improvements in both first and second pump attendance times in the Crowthorne and Wokingham areas.

3.8 The disadvantage arising from this proposal is that average first pump attendance times in the Slough area will increase by thirty two seconds (6.27) and second pump attendance times by two minutes and seven seconds (8:46) but these remain well below the Fire Authority's most arduous standard of first pump in eight minutes and second pump in ten minutes.

3.9 These proposals would result in a re-distribution of workload as illustrated in the table bellow:

Station	Wokingham Rd	Wargrave	Wokingham	Windsor	Ascot	Crowthorne	Bracknell	Slough	Langley	Maidenhead	Whitley Wood
Variation	-4	+1	-26	+82	+225	-6	-134	-399	+171	+92	-1
Incidents	804	50	410	369	418	111	859	1285	641	839	564

3.8 With a further wholetime Pump in the Bracknell, Wokingham, Ascot area, first pump and second pump attendance times will be further improved, rendering Bracknell's Retained pump as the fourth or fifth pump in the Bracknell Area.

3.9 It is proposed to disestablish the Bracknell Retained pump once Ascot becomes a

Wholetime satellite station. By the 18th April there will be eight Retained Personnel employed at Bracknell. Of these, one may retire at any time and one is on long term Restricted Duties. In addition two trainees, recruited for Bracknell during the latest Retained recruitment campaign are due to commence employment/training in August.

3.10 Ascot fire station, being a Retained station has limited facilities and no dormitory. Some work will be required to upgrade Ascot to accommodate wholetime personnel. Some initial work has been undertaken by Officers based on the similar but more extensive user requirement for the satellite station at Tinkers Lane. This work is currently being costed.

3.11 The further detailed work will include the preparation of an implementation plan including detailed costing for the modifications required at Ascot in order to accommodate a Wholetime crew, production of staff and public consultation plan in accordance with the IRMP Process and commence formal consultation with the affected staff in accordance with organisational policy to determine a way forward to manage the implementation of the new structure and, subject to Fire Authority approval of detailed proposals, to take the necessary steps to redeploy or terminate the employment of affected individuals in line with statutory redundancy requirements.

4. FINANCIAL, LEGAL, RISK MANAGEMENT, ENVIRONMENTAL AND EQUALITY IMPLICATIONS

4.1 The proposals outlined above could result in annual revenue savings of approximately £503,000. There will be one off implementation costs that are yet to be clarified but include capital costs on the necessary works at Ascot and revenue costs relating to the potential redundancy of the ten Retained staff at Bracknell and Ascot. The reduction in the fleet of two pumping appliances will reduce the annual capital commitment to the appliance renewal programme by £44,400 p.a.

4.2 This proposal provides an option to optimise emergency cover and contribute to the effective discharge of the Fire Authority's statutory functions under the Fire and Rescue Services Act 2004. Enhancements to Ascot Fire Station in order to accommodate wholetime personnel may require planning consent. Employment law relating to redundancy must be complied with in relation to the potential redundancy of Retained personnel.

4.3 These proposals have the effect of smoothing the emergency cover across the Authority area, creating improvements in the Ascot and surrounding areas to the detriment of cover in the Slough area. However, average attendance times in the Slough area are well in within the Fire Authority's 8 and 10 minute response standard and would remain so following the proposed changes. Currently the average response times within the Ascot area are outside the 8 and 10 minute response times but will fall well within them following the proposed changes.

4.4 There are no environmental or equality implications arising from this paper.

In addition due to the current difficulty in providing emergency cover in the Ascot area, requires RBFRS to use the appliances from Surrey FRS for emergency incidents for which they charge for each call. Predictions for this usage in the 2013/14 financial year is likely to be in excess of £25K. These additional costs can be avoided with a Wholetime appliance at Ascot.

What are the risks to the Organisation of not doing the Project

Risk	Likelihood (1-5)	Severity (1-5)	Risk Rating (1-25)	Alternative solution
Not balancing the budget for 2014/15 onwards	4	5	20	Identify alternative savings in the order of £1m plus
Depleted Emergency Cover leading to worsened cover	5	5	25	Accept reduced performance

Financing of Project Costs

Financing type	Revenue			Capital		
	Year 1	Year 2	Year 3	Year 1	Year 2	Year 3
Existing Budget						
Budget Bid					£100K	
External Funding						
Total					£100K	

If a Capital Project state the Revenue Effects below

	Year 1	Year 2	Year 3
Total			

Project Efficiencies

	Revenue			Capital		
	Year 1	Year 2 2014/15	Year 3	Year 1	Year 2	Year 3
Current costs						
Future Costs						
Efficiencies generated		£525K			£44k	

Part 2

Project Scope/Boundaries

The project will include:

Consideration of existing and proposed emergency cover arrangements that will achieve acceptable service delivery levels within the existing and forecast budget provisions.

Provision of appropriate facilities, including accommodation, for proposed changes.

Identification of costs and savings of the recommendations under consideration.

Consideration of service operational resilience.

Consideration of opportunities for 'cross border' working. However within the constraint of existing budgets

Any people/community impact issues – To carry out a People Impact Assessment

All relevant incident data and mapping and the effect of any proposed changes to emergency cover.

All relevant legislation and Terms & Conditions.

Consideration of relevant policies and procedures with any recommendations for change.

Informal consultation and challenge prior to formal consultation.

Oversee the Formal consultation process inline with normal IRMP processes

An outline implementation plan

The project will **not** include:

Any implementation.

Negotiation

Project assumptions:

The current recruitment freeze will lead to reductions in Wholetime staffing establishments. As a result Response crewing levels will move in incremental steps from a ridership factor of 1.4 to new one of 1.2 across the service

The "normal" crewing for fire appliances will be 4 riders.

The requirement to Deliver substantial revenue savings per year due to reduced budgets.

Disbandment of the RDS units at Ascot and Bracknell.

Improvement in current level of service overall within Royal Berkshire and Ascot in particular.

That the Retained Support Unit based at Ascot will move to a different fire station location.

Project Constraints:

Final report with recommendation(s) to be complete for 1st October 2013

Costs – no increase in existing budgets and reduction expected.

Implementation for 1st April 2014

Resources Required

People:

Permanent members

- Bob Mitchell & George Cross
- GM Response East
- FBU Rep

Optional or part time members

- HR rep
- L&D rep
- H&S rep
- Finance rep

Equipment:

Other:

Data Support

- Anne Eatwell/Jon Ball
- ORH for data reports

Project Action Plan

Action	Owner	Timescale	Notes
To be completed by project team	**George Cross/Bob Mitchell**		

Project Risks

Risk	Likelihood (1-5)	Severity (1-5)	Risk Rating (1-25)	Control Measure
To be completed on FB277 at start of project				

Deliverables (the products of the project e.g. a report, procedure, options appraisal, service, equipment, hardware etc) (What is the reason/benefit of doing the project)

Delivery of a final agreed report on time with clear, robust, resilient and achievable recommendations. Formal consultation process Implementation by 1st April 2014

Authorisation

Strategic Sponsor

Name	**Date and Meeting minutes**
Olaf Baars and Andy Mancey	**12 and 13th June 2013**

Directorate Policy Group Authorisation

Name **Service Delivery**	**Date and Meeting minutes** **1Meeting of 12th June 2013**

Service Co-ordination Group Recommendation

Date	**Meeting minutes**
Comment	

Corporate Management Team Approval

Date	**Meeting minutes**
Comment	

Appendix B – Optimisation Modelling and Analysis for Initial PID

East Berkshire Modelling and Analysis

Work in the body of this report above indicates that it is necessary that RBFRS continues to provide emergency cover in the Ascot area and for this reason a draft report modelling some possibilities was provided by ORH Ltd, who specialise in operational planning for the emergency services, particularly as it relates to emergency cover modelling (ORH 2013).

The early modelling work provided the impetus for the initiating reports to the Fire Authority and the PID to enable project progression. The project team established a specification to focus on the required areas for this particular project and these were discussed with ORH Ltd at a meeting on 22 July 2013. And from this a work proposal was agreed and the consequent optimisation modelling report is to be published on the RBFRS extranet (ORH 2013a). A 'further option' was put forward (to consider closure of Ascot and Bracknell RDS) and the optimisation modelling for this option is also to be published on the extranet (ORH 2013b).

In order to conduct the modelling it was necessary to set a new 'baseline' model such that it would be possible to compare performance before and after the specific changes being investigated by the report. The baseline model therefore includes the following:

- The most up to date RDS availability data. (This availability is becoming less and, linking to the RDS discussion above, does not include the option of having all RDS 100% available, or any other percentage.)
- The change of Newbury from a 1 WDS pump + 1 RDS pump to a 2 pump WDS station.
- The move of the Windsor pump to Tinkers lane as a satellite from Slough.

With the model 'baseline' in place, two options have then been modelled and are the subject of the reports mentioned above:

1. **A move of a WDS pump from Slough to Ascot (working as a satellite from Bracknell), with the removal of the RDS at Bracknell and Ascot.**
2. **The removal of the RDS from Bracknell and Ascot (with no other moves to compensate)**

As an aside in the first report, to assess the impact of the new way of working as a satellite pump, ORH Ltd analysed Windsor working as a satellite from Slough, having defined the daily travel arrangements to and from Slough. Their report states that 'it is clear the impact [of working as a satellite] on response times is negligible' (ORH 2013a, paragraph 9.) Therefore all further models for this work assumed the satellite pump is based at its' satellite location (rather than at its' 'home' station)

As the effect of moving a WDS pump from Slough to Ascot is the removal of the RDS at Ascot and Bracknell it was worth considering what impact this removal would have without the 'covering in' move from Slough (ie what happens if Ascot and Bracknell RDS are just closed down).

The overall effect on response standards of the closure of Bracknell RDS and Ascot RDS (risk outcomes are considered later) is given by appendix A1 of the ORH report (ORH 2013b, appendix A1) and this is repeated below.

RBFRS - Station Configuration Modelling

Alternative Option - Removal of RDS Appliances at Ascot and Bracknell

Response Standards Performance Against Modelled Base; 24-Hour Model - Service-wide

Response Standards			*Current Crewing*	2013 Modelled Base	Modelling Option	Difference
Dwelling Fires	1st Response	in 8 minutes	*74.7%*	75.4%	75.1%	-0.3%
		in 10 minutes	*86.4%*	87.2%	86.8%	-0.4%
	2nd Response	in 10 minutes	*64.0%*	69.8%	68.5%	-1.3%
		in 12 minutes	*79.5%*	85.4%	84.7%	-0.7%
RTCs	1st Response	in 11 minutes	*81.9%*	83.0%	82.7%	-0.3%

Notes:

2013 Modelled Base: Newbury = 2 WDS; Windsor at Tinkers Lane

Difference = Modelling Option - 2013 Modelled Base

It can be seen that the first pump response diminishes on average across RBFRS by only approximately 0.3%. This apparently relatively small level of loss by the complete closure of RDS units has been noted before (RDS 2010, pages 96-97) and, therefore it is the response times, particularly locally, that become more important.

The result of the closures on Ascot and Bracknell is shown most clearly at Appendix A4 of the ORH Ltd report (ORH 2013b, appendix A4) and, although there are some impacts elsewhere these are very small, so the key data is repeated below:

Area	2013 modelled base		Modelling option (closure of Bracknell & Ascot RDS)	
	Average 1st	Average 2nd	Average 1st	Average 2nd
Ascot	10:24	12:08	11:01	12:48
Bracknell	06:06	09:38	06:13	10:28

Part of table from ORH Report (ORH 2013b, appendix A4)

This is a worsening of the average response times by:

- Ascot - first pump worse by 37 seconds and second pump worse by 40 seconds
- Bracknell - first pump worse by 8 seconds and second pump worse by 50 seconds

But, perhaps more importantly, the closure of the RDS unit at Ascot takes the Ascot response from just outside the ‘standard’ RBFRS response standard to well outside (from 10:24 and 12:08 to 11:01 and 12:48)

Less impact is seen in Bracknell that is easily covered for the first pump but the removal of Bracknell RDS takes the 2nd pump just outside the most optimum response standard – but still within the standard response.

For Ascot, the modelled base result is just outside the standard response but the option to close Ascot moves the first responding pump to a minute outside the standard response.

If the option to close Ascot is taken (with no covering moves from Slough) then both first and second pump response standards move from just outside the standard response to well outside.

The removal of Bracknell RDS makes very little difference to the 1st pump response standard and maintains the 2nd pump inside the standard response.

From this is can be seen that a viable option is that the Bracknell RDS unit could be disbanded

If it is deemed unacceptable to just close Ascot on the basis of the worsening of response times then it is appropriate to consider alternative options and the specific option for this report as given by the PID is to move the second WDS pump from Slough and deploy it to Ascot as a satellite pump from Bracknell.

Appendix B4 of the relevant ORH report gives the result of modelling this option and the following is extracted:

RBFRS - Station Configuration Modelling

Proposed Option - Changes at Ascot, Bracknell and Slough

Average Response Times Compared to Validated Position; 24-Hour Averages

Area	2013 Modelled Base		Modelling Option		Difference	
	Avg 1st	Avg 2nd	Avg 1st	Avg 2nd	Avg 1st	Avg 2nd
RBFRS	07:01	09:00	06:57	09:19	-00:05	00:18
Ascot	10:24	12:08	05:18	09:30	-05:06	-02:38
Bracknell	06:06	09:38	05:58	09:17	-00:08	-00:21
Caversham Road	05:29	07:56	05:29	07:56	00:00	00:00
Crowthorne	09:08	10:30	09:07	10:28	-00:01	-00:02
Dee Road	06:10	08:06	06:10	08:06	00:00	00:00
Hungerford	09:14	13:22	09:14	13:22	00:00	00:00
Lambourn	14:29	16:37	14:29	16:37	00:00	00:00
Langley	06:45	08:12	07:00	08:42	00:14	00:30
Maidenhead	06:19	08:52	06:22	08:56	00:03	00:05
Mortimer	11:25	13:54	11:25	13:54	00:00	00:00
Newbury	06:57	08:04	06:57	08:04	00:00	00:00
Pangbourne	11:54	13:29	11:54	13:29	00:00	00:00
Slough	05:54	06:14	06:26	08:45	00:32	02:31
Wargrave	11:42	13:21	11:42	13:21	00:00	00:00
Whitley Wood	06:47	08:59	06:47	08:58	00:00	00:00
Windsor	07:53	09:31	08:08	09:53	00:14	00:22
Wokingham	08:45	13:25	08:44	13:24	-00:01	-00:01
Wokingham Road	06:19	08:13	06:19	08:14	00:00	00:00

Notes:

2013 Modelled Base: Newbury = 2 WDS; Windsor at Tinkers Lane

Average response times are to all incidents
Table 3 - ORH 2013a, appendix B4

For Bracknell, there is clear improvement such that the Bracknell area is now well within the optimum response for both 1st and 2nd pumps.

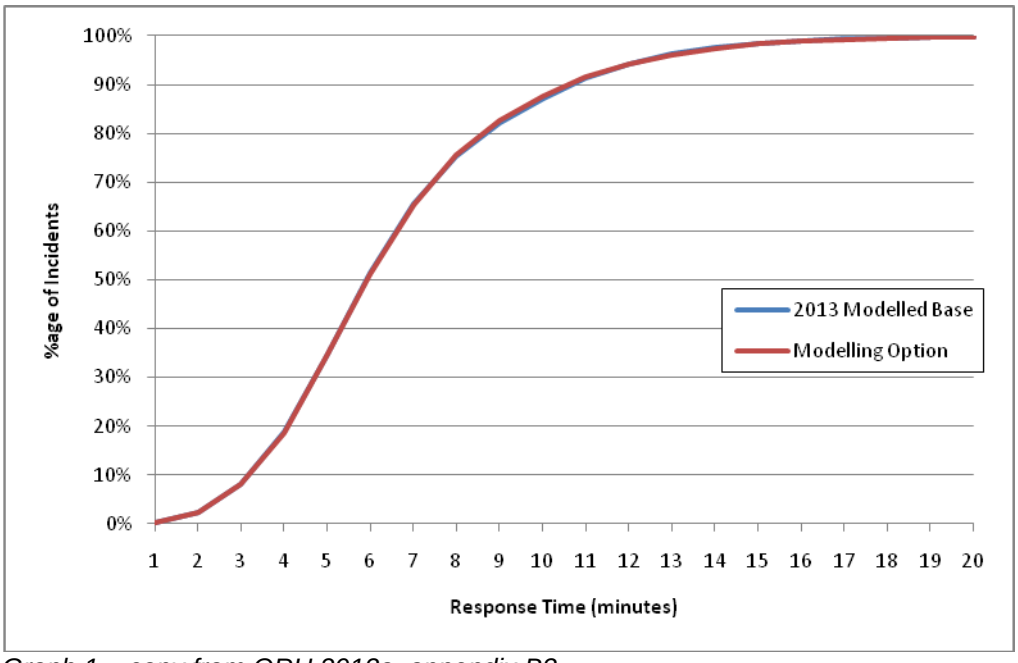
Perhaps obviously, for Ascot the improvement is massive with the response time for the first pump nearly halving. Also, the Ascot area is now well within the optimum response standard.

It is the Slough area that primarily 'pays' for this improvement .Again, perhaps obviously, it is the second pump times that worsen most in Slough. More surprisingly, the first pump response time in Slough also worsens by 32 seconds. This apparent anomaly is caused by the averaging of the data and the fact that Slough is a 'busier' area than Ascot. Therefore, the modelling has shown that, even though there is still a WDS pump in Slough, the number of times a second concurrent incident occurs in Slough extends the first pump response time by 32 seconds, on average, to all incidents.

Appendix B3 of the ORH report (ORH 2013a, appendix B3) illustrates the problem, in that the small improvements for the 1st pump are hardly discernible on the graphs, whereas the worsening of the 2nd pump is clearly displayed (see graphs for dwelling fires below).

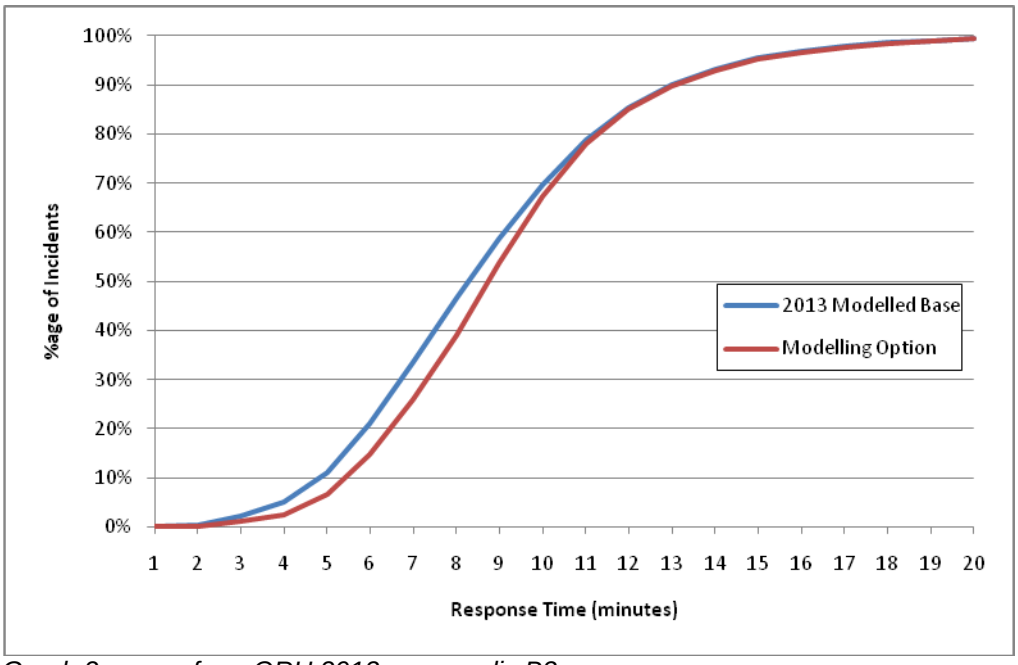
(It should be noted from above that the RBFRS standards relate only to dwelling fires and RTCs.)

Response distribution; 24hour model – service wide 1st response to dwelling fires



Graph 1 – copy from ORH 2013a, appendix B3

Response distribution; 24hour model – service wide 2nd Response to dwelling fires



Graph 2 – copy from ORH 2013a, appendix B3

Importantly for this analysis, even though the Slough times worsen (quite significantly) they are still well within the optimum response standard. It is important to understand that the average response times are being extended in Slough (including by some 32 seconds for the 1st pump) to a much larger number of incidents. The questions that must be posed are:

1. Does it make sense to pay for an improvement to a small number of incidents in Ascot (to the extent that Ascot dwelling fires are attended on average within 05:18 minutes (5mins 6 secs quicker)) by Slough attending to many more incidents slower (on average within 06:26minutes (32 secs slower))?
2. And is there any work that balances the relative merits of the first and 2nd pump at an incident (on the basis that Slough's 2nd pump response worsens by 2:31 minutes to 'pay' for the Ascot first pump improvement)?

In an attempt to answer these questions, a risk analysis process was developed but no agreement could be reached to professionally validate the data. It became clear that the key sticking point was the balance of the relative importance of the first and second pump response standard.

Discussions with ORH (who have been commissioned for work by a number of FRSs) indicate that it is the case that other FRSs do give relative weightings. For example (Holland G 2013):

> With our work for other UK FRSs, we have applied a variety of different weightings between 1st and 2nd response, including:
> - 1:1 (1st and 2nd equally important)
> - 2:1 (1st twice as important as 2nd)
> - Using performance measures (eg, if a service aims to hit 75% 1st in 6 minutes and 75% 2nd in 9 minutes then the weighting would be 1.5:1 – achieving a 1st response in 6 is as good as achieving a 2nd response in 9)

The usual RBFRS approach to response standards is to optimise both 1st and 2nd response pump standards, rather than to balance the 1st against the 2nd. In other words, RBFRS has always previously used the 1:1 ratio mentioned by Graham Holland above. The logic behind

adopting a 1:1 ratio is that the relative importance could be seen to be given by the time difference but this has not previously, formally been expressed in these terms, to the knowledge of the project team.

For information, using the (un-validated) risk analysis tool (available upon request):

If the pump relative weighting option to change is accepted, the risk analysis shows that, for dwelling fire and RTC risks in Slough and Ascot, the proposed change gives a 1.5% reduction in risk.

However, if the relative weighting is NOT altered (and it is opted to remain at 1:1), the risk analysis shows that, for dwelling fire and RTC risks in Slough and Ascot, the proposed change gives a 6.4% increase in risk.

It should be noted that, although this looks purely objective and gives a numerical outcome, there are important subjective scores within the complexities of the spreadsheet. To attempt to control for these the team agreed the various scores on the basis of professional judgement but another person could score another way and get a different result. Therefore there is still a need for a balanced judgement.

Therefore it may be deemed necessary to adopt an option to formally review the approach to relative weighting as a separate project and this may best be achieved within an overall review of RBFRS Response Standards.

Another method of analysing the relative risks of the relevant areas is to examine the likelihood and consequence of incidents (as advised by the IRMP Working Party meeting of 13 November 2013) in order to assess incident outcomes.

Outcomes Risk Analysis

For this analysis data was selected from the RBFRS performance management ('Scorecard') system that is relevant to dwelling fires and RTC's, as these are the incident types for which there are response standards. The table below encapsulates the data.

Historical Data for Ascot Bracknell and Slough

	Ascot	Bracknell	Slough	Ascot	Bracknell	Slough	Ascot	Bracknell	Slough	Ascot	Bracknell	Slough	Ascot	Bracknell	Slough	Ascot	Bracknell	Slough
	Dwelling deaths			RTC Deaths			Dwelling Casualties			RTC Casualties			No. Dwelling fires			No. RTC's		
2001	0	0	1	2	1	0	1	3	8	1	4	6	19	47	120	17	56	65
2002	0	0	0	0	0	1	1	6	23	0	0	7	20	50	84	13	58	51
2003	0	0	0	1	0	1	2	8	13	2	1	4	15	59	82	14	75	61
2004	0	0	0	0	1	4	1	3	5	2	3	4	21	59	73	15	62	61
2005	0	0	0	0	2	0	0	2	7	0	1	5	14	49	71	17	62	56
2006	0	0	0	0	0	0	0	2	16	0	9	7	11	44	72	13	86	58
2007	0	0	1	1	2	0	1	6	15	6	3	1	14	50	65	23	47	58
2008	0	0	1	0	0	0	1	2	12	0	3	8	13	34	70	22	58	46
2009	0	0	0	0	0	0	2	1	6	5	23	24	11	35	64	17	48	58
2010	0	0	0	0	0	0	1	1	7	5	13	24	9	46	66	6	37	46
2011	0	0	0	0	0	0	2	2	7	--	--	--	12	38	63	14	39	48
2012	0	0	1	0	0	0	0	2	8	--	--	--	11	54	50	15	37	62

Data taken from 'Scorecard' January 2014

Historical incident numbers by incident type can be seen as a proxy for 'likelihood' of an incident and the previous twelve years of data is above, with the other factual data regarding incidents for Ascot, Bracknell and Slough.

The element of the risk analysis for 'consequence' is more awkward but it is thought there is a corollary with 'severity'. The severity of an incident may be measured by the number of casualties and fatalities (again by incident type - appendixC). Additionally, a factor is used to multiply the number of fatalities in order to express the higher level of risk that led to a fatality. (A similar process of multiplication factors was used to measure the risk by incident type when first ascertaining that dwelling fires and RTC's are the most risky incidents in Berkshire.)

A caveat on any data analysis that includes casualties and injuries by area must be given as the numbers are, thankfully, small. And the statistics of small numbers is fraught with difficulty. Bearing the above in mind, the following tables are extracted from the data.

Accidental Dwelling Fires 2001 - 2012

	Slough	Ascot	Bracknell
A. Likelihood (No. dwelling fires)	880	170	565
b1. Severity (No. dwelling cas's.)	127	12	38
b2 Severity (No. dwelling Fatalities*10)	40	0	0
B. Total Severity (b1 + b2)	167	12	38
Total risk (A (likelihood) x B (severity))	146960	2040	21470
Outcome risk (severity per incident – B/A)	0.1898	0.0706	0.0673

Accidental dwelling fire risk outcomes

From this, as expected, it can be seen that the total dwelling fire risk (likelihood x severity) in Slough is huge compared to Bracknell (about 6 times) or, especially, Ascot (about 70 times). This large number is a consequence of the fact that there have been 4 accidental dwelling fatalities in Slough with zero in Ascot or Bracknell, which immediately gives a multiplication factor of 10. The accidental dwelling fire outcome risk (the severity outcome risk per incident) is, again, larger in Slough but by a smaller factor (about three times). This number gives an indication of the consequence (per incident) of having a fire. So, if you have a dwelling fire, this number indicates the consequences (outcomes) in terms of casualties and fatalities.
Taking a similar approach to RTC data we find:

RTCs 2001 - 2012

	Slough	Ascot	Bracknell
A. Likelihood (No. RTCs)	670	186	665
b1. Severity (No. RTC cas's.)	90	21	60
b2 Severity (No. RTC Fatalities*10)	60	40	60
B. Total Severity (b1 + b2)	150	61	120
Total risk (A*B)	100500	11346	79800
Outcome risk (severity per incident – B/A)	0.2239	0.3280	0.1805

RTC risk outcomes

From this work we see the outcome risk numbers are more equal (as might be expected) but that Ascot has the highest outcome risk (by a factor of 1.5). The reason for this has not

been analysed but could be a consequence of Ascot having (on average) faster rural roads than Slough or, indeed, Bracknell.

Again, statistically, the combination of data here is fraught but, should the data be so added, we find:

Total 2001 - 2012

	Slough	Ascot	Bracknell
A. Likelihood (No. dwelling + RTCs)	1550	356	1230
b1. Severity No. dwelling + RTC cas's.)	217	33	98
b2 Severity (No. dwelling + RTC Fatalities*10)	100	40	60
B. Total Severity (b1 + b2)	317	73	158
Total risk (A*B)	491350	25988	194340
Outcome risk (severity per incident – B/A)	0.2045	0.2051	0.1285

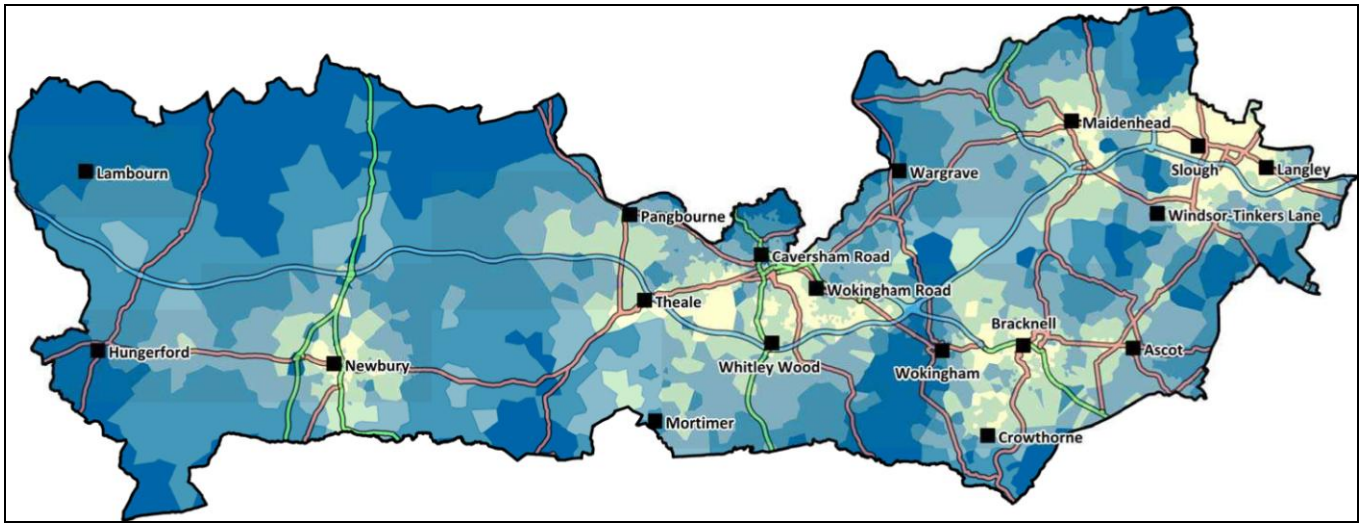
RTC and dwelling risk outcomes combined

This shows that, overall, Slough has over twice the total accidental dwelling fire and RTC risk than Bracknell and some 20 times the Ascot risk. In terms of accidental dwelling fire and RTC outcomes (per incident), the risk is virtually identical in Slough and Ascot (Ascot very slightly higher risk), with both being greater in risk than Bracknell by about 1.6.

The risk analyses conducted show, again, there is a balanced judgement to be made and, before any such judgement (as this is about response to people across Berkshire) it is necessary to analyse the impact of the proposal upon population numbers.

Population Modelling and Analysis

An initial image of the impact of any changes on response times coverage for the population of Berkshire is given within the ORH reports. These maps (a version of one below) are not detailed enough to indicate the impact on numbers of population in a particular area, so further work was commissioned from ORH.



Illustrative range cover map from ORH

The report on population impact is to be published on the RBFRS extranet (ORH 2013c). There it can be seen that there are two methods of representing the impact. Firstly by range cover maps (similar to the one above) and by modelling. Paragraph 10 of the ORH report

states ‘modelled results are considered to be more representative…than range cover maps’. Therefore this report will concentrate on the modelled numbers.

The following are copied from the ORH summary table (ORH 2013c Figure 1) which in turn are extracted from more detailed tables (ORH 2013c appendix C). The tables below show the numbers of the population in each area that are within the target times for both the base position and the proposed position.

Population Coverage Tables

The Slough table shows the negative impact of removing the second pump from Slough:

Area	Modelled option	Target			
		1st Appliance Within 8 Minutes	1st Appliance Within 10 Minutes	2ndAppliance Within 10 Minutes	2ndAppliance Within 12 Minutes
Slough	Base Position	76,797	88,063	84,850	90,176
	Proposed Option	70,481	84,181	63,768	84,683
	Difference	-6,316	-3,882	-21,082	-5,493

This negative impact is primarily offset by the improvement in Ascot:

Area	Modelled option	Target			
		1st Appliance Within 8 Minutes	1st Appliance Within 10 Minutes	2ndAppliance Within 10 Minutes	2ndAppliance Within 12 Minutes
Ascot	Base Position	3,665	9,435	3,751	10,936
	Proposed Option	21,454	22,949	14,089	21,134
	Difference	17,789	13,514	10,338	10,198

But, also, there are improvements in Bracknell:

Area	Modelled option	Target			
		1st Appliance Within 8 Minutes	1st Appliance Within 10 Minutes	2ndAppliance Within 10 Minutes	2ndAppliance Within 12 Minutes
Bracknell	Base Position	63,986	72,587	43,380	65,326
	Proposed Option	65,146	74,235	56,323	73,406
	Difference	1,160	1,648	12,943	8,080

The above dealt with specific areas but there are other negative impacts. The impact on all areas Reading and West will be insignificant so the following negatives will primarily be in those areas surrounding Slough. That is, Windsor, Langley and Maidenhead:

Area	Modelled option	Target			
		1st Appliance Within 8 Minutes	1st Appliance Within 10 Minutes	2ndAppliance Within 10 Minutes	2ndAppliance Within 12 Minutes
All Others[3]	Base Position	419,791	531,801	409,865	529,549
	Proposed Option	417,247	529,885	404,021	524,561
	Difference	-2,544	-1,916	-5,844	-4,989

But finally (and most importantly) the overall population numbers of Berkshire residents affected by the proposal are:

Area	Modelled option	Target			
		1st Appliance Within 8 Minutes	1st Appliance Within 10 Minutes	2ndAppliance Within 10 Minutes	2ndAppliance Within 12 Minutes
Berkshire -wide	Base Position	563,232	698,670	540,409	690,903
	Proposed Option	573,333	708,115	536,759	698,871
	Difference	10,101	9,445	-3,650	7,968

It is clear that (if the proposal is implemented) overall, a greater number of people in Berkshire receive a first pump more promptly than they do within the base position (10,101 more people get their first pump within 8 minutes and 9,445 more within 10 minutes). The only overall negative is that fewer people (3,650) receive their second pump within 10 minutes than they currently do. But this is slightly offset by a greater number of the population receiving a second pump within 12 minutes (7,968).

ORH note in their report that they have taken the population data from the 2011 census, it being the most reliable indicator. The project team are aware of the discussions around population number discrepancy, particularly in the Slough area. (See, for example Slough 2006). An estimate of the number of extra 'units' is given as 6000 (Mail 2013) and 6350 at appendix F but it is unknown exactly where these units are other than they are 'in the borough' (Slough Observer 2013). Clearly, by their nature, we cannot know exactly where all these illegal units are but it is likely that a great many of them will be within the response standards both before and after the proposed change (of moving the second pump from Slough to Ascot) and, therefore, these extra 'shed bedrooms' will not change the overall difference in population numbers. The same is true of any Slough development, such as at Queensmere (Queensmere 2013, includes 908 residential units). Any new development will of necessity be constructed to the latest fire safety regulations and it is the case that

3

All Other Areas includes all areas in Berkshire not reported individually:
Caversham Road, Crowthorne, Dee Road, Hungerford, Lambourn, Langley, Maidenhead, Mortimer, Newbury, Pangbourne, Wargrave, Whitley Wood, Windsor, Wokingham, Wokingham Road.

development is happening across Berkshire – not just Slough. So, again, there will be no significant change in the difference in numbers between the areas. Further, should the development be of commercial or industrial nature (for example, the train station), the RBFRS response standards are for dwelling fires and RTC's - not other incident types (such as high rise incidents) and, however important, these developments would therefore be irrelevant in the context of this research.

The final aspect to consider here is that the proposal moves the total number of people within the 10 minute 1st pump response standard up from nearly 699,00 to just over 708,000 across Berkshire. This still leaves nearly 155,000 people outside the 10 minute response and the IRMP project team take this opportunity to reinforce the importance of the third 'bullet' of the response standards – that:

- The higher risk localities where it is predicted that appliances will not reach dwelling fires within the standard response will be prioritised for community safety initiatives to drive down the risk.

Good work continues in this area (for example the prevention department were fully represented at the Newbury show and were well received (RBFRS 2013)) but the fact that some Berkshire residents will always be outside the response standards reinforces the need for the integrated approach.

People Impact Assessment

A People Impact Assessment has been completed and is attached at Appendix D. It has been identified that there will be an impact on certain groups of staff and public.

In the case of staff, there will be some redundancies from the RDS at Bracknell and Ascot (eight and two respectively at the time of writing), and there will also be some internal staff relocations from a number of WDS Stations, but primarily Slough. As the process will initially be voluntary, using the existing internal transfer process, it is anticipated that a sufficient number of volunteers will be attracted. However in the event that sufficient volunteers are not found to fill the vacancies advertised, staff will be transferred in line with their existing Contracts of Employment.

In the case of the public, overall a greater number of Berkshire residents (predominantly in the Ascot area) will benefit from the proposal receiving a first pump attendance time within the 8 or 10 minute standard, where they previously did not.

A smaller number of Berkshire residents (predominantly in the Slough area) will receive a slower attendance time than they previously did.

The table below is a summary for the most affected areas:

Area	Modelled option	Target			
		1st Appliance Within 8 Minutes	1st Appliance Within 10 Minutes	2ndAppliance Within 10 Minutes	2ndAppliance Within 12 Minutes
Berkshire -wide	Base Position	563,232	698,670	540,409	690,903
	Proposed Option	573,333	708,115	536,759	698,871
	Difference	10,101	9,445	-3,650	7,968
Slough	Base Position	76,797	88,063	84,850	90,176
	Proposed Option	70,481	84,181	63,768	84,683
	Difference	-6,316	-3,882	-21,082	-5,493
Ascot	Base Position	3,665	9,435	3,751	10,936
	Proposed Option	21,454	22,949	14,089	21,134
	Difference	17,789	13,514	10,338	10,198

Populations within and without response standards (ORH 2013c, paragraph 10 and Fig 1)

As the purpose of the PIA is to look at how minority groups are affected, it is acknowledged that, based on the percentages identified in the 2011 Census, a higher percentage of those affected in the Slough area, will be 'Non White British' and other minority groups and a higher percentage of those benefiting in the Ascot area, will be 'White British'.

March 2011 Census	Ascot	Slough	South East
White; English/Welsh/Scottish/Northern Irish/British	83.5	34.5	85.2
White; Irish	1.2	1.2	0.9
White; Gypsy or Irish Traveller	0.1	0.2	0.2
White; Other White	5.6	9.9	4.4
Mixed/Multiple Ethnic Groups; White and Black Caribbean	0.6	1.2	0.5
Mixed/Multiple Ethnic Groups; White and Black African	0.3	0.4	0.3
Mixed/Multiple Ethnic Groups; White and Asian	1.3	1.0	0.7
Mixed/Multiple Ethnic Groups; Other Mixed	0.8	0.8	0.5
Asian/Asian British; Indian	2.1	15.6	1.8
Asian/Asian British; Pakistani	0.4	17.7	1.1
Asian/Asian British; Bangladeshi	0.0	0.4	0.3
Asian/Asian British; Chinese	0.7	0.6	0.6
Asian/Asian British; Other Asian	1.7	5.4	1.4
Black/African/Caribbean/Black British; African	0.4	5.4	1.0
Black/African/Caribbean/Black British; Caribbean	0.3	2.2	0.4
Black/African/Caribbean/Black British; Other Black	0.0	1.1	0.2
Other Ethnic Group; Arab	0.6	0.7	0.2
Other Ethnic Group; Any Other Ethnic Group	0.3	1.9	0.4

Ascot and Slough Census Breakdown (NB - there will be minor rounding errors)

The table above indicates the differences, with Ascot having 83.5% described as 'White British' (more closely matching the South East position), whereas Slough is more ethnically diverse with only 34.5% described as 'White British'.

In response to the IRMP Working Party information requests of their meeting on 13 November 2013, further demographic summary work is presented here. (The full details are below.)

Demographics

There is a variety of information on the borough web sites, and much of this is based on the 2011 Census.

The Prevention Department Safer Community Co-ordinators, Slough & Ascot and Bracknell have used the information available to produce separate reports for all 3 areas. Due to the lack of similar information on some key areas, it is not possible to produce a table, which will give an easy comparison.

It is widely perceived by the authors that Slough is known to be an area of deprivation compared to Ascot and Bracknell, and this is borne out by the following statistic:

In the index of multiple deprivation (IMD 2010), Slough was ranked 93rd out of 326 in the unitary and district authorities across England and Bracknell was ranked 291st out of 326. (1 is the most deprived, 326 is the least)

No direct comparison is available for Ascot, although using the only available information on line, the figure shows Ascot being 32,216 out of 32,482, again with 1 being the most deprived and 32,482 being the least. (This could be crudely brought into line by dividing by 100 and the resulting figure is 322 out of 325)

Population figures in the 3 areas have been previously published in this report and are as follows:

Slough	Bracknell	Ascot
140,200	63,698	11,644

Although direct comparison figures are not available (referred to earlier and the difficulty is highlighted by Appendix B where the 3 'ascot' parishes gives a total of about 18000), there are many statistics available which suggest that perception of the residents of Slough may be correct:

Slough is estimated to have 16.1% of the population who misuse drugs
Some 5128 people are estimated to be drug or alcohol dependant
The 11th highest incidence of overcrowded households
Ranked 2nd in England for household size
5% of migrants living in accommodation with over 10 people
16% living in accommodation with over 6 people

As stated earlier, comparable information is not available for Ascot and Bracknell, but all three reports can be found at Appendix F

All the above helps illustrate the impacts upon the relevant areas of Berkshire should changes be made.

However, it is the opinion of the project team that, in terms of the statutory groups of people (ethnicity etc), the proposal to move one of the two appliances from Slough to Ascot will impact upon all groups in the same way as the general population and it is an imperative function of this research to establish overall risk reduction, in terms of response standards, for the whole population of Berkshire, including Ascot and Slough.

And table 6 above clearly shows an advantage to the whole of Berkshire with only one response standard target reducing in a small way (2nd appliance in 10 minutes) but all other targets substantially improving. Therefore, it is felt by the project team that, even though there are impacts upon the statutory minority groups, the proposal does not fall due to People Impact issues, as the negative impacts are clearly outweighed by the overall positives, in terms of population numbers and response standards (subject to agreement of appliance weighting and consultation etc.)

Appendix C – Incident Data for Ascot, Bracknell & Slough

This data was taken from ‘Scorecard’ on 25/11/13

of IRS 9.06ao - BV143i deaths in dwellings accidental

Ascot		Bracknell		Slough	
2001	0	2001	0	2001	1
2002	0	2002	0	2002	0
2003	0	2003	0	2003	0
2004	0	2004	0	2004	0
2005	0	2005	0	2005	0
2006	0	2006	0	2006	0
2007	0	2007	0	2007	1
2008	0	2008	0	2008	1
2009	0	2009	0	2009	0
2010	0	2010	0	2010	0
2011	0	2011	0	2011	0
2012	0	2012	0	2012	1
Total	0		0		4

of IRS 9.06bo SS RTA deaths

Ascot		Bracknell		Slough	
2001	2	2001	1	2001	0
2002	0	2002	0	2002	1
2003	1	2003	0	2003	1
2004	0	2004	1	2004	4
2005	0	2005	2	2005	0
2006	0	2006	0	2006	0
2007	1	2007	2	2007	0
2008	0	2008	0	2008	0
2009	0	2009	0	2009	0
2010	0	2010	0	2010	0
2011	0	2011	0	2011	0
2012	0	2012	0	2012	0
Total	4		6		6

of IRS 9.06ao - BV143ii casualties in dwellings accidental

Ascot		Bracknell		Slough	
2001	1	2001	3	2001	8
2002	1	2002	6	2002	23
2003	2	2003	8	2003	13
2004	1	2004	3	2004	5

2005	0	2005	2	2005	7
2006	0	2006	2	2006	16
2007	1	2007	6	2007	15
2008	1	2008	2	2008	12
2009	2	2009	1	2009	6
2010	1	2010	1	2010	7
2011	2	2011	2	2011	7
2012	0	2012	2	2012	8
Total	12		38		127

of incs SS RTA casualties

Ascot		Bracknell		Slough	
2001	1	2001	4	2001	6
2002	0	2002	0	2002	7
2003	2	2003	1	2003	4
2004	2	2004	3	2004	4
2005	0	2005	1	2005	5
2006	0	2006	9	2006	7
2007	6	2007	3	2007	1
2008	0	2008	3	2008	8
2009	5	2009	23	2009	24
2010	5	2010	13	2010	24
2011	--	2011	--	2011	--
2012	--	2012	--	2012	0
Total	21		60		90

of IRMP II FDR1B Dwellings

Ascot		Bracknell		Slough	
2001	19	2001	47	2001	120
2002	20	2002	50	2002	84
2003	15	2003	59	2003	82
2004	21	2004	59	2004	73
2005	14	2005	49	2005	71
2006	11	2006	44	2006	72
2007	14	2007	50	2007	65
2008	13	2008	34	2008	70
2009	11	2009	35	2009	64
2010	9	2010	46	2010	66
2011	12	2011	38	2011	63
2012	11	2012	54	2012	50
Total	170		565		880

of LP16 incs RTCs

	Ascot		Bracknell		Slough	
	2001	17	2001	56	2001	65
	2002	13	2002	58	2002	51
	2003	14	2003	75	2003	61
	2004	15	2004	62	2004	61
	2005	17	2005	62	2005	56
	2006	13	2006	86	2006	58
	2007	23	2007	47	2007	58
	2008	22	2008	58	2008	46
	2009	17	2009	48	2009	58
	2010	6	2010	37	2010	46
	2011	14	2011	39	2011	48
	2012	15	2012	37	2012	62
Total		186		665		670

Appendix D – People Impact Assessment

PEOPLE IMPACT ASSESSMENT FORM

For Senior HR Advisor (Equality & Diversity) use:-	
Ref no.	R24

Refer to the guidance attached to the Impact Assessment Policy on Trove (Equality Library). For the purposes of this form, 'activity' refers to any activity, service, proposal, project, procedure or policy to which this impact assessment refers.

Name of activity or change	Optimisation of Emergency Cover in Ascot, Slough and Bracknell Areas
Directorate/department	Service Delivery
Name of department head/policy owner/project lead	ACFO Baars
Name(s) of person(s) completing this assessment	Bob Mitchell/George Cross
Date of assessment	01/07/13

1. What is/are the aims/purpose of the activity or change you are assessing?

With the inability to recruit and retain part time firefighters within the Ascot/Bracknell areas It is necessary to balance operational resources across the County to ensure we are providing the best possible service to the public we serve, especially in the Ascot Slough and Bracknell Areas.
This will be carried out as a "short form" IRMP Project and the outline PID (in outline terms) looks to achieve the following moves:
Closure of RDS Station at Ascot
Closure of the RDS Section at Bracknell
The second pump at Slough, relocates to Bracknell, which then creates:
a Wholetime (satellite)station at Ascot

2. Who is/will be affected by the activity/change, and how? Consider members of the public, RBFRS employees, partner organisations etc

Members of the Public
Initial research (by modelling) indicates that the public in the area served by the Ascot Fire station will receive a better first and second pump response.
The same modelling also indicates that the public in the area served by the Bracknell Fire Station will receive the slightly better service from the first and second pump.
The modelling also indicates that the public in the area served by the Slough Fire Station will receive a slightly reduced service from the first and second pumps, but that reduced service will still be within the attendance standards set by RBFRS

Wholetime Members of Staff

The most impact will be felt by WDS staff at Slough Fire Station. The number of staff on station will be reduced to allow the second pump to be located at Bracknell/Ascot. This may either improve or reduce travelling time to and from work, dependant upon where they live. The existing RBFRS transfer process will be used to select staff into the vacant posts and it is anticipated that there will be sufficient volunteers to move stations.

Retained Duty System members of staff
In the event that the project is implemented as per the proposals, there are two RDS stations that are at risk from redundancy.
There are currently only two RDS staff at Ascot and eight staff at Bracknell. Steps are already in place and staff been informed that they are "identified as at risk from redundancy" and the legislative process will be adhered to ensure that staff are given the full notice required under legislation.
It is unclear at this stage whether it will be possible to redeploy staff into WDS, due to the current recruitment freeze.

3. What information is already available that tells you what impact the activity has/will have on people? Consider quantitative and qualitative data, consultation, research, complaints etc. What does this information tell you?

An initial study has been produced by ORH to model a number of different scenarios, and the impact of this is shown in the section above.
More specific modelling has been requested and this has identified a number of key issues. The key improvement in attendance times, understandably takes place to the residents of the Ascot area. Their current attendance time (for dwelling fires and RTC's) in the Ascot area is 10m24s (1st pump) and 12m08s (2nd pump). If the proposed move takes place, the modelled figures are as follows 1st pump 05m18s and the 2nd pump 09m30s which takes both attendance times within the RBFRS Attendance Standard of 8 & 10 minutes.
There is also an improvement in the Bracknell area of 8 seconds (6m6s – 5m58s) and 21 seconds (9m38s – 9m17s) on the 1st and 2nd pumps, keeping the attendance times within the previous standard.
Modelling also shows that there will be a worsening of attendance times in the Slough area by 30 seconds (5m54s – 6m24s) and 2m 31s (6m14s – 8m45s) for the 1st and 2nd pumps, but the revised times are still within the previous attendance standards.
Experience shows that there is a political and public outcry when a station closure is proposed (Windsor), however there are no closures proposed here, but probably the opposite, in that a wholetime appliances is being located at Ascot and that also has a positive affect on second pump attendance times at Bracknell.
It is anticipated that there will be some resistance in the Slough area to the removal of the second pump, but there is also quantative evidence to suggest that the number of incidents is decreasing year on year, so as to have an acceptable risk factor.

4. Does the activity/change have the *potential* to impact differently on people in different groups?

Assessment of impact on groups in **bold** is a legal requirement. Assessment of impact on groups in *italics* is not a legal requirement, but is RBFRS policy and will help to ensure that your activity or change does not have unintended consequences.

	Yes, No, or Not Sure?	If Yes, how?
People of different ages	No	Modelling evidence suggests that the service will at worst be the

		same as provided now (or within existing standards) and at best an decrease in attendance times
Disabled people	N	Modelling evidence suggests that the service will at worst be the same as provided now (or within existing standards) and at best an decrease in attendance times
People of different ethnic or national backgrounds	Y	The make up of the population in the Slough area has to be acknowledged in this part of the assessment. According to figures in the 2011 census, Slough comprised of 65.48% non white British and Ascot comprised of 16.51% non white British. The suggestion to implement the proposal affects all residents equally and this is acknowledged here. Modelling evidence suggests that the service will at worst be the same as provided now (or within existing standards) and at best an decrease in attendance times
People of different faiths or beliefs	Y	Based on the evidence from the 2011 census, (although no actual figures are available at this time) it is assumed that there will be a greater mix of people with different faiths or beliefs in the Slough area. However as previously, modelling evidence suggests that the service will at worst be the same as provided now (or within existing standards) and at best an decrease in attendance times
Men and women	N	Any proposed changes to overnight accommodation at Ascot will meet the requirements of both men and women
Pregnant women and new mothers	N	As above, existing policies are in place for staff who are pregnant.
Straight, gay, lesbian and bisexual people	N	Modelling evidence suggests that the service will at worst be the same as provided now (or within existing standards) and at best an decrease in attendance times
Transgender people	N	Modelling evidence suggests that the service will at worst be the same as provided now (or within existing standards) and at best an decrease in attendance times
People living in different family		

circumstances		
People in different social circumstances		
Different employee groups	Y	There will be an impact upon RDS staff as their numbers will decrease if the project is implemented.
Other		

5. Are there any other activities or changes being proposed that might impact on the effect of the activity or change that you are assessing?

Whilst there may be some resistance from the FBU due to some possible redundancies, not all RDS staff are members. It is not anticipated that the resistance will be great, as there is no change to WDS staff numbers, shifts or conditions
It is also anticipated that there will be some resistance from staff currently based at Slough, who have seen their station resources diminish over the past few years.

6. What further research or consultation is needed to check the impact/potential impact of the activity/change on different groups? If needed, how will you gather additional information, and from whom?

Further research has already been commissioned form ORH regarding specific risk modelling and this will highlight any potential negative impacts.
Revised modelling has also been commissioned to assess the impact on the number of people directly affected by the proposals, in terms of the numbers who benefit from improved attendance times, and those who are disadvantaged.
Consultation will be undertaken with the local communities and staff, using a single focus consultation document.
Three forums will be held in Slough, Ascot and Bracknell, using invited members of the public. An independent company will facilitate the process and the consultation document will be distributed to public places such as Community Centres, libraries etc. Plus it will be available on-line at our web site.

7. Following your research, taking into account all the information that you now have, is there any evidence that the activity or change is impacting/will impact differently or disproportionately on some groups of people?

It is anticipated that there may be some redundancies as a result of this project being implemented. This will impact upon RDS staff at Ascot and Bracknell.
There will be a marginally reduced service for a higher number of minority ethnic individuals due to the locations change of the WDS pump, although response times will still fall within the agreed response times.

8. What amendments will you make/have been made to the activity/change as a result of the information you have? If a negative effect has been identified, how could it be/has it been lessened?

Staff will be selected to move to a different location using existing tried and tested processes (Transfer Process). Staff identified in the Redundancy Process will be treated fairly by following due process which is both internal policy and legislative process.
All attendance times will be monitored on an ongoing basis to ensure that times remain within the target times. If it is identified that the target response times in the Slough area are unacceptable the project/resource allocation will be reviewed.

9. After these amendments (if any) have been made, is/will there still be a negative impact on any group?

Yes		No	**x**	Don't Know	

If No, go to section 10

If Don't Know, ensure that actions noted in sections 5 and 11 will provide the answer

If Yes, please explain:

10. Can continuing the activity, or implementing the proposed change, without further amendment, be justified legally? If so, how?

Evidence suggests that the fire cover in the areas affected by these moves will be increased, thus making the people of Berkshire safer, which is part of RBFRS duty under the 2004 Fire Services Act.
Under the IRMP process, full public consultation (12 weeks) will be carried out and further staff consultation (4 weeks) will also be carried out.

11. How can you ensure that any positive or neutral impact is maintained?

Measurement of Key Performance Indicators already in place within RBFRS will, ensure impact of any changes made are maintained.

12. How will you monitor the impact of the activity in future?

See comments in 11, following initial consultation, full consultation with the public and other stakeholders takes place annually as part of the IRMP process.
Staff will have the opportunity to comment in the regular staff surveys.
All attendance times will be monitored on an ongoing basis to ensure that times remain within the target times. If it is identified that the target response times in the Slough area are unacceptable the project/resource allocation will be reviewed

13. As a result of completing this assessment, have you discovered anything that needs to be shared with another department? If so, give details.

Not directly as a result of completing this assessment.
The project team consists of members of staff from a wide variety of departments and they will all be consulted on this document.

14.Whilst undertaking the PIA were there any processes identified, (including cross-functional processes), that would benefit from improvement and/or rationalisation, resulting in a leaner/slicker process?

No

15. When will the activity/change next be reviewed, and by whom?

12 months after implementation. AM Response

Now carry forward all the actions required to the improvement plan on the last page - ensure that you include any actions from sections 5, 7 and 10-14

Signature(s) **Date**

.....

.....

Equality Improvement Plan

The table below should be completed using the information from the equality impact assessment to produce an action plan for the implementation of the proposals to:

- Lower the negative impact, and/or
- Ensure that any negative impact is legal under anti-discriminatory law, and/or
- Provide an opportunity to further promote equality, equal opportunities and improved relations between different groups of people

Please ensure that you update your service/business plan within the equality objectives/targets and actions identified below:

Actions	Desired Outcome	Person Responsible	Target Timescale	Current situation (give date)
Commission further detailed Risk Modelling at the areas concerned	Prove that fire cover and attendance times are made better	IRMP Project Officers	Aug 2013	23/07/13 report commissioned 17/09/13 report findings included in assessment
Public consultation	Public agree to changes	Consultants (ORS???)	Post report date (1st October)	No action 23/07 17/09/13 initial meeting with ORS to agree way forward with consultation process
Staff consultation	Staff agree to changes	IRMP Project Officers	Post report date 1st October 2013	No action 23/07
Full report including recommendation to CMT by 1st October	Agreement of recommendations	IRMP Project Officers	1st October 2013	Report currently being researched and drafted 24/09/13 initial findings presentation to CMT

Appendix E – Finance

Revenue Costs			
2012/13	**Budget**	**Actuals**	Underspend
Ascot Salary	£114,881	£17,510	£97,371
Ascot Premises	£44,478	£44,532	-£54
Bracknell Salary	£115,690	£46,506	£69,184
Bracknell Premises	No information available as Bracknell RDS included in WDS Station costs		

Ascot appliance saving	£12,000
Bracknell appliance saving	£12,000
Additional diesel costs	£3,700
OTB cost saving	£18,396
Pump standby costs	£0
Budgeted savings	**£269,267**
Actual Savings	**£102,712**

Notes

Transfer of staff from Slough - cost neutral as already being paid

Premises costs will be slightly more in Ascot and less in Slough - so assumed cost neutral.

Any Training savings will be compensated by extra transport costs - so considered cost neutral here.

Extra incident work on Windsor, Maidenhead and Langley running into Slough considered as cost neutral here (NB standby costs for pumps).

Forced move costs unlikely as the mood seems to be that staff will voluntarily transfer. Neutral here.

Pump standby costs of meals assumed zero as satellite seen as part of home station.

Capital Costs	**2013/14**
Upgrade of accommodation at Ascot	£54,000
Appliances x 2	-44000
Redundancy costs?	16500
Capital balance	**£26,500**

Assuming there are no 'borrowing' costs and that all capital is dealt with in 'year 1' (2013/14)

Appendix F – Demographic Reports Slough/Ascot/Bracknell

PREVENTION Department Reports – Safer Communities Co-ordinators

About Slough

This Report has been developed to give an insight of Slough Unitary. It will highlight the deprivation and vulnerabilities within the Unitary and should not be read as an overview of Slough as a standalone. The purpose of this report is to further analysis the Royal Berkshire Fire and Rescue Service resources and deployment within Slough hence it has not recorded the various works and resources that Slough Borough Council are actively putting into regenerating.
Using various documents and historical data and research this report has been produced to highlight the following headings about Slough. The report will further record the input Station 17 has with the communities of Slough and the additional needs based on Prevention. The report will not conclude nor make recommendations but will give a list of areas for analysis.

- Geographical and Demographical make-up
- Vulnerabilities within Slough and the uncounted people/communities
- The working and travelling within Slough
- Deliberate fires and Accidental fires
- Preventative and reactive activities taking place by station 17

Resources used to compile this report have been listed below:

- The Slough Story (updated April 2013) contact officers, Slough Borough Council :

  <Personal details removed>
- Slough borough Council – Foxborough Ward – Profile of Deprivation June 2012-April 2013

  WWW.slough.gov.uk/moderngov
- Slough – Safer Community Co-ordinator Strategy Document – 2011-12 and 2012-13 Kuldeep Kuner, Safer Community Co-ordinator, Royal Berkshire Fire and Rescue Service Prevention Department, 0118 938 4424
- Census 2011 – Phase 1 Data Release; Slough Borough Council, July 2012
- Royal Berkshire Fire and Rescue Service raw data analysis
- Education & Children's DATE: January 2009 - Services Scrutiny Panel
- Slough Sheds - http://www.dailymail.co.uk/news/article-2381451/Slough-spy-plane-detects-6-000-illegal-beds-sheds-thermal-imaging.html#ixzz2kdUq40z7
- Slough DAAT Drugs Needs Assessment 2011/12
- Slough JSNA 2011
- This report has been compiled by Kuldeep Kuner; Safer Community Co-ordinator Prevention department

Geographical and Demographical make-up

Slough is/has:

- A predominately urban area
- Estimated to have a population of 140,200, an increase of 17.7% from 2001
- An important commercial centre and includes large industrial as well as residential areas
- Made up of 14 wards (Appendix 1)
- Was ranked as the 93rd most deprived district (out of 326 unitary and district authorities) nationally on average IMD score in the IMD 2010. Slough's relative level of deprivation has gradually increased.

- Is a densely packed urban environment with little remaining developable land
- Has a high proportion of Houses in Multiple Occupation (HMO)
- Britwell, Foxborough and Wexham Lea all register relatively low levels of owner occupation
- Britwell, Kedermister and Foxborough all have relatively high percentage of residents in social housing
- The Slough average (19.2%) for the housing indicator is on par with the national average (20.9%) but is well below the Berkshire average of 14%
- Has relatively high levels of overcrowding in housing, 20.8% of households have one room too few compared to 8.5% in England.
- The 11th highest incidence of overcrowded households of all local authorities
- Is ranked 2nd in England for household size
- Continually one of the most popular destinations in the country for migrant workers, most recently from Eastern Europe.
- Slough had the 9th fastest growing population in the country at the 2001 Census. The latest Census shows a 16.3% increase and is one of the largest increases seen across England
- Approximately 3500 HMO's (survey 2009)
- So far 2,500 inspections on beds in Sheds have been inspected of the 6350 outer buildings identified via GIS as suspected beds in sheds.
- 5% of migrants are living in accommodation with over 10 people, with an additional 16% living in accommodation with 6 people. HMO's are generally occupied by single men under the 40 years old who are in transitory.
- An estimated population of 140,200 (Census 2011)
- A younger than average population structure, with the highest proportion of 0-4, 5-9, 30-34 and 35-39 year olds amongst any of the South East local authorities.
- The lowest proportion of all age bands from age 60 and above in the South East Local Authorities.
- A diverse community and 2011 Census data shows 34% of residents as white British ethnicity, The Pakistani and Indian communities continue to be the two largest BME
- 15.5% of households do not have anyone for whom English is the main Language
- A health strategy that prioritises nine areas which highlight the various health and wellbeing concerns for Slough residents and links employment and economic issues (Appendix 2).
- 20.1% of residents in Slough hold no qualifications. This has implications in terms of types of occupations that Slough residents are employed in. The borough itself typically requires higher levels of skills.
- At least 14 High Rise buildings of which all but one are dwelling; mainly consisting of low income, low owner occupiers and fall within the higher deprived areas of Slough

Deprivation

Although Slough ranks as 93rd out of 326 unitary and district authorities across England, it has Lower Super Output areas which appear amongst the 20% most deprived nationally which fall within Chalvey, Foxborough and Britwell. 7965 children within these areas are living in poverty. 6.5% of the households in Slough have no access to central heating. Slough contains 5.8% of the Thames Valley population, 5.2% of Thames Valley households and yet suffers from 9.7% of crime.

16.1% of the population are estimated to misuse drugs, in comparison to 9.8% national average

5128 people estimated to be drug and alcohol dependent

Home Fire Safety Checks – number of vulnerable groups listed on RBRFS Mosaic database for Station 17's ground is 11319 of which 9856 fall within the following three

groups, (this is not a true reflection as 7.9% of the population did not respond to the census and those of hidden communities are not included):

- Childless new owner occupiers in cramped new homes - 2748
- Young singles/sharers renting small purpose built flats - 5068
- Often indebted families living in low rise estates - 2040

New groups added due to the published target groups of the elderly (over 70's), the vulnerable and the disabled the highest recorded actual fire deaths), as they are the ones having the actual fires in the home.

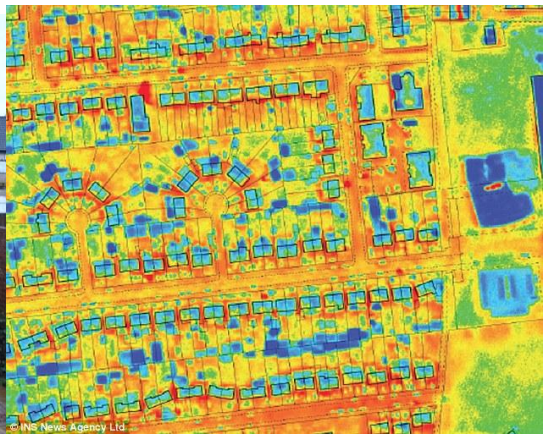
Working and Travel

- Integrated in the heart of the UK transport and communications network, located between the M4, M40 and the M25
- It is estimated that 26,000 residents travel out of the borough to work and 40,000 travel into Slough to work.
- 6,901,994 passengers used Slough's three stations in 2010/11, up from 6,352,722 in 2009/10 and the number of people using the Great Western mainline is forecast to increase significantly.

Uncounted/additional risk factors:

- Electrical devices with non-UK adapters = extensions and overloading
- Diverse communities = language and/or cultural barriers making many people hard to reach
- Health and poverty impacts = Many reports will highlight this as poor living conditions/housekeeping
- Drivers from diverse communities with different road sense ideas in one Town
- 700 short-term UK residents
- 7.9% of Slough did not respond to Census=no count

- Beds in Shed – 6350 sheds and garages suspected of people illegally residing – SBC Project group. This thermogram image shows data recovered after flying over the town, with the red representing high levels of heat escaping. The council said the imaging helps them identify outhouses because the cameras can pick up areas of high heat loss. Bottom of garden: Large numbers of homes are believed to have converted outbuildings like this one without permission. Thousands could be living in Slough without planning permission or contributing council tax.



- Slough Trading Estate consists of 486 acres (1.97 km^2) of commercial property in Slough and provides 7,500,000 sq ft (700,000 m^2) of accommodation to 500 businesses and has a working population of about 20,000 people. Slough Trading Estate is the largest industrial estate in single private ownership in Europe.

- Slough is the home to two main Mosques, two Gurdwara's, a Polish Church and a Hindu temple, which draws in many people from outside the town as they do not have these facilities.

- Wexham Park hospital - Heatherwood and Wexham Park Hospitals NHS Foundation Trust provides hospital services to a large and diverse population of more than 450,000 in east Berkshire and south Buckinghamshire

- Over 300 students come in from outside Slough for schooling; University and Colleges separate
- Over 120 Slough High Street Shops
- Slough is home to companies such as Centrica plc, Yell, ICL, Electrolux, GlaxoSmithKline, Mars Confectionery, ICI Paints, O2, and Sara Lee. It is also home to important small, medium and large businesses
- Immigration Enforcement report Incidences of HMO's with plaster board walls erected to create dangerous 'rooms within rooms' situations which they have described as 'Death Traps'.
- Slough has the highest level of problematic drug users amongst people aged 15-64 years in the South East of England.
- Estimated 12.6% of the population aged 16**+** are binge drinkers
- In 2011/12 45% of parents in treatment with alcohol misuse and 22% of parents in treatment with drug misuse had their children living with them
- Fuel poverty is an important issue locally which occurs when a household is spending more than 10% of its income on total fuel use in order to maintain an adequate standard of warmth. Fuel Poverty is linked to damaging health issue but also an increased risk of household accidents

Slough Accidental fires and deliberate fires

Safer Community Co-ordinator end of year reports highlight the below summaries

Statistics based on 2011-2012

- Most Royal Berkshire Fire and Rescue Service resources were concentrated on Station 17's ground
- A rise in Langley fires with occupancy make up mainly being lone person under pensionable age ad couples with children
- Chalvey and Britwell both historically and during this period ranked as higher risk of areas of Slough
- Historically Cippenham was at higher risk for accidental fires and low for deliberate but this had changed and became one of the biggest changes in Slough

- Occupancy concerns during this period were – Lone person's under pensionable age, couples with dependents, lone person over pensionable age

Accidental and deliberate fires 2012-13

- 83 accidental fires of which 61% started in the kitchen.
- Not all occupancy details have been recorded however of those identified (38); 23% were lone parent with dependents, 18% couples with dependents, 15% lone person under pensionable age, and 15% over pensionable age
- Refer to Slough – Safer Community Co-ordinator Strategy Document 2012/13 Summary of year for full broken down information on wards and types of fires
- Accidental building fires other than dwellings (e.g. Shops, detached garages, offices, sheds) – 24 – mixed premises with only trend showing as Private garage and sheds
- 86 Primary deliberate fires – 53% of these were vehicle fires, 30% buildings other than dwellings and 17% in Dwellings with main wards as Britwell, Cippenham and Chalvey
- 164 deliberate secondary fires of which 61% consisted of Outdoor structures including rubbish and 22% as grass fires – remainder 17% all others – main wards of concern were Britwell (over 30%), Cippenham, Chalvey

Brigade incidents 2011-13
Buildings other than Dwellings 2011-13 = 57

	2011/12			2012/13		
Target areas	**Berkshire total**	**Unitary of Highest incidents**	**Unitary of 2nd Highest Incidents**	**Berkshire total**	**Unitary of Highest incidents**	**Unitary of 2nd Highest Incidents**
Accidental Fires in dwellings	387	Slough 83	Reading 78	373	Reading 84	Slough 70
Total No of deaths	3	Slough, RBWM and Wokingham 1 each		7	West Berks 3	RBWM and Slough 2 each
Total number of fire casualties	64	RBWM 21	Slough 13	49	Slough 16	Reading 11
Casualties in Dwellings	41	RBWM 13	Slough 9	33	Slough 13	RBWM 6
Deliberate Primary Fires	309	Slough 86	Reading 79	185	Slough 45	Reading 42
Deliberate Secondary Fires	666	Reading 179	Slough 165	301	Slough 87	Reading 59
Vehicle fires (all)	365	West Berks 86	Reading 82	297	West Berks 87	Reading 54 Slough 54
Vehicles Deliberate	172	Reading 56	Slough 45	107	West Berks 26	Reading 25 Slough 24

2013-14 - Present data on casualties for Slough is at 10 and is the highest for Berkshire. Demographics of Slough Casualties 01/01/11 -12/11/13 - 51 casualties on Station 17's Ground

Age group	**Ward**	**Gender**
0-10 =2	Baylis and Stoke=6	30=M
11-20=1	Britwell/Haymill=7	21+F
21-29=5	Central=9 (8 were related to same incident)	
30-40=7	Chalvey=5	
41-50=9	Cippenham=10	
51-60=6	Upton=2	
61-70=4	Motorway Roads=2	
71-80=2	Farnham/Manorpark=8	
81+=2	Eton=1	
Unknown/not recorded= 12	Unknown=1	

About the Wards at a glance

- Baylis and Stoke is a diverse community with predominately 3 or more adults no dependents, couples with no dependents as Occupancy make-up (cramped living)
- Britwell – White British – couples with and without dependents (indebted families)
- Chalvey - diverse community – predominately Somalia, Pakistani, Romanian and Polish make-up - Couples with and without dependents, 3 or more adults (cramped and indebted homes/families)
- Cippenham – Diverse communities – couples with children, lone person over and under pensionable age
- Farnham/Manorpark - is a diverse community with predominately 3 or more adults no dependents, couples with no dependents as Occupancy make-up (cramped living)

Station 17 Prevention work/support

Slough is a very diverse town; no two communities are the same and it needs various routes to produce community reach.

The resources for this additional need is limited; Prevention department has a small team dedicated to their generic messages and reactive needs, the normal media communications can only reach a small percentage of Slough communities, and the volunteer's project has not developed to recruit members to reach the diverse communities due to unsuccessful past results. Slough station has a good working relationship with the Safer Community Co-ordinator and extends that additional reach. The station does not only cover the generic school visits, HFSC's, Hotstrikes and the high number of event request's it actively engages further as listed below to produce reach to those who maybe of higher risk to fire or at less chance of understanding the generic messages. Royal Berkshire Fire and Rescue Service station 17 ensure Equality and Diversity when delivering their fire safety messages to be representative of Berkshire.

High Profile events in Britwell - Overall over 3000 people had engagement in reference to deliberate fire setting whether by post (delivery by crew), face to face (crew and prevention) or other media channels (localised). Firefighters from Slough station played a vital role in this work by carrying out visual audits and reporting back any potential fire setting hazards, placing ASB boards in prime locations, posting letters, engaging with residents, visiting youth centres and many more activities behind the scenes. They raised our profile in the community which had been a very good start to reducing fires. (Reports available from Slough Safer Community Co-ordinator)

Developed a plan to meet both operational and local communities' needs; use of derelict buildings in areas where ASB and Arson became an issue. Crews would train during peak hours to deter ASB which drove down the number of incidents.

Planning and embedding teaching ideas into the NEET project- Providing positive role modelling, motivation and team building ideas

Piloting ESOL project – CPU delivery, feedback and evaluation provided on where we could assist the service in better delivery to the ESOL groups

Communicating on event request forms – a form that is now used in prevention by all was originally developed to suit the needs of the feedback that was provided by station personnel who identified a clear method was needed due to number of requests that came in and also so they could get a better understanding of the community needs due to the diversity.

Supporting Culture Campaigns – crews have delivered key messages to key communities within Slough respectively with cultural events, i.e. Diwali, Eid and Christmas

HFSC's self generate 42 (April 13-Nov 13) compared to 31 generated by prevention

Cultural festivals and safety messages, i.e. Eid (cooking with Oil whilst tired and hungry, flammable clothing), Diwali Celebrating with candles and flammable clothing and cooking with Oil

Regular community engagement – Britwell youth club regular engagement to promote positive role modelling, NEET station visits/delivery

Event requests – 32 requests since January 2013 of which 4 were declined due to workload. Events include community engagement, partner messages and support, fetes, station visits

Supporting Partner Crime Reduction Days – in key areas where our profile is raised working with the North and South Slough Community Safety teams

School visits – 16 schools, 1 with two sites to be visited within 1 academic year – year groups can consist of up to 4 classes per school

Slough census – raised census importance over a wide range of dates and locations across Slough assisting Slough with over 90% reach – excellent outcome which Slough Council recognises as Royal Berkshire Fire and Rescue Service support and resources

Supporting diverse celebrations through engagements such as Britwell Carnival, Vaisakhi Procession (Sikh Celebration), Shakishiya Foundation community fete (Muslim community), Play Day – celebrating Children's' right to play, Surrey Avenue Community (First Hotstreet),

Examples of other projects/support: Sheltered accommodation project, Electrical Safety Campaign, Communal areas project to support prevention and protection

Areas of thought for analysis:

- Do the statistics reflect the make-up of the vulnerabilities in Slough?
- Do living conditions, poverty and deprivation affect risk of fires/household accidents?
- Do people setting fires come from deprived areas?
- People having fires fall within the deprived, diverse parts of Slough?
- Do the media messaging reach the diverse communities of Slough?
- If existing Community Safety work was to be reduced due to lack of resources available, i.e. station 17 would Slough communities' fire figures be even higher than present?

Little information about Demographics of Firesetters and those at higher risk of fire;

- predominately young males, dysfunctional families, stressful life events, **low socio-economic status, and academic or vocational difficulties**
- of those apprehended, about 80% of Firesetters are boys

Appendix 1

Population size within Wards Nov 2011-Oct 2012

Ward	**Population**	**Station Ground**
Baylis and Stoke	11,172	17/18
Britwell	9,542	17
Chalvey	9,874	17
Cippenham Green	8,995	17
Cippenham Meadows	10,570	17
jasFarnham	9,900	17
Foxborough	7,373	18
Haymill	9,397	17
Kedermister	9015	18

Langley St Mary's	6,876	18
Slough Central	11,378	17/18
Slough Trading Estate	1,282	17
Upton	8,696	18/17
Wexham Lea	10,631	17/18

Appendix 2

Health Factors

Key issues	Issues and Trends
Diabetes	Above average and maybe due to the higher than average BME population, deprivation and obesity in Slough More than 7765 A further estimated 1165 yet not diagnosed
Tuberculosis	A bigger issue in Slough than anywhere else in the South East Region High number of HMO's with people transmitting amongst high risk groups Britwell, Chalvey and Baylis &Stoke accounted for 22.5% of the 306 cases in the Berkshire East Highest in BME groups
Obesity Physical Activity	An increase in obesity as in UK – lead to other illnesses and diseases More than 80% of the people in Slough do not take part in the recommended levels of Physical activity
Cardiovascular Disease (CVD)	The leading cause of death in Slough and is above the national average. An estimated 21% of all adults in Slough smoke.
Children's Health	Obesity Infant mortality Unintentional injury Oral health Emotional health and wellbeing
Sexual Health & HIV	In 2011 Slough had an HIV rate of 3.4 per 1000 population which is one of the highest HIV rates in the country
Drugs & Alcohol	The highest level of problematic drug users amongst 15-64 years in the South East of England An estimated 12.6%of the population aged 16+ are binge drinkers 45% of parents in treatment with alcohol misuse and 22% of parents with Drug misuse had their children living with them
Clostridium Difficile	In 2011 there were 30 cases reported in residents of Slough

Overview of Ascot

This report has been compiled to give an overview of Ascot within the RBWM and Bracknell Unitary. It will highlight statistics around areas of interest but not state the actual vulnerabilities and needs of Ascot. Information from Census 2011, ONS have been used hence the information is not as factual as Slough Unitary. RBWM are not able to provide information on Ascot at this time due to work being undertaken on the Joint Strategic Needs

Economy

Ascot Racecourse employs over 70 full-time staff, which increases temporarily to 6,000 during Royal Ascot week. The village has a variety of businesses located at the Ascot Business Park, opened in 2008, including the UK headquarters of global toy manufacturer Jakks Pacific, in addition to numerous small and medium enterprises. The Chartered Institute of Building, a professional body for those working in the construction industry and built environment, is also based in Ascot.

Amenities

Facilities tend to be geared towards the racecourse, but there is a small range of shops in the wide High Street. Most of the expected facilities one would expect to find in a small town are here, including a supermarket, petrol station and many cafes (including a Starbucks and a Costa, a Subway, Tesco Express and Budgens). Most buildings are post-war with flats above the ground floor retail space. Heatherwood Hospital is at the western edge of the town. Ascot has a station on a bi-section of the railway line from London's Waterloo station to Reading, Bagshot, Aldershot and Guildford, originally built by the London and South Western Railway and now operated by South West Trains. As a consequence of the frequent service on this line, Ascot is now a commuter centre with its residents in both directions (westwards to Reading and eastwards to London).

Ascot in the RBWM – population

WARD NAME	2001 CENSUS	2011 CENSUS
Ascot and Cheapside	5,065	5,702
Sunninghill & South Ascot	6,538	7,042
Sunningdale	4,875	5,347

http://www.rbwm.gov.uk/web/pp_town_ward_parish_populations.htm

Breakdown of Ascot – ONS

http://www.neighbourhood.statistics.gov.uk/dissemination/LeadAreaSearch.do?a=7&i=1001&m=0&s=1386146001214&enc=1&areaSearchText=Ascot&areaSearchType=14&extendedList=false&searchAreas

Based on the analysis of the above link from the Office of National Statistics the below information has been compiled to paint a picture of the more vulnerable groups of the below wards within Ascot -one of which falls with Bracknell unitary and other under RBWM. Most figures will be based on 2011 Census however those that were not available have been taken from 2001 census so is not a true accuracy of today.

Information	Count of	Ward			
		Ascot – Bracknell (2011)	Ascot Cheapside – RBWM (2011)	Sunninghill and South Ascot - RBWM (2011)	Sunningdale and South Ascot - RBWM (2001)
Population		5,753	5,702	7,042	8,510
Living in household		5,320	5,278	-	7,877

Living in communal establishment		433	424	-	633
Tenure All households Social rented from council/other Privately rented/living rent free/owned out right/mortgage/loan		2,228 135 2093	2,146 211 1935	2,723 453 2270	3,254 370 2884
Average number of bedrooms Average household size		3 2.4	3.3 2.5	Figures read differently – please see link	Figures read differently – please see link
Health Very good/good/fair Bad/very bad	Count of	5,753 5610 143	5,702 96.7% 3.3%	7,042 6836 206	8,510 8090 420
Health Day to day activities limited – a lot a little not limited	Count of	5,753 305 385 5,063	5,702 314 347 5,041	7,042 290 441 6311	8510
Lone parents households with dependent children (parent is 16-74)		147	5		119
Disability living allowance		105	15	-	-
Income support claimants		25	30	-	-
Jobseekers allowance		45	25	-	-
Indices of deprivation (2007)		Nil	Nil	-	-
Accommodation type Unshared dwelling (whole house/bungalow) Shared dwelling	All household count	2,228 2,228	2,146 2,146	2,881 2,880 1	3,489 3,477 12
Caravan/other mobile or temp structure		17	21	0	-
Proficiency in English (aged 3+) Main Language English Speak very well, well Not speak well Cannot speak English	Count of	5,555 5,245 285 20 5	5,538 5,148	6819 6412 366 35 6	-
Migration	Count of	5,750 Nil	Nil	No info	No information

Report compiled by

Safer Community Co-ordinator

Bracknell Forest

This document gives an overview of the population make-up of Bracknell Forest Council. Specifically it will look at population information, (including areas of deprivation, ages, and ethnicity), risk factors and prevention work undertaken.
Various sources of data have been to compile this report. They are:

- Census 2011
- RBFRS prevention activity database
- Historical RBFRS quarterly reports (Story of Place)
- Bracknell JSNA (Joint Strategic Needs Assessment) Executive Summary 2011

Geographical and Demographical Information

- Bracknell Forest is made up of 18 political wards and six parish and town councils (ward maps)
- The main urban areas are to the north of the borough, with other settlements in Crowthorne and Sandhurst, Binfield and North Ascot. These other settlements have strong links and cross boundaries with other authorities.
- 35% of the borough is built and developed, 20% is extensive forest managed by Forestry Commission and Crown Estates, 24% is agricultural land (mainly in the north) and more than 20% of the borough is recognised as being of a high wildlife value and 9 sites have been designated an SSSI
- There are five sites in the borough included on the Register of Historic parks and Gardens: Ascot Place, Broadmoor Hospital, Newbold College, South Hill Park and Windsor Great Park
- There are 265 Listed Buildings in the borough of which 254 are Grade II, 10 are Grade II and 1 is Grade I which is Point Royal
- Great Hollands in the North of the borough saw the largest population increase (1440), with Old Bracknell and Bullbrook also showing a substantial growth.
- Some wards saw a decrease in population with Hanworth (-792) and Crown Wood (-730) seeing the largest population decreases.
- Bracknell is generally affluent and was ranked 291 out of 326 on the index of multiple deprivation (2010)
- Bracknell is a base for many high-tech, pharmaceutical and engineering industries and is also home to the central Waitrose distribution centre and head office (a 70 acre site) , as well as headquarters for BMW and AVIS
- Sandhurst is home to the Royal Military Academy. There is a large Nepalese community in this area, linked to the RMA
- The number of flats, maisonettes and terraces houses has increased significantly higher than the national average over the past 10 years.
- Bracknell Town Centre is undergoing a huge regeneration and development which will both improve the shopping facilities within the town and introduce a night time economy.

- There have been a number of new large housing developments over the past few years across Bracknell and these are set to continue to grow.

Deprivation

- In 2011, 6.1% of young people in Bracknell Forest were Not in Education, Training or Employment (NEET) compared to 2.6% nationally. This increases risks of being involved in crime, reduced skills and confidence. One in four are involved in family arguments and one in ten with drugs or alcohol.
- The most deprived Lower Super Output areas (LSOAs) for older adults in Bracknell Forest are in the wards of: Priestwood and Garth, Crown Wood and Harmanswater

- In 2008 in Bracknell Forest there were 2595 children and young people aged 0-19 reported as living in families known to and defined by the Department of Work and Pensions as on low income -by 2009 this was 2915 a significant increase.

- Department of Work and Pensions data for Dec 2011 shows that 7,500 children and young people living in families claiming Working Tax Credits in Bracknell Forest.

- Rates of reported domestic abuse have increased. The top five wards for domestic abuse in Bracknell was Wildridings and Central which is ranked seventh in the county, Priestwood and Garth is eleventh and Bullbrook thirteenth. Areas of high deprivation are associated with higher rates. (NB association does not imply a causal link). Other potential risk factors include an increase in; mental health problems, unemployment/financial problems, alcohol and substance misuse. In turn these may lead to child protection issues.

- Crime rates in Bracknell Forest have fallen over the past 3 years and remain some of the lowest in the Thames valley.

BRACKNELL FOREST KEY FACTS

(source: the changing face of Bracknell Forest March 2013)

WHO WE ARE

- 113,205 people are permanent residents in the borough.
- Average age is 37.4 years old.
- 87 per cent of people describe their health to be ‘good’ or ‘very good’.
- 12.3 per cent of people have a long-term limiting health problem or disability.
- 60.5 per cent of the population identify themselves as Christians.
- 4.5 per cent of the population identify with a religion other than Christianity.
- 35.0 per cent of the population don’t identify with any religion.
- 84.9 per cent of the population consider themselves White British.
- 15.1 per cent of the population consider themselves to be in a Black and Minority Ethnic (BME) group.

HOW WE LIVE

- 45,878 households are located in the borough.
- 68 per cent of households are owner occupied.
- Average household size is 2.41 people.
- Average number of rooms per household is 5.7 (Excluding bathrooms, toilets and hallways).
- 1.2 per cent (549) of households are without central heating.
- 86 per cent of households own one or more cars or vans.
- Average number of cars or vans per household is 1.49.
- 32 per cent of people aged 16 and over are single.
- 50 per cent of people aged 16 and over are married.

WHAT WE DO

- 8.6 per cent of people provide unpaid care.
- 78.3 per cent of the population aged 16 to 74 is considered economically active.
- 30 per cent of the population has achieved a qualification at level 4 or higher.
- 16 per cent of the population has no qualifications at all.
- 10 per cent of the industry in Bracknell Forest is information and communication based.
- 16.2 per cent of the industry in Bracknell Forest is wholesale and retail trade; repair of motor vehicles and motor cycles.
- Bracknell Forest has a higher than average proportion of managers, directors, senior officials and professional occupations and a lower than average proportion of elementary occupations, machine operators and skilled trades.

Prevention work/ support

There are numerous prevention activities carried out in Bracknell Forest by both the prevention department, station based personnel and volunteers.

Whilst Bracknell Forest does not have obvious diversity and cultural differences within its population, there are different challenges within its population. For example many commute to other areas for work, whilst many of the workforces of Bracknell commute into the town. Therefore messaging needs to be very targeted.
During 2011 Station 16 (Bracknell) carried out at least 66 prevention activities, delivering messages to community groups, uniformed groups (i.e. Scouts, Brownies, Guides) and community engagement at summer fairs. Activities during the summer of 2011 were more limited by station following the Swinley Forest fire, although prevention messaging still continued.
As part of their target, Station 16 visit 20 schools on their station ground to deliver fire safety messaging to key stage 1 (years 1 & 2). In some instances there are 3 classes (90 children) to the year group; therefore 3 lessons may be required. Each watch has been allocated 5 schools, which they have developed good links with over the years.
ESOL station visits and chip pan demonstrations have been given to groups of Nepali women.
Support is often given to Bracknell Forest Homes during their Estate Action Days, providing advice and guidance, as well as HFSC's, to their residents.
Follow monthly themes within the fire kills campaign, such as Electrical Safety, Cooking Safety, and Outdoor Safety.
Support is also given to Berkshire initiatives, such as keeping communal areas clear, garden shed safety etc.
Locally, prevention activities are undertaken in response to incidents and trends e.g. Swinley Forest.
Station 15 (Crowthorne) also undertake prevention activities on a smaller scale to local schools, groups etc.

Health factors

Key Issues	Trends
Tuberculosis	Compared to the national average TB rates in Bracknell are low.
Sexual Health	HIV rates in Bracknell are low (in 2010 there were 1.1 per 100,000 population – 82 individuals). However due to underreporting, it is estimated that 1/3 are not diagnosed which would push this figure up to 106.
Children's health	Focus on uptake in immunization, particularly in College Town, where there is larger in-migration
Smoking	It is estimated that the prevalence of smoking in Bracknell is 19.3%. Bracknell also has a higher than average mortality rate from smoking related illnesses
Drugs and Alcohol	Bracknell Forest rates for alcohol admissions to hospital are the 2nd highest in the county Along with Cannabis, the other most common presentation to services
Veterans	Recognised that existing veterans, those in transition to the community and their families require assistance when moving to a new area. In Bracknell Forest there are comprehensive mental health services for veterans

NB: Some health factors are hard to compare to other Berkshire Unitary Authorities as individuals are treated at Frimley Park Hospital, which is in Hampshire.

	Brigade		Bracknell Forest				RBWM				Slough			
Performance Indicator	**2013/14 Brigade**	**2012/ 13**	**Current Target**	**2012/13**	**2011/12**	**2010/11**	**Current Target**	**2012/13**	**2011/12**	**2010/11**	**Current Target**	**2012/13**	**2011/12**	**2010/11**
Total number of primary fires	1024	934	118	108	119	137	147	135	185	172	186	170	238	228
Accidental Fires in dwellings	360	373	59	61	40	51	49	52	79	54	68	70	83	78
Accidental Fires other locations	26	15	4	0	5	n/a	4	6	5	n/a	5	1	5	n/a
Accidental vehicle fires (other property)	190	190	15	13	17	n/a	23	27	33	n/a	35	30	32	n/a
Accidental buildings other than dwellings	163	171	16	21	19	n/a	34	27	38	n/a	31	24	25	n/a
Total number of fire deaths*	0	7	0	0	0	0	0	2	1	1	0	2	1	1
No of deaths in dwellings	0	6	0	0	0	0	0	2	1	1	0	1	0	1
Total number of fire casualties*	47	49	6	2	9	2	8	9	21	4	10	16	13	17
Number of casualties in dwellings	42	33	5	2	5	1	7	6	13	3	9	13	9	14
Deliberate primary fires	285	185	21	13	38	33	35	23	30	42	70	45	86	71
Deliberate secondary fires	570	301	79	49	66	90	59	31	65	77	155	87	165	171
Malicious false alarms attended	100	100	15	22	12	n/a	9	6	9	14	32	17	35	73
% of dwelling fires - smoke alarm activated	70%	57.9%	54.8%	57.5%	63.6%	54.2%	70%	62.7%	58.6%	65%	39.5%	44.5%	53.1%	40.4%
% of dwelling fires - smoke alarm fitted but not activated	15%	19.2%	16.1%	19.1%	10.9%	11.8%	13.3%	20.3%	15.2%	11.1%	25.5%	20.4%	19.3%	7.44%
% of dwelling fires - no smoke alarm	15%	18.7%	15%	17.8%	18.1%	27.1%	15%	16.9%	18.4%	12.6%	15%	28.9%	26.5%	47.8%
Home Fire Safety Checks	6000	6308	692	724	775	658	1264	1332	1166	1663	809	844	834	902

* Fire deaths and casualties includes any fire related death or injury regardless of location e.g. boat, car, commercial premises

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