



**Agenda
for the Meeting
of the
Royal Berkshire Fire Authority**

Friday, 14th February 2020

At

6.30 pm

RBFRS Headquarters
Lynda Kenyon Suite
Newsham Court
Pincents Kiln
Calcot
Reading
Berkshire
RG31 7SD

For further information regarding this meeting, please contact:

Committee Team

0118 938 4611

E-Mail at committeeteam@rbfrs.co.uk

Headquarters, Newsham Court, Pincents Kiln, Calcot, Reading, Berkshire RG31 7SD



MEETING: Royal Berkshire Fire Authority Meeting

DATE AND TIME: Friday, 14th February 2020 at 6.30 pm

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Pincents Kiln
Calcot
Reading, Berkshire RG31 7SD

S U M M O N S

You are hereby summoned to attend the meeting of the Royal Berkshire Fire Authority at the time, date and venue indicated above, when it is proposed to deal with the business set out in the enclosed Agenda.

A light buffet will be provided.

A handwritten signature in black ink, appearing to read 'Graham Britten'.

GRAHAM BRITTEN
Monitoring Officer

To: Members of the Royal Berkshire Fire Authority:

Councillor Christine Hulme	Councillor Christine Bateson
Councillor Dennis Benneyworth	Councillor Colin Dudley
Councillor Tricia Brown	Councillor Paul Gittings
Councillor David Cannon	Councillor Pauline Helliard-Symons
Councillor Graham Howe	Councillor Tina McKenzie-Boyle
Councillor Tony Linden	Councillor Angus Ross
Councillor Jo Lovelock	Councillor Rachelle Shepherd- DuBey
Councillor Garth Simpson	Councillor Ted Plenty
Councillor Jane Stanford-Beale	Councillor Dexter Smith
Councillor Jeff Brooks	Councillor Simon Werner

Copy to: Senior Leadership Team (SLT), Royal Berkshire Fire and Rescue Service

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AGENDA

1. Apologies for Absence

Apologies received from Councillors Christine Hulme and Simon Werner.

2. Declarations of Interest

Purpose:

To receive declarations of interest from Councillors relating to items to be considered at the meeting, in accordance with the provisions of the Fire Authority's Local Code of Conduct, and any from Officers.

3. Minutes of the meeting held on 20 January 2020 (Pages 7 - 12)

Recommendation:

That the minutes of the meeting held on 20 January 2020, be confirmed as a correct record and signed by the Chairman.

4. Petitions and Questions from the Public under Standing Orders 19 and 25

Purpose:

To receive any questions from members of the public, in accordance with Standing Orders 19 and 25.

5. Receipt of Announcements

Purpose:

To receive any announcements from the Chairman or the Chief Fire Officer.

6. Issues arising from the Audit and Governance Committee

Recommendation:

That it be noted that no reports have been referred by the Audit and Governance Committee.

7. Questions from Members under Standing Order 30

Purpose:

To receive any questions from Members under Standing Order 30.

8. Notices of Motion under Standing Order 44

Purpose:

To receive any notices of Motion under Standing Order 44.

9. Recommendations of Committees

Item 12 (Pay Policy Statement) has been recommended from Audit and Governance Committee on 27 January 2020.

10. Annual Budget 20/21, Medium Term Financial Plan & Strategic Asset Investment Framework and TVFCS Budget

Purpose:

To enable the Fire Authority to finalise the Budget requirements and approve the Band D Council Tax precept for 2020/21.

Please note this document is printed on a separate cover.

11. IRMP Consultation (Pages 13 - 88)

Purpose:

To agree the draft Prevention, Protection and Response Strategies and proposals for consultation.

12. Pay Policy Statement (Pages 89 - 106)

Purpose:

To agree the Pay Policy Statement for publication.

13. Appointment to Pension Board (Pages 107 - 110)

Purpose:

To agree the appointment of Pension Board Employer Representative.

14. Forward Plan (*Pages 111 - 112*)

Recommendation:

That the Forward Plan be noted.

15. Minutes of the Standing Committees

Recommendation:

To note that the minutes of recent Committee meetings were published on RBFRS website <http://www.rbfrs.co.uk/about-us/fire-authority/fire-authority-meetings/>

16. Date of next meeting

Wednesday, 29 April 2020, 6.30pm at RBFRS Headquarters, Newsham Court, Pincents Kiln, Calcot, Reading, RG31 7SD.

17. Exclusion of the Public (*Pages 113 - 114*)

Recommendation:

To Resolve that under Section 100(A)(4) of the Local Government Act 1972 (as amended), the public be excluded from the meeting for the following Agenda Items on the grounds that they involve the likely disclosure of exempt information, as defined in the Paragraph 3 of Part I of Schedule 12A of the said Act indicated and is exempt information if, and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

18. Minutes of the meeting held on 20 January 2020 (*Pages 115 - 116*)

Purpose:

To agree the Part II minutes of the meeting held on 20 January 2020, be confirmed as a correct record and signed by the Chairman.

19. Fire Protection Presentation

Purpose:

To receive for note a presentation on Fire Protection.

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MINUTES OF THE MEETING OF THE ROYAL BERKSHIRE FIRE AUTHORITY



Held on Monday, 20 January 2020, at 6.30pm

RBFRS Headquarters, Lynda Kenyon Suite, Newsham Court, Pincents Lane, Calcot, Reading RG31 7SD

Members: (* present)	*	Councillor Christine Bateson	*	Councillor Tony Linden
	*	Councillor Dennis Benneyworth	*	Councillor Jo Lovelock
		Councillor Jeff Brooks	*	Councillor Tina McKenzie-Boyle
		Councillor Tricia Brown	*	Councillor Ted Plenty
	*	Councillor David Cannon	*	Councillor Angus Ross
	*	Councillor Colin Dudley	*	Councillor Rachelle Shepherd- DuBey
	*	Councillor Paul Gittings	*	Councillor Garth Simpson
	*	Councillor Pauline Helliard-Symons	*	Councillor Dexter Smith
		Councillor Graham Howe		Councillor Jane Stanford-Beale
	*	Councillor Christine Hulme	*	Councillor Simon Werner

In Attendance: Mark Arkwell (Assistant Chief Fire Officer, ACFO)
 Paul Binyon (Area Manager Response and Resilience, AM R&R)
 Graham Britten (Monitoring Officer, MO)
 Conor Byrne (Head of Finance and Procurement, H&FP)
 Tony Deacon (Area Manager Prevention and Protection, AM P&P)
 Trevor Ferguson (Chief Fire Officer, CFO)
 Steve Foye (Deputy Chief Fire Officer, DCFO)
 Becci Jefferies (Head of Human Resources, Learning and Development, HHR&L&D)
 Katie Mills (Head of Corporate Services, HCS)
 Linda Pye (Committee Officer, CO)
 Nikki Richards (Director of Support Services, DSS)
 Fayth Rowe (Democratic Support Lead, DSL)
 Hannah Sheehan (Democratic Support Assistant, DSA)
 Tony Vincent (Head of Business and Information Systems, HBIS)

Action

31. APOLOGIES FOR ABSENCE

Apologies for inability to attend the meeting had been received from Councillors Brooks, Brown, Howe and Stanford-Beale.

32. NEW MEMBER OF AUTHORITY APPOINTED TO COMMITTEE

The Monitoring Officer welcomed new member, Councillor Christine Hulme and advised that the Authority appoint her to a Committee in accordance with the Group Leader's wishes. Councillor Hulme was appointed to the Audit and Governance Committee.

The Chairman thanked Councillor Satpal Parmar for his commitment to the Fire Authority and wished him continued success as a Slough Borough Councillor.

33. DECLARATIONS OF INTEREST

There were no declarations of interest received.

34. MINUTES OF THE MEETING HELD ON 24 OCTOBER 2019

RESOLVED that the minutes of the meeting held on 24 October 2019 be approved as a true and correct record and signed by the Chairman.

35. PETITIONS AND QUESTIONS FROM THE PUBLIC UNDER STANDING ORDERS 19 AND 25

There were no petitions or questions from members of the public under Standing Orders 19 and 25.

36. RECEIPT OF ANNOUNCEMENTS

The Chairman made the following announcements:

- I have agreed added as a late item for a presentation on the findings on ‘State of Fire and Rescue: The Annual Assessment of Fire and Rescue Services in England’ which was published by Sir Tom Winsor, Her Majesty’s Chief Inspector of Constabulary Fire & Rescue Services, on Wednesday 15 January.
- Due to the need to refer to legal advice received, I propose to move under Standing Order SO43 Item 8 on the published agenda ‘Fire Protection Update’ that the press and public be excluded for this item.
- In order to reduce disruption I have asked that Item 8 be taken after the Date of the Next Meeting.

Peter Geldsetzer

- I would like to begin by paying my respects to a former firefighter, Peter Geldsetzer, who recently passed away.
- Peter worked as Sub Officer at Crowthorne Fire Station and dedicated much of his life working for the benefit of communities in Bracknell, Wokingham, Crowthorne, Wokingham and parts of Hampshire.
- He had a good sense of humour and was very helpful to colleagues that knew him.
- Peter will be missed and on behalf of the Fire Authority, I would like to send my thoughts out to his family.

Council Tax

- Royal Berkshire Fire Authority (RBFA) is consulting on our funding through Council Tax for the next financial year.
- 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.

DRAFT

- Royal Berkshire Fire and Rescue Service provides excellent value to the residents of Berkshire. The average Band D household pays just over £66 per year. Therefore, we think a small increase of £1.32 per year remains excellent value for money. You can read more about this in a letter I have written to residents on behalf of the Fire Authority.
- Ahead of our meeting on 14 February, this consultation aims to obtain public opinion on firstly whether they support the £1.32 rise per year and secondly whether they would support us in asking for greater flexibility to increase Council Tax when setting the budget.
- MPs have been lobbying Government on our behalf to give the Fire Authority the flexibility to increase council tax by up to £5 per annum, the so-called fiver for fire, without holding a referendum. An increase of £5 in the precept would generate an additional £1.7m in annual income.
- Please visit our website at rbfrs.co.uk if you would like to take part in the current consultation, and although we cannot implement the £5 for fire proposal, the survey allows you to indicate whether you would support this rise.

Theale

- On Friday, 10 January, I was pleased to attend a celebratory event which unveiled plans for Theale Community Fire Station.
- It was good to see so many Members at the event and we were pleased to be joined by two of Berkshire's MPs, as well as Officers, community representatives and contractors who will be working on the build.
- Theale will become a tri-service community station, offering a shared location for Royal Berkshire Fire and Rescue Service (RBFRS), Thames Valley Police (TVP) and South Central Ambulance Service (SCAS).
- This will strengthen our partnership working and reflects the Fire Authority's commitment to further collaboration with our Thames Valley partners.
- Not only this, but the new station aims to improve the overall speed of response of our crews and provides a room for the local community to use. This further delivers on our strategic commitment to ensure that our fire stations, people and resources are placed at the heart of local communities.
- Work on the new station is due to begin in Spring 2020, with completion and opening expected by Spring 2022. A dedicated webpage, rbfrs.co.uk/theale, has been set up to provide updates as the build progresses.

Slough Car Wash for Australian Firefighters

- Slough firefighters recently held a Charity Car Wash to raise as much money as possible to assist their counterparts in Australia, who are tackling

incredibly challenging wildfires, and also fundraise to help restore wildlife habitats that have been destroyed by the fires.

- The car wash, which was held on Saturday, 11 January, was extremely busy, raising a very impressive £4,255 to support this worthy cause.
- A great team effort from Slough, Langley and Maidenhead firefighters and volunteers made sure the day was a success.
- Thank you to everyone who came along and supported the event.

Honorary Alderman/Alderwoman

- Former Fire Authority Councillors Emma Webster, Paul Bryant, Adrian Edwards and current Police Crime Commissioner Anthony Stansfeld were rewarded for their services as a Councillor by West Berkshire Council, conferring the title of 'Honorary Alderman/Alderwoman. It is the highest award that can be made to a former Councillor in recognition of exceptional service to the council.
- Congratulations to Councillors Webster, Bryant, Edwards and Police Crime Commissioner Stansfeld.
- In answer to a question from Councillor Bateson, the DCFO reported that RBFRS had not sent operational Firefighters to Australia to assist with the wildfires. He added that the National Fire Chief's Council (NFCC) provided an overall level of support on behalf of UK Fire and Rescue Services and had sent an officer to assist with the wider response.
- In response to Councillor McKenzie-Boyle, the Chairman advised he would ask the CFO of how RBFRS could help commemorate Victory in Europe Day in Crowthorne.
- Councillor Smith thanked crews in Langley, Slough and Dee Road and other emergency services for their swift response (5 minutes) to an incident in Slough High Street on 14 January 2020. A large section of a roof had collapsed. No persons were trapped.

37. QUESTIONS FROM MEMBERS UNDER STANDING ORDER 30

There were no questions from Members under Standing Order 30.

38. NOTICES OF MOTION UNDER STANDING ORDER 44

There were no Notices of Motion under Standing Order 44.

39. WARGRAVE FIRE STATION

Management Committee recommended to the Fire Authority that the Wargrave Fire Station deferral period be extended to June 2020.

Councillor Gittings requested that at the end of the 6 month deferral period, the

findings are taken to the Fire Authority meeting on 25 June 2020, due to the turnover of Fire Authority members at the annual meeting.

Councillor Gittings also requested that the recommendation to 'note if the funding cannot be found and availability does not reach 60%, the extant decision will be implemented from 1 July 2020', be amended to read 'note if the funding cannot be found and / or availability does not reach 60%, the extant decision will be taken to the Fire Authority meeting 25 June 2020'.

Members voted unanimously in support of the amendment.

Resolved that:

- The deferral period be extended to June 2020 in order to allow a further feasibility study into the potential for a community safety hub at Wargrave Fire Station in collaboration with Wokingham Borough Council and Wargrave Parish Council, and to give the crew additional time to achieve the required availability levels as prescribed by the IRMP consultation be noted.
- It be noted if the funding cannot be found and / or availability does not reach 60%, the extant decision will be taken to the Fire Authority meeting 25 June 2020.

40. LATE URGENT ITEM- STATE OF FIRE AND RESCUE: THE ANNUAL ASSESSMENT OF FIRE AND RESCUE SERVICES IN ENGLAND 2019

Nikki Richards, DSS gave a presentation on the State of Fire and Rescue, the annual assessment of Fire and Rescue Services in England 2019.

The Chairman asked if the HMIRCFS inspection created an additional burden on the service, DSS stated that the amount of preparation work was phenomenal and probably amounted to around three months of work.

The Chairman commented that the HMIRCFS assessment report suggested that CFOs should have operational independence and made reference to the 'toxic cultures' in some Fire and Rescue Services. They stated in relation to RBFRS, HMIRCFS during their inspection was impressed with the cooperation between the Fire Authority and the Service. He stated that the Fire Authority did not interfere operationally, as they have no professional knowledge of operational firefighting.

Trevor Ferguson, CFO stated it was not clear from the report what evidence underpinned those assumptions and he felt the Fire Authority had not put constraints on his operational independence.

Councillor Werner stated the previous item on the agenda 'Wargrave Fire Station' should have been an operational decision. Councillor Linden questioned why RBFRS did not give HMICFRS data for availability, the CFO explained that the data format that was requested, is not how RBFRS record and capture our data.

Councillor Lovelock asked whether there would be an opportunity to formally voice their concerns regarding the report. The Chairman advised it is important to remember that RBFRS was graded 'good' upon inspection, therefore some of the things the report highlighted are not recognised at RBFRS, such as a toxic relationship between Officers and the Fire Authority. The CFO proposed the report will be discussed at the forthcoming Members Planning Workshop.

In response to Councillor Smith, the Chairman confirmed the report would not affect the date of the next inspection which had been scheduled to be held in

January/February 2021.

A discussion was held on the different governance arrangements across Fire and Rescue Services. The CFO stated, to date, no inspection had been held on any of the 45 Fire and Rescue Services governance models.

Contact Committee Team if you wish to see the presentation (committeeteam@RBFRS.co.uk)

41. FORWARD PLAN

RESOLVED that the Royal Berkshire Fire Authority's Forward Plan for the period 27 January 2020 to 30 July 2020 be noted.

42. MINUTES OF THE STANDING COMMITTEES

RESOLVED that the minutes of the Audit and Governance Committee and Management Committee, which had been published on the RBFRS website, be noted.

43. DATE OF THE NEXT MEETING

Friday, 14 February 2020, 6.30pm in the Lynda Kenyon Suite, RBFRS Headquarters, Newsham Court, Pincents Kiln, Calcot, Reading, Berkshire RG31 7SD.

44. EXCLUSION OF THE PUBLIC

Resolve that under Section 100(A)(4) of the Local Government Act 1972 (as amended), the public be excluded from the meeting for the following Agenda Items on the grounds that they involve the likely disclosure of exempt information, as defined in the Paragraph 5 of Part I of Schedule 12A of the said Act indicated and is exempt information if, and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

45. FIRE PROTECTION UPDATE

The Committee received a comprehensive presentation Fire Protection.

(The meeting concluded at 8.50pm)

ROYAL BERKSHIRE FIRE AUTHORITY



COMMITTEE	FIRE AUTHORITY
DATE OF MEETING	14 FEBRUARY 2020
SUBJECT	INTEGRATED RISK MANAGEMENT PLAN CONSULTATION
LEAD OFFICER	KATIE MILLS, HEAD OF CORPORATE SERVICES
LEAD MEMBER	COUNCILLOR DEXTER SMITH
EXEMPT INFORMATION	NONE
ACTION	FOR DECISION

1. EXECUTIVE SUMMARY

- 1.1 To seek agreement to consult on the draft Prevention, Protection and Response strategies and underpinning risk analysis as part of the Fire Authority's Integrated Risk Management Plan.

2. RECOMMENDATION

- 2.1 **AGREE** the proposed Prevention, Protection and Response strategies and underpinning risk analysis; and
- 2.2 **AGREE** the proposals within three strategies for consultation with the public, staff and stakeholders.

3. REPORT

- 3.1 Fire and rescue authorities have a responsibility to make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents. In support of this, each fire and rescue authority is required to produce an Integrated Risk Management Plan, which includes an assessment of foreseeable fire and rescue related risk.
- 3.2 Following public consultation, Fire Authority agreed its Corporate Plan and Integrated Risk Management Plan 2019-2023, which sets out its five-step approach to integrated risk management planning together with the Priority Projects for 2019-2023.

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- 3.3 In 2016/17, the Fire Authority undertook a Service Redesign consultation, which set out the strategies for the delivery of prevention, protection and response activities based on an analysis of evidence and risk.
- 3.4 The previous strategies have been updated based on current risk analysis. Each of the three strategies includes proposals for prevention, protection and response activities in support of the Corporate Plan and Integrated Risk Management Plan 2019-23.
- 3.5 In accordance with the Fire and Rescue National Framework for England and our own consultation principles, we are proposing to consult on the strategies for an eight-week period starting in March 2020. Details of the consultation are contained in Appendix A.
- 3.6 The feedback from the consultation will be presented to Fire Authority on 25 June 2020.

4. CONTRIBUTION TO STRATEGIC COMMITMENTS

- 4.1 The Prevention, Protection and Response strategies have been developed in support of the Fire Authority's Strategic Commitments, as set out in the Corporate Plan and Integrated Risk Management Plan 2019-2023.

5. FINANCIAL IMPLICATIONS

- 5.1 Financial considerations have been outlined in the strategies as appropriate.

6. LEGAL IMPLICATIONS

- 6.1 As outlined in section 3.1 and in the introduction of the strategies and consultation document.

7. EQUALITY AND DIVERSITY IMPLICATIONS

- 7.1 Equality Impact Assessments have been completed for each of the strategies and the consultation process. All three strategies are underpinned by our Equality, Diversity and Inclusion Objective to improve our service delivery by knowing the communities we serve through partnerships and a risk-based approach.

8. RISK IMPLICATIONS

- 8.1 The strategies are underpinned by updated risk analysis, which has been used to inform the proposals for consultation.

9. CONSISTENCY WITH DUTY TO COLLABORATE

- 9.1 In the delivery of its Services, Royal Berkshire Fire and Rescue Service works in collaboration with blue light partners both locally and nationally as required.

10. PRINCIPAL CONSULTATION

- 10.1 The statutory officers and Senior Leadership Team has been consulted in the preparation of the report.

11. BACKGROUND PAPERS

- 11.1 [Corporate Plan and Integrated Risk Management Plan 2019-2023](#)
11.2 [Risk Modelling Methodology](#)
11.3 [Service Redesign Consultation and Evidence Bases](#)

12. APPENDICES

- 12.1 Appendix A - Strategies for Prevention, Protection and Response Consultation
12.2 Appendix B - Prevention Strategy and underpinning risk analysis
12.3 Appendix C - Protection Strategy and underpinning risk analysis
12.4 Appendix D - Response Strategy and underpinning risk analysis

13. CONTACT DETAILS

- 13.1 Katie Mills, Head of Corporate Services
0118 938 465

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Strategies for Prevention, Protection and Response Consultation

Integrated Risk Management
Plan 2019-23





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Introduction

The term Integrated Risk Management Planning comes from the Government's [Fire and Rescue National Framework for England](#), which outlines how all fire and rescue authorities have a legal duty to produce and consult on a plan that identifies and assesses all foreseeable fire and rescue related risks that could affect the communities it serves.

This Integrated Risk Management Plan consultation is a key element in gaining public feedback on the proposals contained within our Prevention, Protection and Response strategies and underpinning risk analysis. These strategies inform how we will target and deliver our Prevention, Protection and Response activities and we would like your feedback to help us understand your views on our plans and proposals, as we shape the way we deliver services to you.

Integrated Risk Management Planning

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](#). The strategies that form part of this consultation will support 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 Services' [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.

Underpinning all three strategies is our commitment to [Equality, Diversity and Inclusion](#) and our objective to improve our service delivery by knowing the communities we serve through partnership working and a risk-based approach.

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 and underpins our Integrated Risk Management Planning.

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Appendix A

The Fire and Rescue Services Act 2004, requires all fire and rescue services to have due regard to the National Framework. The Framework provides guidance on Integrated Risk Management Planning and states that each plan must:

“Reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners”

To underpin this, we have developed a Consultation Strategy, which aims to:

- Outlines the legal and statutory context of public consultation;
- Explain clearly Royal Berkshire Fire and Rescue Service’s approach and plans for engaging and consulting with the public; and
- Create a strategy, which reflects good practice in public consultation.

In 2018, we developed our approach further by consulting the public on our consultation principles to ensure our approach was in accordance with the public’s expectations and offered transparency to the people of Royal Berkshire. Our consultation principles were agreed in November 2018, and are as follows:

Public Consultation

We will consult with a range of stakeholders, including the public, on any changes, which are high-level issues that have a material impact on the performance of the service we provide, in accordance with our Consultation Strategy.

In carrying out public consultation, Royal Berkshire Fire and Rescue Service aims to follow the four Gunning Principles, which specify how public bodies should consult. They specify that:

1. Consultation should be carried out when proposals are at a formative stage;
2. Sufficient information is provided to allow intelligent consideration of the proposals;
3. Adequate time is given for response; and
4. Responses are conscientiously taken into account before decisions are taken.

We are now consulting on the Prevention, Protection and Response strategies and the proposals contained within them to ensure that we:

- **Continue to have the right resources, in the right place, at the right time to keep our communities safe**
- **Deliver a modern, fit-for-purpose service that is efficient, effective and resilient.**

About us

The delivery of our core functions and provided services falls within the following three work areas:

- **Prevention**
This is the delivery of educational and preventative activities and initiatives, aimed at preventing fire and rescue related emergencies happening in the first place.
- **Protection**
This work centres on the enforcement of the Regulatory Reform (Fire Safety) Order 2005, and includes the undertaking of an annual Risk Based Inspection Programme.
- **Response**
This is our approach to responding to emergency incidents, ensuring we have the right number of firefighters, fleet and equipment, in the right places, at the right time in accordance with community risk.

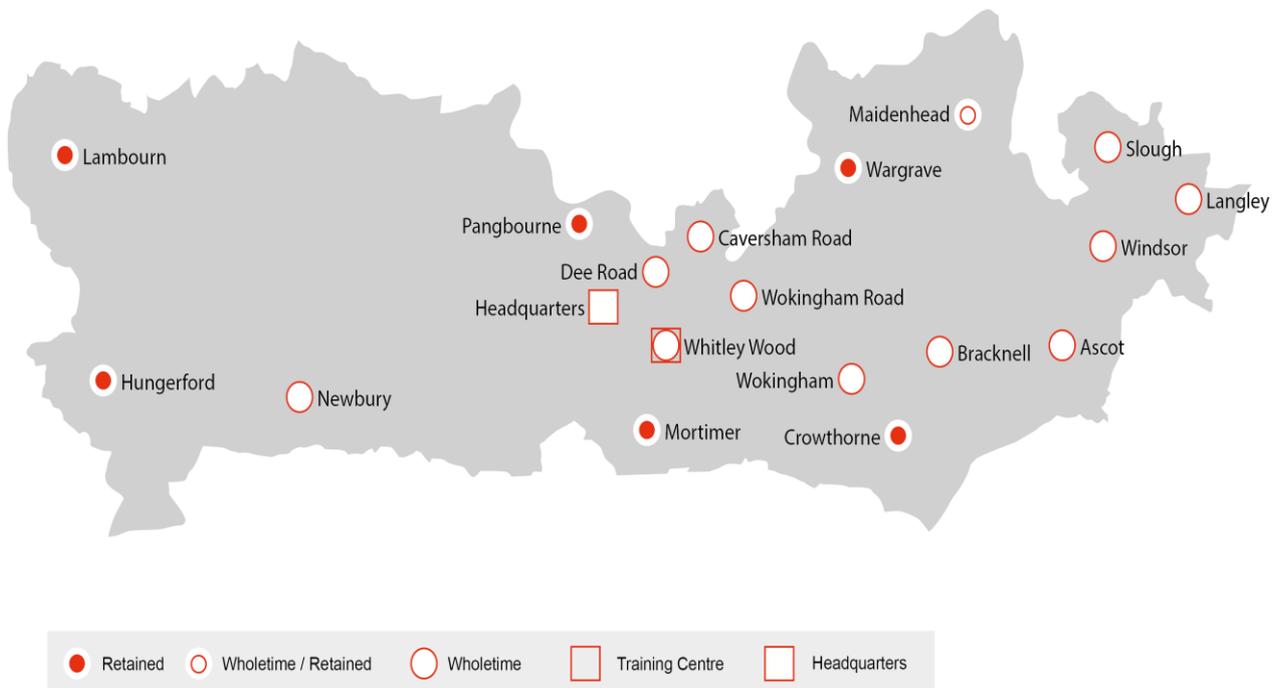
We operate with 18 fire stations across the County ranging from Langley and Slough in the East, to Lambourn and Hungerford in the West. Teams working at these locations operate one of two shift patterns and crewing arrangements:

1. The Wholetime Duty System where firefighters are available on station for 24 hours a day, seven days a week, 365 days a year. Working in four shifts or watches of two days on, two nights on and four days off. This is commonly referred to as 2:2:4.
2. The Retained Duty System, where firefighters are 'on-call' via a pager from their home or work locations. Each firefighter is contracted to a certain number of hours per week to ensure that the fire appliance is available.

Our core functions of Prevention, Protection and Response are delivered by teams working in three geographical Hubs across the County, crucially supported by teams working at Service Headquarters and Training Centre in Reading.

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Appendix A



Why are we consulting?

We are consulting on the proposals contained within our Prevention, Protection and Response strategies and underpinning risk analysis, to gain your feedback on our proposals for 2020-2023. These strategies support the delivery of the Corporate Plan and Integrated Risk Management Plan 2019-2023, and contain specific proposals on how we intend to target our resources to local community risk. Each of the Strategy documents provides a full explanation and rationale for each of the proposals.

Overview of the proposals

Prevention

Please read these proposals in conjunction with the **Prevention Strategy and underpinning risk analysis** document to enable effective consideration of the proposals.

Under the Fire and Rescue Services Act 2004, Royal Berkshire Fire Authority is required to promote fire safety in its area, which is underpinned by the Fire and Rescue National Framework for England. The National Framework sets out the expectations of fire and rescue authorities in relation to prevention activities and these include:

- Making appropriate provision for fire prevention activities;
- As part of an Integrated Risk Management Plan, demonstrates how prevention activities will best be used to prevent fires and other incidents and

mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources;

- Targeting prevention resources on those individuals or households who are at greatest risk from fire in the home, those most likely to engage with arson or deliberate fire-setting;
- Working closely with other organisations in the public and voluntary sector, as well as the police and ambulance service, to identify those at greatest risk from fire;
- Where appropriate developing partnerships to support risk reduction services to those identified as vulnerable, including from exploitation of abuse, and wherever possible to share intelligence and relevant risk data.

In our Prevention Strategy 2020-23, we have outlined a review of our Prevention activity since 2017. Building on the risk analysis undertaken as part of the [Service Redesign consultation in 2016/17](#), this Strategy sets out how we intend to refine our approach further to mitigate local risk and fulfil our statutory duties.

The proposals subject to consultation in the Prevention Strategy 2020-23 are:

- 1. Introducing a risk-based programme of follow-up Safe and Well Visits for the most vulnerable cases;**
- 2. Renaming our target groups for Safe and Well Visits to better reflect the type of risk posed to ‘Risk to Individuals’ and ‘Risk to Households’;**
- 3. Within our Road Safety Programme include targeted activity for motorcyclists based on risk;**
- 4. Focus our activities in support of Children and Young People through our road and water safety education programmes, Fire Cadets and Fire Safe; and**
- 5. Continue to pilot an Adult FireSafe programme to fully understand the implications and potential benefits of this activity.**

As part of this consultation, after reviewing the Prevention Strategy and underpinning risk analysis, we would like your feedback on the following:

Do you agree with proposal one contained within the Prevention Strategy 2020-2023?

Do you agree with proposal two contained within the Prevention Strategy 2020-2023?

Do you agree with proposal three contained within the Prevention Strategy 2020-2023?

Do you agree with proposal four contained within the Prevention Strategy 2020-2023?

Do you agree with proposal five contained within the Prevention Strategy 2020-2023?

Do you have further feedback about any of the proposals contained in the Prevention Strategy 2020-2023?

Protection

Please read these proposals in conjunction with the **Protection Strategy and underpinning risk analysis** to enable effective consideration of the proposals.

Royal Berkshire Fire and Rescue Service is responsible for enforcing fire safety legislation in most premises in Royal Berkshire other than single private dwellings. Our role is to make sure the people responsible for the buildings are maintaining necessary fire standards. We do this through a number of activities including:

- Responding to statutory building consultations on plans for new buildings or on proposed alterations to existing ones;
- Carrying out fire safety audits of premises to determine whether the people who are responsible for fire safety standards are doing what is necessary;
- When standards are not being met, we advise on improvements and, where necessary, issue Enforcement Notices; and
- Where serious breaches in fire safety standards have occurred, we may take appropriate legal action against the Responsible Persons involved.

We use the term 'Protection' to mean our statutory duty to regulate and enforce fire safety legislation. We achieve this using the Regulatory Reform (Fire Safety) Order 2005 and principles of good enforcement.

In our Protection Strategy 2020-23, we have reviewed and evaluated our Protection activities since 2017. Building on the risk analysis undertaken as part of the Service Redesign consultation in 2016/17, this Strategy sets out how we intend to refine our approach further to mitigate local risk and respond to the unforeseen impact the Grenfell Tower tragedy has, and will continue to have, on our Protection activities.

Moving forward, we propose to build on the work undertaken in the last two years in the areas outlined in the document. However, we intend to refine our Strategy where

we believe it can further mitigate local risk and respond to changes that are taking place on a national level.

The proposals subject to consultation within the Protection Strategy 2020-23 and underpinning risk analysis are:

- 1. Develop our Risk Based Inspection Programme methodology to look at both risk of property and risk of compliance; and**
- 2. Continue to respond to changes in legislation and guidance related to building regulations and fire safety and ensure this is reflected in our policies, processes and ways of working.**

As part of this consultation, after reviewing the Protection Strategy and underpinning risk analysis, we would like your feedback on the following:

Do you agree with proposal one contained within the Protection Strategy 2020-2023?

Do you agree with proposal two contained within the Protection Strategy 2020-2023?

Do you have further feedback about any of the proposals contained in the Protection Strategy 2020-2023?

Response

Please read these proposals in conjunction with the **Response Strategy and underpinning risk analysis** to enable effective consideration of the proposals.

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.

Building on the risk analysis undertaken as part of the Service Redesign consultation in 2016/17, the Response Strategy 2020-23 analyses performance against our Response Standard as agreed following public consultation in 2016, and reviews the planning assumptions that underpin our Integrated Risk Management Plan. The Strategy looks at areas in which we propose further review to ensure our resources and capabilities are aligned to local risk and national best practice.

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The proposals subject to consultation within the Response Strategy and underpinning risk analysis are:

- 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. Undertake a project to consider the feasibility of introducing dynamic risk-based 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. 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.**

As part of this consultation, after reviewing the Response Strategy and underpinning risk analysis, we would like your feedback on the following:

Do you agree with proposal one contained within the Response Strategy 2020-2023?

Do you agree with proposal two contained within the Response Strategy 2020-2023?

Do you agree with proposal three contained within the Response Strategy 2020-2023?

Do you agree with proposal four contained within the Response Strategy 2020-2023?

Do you agree with proposal five contained within the Response Strategy 2020-2023?

Do you agree with proposal six contained within the Response Strategy 2020-2023?

Do you have further feedback about any of the proposals contained in the Response Strategy 2020-2023?

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. £4.96million of savings 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.

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.

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

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achieved. We would have to consider how we could do this in such a way that minimised 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 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.

We would also like your feedback on:

Would you support an increase of £5 in Council Tax (based on a Band D property) for the next financial year?

How to get involved

The consultation will last 8 weeks and will run between 2 March and 27 April 2020.

We want to hear your views on the consultation proposals. This consultation will inform the decision-making of Royal Berkshire Fire Authority that follows.

We are committed to providing all members of our local communities with the opportunity to provide us with their feedback. Should you like paper copies of the strategies, or require help with accessing the information in a different format or language, please contact us using any of the methods below.

You can get in touch by:



You can respond to the IRMP consultation on our website rbfrs.co.uk



You can write to us with your comments, ideas or views at:
Royal Berkshire Fire and Rescue Service, IRMP Consultation,
Newsham Court, Pincents Kiln, Calcot, Reading, Berkshire, RG31 7SD



You can email us at irmp@rbfrs.co.uk



You can telephone 0118 938 4331 and leave us a message



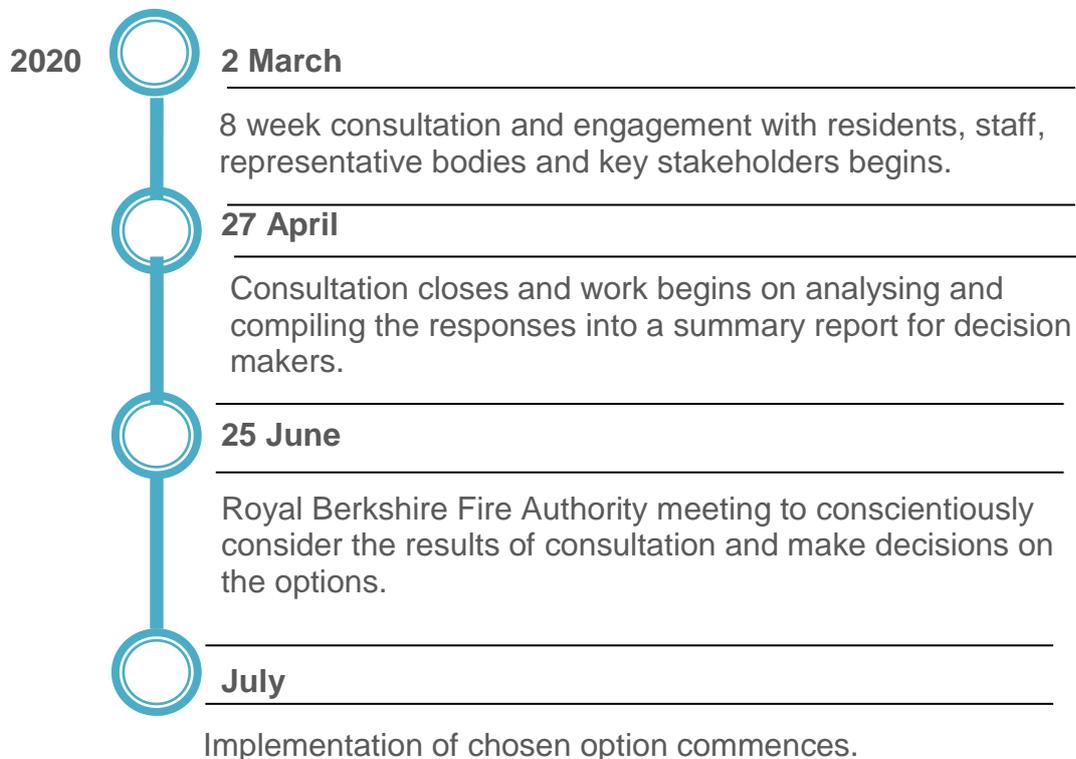
Following us on social media on Twitter, Facebook, Instagram,
Youtube and LinkedIn



Attending Fire Authority meetings, dates of which are available on our
website

What happens next?

This timeline shows the key timescales Royal Berkshire Fire Authority is working towards:



Once the consultation has closed and the findings have been reviewed by Royal Berkshire Fire Authority, the final decisions will be presented in a report, which will be available to the public via our website: rbfrs.co.uk

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DRAFT

Prevention

Strategy and

Underpinning

Risk Analysis

Integrated Risk Management
Plan 2019-23





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Introduction

Under the Fire and Rescue Services Act 2004, Royal Berkshire Fire Authority is required to promote fire safety in its area, which is underpinned by the Fire and Rescue National Framework for England. The National Framework sets out the expectations of fire and rescue authorities in relation to prevention activities and these include:

- Making appropriate provision for fire prevention activities;
- As part of an Integrated Risk Management Plan, demonstrating how prevention activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources;
- Targeting prevention resources on those individuals or households who are at greatest risk from fire in the home, those most likely to engage with arson or deliberate fire-setting;
- Working closely with other organisations in the public and voluntary sector, as well as the police and ambulance service, to identify those at greatest risk from fire;
- Where appropriate, developing partnerships to support risk reduction services to those identified as vulnerable, including from exploitation of abuse, and wherever possible to share intelligence and relevant risk data.

The National Framework recognises the important contribution fire and rescue services can make in increasing the effectiveness and efficiency of public services and alleviating pressures on local response resources. However, it is clear that this should not be at the expense of effective delivery of statutory core duties.

Royal Berkshire Fire Authority has undertaken numerous public consultations on its Integrated Risk Management Plan, the details of which are available on the [RBFRS website](#). This Prevention 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 will form part of the five Priority Projects as set out in the Corporate Plan and Integrated Risk Management Plan 2019-23. Our Integrated Risk Management Plan, and its underpinning strategies, informs our strategic planning across the Service notably through Royal Berkshire Fire and Rescue Services' 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

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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'. The consultation was the final stage in a series of consultations throughout 2016/17, to help us understand the views of the people of Royal Berkshire 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 areas, together with a number of evidence-based proposals for how we intended to deliver our services.

The Fire Authority carefully considered the outcome of the consultation, together with the evidence presented, and agreed eight key areas of prevention activity that would inform our Prevention Strategy. These were:

1. **To reduce the number of vulnerable people dying due to accidental fires in the home;**
2. **To reduce the number of fires occurring in homes and the injuries that result from them.**
3. **Through working with our partners, we aim to reduce road deaths and injuries by 20% in Royal Berkshire over the next five years.**
4. **Aligning to the UK Drowning Prevention Strategy 2016-26, with the stated aim of reducing the number of drowning incidents by 50% by 2026.**
5. **Fire and Rescue staff completing normal Home Fire Safety Checks would expand the scope of the visit to look out for other vulnerabilities to the resident.**
6. **Continue to expand our schemes to deliver a range of services to support children's health and wellbeing on a cost recovery basis.**
7. **Developing relationships with countywide organisations to progress pathways to employment and apprenticeships for young people.**
8. **Introduce counselling to reduce fire-setting activity amongst adults. We would do this as a mainstream activity rather than as a pilot.**

Prevention Strategy 2017-2019

In this section, we will review and evaluate our activity since 2017 in order to inform our Prevention Strategy 2020-2023.

Accidental Dwelling Fire Deaths

In 2016, we examined information from 20 accidental fire deaths, covering a period of five years. We measured our outcomes against similar national reports and drew consistent conclusions. We found that:

- 90% of accidental fire deaths occurred in the home;
- 60% of victims were aged over 60;
- Physical disability, lack of mobility, living alone and lifestyle choices, such as alcohol and smoking, significantly influenced an ability to escape from fire even where suitable and sufficient smoke detection was present;
- We had responded effectively to these incidents but individuals still lost their lives; and
- 90% of the individuals who lost their lives were known to other agencies.

Through our review of evidence, a key finding from research undertaken by North Wales Fire and Rescue Service was that those who were most vulnerable to losing their lives in fire were not the same group who were most associated with the volume of fire incidents occurring. They separated people into two key groups:

- People at 'Risk of Death' – these people could live anywhere and it was the person who was at risk, due to factors such as age, disability, or mental health conditions.
- People at 'Risk of Injury' – these people were at risk of injury because of factors often related to the location of the property and the demographic circumstances involved.

Following public consultation, informed by the Prevention Evidence Base, the Fire Authority agreed two proposals related to accidental dwelling fires. These were:

1. To reduce the number of vulnerable people dying due to accidental fires in the home; and

2. To reduce the number of fires occurring in homes and the injuries that result from them.

In setting these commitments, we undertook to carry out 35,000 Home Fire Safety Checks suitable for the 'Risk of Death' target group over the next five years. Within the first two years, we undertook to reach 14,000 of the most vulnerable people within this target group. We exceeded the two-year target, completing 14,323 Home Fire Safety Checks for the most vulnerable people.

For those at 'Risk of Injury', we undertook to complete 12,500 Home Fire Safety Checks over a five-year period. Two years into that commitment, we had completed 5,690 and we are continuing to make positive progress towards this target in 2019/20.

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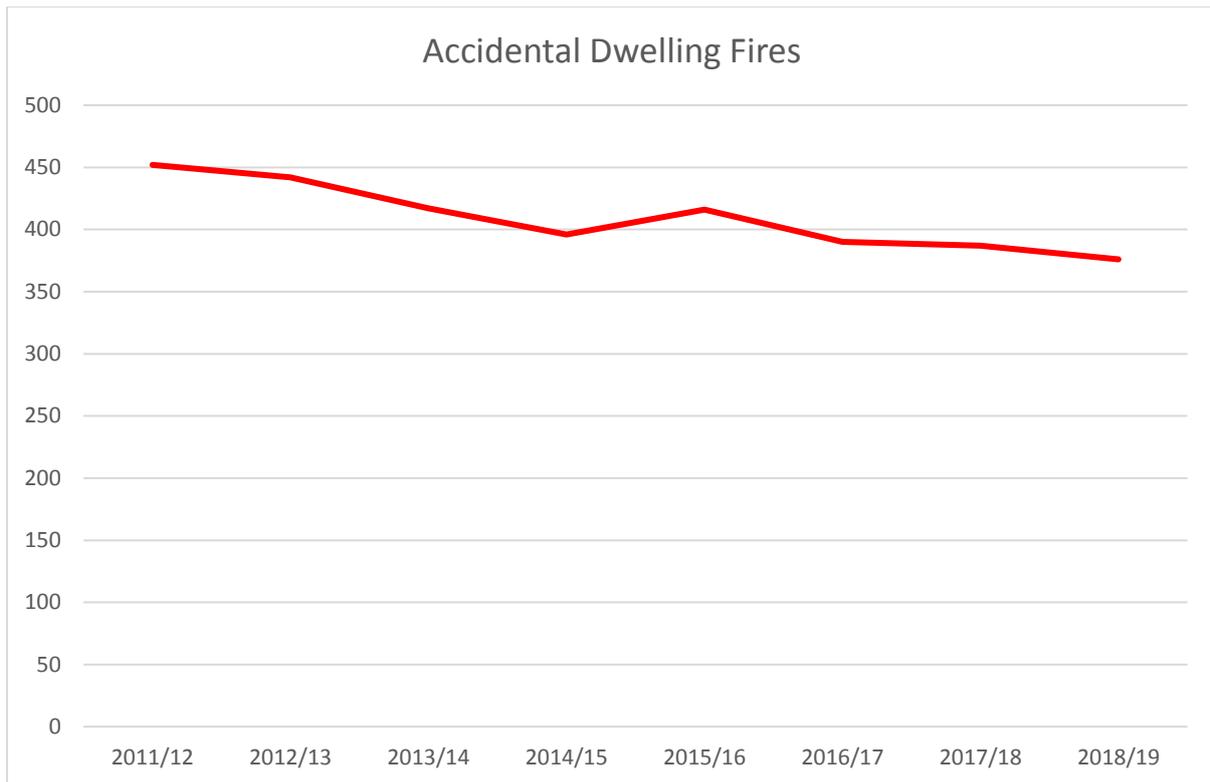
In undertaking this work, we committed to making the reduction of fire deaths our number one priority, with the aim of zero fire deaths. Since April 2017, we have seen a reduction in deaths in accidental dwelling fires, with a total of five deaths occurring. This is an average of 1.7 deaths per year, compared with the four deaths per year in the four-year timeframe that was examined in the previous evidence base.

Information from five fatalities in accidental dwelling fires in Berkshire since 2017/18 was examined. We measured these outcomes against similar national reports, which were examined in our previous Evidence Base and continue to draw consistent conclusions. These included:

- That we responded to all incidents within our Response Standard;
- 100% of these accidental fire deaths occurred in the home;
- 60% of the victims were aged 60 and over;
Physical disability, limited mobility, living alone and lifestyle choices significantly influenced an ability to escape fire;
- 100% of those individuals were known to other agencies with referrals made for Safe and Well Visits; and
- Safe and Well Visits were carried out for four of the five individuals with the fifth unable to be completed due to us being unable to access the property.

Whilst we recognise that the number of cases we are looking at is small, individuals still lost their lives. We are still aiming for zero accidental fire deaths in dwelling fires. As a result, we intend to introduce risk-based follow-up visits for our most vulnerable cases. These visits will allow us to work with those individuals to gain further assurance that the required preventive measures have been taken within these homes.

As part of the previous Evidence Base, we committed to aiming to reduce the number of accidental dwelling fires by 20% over a five-year period. Between 2016/17 and 2018/19, we have seen a 3.6% reduction in accidental dwelling fires and we remain focused on this commitment going forward.



Moving forward, we are proposing to rename our two categories ‘Risk of Death’ and ‘Risk of Injury’. This will not change how these categories are defined; however, it will provide greater understanding of the risk associated with each target group.

We intend to refer to the previous ‘Risk of Death’ as ‘Risk to Individuals’. The definition of this risk will continue to be determined by vulnerability factors such as age, health conditions or lifestyle choices, such as smoking, which are specific to the individual rather than their surroundings.

We now propose to refer to ‘Risk of Injury’ as ‘Risk to Households’ as the demographic factors identified by the national research are most readily available at a household level. This clarifies that although the risk of death to these residents is not as high, it remains a possibility.

Road Safety

Royal Berkshire Fire and Rescue Service has a statutory duty to respond to road traffic collisions as defined in the Fire and Rescue Service Act 2004. Road traffic incidents are a societal risk and a leading cause of fatality in young adults. In 2016, we were able to identify who is at greatest risk in Berkshire and when and where they are at risk. This research and collaborative working also identified a clear gap in road safety education in the high-risk 11-15 year age group. The assumption being that, by targeting this age, we would be able to provide educational awareness before these young people move into the highest risk group for being killed or seriously injured in Berkshire, which at that time was 20-24 year olds. In targeting

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the 11-15 year age group, we were also recognising that pedestrian casualties in this age bracket was relatively high when compared to all other age groups.

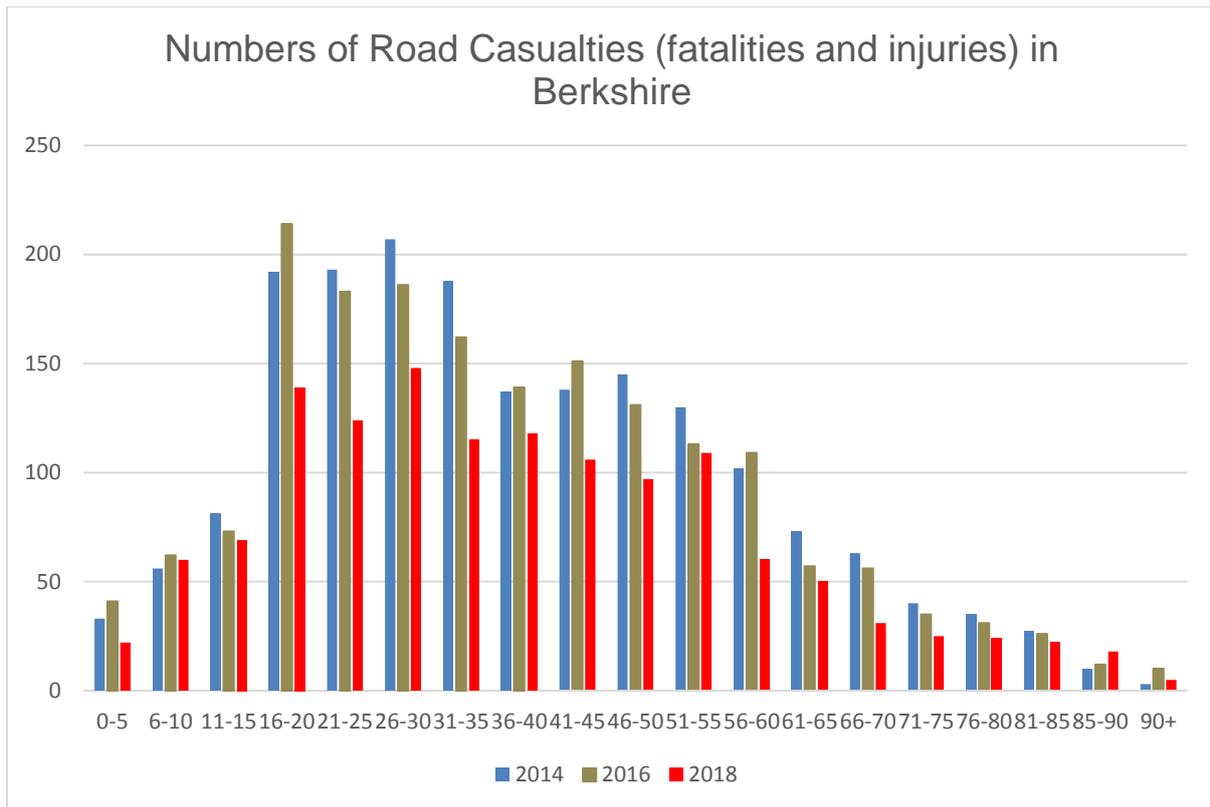
Following public consultation, informed by the Prevention Evidence Base, the Fire Authority agreed one proposal related to road safety. This was:

3. Through working with our partners, we aim to reduce road deaths and injuries by 20% in Royal Berkshire over the next five years.

We proposed to deliver a comprehensive road safety programme filling the identified gap at the 11-15 year group, introduced via Personal, Health and Social Education (PHSE). We have developed an approach working collaboratively with Berkshire's Road Safety professionals to deliver a consistent, unified and targeted approach. We have worked to educate young people on the dangers that the roads can pose. We have continued to support Safe Drive Stay Alive each year, reaching approximately 4,000 young adults each year. We have developed our Local Safety Plans to include offering road safety education to children in Year Seven in schools in each of the six areas within Berkshire. In 2019/20, every area currently has a target of reaching 50% of the schools in their areas. This will provide early preventative advice for young people, before they move into the high risk age groups.

In preparing this Evidence Base, we have undertaken an analysis of the most recent data available for the Thames Valley area and have validated that conclusions reached in the 2016 Evidence Base remain appropriate.

In undertaking this analysis, there are some areas of note. The data for road injuries and fatalities in 2018, when compared with 2014, shows an overall drop of 28%. There is a drop in casualties (fatalities and injuries) for the majority of age groups. However, the highest-risk groups for road casualties are still young people, although we have seen some variation in the highest risk group between 2014, 2016 and 2018.

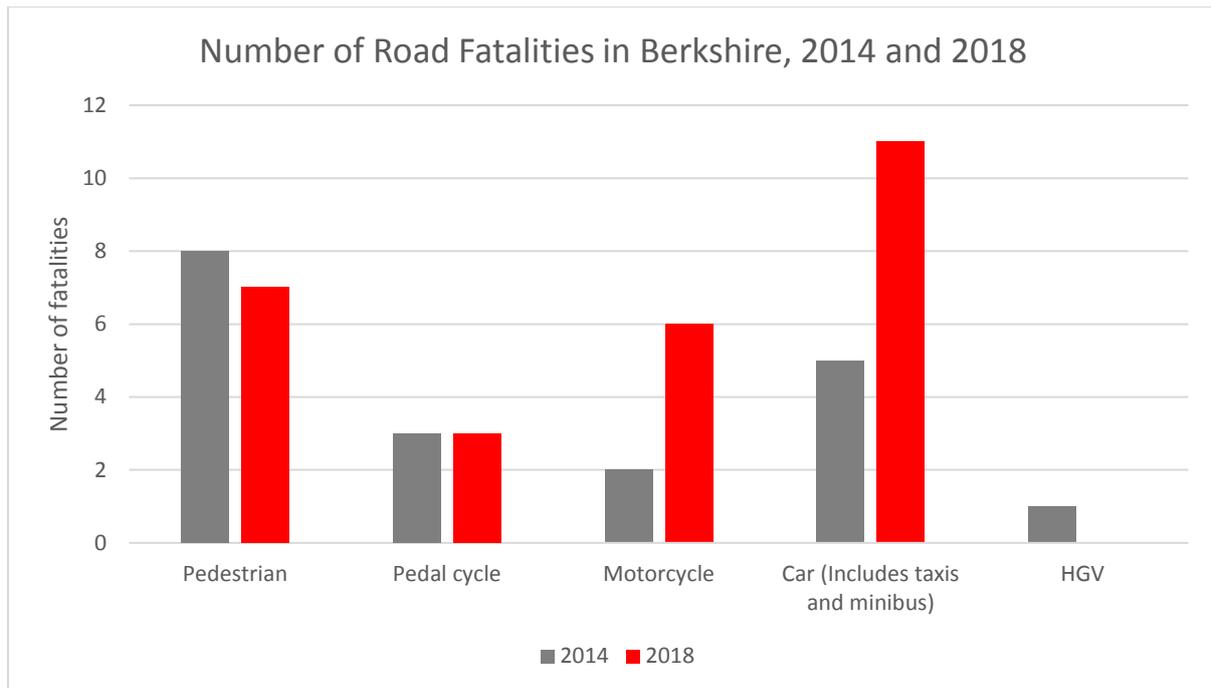


Overall and by a significant amount, the highest number of casualties nationally occur in cars. However, the Department for Transport report consistently finds that per road user mile, pedal cycles, motorbikes and to a less extent pedestrians, are at most of risk of injury. Motorcyclists are at particular risk of death. Nationally, approximately 2% of households have access to a motorcycle.¹ However, we can see from our own data that they made up approximately 10% of the total road casualties in 2018, which is supported by national data.

¹ [DfT Motorcycle use in England 2016](#)

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We can see that, in 2018, motorcyclists made up 22% of our total fatalities, despite making up 10% of casualties overall and accounting for approximately 2% of the population. In response to this, we have started to offer Biker Down workshops. These are part of a national programme and offer first aid and road safety advice specifically for motorcyclists. These are run in collaboration with Oxfordshire County Council Fire and Rescue Service and Buckinghamshire Fire and Rescue Service to help prevent motorcycle accidents across the Thames Valley.

Overall, we can see that our preventive strategy, which targets school aged children to prevent accidents occurring in young adults, is sound. We will continue to monitor our performance in this area in line with the proposal agreed by the Fire Authority in 2016.

Water Safety

At the time of the Service Redesign in 2016/17, 400 people on average drowned accidentally in the UK each year.² It was also estimated that 44% of the people who drowned had no intention of entering the water.³

Due to the severity and impact of such events on our community, we believed supporting the National Water Safety Forum's Drowning Prevention Strategy (2016-2026) would be highly valuable, despite the fact that the fire and rescue service has no statutory responsibility for water safety education.

² [The UK Drowning Prevention Strategy 2016-2026](#)

³ [The UK Drowning Prevention Strategy 2016-2026](#)

Following public consultation, informed by the Prevention Evidence Base, the Fire Authority agreed one proposal related to water safety. This was:

- 4. To align to the UK Drowning Prevention Strategy 2016-26, with the stated aim of reducing the number of drowning incidents by 50% by 2026.**

Since the work in 2016 was carried out, the national figures of those drowning each year has fallen. In 2018, 263 people in the UK lost their lives in accidental drownings.⁴ This suggests that, nationally, the Drowning Prevention Strategy is working to reduce the number of accidental drownings.

Royal Berkshire Fire and Rescue Service does not attend all incidents where people get into difficulty in water, so our figures may not reflect overall trends, but in 2018/19, we were called to 12 incidents where people needed to be rescued from water after entering accidentally. Whilst this is a reduction in the number of incidents attended in 2017/18 (20), these numbers do fluctuate year-on-year so it would be too early to draw any conclusions from this data.

Our operational response includes personnel that are highly trained and knowledgeable in the behaviour and risks associated with bodies of open water. This is further supported by a dedicated team who both develop and deliver a programme of education, which will influence the knowledge and behaviours of our young people and wider communities.

We worked to include water safety messaging in our school visits, which are offered to every school in the local area, as set out in the Local Safety Plans. Alongside road safety, in 2019/20 we set ourselves a target to offer water safety education to all school students in Year Seven, with a target of reaching a minimum of 50% of schools.

We will continue to work to reduce accidental drowning events by 50% by 2026.

Health and Wellbeing of Berkshire's communities

The trusted brand of the Fire and Rescue Service has, over many recent years, allowed us to gain invited access to people's private dwellings to provide Home Fire Safety Checks. The Home Fire Safety Check was initially designed to help keep residents safe through the provision of information, advice and (in appropriate circumstances) the provision of 10-year smoke alarms.

As a result of the research undertaken for the 2016 Service Redesign consultation, we recognised that areas of the population which the Fire Service can gain access to, through programmes such as Home Fire Safety Checks, had a risk profile and

⁴ [National Water Safety Forum 2018 water fatalities report](#)

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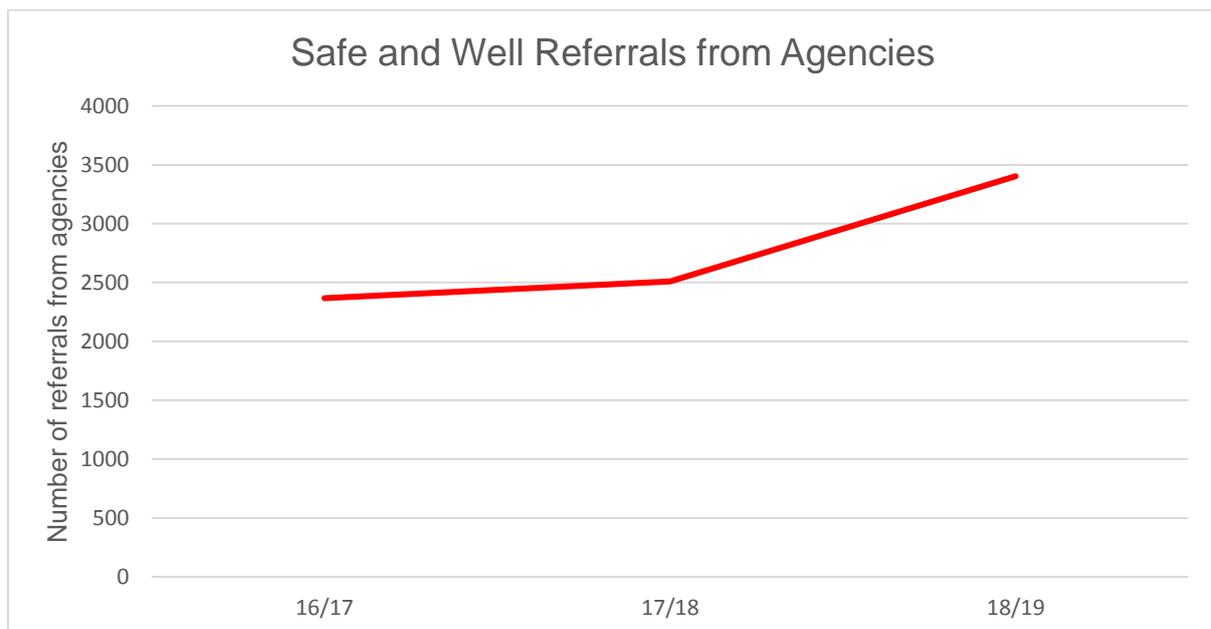
contributory risk factors which were also of interest to partner agencies, such as health and social care.

Following public consultation, informed by the Prevention Evidence Base, the Fire Authority agreed one proposal related to health and wellbeing of Berkshire's communities. This was:

5. Fire and Rescue staff completing normal Home Fire Safety Checks would expand the scope of the visit to look for other vulnerabilities to the resident.

We have widened the scope of the Home Fire Safety Check to encompass other areas of wellbeing and, when appropriate, aiding residents ourselves or referring them to other agencies better placed to help them. These visits, now known as Safe and Well Visits, help us to identify a multitude of other factors that may be detrimental to a resident's wellbeing and enables us to address these. We also look for lifestyle factors that may be detrimental to the wellbeing of firefighters who may need to attend in an incident, such as hoarding.

Additionally, we developed the Adults at Risk programme, providing training to external agencies that may encounter vulnerable adults, enabling them to work more effectively with us to provide a more efficient service to our communities. This includes an awareness of the ways in which a vulnerable adult's fire risk is increased, who is more at risk and how they can refer individuals to us. Moving forward, we propose to continue working with partners in order to increase referrals to us to help target those most at risk. As set out in the chart below, we have seen an increase in the number of agency referrals being received since 2017, which inform our programme of Safe and Well Visits.



Between 2017 and 2018, we fitted approximately 19,000 smoke detectors, 3,400 sensory alarms, 290 sets of fire retardant textiles and 34 locking letterboxes. We will continue to provide assistive technologies to those who need them as part of our Safe and Well Visits.

If we identify an issue during a Safe and Well Visit, we will ask the individual concerned if they are happy for us to refer them to another agency. This, for example, could be referring an elderly person to Age UK or a falls prevention pathway for additional support. We will only do this if we have the individual's consent, or unless our duty of care outweighs the need for consent - for instance in cases of abuse.

We currently provide mandatory training for all staff on safeguarding both adults and children. This ensures that all staff are aware of the signs of abuse and/or neglect and are aware of the process to deal with concerns.

As part of the 2019-2023 Corporate Plan and Integrated Risk Management Plan, the Fire Authority set a Strategic Commitment, following public consultation, to seek opportunities to contribute to a broader safety, health and wellbeing agenda, whilst delivering our core functions. This Strategic Commitment supports the National Framework position on prevention activity. In our previous Evidence Base, we intended to explore the feasibility of developing Critical Intervention Teams. However, to resource such a function would be at the detriment of our core functions. We also believe we can positively contribute to a broader safety, health and wellbeing agenda through the delivery of Safe and Well Visits supported by signposting and referrals to appropriate agencies. We intend to continue this approach as part of our ongoing Prevention Strategy.

Developing Young People

In 2016, we found that there are a range of health and social factors which affect children and young people. If left unchallenged, these will last through into adulthood.

According to estimates from Public Health England, one in five children are obese by the time they leave primary school.⁵ Obese children are more likely to become overweight adults and to suffer premature ill health and mortality. Over 10,000 hospital admissions each year are directly attributable to obesity.⁶

Although youth unemployment levels are currently relatively low, at approximately half a million,⁷ we recognise the need for pathways to employment for the young people in our communities. The costs of long-term youth unemployment are

⁵ [National Child Measurement Programme, England 2018/19 School Year](#)

⁶ [Statistics on Obesity, Physical Activity and Diet, England, 2019](#)

⁷ [House of Commons Library Youth Unemployment Statistics, October 2019](#)

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enormous, both for the young people themselves and their communities. It means lower earnings, more unemployment, and more ill health later in life.

Because of this, we identified in 2016 that we needed to ensure that the young people in our communities have a holistic approach to their health and wellbeing and options for employment.

Following public consultation, informed by the Prevention Evidence Base, the Fire Authority agreed two proposals related to the health and wellbeing of Berkshire's communities. These were:

- 6. To continue to expand our schemes to deliver a range of services to support children's health and wellbeing. We aimed to do this on a cost recovery basis; and**
- 7. To develop relationships with countywide organisations to progress pathways to employment and apprenticeships for young people.**

In relation to proposal six, we undertook a range of pilots to determine the most effective and efficient way of delivering against this commitment on a cost recovery basis. In undertaking this work and following review, we focused on the delivery of two specific programmes for children and young people – Fire Cadets (previously known as Young Firefighters) and FireSafe.

Fire Cadets

We recognised that we can use our influence to challenge poor health and social factors by developing a range of activities designed for young people, building their personal qualities and attributes, making them more attractive to prospective employers.

Since then, we have developed our Fire Cadets programme, which is now accredited by the National Fire Chiefs Council. The programme is designed for young people aged between 12 and 16 and runs throughout term time at four fire stations: Newbury, Crowthorne, Whitley Wood and Maidenhead.

Since its inception, the programme has been delivered to over 500 young people and is now in its twentieth year.

Throughout the programme, cadets not only learn about fire safety and get to practise their skills running out hoses and putting out pretend fires, they also take part in a broader programme of wellbeing.

The programme also equips them with many of the interpersonal skills that will be useful later in life in their future employment. The cadets are able to take part in team exercises, which help to strengthen their social skills, and are given the opportunity to improve their leadership ability, working within a supportive group of peers and instructors.

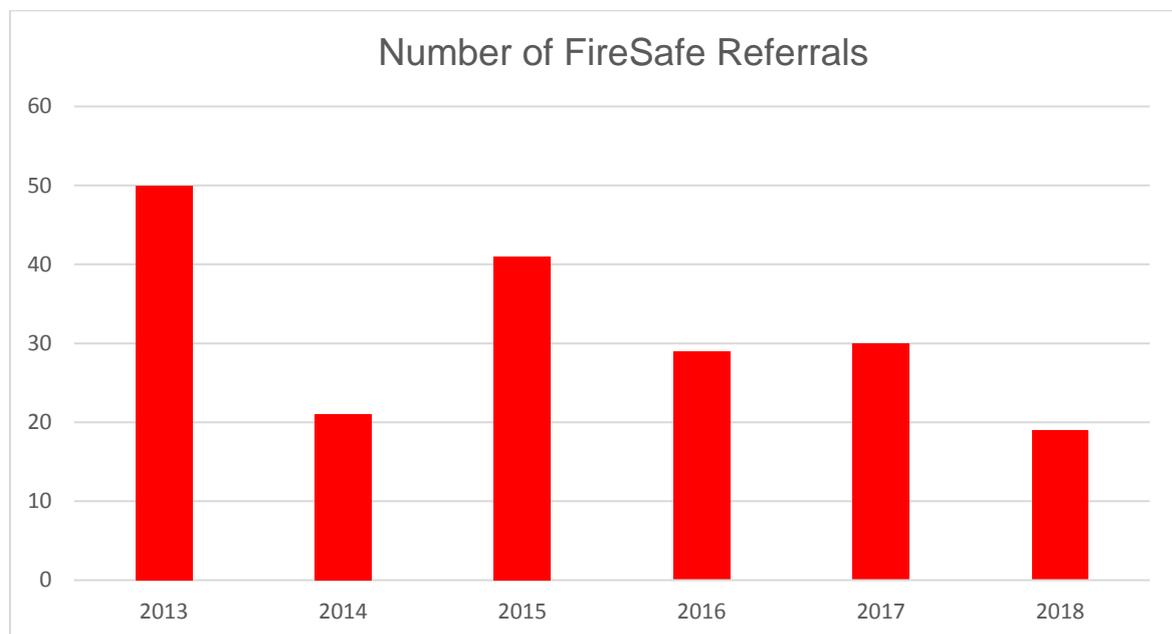
FireSafe

We also worked to develop our FireSafe initiative. Our experience has shown us that early intervention is key in preventing fire-setting behaviours in young people. Therefore, our FireSafe programme aims to make the young people exhibiting these tendencies aware of the impact of their behaviour and, through discussion, gives them the opportunity to explore different ways of dealing with difficult situations.

We have trained and experienced safety education professionals who can offer help at an early stage to those needing support and education.

The programme will usually commence with a priority Safe and Well Visit for the family home/s. This helps to make sure that everyone knows how best to keep safe and that they know what to do in the event of a fire. Following this visit, an assessment is made to consider the young person's needs, and an individual action plan is formulated and tailored to the young person.

The programme is delivered in a combination of educational input and/or a series of visits to ensure that the consequences of fire setting behaviours are understood. The programme can be delivered in a variety of ways and in a number of locations, for example at home or at school.



Pathways to employment

We have also introduced apprenticeships across areas of the Service, within departments such as Human Resources, Business Support, Information Technology and Facilities. These apprenticeships give the young people in our County a pathway into employment and on-the-job training, which will greatly benefit them in later life. We have had seven apprentices so far within the Service.

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Our apprenticeships provide the opportunity to gain an additional qualification; enhancing individual knowledge and skill sets and increasing the capacity, capability, and resilience of our workforce; further improving the service we provide to the communities of Berkshire.

The apprenticeships offer an opportunity to increase confidence and to learn valuable skills for later life, whether this be within the Service or elsewhere. Apprentices are able to learn from experienced staff who can pass on their knowledge and skills, enabling the integration of a new generation of workforce.

We have also become the first Fire and Rescue Service to take part in the Change100 programme, run by Leonard Cheshire Disability. The programme gives talented students and graduates, who have a disability or long-term health condition, the opportunity for 100 days of paid employment, including mentorship throughout the programme. So far, we have welcomed 12 interns into the Service. We are looking to continue to work with the programme to provide even more young people with the opportunity to gain paid work experience.

This commitment is embedded within our People Strategy. We are continuing to look for opportunities to expand our apprenticeship programme and alternative pathways to employment.

FireSafe Adult Specialists

Building on our FireSafe Programme, and following public consultation, the Fire Authority agreed to:

8. Introduce counselling to reduce fire-setting activity amongst adults as a mainstream activity rather than as a pilot.

We have undertaken pilot activity previously and recognise adult fire setting is a complex area that will require specialist training. We are currently undertaking further staff development and recommend that we continue to pilot activity in this area to understand the implications of deliver this specialist service. Following further pilot activity, we propose to undertake an evaluation to review the benefits and implications of offering this service longer-term.

Prevention Strategy 2020-2023

Moving forward, we intend to continue to deliver against the original proposals, as agreed in 2017, in the areas outlined in this document. However, we intend to refine our Strategy where we believe it can further mitigate local risk. These proposed changes include:

1. Introducing a risk-based programme of follow-up Safe and Well Visits for the most vulnerable cases;

2. Renaming our target groups for Safe and Well Visits to better reflect the type of risk posed to 'Risk to Individuals' and 'Risk to Households';
3. Within our Road Safety Programme include targeted activity for motorcyclists based on risk;
4. Focus our activities in support of Children and Young People through our road and water safety education programmes, Fire Cadets and Fire Safe; and
5. Continue to pilot an Adult FireSafe programme to fully understand the implications and potential benefits of this activity.

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Appendix B

DRAFT

Protection

Strategy and

Underpinning

Risk Analysis

Integrated Risk Management
Plan 2019-23





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Introduction

Royal Berkshire Fire and Rescue Service is responsible for enforcing fire safety legislation in most premises in Royal Berkshire other than single private dwellings. Our role is to make sure the people responsible for the buildings are maintaining necessary fire standards. We do this through a number of activities including:

- Responding to statutory building consultations on plans for new buildings or on proposed alterations to existing ones;
- Carrying out fire safety audits of premises to determine whether the people who are responsible for fire safety standards are doing what is necessary;
- When standards are not being met, we advise on improvements and, where necessary, issue Enforcement Notices; and
- Where serious breaches in fire safety standards have occurred, we may take appropriate legal action against the Responsible Persons involved.

We use the term 'Protection' to mean our statutory duty to regulate and enforce fire safety legislation. We achieve this using the Regulatory Reform (Fire Safety) Order 2005 (RRO) and principles of good enforcement.

Underpinning this, the Fire and Rescue National Framework for England (2018), sets out that Fire and Rescue Authorities must have a 'locally determined risk-based inspection programme in place for enforcing compliance with the provisions of the Regulatory Reform (Fire Safety) Order 2005 in premises to which it applies'. The Framework requires that Protection resources should be targeted at 'those non-domestic premises where the life safety risk is greatest', and on 'non-domestic premises which are at risk from fire in order to mitigate loss to economic wellbeing'.

In addition to these duties, Fire and Rescue Services enforcing fire safety legislation are able to enter into partnerships under the Primary Authority Scheme with businesses, charities or organisations, which operate across more than one local authority area, with the fire and rescue service offering assured and tailored fire safety advice.

We also have a duty to comply with the Regulators' Code, which provides a flexible, principles-based framework for regulatory delivery that supports and enables regulators to design their service and enforcement policies in a manner that best suits the needs of businesses and other regulated entities. This forms part of a wider Government agenda, which sought to reduce burdens and support the growth of compliant businesses through the development of an open and constructive

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relationship between regulators and those they regulate, further underpinned by the Better Business for All agenda.

Economic Profile of Berkshire

The Royal County of Berkshire spans 4862 miles and has an estimated population of 911,400. It is home to major tourist attractions and historical buildings, such as Windsor Castle, and is a thriving area for business. The number of registered businesses has steadily increased since 2010, and many of these are in technology, information and communication sectors¹. The information and communication sector makes up almost a fifth of Berkshire's registered businesses, which is almost double the national average². Berkshire's economy generated output (GVA) to the value of £37bn in 2017³.

Berkshire is home to the Slough Trading Estate, which comprises 486 acres of commercial property and provides 7.4 million sq. ft. of accommodation to 500 businesses, and has a working population of circa 20,000 people. It is the largest industrial estate in single private ownership in Europe⁴. Other areas of Berkshire also have a thriving business life with the three-year survival rate for businesses in Berkshire being higher than the national average⁵.

Berkshire's location also makes it a popular choice for businesses, with its proximity to London and excellent connections to other areas of the Country. No part of the County is further than 8.5 miles from the M4. Major infrastructure projects such as Crossrail and the expansion of Heathrow Airport will also have implications on the County.

Alongside economic growth, the population has also increased by an estimated 50,000 in the last eight years⁶. The average salary in the County is £35,000, compared to the national average of £30,000⁷. The average house price in Berkshire is greater than the national average⁸. There is a significant amount of development underway, and in Reading alone there are 1356 houses currently under construction, which are due to be completed by 2024, with plans in place to build a further 3322 by 2029.

The attractiveness of Berkshire for businesses, and the rate of growth in the County, underpins the importance of establishing a risk-based Protection Strategy to both

¹ [Berkshire Functional Economic Market Area Study](#)

² [ONS UK Business count 2018](#)

³ [Thames Valley Local Enterprise Partnership Impact Report 2018-2019](#)

⁴ [Slough Trading Estate](#)

⁵ [Business Demography 2017, Office for National Statistics](#)

⁶ [2011 census population data \(mean of unitary authorities\)](#)

⁷ [ONS 2019 estimate](#)

⁸ [UK House Price Index 2019](#)

fulfil our statutory duties and ensure our available resources are targeted at the highest risk in the County.

Review of Protection Strategy 2017-2019

In this section, we will review and evaluate our activity over the last two years, to inform our Protection Strategy 2020-2023.

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](#)'. The consultation was the final stage in a series of consultations throughout 2016/17, to help us understand the views of the people of Royal Berkshire 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 areas, together with a number of evidence-based proposals for how we intended to delivery our services.

The [Protection Evidence Base](#) included evidence related to the main areas of responsibility as outlined above, which included:

- Risk Based Inspection Programme
- Better Business for All
- Primary Authority Schemes
- Regulators' Code

In April 2017, the Fire Authority conscientiously considered the three evidences bases, together with the feedback received from the public consultation, and agreed the following proposals in relation to our Protection activity:

- 1. We propose to focus our audits in the places people are most at risk and where fire safety standards are not being met; and**
- 2. We propose to consider the impact major infrastructure projects planned in Royal Berkshire over the next five years may have on our fire safety specialists.**

These proposals, together with the Protection Evidence Base, have formed the basis of our Protection Strategy between 2017 and 2019. In 2018, following public consultation, Royal Berkshire Fire Authority adopted its [Corporate Plan and Integrated Risk Management Plan 2019-2023](#). In adopting this Plan, the Service committed to undertaking a review of its Risk Based Inspection Programme to ensure that we are identifying and targeting our resources at the highest areas of risk. In undertaking that review, we have updated our Protection Strategy and

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underpinning risk analysis in support of the Corporate Plan and Integrated Risk Management Plan 2019-2023. This document sets out that Protection Strategy and underpinning risk analysis, together with an evaluation of Protection activity over the last two years.

Grenfell Tower Tragedy

Sadly, we are unable to consider our fire safety activity in the last two years without due consideration of the tragic events in the early hours of 14 June 2017, at a high-rise residential tower block in London. The consequences of the fire were so significant that the Government commissioned a public inquiry and an independent review into building regulations and fire safety.

The focus of our Protection activity was agreed in early 2017, prior to this unforeseen event. However, mindful of the emerging risk and as part of our commitment to learning and improving, Royal Berkshire Fire and Rescue Service took immediate steps to respond to the tragic event. Together with Royal Berkshire Fire Authority, a four-phased plan was agreed which enabled our immediate response to the tragedy, allowing us to learn from and respond to the emergent picture of risk associated with high-rise buildings and Aluminium Composite Material (ACM) cladding.

Supported by £600,000 of additional funding from Royal Berkshire Fire Authority, we have been working hard to ensure the safety of our residents and buildings across Berkshire, with an initial focus on ACM and high-rise buildings.

Our four-phased plan is summarised below:

- Phase 1: Initial inspection of all high-rise premises in Berkshire.
- Phase 2: Consolidation of initial work through a multi-agency approach.
- Phase 3: Respond to information released as part of the Public Inquiry and implement the learning.
- Phase 4: Delivering the new model to the people of Royal Berkshire.

In Phase 1, the Service established a specialist team to lead and co-ordinate work across the County. The team was further supported by colleagues across the organisation. In addition, we recruited and trained additional Fire Safety Inspecting Officers. This allowed us, in the weeks following the tragedy, to inspect all 157 high-rise buildings in Berkshire. This work involved contact with over 4,700 residents where information and guidance was provided regarding how to avoid fire and what to do should one start. It ensured that our response teams visited all ACM clad buildings to update our site-specific risk assessments and tactical plans.

In Phase 2, we worked with building owners, Local Authorities and residents to ensure compliance with the Ministry of Housing, Communities and Local Government (MHCLG) guidance. Following a robust inspection process, the appropriate elements of the MHCLG interim measures have been implemented by

the Responsible Person for the building. Our fire safety teams continue to work with Responsible Persons, alongside our partners in Local Authority Housing Teams and Building Control bodies throughout the transition phase of removing the cladding.

At the time of writing this document, we are now in Phase 3, responding to the learning from the public inquiry and working hard to ensure that we have in place the most up-to-date policy, practice and procedures to reduce risks associated with ACM cladding and high-rise buildings.

Inevitably, the impact of Grenfell Tower and the unforeseen work associated with our risk-based four-phased plan has had an impact on our Protection activity. However, the focus on the inspection of high-rise premises and the additional investment in fire safety specialists aligns with our Protection Strategy.

Protection Resources

Following the Service Redesign consultation, the Fire Authority agreed that over the next five years we would be required to consider the impact of major infrastructure projects on our fire safety specialists. In the last two years, a significant amount of work has been undertaken against this commitment.

As highlighted above, 10 Fire Safety Inspecting Officers were recruited. Whilst this investment was part of the initial response to the Grenfell Tower tragedy, there were also additional drivers for this recruitment, which was part of succession planning within our Protection function. We also recognised the challenges in recruiting fire safety specialists in a healthy private sector market. In recognition of this, we have put in place a Career Grade Scheme for our Fire Safety Inspecting Officers linked to fire safety qualifications. This investment has been critical in ensuring the future resilience of our Protection function as well as helping us to meet local demand and meet the requirements of the Regulatory Reform Order.

We also recognised the need to develop a technical team to respond to the risks posed by larger, more complex premises. To support this, we have supported two members of staff under our Bursary Scheme to undertake a Masters in Fire Safety Engineering to develop our fire safety specialist capability. In 2019, we established an Investigation and Enforcement Hub with fire safety specialists in relation to fire engineering, fire safety enforcement and Primary Authority Schemes.

Alongside the investment in our fire safety specialist capability, 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 Local 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 Local Authority area has a

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dedicated [Local Safety Plan](#), which sets out localised risk and how resources will be targeted to meet that risk. Within each Hub is a dedicated Protection team to respond to local risk in that area.

Risk Based Inspection Programme

Prior to 2017, we had aimed to proactively conduct fire safety audits in 1800 premises each year. However, as part of the last Protection Evidence Base, an analysis of those inspections was carried out and found that 76% of the audits undertaken resulted in us carrying out no further action with the premises being deemed to be satisfactory or receiving informal advice. This meant that we were using our resources to visit a high number of premises with a good understanding of fire safety standards rather than effectively targeting those that posed the highest risk.

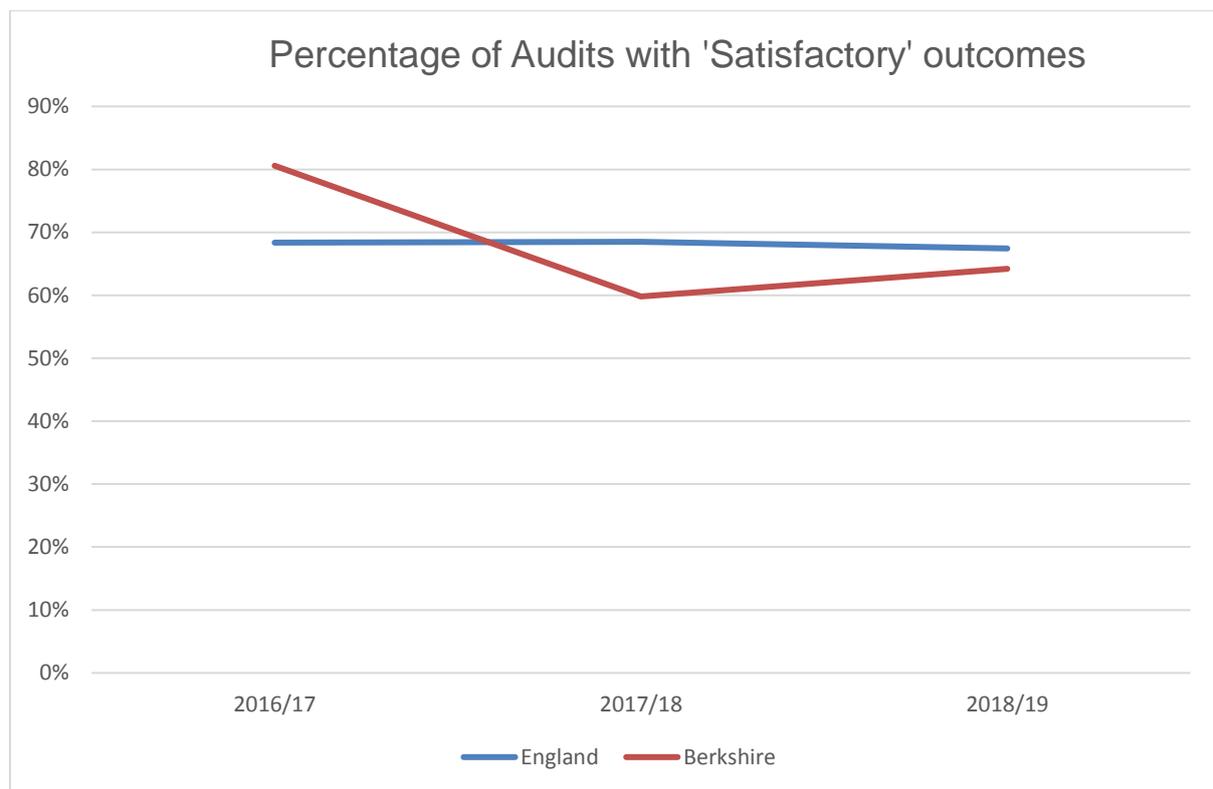
Following the Service Redesign consultation in 2016/17, it was agreed that we would aim to carry out 1400 full fire safety audits per year. Although a reduction in the overall number of fire safety audits, the target was set on the basis that we would target places where people are most at risk and where the necessary standards are not being met.

Since April 2017, we have undertaken 2,817 fire safety audits. However, we have not yet reached our target of 1400 fire safety audits per year. In 2017/18, our ability to undertake fire safety audits was impacted by the need to utilise our available resources to meet the emergent risk following the Grenfell Tower tragedy. In recruiting these new Fire Safety Inspecting Officers, we would not see an immediate impact on our ability to undertake fire safety activity due to the need for further training and development, but we were able to start to build the capacity and capability required to enable our delivery moving forward. In 2017/18, we completed 895 full fire safety audits and this rose to 1,129 in 2018/19. We increased our target in 2019/20 to 1,658 to compensate for the shortfall against the target in 2018/19. At the time of writing, we have seen 793 full fire safety audits completed in the first two quarters of 2019/20 and continue to monitor performance closely.

Positively, of those fire safety audits that have been completed during this period, we have seen an overall reduction in the number of satisfactory outcomes since 2016/17. In 2016/17, the number of fire safety audits with satisfactory outcomes was 80.6%, This reduced to 59.8% in 2017/18 and increased slightly on the previous year in 2018/19 to 64.2%. It is also worth noting that in 2018/19, the percentage of fire safety audit outcomes deemed satisfactory in England was 67%, meaning we are performing relatively well when compared to the national picture⁹, as illustrated in Graph 1.

⁹ [Fire prevention and protection statistics, England, 2018/19](#)

Graph 1 - Percentage of Audits with 'Satisfactory' outcomes



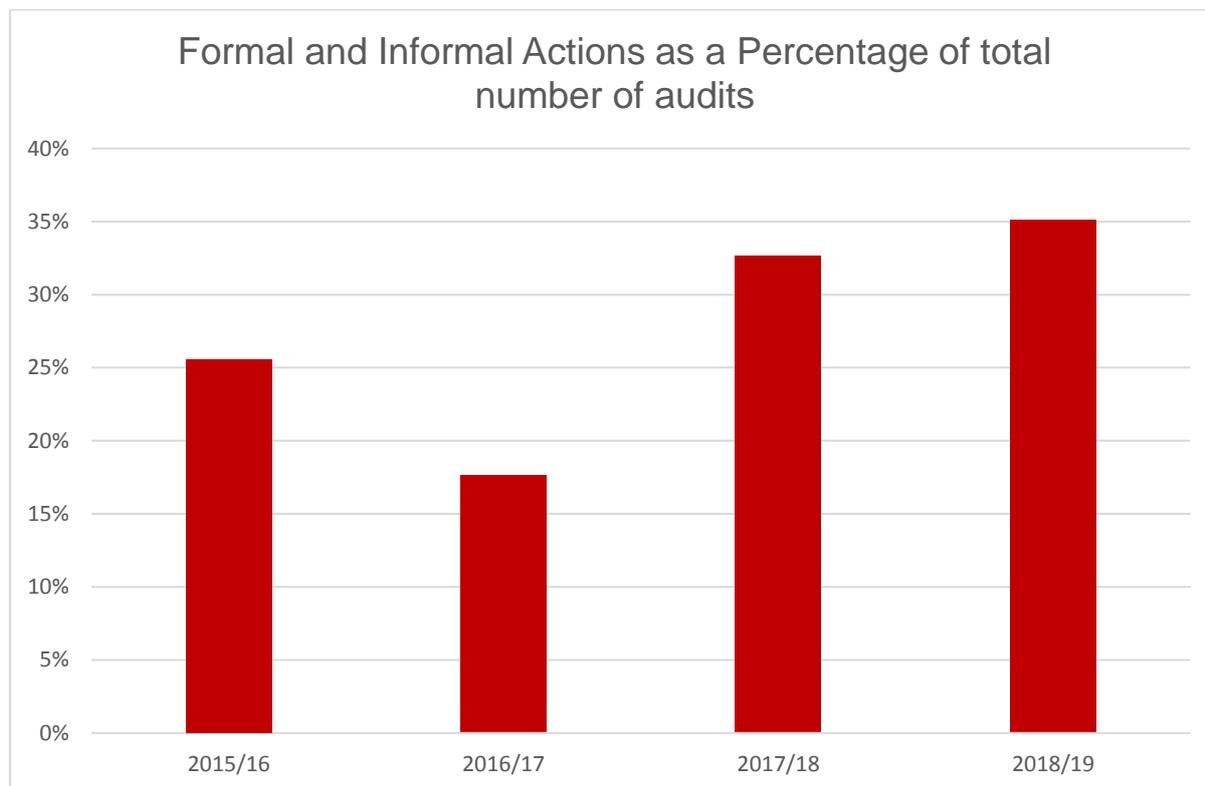
As outlined under the Protection Resources section, a number of important changes have been taking place since 2016/17 to enhance our fire safety function and further improve our ability to target local risk.

Importantly, where there are unsatisfactory outcomes from audits, Formal and Informal activities should be undertaken to support the Responsible Person to take the required steps to ensure fire safety standards are met, or take appropriate enforcement activity if appropriate to do so. Since 2016/17, the number of Formal and Informal activities undertaken, as a percentage of the total number of fire safety audits completed, has increased which is positive. This is illustrated in Graph 2. As the number of satisfactory outcomes reduce, it is important to see a correlation in the number of Formal and Informal activities undertaken to ensure appropriate steps have been taken to correct non-compliance.

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Graph 2 - Formal and Informal Actions as a Percentage of total number of audits



In undertaking a review of the last two years, it is evident that the Protection Strategy is working as intended and has refocused our activities on the premises people are most at risk and where fire safety standards are not being met. However, we recognise there are limitations with the current methodology for our Risk-Based Inspection Programme, which if we could mitigate, could see us target our resources more effectively. The methodology is currently based on national guidance and follows an assessment of the risk posed by generic types of premises and individual buildings. We believe we can further refine our understanding of risk by developing our underpinning methodology. We intend to do this by developing a methodology that calculates the risk associated with the property (as per current methodology) together with the risk associated with compliance. In developing this, we believe there is a correlation between compliance with fire safety standards and wider regulatory requirements. We intend to use data to help refine our understanding of the likelihood of compliance through the inclusion of a number of proxy data sets that allow us to identify premises most at risk of non-compliance. Whilst there are a number of national datasets related to compliance, we do face a challenge in being able to access this data in a usable form.

To test this assumption, we have undertaken an initial analysis of the premises we have audited in a specific period against Food Standard Agency scores. Where

premises could be matched to their Food Standard Agency scores, we found a relationship between non-compliance with fire safety and food standard ratings. Those premises found to be non-compliant were more likely to have a low food standard rating. This is just one example of a data set that could be used. Other potential data sets include Energy Performance Certificates, Primary Authority Schemes and Housing Health and Safety Rating System. We plan to develop the methodology and identify appropriate data sets to be included.

We also intend to include fire incident data in the methodology. This enables us to understand where incidents have already occurred in property types and will allow us to include this information as a risk factor in our overall calculation of risk.

Lastly, we also intend to explore the use of Experian Mosaic data in calculating property risk and whether this would enable us to refine our methodology further.

Using a refined methodology based on risk to property and risk of compliance, our Risk Based Inspection Programme will target those premises that are considered to be at 'very high' or 'high' risk. We also intend to inspect a sample of those deemed to be at lower risk to ensure we are testing our methodology. We will evaluate any changes to our methodology at appropriate intervals to validate our assumptions and ensure that it is driving our resources to non-compliant premises.

Grenfell has taught us that an unqualified risk, in relation to building safety, is associated with the previous regime of certification, testing and sign off during and before the construction phase. As we learn more about the potential scale and impact of this risk, we may need to reprioritise those buildings, which we classify as highest risk. We may also need to significantly increase our Protection capability to respond to any such learning. Our Protection Strategy has always been underpinned by the acceptance that the 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, the learning post Grenfell has taught us that this underpinning acceptance may no longer be sound. We now know some buildings, firstly 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 revisit our resourcing and our Risk-Based Inspection Methodology.

Importantly, we recognise that the methodology underpinning the Risk-Based Inspection Programme cannot drive our Protection activity alone and it needs to be underpinned by intelligence-led ways of working. Our Hub Model is intended to bring our teams closer to local risk, allowing them to develop their understanding of the areas they serve and allow local intelligence to drive the identification of non-compliant premises such as unregistered Houses of Multiple Occupation. We intend

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to explore the ways in which we can improve how we gather local intelligence to inform our programme of inspections and response to local risk.

We also collate and map risk information by Lower Super Output Area, which are small areas designed to be of a similar population size, of approximately 1,500 residents or 650 households. This calculation includes socio-economic data, total incident risk, total deliberate fire risk and household and property risk within each Lower Super Output Area. By mapping this risk, it allows our Protection staff to see where community risk is greatest in a general sense by summing risks in a relatively small area. Our Protection teams will be able to review their local risk maps for the areas of highest community risk and, together with the risk score produced through the Risk-Based Inspection Programme methodology, be able to target both areas and individual premises that pose the greatest risk to people. The mapping of community risk is currently in development and it is intended to roll out this functionality to our Protection teams.

Better Business for All

The Protection Evidence Base developed in 2016/17, highlighted the need to support the Government's 'Better Business for All (BBfA)' agenda. BBfA aims to bring together businesses and regulators in local partnerships to identify the issues facing local businesses and provide support to them, with the intention of supporting economic growth.

Within our Local Safety Plans, we have committed to working with local businesses to provide help and guidance to encourage self-compliance. This has seen a range of activities taking place since 2017. These have included:

- Engaging local businesses in support of 'Business Safety Week';
- Local business engagement through Pub Watch meetings;
- Small Business Fire Safety event aimed at supporting small, local businesses on fire safety responsibilities;
- Targeted campaigns at high-rise property types; and
- Talks to local businesses on fire safety responsibilities.

Our local Hubs will continue to support the BBfA agenda by offering advice and guidance to the business community in support of self-compliance. We also recognise this is against a national backdrop in which building regulations and fire safety is under review and we must balance our response to the BBfA agenda against the importance of appropriate regulatory activity.

Regulators' Code

In accordance with the Regulators' Code, and where it is appropriate to do so, we seek to reduce the regulatory burden placed on businesses. For example, when

inspecting a property, if it is appropriate to do so based on risk, we inspect using the Short Audit Form to reduce unnecessary burden. We also undertake joint inspections with local authority partners to reduce the impact on businesses. Most notably, we have Memorandum of Understandings in place with each of the six unitary authority's housing teams, to ensure a joint approach is taken to the inspection of high-risk premises within Berkshire.

Primary Authority Scheme

As stated above, fire and rescue services enforcing fire safety legislation are able to enter into partnerships under the Primary Authority Scheme with businesses, charities or organisations, which operate across more than one local authority area, with the fire and rescue service offering assured and tailored advice.

At the time of writing the last Protection Evidence Base, there were three partnerships in place with Berkshire. These partnerships were with Radian Housing Group, Universities' Partnership Programme and Ramsey Healthcare. All three partnerships are still active and working well.

Key benefits to regulators of the Primary Authority Scheme include¹⁰:

- Greater clarity over where responsibility lies;
- Supporting economic growth through stronger business relationships;
- Improving the consistency of local regulation and targeting resources on high-risk areas;
- Developing staff expertise via partnerships; and
- Protecting front line services through cost recovery.

Of particular note in the context of this Strategy is the ability to target resources at high-risk areas. Through our partnerships, we are working with organisations where there is an inherent risk in their property types associated with sleeping risk. In 2019, we also entered into a fourth partnership with Childbase Partnership. We intend to continue taking a risk-based approach to form partnerships under the Primary Authority Scheme.

¹⁰ [Local Regulation: Primary Authority](#)

Protection Strategy 2020-2023

Moving forward, we intend to continue to deliver against the original proposals, as agreed in 2017, in the areas outlined in this document. However, we intend to refine our Strategy where we believe it can further mitigate local risk. These proposed changes include:

- 1. Develop our Risk-Based Inspection Programme methodology to look at both risk of property and risk of compliance; and**
- 2. Continue to respond to changes in legislation and guidance related to building regulation and fire safety and ensure this is reflected in our policies, processes and ways of working.**

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Response

Strategy and

underpinning

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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 Services 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 Berkshire as a County is diverse both in terms of its population and landscape, with a mix urban areas such as Slough and Reading and rural areas such as Lambourn and Hungerford. This diversity in landscape is reflected in 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

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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 Services' [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](#)'. The 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 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

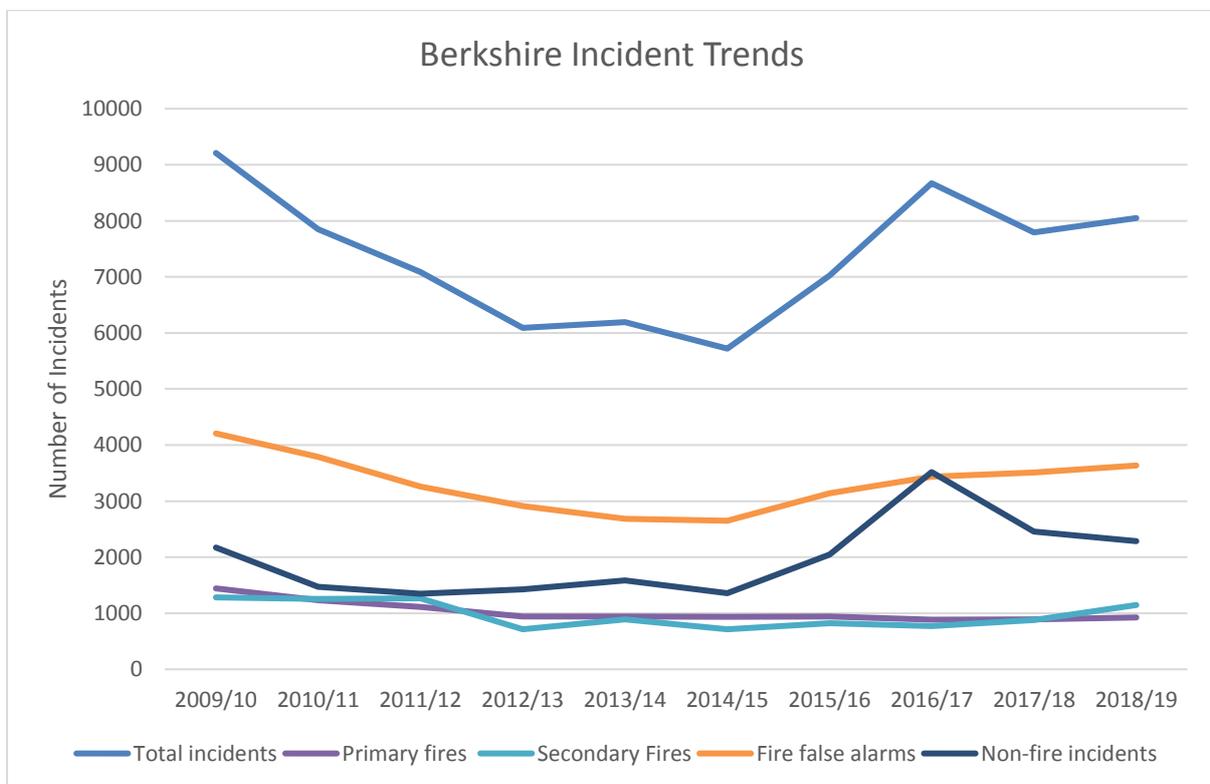
to local risk. To do this, a [Risk Modelling Methodology](#) has been developed and independently validated to inform decision-making and underpins our Response Strategy and Integrated Risk Management Planning. This Risk Modelling Methodology uses 44 incident types, which constitute our historical and 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 [Service Redesign consultation](#) 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 variables such as seasonal conditions, such as 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 accounts for fluctuations in the non-fire related incidents.

Graph 1 – Berkshire Incident Trends

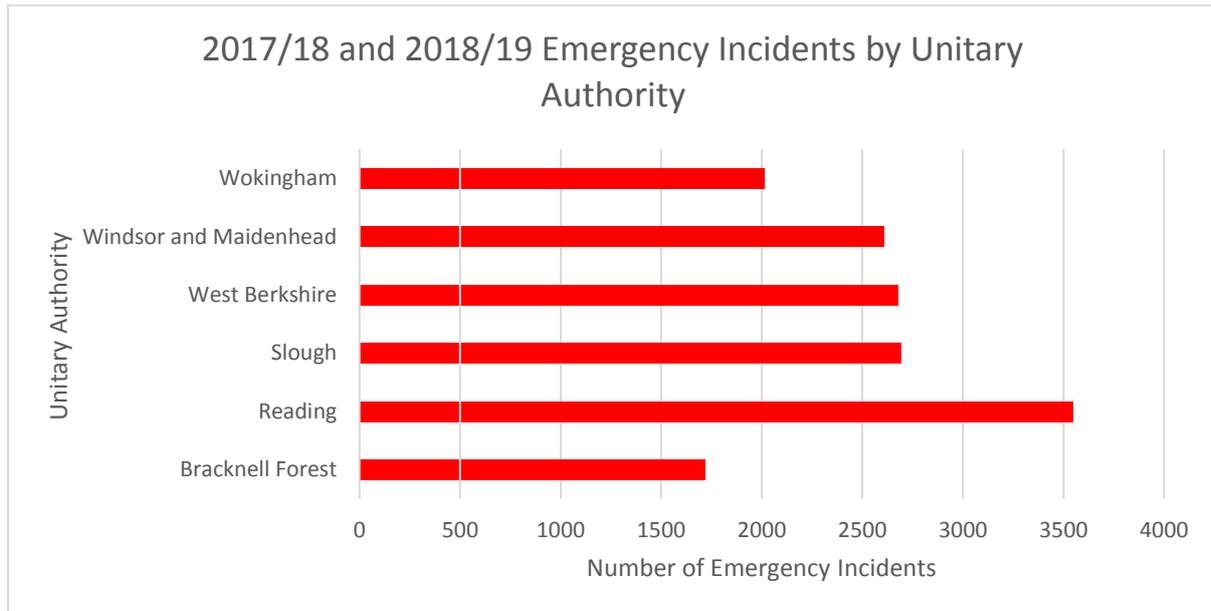


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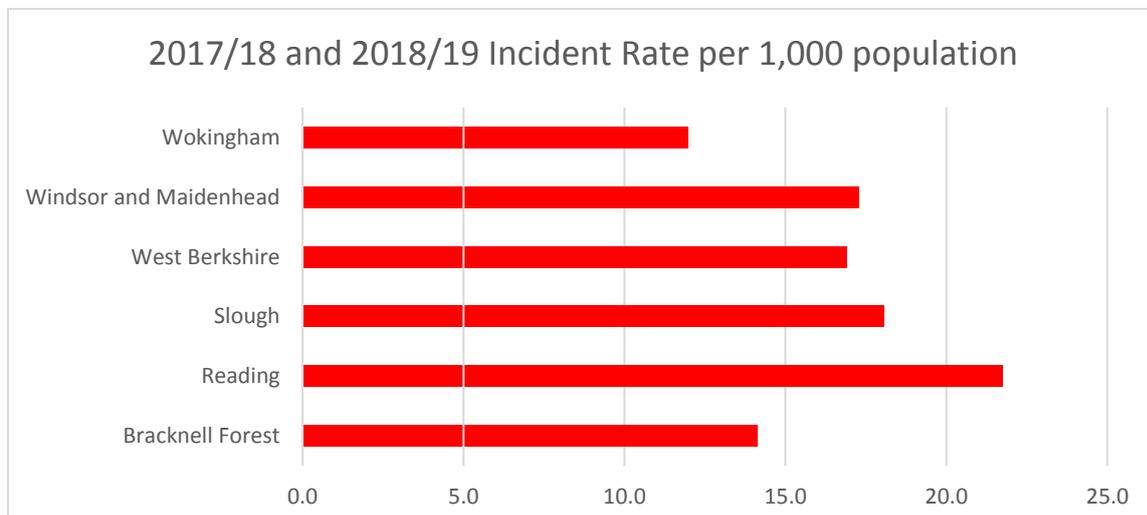
Graph 2 provides a breakdown of incident numbers for 2017/18 and 2018/19, based on all emergency incidents. Whilst the nature of these incidents vary in type and resource implications, this provides a high-level overview of demand across Berkshire in the last two years. From this, we can see the areas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



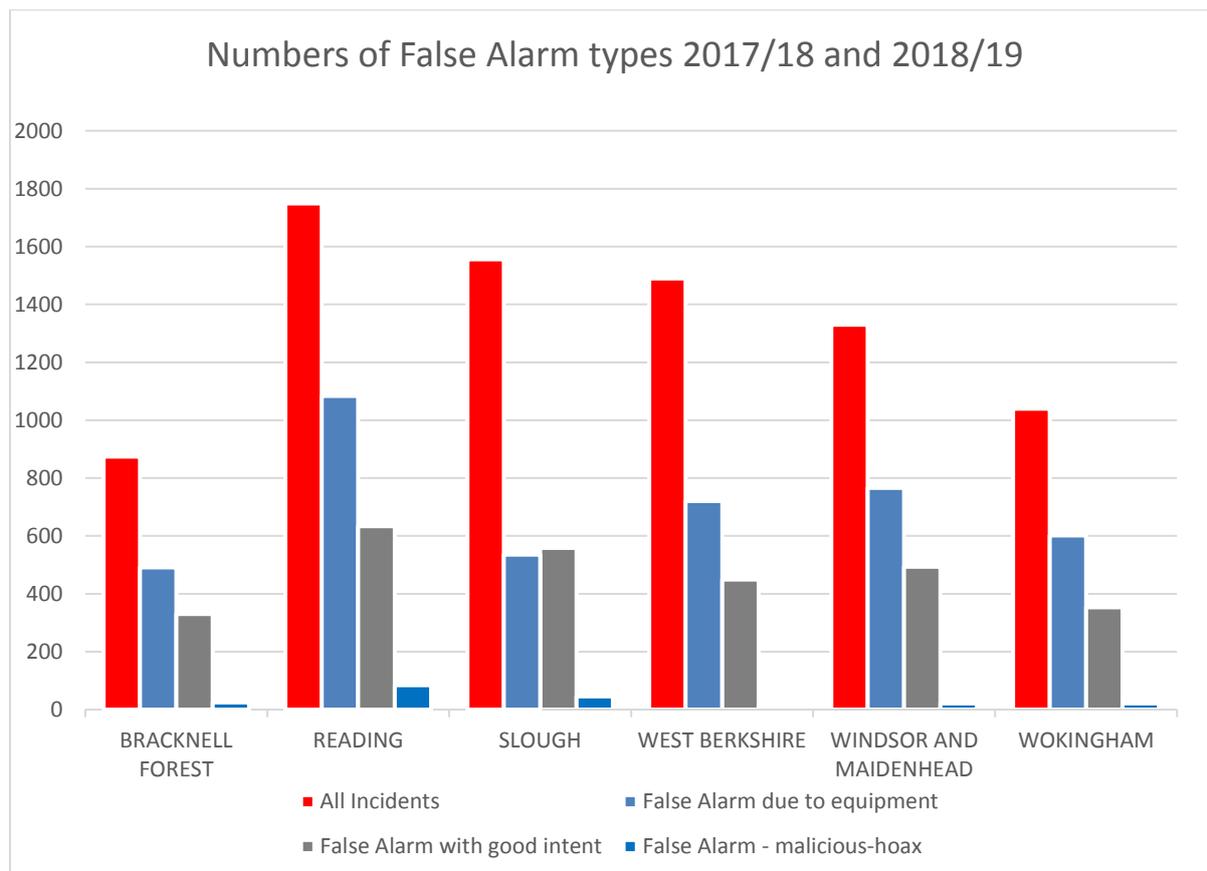
Mindful that population density does vary across the County, we have looked at incident volumes per 1000 population (Graph 3). This does result in some variation with Windsor and Maidenhead having a greater incident rate per 1000 population of 17.3, than West Berkshire with an incident rate of 16.9. It also shows that whilst Wokingham has a higher number of incidents than Bracknell Forest, the rate per 1000 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 with 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, affect our fire safety activities, which may also have implications on our operational response. In Reading alone, there are 1356 houses currently under construction, which are due to be completed by 2024, with plans in place to build a further 3322 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

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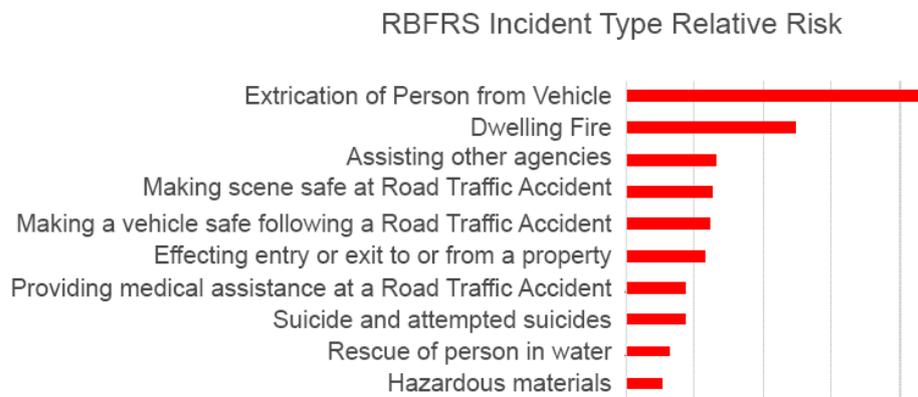
constructed to a standard which will ensure that it will behave as designed in a fire situation. This acceptance has been built on the rationale that the design, testing, inspection and sign off process for our buildings has been fit for purpose.

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, firstly 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 revisit 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 poses 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 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



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, means 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 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

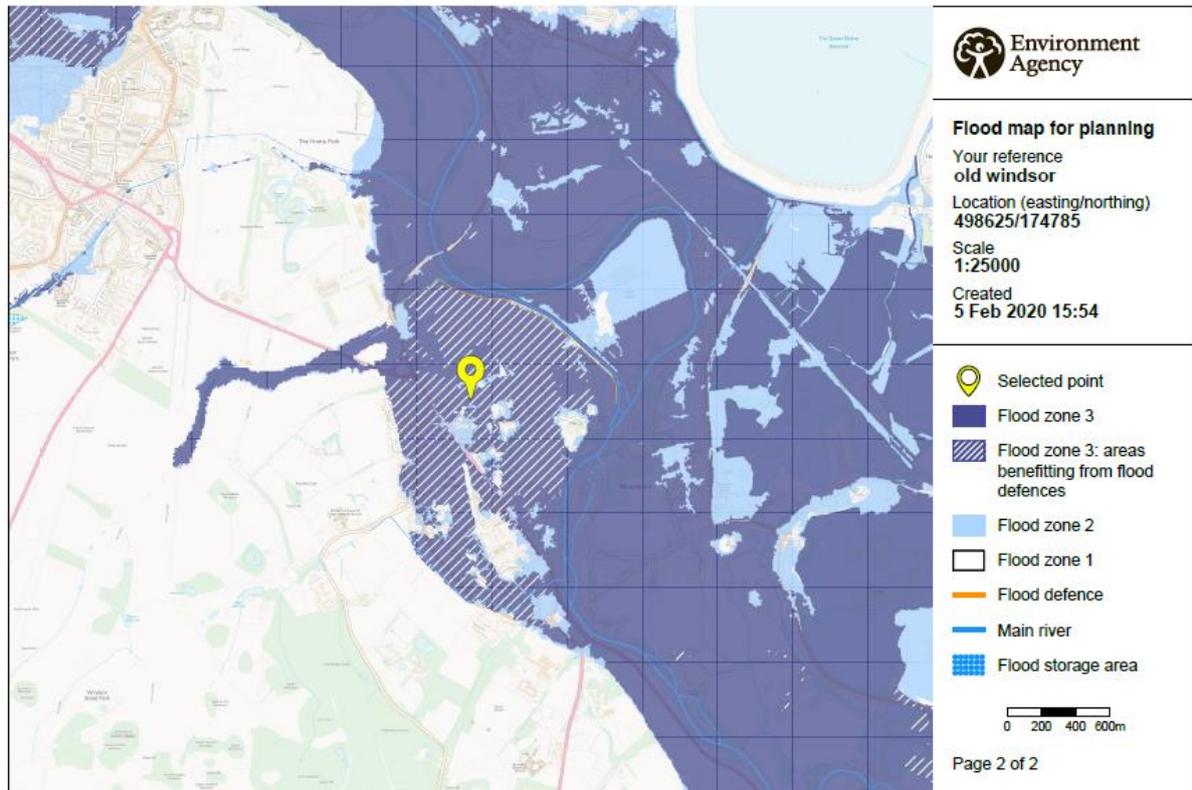
¹ [UK Climate Projections September 2019](#)

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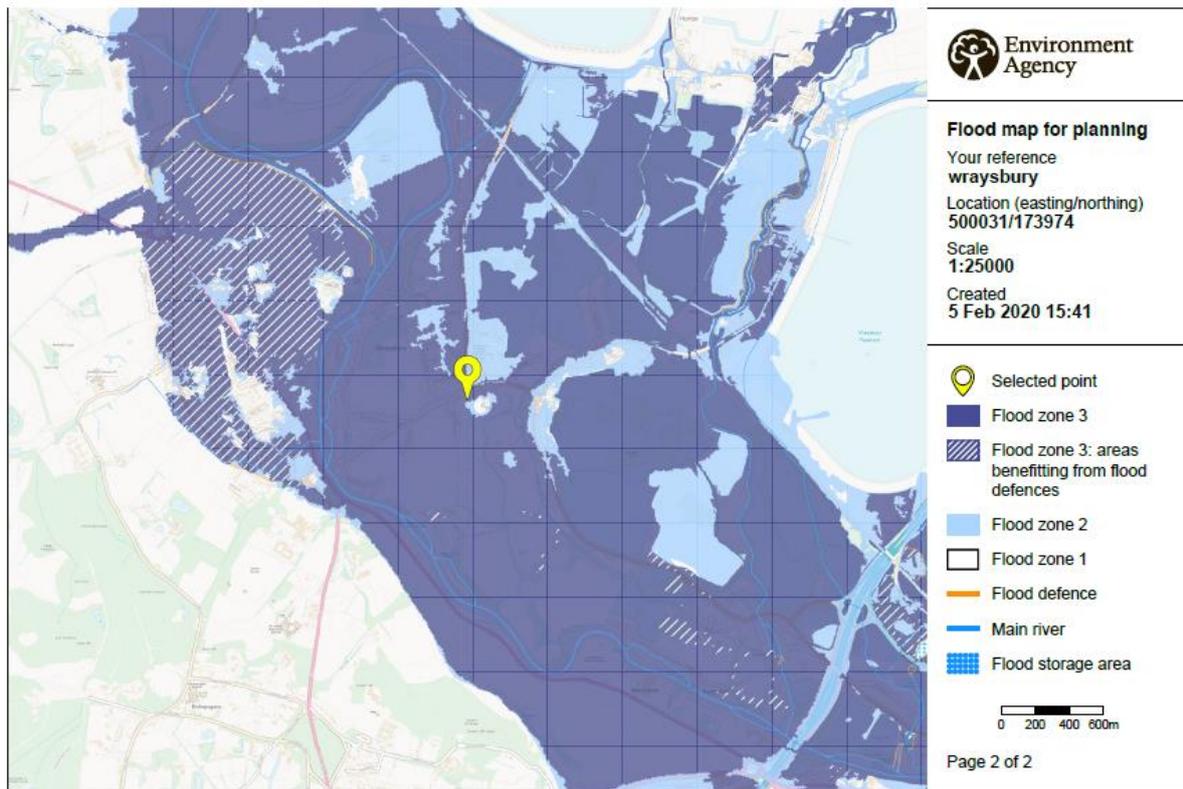
residential and 1,151 commercial properties are also at risk of flooding during a flood event with an annual probability of 1%. We know that there are communities within RBWM at heightened risk of flooding such as Datchet, Wraysbury and Old Windsor. Equally other Unitary Authority areas have specific flood risks, notable examples in areas such as [Reading](#) and [West Berkshire](#), with 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, 1 was in Reading and 1 was in Wokingham.

Map – Flooding Risk in Old Windsor



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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 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 Strategic Asset Investment Framework, 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;**

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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:

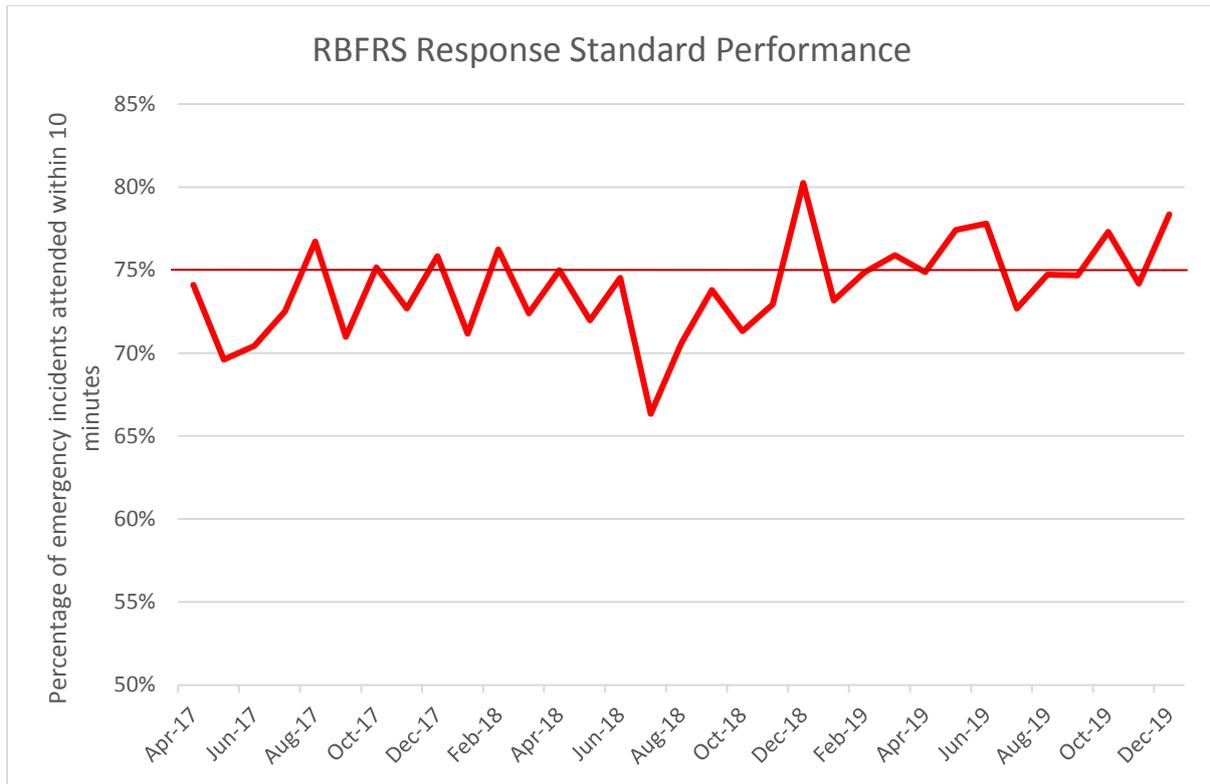
We will target our operational response activities to arrive at all emergency incidents within 10 minutes, measured from time of call to our control room, on 75% of occasions.

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 in 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

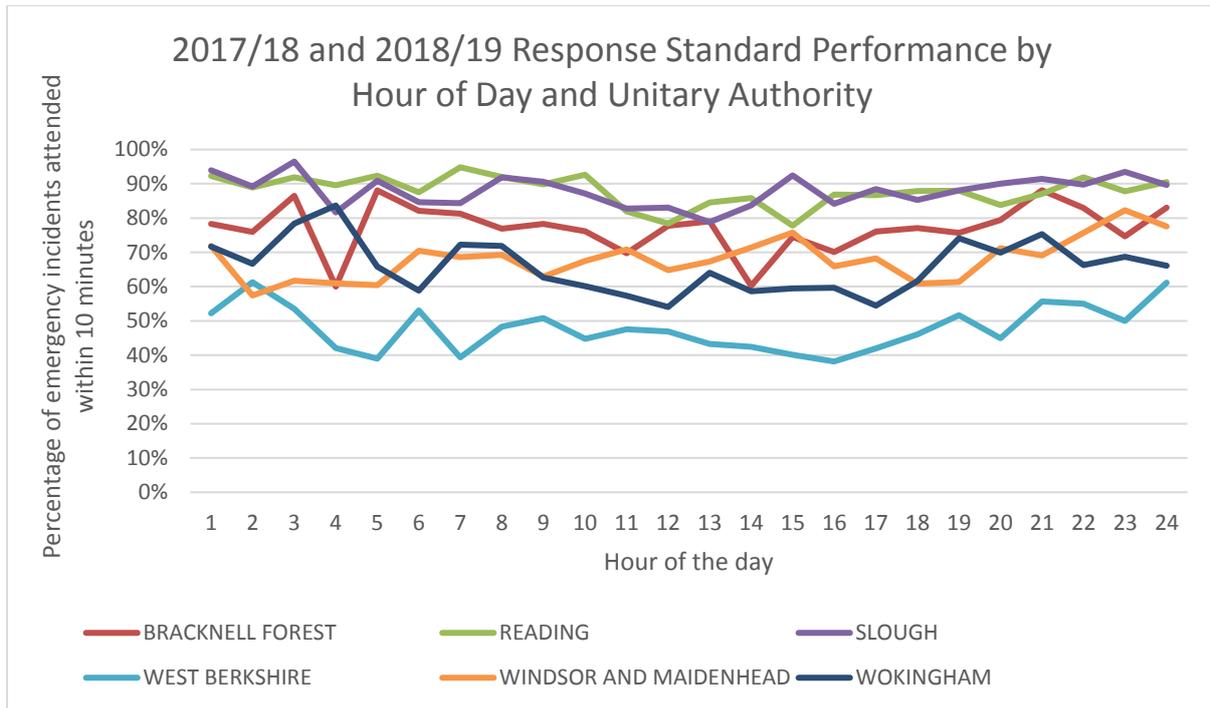


Our performance against our Response Standard is an average across Berkshire and analysis demonstrates that performance does vary. There are challenges in the West of the County with travel times, and, with the exception of Newbury, all other stations are on-call. This is demonstrated by Graph 7, which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

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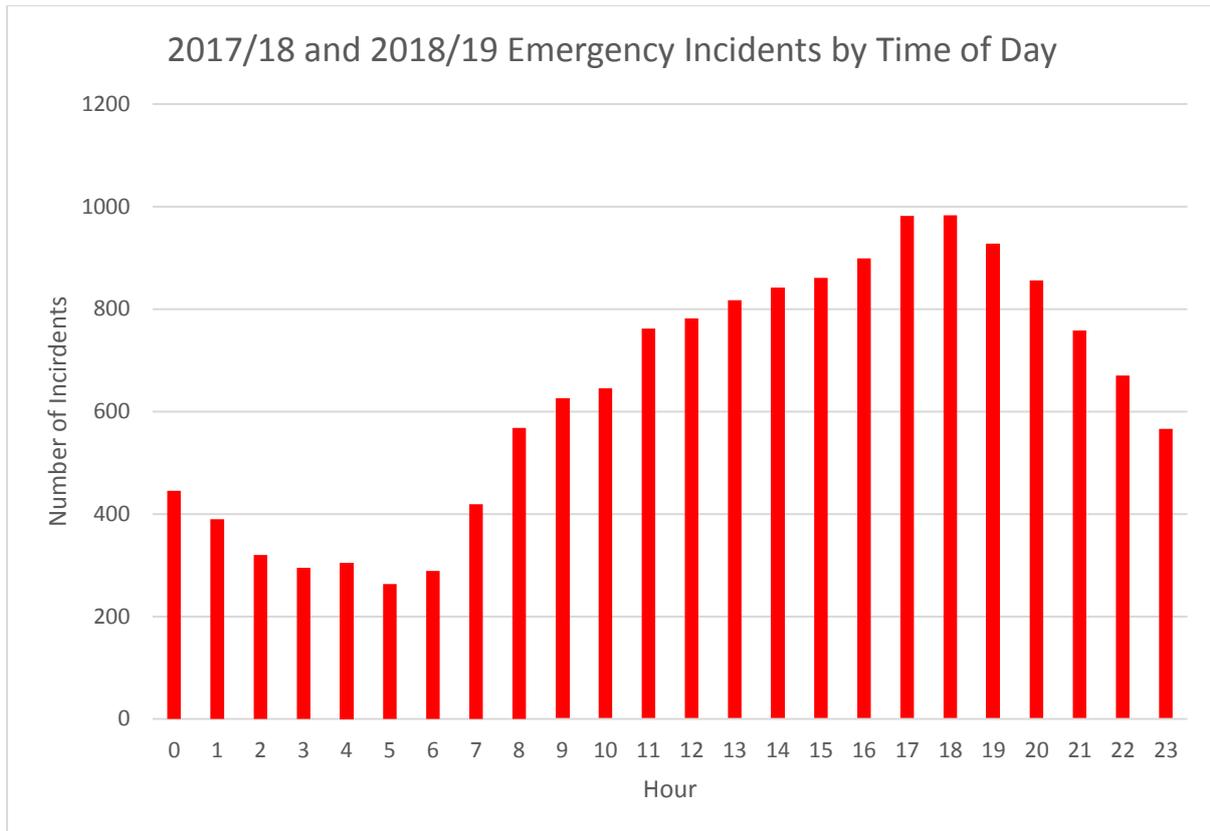
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Graph 7 – Response Standard Performance by Hour and Unitary Authority

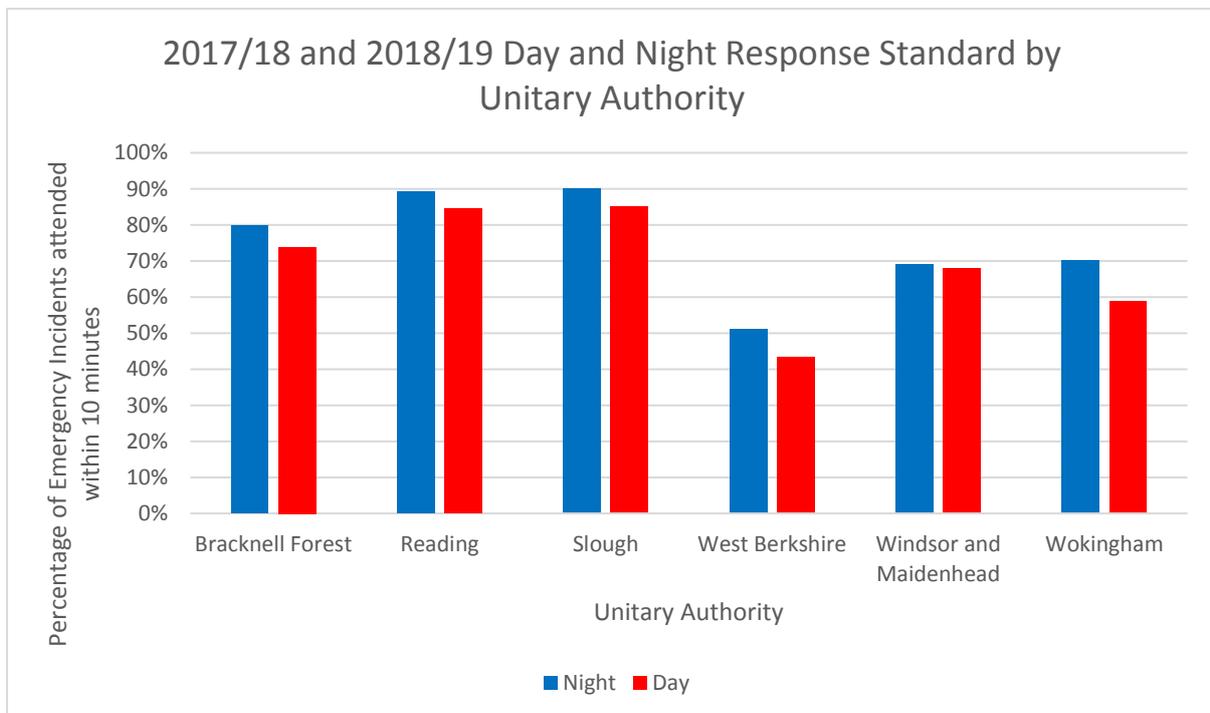


The on-call stations within Berkshire offer important resilience to our service delivery model. Our performance against our Response Standard improves at night, which we know is due to a number of factors including the availability of our on-call firefighters (Graph 10) and travel times. In addition 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



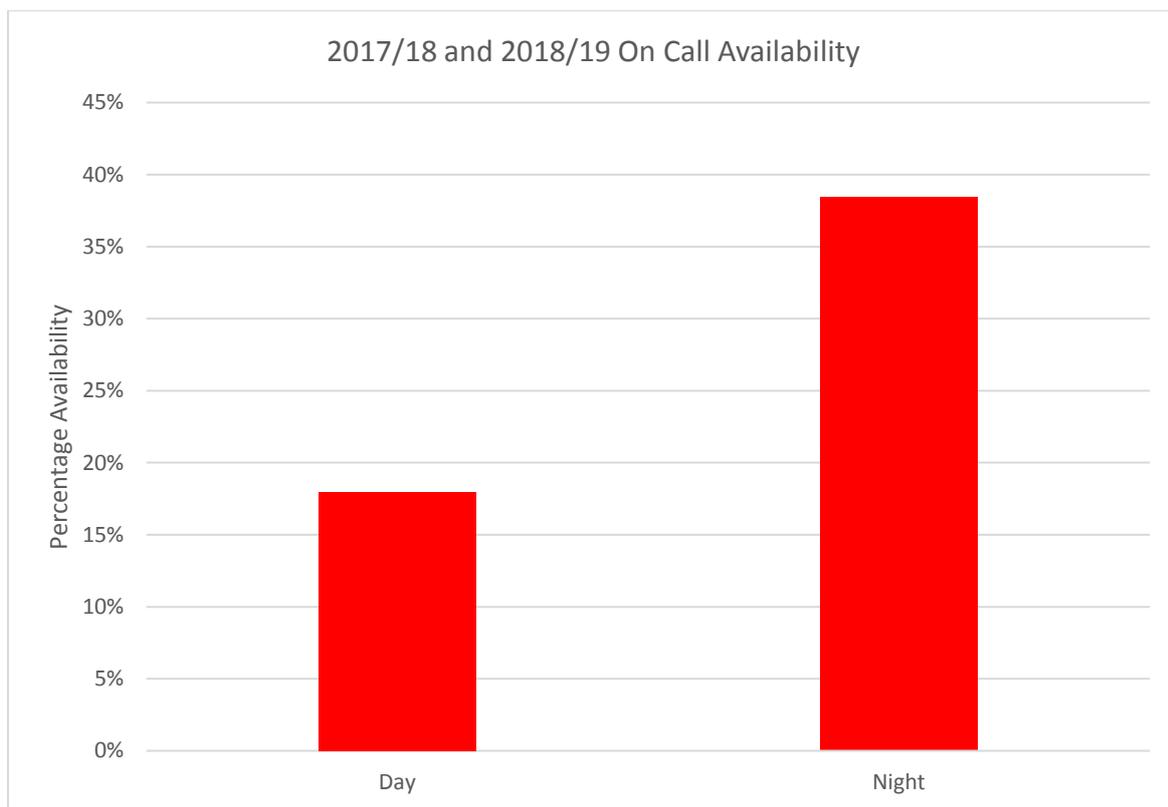
Graph 9 – Comparison of Day and Night Response Standard Performance by Unitary Authority



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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 [Fire and Rescue Services National Framework for England](#). This sets out that fire and rescue authorities have a legal duty to produce a plan that identifies and assess 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 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 6 fire appliances to be involved simultaneously or within 48 hours of each other**
- **One or more incidents with more than 4 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 18. 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.

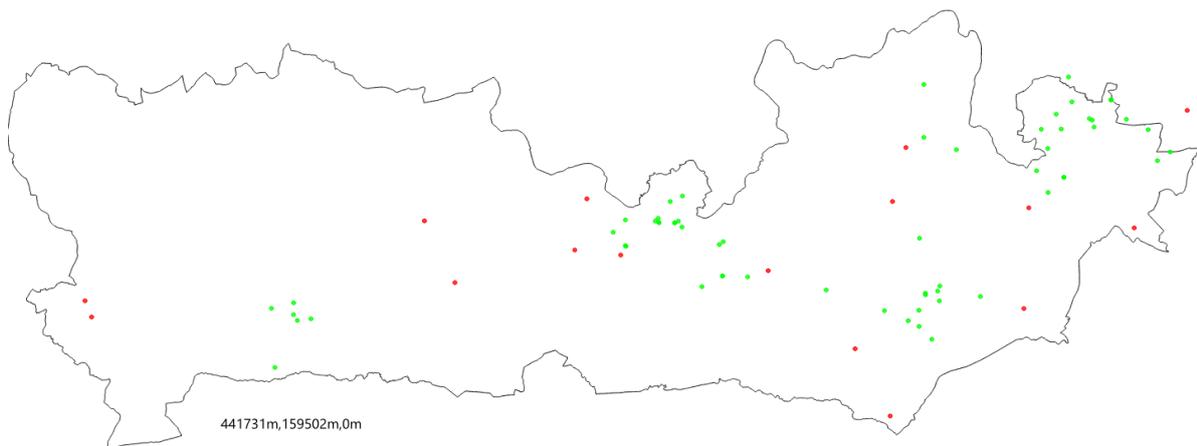
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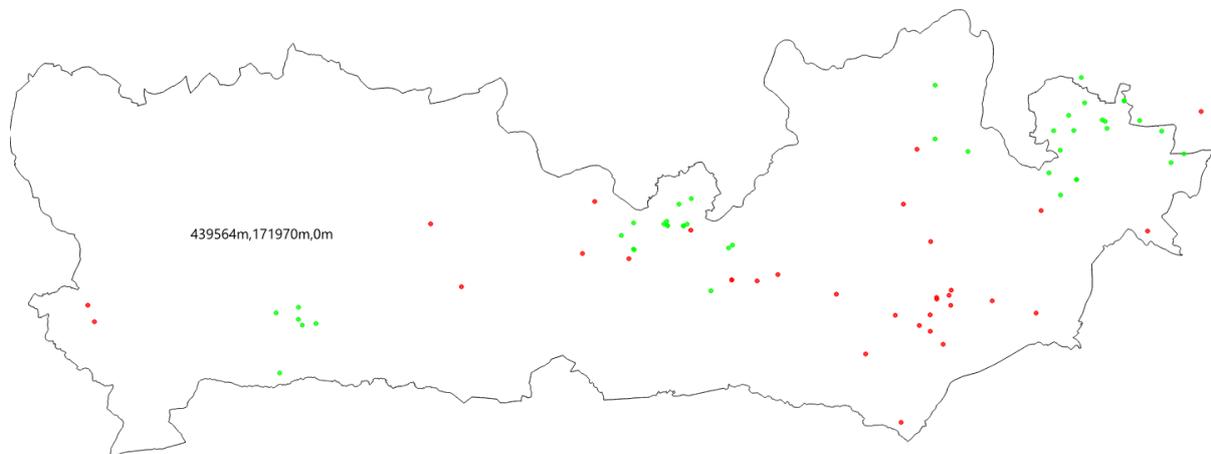
Planning Assumption	Scenario	(1) Model Base Performance against Response Standard	(2) Model Performance with Scenario	(3) Model Performance with Scenario minus On Call
(1) One incident that requires 10 fire appliances over a period of 48 hours	3/2/18 – 4/2/18	82.35%	41.18%	29.41%
	15/1/18 – 16/1/18	85.29%	34.09%	31.82%
(2) Two incidents that require 6 fire appliances to be involved simultaneously or within 48 hours of each other	25/3/18 - 26/3/18	94.74%	66.00%	66.00%
	31/10/18 - 1/11/18	85.37%	43.40%	37.74%
(3) One or more incidents with more than 4 fire appliances deployed continuously for up to 96 hours	10/4/18 – 13/4/18	86.7%	57.7%	57.7%
	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 wholtime 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 had occurred, our modelling evidences that we would have sustained our service provision. 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 but 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 spare 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. £4.96million of savings 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.

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.

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 minimised 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, it is proposed that:

- 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. A project be undertaken 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. 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.**

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ROYAL BERKSHIRE FIRE AUTHORITY



COMMITTEE	FIRE AUTHORITY
DATE OF MEETING	14 FEBRUARY 2020
SUBJECT	ROYAL BERKSHIRE FIRE AUTHORITY – PAY POLICY STATEMENT 2020/2021
LEAD OFFICER	BECCI JEFFERIES, HEAD OF HR AND LEARNING AND DEVELOPMENT
LEAD MEMBER	N/A
EXEMPT INFORMATION	NONE
ACTION	AGREE

1. EXECUTIVE SUMMARY

1.1 Section 38 (1) of the Localism Act 2011 requires Royal Berkshire Fire Authority to prepare and publish a Pay Policy Statement each financial year. This statement includes information on remuneration for all staff as defined by the Act.

2. RECOMMENDATION

That the Fire Authority:

2.1 **AGREE** the Pay Policy Statement for 2020/2021 for publication, subject to any further amendments considered appropriate.

3. REPORT

3.1 Sections 38 to 43 of the Localism Act 2011 require that relevant authorities in England prepare a Pay Policy Statement for each financial year. Pay Policy Statements must be approved by a meeting of the full Fire Authority and subsequently published.

3.2 A draft Pay Policy Statement for the Royal Berkshire Fire Authority (RBFA) for the forthcoming year (2020/2021) is drafted (Appendix A) taking into account guidance issued by the Department of Communities and Local Government Transparency Code 2014 and the Local Transparency Publishing Organisational Information guidance provided by the Local Government Association in 2015.

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- 3.3 The attached draft was presented to the Audit and Governance Committee on 27 January 2020 for consideration. The Committee made no recommendations for amendments to the contents and agreed to recommend to the full Fire Authority its approval.
- 3.4 Whilst it has not been necessary to amend the format of the Pay Policy Statement for 2020/21, a number of updates have been included and are detailed below.
- 3.5 Includes reference to the new Watch Based Station Managers and that they receive an allowance.
- 3.6 Reference the one-off payment to Flexible Duty Officers for transferring to a new rota arrangement.
- 3.7 Reference to the completion of the equal pay audit in 2019/20.
- 3.8 A consultation process is currently underway to move three individuals who were transferred to RBFRS under the Transfer of Undertakings (TUPE) Regulations 2006 (as amended by the 'Collective Redundancies and Transfer of Undertakings (Protection of Employment) (Amendment) Regulations of 2014) to RBFA terms and conditions. This process is not yet complete and therefore an update cannot be included in the Pay Policy Statement at this time.
- 3.9 On 18 December 2019 Fire and Rescue Services were advised of the interim order on remedy for the transitional protection pension claims and that the Home Office would be required to provide guidance on its implementation. This guidance is not yet available and therefore the pensions section of the statement cannot yet be updated to reflect any new arrangements.
- 3.10 Subject to any further amendment the Fire Authority may wish to make, officers recommend that the Fire Authority adopt the Pay Policy Statement for 2020/21 as set out in Appendix A

4. CONTRIBUTION TO STRATEGIC COMMITMENTS

- 4.1 Commitment 5 – We will ensure that Royal Berkshire Fire and Rescue Service provides good value for money.

5. FINANCIAL IMPLICATIONS

- 5.1 There are no direct financial implications arising from this report.

6. LEGAL IMPLICATIONS

- 6.1 This report is prepared to enable Royal Berkshire Fire Authority to meet its obligations under Sections 38 to 43 of the Localism Act 2011 and the Local

Transparency Code 2015 and in accordance with issued Government guidance.

- 6.2 The Pay Policy Statement must be approved by the full Fire Authority.

7. EQUALITY AND DIVERSITY IMPLICATIONS

- 7.1 There are no direct equality issues arising from this report.

8. RISK IMPLICATIONS

- 8.1 There are no significant risk management issues arising from this report.

9. CONSISTENCY WITH DUTY TO COLLABORATE

N/A

10. PRINCIPAL CONSULTATION

The following individuals have been consulted in preparation of this report.

- 10.1 Monitoring Officer
10.2 Head of Finance and Procurement
10.3 Chief Fire Officer

11. BACKGROUND PAPERS

- 11.1 Localism Act 2011
11.2 Openness and Accountability in Local Pay, Guidance under Section 40 of the Localism Act, February 2012, Department for Communities and Local Government.
11.3 Openness and Accountability in Local Pay, Guidance under Section 40 of the Localism Act, February 2013, Supplementary Guidance, Department for Communities and Local Government.
11.4 Hutton Review of Fair Pay in the Public Sector: Final Report, March 2011
11.5 Pay Policy and Practice in Local Authorities – A guide for Councillors, Local Government Association (January 2013) issued November 2013 to Local Authority Chairs
11.6 Local Government Transparency Code 2014 – Department for Communities and Local Government, October 2014.
11.7 Local Transparency Publishing Organisational Information - Local Government Association 30 November 2015

12. APPENDICES

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12.1 Royal Berkshire Fire Authority Pay Policy Statement 2020/2021

13. CONTACT DETAILS

13.1 Becci Jefferies
Head of Human Resources and Learning and Development
0118 9384670

ROYAL BERKSHIRE FIRE AUTHORITY

Pay Policy Statement 2020/21





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Introduction

This Pay Policy Statement reflects the Royal Berkshire Fire Authority's (RBFA) long standing Pay and Reward Strategy, which has been in place since its inception in 1998.

It has been formulated to discharge the RBFA's obligation to publish such a statement as required by Section 38 (1) of the Localism Act 2011. The purpose of this statement is to provide transparency with regard to RBFA's approach to setting the pay of its employees by identifying:

- The methods by which salaries of all employees are determined; and
- The detail and level of remuneration of its most senior staff as defined by the relevant legislation
- The detail and level of remuneration for the lowest level of post/employee
- The ratio of pay of the top earner and that of the median earner

RBFA seeks to balance the need to reward its staff sufficiently to attract, motivate and retain the talented individuals needed to deliver a first class fire and rescue service with the need to ensure that RBFA delivers its strategic commitment of providing good value for money.

This policy statement has been approved by RBFA. It will be subject to review annually and in accordance with new or proposed legislation to ensure that, it remains relevant and effective. Information supplied to inform the Pay Policy Statement will be based on figures available at the time of writing (31 October 2019).



Royal Berkshire Fire Authority Pay Policy Statement 2020/21

Accountability and Decision Making

The Fire Authority is responsible for decision making in relation to the recruitment, pay, terms and conditions and severance arrangements in relation to its' employees subject to the exercise of delegated powers. The Fire Authority has approved the pay ranges for any post in excess of £100,000 per year on appointment.

Responsibility and Scale

For 2019/2020, RBFA was directly responsible for a budget of £ 34,081,000 and the employment of circa 640 staff. The Fire Authority provides services to a total population of 905,800 residents.

The Fire Authority's pay strategy - How is pay determined?

The RBFA's overall approach to determining the pay of its employees is to participate in national collective bargaining for fire-fighters and fire control staff through the National Joint Council (NJC) for Local Authority Fire and Rescue Services; for non-operational support staff through the NJC for Local Government Services and for Directors through NJC for Brigade Managers of Fire and Rescue Services. These arrangements account for a total of 480 employees covered by NJC for Local Authority Fire and Rescue Services, 150 employees covered by NJC for Local Government Services and four covered by NJC for Brigade Managers of Fire and Rescue Services).

There are currently three individuals who have transferred to RBFRS under the Transfer of Undertakings (Protection of Employment) (TUPE) Regulations 2006 as amended by the "Collective Redundancies and Transfer of Undertakings (Protection of Employment) (Amendment) Regulations 2014 where salaries are not in line with our current pay rates. National collective bargaining arrangements are not applicable. A consultation process is currently taking place to move these individuals to RBFRS terms and conditions.

The pay scale rates for apprentices have been reviewed and remain well in excess of the National Minimum Wage for apprentices as at 1 April 2020.

The RBFA's long term approach to pay and reward has been to continue to support national pay bargaining as the most effective way to manage payroll costs and the

challenge of running a fire and rescue service in one of the highest cost-of-living areas outside London.

RBFA does not pay any location allowances related to the cost of living in Berkshire.

There are occasions where the job evaluation scheme and pay grading structure does not take into account market factors such as market pay rates for specialist and technical project roles, or fluctuating demand for skills in the marketplace. It is therefore sometimes necessary to pay a market supplement in addition to base salary in order to recruit and retain staff. To this end, a Market Supplement Policy has been published to ensure RBFA has a fair, transparent and controlled approach to pay.

At times we need ad hoc project work to be completed, which is funded via Framework arrangements or as a casual hourly or day rate as appropriate to the task, duration and local market rates.

The Fire Authority also operates an individual Merit Payment Scheme to reward specific exceptional performance by individual employees in any staff group.

The NJC for Local Authority Fire and Rescue Services

The NJC for Local Authority Fire and Rescue Services currently provides a nationally agreed competence based pay structure of six roles ranging from Firefighter to Area Manager and a parallel, with fewer levels, structure for Fire Control staff. For each role there is a Role Map and National Occupational Standards have been established.

Firefighters begin their careers as trainees for which there is a separate rate of pay. On satisfactory completion of initial training they move onto the development rate of pay and undertake a development and assessment pathway. When they have demonstrated competence against the National Occupational Standards they receive competent pay. A similar structure of development and competent pay rates exists for each role, and for roles from Watch Manager to Area Manager, there are two job sizes at each role level for competent staff, which are based on the scale of the duties and responsibilities of the post. Allocation of posts to roles and job sizes within roles is determined through locally agreed evaluation processes.

For staff on Local Authority Fire and Rescue Services conditions, the NJC for Local Authority Fire Services agreed a two percent increase in September 2019 to be effective from 1 July 2019.

Other elements of pay include:

- Allowance payments for work undertaken outside the role map
- Continuous Personal Development (CPD) payments

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- Locally agreed allowance for Area Managers undertaking a Head of Service role
- An operational allowance for being available to undertake 'Gold' level command
- Station Manager allowances paid to Watch Based Station Managers
- A flexible duty allowance paid to officers undertaking duties as part of the flexible duty rota
- A one off payment made in 2019/20 to Flexible Duty Officers in connection with a change to the operational rota.
- A one-off payment made to members of the Pension Board for attendance at each Pension Board meeting.

Full details of the NJC for Local Authority Fire and Rescue Services terms and conditions of service are set out in the Sixth Edition of the NJC Scheme of Conditions of Service and any subsequent updates, Local Agreements reached between the Fire Authority and the Fire Brigades Union and the Fire Authority's Policies.

The National Joint Council for Local Government Services National Agreement on Pay and Conditions of Service

The National Joint Council for Local Government Services National Agreement on Pay and Conditions of Service, sets the framework for the pay and conditions of service for the Fire Authority's non-operational support staff. This provides a national pay spine which was reviewed in April 2019 following the two year pay agreement reached in 2018 to address the impact on local government employers of the National Living Wage increases. RBFRS uses the pay ranges identified within the National pay scales, localised to reduce the number of spinal column points (SCP) within each grade and further extended to provide ten pay grades. Posts are allocated to a grade through a process of job evaluation using the HAY job evaluation methodology. Staff are appointed to a spinal column point (SCP) in the appropriate pay grade and progress subject to satisfactory performance confirmed through an annual appraisal (Performance and Development Review (PDR)) process to the top of their pay scale by annual increments on the first of April each year. Based on the outcome of PDRs, there are provisions for the acceleration or stopping of incremental progression. In order to avoid possible claims for age discrimination, there are no more than six SCPs in each grade range.

Senior Managers' Pay

Conditions of service for the Chief Fire Officer (CFO), Deputy Chief Fire Officer (DCFO) and Assistant Chief Fire Officer (ACFO) have been aligned with those set out in the National Joint Council for Brigade Managers of Fire and Rescue Services Constitution and Scheme of Conditions of Service. A decision by the CFO on 20

June 2016, aligned the pay award for the non-operational Director post (now the Director of Support Services (DSS)) to those set out in the National Joint Council for Brigade Managers of Fire and Rescue Services.

CFO, DCFO, ACFO and the DSS are each placed on a five point pay range set by the Fire Authority:

CFO	CO16	129,987	DCFO	CO11	104,540	ACFO	CO9	96,412	DSS	CO8	93,509
	CO17	134,269		CO12	108,109		CO10	99,171		CO9	96,412
	CO18	138,562		CO13	111,675		CO11	104,540		CO10	99,171
	CO19	143,513		CO14	115,243		CO12	108,109		CO11	104,540
	CO20	148,334		CO15	125,695		CO13	111,675		CO12	108,109

The Chairman and Vice-Chairman determine where on the agreed pay scale the CFO/Chief Executive is placed, based upon year-end performance appraisals. The RBFA have determined that the CFO, as Head of Paid Service determines where on the agreed pay scales the Directors are placed based upon year-end performance appraisals. A 2% increase on July 2018 rates came into effect on 1 July 2019, backdated to 1 January 2019.

In addition the CFO, DCFO and ACFO are entitled to a vehicle for use in connection with Fire Authority business. The contribution for this is currently £3,500 per annum, which, is in line with the contributions towards a lease car for other eligible staff.

The uniformed Director posts (CFO, DCFO and ACFO) also receive an additional allowance for providing out of hours operational incident command cover and services based on 10% of the mid-point of the Assistant Chief Fire Officer salary range, currently £10,454 per annum.

There are no other bonuses or additional payments currently made to the Directors. In the event a merit payment is made, details will be included in the annual report to the Management Committee.

Senior Managers' pay (i.e. Grade 7 to 10, Area Managers and Directors) accounts for 6.54% of the total pay bill (which includes all taxable earnings, including base salary, variable pay, allowances and lease car cash value).

Benefits Other Than Pay

Pensions

The RBFA offers membership of the Firefighters' Pension Scheme (2015) to newly appointed staff engaged in operational fire-fighting. Non-operational support staff and Control Staff are offered membership of the Local Government Pension Scheme (LGPS). Following the introduction of the 2015 Firefighters' Pension Scheme (2015 FPS) on 1 April 2015, and the transitional arrangements for members of the Firefighters Pension Scheme 1992 (FPS), the New Firefighters Pension Scheme 2006 (NFPS) and individuals in the Retained Modified Scheme 2006 which are all

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now closed to new entrants, the majority of the existing operational workforce are now members of the 2015 Firefighters Pension Scheme.

The respective contributions made by RBFA and employees who are members of these pension schemes, from 1 April 2019 are as follows (in all cases members are auto-enrolled into the appropriate pension scheme in accordance with legislation in relation to workplace pensions):

Scheme	Employer Contributions	Employee Contribution Bands
FPS (1992 Scheme)	37.3%	11% - 17%
NFPS (2006 Scheme)	27.4%	8.5% - 12.5%
2015 FPS (2015 Scheme)	28.8%	10.5% - 14.5%
LGPS	13.7*%	5.5% - 12.5%

* Employer contributions for members of the LGPS scheme are set at 15.2% of annual salary. RBFA utilises a monthly funding deficit for these members of £239,000 per annum which sets employer contribution rates to approximately 17.0%.

Note: The pension arrangements for staff transferred from the 1992 pension scheme to the 2015 pension scheme are subject to change following legal challenge. At the time of drafting this statement guidance from the Home Office on implementation was unavailable. The impacts of the new arrangements cannot therefore be specified.

Car provision

The RBFA offers a Car User Scheme to staff who are required have access to a vehicle to be used in connection with their official duties. A new Car User Scheme was adopted in October 2017 to ensure a fair and equitable process for determining the provisions for staff across the service. The scheme is in two parts: Lease cars are available for essential car users. The annual allowance is as follows:

£3,500 per year for Flexible Duty Officer users.

£2,000 per annum for non-flexible Duty Officer users.

A car allowance of up to £1,239 per annum is payable to those using their own car. This cost effective scheme also meets the requirements of the management of road risk across the organisation. The Fire Authority also maintains a pool of provided vehicles for use mainly by Uniformed Officers working on the Flexible Duty Rota and other members of staff requiring access to a vehicle as part of their role.

Cycle to Work Scheme

RBFA participates in the national “Cycle to Work” scheme through which its employees hire bicycles to use for travelling to and from work.

Subscriptions

Individuals required by RBFA to be members of professional bodies in relation to their duties are reimbursed subscription fees.

Uniform

The RBFA provides uniform clothing for its operational firefighting and Control Room staff and some Green Book staff engaged in public facing activities such as prevention work, Fire Safety Inspecting Officers and HQ reception staff. A number of other staff are provided with work wear as required for the purpose of their role. In addition, the operational firefighting staff are issued with and required to wear Personal Protective Equipment when undertaking operational duties.

Employee Assistance Programme

The RBFA provides an employee assistance programme for all its staff.

Occupational Health Support

The RBFA provides an Occupational Health Service to all its staff which seeks to keep them fit and well to undertake their duties and to ensure their speedy and safe return to work when they are injured or sick.

Private Medical Treatment

Where appropriate and cost effective, the RBFA may pay for physiotherapy, private medical assessment and/or treatment for its staff in order to secure their more rapid return to work following injury or sickness. RBFA also provides the opportunity for staff to access the Benenden employee healthcare scheme at no direct cost to employees other than tax due on the benefit. This was at a cost of £10.25 per employee per month, increasing to £11.50 with effect from 1 March 2020, for those who choose to opt into the scheme. As at 31 October 2019, there were 438 members of the scheme.

Outplacement Support

In the rare event of employment being terminated on the grounds of redundancy, RBFA may provide appropriate outplacement support to the employee(s) concerned in order to assist them to find alternative employment elsewhere.

Highest and Lowest Paid Employees

The Chief Fire Officer is the RBFA’s highest paid employee. The policy regarding his remuneration is set out in RBFA’s Senior Managers Pay section.

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The Chief Fire Officer is selected by an RBFA Members' Appointment Panel following a comprehensive selection process.

Remuneration packages (as at 31 October 2019):

	Basic Salary and pensionable allowance (per annum)	Total remuneration (including pension contributions and car provision)
CFO	£158,788.00	£208,018.94
Lowest paid employee (excluding Apprentices)	£21,666	£24,764.22
Competent Firefighter	£31,144	£37,902.25(1992 scheme) £34,850.14 (2006 scheme) £35,597.59 (2015 scheme)

From April 2020, the compulsory government National Living Wage for workers over 25 years of age is £8.72 per hour. Please note the National Living Wage is distinct from the Living Wage, which is the level of pay recommended by the Living Wage Foundation, an independent campaign group. In assessing this requirement on current pay arrangements in RBFA it is noted that the lowest paid post to which an employee would be recruited would attract an hourly rate of £10.97 (excluding apprentices on apprenticeship rates of pay).

Given that staff pay and benefits dominate the RBFA budget, the current and anticipated future reductions in RBFA's financial resources mean that these costs are and will continue to be under close scrutiny.

RBFRS has in some cases found it difficult recruit suitable professionally qualified staff through normal channels and in some areas the use of interim agency staff or contractors working outside of IR35 legislation, is in place.

Reviews will be required to ensure appropriate remuneration is in place to attract and retain staff as structures within the Service are examined. Consideration of the total reward available to respond to changing organisational pressures and the linkages between pay and performance and redesigned structures will continue to be explored through organisational change programmes to ensure staff are attracted to, and retained by RBFA. In accordance with our Equality Policy, pay is monitored and reviewed. An equal pay audit was completed during 2019/20. The next equal pay audit will be undertaken in March 2022. RBFA has also published its Gender Pay

Gap report in line with legislation, which can be viewed on the Services' website and also at gov.uk.

Pay Multiples

The relationship between the rate of pay for the median full time equivalent earnings and the highest paid employee excluding pension, can be described as the pay multiple.

The multiple between the median full time equivalent earnings and the Chief Fire Officer is 1:4.56. A fixed 2% pay increase across all employees results in a larger monetary increase for CFO in comparison to the median full time equivalent earnings this has resulted in a slightly increased multiple when compared to the previous year (1:4.31).

Payments on Termination of Employment

Compensation Policy

The RBFA currently exercises its discretions under the Local Government (Early Termination of Employment), (Discretionary Compensation) Regulations 2006 to enhance statutory redundancy payments by paying one and a half times the Statutory Redundancy Pay Table and waiving the statutory maximum week's pay for calculation of redundancy payments. These discretions only apply to staff who are offered membership of the LGPS, that is Fire Control Staff and non-operational support staff.

Uniformed operational staff at all levels are not currently covered by the Local Government (Early Termination of Employment) (Discretionary Compensation) Regulations 2006 and in the event of redundancy, their compensation is limited to statutory redundancy pay.

Pensions Policy

The RBFA has adopted a policy of considering the re-engagement of its retired operational staff subject to certain conditions. In the event that re-engagement of a retiree takes place, their pension payments will be abated (up to 100%) to ensure that they do not earn more in retirement than they did immediately prior to their retirement. Refer to the Pensions and Retirement Planning Policy.

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Publication of Pay Statement

Upon approval of the full Fire Authority, this statement will be published on RBFA's web site. In addition RBFA publishes the following details for Directors for the two most recent years in its Annual Statement of Accounts:-

- Salary including fees and allowances
- Any sums payable by way of expenses allowance that are chargeable to UK income tax (Benefits in Kind/Car Allowance)
- Total Remuneration excluding pensions
- Employer Pension Contributions
- Total Remuneration including pensions
- Any compensation for loss of employment and any other payments connected with termination

In addition, RBFA publishes the numbers of employees in bandings of £5,000 starting at £50,000.

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ROYAL BERKSHIRE FIRE AUTHORITY



COMMITTEE	FIRE AUTHORITY
DATE OF MEETING	14 FEBRUARY 2020
SUBJECT	APPOINTMENT TO PENSION BOARD
LEAD OFFICER	BECCI JEFFERIES, HEAD OF HR AND LEARNING AND DEVELOPMENT
LEAD MEMBER	N/A
EXEMPT INFORMATION	NONE
ACTION	AGREE

1. EXECUTIVE SUMMARY

- 1.1 The local pension board is set up under the auspices of The Public Service Pensions Act 2013 and consists of two employer representatives and two member representatives.
- 1.2 The Fire Authority is required to approve the appointment of the employer representative on the pension board.

2. RECOMMENDATION

The Fire Authority:

- 2.1 **AGREE** the appointment of Mark Arkwell to the Pension Board as an employer representative.

3. REPORT

- 3.1 The Local Pension Board is set up under the auspices of The Public Service Pensions Act 2013.
- 3.2 The Board exists to assist the Fire Authority in its role as Scheme Manager for the various Firefighter pension schemes.
- 3.3 The Board consists of four members: two employer representatives and two member representatives. One of the employer representatives, Doug

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Buchanan, has stepped down and it is therefore proposed that Mark Arkwell replace him on the Board, subject to Fire Authority approval.

- 3.4 Lucy Greenway remains in the other employer representative role. Although occupying an HR Adviser role, work within the HR department is governed to ensure she is not involved in any pension matters that might be subject to scrutiny by the Pension Board. Mark will not make decisions in relation to pension matters during the course of his work, therefore no conflicts of interest arise from this appointment.
- 3.5 Lincoln Ball and Steve Collins are the scheme member representatives on the Pension Board. Both are Fire Brigades Union representatives and their positions are not subject to Fire Authority appointment. Lincoln also occupies the position as Chair of the Pension Board.

4. CONTRIBUTION TO STRATEGIC COMMITMENTS

- 4.1 Commitment 5 – We will ensure that Royal Berkshire Fire and Rescue Service provides good value for money.

5. FINANCIAL IMPLICATIONS

- 5.1 Members of the Pension Board are paid an allowance for each meeting in accordance with the terms of reference for the Board. The Board will meet a minimum of twice a year although additional meetings may be called where determined necessary. A small budget is allocated to support training of board members.

6. LEGAL IMPLICATIONS

- 6.1 The establishment of the local Pension Board complies with legislative requirements of the Public Services Pension Act 2013 and assists the scheme manager to:
- secure compliance with the scheme regulations and other legislation relating to governance and administration of the scheme, and any connected scheme;
 - secure compliance with any requirements imposed by the Pensions Regulator, and
 - in relation to any other matter specified in scheme regulations.

7. EQUALITY AND DIVERSITY IMPLICATIONS

- 7.1 There are no equality and diversity implications arising from this report.

8. RISK IMPLICATIONS

- 8.1 There are no direct risks arising from this report. The appointment of individuals to the Pension Board assists the Fire Authority as Scheme Manager manage risks associated with the firefighter pension schemes and comply with legislation as indicated in 6.1 above.

9. CONSISTENCY WITH DUTY TO COLLABORATE

- 9.1 Royal Berkshire Fire and Rescue Service continue to work with Buckinghamshire and Milton Keynes Fire and Rescue Service (BMKFRS) on pension related matters where appropriate.
- 9.2 The procurement of the Pension Administrator was undertaken in conjunction with BMKFRS as was the approach to pension discretions considered by the Fire Authority. The combination of these actions may provide for the opportunity to share pension board arrangements in due course. This matter is kept under review and will be subject to the approval of the Fire Authority if it is to be pursued.

10. PRINCIPAL CONSULTATION

- 10.1 The Chief Fire Officer has noted the content of the report.
- 10.3 The Monitoring Officer has been consulted on the contents of the report.
- 10.4 The Chief Finance Officer has noted the content of the report.

11. BACKGROUND PAPERS

- 11.1 Payment to Pension Board Members – report to Fire Authority 29 April 2019
- 11.2 Pension Board update – annual report to Audit and Governance Committee 11 March 2019
- 11.3 Appointment to Pension Board – report to Fire Authority 28 June 2018
- 11.4 Establishment of the Pension Board – report to the Fire Authority 23 February 2015

12. APPENDICES

- 12.1 None.

13. CONTACT DETAILS

- 13.1 Becci Jefferies
Head of HR and Learning and Development
0118 9384670/ 0777 6225975

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ITEM	DECISION BODY	NEXT REPORTING DATE	REPORTING FREQUENCY	RECOMMENDED ACTION	LEAD OFFICER	LEAD MEMBER	PART I / II
Internal Audit Report and Audit Plan	A&GC	26.03.20	quarterly	Note	HF&P	N/A	Part I
External Audit Report	A&GC	26.03.20	quarterly	Note	HF&P	N/A	Part I
Annual Report on Members Development	A&GC	26.03.20	Annual	Note and Recommend	HCS	Cllr Pauline Helliar-Symons	Part I
Constitution Update	A&GC	26.03.20	Ad-hoc	Agree	HCS	N/A	Part I
Contract and Financial Regulations Update	A&GC	26.03.20	Ad-hoc	Agree	HF&P	N/A	Part I
Annual Report on Governance / Members attendance and allowances	A&GC	26.03.20	Annual	Note and Recommend	HCS	Cllr Tina McKenzie-Boyle	Part I
Emergency Services Mobile Communications Programme	A&GC	26.03.20	Annual	Note	HBIS	N/A	Part I
Annual Plan 2020/21	A&GC	26.03.20	Annual	Note and Recommend	HCS	N/A	Part I
Quarter 3 Performance Report	A&GC	26.03.20	Quarterly	Note	HCS	N/A	Part I
FRIC Presentation	Fire Authority	29.04.20	Ad-hoc	Note	HF&P	N/A	Part I
Annual Plan 2020/21	Fire Authority	29.04.20	Annual	Agree	HCS	N/A	Part I
Statement of Assurance	Fire Authority	29.04.20	Annual	Agree	HCS	Cllr Colin Dudley & Cllr Tina McKenzie-Boyle	Part I
Corporate Calendar 2020/21	Fire Authority	29.04.20	Annual	Agree	HCS	N/A	Part I
LGA Guide - Leading the Fire Sector: Oversight of Performance - Presentation	Fire Authority	29.04.20	Ad-Hoc	Note	HCS	N/A	Part I
Lead Members Annual Reports	Fire Authority	29.04.20	Annual	Note	Lead Officers	Lead Members	Part I
TVFCS Joint Committee Annual Report 2019/20	Fire Authority	29.04.20	Annual	Note	ACFO	Cllr David Cannon	Part I
Constitution Update	Fire Authority	29.04.20	Ad-hoc	Agree	HCS	N/A	Part I
Contract and Financial Regulations Update	Fire Authority	29.04.20	Ad-hoc	Agree	HF&P	N/A	Part I
Member Champions Annual Reports	Fire Authority	29.04.20	Annual	Note	Lead Officers	Member Champions	Part I
Capital Projects Update	Fire Authority	29.04.20	Ad-hoc	Agree	HCP&E	Cllr Ross	Part II
Appointment of Chairman / Vice-Chairman 2020/21	Fire Authority	25.06.20	Annual	Appoint	MO	N/A	Part I
Appointment of Committees, Lead Members and Member Champions and Outside Bodies 2020/21	Fire Authority	25.06.20	Annual	Appoint	MO	N/A	Part I
Wargave Fire Station	Fire Authority	25.06.20	Ad-hoc	Agree	DSS	IRMP Lead	Part I
Annual Report on Governance - to include Member attendance, allowances and expenses	Fire Authority	25.06.20	Annual	Note	HCS	A&GC Chairman	Part I

ITEM	DECISION BODY	NEXT REPORTING DATE	REPORTING FREQUENCY	RECOMMENDED ACTION	LEAD OFFICER	LEAD MEMBER	PART I / II
Capital Project Update	Fire Authority	25.06.20	Ad-hoc	Note	HCP&E	Lead Strategic Assets Member	Part II
Annual Outturn	Management Committee	21.07.20	Annual	Note	HF&P	Budget Lead	Part I
Appliance Availability Q4	Management Committee	21.07.20	Quarterly	Note	DCFO	N/A	Part I
Annual Governance Statement	A&GC	30.07.20	Annual	Agree	HCS	A&GC Chairman	Part I
Pension Board Annual update	A&GC	30.07.20	bi annual	Note	Pension Board Chair	N/A	Part I
Internal Audit report	A&GC	30.07.20	Quarterly	Note	HF&P	N/A	Part I
External Audit Report	A&GC	30.07.20	Annual	Note	HF&P	N/A	Part I
Q4 Performance Report	A&GC	30.07.20	Quarterly	Note	HCS	N/A	Part I
RBFRS Annual Report 19/20	A&GC	30.07.20	Annual	Note	HCS	N/A	Part I
Emergency Services Mobile Communications Programme	A&GC	30.07.20	Quarterly	Note	DCFO	N/A	Part I

**Categories of “Exempt Information”
under Schedule 12A of the Local Government Act 1972**

	Category
	[For each of nos 1 - 7, see <u>Qualification 1</u> below]
1	Information relating to any individual
2	Information which is likely to reveal the identity of an individual.
3	Information relating to the financial or business affairs of any particular person (including the authority holding that information). [see <u>Qualification 2</u> below]
4	Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
5	Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6	Information which reveals that the authority purposes: (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment.
7	Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

Qualifications:

- (1) Information falling within paragraph 3 is not exempt information by virtue of that paragraph if it is required to be registered under -
 - (a) the Companies Act 1985;
 - (b) the Friendly Societies Act 1974;
 - (c) the Friendly Societies Act 1992;
 - (d) the Industrial and Provident Societies Acts 1965 to 1978;
 - (e) the Building Societies Act 1986; or
 - (f) the Charities Act 1993.
- (2) Information is not exempt information if it relates to proposed development for which the local planning authority may grant itself planning permission pursuant to regulation 3 of the Town and Country Planning General Regulations 1992.
- (3) Information which -
 - (a) falls within any of paragraphs 1 to 7 above; and
 - (b) is not prevented from being exempt by virtue of the two preceding paragraphs
 is exempt information if and so long, as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest

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in disclosing the information.

Interpretation:

- (4) "*Employee*" means a person employed under a contract of service;
- (5) "*Financial or business affairs*" includes contemplated, as well as past or current, activities;
- (6) "*Labour relations matter*" means -
 - (a) any of the matters specified in paragraphs (a) to (g) of section 218(1) of the Trade Union and Labour Relations (Consolidation) Act 1992[10] (matters which may be the subject of a trade dispute, within the meaning of that Act);
or
 - (b) any dispute about a matter falling within paragraph (a) above;and for the purposes of this definition the enactments mentioned in paragraph (a) above, with the necessary modifications, shall apply in relation to office-holders under the authority as they apply in relation to employees of the authority;
- (7) "*Office-holder*", in relation to the authority, means the holder of any paid office appointments to which are or may be made or confirmed by the authority or by any joint board on which the authority is represented or by any person who holds any such office or is an employee of the authority;
- (8) "*Registered*" in relation to information required to be registered under the Building Societies Act 1986, means recorded in the public file of any building society (within the meaning of that Act).

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