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>> INTRODUCTION

The Fire and Rescue Services Act 2004 sets out the duties and powers of fire and rescue authorities. The Act sets out four key responsibilities which fire and rescue authorities must ensure they make provision for and these are:

- · Extinguishing fires in their area;
- · Protecting life and property in the event of fires in their area;
- · Rescuing and protecting people in the event of a road traffic collision; and
- Rescuing and protecting people in the event of other emergencies.

The 2004 Act, also gives Central Government the responsibility for producing the Fire and Rescue National Framework for England, which sets out priorities and objectives for fire and rescue authorities. These duties include Integrated Risk Management Planning, which is the duty on fire authorities to produce a plan that identifies and assesses all foreseeable fire and rescue risks that could affect the communities they serve. Essentially, Integrated Risk Management Planning is how we safely and effectively manage risk for the people of Royal Berkshire. With limited numbers of people and equipment, we have to make judgements on how best to deploy these resources to most effectively respond to local community risk. Integrated Risk Management Planning includes the three key areas of Prevention, Protection and Response. This document forms the Response Strategy with underpinning risk analysis, in other words, how we intend to best deploy our available resources to respond to fire and rescue related incidents should they occur.

The Civil Contingencies Act 2004 also sets out the duties of fire and rescue authorities to assess the risk of an emergency occurring and to maintain plans for responding to a range of emergencies and ensure business continuity.





» ROYAL BERKSHIRE FIRE AND RESCUE SERVICE

Royal Berkshire Fire and Rescue Service responds to incidents across the County. There are 12 wholetime and six on-call fire stations stretching from Langley in the East to Lambourn in the West. They serve a population of 911,400, 24 hours a day, 365 days a year.

The profile of Royal Berkshire as a County is diverse both in terms of its population and landscape, with a mix of urban areas such as Slough and Reading and rural areas such as Lambourn and Hungerford. This diversity in landscape is reflected in Royal Berkshire's 156 high-rise buildings which are predominately located in Reading and Slough, major watercourses such as the River Thames and Kennet and Avon Canal, numerous heritage sites and rural areas such as the North Wessex Downs Area of Outstanding Natural Beauty in the West of Berkshire.

Royal Berkshire Fire Authority has undertaken numerous public consultations on its Integrated Risk Management Plan, the details of which are available on the Service's website. This Response Strategy supports the delivery of Royal Berkshire Fire Authority's Corporate Plan and Integrated Risk Management Plan 2019-2023. The proposals contained within this document, subject to consultation, will form part of the five Priority Projects as set out in the Corporate Plan and Integrated Risk Management Plan. Our Integrated Risk Management Plan, and its underpinning strategies, informs our strategic planning across the Service notably through Royal Berkshire Fire and Rescue Service's People Strategy and the Authority's Strategic Asset Investment Framework. This means that investment in our staff, for example through learning and development programmes, and the infrastructure that supports the delivery of our services, is aligned to our Integrated Risk Management Plan and targeting our resources at local community risk.

In 2016/17, Royal Berkshire Fire and Rescue Service, on behalf of Royal Berkshire Fire Authority, consulted with the public on the Integrated Risk Management Plan 'Service Redesign'. This consultation was the final stage in a series of consultations to help us understand the views of the people of Royal Berkshire and to shape the way we deliver services for you. Our core service delivery functions of Prevention, Protection and Response fulfil our statutory duties to manage risk in Royal Berkshire. As part of the Service Redesign consultation, we shared with you three evidence bases for each of these

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areas, together with a number of evidence-based proposals for how we intended to deliver our services.

In 2017, we undertook a review of our Service Delivery function to ensure our resources were effectively aligned to local risk. This led to the formation of our Service Delivery Hub Model in which we formed three Hubs for the West, Central and East areas. These Hubs were aligned to Unitary Authorities to strengthen local partnership working and included dedicated Prevention, Protection and Response teams for Hub areas. The Hub model allows our staff to develop their understanding of risk at a local level and ensure resources are targeted accordingly. Each Unitary Authority area has a dedicated Local Safety Plan, which sets out localised risk and how resources will be targeted to meet that risk.

Map of Royal Berkshire Fire and Rescue Service Hub Structure



As decision-makers, Royal Berkshire Fire Authority needs a clear methodology and rationale to enable them to ensure its available resources are best placed to respond to local risk. To do this, a Risk Modelling Methodology has been developed and independently validated to inform decision-making. This underpins our Response Strategy and Integrated Risk Management Planning. This Risk Modelling Methodology uses 44 incident types, which constitute our historical and forward looking scope of services. They are effectively the response services we provide to our communities.

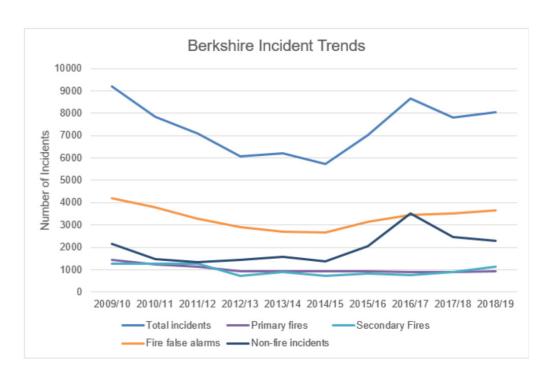
In preparing this Strategy, our risk modelling for Berkshire was reviewed and the findings remain consistent with that of the <u>Service Redesign consultation</u> in 2016. Therefore, this Response Strategy looks to build upon this evidence, maturing our understanding and response to local risk and looking for ways in which we can continually improve our delivery for the people of Berkshire.



>> RESPONSE RISK PROFILE

To inform our Response Strategy, we initially started with a review of our incident trends. In terms of overall incident numbers, analysis for Berkshire shows that we are following national trends. Graph 1 shows fluctuations that are replicated on a national level and influenced by multiple variables such as seasonal conditions, like the dry weather experienced in 2018/19, which resulted in a greater number of fires in the outdoors, and the medical co-responding trials, which account for fluctuations in the non-fire related incidents.

Graph 1 – Berkshire Incident Trends



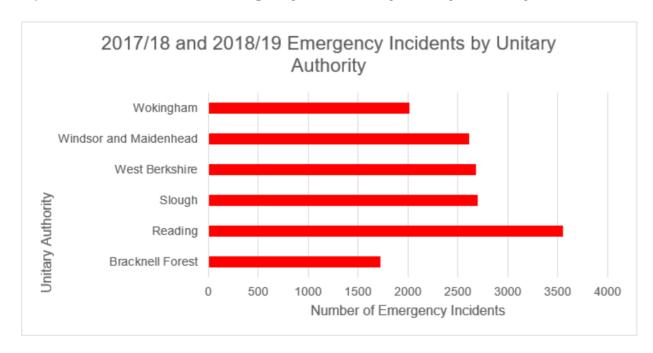
Graph 2 provides a breakdown of incident numbers for 2017/18 and 2018/19, based on all emergency incidents. Whilst the nature of these incidents varies in type and resource implications, this provides a high-level overview of demand across Berkshire in the last two years. From this, we can see the areas in which response demand was greatest in





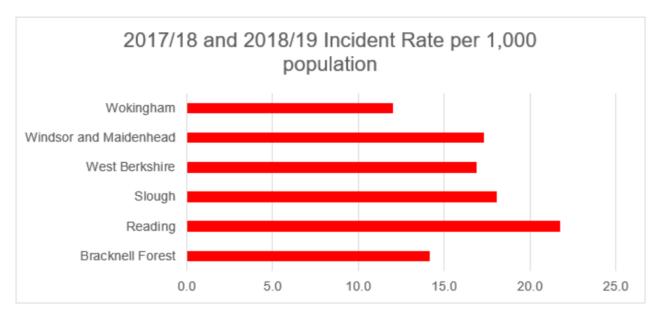
the County with the top three areas of demand in the West, centre, and the East of the County.

Graph 2 - Breakdown of all Emergency Incidents by Unitary Authority



Mindful that population density does vary across the County, we have looked at incident volumes per 1,000 population (Graph 3). This does result in some variation, as Windsor and Maidenhead has a greater incident rate per 1000 population of 17.3, than West Berkshire, which has an incident rate of 16.9. It also shows that whilst Wokingham has a higher number of incidents than Bracknell Forest, the rate per 1,000 population is lower in Wokingham, at 12 compared to 14.1 in Bracknell Forest.

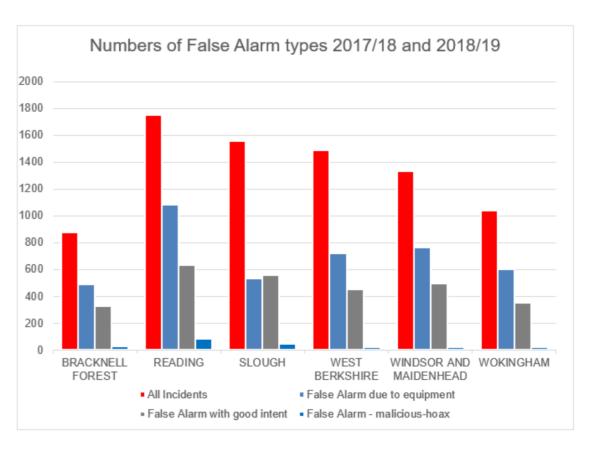
Graph 3 – Incident rate per 1000 population by Unitary Authority





We also reviewed demand, separating out incidents and false alarms (Graph 4). From this we see a similar pattern in terms of overall incident numbers by Unitary Authority, as set out in Graph 2. It is worth noting that the reduction in false alarms, particularly due to equipment and malicious-hoax calls, is an area of focus and scrutiny for the Service. We have processes in place to call challenge and proactively visit premises in which these false alarms are occurring, to help alleviate the unnecessary pressure this creates on our response resources.

Graph 4 - Number of False Alarms



In understanding our risk profile, we also examined our current high-risk sites within the County to understand their location. From this review we found that the majority of these sites are located within our West Hub area, with the next largest number in the East Hub.

Our Protection Strategy outlines how changes to the built environment are, and will, affecting our fire safety activities, which may also have implications on our operational response. In Reading alone, there are 1,356 houses currently under construction, which are due to be completed by 2024, with plans in place to build a further 3,322 by 2029.





The new and emerging risk following the Grenfell Tower tragedy has, and will continue to impact on our Response Strategy. Our Response Strategy has always been underpinned by the acceptance that our built environment has been constructed to a standard which will ensure that it will behave as designed in a fire situation. This acceptance has been built on the rationale that the design, testing, inspection and sign off process for our buildings has been fit for purpose. Unfortunately, what the learning post-Grenfell has taught us is that this underpinning acceptance may no longer be sound. We now know that some buildings, such as Aluminium Composite Material (ACM) clad high-rise buildings, do not behave as we would expect in a fire situation. If the failings related to this group of buildings is indicative of a fundamental and systematic failing of building, certification and sign off regime, then we will have to revist our resourcing and operational response planning assumptions.

Major infrastructure projects such as the expansion of Heathrow Airport will also have implications on the County. No part of the County is further than 8.5 miles from the M4. As set out in our Prevention Strategy, road safety is a specific area of focus based on an analysis of risk.

To enable further analysis to be undertaken, we have used the previous ten years of incident data to calculate an assessment of risk using 44 incident types. This allows us to understand which types of incidents are most likely to occur (likelihood), and should they occur, which incidents pose the greatest risk to the public (severity). From this analysis, we can see the relative risk posed by each incident type as set out in Graph 5. For example, analysis of this information shows that the risk posed by road traffic collisions (particularly extrications) and fires in dwellings pose the greatest risk to the public in Berkshire. These two incident types consistently top the incident risk list. Through our response modelling, we are able to report performance against each of these individual incident types. Currently, through this modelling, we predict to achieve 75% and 59% performance against our Response Standard to dwelling fires and road traffic collision extrications respectively based on our current distribution of resources. Through understanding this risk, we have been able to look at how we can target our resources most effectively. An example of how we have been able to do this is the development of the new Theale Community Fire Station. When our response is modelled based on this location, we predict faster response times to road traffic collision extrications. This evidence further supports the approach set out in our Prevention Strategy.



Graph 5 – Incident Type Relative Risk

RBFRS Incident Type Relative Risk



From Graph 5, we can see the relative risk related to the rescue of people from water. Analysis of the risk posed by water in the County, resulted in water safety being included as an area of specific focus in our Prevention Strategy.

From an analysis of incident trends in Berkshire, we can see the impact seasonal conditions can have on incident volumes such as in 2018/19. This could become more common in the future. The UK Climate Projections¹ predict that hot summers are expected to become more common. Hot spells, typically defined as maximum daytime temperatures exceeding 30°C for two or more consecutive days, are currently largely confined to the South-East. Future climate change is projected to bring about a change in seasonal extremes, with significant increases in heavy hourly rainfall intensity in the autumn. These seasonal variations, which may become more extreme in the future, mean our service delivery model must be resilient enough to respond to this risk on a localised scale.

Berkshire is part of the River Thames Basin and flooding poses a significant risk to a number of our communities. In undertaking an analysis of flood risk, we have drawn on evidence from the Local Flood Management Plans and Strategic Flood Risk Assessments of unitary authorities to understand the risk associated with fluvial, surface water, groundwater and sewer flooding, which does vary by Unitary Authority areas. We have also considered information available to us from the Environment Agency. Taking the Royal Borough of Windsor and Maidenhead (RBWM) as an example, it has been affected by significant flooding from the River Thames on a number of occasions in the last 125 years, most recently in 2014. The Strategic Flood Risk Assessment for RBWM provides evidence that indicates that 26% of the total Borough area is at risk of flooding during a

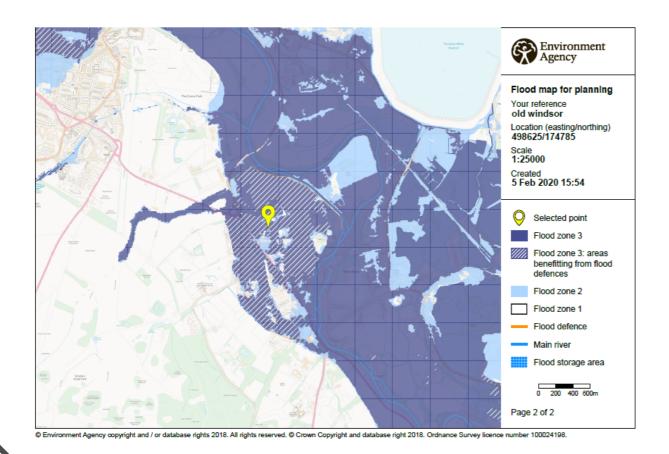


¹ UK Climate Projections September 2019



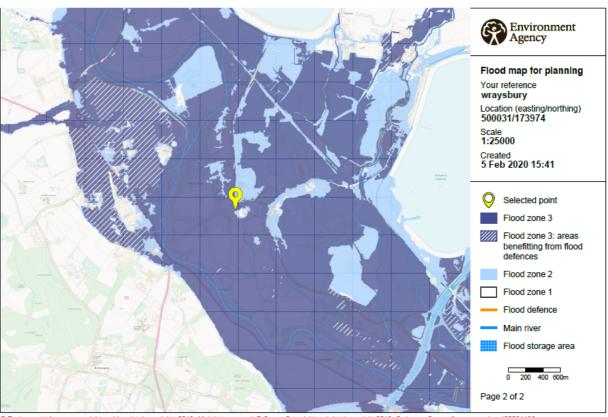
flood event with an annual probability of 0.1%. Within that area there are approximately 13,289 residential properties and 1,890 commercial properties at risk. Of those properties, 7,622 residential and 1,151 commercial properties are also at risk of flooding during a flood event with an annual probability of 1%. We know that there are communities within RBWM at heightened risk of flooding such as Datchet, Wraysbury and Old Windsor. Equally other Unitary Authority areas have specific flood risks, with notable examples in areas such as Reading and West Berkshire, which have a number of communities falling within Flood Zone 2 and 3. From an analysis of our own data of the flooding in February 2014, in a period of 11 days, we responded to 59 incidents of flooding. Of these incidents, 32 were in RBWM, 25 were in West Berkshire, one was in Reading and one was in Wokingham.

Map - Flooding Risk in Old Windsor





Map – Flooding Risk in Wraysbury



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Mindful of the risk posed by water to both individuals and wider communities, it is proposed that we undertake a review of our specialist water rescue capability. This is to ensure it is focused on the risk posed by wide area flooding, and that this capability can be used to respond to acute water rescue, based on our risk profile. As a Service, we have a number of specialist capabilities and assets to support our response to incidents. As part of the Fire Authority's <u>Strategic Asset Investment Framework</u>, we have a 15-year programme in place to review and refresh our assets ensuring we can provide a modern, fit-for-purpose response for our communities. It is essential when undertaking the review of our fleet and equipment, that investment in technical and specialist capability is informed by risk. What Graph 5 demonstrates is that the risk posed by incidents is not equal and our finite resources must be targeted to those incidents that pose the greatest risk to our communities. The risk analysis across Prevention, Protection and Response demonstrates an evolving risk profile, particularly in relation to the built environment. It is timely to ensure our specialist and technical capability continues to be fit-for-purpose.



It is proposed that the following projects are established to ensure we continue to target our resources efficiently and effectively:

- 1. In 2020/21 we propose to undertake a review of our specialist water rescue capability to ensure it continues to be aligned to local risk and reflects national best practice;
- 2. In 2021/22 we propose to undertake a review of our technical rescue capability to ensure it continues to be aligned to local risk and reflects national best practice; and
- 3. In 2022/23, we proposed to undertake a review of our incident support capability to ensure it continues to be aligned to local risk and reflects national best practice.





>> RESPONSE STANDARD

In 2016, the Authority consulted on the Service's Response Standard, which is how we define and measure how long it takes our fire engines to arrive at an emergency. Following public consultation, Royal Berkshire Fire Authority agreed it was important that our Response Standard be measured against all emergency incidents from time of call as opposed to the point at which the fire engine leaves the station. The Response Standard for Royal Berkshire Fire and Rescue Service is:

We will target our operational response activities to arrive at all emergency incidents within 10 minutes, measured from time of call to our control room, on 75% of occasions.

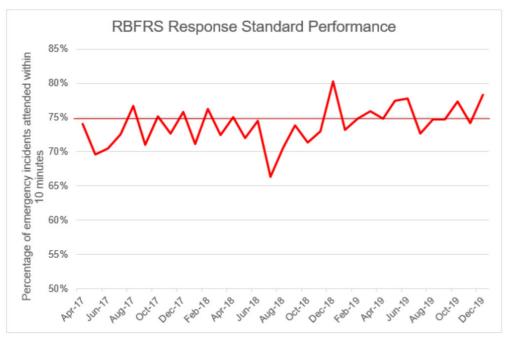
The target percentage is a measure for the whole of Royal Berkshire. It means that, based on the resources available to us, wherever people live or work in Berkshire the aim is to have a fire engine at an emergency within 10 minutes and this should be achieved on 75% of occasions. It might mean that on some occasions this takes longer than 10 minutes, however the objective is always to arrive as quickly as possible.

In determining the target of 75%, we analysed our previous performance, modelling our response based on our available resources, to identify a target that was both realistic but stretching. As highlighted above, our modelling shows us that there are areas of the County in which achieving the Response Standard is extremely challenging. However, we look to optimise the resources available to us through careful performance management to achieve our Response Standard target.

Graph 6 demonstrates that since its introduction, the Service has been driving performance against this measure and is now regularly and more consistently meeting, and even exceeding, the target on a monthly basis. Whilst on a national level average response times are getting longer, through maximising the performance of our response resources, Royal Berkshire Fire and Rescue Service is not following this trend.

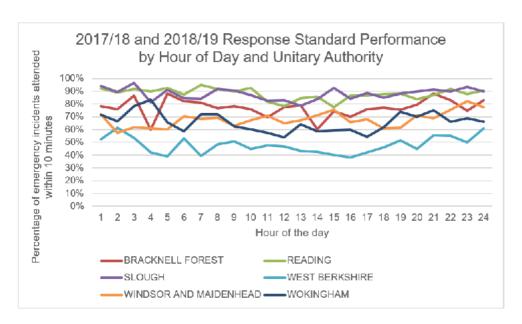


Graph 6 – Response Standard Performance by Month



Our performance against our Response Standard is an average across Berkshire and analysis demonstrates that performance does vary. There are challenges in the West of the County with travel times, and, with the exception of Newbury, all other stations are on-call. This is demonstrated by Graph 7, which illustrates that the performance in West Berkshire is below that of the other unitary authority areas in Royal Berkshire.

Graph 7 – Response Standard Performance by Hour and Unitary Authority

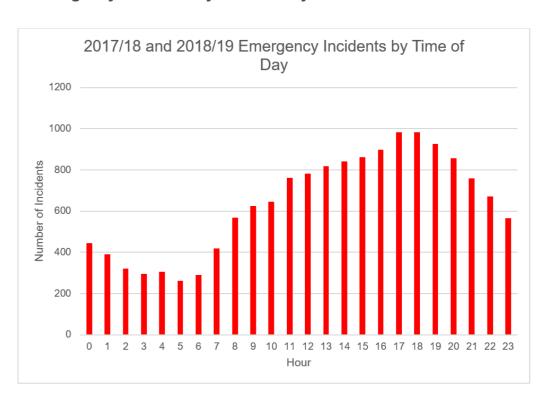


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The on-call stations within Royal Berkshire offer important resilience to our service delivery model. Our performance against our Response Standard improves at night, which we know is due to a number of factors including the availability of our on-call firefighters (Graph 10) and travel times. In addition to which, as Graph 8 demonstrates, emergency incident numbers are lower at night, a pattern consistent with analysis undertaken in 2016. When comparing night and day performance, we see that during the night, the average performance against our Response Standard for 2017/18 and 2018/19 was 76.2% whereas during the day performance reduces to 69.4%, and is particularly low in West Berkshire, as illustrated by Graph 9.

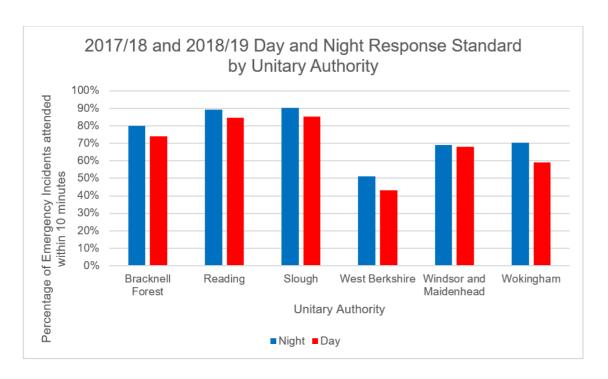
Graph 8 – Emergency Incidents by Time of Day



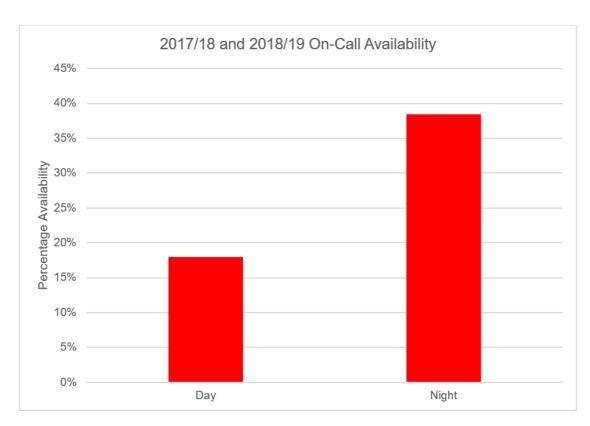




Graph 9 – Comparison of Day and Night Response Standard Performance by Unitary **Authority**



Graph 10 – On Call Availability Day vs Night



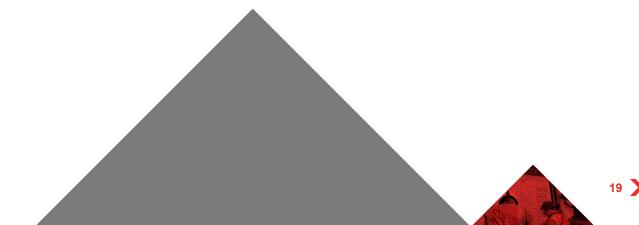
Note: Day and Night as defined by Wholetime Shifts 09:00-18:00, 18:00-09:00



Whilst our Response Standard is an average across Berkshire, this analysis does show that performance in the last two years has been considerably lower in the West of the County, particularly during the day. As highlighted, the majority of stations within West Berkshire are on-call with the exception of Newbury. Therefore, depending on the location of the incident and availability of our on-call crews, which is reduced during the day, response times are greater. This was identified in the Service Redesign consultation with the new Theale Community Fire Station intended to improve our response in West Berkshire. Modelling shows us that performance in West Berkshire should improve by approximately nine percentage points when Theale is operational. However, even with this improvement, West Berkshire will remain the outlier in terms of operational response times. We also know from the risk profile of Berkshire that the number of emergency incidents is not lower than other parts of the County.

Our modelling remains consistent with that of 2016/17, demonstrating that our Response Standard target of 75% remains realistic but stretching, with success dependent on us maximising our performance in responding to incidents.

However, based on the evidence set out in this Response Strategy, it is proposed that a project be undertaken to consider the feasibility of introducing dynamic risk-based day-time nucleus crewing in the West of the County to improve average response times further, bringing this part of the County in line with other Unitary Authority areas.





>> PLANNING ASSUMPTIONS

The term Integrated Risk Management Plan comes from the Government's <u>Fire and Rescue Services National Framework for England</u>. This sets out that fire and rescue authorities have a legal duty to produce a plan that identifies and assesses all foreseeable fire and rescue related risks that could affect the communities we serve.

Foreseeable is something that you know about in advance, which may occur now and in the future. Foreseeable events include house fires, factory fires, road traffic collisions, rescues from height and local flooding. We classify these activities as 'normal' events. Risks that are foreseeable but happen rarely are classified as 'beyond normal' and would include terrorist attacks or large scale flooding. These events would be coordinated with Central Government. We also have a duty to assist with 'beyond normal' events in other counties and nationally.

There is no national definition of 'normal' requirements. It is for each Local Authority to decide what normal requirements are for their local area. In Royal Berkshire, we have interpreted this to mean those incidents we routinely attend and use underpinning planning assumptions to draw the distinction between 'normal' and 'beyond normal'.

The RBFRS Operational Planning Assumptions are that we are able to respond and contain the following emergencies:

- One incident that requires 10 fire appliances over a period of 48 hours.
- Two incidents that require six fire appliances to be involved simultaneously or within 48 hours of each other.
- One or more incidents with more than four fire appliances deployed continuously for up to 96 hours.

As part of this Response Strategy, we have undertaken a modelling exercise to confirm that our planning assumptions remain fit-for-purpose. We have modelled the three planning assumptions across different time periods in 2018, to understand what the impact of these scenarios, had they occurred, would have been. This modelling is illustrated in the table on page 21. The table gives three performance figures. The first (1) is the modelled base performance against our Response Standard achieved during that period. The second (2) is the performance that would have been achieved had the scenario in the

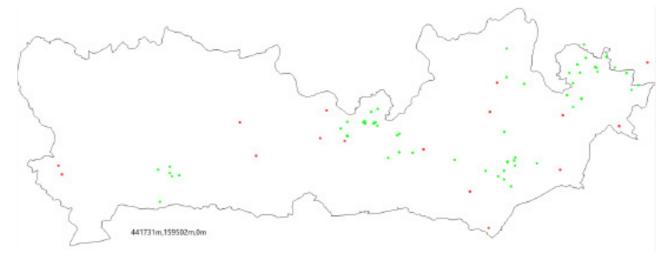


planning assumption occurred. The third (3) is the performance we would have achieved, had the scenario occurred and there was no immediate on-call response available.

Planning Assumption	Scenario	(1) Model Base Performance against Response Standard	(2) Model Performance with Scenario	(3) Model Performance with Scenario minus On-Call
(1) One incident that requires 10 fire	3/2/18 – 4/2/18	82.35%	41.18%	29.41%
appliances over a period of 48 hours	15/1/18 – 16/1/18	85.29%	34.09%	31.82%
(2) Two incidents that require 6 fire	25/3/18 - 26/3/18	94.74%	66.00%	66.00%
appliances to be involved simultaneously or within 48 hours of each other	31/10/18 - 1/11/18	85.37%	43.40%	37.74%
(3) One or more incidents with more	10/4/18 – 13/4/18	86.7%	57.7%	57.7%
than 4 fire appliances deployed continuously for up to 96 hours	28/09/18 - 1/10/18	71.43%	52.11%	50.70%

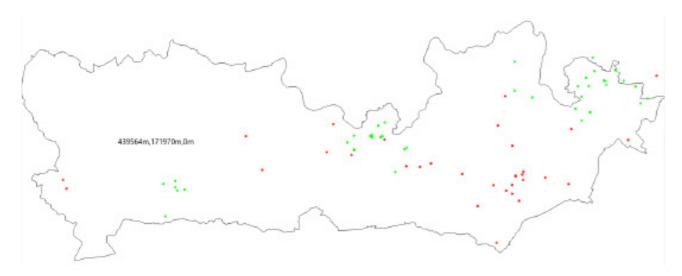
To illustrate this modelling further, Graphs 9 and 10 demonstrate the modelling of planning assumption three for the period 10 April to 13 April 2018. To test this assumption, five wholetime appliances were removed from operation during this period to model the impact of one incident with more than four fire appliances being deployed continuously for up to 96 hours. The green and red dots represent us meeting or failing to meet our Response Standard respectively.

Graph 9 – Modelling pass/fail rate against Response Standard between 10 April – 13 April 2018





Graph 10 – Modelling pass/fail rate against Response Standard based on five fewer wholetime fire appliances between 10 April – 13 April 2018



Should any of these 'normal' scenarios occurred, our modelling shows that our service provision would have been sustained. However, we can also see that if these scenarios occurred, our ability to meet our Response Standard would be reduced. This is not unexpected as an ability to maintain our Response Standard during sustained periods of increased operational activity, would suggest our model was over-resourced. However, modelling evidences this is not the case.

Our on-call availability provides resilience to our response model as demonstrated by our modelling. Whilst on-call availability may not always be immediately available to respond, we can crew up this resource in spate conditions and for emergency planning events such as the Royal Wedding.

In testing our planning assumptions, we also undertook a desktop review of our high-risk sites within Berkshire to ensure that the pre-determined attendances for these sites did not exceed our planning assumptions, none of which did. As part of this review, we also reviewed the specialist resources that would be required to respond to these high-risk sites should an incident occur. These were all within our current resourcing arrangements. Further to this, we undertook utilisation modelling which shows on average that between one and three fire appliances are in use in any one hour.

Based on the evidence, we propose to retain the current operational planning assumptions and use these assumptions to underpin our Integrated Risk Management Planning.



>> FINANCIAL CONSTRAINTS

Royal Berkshire Fire Authority has a statutory responsibility to balance its budget, in an increasingly volatile financial climate. The Royal Berkshire Fire and Rescue Service revenue budget for 2019/20 was £34.1million. Savings of £4.96million were delivered between 2010/11 and 2015/16, and a further £2.4million will have been delivered by March 2020.

Like all public services we are committed to delivering value for money across the services we provide. Two thirds of our funding is received from Council Tax. The other main sources of income are Government funding and Business Rates from local businesses. Previous Government funding for the Authority was set out in the four-year settlement that ran from 2016/17 to 2019/20. Taking 2015/16 as the base year, Central Government funding has fallen by over 24%.

The Authority has been through a significant period of change since 2015, ensuring the Service delivers important outcomes for communities across Royal Berkshire, whilst also balancing the budget. Additional cost pressures have also materialised during this time. Following the Grenfell Tower tragedy additional resources have been put in place to work closely with local authorities and landlords. A review of our capital assets has also been completed and our fifteen-year Strategic Asset Investment Framework outlines how we will maintain and renew our fire appliances, fire stations and lifesaving IT systems.

We remain in the lowest quartile of precepting Fire Authorities in the Country, delivering value for money to the people we serve, as evidenced by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' inspection of our Fire and Rescue Service in 2019. Current Government proposals would allow Royal Berkshire Fire Authority to increase Council Tax by up to 1.99% for 2020/21 without holding a referendum, which is an increase of £1.32 per year for a Band D household.

The Authority is committed to sustaining its service provision to the people of Royal Berkshire and has been working with Berkshire MPs to make them aware of the issues faced, and ask for greater flexibility to increase Council Tax when setting the budget. To sustain its services, the Fire Authority, would like to increase Council Tax by £5. The average Band D household pays just over £66 per year currently, and even with an increase of £5, we believe this remains remarkable value for money.

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However, if we are unable to secure this flexibility, we will have to revisit our Integrated Risk Management Plan to consider how additional savings could be achieved. We would have to consider how we could do this in such a way that minimises the impact on our ability to deliver against our Response Standard. To illustrate the impacts this could potentially have, we have modelled a range of a scenarios, which could achieve £360k, £720k and £1,080k of budget reductions. The impact these scenarios would have on our Response Standard performance range from a reduction of -0.33% to -2.1%. As an Authority we do not want to do this as we believe sustaining our frontline services is critical in meeting local community risk. The Authority remains committed to achieving this much needed flexibility in setting its budget for the people of Royal Berkshire.

To avoid having to reduce our ability to meet our Response Standard in order to balance our budget, the Fire Authority will lobby Central Government for a fair funding settlement to sustain our optimum model.



» RESPONSE STRATEGY 2020-2023

This document sets out the proposed Response Strategy for 2020-2023 based on an underpinning analysis of risk. To summarise:

- 1. In 2020/21, we propose to undertake a review of our specialist water rescue capability to ensure it continues to be aligned to local risk and reflects national best practice.
- 2. In 2021/22, we propose to undertake a review of our technical rescue capability to ensure it continues to be aligned to local risk and reflects national best practice.
- 3. In 2022/23, we propose to undertake a review of our incident support capability to ensure it continues to be aligned to local risk and reflects national best practice.
- 4. We propose to undertake a project to consider the feasibility of introducing dynamic risk- based daytime nucleus crewing in the West of the County to improve emergency incident response times.
- 5. We propose to retain the current operational planning assumptions and use these assumptions to underpin our Integrated Risk Management Planning.
- 6. We propose to avoid having to reduce our ability to meet our Response Standard in order to balance our budget, the Fire Authority will lobby Central Government for a fair funding settlement to sustain our optimum model.





