Property Asset Management Strategy

2026 – 2031

Document Control

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Foreword

As the Royal Berkshire Fire and Rescue Service Chief Fire Officer, I am pleased to introduce this Property Asset Management Strategy (PAMS).

Our property portfolio is a vital resource, providing the operational base from which we protect communities, respond to emergencies, support prevention and protection work, and deliver essential services. Effective stewardship is therefore central to a resilient, efficient and sustainable service. This PAMS sets out how we will manage, maintain, invest in and develop our property assets. It balances operational needs, financial pressures, compliance, environmental responsibilities, equality, diversity and inclusion, accessibility, community expectations and workforce wellbeing, ensuring our estate remains fit for purpose, delivers value for money and supports safe, dignified and inclusive environments.

A key focus is alignment with our Community Risk Management Plan (CRMP), which identifies community risks and how the Service will use its resources to reduce and respond to them. The location, condition, capability and resilience of our buildings directly affect prevention, protection and response services, so estate planning and investment will be informed by CRMP priorities and current and future risk profiles.

As public service challenges evolve, this PAMS provides a framework for informed decisions, helping us prioritise investment, optimise our estate, reduce unnecessary costs, and support sustainability and carbon reduction. It also reflects our commitment to responsible asset management, ensuring our buildings are safe, compliant, accessible, inclusive and able to meet current and future operational demands. Through continuous review and improvement, we will maintain a resilient, adaptable estate aligned with Service priorities, workforce needs and community needs.

I thank everyone who contributed to this PAMS. Their expertise has shaped a clear vision for our property assets, and its implementation will support excellent services to our communities and provide a strong foundation for the future.

Chief Fire Officer Mark Arkwell, July 2026

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1. Executive Summary

The Royal Berkshire Fire and Rescue Service (RBFRS) Property Asset Management Strategy (PAMS) establishes the long-term framework through which the Service will plan, invest in, maintain and optimise its estate to support operational delivery, organisational resilience and public value over the period 2026–2031.

The RBFRS estate is a critical operational enabler underpinning prevention, protection, response and resilience activities across Berkshire. Fire stations, training facilities, headquarters, operational support buildings and associated infrastructure are essential to maintaining emergency preparedness and supporting the safety of firefighters, staff and the communities the Service serves. Property assets must therefore be managed strategically to ensure they remain safe, compliant, resilient, fit for purpose and capable of adapting to operational needs over the 2026–2031 period.

This Strategy aligns property asset management activity with the RBFRS Community Risk Management Plan (CRMP), the Strategic Asset Investment Framework (SAIF), Medium-Term Financial Plan (MTFP), Sustainability Strategy and wider national expectations relating to public estate management, resilience and value for money. It establishes a clear transition from a predominantly maintenance-led approach to one focused on strategic asset stewardship, lifecycle optimisation, estate transformation and operational enablement.

At the heart of this Strategy is the principle of Operational Readiness First. Property decisions will be driven foremost by the operational needs of the Service, ensuring that estate assets support emergency response capability, service continuity and community safety. Investment, maintenance and estate interventions will therefore be prioritised according to operational criticality, resilience requirements, community risk and long-term value.

Learning and Development Centre, Whitley Wood – completed April 2025

RBFRS manages a diverse estate comprising fire stations, headquarters, a training centre and supporting operational facilities across Berkshire. Much of the portfolio reflects different generations of construction, operational design and investment need, creating varying levels of lifecycle liability, building condition and future suitability challenges. The Strategy recognises that estate requirements will continue to evolve during 2026–2031 in response to changes in operational risk, workforce expectations, contaminant management requirements, dignity at work standards, equality, diversity and inclusion, accessibility, technology, sustainability obligations and the evolving CRMP. Estate planning must therefore remain adaptable, evidence-based and aligned to future service requirements.

The Strategy introduces a more structured and mature property asset management model based upon whole-life asset management principles and informed by the Institute of Asset Management (IAM) 10-box capabilities framework. This approach recognises that successful property asset management requires integrated leadership, governance, risk management, information, lifecycle planning, performance monitoring and continual improvement. RBFRS will continue to strengthen its Intelligent Client capability to ensure that the Service remains an informed commissioner of property and facilities services, maintaining clear oversight of risk, compliance, performance and investment outcomes.

A key feature of the Strategy is the strengthening of evidence-based investment and lifecycle planning. Property investment will be aligned to the Strategic Asset Investment Framework (SAIF), which provides the Service's primary mechanism for prioritising investment across estates and supporting infrastructure. Lifecycle planning, condition assessment, suitability evidence, operational risk and affordability will collectively inform decisions relating to maintenance, refurbishment, redevelopment and estate modernisation. This will help reduce backlog maintenance liabilities, improve estate resilience and maximise long-term value from property assets.

The Strategy also establishes a stronger focus on estate optimisation and right-sizing, ensuring that RBFRS maintains the right assets, in the right places, configured appropriately to support operational delivery and organisational needs over 2026–2031. This includes consideration of operational geography, utilisation, redevelopment opportunities, workplace functionality, accessibility, equality, diversity and inclusion, collaboration, One Public Estate (OPE) opportunities and partner occupancy where these improve resilience, effectiveness or value for money. Estate decisions will balance operational need, affordability, workforce wellbeing, dignity, accessibility, resilience and long-term sustainability.

Recognising the increasing importance of environmental resilience, the Strategy explains how property asset management supports sustainability and climate resilience, rather than duplicating wider sustainability policy. Estate decarbonisation will be delivered primarily through the Heat Decarbonisation Plan and aligned to lifecycle investment cycles and the SAIF. Property decisions will increasingly consider whole-life carbon, retrofit-first approaches, resilience to flooding and overheating, infrastructure resilience and avoidance of stranded assets, while ensuring operational continuity remains paramount.

Facilities Management (FM) remains an important enabling function within the Strategy but is positioned appropriately as the operational delivery mechanism through which estate performance, compliance and building functionality are maintained. FM activity will operate within the wider governance, assurance and Intelligent Client arrangements established through this PAMS, ensuring that day-to-day operational delivery supports longer-term asset stewardship and estate outcomes.

Successful delivery of this Strategy will depend upon maintaining sufficient organisational capability, workforce capacity, financial planning and asset intelligence. Over the 2026–

2031 life of the Strategy, RBFRS will continue to strengthen property and facilities management capability, improve asset data and maturity, and refine investment planning and forecasting as operational requirements evolve. Delivery will be supported through structured governance, performance monitoring, assurance arrangements and periodic maturity assessment to ensure that estate decisions remain transparent, evidence-based and aligned to Service priorities.

Ultimately, this Strategy establishes a clear direction for the stewardship of the RBFRS estate during 2026–2031. It provides the framework through which property assets will continue to support safe and effective emergency response, workforce wellbeing, equality, diversity and inclusion, accessibility, dignity, operational resilience and long-term organisational sustainability, ensuring that the estate remains fit for current and emerging service needs throughout the strategy period while delivering value for the communities of Berkshire.

Theale Fire Station

2. Strategic Context

The Royal Berkshire Fire and Rescue Service (RBFRS) Property Asset Management Strategy (PAMS) is developed within a dynamic operational, financial and regulatory environment that requires the estate to support safe, resilient, sustainable and efficient service delivery. The Strategy aligns property asset management activities with the organisational priorities established within the RBFRS Community Risk Management Plan (CRMP), the Strategic Asset Investment Framework (SAIF), national fire and rescue policy, and wider government property and sustainability objectives. **Figure 1** shows where the PAMS sits within the wider strategic framework.

The RBFRS estate is a critical operational asset portfolio that underpins prevention, protection, response and resilience activities across Berkshire. Fire stations, training facilities, operational support buildings and associated infrastructure must therefore be managed through a long-term strategic asset management approach that balances operational readiness, firefighter safety, financial sustainability, statutory compliance and environmental performance.

The Service recognises that property assets are not solely operational facilities, but strategic enablers of organisational effectiveness, workforce wellbeing, equality, diversity and inclusion, community resilience and public value. This Strategy therefore establishes the framework through which the estate will be planned, maintained, invested in and transformed to meet both current and future operational requirements.

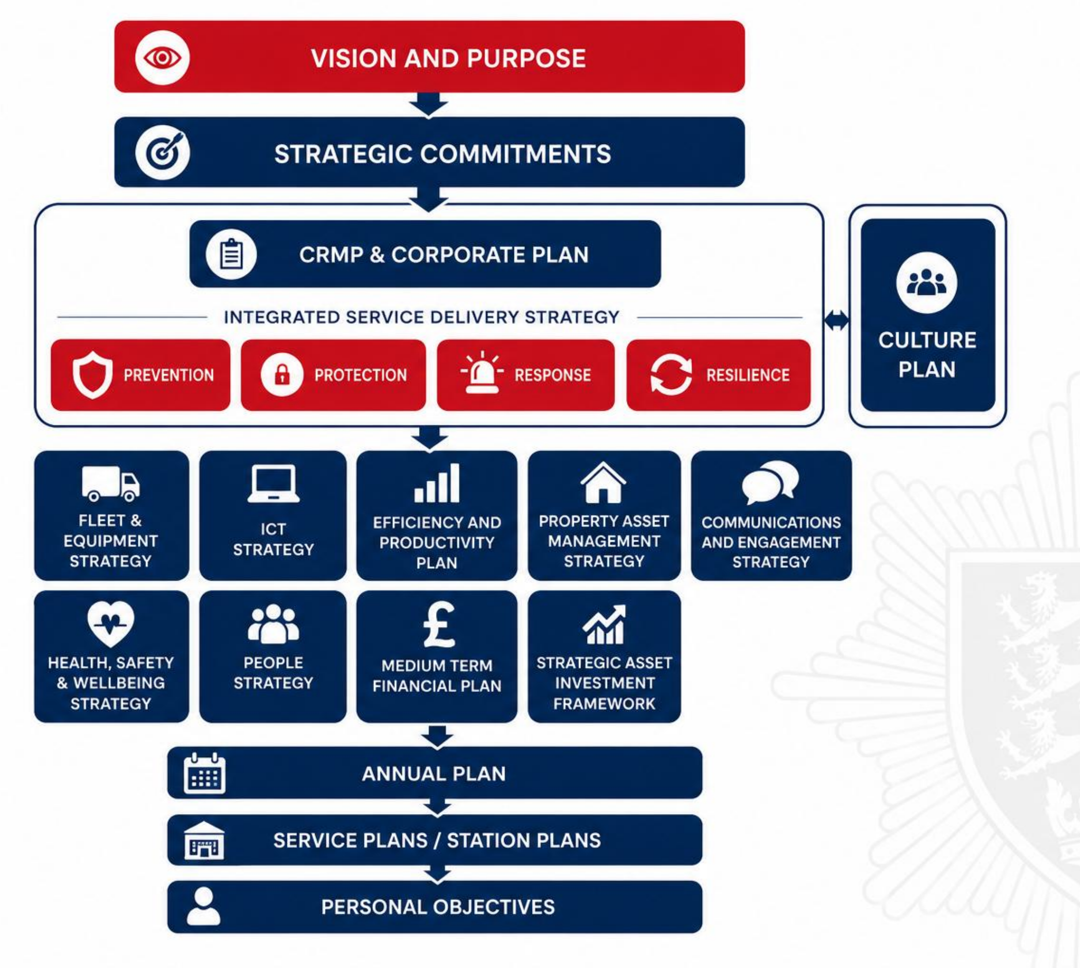

***Figure 1**. RBFRS Strategic Framework*

2.1. Organisational Drivers

Community Risk Management Plan (CRMP)

The RBFRS CRMP establishes the Service’s strategic priorities and identifies the principal community risks that influence operational response, prevention and protection activities. The PAMS supports delivery of the CRMP by ensuring that the estate is configured, maintained and invested in to provide resilient operational capability across Berkshire.

The estate must support:

- effective emergency response coverage;

- prevention and protection activity within communities;
- operational training and preparedness;
- business continuity and resilience arrangements;
- collaboration with partner agencies and local authorities;
- workforce wellbeing, equality, diversity and inclusion, accessibility and retention.

Changes in community risk, population distribution, operational demand and response requirements may necessitate future changes to estate configuration, operational support infrastructure and asset investment priorities.

National Framework and Fire Sector Expectations

The Fire and Rescue National Framework places responsibilities upon fire and rescue authorities to ensure that resources, infrastructure and operational arrangements support the efficient and effective delivery of statutory duties. This includes maintaining safe and resilient operational facilities, ensuring business continuity and demonstrating value for money.

The PAMS supports these requirements through:

- risk-based asset management;
- lifecycle investment planning;
- compliance assurance;
- resilience planning;
- effective governance and performance management.

Response Standards and Operational Preparedness

Operational response standards and service availability requirements directly influence the location, capability, resilience and operational suitability of the RBFRS estate. Fire stations and operational support facilities must remain fit for purpose, appropriately located and capable of supporting modern operational requirements, including changing appliance technology, specialist response capability and evolving workforce arrangements.

Property investment decisions will therefore prioritise:

- operational resilience;
- service continuity;
- critical asset availability;
- operational functionality;
- minimisation of operational downtime.

Firefighter Safety and Workforce Wellbeing

The safety, health and wellbeing of operational and non-operational personnel are fundamental organisational priorities. Estate assets must therefore provide safe systems of work, compliant operational environments and workplaces that support physical and psychological wellbeing.

This includes:

- compliance with statutory building safety obligations;
- management of operational and environmental risks;
- creating and sustaining inclusive, accessible and dignified environments for all users;
- removing barriers to participation and supporting different workforce and community needs where operationally practicable;

- support for welfare, dignity, accessibility and wellbeing facilities;

Learning and Development Centre

- improving workplace quality and user experience.
- linking estate-related health, safety and wellbeing matters to the Service's Health, Safety and Wellbeing Committee where risks, trends, incidents or improvement actions require organisational oversight.

Climate Resilience

Climate change presents increasing operational and infrastructure risks, including flooding, overheating, severe weather events and changing community risk profiles. The RBFRS estate must therefore remain resilient to climate-related disruption while continuing to support operational response capability and business continuity.

The detailed approach through which property asset management supports sustainability, decarbonisation and climate resilience is set out in **Section 10 – Sustainability and Climate Resilience**.

Financial Pressures and Affordability

The Service operates within a constrained public-sector financial environment, requiring property assets to demonstrate value for money, operational effectiveness and affordability across their whole lifecycle.

The PAMS therefore adopts:

- whole-life cost principles;
- prioritised capital investment planning;
- lifecycle asset management;
- backlog maintenance reduction planning;
- evidence-based investment prioritisation;
- estate rationalisation and utilisation review where appropriate.

2.2. Central Governmental Drivers

In order to future proof it, and ensure it is contextually relevant, the PAMS aligns with the principles and objectives established within the Government Property Strategy and associated Strategic Asset Management Plan (SAMP) guidance.

Transforming Places and Services

RBFRS property assets contribute to the delivery of effective public services through the provision of resilient operational infrastructure, community-facing facilities and collaboration opportunities with public-sector partners.

The PAMS supports this mission through:

- modernisation of operational facilities;
- improved workplace functionality;
- enhanced user experience;
- collaborative estate opportunities;
- technology-enabled service delivery.

Smaller, Better, Greener

The PAMS supports the principle of maintaining a smaller, more efficient, sustainable and better-performing estate through:

- estate optimisation and right-sizing;
- improved space utilisation;
- reduction of backlog maintenance liabilities;
- lifecycle asset investment;
- energy efficiency improvements;
- decarbonisation and sustainability programmes;
- disposal or repurposing of underutilised assets where appropriate.

Excellence and Insight

The PAMS supports continuous improvement and professional maturity through:

- evidence-based asset management;
- improved asset data and intelligence;
- performance measurement and benchmarking;
- governance and assurance frameworks;
- investment prioritisation models;
- workforce capability development;
- integration of digital estate management systems.

2.3. External Drivers

Decarbonisation and Sustainability

As indicated earlier, climate change presents increasing operational and infrastructure risks, and the detailed approach through which property asset management supports sustainability, decarbonisation and climate resilience is set out in **Section 10 – Sustainability and Climate Resilience.**

Collaboration and Public Estate Reform

Public-sector collaboration initiatives, including opportunities aligned with OPE principles, are expanded on in **Section 9.2** and create opportunities for:

- shared facilities;
- co-location;
- integrated operational support;
- improved community access;
- greater efficiency and value from public assets.

Hybrid Working and Workplace Change

Changes in working practices, digital technology and workforce expectations continue to influence workplace requirements across public-sector estates. The PAMS must therefore support flexible, adaptable and efficient workplaces while recognising the operationally critical nature of frontline fire and rescue facilities.

Emergency Preparedness and National Resilience

National resilience planning, business continuity requirements and emergency preparedness expectations place increased emphasis upon resilient infrastructure, continuity arrangements and secure operational capability.

The estate must therefore support:

- operational continuity during disruptive events;
- resilient utilities and ICT systems;
- emergency coordination capability;
- contingency and fallback arrangements.

Demographic and Community Risk Change

Population growth, urban development, changing demographics and evolving community risk profiles may alter future operational demand and place additional pressure upon operational facilities and estate infrastructure.

The population in Berkshire has grown by over 23% since 2002, making it a faster-growing region than many other parts of England.

Key Population Figures (2024 Estimates)

Total Population: ~992,000

Average Age: 39 years

Population Density: 785 people per km^2

Local Authority Breakdown

Berkshire is currently divided into six unitary authority areas. While 2024 data for the entire county is often aggregated, the recent estimates for the specific areas are below:

Unitary Area	**Population Estimate**
West Berkshire:	~165,112 (Mid-2024 estimate)
Reading:	~160,000+ (Based on 2021 Census, growing)
Slough:	~167,000+ (Based on 2024 estimates for East Berks)
Wokingham:	~177,500 (Based on 2021 Census, growing)
Bracknell Forest:	~130,000 (Based on 2024 estimates for East Berks)
Windsor and Maidenhead:	~158,000+ (Based on 2024 estimates for East Berks)

The population is heavily concentrated in the east near London (Slough, Reading, Bracknell), while the west is more rural.

Whilst also recognising that the current CRMP will be reset in 2027, the PAMS therefore adopts a forward-looking approach to:

- operational coverage;
- estate suitability;
- future capacity requirements;
- investment planning.

Property Market Conditions

Construction inflation, supply-chain pressures, energy costs and volatility within the property market continue to influence estate investment affordability, procurement activity and lifecycle planning assumptions.

These factors require:

- robust investment prioritisation;
- proactive lifecycle management;
- long-term capital planning;
- risk-based decision-making.

2.4. Asset Management Drivers

Backlog Maintenance

Historic underinvestment and increasing maintenance liabilities across public-sector estates create risks relating to operational resilience, statutory compliance and building condition. The PAMS establishes a structured approach to:

- understanding maintenance liabilities;
- reducing backlog maintenance;
- prioritising investment based upon risk and operational criticality;
- improving overall estate condition.

Lifecycle Degradation

Building systems and infrastructure deteriorate over time, creating increasing operational, financial and compliance risks if not proactively managed. The PAMS adopts whole-life asset management principles to support:

- planned replacement cycles;
- lifecycle forecasting;
- forward maintenance planning;
- long-term capital investment.

Statutory and Building Safety Risk

The estate must comply with a wide range of statutory obligations relating to health and safety, fire safety, asbestos, legionella, electrical systems, accessibility and building management.

The PAMS therefore prioritises:

- statutory compliance assurance;
- risk-based inspection regimes;
- asset information management;
- governance and accountability arrangements.

Operational Resilience

Operational buildings and supporting infrastructure are critical to the effective delivery of emergency response services. Estate failure or disruption may directly impact service delivery and community safety.

Investment and maintenance priorities will therefore be aligned to:

- operational criticality;
- business continuity;
- resilience planning;
- asset reliability and availability.

Asset Obsolescence

Changing operational requirements, evolving technology, sustainability standards and workforce expectations may reduce the suitability of existing facilities over time.

The PAMS therefore incorporates:

- estate modernisation;
- future adaptability;
- technology integration;
- operational suitability reviews;
- strategic asset replacement planning.

3. Asset Management Vision and Principles

3.1. Vision

This PAMS establishes a clear and integrated approach to the stewardship, investment, maintenance, improvement and future development of the Service's property portfolio. It is intended to ensure that the estate remains safe, resilient, sustainable, operationally effective and financially responsible throughout its lifecycle, while continuing to support the evolving needs of the Service and the communities it serves.

The PAMS provides a clear position on the current state of the Service's property assets and its capital and revenue investment objectives. It establishes an integrated framework for the identification, improvement, adaptation, maintenance and, where appropriate, disposal of property assets in order to create an estate that strongly supports the strategic aims and operational priorities of RBFRS.

The Service's vision for property asset management is founded upon three core ambitions:

Fire Stations at the Heart of Communities

Where practicable to do so, RBFRS seeks to maintain community-accessible fire stations that support operational response while also providing value to the communities they serve. The estate should provide not only suitable facilities for RBFRS personnel, but also assets that can support collaboration with blue light partners, local authorities and community organisations where appropriate.

The Service recognises that fire stations represent important civic assets within local communities and should therefore support:

- community engagement;
- prevention and protection activities;
- partnership working;
- accessibility, dignity, inclusion and fair access;
- wider public-sector collaboration opportunities.

Capacity, Capability and Resilience

The estate must provide workplaces and operational facilities that are efficient, effective, resilient and capable of supporting both current and future operational requirements. Property assets must therefore be maintained and developed to ensure:

- operational reliability;
- business continuity;
- adaptability to changing operational demand;
- resilience to climate and infrastructure risks;
- safe, compliant, accessible and dignified working environments.

The Service will adopt a long-term approach to lifecycle asset management in order to maintain operational capability and reduce the risks associated with asset degradation, obsolescence and underinvestment.

Crowthorne Fire Station

One Team Working Collaboratively for the People We Serve

RBFRS supports the principle that public assets should deliver maximum operational and community value. Refurbished and new-build community fire stations should therefore support collaborative service delivery wherever practical and appropriate, including opportunities for tri-service and wider public-sector co-location.

The Service recognises that collaborative approaches can:

- improve public accessibility to emergency services;
- enhance operational coordination and resilience;
- reduce duplication across the public estate;
- improve value for money for the public purse;
- support integrated community outcomes.

The PAMS therefore supports continued exploration of collaboration opportunities.

3.2. Asset Management Principles

Whole-Life Asset Management

RBFRS will adopt a whole-life approach to property asset management that considers the full operational, financial and environmental impact of assets throughout their lifecycle.

This includes:

- lifecycle costing;
- lifecycle planning;
- forward maintenance liabilities;
- planned replacement cycles;
- long-term capital investment forecasting;

- consideration of operational and maintenance impacts during design and procurement.

Investment decisions will be informed by whole-life value rather than short-term cost alone, ensuring that assets remain safe, operationally effective and financially sustainable over time.

Operational Readiness First

The primary purpose of the RBFRS estate is to enable the effective delivery of emergency response, prevention, protection and resilience services, in order to safeguard communities across Berkshire. Property decisions will therefore be driven first and foremost by the operational needs of the Service, ensuring that the estate supports emergency preparedness, response capability and service continuity in line with community risk and operational demand. This reflects RBFRS's statutory duties and commitment to maintaining resilient frontline capability.

This means property investment, maintenance and asset interventions will be prioritised to:

- maintain the operational availability, safety and fitness-for-purpose of critical facilities, particularly fire stations, control, training and specialist operational infrastructure;
- prioritise investment according to operational risk, service criticality, resilience requirements and community risk profile;
- minimise disruption to operational service delivery during maintenance, refurbishment and capital works programmes;
- ensure the resilience, reliability and continuity of operational infrastructure, utilities, ICT and support systems required to maintain emergency response capability;
- support evolving operational requirements arising from changing risk, climate impacts, technological change and shifts in community demand.

This principle ensures that estate decisions are not driven solely by building condition or financial considerations, but by the extent to which assets enable RBFRS to maintain operational readiness, resilience and public safety outcomes.

Evidence-Based Investment

Investment decisions will be informed through robust data, risk assessment and asset intelligence to ensure that limited resources are directed towards the areas of greatest operational need and strategic benefit.

This includes:

- condition surveys;
- lifecycle modelling;
- compliance data;
- operational criticality assessments;
- utilisation analysis;
- operational efficiencies;
- workforce impacts;
- recurring revenue implications;
- performance benchmarking and identified areas for improvements;
- risk-based prioritisation.

The Service will maintain transparent governance and assurance arrangements to support evidence-based decision-making. Investment decisions will be governed through different pathways depending on whether they are considered capital or revenue. The SAIF remains the Service's strategic framework for capital investment prioritisation. Revenue-funded efficiency initiatives are governed separately through the Efficiency & Investment Board (E&IB).

Sustainability by Design

RBFRS recognises its responsibility to reduce environmental impact and support the transition to a low-carbon, climate-resilient estate. Property asset decisions will align with, and support delivery of, the RBFRS Sustainability Strategy and associated policies, ensuring sustainability considerations are embedded throughout the asset lifecycle and integrated into estate planning, maintenance, refurbishment and investment decisions.

Collaboration and Co-Location

RBFRS supports collaborative approaches to public estate management that improve service delivery, operational resilience and value for money. **Section 9.2** explains how collaboration and One Public Estate opportunities will be considered and used to inform decisions on the portfolio.

Data-Led Decision Making

Effective asset management depends upon reliable, accurate and accessible asset information. RBFRS will continue to develop its property intelligence capability to support informed decision-making and improved performance management. The Service recognises that its asset information capability will continue to evolve as organisational maturity increases, systems develop and data quality improves, enabling progressively more informed, predictive and evidence-based decision-making over time.

This includes:

- digital asset registers;
- condition and compliance data;
- utilisation analysis;
- lifecycle forecasting;
- performance reporting;
- CAFM and asset management systems;
- asset risk profiling.

As the organisation's asset management maturity develops, RBFRS will seek continual improvement in data quality, system integration, reporting capability and analytical insight to strengthen strategic planning, investment decisions and operational resilience.

Equality, Diversity and Inclusion (EDI)

RBFRS will embed equality, diversity and inclusion within property asset management decisions and apply the principle of being inclusive by design, ensuring that the estate supports fair access, inclusive working environments and dignified facilities for all users from the earliest stages of planning, design and investment. Estate planning, investment, refurbishment and suitability assessments will consider how buildings can remove barriers, support different workforce and community needs, and provide safe, respectful and accessible environments, while recognising that operational readiness, statutory compliance, affordability and security requirements remain key decision factors.

This principle will be supported by the following EDI objectives:

- **Increasing staff diversity:** supporting estate and workplace decisions that help attract and retain a diverse range of applicants and employees, so the workforce better reflects the communities RBFRS serves.
- **Leadership commitment:** ensuring visible leadership and governance that demonstrate clear commitment to EDI, inclusive by design principles and continuous improvement across the estate.
- **Improving service delivery:** strengthening understanding of community needs so estate planning and public-facing facilities support effective, accessible and inclusive services, particularly for vulnerable groups.
- **Promoting a culture of inclusion:** supporting working environments where all employees feel valued, respected and able to contribute, with facilities that promote dignity, wellbeing and fair access.

Community Value and Accessibility

While the primary function of the RBFRS estate is to support operational service delivery, the Service will, where practicable, proportionate and consistent with operational, statutory, financial and security requirements, seek to maximise the wider value that property assets can provide to communities.

Where feasible and appropriate, RBFRS will seek to ensure that property assets:

- contribute positively to local communities;
- are inclusive, accessible, and dignified, where operational requirements allow;
- support prevention, education and community engagement activities;
- provide safe, appropriate and welcoming environments for staff, visitors and community users;
- support public confidence, visibility and community connection with the Service.

The extent to which wider community outcomes can be realised will vary across the estate, recognising that operational readiness, emergency response capability, affordability, security, resilience and statutory obligations will remain the overriding priorities in estate decision-making.

Resilience and Adaptability

The estate must be capable of adapting to changing operational requirements, evolving technology, climate impacts and future service transformation.

RBFRS will therefore seek to develop:

- resilient operational infrastructure;
- adaptable workplaces;
- future-ready operational facilities;
- flexible estate solutions;
- robust business continuity arrangements.

Long-term resilience will remain a central consideration within all strategic asset management and investment decisions.

Protective Security and Critical National Infrastructure (CNI)

As an emergency service provider and an integral component of the nation's resilience arrangements, RBFRS recognises the importance of proportionate protective security across its estate and critical assets. The PAMS supports the identification and protection of critical assets, including people, facilities, information, technology and operational processes, through a risk-based approach aligned to National Protective Security Authority (NPSA) guidance.

Asset management decisions will incorporate protective security considerations throughout the asset lifecycle, including estate planning, design, operation, maintenance and investment. This will include measures to deter, detect, delay, mitigate and respond to threats such as terrorism, theft, vandalism, hostile reconnaissance, cyber-physical attacks and supply chain disruption. Security governance, asset-centred risk management, business continuity, supply chain assurance and incident response arrangements will be embedded within estate management processes to ensure that operational facilities remain secure, resilient and capable of supporting emergency response functions during periods of disruption or heightened threat.

4. Asset Management Governance Framework

RBFRS will adopt an integrated approach to asset management governance that reflects recognised good practice and supports alignment between operational delivery, strategic objectives and organisational outcomes. The governance framework will be informed by the Institute of Asset Management (IAM) 10-box Capabilities Model, shown in **Figure 2**, which provides a structured view of the organisational capabilities required to deliver effective asset management. Figure 2 should be understood as a capability model and maturity reference, not as a reporting structure or approval pathway. The model recognises that successful asset management extends beyond the management of physical assets and requires coordinated leadership, governance, planning, risk management, information, people, decision-making, lifecycle delivery and continual improvement to realise value from assets throughout their life cycle.

For RBFRS, the IAM model provides a practical framework through which governance arrangements, responsibilities, performance, assurance and continuous improvement can be aligned to support operational readiness, statutory compliance, resilience, sustainability and value for money. It also provides a basis for assessing asset management maturity and identifying capability improvements over time.

Intelligent Client Function

RBFRS recognises that effective property asset management requires a strong Intelligent Client Function that provides clear strategic leadership, governance, oversight and accountability across the Service's property and facilities management activities. The Service will seek to develop and maintain an Intelligent Client capability that is proportionate to the scale, complexity and risk profile of the estate, and which enables informed commissioning, effective challenge, robust assurance and clear accountability for property and facilities management outcomes.

The Intelligent Client Function within RBFRS will be responsible for translating organisational strategy, operational requirements and community needs into effective property and facilities management outcomes. This includes ensuring that property assets, investment programmes and facilities management arrangements remain aligned with the Service's strategic priorities, operational resilience requirements and statutory obligations.

RBFRS will maintain clear separation between:

- strategic client-side leadership and governance;
- operational delivery functions;
- external service provider responsibilities.

This governance separation ensures that the Service retains appropriate oversight, assurance and accountability for property performance, compliance, investment and risk management while enabling specialist delivery organisations and contractors to undertake operational service delivery.

The Service's Intelligent Client arrangements will:

- provide strategic direction for the estate and facilities management functions;
- maintain oversight of service provider performance and delivery outcomes;
- ensure alignment between property strategy, operational requirements and financial planning;
- support evidence-based investment and prioritisation decisions;
- provide assurance regarding statutory compliance, operational resilience and lifecycle management;
- maintain appropriate governance, escalation and performance review arrangements.

RBFRS will retain clear client-side accountability for:

- strategic asset management;
- property governance and assurance;
- investment prioritisation;
- statutory compliance oversight;
- operational resilience requirements;
- approval of estate transformation and capital programmes;
- monitoring delivery against strategic objectives and performance measures.

Operational delivery may be undertaken through a combination of internal teams, specialist contractors and outsourced service providers; however, RBFRS will retain sufficient internal capability and capacity to act as an informed and effective Intelligent Client. This includes the ability to:

- specify service requirements clearly;
- manage delivery outcomes;
- challenge performance where necessary;
- review asset and service data;
- monitor contractual and operational performance;
- assure value for money and service quality.

The Service will maintain formal service provider oversight arrangements through:

- defined governance structures;
- service specifications and performance standards;
- contract management and assurance processes;
- regular performance review meetings;
- escalation and issue resolution procedures;
- compliance and risk reporting requirements;
- clearly defined responsibilities using appropriate accountability frameworks, including RACI (Responsible, Accountable, Consulted, and Informed) principles where applicable.

Facilities Management (FM) arrangements will be integrated within the wider PAMS Framework to ensure that operational service delivery supports long-term asset stewardship, operational readiness, sustainability objectives and lifecycle investment planning. FM activities will therefore operate within the governance, assurance and strategic direction established through this Strategy rather than functioning independently of wider estate objectives.

Revenue-funded property initiatives, facilities management improvements, operational efficiency projects and service optimisation proposals will be filtered through the EMG and then considered through the E&IB, where they fall within its delegated authority, to ensure that investment decisions are aligned with organisational priorities, resource availability, the MTFP and the delivery of measurable efficiency benefits. Strategic estate investment, capital programmes, estate transformation and other capital investment decisions will continue to be prioritised through the SAIF and approved through the appropriate governance route in accordance with the Scheme of Delegation. Together, these arrangements provide clear separation between operational service delivery, revenue resource governance and strategic capital investment, while ensuring that all property-related decisions remain aligned with the Service's wider estate objectives.

RBFRS will continue to develop its Intelligent Client capability through improved governance, asset intelligence, professional development, performance management and integration of property, operational and financial planning processes.

The Service recognises that effective facilities management and asset management capability requires continual improvement and will evolve as organisational maturity increases. RBFRS will therefore seek to strengthen FM and asset management maturity through structured performance evaluation, capability development, improved data and systems integration, enhanced governance and the adoption of recognised good practice.

Progress will be supported through regular maturity assessments to identify strengths, capability gaps, priority improvement areas and opportunities to improve the effectiveness, resilience and value delivered through property and facilities management functions.

4.1. Audit and Assurance Mechanisms

Effective asset and facilities management requires proportionate governance, robust compliance arrangements and clear assurance mechanisms to ensure that statutory obligations are met, operational risks are managed and property assets continue to support service delivery. RBFRS will maintain an integrated approach to audit, assurance and performance management, aligned with the Performance Management Framework and the Service’s Health, Safety and Wellbeing Committee, to provide confidence that asset management arrangements remain effective, compliant, resilient and aligned to organisational objectives.

Asset management performance, risks and assurance activities will be monitored and reported through the Service’s established governance arrangements. This includes oversight through operational management processes, review by the Organisational Learning & Assurance Board (OLAB – formerly the Strategic Performance Board (SPB)), consideration by the Efficiency & Investment Board (E&IB) of initiatives within its delegated authority, escalation of relevant health, safety and wellbeing matters to the Health, Safety and Wellbeing Committee, scrutiny by the Senior Leadership Team (SLT), and independent challenge and assurance through the Audit and Governance Committee acting on behalf of the Fire Authority. This strategy will contribute to the four performance quadrants established within the Performance Management Framework: *Service Provision, Corporate Health, Priority Programmes* and *Assurance.*

This approach will be informed by the widely adopted ‘Three Lines Model’, endorsed by professional bodies including the Chartered Institute of Internal Auditors and the Institute of Risk Management. The model supports clear accountability and assurance by distinguishing between operational management of risk, management oversight and independent assurance, helping RBFRS avoid duplication, identify gaps and strengthen governance, performance and control arrangements.

Within the RBFRS context, the first line of defence comprises operational and contract management functions responsible for day-to-day delivery of facilities management, maintenance, statutory compliance and asset performance activities. The second line provides oversight through governance, policy, compliance, risk management, health and safety, finance and performance management functions, including monitoring through the OLAB, E&IB and strategic oversight by SLT. The third line provides independent assurance through internal audit, external audit and other independent reviews, with oversight provided by the Audit and Governance Committee to support objective evaluation of governance, risk management and control effectiveness and to promote continual improvement.

Property-related assurance activities will include statutory compliance monitoring, maintenance assurance, contractor and supplier performance reviews, capital programme assurance, strategic asset investment monitoring, risk management, operational resilience assessments and internal audit reviews. Performance information will be reported through the Performance Management Framework and incorporated within the Assurance quadrant where appropriate, including strategic risks, audit findings, improvement actions and other matters requiring governance oversight.

Figure 3 below is included for wider organisational context only. It shows the broader Fire Authority governance environment within which property asset management operates, but it does not represent the asset management reporting structure or investment approval pathway.

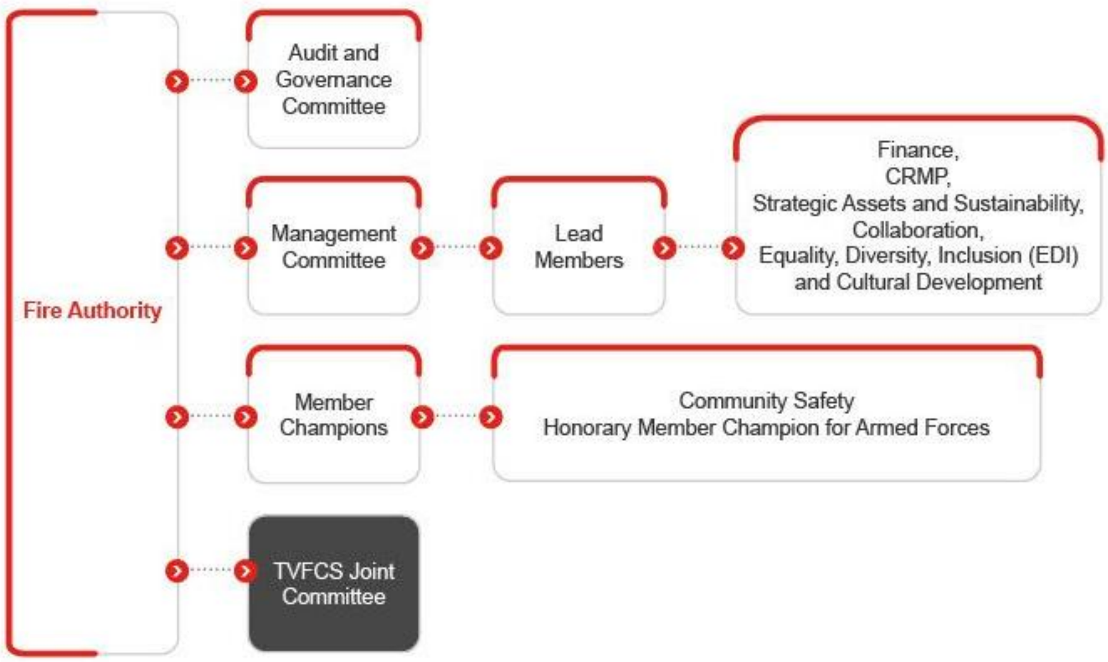

***Figure 2**. Fire Authority Governance map*

4.2. Management Review Process

RBFRS will undertake formal management reviews at planned intervals to evaluate the continuing suitability, adequacy and effectiveness of its asset management arrangements.

These reviews will form part of the wider organisational governance and performance management framework and will support evidence-based decision-making across the estate portfolio.

Management reviews will consider:

- achievement of asset management objectives and strategic outcomes;
- effectiveness of governance and assurance arrangements;
- asset and facilities management performance trends;
- delivery of efficiency programmes and benefits realisation;
- operational and strategic risk exposure;
- statutory compliance performance;
- stakeholder and user feedback;
- audit findings and assurance outcomes;
- progress against asset management maturity improvement plans;
- delivery of the PAMS and SAIF.

Management reviews should also consider:

- changes to legislation, regulation, standards and government policy;
- internal and external organisational changes;
- changing operational requirements and service delivery models;
- climate adaptation, sustainability and resilience risks;
- security and protective security risks;
- asset performance trends and emerging investment pressures;
- operational incidents, business continuity events and lessons learned;
- opportunities for innovation, collaboration and service improvement.

Outputs from management reviews should include:

- strategic decisions and recommendations;
- revised objectives, targets and performance measures;
- updated investment priorities and resource allocations;
- changes to risk treatment plans;
- improvement actions and maturity development initiatives;
- policy, process and governance improvements.

Management review outputs will be reported through the appropriate governance arrangements, including the Estate Management Group (EMG), OLAB, SLT and, where appropriate, the Audit and Governance Committee.

4.3. Assurance Reporting

4.3.1. Reporting Structure

Asset management performance, risks and assurance activities will be reported through RBFRS's established governance and performance management arrangements.

The governance forums described below perform different but complementary roles. Some provide operational coordination and performance monitoring, others provide health, safety and wellbeing oversight, revenue efficiency oversight, capital prioritisation, formal approval, scrutiny or independent assurance. Reporting routes and approval routes are therefore related but not interchangeable.

Regular reporting will be provided to the relevant governance forum, including:

- EMG – operational estate oversight, coordination, issue management and preparation of matters for escalation where required;
- OLAB – performance monitoring, strategic risk review and alignment with the Performance Management Framework;
- Health, Safety and Wellbeing Committee (HSWC) – oversight of estate-related health, safety and wellbeing risks, trends, incidents, assurance findings and improvement actions;
- Efficiency and Investment Board (E&IB) – oversight of efficiency programmes, revenue investment proposals, benefits realisation and organisational resource allocation within delegated authority;
- SLT – strategic direction, escalation, prioritisation and approval of matters within delegated authority;
- Fire Authority governance arrangements – formal scrutiny, assurance and approval in accordance with the Scheme of Delegation, including Management Committee, Audit and Governance Committee and relevant working groups, notably the Estate Developments and Sustainability Working Group (EDSWG).

Reporting will be proportionate to the level of risk, materiality and strategic significance of the matter being considered. **Figure 4** shows the reporting and escalation structure for asset management matters. It is intended to show how information, risks, issues and assurance matters are reported and escalated; it does not represent the formal decision-making or investment approval pathway, which is shown separately in **Figure 5**.

This distinction is important because an issue may be reported through one forum for oversight or assurance, while any associated funding, contractual or strategic decision may require a separate approval route under the Scheme of Delegation.

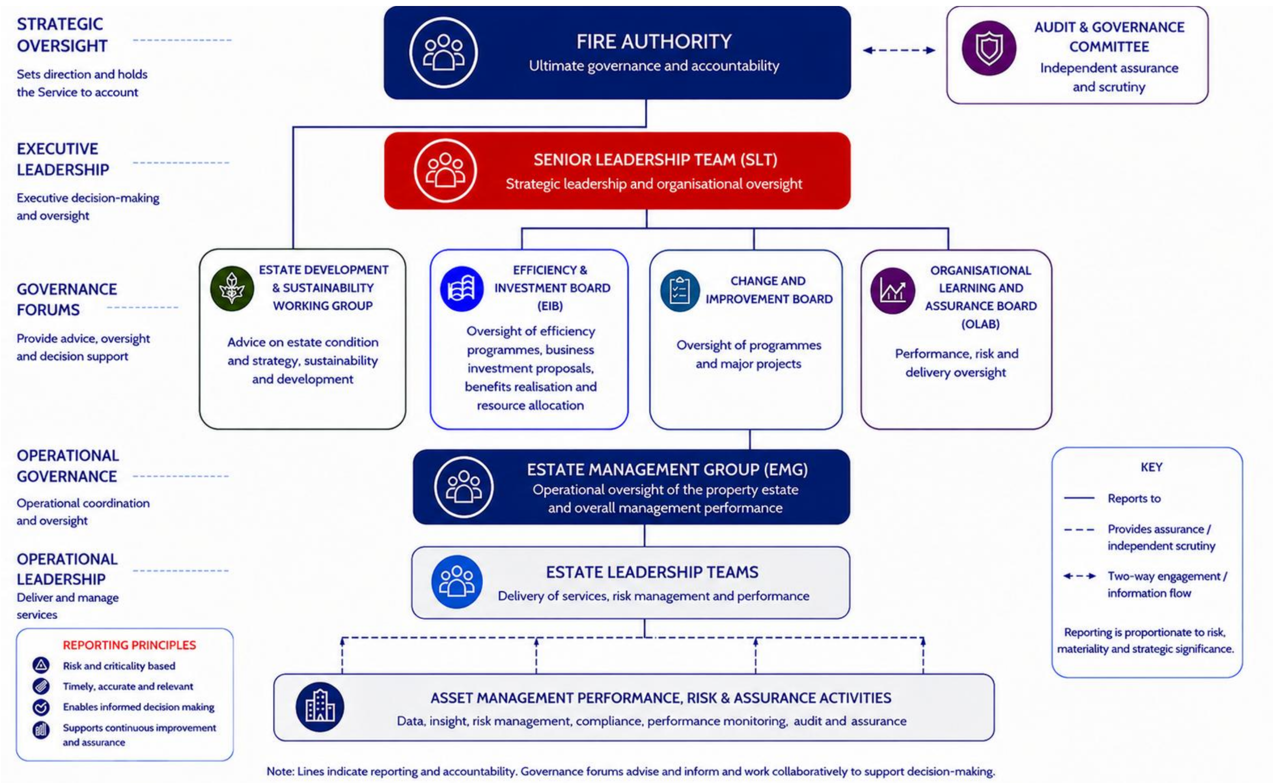

Figure 3*. Reporting Structure for Asset Management*

4.3.2. Assurance Dashboard

The assurance framework will maintain an integrated asset management dashboard, coordinated through the EMG and aligned to the RBFRS Performance Management Framework. The dashboard should provide information supporting the four performance quadrants of Service Provision, Corporate Health, Priority Programmes and Assurance and may include:

- asset management maturity ratings;
- statutory compliance performance;
- asset condition and suitability indicators;
- operational readiness and resilience measures;
- strategic and operational asset risks;
- backlog maintenance and lifecycle liability;
- capital programme and project assurance;
- energy, carbon and sustainability performance;
- contractor and supplier performance;
- audit recommendations and management actions;
- asset improvement programme progress.
- efficiency programme delivery;
- realised financial benefits;
- recurring revenue savings;
- investment payback;
- workforce productivity indicators.

The dashboard will support evidence-based decision-making and provide a consistent source of information for governance, assurance and investment planning.

4.4. Target Outcomes

The audit, assurance and performance review process should support RBFRS in achieving:

- demonstrable compliance with statutory, regulatory and governance requirements;
- improved operational readiness and organisational resilience;
- reduced strategic and statutory risk exposure;
- enhanced asset reliability, availability and performance;
- improved firefighter, staff and public safety;
- better informed investment and resource allocation decisions;
- improved environmental sustainability and climate resilience performance;
- enhanced protective security and business continuity capability;
- increased facilities management and asset management maturity;
- continual improvement across the estate portfolio.

Collectively, these arrangements should provide assurance that RBFRS property assets remain:

- safe and secure;
- compliant and well governed;
- operationally effective and resilient;

- financially sustainable;
- environmentally responsible;
- adaptable to future service requirements;
- capable of supporting the delivery of RBFRS strategic objectives and the Operational Readiness First principle.

4.5. Accountability Structure

4.5.1. Governance and Accountability

The RBFA retains ultimate ownership of the Service's property assets and is responsible for approving the strategic policy and investment framework within which those assets are managed.

The Chief Fire Officer (CFO) / Chief Executive (CE) is the Authority's principal officer and overall accountable officer for the stewardship, performance and effective management of the property estate. Accountability for property asset management is exercised through the Service's governance arrangements and supported by the SAIF, PAMS, Financial Regulations, Contract Standing Orders and Scheme of Delegation.

The CFO / CE discharges day-to-day responsibility for property asset management through the delegated director who ensures strategic leadership, governance oversight and assurance for the estate portfolio.

Responsibility for the development, implementation and continuous improvement of the PAMS is delegated to the Head of Assets, who acts as the Service's lead officer for property asset management and estate performance. Property-related investment and assurance decisions will follow the Integrated Approval and Assurance Process shown in **Figure 5**, with capital, revenue and assurance matters routed through the appropriate governance forums in accordance with delegated authority.

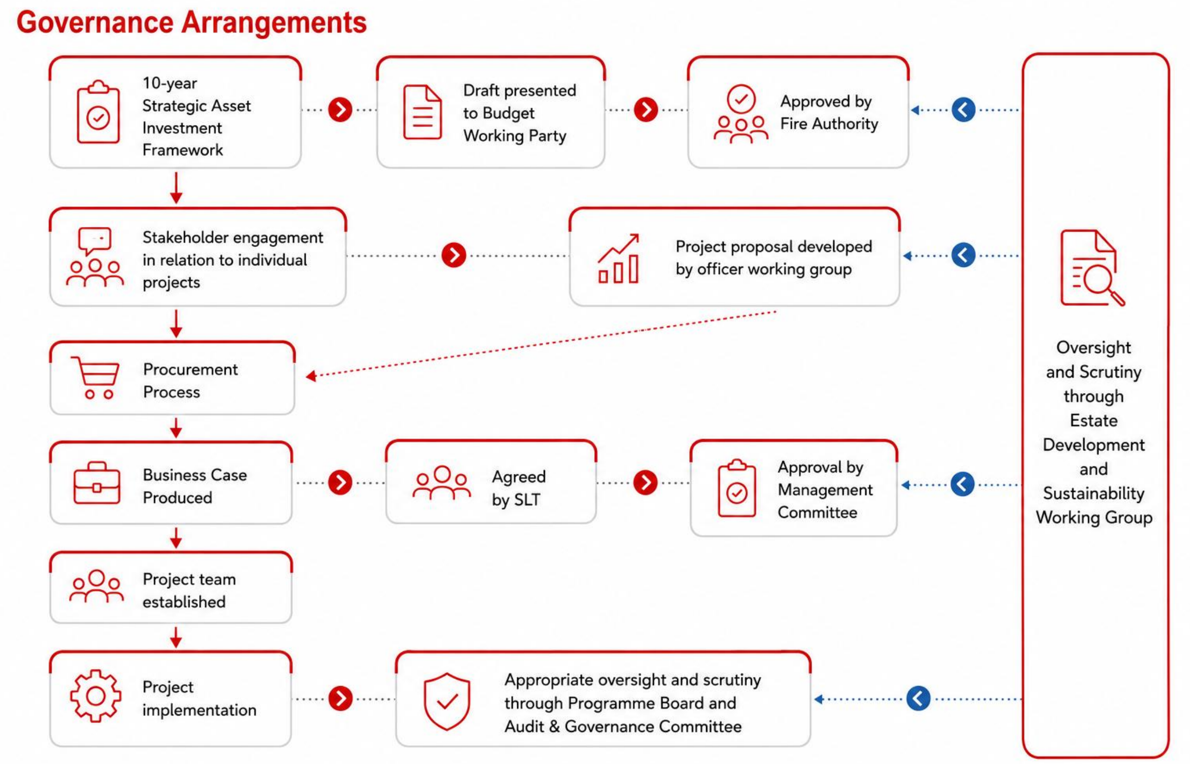

***Figure 4**. Integrated Approval and Assurance Process*

Figure 5 sets out the approval and assurance pathway for property-related decisions. It should be read alongside, but separately from, the reporting structure in Figure 4. Capital, revenue and assurance matters may follow different routes depending on value, risk, funding source, delegated authority and strategic significance.

4.5.2. Property Governance Hierarchy

The property accountability structure below provides a written accountability trail for audit and assurance purposes. It complements the reporting structure in Figure 4 and the approval pathway in Figure 5 but does not replace either diagram.

Royal Berkshire Fire Authority

- Strategic oversight and approval of policy, strategy and major investment decisions.

Chief Fire Officer / Chief Executive

- Overall accountability for property assets and estate performance.
- Accountable officer for ensuring that property assets support delivery of the CRMP, Corporate Plan and organisational objectives.

Delegated Director

- Strategic oversight of property, facilities management and asset investment.
- Assurance that property assets are managed effectively, efficiently and in accordance with approved governance arrangements.

Head of Assets

- Responsible for delivery of the Property Asset Management Strategy.
- Responsible for strategic asset planning, estate optimisation, asset performance, lifecycle investment planning and property-related governance reporting.
- Acts as the Intelligent Client for property and facilities management services.

Facilities Management and Asset Delivery Teams

Responsible for day-to-day delivery of capital delivery, facilities management, statutory compliance, contractor management and operational property support services.

4.5.3. Delegated Authority

All property, procurement, contractual and financial decisions shall be exercised in accordance with:

- the Fire Authority's Scheme of Delegation;
- Financial Regulations;
- Contract Standing Orders;
- approved budgets and the SAIF;
- relevant statutory and regulatory requirements.
- Delegated authority shall be exercised at the appropriate organisational level, with decisions escalated where required by value, risk, strategic significance or governance requirements.

4.5.4. Facilities Management Governance

Facilities management services shall operate under the Intelligent Client governance arrangements established within this PAMS.

The Head of Assets shall maintain oversight of facilities management performance, statutory compliance, operational resilience, contractor performance and service quality through appropriate governance forums, including the EMG, OLAB and SLT.

Contracted service providers shall remain accountable for the delivery of contracted outputs and outcomes, whilst RBFRS retains accountability for governance, compliance assurance, performance management and service effectiveness.

4.5.5. Investment Decision Pathway

RBFRS distinguishes between capital investment, which changes or enhances the capability, condition or composition of the estate, and revenue investment, which supports the efficient operation, maintenance and continuous improvement of property and facilities management services.

Revenue-funded property initiatives, facilities management improvements, operational efficiency projects and service optimisation proposals will be filtered through the EMG and then considered by the E&IB, where they fall within its delegated authority. This is to ensure that investment decisions are aligned with organisational priorities, resource availability, the MTFP and the delivery of measurable efficiency benefits.

Strategic estate investment, capital programmes, lifecycle replacement, estate transformation, acquisition, disposal and other capital investment decisions will continue to be prioritised through the SAIF and approved through the appropriate governance route in accordance with the Scheme of Delegation.

Where proposals contain both capital and revenue elements, the respective governance arrangements will be applied to each funding stream to ensure that decisions are subject to the appropriate level of scrutiny, approval and assurance.

4.5.6. Asset Custodianship Responsibilities

Whilst ownership of property assets remains vested in the Fire Authority, responsibility for the stewardship, protection and effective use of those assets is shared across the organisation.

Directors, Heads of Service and operational managers are responsible for ensuring that assets within their areas of responsibility are used safely, effectively and in accordance with operational requirements.

The Head of Assets is responsible for maintaining the corporate asset management framework, asset information, lifecycle planning, estate performance monitoring and property-related assurance arrangements.

Collectively, these arrangements ensure that accountability for property assets is clearly defined, appropriately delegated and supported by effective governance, assurance and performance management processes.

5. Estate Portfolio Overview

The Service is responsible for an area of 125,914 hectares and serves a resident population of some 992,000 people. It has a property portfolio valued in March 2024 at £62.2M which includes:

- 11 x wholetime stations (plus 1x vacant facility),
- 5 x on-call stations,
- a headquarters (incorporating Thames Valley Fire Control Service),
- a centrally located training centre with a firehouse and,
- 3 x service houses.

The total Gross Internal Area of 16,335m^2. This supports over 600 staff made up of wholetime fire fighters, on-call firefighters, and control and corporate staff spread over the entire county area.

5.1. Portfolio Analysis

Age Profile of the Estate

Period	Quantity
1930s to 1950s	3 stations
1960s	3 stations*
1970s	4 stations
1980s	1 station + 1 HQ
1990s+	6 stations + 1 Training Centre

* Includes Denton Road, Wokingham, which is a separate facility but forms part of the Wokingham Fire Station demise (1990s).

Condition

Condition classifications have been remapped to those contained in the Government Facilities Management Standard (FMS) 002: Asset Data. For further details on Conditions Codes refer to **Annex A**

FMS002 Condition Codes	Description	Stations	% of Estate / Trend
A – Good	As new	Newsham Court (Headquarters); Hungerford; Wokingham; Crowthorne; Theale; Slough; Maidenhead; Whitley Wood Training Centre	42% (from 37%)
B – Satisfactory	Sound / Operational. Only minor deterioration	Lambourn; Mortimer; Ascot; Bracknell; Langley; Windsor; Whitley Wood Fire Station 3x service houses (not included in %)	37% (from 42%)

FMS002 Condition Codes	Description	Stations	% of Estate / Trend
C – Poor	Operational but major repair or replacement needed	Newbury; Caversham Road; Wokingham Road; Wokingham old station	21% (level)
D – Failing	Inoperable or serious risk of failure or breakdown	None	0% (level)

5.2. RBFRS Estate Laydown Map

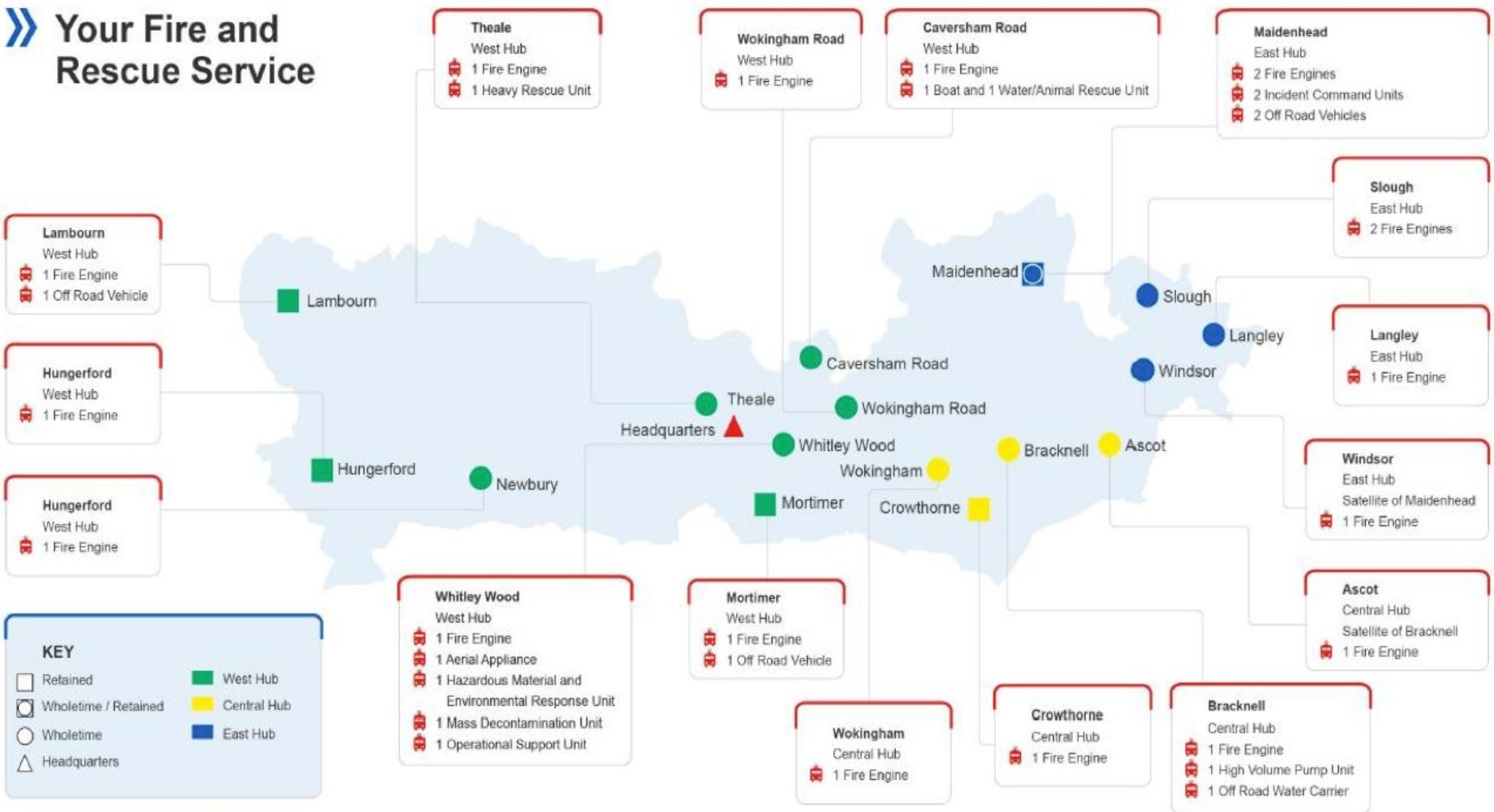

Figure 6. *RBFRS Estate Laydown*

Suitability Assessment and Functional Performance

In accordance with Royal Institution of Chartered Surveyors (RICS) and Chartered Institute of Public Finance and Accountancy (CIPFA) guidance applicable at the time, RBFRS undertook a comprehensive Fit for Purpose (FFP) assessment of the estate in 2018 to establish a baseline understanding of estate performance, functionality and suitability. The review considered a broad range of quantitative and qualitative factors including building condition, operational suitability, utilisation, lifecycle cost, flexibility of use, user satisfaction, compliance, market value and remaining asset life.

The 2018 FFP methodology provided an important evidence base for estate planning and investment prioritisation and informed decisions relating to redevelopment, refurbishment, operational effectiveness and opportunities for collaboration and estate optimisation. The review incorporated digital measured surveys, quinquennial condition data, maintenance records, valuations and structured stakeholder engagement to ensure that operational, support and user perspectives informed the assessment.

However, RBFRS recognises that the operational and regulatory context for estate suitability assessment has evolved significantly since 2018. This means that traditional “fit for purpose” methodologies no longer fully reflect the breadth of estate suitability requirements expected of modern fire and rescue services.

The NFCC National Fire Estates Group (NFEG) is currently developing an emerging national approach to Condition and Suitability Assessments, intended to establish a more consistent, evidence-based and nationally recognised methodology for evaluating fire and rescue estates. Current areas of focus include contaminant control, dignified facilities, operational effectiveness, workforce wellbeing, equality and inclusivity, alongside traditional estate suitability and performance measures. NFEG has identified suitability assessment as a national priority area and is establishing dedicated condition and suitability workstreams to support development of a common framework.

Once the national suitability methodology has been finalised and issued, RBFRS will undertake an estate portfolio-wide suitability assessment to establish an updated baseline position across all sites. This assessment will consider operational functionality, statutory compliance, workforce wellbeing, equality, diversity and inclusion, accessibility, dignity, contaminant management, the principle of being inclusive by design and the ability of facilities to meet different user needs. The findings will inform future investment priorities, estate planning, workplace improvements and operational resilience requirements. Following completion of this work, this section of the strategy will be updated to reflect the findings, key risks, opportunities and prioritised interventions arising from the assessment.

6. Demand, Risk and Future Operating Model

RBFRS recognises that future demand for property assets and supporting infrastructure will continue to evolve in response to changes in community risk, demographics, operational requirements, technology, workforce expectations and wider environmental and legislative factors. As such, demand forecasting and future operating model requirements represent an evolving area of strategic planning rather than a fixed position.

The Service’s future estate requirements will be closely linked to the development of the future CRMP, which will provide the strategic context for understanding how risks across Berkshire may change and how operational response models, workforce arrangements and service delivery requirements may need to adapt over time. Consequently, estate planning will continue to evolve alongside the CRMP development process to ensure that property assets remain aligned to operational need, resilience requirements and community outcomes.

RBFRS will therefore continue to develop its understanding of future estate demand through consideration of factors including:

Demand and Service Forecasting

- demographic growth and changes in population distribution;
- emerging community risk profiles and vulnerability;
- future response modelling and operational deployment requirements;
- changing patterns of prevention, protection and emergency response activity;
- resilience requirements, including business continuity and major incident capability.

Future Workforce and Service Delivery Models

- future workforce models and changing staffing requirements;
- evolving workplace expectations, including dignity, accessibility, inclusion and wellbeing requirements;
- digital enablement, hybrid and agile working arrangements;
- collaboration opportunities and changing service interfaces.

Future Infrastructure and Operational Requirements

- electric vehicle (EV) charging and alternative fuel infrastructure requirements;
- decarbonisation and climate adaptation requirements;
- changing appliance types, fleet composition and operational equipment needs;
- operational training and specialist capability requirements;
- digital infrastructure and emerging technology dependencies.

Risk-Based Asset Prioritisation

Property investment and estate planning decisions will increasingly be informed through a risk-based prioritisation approach, balancing operational need, resilience, affordability and long-term value. This will include consideration of:

- strategic and organisational risks;
- operational risks and resilience requirements;
- legislative and regulatory risks;
- asset condition and asset failure risks;
- climate, environmental, sustainability, accessibility and inclusion risks;
- financial and affordability risks.

Over time, and as the future CRMP develops, RBFRS will continue to refine forecasting capability, asset intelligence and scenario planning to strengthen alignment between estate planning, operational readiness and future service delivery requirements.

7. Asset Performance Framework

Subject to development and embedding of the Intelligent Client Function, and in alignment with the Government Functional Standard for Property, RBFRS will monitor and report estate performance using defined strategic asset metrics, benchmarking methodologies and management information arrangements that support organisational governance, cross-government reporting and continuous improvement. **Figure 77** shows the chosen performance criteria that will be evaluated. Understanding the efficiency of our estate will enable RBFRS to demonstrate that they are obtaining best value and using resources effectively. Alongside this, understanding the effectiveness of the property will be equally important. Performance reporting will include building-level and, where appropriate, sub-building level measurement of operational, financial, environmental and utilisation data to enable trend analysis, portfolio comparison and informed investment planning.

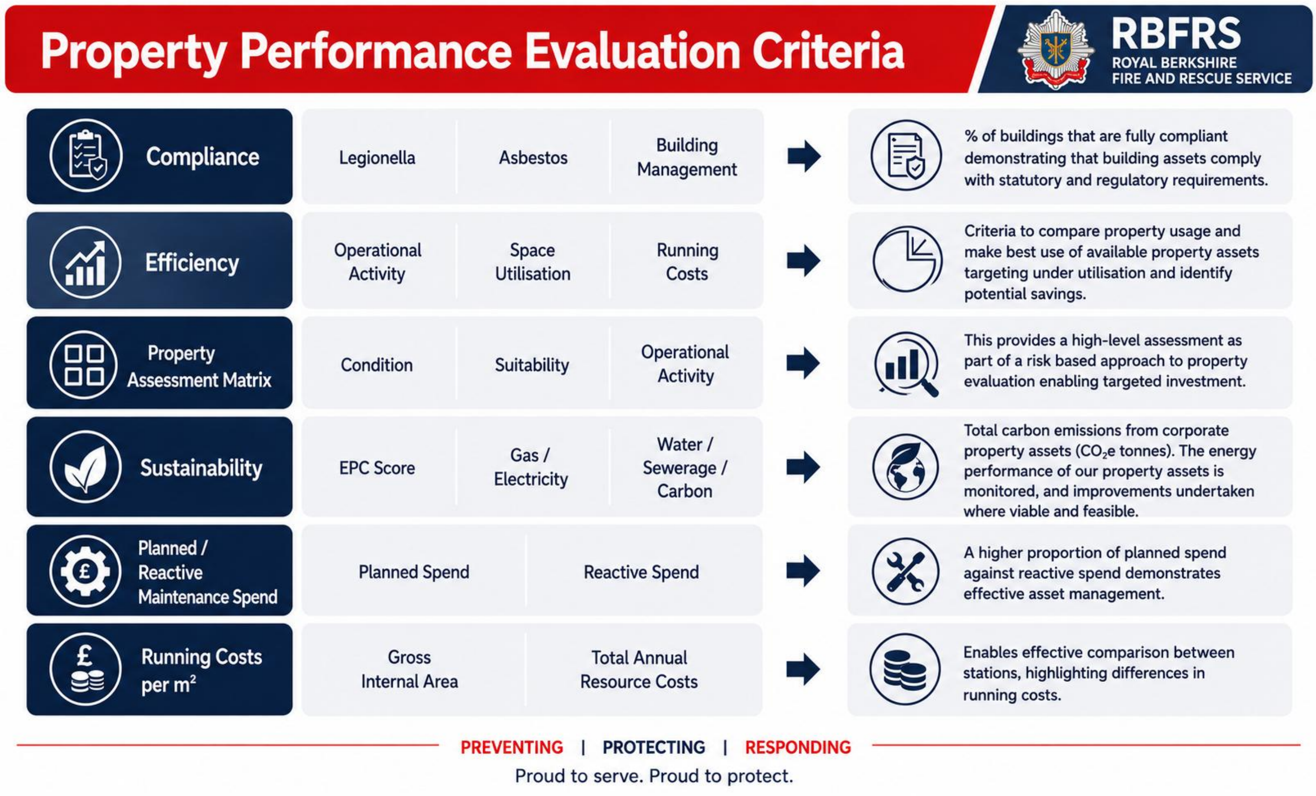

***Figure 7**. Property Performance Evaluation Criteria*

8. Lifecycle Asset Investment Strategy

The RBFRS approach to lifecycle asset investment will be aligned to, and delivered through, the SAIF in accordance with the capital investment governance arrangements described in **Section 4.** This provides the Service's primary mechanism for prioritising and delivering investment across the estate, fleet, ICT and supporting infrastructure over the short, medium and long term. The purpose of this strategy is therefore not to duplicate the SAIF, but to establish the asset management principles, governance and lifecycle planning approach that informs investment decisions across the property portfolio.

Property investment will seek to ensure that estate assets remain safe, resilient, compliant and capable of supporting current and future operational service delivery requirements. Investment decisions will be informed through whole-life asset management principles, operational need, risk, affordability and long-term value, recognising that estate requirements continue to evolve in response to changing operational risks, workforce expectations, sustainability requirements and the future CRMP.

8.1. Strategic Asset Investment Framework (SAIF)

The SAIF sets out the Service's long-term investment priorities and phased capital programme for estates and associated operational infrastructure. Estate interventions identified through condition assessments, suitability reviews, compliance requirements, lifecycle planning and operational need will feed into the SAIF and be prioritised through established governance and business case processes. Investment priorities within the SAIF currently include:

- statutory compliance and building safety;
- critical risk reduction and operational resilience;
- estate modernisation and workplace improvement;
- contamination management and dignified facilities;
- sustainability, decarbonisation and energy efficiency;
- building fabric improvement and lifecycle extension;
- operational capability and future service requirements.

8.2. Lifecycle Planning Approach

RBFRS will adopt a lifecycle-based approach to property asset planning, recognising that different asset systems require investment over varying planning horizons. Lifecycle planning will support long-term affordability, resilience and operational continuity through a combination of planned intervention, predictive maintenance and risk-based prioritisation.

Indicative planning horizons will include:

- **25-year horizon** – strategic horizon scanning on major asset renewal, structural interventions, building systems replacement and long-term sustainability improvements;
- **10-year horizon** – aligned to the SAIF, identifying planned capital programmes, refurbishment activity and major lifecycle interventions;
- **Forward Maintenance Register (FMR)** – medium-term planned replacement cycles, backlog maintenance, statutory works and forecast lifecycle costs;
- **Annual planning horizon** – reactive priorities, compliance requirements and emerging operational or business risks.

Lifecycle interventions will increasingly be informed by:

- condition-based investment;
- predictive and preventative maintenance approaches;
- asset criticality and operational dependency;
- whole-life costing and value for money considerations;
- utilisation and suitability evidence;
- sustainability and climate resilience considerations in accordance with **Section 10**;
- resilience and climate adaptation needs.
- equality, diversity and inclusion considerations, including accessibility, dignity, inclusive by design approaches and different workforce and community needs.

8.3. Condition-Based Investment and Survey Strategy

Investment prioritisation will be supported through a structured survey and assurance regime, incorporating condition surveys, compliance inspections, suitability assessments and operational evidence. Condition information will support targeted intervention and help reduce lifecycle cost and asset failure risk.

Condition ratings will be used to support prioritisation and intervention planning, recognising that asset condition alone will not determine investment need. Decisions will also consider operational criticality, resilience requirements, suitability, contamination management, equality, diversity and inclusion, accessibility, dignity, inclusive by design approaches, workforce requirements, affordability and wider organisational priorities.

8.4. Capital Planning and Investment Prioritisation

Capital investment decisions will be informed through a structured prioritisation methodology aligned to the SAIF and MTFP. Business cases for investment will consider:

- operational and organisational risk reduction;
- statutory compliance requirements;
- operational resilience and service continuity;
- whole-life costs and benefits;
- affordability and funding availability;
- sustainability and carbon impacts;
- opportunities for collaboration, co-location, equality, diversity and inclusion, accessibility, inclusive by design approaches and wider value creation.

Investment decisions will be risk-based and evidence-led, balancing immediate operational requirements with longer-term estate sustainability and service transformation objectives. The outputs of lifecycle planning will directly inform the Medium-Term Financial Plan (MTFP; 3–5 years) and Long-Term Financial Planning assumptions (5–15+ years), ensuring that estate investment remains affordable, planned and aligned to service priorities.

9. Estate Optimisation and Strategic Asset Alignment

Estate optimisation is a core property asset management activity through which RBFRS seeks to ensure that its estate remains aligned to operational requirements, organisational priorities, workforce needs, equality, diversity and inclusion, the principle of being inclusive by design, and long-term financial sustainability. The objective of estate optimisation is not simply to reduce estate footprint or operating costs, but to ensure that the Service maintains the right assets, in the right locations, configured in the right way to support effective, resilient, inclusive and sustainable service delivery.

RBFRS recognises that estate requirements will continue to evolve in response to changing community risk, operational demand, workforce expectations, contamination management requirements, equality, diversity and inclusion, accessibility, sustainability objectives, technological change and future CRMP priorities. Consequently, the estate must remain adaptable, operationally effective and capable of supporting future service delivery models.

Estate optimisation activities will therefore consider the balance between operational effectiveness, resilience, utilisation, affordability, sustainability and long-term value throughout the asset lifecycle.

9.1. Strategic Estate Optimisation Principles

Estate optimisation considerations will include:

- operational geography, response requirements and community risk coverage;
- retention criteria linked to operational need, resilience, strategic importance and service delivery value;
- utilisation, occupancy and functional effectiveness of buildings and operational spaces;
- suitability for current and future operational and workforce requirements;
- opportunities to modernise, reconfigure or repurpose assets to improve functionality and value;
- lifecycle costs, backlog maintenance liabilities and future investment requirements;
- sustainability and climate resilience considerations in accordance with **Section 10**;
- contamination management, dignity at work, accessibility, inclusion, inclusive by design approaches and provision that supports different workforce and community needs;
- operational resilience, flexibility and business continuity requirements;
- opportunities to improve integration between operational, support and community functions.

9.2. Collaboration and One Public Estate Opportunities

RBFRS will continue to explore opportunities for collaboration, co-location and shared service delivery where these support operational effectiveness, resilience and value for money. This includes consideration of the wider OPE agenda and opportunities to integrate services and infrastructure with emergency service, local authority and public sector partners, where operationally and financially beneficial.

Opportunities may include:

- joint emergency service facilities and blue-light collaboration;
- community integration and shared public service hubs;
- partner occupancy and shared use arrangements;
- collaborative training, operational support or administrative facilities;
- integrated infrastructure and shared asset solutions.

- Any collaborative arrangement will be assessed against operational requirements, governance arrangements, resilience, whole-life cost, flexibility and long-term strategic value.

Hungerford Fire Station

9.3. Redevelopment, Repurposing and Disposal

As part of ongoing estate optimisation, RBFRS will periodically review opportunities for refurbishment, redevelopment, reconfiguration, repurposing or rationalisation of assets where this supports operational improvement, sustainability, resilience or long-term affordability.

Where assets are identified as underutilised, unsuitable, financially unsustainable or no longer aligned to strategic requirements, options appraisal processes may consider:

- refurbishment or lifecycle extension;
- redevelopment or estate modernisation;
- operational reconfiguration;
- alternative use or partner occupation;
- disposal, relocation or replacement.

Any disposal decisions will be managed through appropriate governance and business case processes, taking account of operational resilience, service delivery impacts, community considerations, future flexibility and opportunities for value creation.

9.4. Flexible and Future Estate Concepts

RBFRS recognises that future estate requirements may differ from traditional asset models and that greater flexibility may be required to respond to changing operational, technological, workforce, accessibility and inclusion needs. The Service will therefore continue to consider flexible estate concepts and alternative delivery models where appropriate, including:

- flexible operational and support accommodation;
- hybrid and digitally enabled workplaces;
- adaptable multi-use facilities;
- phased redevelopment approaches;
- scalable operational infrastructure;
- emerging technology and energy infrastructure requirements.

Estate optimisation decisions will be informed through the SAIF, asset intelligence, utilisation evidence, condition and suitability assessments, lifecycle planning and the evolving requirements identified through future CRMP development.

In applying these principles, RBFRS will ensure that estate optimisation decisions are informed by the EDI principle set out in Section 3.2, so that opportunities to improve accessibility, dignity, inclusion, fair access and inclusive by design outcomes are considered alongside operational readiness, resilience, affordability and long-term value.

9.5. 10. Sustainability and Climate Resilience

RBFRS recognises that sustainability, decarbonisation and climate resilience are increasingly important considerations in effective property asset management. The Service's estate must remain operationally resilient, fit for emergency response and financially sustainable, while adapting to changing environmental conditions and supporting wider organisational sustainability objectives.

This strategy does not duplicate the RBFRS Sustainability Strategy, Sustainable Development Policy Statement or Heat Decarbonisation Plan. Instead, it sets out how property asset management supports and enables sustainability outcomes through lifecycle investment, estate planning, asset renewal, resilience and evidence-based decision-making.

The RBFRS estate is a key enabler of sustainability outcomes through the way assets are planned, maintained, refurbished, modernised and operated throughout their lifecycle. Property asset decisions therefore play an important role in reducing environmental impact, supporting operational resilience, improving workplace conditions and ensuring that investment decisions deliver long-term value.

9.6. Strategic Alignment and Intent

RBFRS property asset management activity will support the delivery of the organisation's wider sustainability ambitions, as set out in the RBFRS Sustainability Strategy 2024–2029 and Sustainable Development Policy Statement. These documents establish the Service's strategic commitments relating to decarbonisation, consumption reduction, environmental responsibility, resilience and sustainable development.

Within this context, the role of property asset management is to ensure that sustainability and climate resilience considerations are appropriately integrated into estate planning, lifecycle investment, refurbishment, maintenance, operational delivery and long-term decision-making.

Property assets will therefore be managed in a way that seeks, where practicable and proportionate, to:

- support reductions in operational carbon emissions;
- improve building performance, energy efficiency and resilience;
- reduce whole-life environmental impacts;

- support climate adaptation and operational continuity;
- improve resource efficiency across the estate;
- contribute positively to workforce wellbeing and dignified working environments;
- deliver long-term operational and financial value.

9.7. Sustainable Asset Investment Principles

RBFRS will adopt a whole-life, risk-based approach to sustainable property asset investment, recognising that sustainability outcomes are most effectively achieved when considered throughout the asset lifecycle rather than through isolated interventions.

Property investment decisions will therefore increasingly consider:

Whole-Life Carbon

Investment decisions will progressively consider both operational carbon and embodied carbon impacts associated with construction, refurbishment, maintenance and replacement activities. Where practicable, decisions will seek to balance lifecycle performance, resilience, operational effectiveness and environmental impact.

Lifecycle Investment

Sustainability interventions will be aligned to planned lifecycle replacement and investment cycles to maximise value for money, minimise operational disruption and avoid unnecessary abortive expenditure. Estate interventions will be coordinated through lifecycle planning, backlog maintenance programmes and capital investment cycles.

Retrofit-First Approach

RBFRS recognises that much of the existing estate will require adaptation and improvement rather than wholesale replacement. A retrofit-first approach will therefore be adopted where practicable, prioritising interventions that improve operational suitability, energy performance, resilience and whole-life value while maintaining operational continuity. This will include consideration of demountable modular solutions if practicable.

Resilience and Adaptability

Property assets will be planned and maintained to support operational resilience during periods of disruption, changing service requirements and evolving environmental risks. Estate investment will seek to improve adaptability and ensure that buildings remain capable of supporting future operational and workforce requirements.

Avoidance of Stranded Assets[1]

Investment decisions will seek to avoid creating stranded assets through short-term interventions that may conflict with longer-term decarbonisation, operational or lifecycle requirements. Long-term estate planning, future operating models and sustainability objectives will therefore be considered when determining asset interventions.

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[1] An asset typically becomes ‘stranded’ well ahead of its expected lifespan due to five major transformational forces:

- **Climate & Environmental Shifts**: Stricter carbon taxes or emissions limits can force energy-intensive infrastructure into early retirement.
- **Technological Disruption**: Newer, cheaper innovations—such as renewable energy overtaking coal—can make older facilities economically unviable.
- **Regulatory Changes**: Policy shifts can render certain business models illegal or unprofitable.
- **Shifting Consumer Behaviour**: Changing societal norms can lead to boycotts or plummeting demand for carbon-heavy products.
- **Physical Climate Damage**: Severe environmental incidents can destroy or impair assets permanently.

9.8. Estate Decarbonisation and Retrofit

Estate decarbonisation will be delivered primarily through the RBFRS Heat Decarbonisation Plan, which establishes the Service's roadmap for reducing operational carbon emissions from estate energy consumption through a whole-building approach.

The Heat Decarbonisation Plan adopts a structured methodology based on:

- reducing energy demand through fabric and building performance improvements;
- improving energy efficiency and building controls;
- decarbonising heating systems as plant reaches end of life;
- increasing renewable energy generation and supporting infrastructure.

Caversham Road Fire Station – Air Source Heat Pumps

Property asset management activity will support delivery of this programme by aligning decarbonisation interventions with lifecycle replacement, planned maintenance, refurbishment programmes and capital investment planning.

Estate decarbonisation priorities will therefore be integrated into the SAIF, Forward Maintenance Register and wider lifecycle investment planning to ensure interventions are affordable, coordinated and operationally deliverable.

Where heat pump solutions are technically suitable, affordable and operationally deliverable, RBFRS will consider their role not only in supporting heat decarbonisation, but also in improving thermal comfort and helping to cool operational staff during periods of elevated summer temperatures. This dual benefit will be considered alongside whole-life cost, building suitability, electrical capacity, operational resilience, maintenance requirements and lifecycle replacement planning.

9.9. Climate Adaptation and Resilience

RBFRS recognises that climate change presents increasing operational and estate-related risks, including more frequent extreme weather events, overheating, flooding and infrastructure disruption.

Property asset management will therefore increasingly incorporate climate adaptation and resilience considerations into estate planning, investment and maintenance decisions.

Overheating and Thermal Resilience

Buildings must remain safe, functional and operational during periods of increased summer temperatures and prolonged heat events. Asset interventions will increasingly consider overheating mitigation measures, ventilation improvements, solar shading, passive cooling opportunities and thermal comfort for firefighters and staff.

Where appropriate, heat pump solutions may also support thermal resilience by providing low-carbon cooling benefits, helping to improve working conditions for operational staff while contributing to the wider heat decarbonisation programme described in Section 9.8.

Flood Resilience

Given increasing flood risks across Berkshire and the Thames Valley, estate planning and asset investment will seek to improve flood resilience where operationally justified. This may include property-level resilience measures, drainage improvements, resilient utilities infrastructure and business continuity planning for operationally critical sites.

Operational Continuity

The property estate must continue to support emergency response capability during periods of disruption. Lifecycle interventions and capital investment decisions will therefore consider the resilience of critical systems, operational dependencies and continuity requirements.

Infrastructure Resilience

Estate assets and infrastructure will increasingly be assessed against risks associated with severe weather, power disruption, overheating, water stress and changing operational demand to improve long-term resilience and reduce service vulnerability.

9.10. Resource Efficiency and Circular Economy

RBFRS property asset management activity will support improved resource efficiency across the estate by considering water use, material consumption, waste generation and lifecycle value as part of estate investment and operational decision-making.

Water Efficiency

Where proportionate and practicable, property interventions will seek to improve water efficiency through leak reduction, monitoring, efficient fixtures, operational improvements and consideration of water-saving opportunities during refurbishment or redevelopment activity.

Waste and Materials

Estate refurbishment, maintenance and redevelopment activity will seek to minimise waste generation and maximise resource efficiency through reuse, recycling and responsible material management where practicable.

Circular Economy Principles

RBFRS will seek to embed circular economy principles into property interventions by considering material reuse, lifecycle extension, adaptability and retention of existing assets where these provide operational, financial and environmental benefit.

9.11. Sustainable Procurement and Biodiversity

Property procurement activity will support wider organisational sustainability objectives through proportionate consideration of environmental performance, whole-life value and responsible supply chain practices.

Where appropriate, estate-related procurement and project delivery activity will seek to:

- incorporate sustainable design and specification principles;
- consider low-carbon materials and products;
- support waste minimisation and resource efficiency;
- encourage responsible contractor practices and environmental performance;
- support social value and local economic benefit where practicable.

Where operationally appropriate and proportionate, estate projects will also seek opportunities to enhance biodiversity and environmental quality, including landscaping improvements, sustainable drainage measures, habitat enhancement and ecological resilience.

9.12. Delivery Through Supporting Strategies and Plans

This PAMS establishes the role of property asset management in supporting sustainability and climate resilience and should be read alongside the Service’s wider sustainability and investment framework.

Delivery will be supported through:

- RBFRS Sustainability Strategy 2024–2029;
- RBFRS Sustainable Development Policy Statement 2026;
- RBFRS Heat Decarbonisation Plan;
- Strategic Asset Investment Framework (SAIF);
- Carbon Management and Energy Plans;
- lifecycle investment and backlog maintenance programmes;
- climate adaptation and business continuity planning.

As sustainability requirements, technologies, operational risks and funding opportunities continue to evolve, RBFRS will periodically review its property asset management approach to ensure that estate investment remains aligned to operational readiness, resilience, affordability and long-term sustainability outcomes.

10. FM and Operational Service Delivery Model

FM is a key enabling function through which RBFRS ensures that its estate remains safe, compliant, operationally available and capable of supporting frontline emergency response and wider organisational activity. Within the context of this PAMS, FM forms part of the wider estate operating model and provides the operational delivery mechanisms through which asset performance, compliance, health, safety, wellbeing and building functionality are maintained.

FM delivery supports operational availability, workforce health, safety and wellbeing, and service resilience by maintaining buildings and infrastructure required for effective service delivery. FM arrangements must therefore support both the day-to-day operation of buildings and the longer-term objectives of property asset management, including lifecycle planning, sustainability, estate optimisation, operational continuity and reporting of relevant health, safety and wellbeing matters through the appropriate governance route, including the Health, Safety and Wellbeing Committee where required.

10.1. FM Delivery Model

RBFRS will continue to maintain an FM delivery model that balances internal oversight and Intelligent Client capability with the use of outsourced specialist providers where this provides operational resilience, access to specialist expertise and value for money.

The Service will periodically review the balance between in-house capability and outsourced delivery to ensure that arrangements remain proportionate to operational requirements, estate complexity and future service needs.

FM delivery arrangements may include:

- specialist hard FM services and statutory maintenance;
- planned preventative maintenance (PPM);
- reactive maintenance and defect response;
- soft FM services, including cleaning, grounds maintenance and waste services;
- security and site safety arrangements;
- catering and welfare support services where appropriate;
- operational support services necessary to maintain estate functionality.

FM delivery will operate under the Intelligent Client governance arrangements established in **Section 4 – Asset Management Governance Framework**, ensuring that operational delivery remains aligned to strategic priorities, performance expectations, equality, diversity and inclusion, workforce wellbeing and property asset management objectives.

10.2. Contract Management and Procurement

FM services will be delivered through structured contractual arrangements designed to support compliance, operational continuity, service quality and value for money.

RBFRS will continue to maintain an appropriate procurement pipeline and contract management approach to ensure continuity of critical services and alignment with operational and asset management priorities.

Contract management arrangements will seek to ensure:

- clearly defined service standards and performance expectations;
- effective contractor management and supplier assurance;
- compliance with statutory and regulatory obligations;
- value for money and procurement efficiencies;
- resilience and continuity of critical maintenance services;
- continuous improvement and performance monitoring.

Procurement decisions will consider whole-life value, operational requirements, market capability and opportunities to improve service integration and efficiency.

10.3. Building Maintenance and Operational Priorities

Building maintenance activities will continue to support the safe, compliant and effective operation of the RBFRS estate through a balanced approach to planned and reactive intervention.

The Service's key aims for building maintenance are:

- To ensure properties are safe and secure for the people who use them by maintaining statutory compliance, operational safety and building integrity.
- To allocate funding to projects that achieve the greatest positive impact, targeting investment toward operational need, risk reduction, compliance and long-term value.
- To maintain an appropriate balance between planned and reactive maintenance activity, reducing avoidable asset failure and operational disruption through lifecycle-based maintenance planning.
- To achieve maximum efficiencies in the procurement and delivery of maintenance activity, ensuring value for money, consistency and effective supplier performance.

RBFRS will continue to take reasonable and proportionate steps to ensure that estate assets comply with relevant legislative and regulatory requirements. Compliance activities, statutory inspections, planned preventative maintenance and associated assurance activity will be managed through the Service's asset management systems and supporting governance arrangements established through Section 4 – Asset Management Governance Framework.

10.4. Helpdesk, Maintenance and Operational Support

FM delivery will continue to be supported through structured reporting and response arrangements, including maintenance helpdesk functions and contractor coordination processes to manage planned and reactive estate activity.

Operational support services will seek to ensure:

- timely response to defects and maintenance issues;
- minimal disruption to operational service delivery;
- visibility of maintenance demand and recurring issues;
- effective prioritisation based on operational criticality and risk;
- performance monitoring and contractor accountability.

Over time, and as the future CRMP develops, RBFRS will continue to refine forecasting capability, asset intelligence and scenario planning to strengthen alignment between estate planning, operational readiness and future service delivery requirements.

11. Financial Planning and Asset Investment Principles

RBFRS recognises that effective property asset management depends upon long-term financial planning, informed investment decisions and clear alignment between estate need, operational priorities and organisational affordability. Property assets are long-life resources that require sustained investment to remain safe, operationally effective, compliant and capable of supporting service delivery over time.

The purpose of this section is not to duplicate the outline capital programme contained within the SAIF or annual financial planning processes. Rather, it sets out the principles through which property investment decisions will be informed, prioritised and governed over the life of this strategy.

11.1. Strategic Financial Alignment

Property asset investment will be aligned to the SAIF, which provides the Service's primary mechanism for planning and prioritising capital investment across estates, fleet, ICT and operational infrastructure. The SAIF will continue to operate alongside the MTFP and wider financial planning processes to ensure that estate investment remains affordable, evidence-based and aligned to service priorities.

The property estate represents a significant long-term corporate asset, and investment decisions must therefore balance:

- operational readiness and resilience;
- statutory compliance and safety;
- lifecycle renewal and asset sustainability;
- affordability and financial sustainability;
- workforce needs, equality, diversity and inclusion, accessibility and operational effectiveness;
- environmental performance and climate resilience;
- future operational and organisational requirements.

11.2. Capital and Revenue Investment Principles

RBFRS recognises the distinct but complementary roles of capital investment and revenue expenditure in maintaining, improving and developing the property estate. Effective stewardship requires both funding streams to be planned, governed and managed in a coordinated manner to support operational readiness, statutory compliance and long-term value.

Revenue Investment

Revenue expenditure supports the day-to-day operation, statutory compliance, planned maintenance, reactive repair and continuous improvement of property assets to ensure operational continuity and the safe, efficient use of the estate. Revenue-funded property initiatives, facilities management improvements and operational efficiency projects are financed through approved departmental revenue budgets and the MTFP. Decisions relating to revenue investment will normally be considered through the E&IB, within its delegated authority, in accordance with the governance arrangements described in **Section 4**.

Capital Investment

Capital investment supports the replacement, refurbishment, redevelopment or enhancement of property assets where benefits extend over the longer term. This includes estate modernisation, lifecycle replacement, decarbonisation, operational improvement, acquisition and major refurbishment projects. Capital investment priorities are identified and assessed through the SAIF, delivered through the Capital Programme and approved through the appropriate governance route in accordance with the Scheme of Delegation.

Integrated Investment Planning

Although governed through separate funding and approval arrangements, capital and revenue investment are planned as complementary elements of a single asset management strategy. Investment decisions will seek to optimise whole-life value by balancing day-to-day maintenance and operational requirements with longer-term capital investment, avoiding unnecessary deferment that may increase future cost, operational risk or service disruption. Where proposals contain both capital and revenue elements, each funding stream will be governed through the appropriate approval route while ensuring that decisions remain aligned with organisational priorities, affordability and the long-term objectives of the PAMS.

11.3. Whole-Life Cost and Lifecycle Planning

RBFRS will adopt a whole-life approach to property investment, recognising that effective asset management requires consideration of the total cost of ownership rather than short-term capital cost alone.

Investment decisions will increasingly consider:

- lifecycle replacement liabilities;
- backlog maintenance requirements;
- operational and business continuity risks;
- energy and operating costs;
- asset criticality and operational dependency;
- resilience and adaptability requirements;
- sustainability and decarbonisation implications;
- opportunities to reduce future reactive maintenance burden.

Lifecycle planning will support long-term affordability by aligning planned interventions with asset condition, operational need and future service requirements, helping to reduce unplanned failure and maximise value from existing assets.

11.4. Backlog Liability and Investment Need

RBFRS recognises that an ageing estate creates ongoing investment pressures that must be managed through structured prioritisation and long-term planning. Historic condition assessment activity has identified backlog maintenance liabilities across the estate, which continue to inform investment priorities and lifecycle planning. The Service will continue to review and refine its understanding of asset condition, suitability and lifecycle liabilities to support evidence-based decision-making and ensure investment is targeted where it can deliver the greatest operational and organisational benefit.

Backlog liabilities will be considered alongside:

- operational risk and criticality;
- statutory and building safety requirements;
- suitability, workforce requirements, accessibility and inclusion;
- contamination management, dignified facilities and different workforce needs;
- estate resilience and future service requirements;
- opportunities for estate optimisation and lifecycle extension.

11.5. Business Case and Investment Governance

Major property investment decisions will be supported through proportionate business case development to ensure that investment is evidence-based, affordable and aligned to organisational priorities.

Business cases will consider:

- strategic need and operational benefit;
- options appraisal and value for money;

- whole-life costs, affordability and long-term value;
- equality, diversity and inclusion, accessibility, dignity, inclusive by design approaches and different workforce and community needs;
- operational, workforce and community outcomes;
- sustainability and resilience implications;
- risks, dependencies and delivery considerations.

RBFRS will continue to apply recognised public sector investment principles, including alignment with HM Treasury Green Book methodology where appropriate, to support robust and transparent decision-making.

11.6. Value Creation and Financial Sustainability

RBFRS recognises that effective stewardship of property assets can support wider organisational value and long-term affordability. Financial planning will therefore consider opportunities to improve efficiency, maximise value from existing assets and support sustainable estate investment.

This may include:

- co-location and shared service opportunities;
- partner occupancy arrangements;
- collaborative use of estate assets;
- income generation opportunities;
- improved utilisation of underused spaces;
- opportunities for estate optimisation and right-sizing.

The Service will seek to maximise value from its estate while ensuring that operational resilience, service delivery and long-term strategic flexibility are not compromised. Estate optimisation, co-location, rationalisation and right-sizing considerations are addressed through **Section 9 – Estate Optimisation and Strategic Asset Alignment**.

11.7. Funding Pressures and Affordability

RBFRS recognises that future financial pressures, inflationary impacts, construction market volatility and changing operational requirements may create funding challenges across the life of this strategy.

The Service will therefore continue to adopt a prioritised, risk-based approach to investment, balancing immediate operational need with long-term estate sustainability and affordability.

As organisational maturity develops, asset intelligence improves and future CRMP requirements become clearer, RBFRS will continue to refine its investment planning approach to ensure limited resources are directed toward the areas of greatest operational risk, service benefit and long-term value.

12. Workforce Capacity and Capability

The successful delivery of this Strategy depends not only on funding, systems and governance, but also on maintaining sufficient workforce capacity and capability to plan, manage and deliver estate outcomes effectively. Alongside finance, time and technology, people represent a fundamental enabling resource through which the objectives of this strategy can be achieved.

RBFRS recognises that effective property asset management increasingly requires a combination of professional property, facilities management, commercial, technical and programme management capability. As estate requirements evolve, the Service will continue to strengthen the capacity and competence of those responsible for property asset management, recognising that organisational maturity is dependent upon having the right people, skills and leadership arrangements in place.

12.1. Workforce Planning and Professional Structure

RBFRS will continue to review the structure, capacity and capability of its property and facilities management arrangements to ensure they remain proportionate to estate complexity, operational requirements and future service need.

Workforce planning considerations will include:

- the structure and resourcing of the property and facilities management function;
- management capacity to support operational estate delivery and strategic planning;
- future capability requirements arising from estate modernisation, decarbonisation and changing operational models;
- succession planning for critical property knowledge, leadership and technical expertise;
- resilience of specialist roles and access to professional advice where in-house capability is limited.

The Service recognises that some specialist capability may continue to be provided through external professional advisors and supply chain partners; however, sufficient internal expertise and oversight capability must be maintained to enable informed decision-making and effective assurance.

12.2. Facilities Management Capability

RBFRS recognises that effective property and facilities management requires sufficient organisational capability to oversee operational delivery, manage suppliers, support compliance and inform strategic estate decisions.

Capability development priorities may include:

- contract and supplier management capability;
- performance assurance and reporting;
- lifecycle planning and investment understanding;
- compliance and building safety competence;
- stakeholder engagement and operational alignment;
- commercial and procurement capability relevant to FM and estate delivery.

Property and facilities management capability will continue to be reviewed to ensure it remains proportionate to operational requirements, estate complexity and future service need.

12.3. Professional Development and Accreditation

RBFRS will support continuing professional development and seek, where proportionate and appropriate, to strengthen professional accreditation across property and facilities management disciplines.

Professional development priorities may include:

- accredited professional pathways relevant to property, facilities management, engineering and asset management disciplines;
- continuing professional development (CPD);
- leadership and commercial capability;
- sustainability, building safety and compliance competence;
- digital and data capability in asset management systems and smart building technologies.

Where appropriate to role and level of responsibility, RBFRS will encourage alignment to recognised professional standards and accreditation pathways, including those associated with the Royal Institution of Chartered Surveyors (RICS), Institute of Workplace and Facilities Management (IWFM), Chartered Institute of Building (CIOB) and related professional bodies.

RBFRS will continue to refine its workforce forecasting and capability planning arrangements to ensure that the Service maintains the professional capacity, technical competence and leadership capability necessary to deliver safe, sustainable and operationally effective property assets over the life of this strategy.

13. Assurance, Review and Continuous Improvement

RBFRS recognises that effective property asset management requires ongoing assurance, periodic review and a commitment to continual improvement to ensure that the estate remains safe, compliant, operationally effective and aligned to organisational priorities. As operational requirements, risks, technologies, sustainability expectations and workforce needs evolve, the Service will continue to review and refine its property asset management arrangements to maintain alignment with emerging good practice and future service requirements.

The Service will adopt a structured approach to assurance and improvement, aligned to the principles of the three lines of defence model, whereby operational management, governance oversight and independent assurance collectively support effective risk management, compliance and performance improvement.

13.1. Asset Management Maturity Assessment

RBFRS will undertake periodic asset management maturity assessments to evaluate the effectiveness of its property asset management arrangements and identify opportunities for improvement. Assessments will consider governance, asset intelligence, lifecycle planning, compliance, Intelligent Client capability, sustainability integration and delivery performance.

Maturity reviews will support:

- identification of capability gaps and improvement priorities;
- benchmarking against recognised good practice;
- evidence-based investment in systems, skills and governance;
- progression of FM and asset management maturity over time;
- continuous improvement and organisational learning.

The Service will seek to align maturity assessment approaches with recognised professional guidance, including RICS, ISO 55002 and Government Property and FM maturity principles found in Facilities Management Standard FMS 001: Management and

Services Maturity Tool Guidance Document and Facilities Management Standard FMS 002: Asset Data Maturity Tool Guidance Document, where proportionate and appropriate.

13.2. Annual Strategy Refresh

This Strategy will be informally reviewed annually to ensure that it remains aligned to changing operational requirements, the evolving CRMP, SAIF, MTFP and wider organisational priorities.

Annual refresh activity will consider:

- changes in operational risk and service demand;
- estate performance and condition trends;
- emerging compliance or legislative requirements;
- suitability, workforce and operational needs;
- climate resilience, sustainability, equality, diversity and inclusion priorities;
- investment pressures and affordability;
- lessons learned from estate delivery and operational experience.

Where significant changes arise, the strategy may be updated to reflect revised priorities, risks or delivery approaches.

13.3. Gateway Assurance

Major estate investment, redevelopment and transformation projects will be subject to proportionate gateway assurance to strengthen governance, reduce delivery risk and improve investment confidence.

Gateway assurance reviews may include:

- strategic need and alignment with organisational objectives;
- options appraisal and business case assurance;
- affordability and whole-life value;
- operational impact and resilience considerations;
- delivery readiness and programme risk;
- post-implementation review requirements.

Gateway assurance will support informed decision-making and help ensure that estate investment remains aligned to operational need, affordability and long-term value.

13.4. Benchmarking and Health Checks

RBFRS will periodically undertake benchmarking and property asset management health checks to better understand estate performance, capability and maturity relative to recognised good practice and comparable organisations.

Benchmarking activity may include:

- asset condition and lifecycle performance;
- estate utilisation and efficiency;
- compliance performance;
- operational suitability and workforce provision;
- investment and backlog liability trends;
- sustainability and resilience performance;
- organisational capability and maturity.

Health checks will be used to identify strengths, risks, gaps and opportunities for improvement and will support evidence-based prioritisation and continuous improvement planning.

13.5. Post-Project Evaluation and Organisational Learning

RBFRS will seek to undertake post-project evaluation for significant estate interventions to understand whether intended outcomes, operational benefits and investment objectives have been achieved.

Post-project evaluation may consider:

- delivery against scope, time and budget;
- operational outcomes and user feedback;
- compliance and performance outcomes;
- suitability, workforce and wellbeing improvements;
- sustainability, resilience, accessibility, inclusion and inclusive by design benefits;
- lessons learned and future improvements.

Learning from estate projects, audits, operational experience and assurance activity will be used to inform future investment decisions, improve delivery capability and strengthen property asset management maturity over time.

Through structured assurance, review and continuous improvement, RBFRS will continue to strengthen its property asset management capability and ensure that estate decisions remain evidence-based, proportionate and aligned to the long-term needs of the Service and the communities it serves.

Looking a current public sector best practice and the current operating model, the following areas, captured in the tables below, have been identified for improvement over the period of this strategy and beyond.

13.6. Benefits of Continuous Improvement

Maintaining a structured programme of continuous improvement ensures that this PAMS will remain effective, proportionate and aligned with the Service's strategic objectives, operational requirements and evolving regulatory landscape. It enables the Service to learn from performance data, audits, incidents, stakeholder feedback and best practice, embedding a culture of evidence-based decision-making and organisational learning.

A continuous improvement programme supports the Service by:

- strengthening operational resilience through the systematic identification and mitigation of asset-related risks;
- improving asset performance, reliability and availability to support operational readiness;
- enhancing statutory compliance and reducing the likelihood of service disruption or asset failure;
- improving value for money through whole-life cost optimisation and informed investment decisions;
- increasing organisational capability and maturity by embedding lessons learned and adopting recognised good practice;
- improving the quality, consistency and accessibility of asset information to support decision-making;

- driving innovation through the adoption of new technologies, maintenance techniques and smarter ways of working; and
- providing assurance to the Fire Authority, regulators and stakeholders that the property portfolio is being actively managed, monitored and continually improved.

Annex B contains the current proposed continuous improvement programme. Progress will be monitored through the Property Governance Framework and reported as part of the Service's regular performance and assurance arrangements.

Annex A - ASSET CONDITION CLASSIFICATION MAPPING

The previous RBFRS PAMS condition classification was derived from a Royal Institute of Chartered Surveyors (RICS) methodology that has now been superseded. This Annex details the logic and mapping between the current RBFRS condition methodology with the FMS002 Asset Data Standard and BS 8544 (Lifecycle Planning, Condition and Maintenance).

The objective is to preserve the intent of the current operationally focused grading system while aligning it to a more standardised, defensible asset management condition model suitable for lifecycle planning, backlog management and strategic investment prioritisation.

Recommended Mapping

Existing RBFRS Code	Current Definition	FMS002 Recommended Condition	BS8544 Equivalent	Recommended Strategic Meaning	Intervention Priority
4 – Good	As New Requires only PPM. No failure history.	**Condition A –** Very Good	Grade A – Excellent / New or nearly new	Performing as intended with negligible deterioration	Planned maintenance only
3 – Satisfactory	Sound/Operational with minor deterioration	**Condition B –** Good	Grade B – Good / Sound with minor deterioration	Fit for purpose with manageable deterioration	Planned lifecycle intervention
2 – Poor	Operational but major repair or replacement needed	**Condition C –** Fair / Poor	Grade C – Operational but major repair required	Serviceable but creating increasing operational and financial risk	Prioritised capital renewal
1 - Failing	Inoperable or serious risk of failure or breakdown	**Condition D** – Bad / End of Life	Grade D – Serious deterioration / replacement required	High operational, safety or compliance risk	Immediate intervention / replacement
		Condition E – Upgrade	Functional Obsolescence / Enhancement Requirement	Not a condition code → Asset may be physically sound but strategically deficient, classify as Improvement Needed	Planned enhancement investment
		Condition F – Asset Required	Not applicable to condition	Service deficiency rather than condition issue	Strategic investment need
		Condition X – Unknown	Unknown condition	Information risk requiring validation	Survey priority

Key Recommendation

E and F should not remain “condition grades.”

Under both **FMS002** and **BS8544**, condition describes the **physical state of an asset**, whereas:

- **E (Upgrade**) = functional performance gap / enhancement requirement
- **F (Asset Required)** = missing capability / service deficiency

These are investment drivers, not condition states.

Annex B – CONTINUOUS IMPROVEMENT PROGRAMME

Throughout the development of the PAMs, considerable engagement and consultation with stakeholders has been undertaken. Based on the feedback received and a review of current best practice in this area, the following areas for improvement have been identified. The improvement actions are documented below against the strategic themes contained within the PAMS.

Table 1*. Property Asset Management Improvement Programme.*

Strategic Theme	Improvement Area	Intended Outcome	Delivery Mechanism	Time Horizon
Governance & Leadership	Strengthen property governance arrangements	Clear accountability, improved decision-making and alignment between estate, operational and financial planning	Governance review, reporting framework, defined roles and responsibilities	Short–Medium Term
Intelligent Client Capability	Develop Intelligent Client maturity	Improved oversight of suppliers, contract assurance and informed investment decisions	Capability development, contract governance and performance management	Ongoing
Asset Management Maturity	Undertake annual maturity assessments	Improved FM and asset management maturity and evidence-based continuous improvement	Annual maturity assessment aligned to ISO 55002 and FM maturity frameworks	Annual / Ongoing
Performance & Assurance	Enhance audit and assurance arrangements	Improved compliance assurance and confidence in asset management performance	Three Lines of Defence assurance model, internal audit, compliance reporting	Ongoing
Strategic Alignment	Improve integration between PAMS, SAIF, CRMP and MTFP	Better alignment of estate investment to operational need and organisational priorities	Strategic planning integration and governance reviews	Medium Term
Stakeholder Engagement	Improve engagement with operational users and stakeholders	Better informed estate decisions and improved operational suitability	Structured stakeholder consultation and user feedback mechanisms	Ongoing

***Table 2**. Asset Intelligence and Estate Information Improvement Programme.*

Strategic Theme	Improvement Area	Intended Outcome	Delivery Mechanism	Time Horizon
Asset Information	Improve quality and consistency of asset data	Better informed lifecycle planning and investment decisions	Data quality improvement programme and asset verification	Short–Medium Term
CAFM / Asset Systems	Improve digital asset management capability	Improved visibility of performance, condition and lifecycle risk	CAFM / asset management system optimisation	Medium Term
Condition Intelligence	Strengthen condition survey strategy	More accurate understanding of lifecycle liabilities and investment need	Risk-based survey programme and condition reviews	Ongoing
Suitability Intelligence	Establish estate-wide suitability assessment baseline	Better understanding of operational suitability, dignity at work and contamination management requirements	Adoption of National Fire Estates Group methodology when available	Medium Term
Performance Reporting	Improve property performance reporting	More evidence-led decision-making and prioritisation	KPI development and management dashboards	Ongoing
Risk Profiling	Develop asset risk-based prioritisation	Better targeting of investment toward critical operational risk	Asset criticality and risk profiling framework	Medium Term

Table 3. *Estate Suitability, Workplace and Operational Resilience.*

Strategic Theme	Improvement Area	Intended Outcome	Delivery Mechanism	Time Horizon
Contamination Management	Improve estate support for contaminant control	Reduced operational contamination risks and improved firefighter welfare	Estate investment aligned to contamination management requirements	Medium–Long Term
Dignity at Work	Improve workplace inclusivity and welfare provision	Estate supports an inclusive, safe and dignified workplace	Suitability assessments and refurbishment programmes	Medium Term
Operational Suitability	Review fitness of operational spaces	Estate better aligned to operational delivery requirements	Future suitability assessment programme	Medium Term
Operational Resilience	Improve resilience of critical sites and infrastructure	Greater continuity of emergency response capability	Lifecycle investment and resilience planning	Ongoing
Workforce Wellbeing	Improve quality and functionality of workplaces	Better staff wellbeing, retention and operational effectiveness	Workplace improvements and estate modernisation	Ongoing

Table 4. *Lifecycle Investment and Estate Optimisation*

Strategic Theme	Improvement Area	Intended Outcome	Delivery Mechanism	Time Horizon
Lifecycle Planning	Strengthen lifecycle forecasting	Better planned investment and reduced reactive maintenance risk	Forward Maintenance Register and lifecycle planning	Ongoing
SAIF Alignment	Align property investment to the SAIF	More transparent and risk-based investment prioritisation	Capital planning and governance processes	Ongoing
Estate Optimisation	Review estate configuration and utilisation	Estate aligned to operational need and long-term affordability	Estate optimisation reviews and business case development	Medium–Long Term
One Public Estate	Explore co-location and collaboration opportunities	Improved value, resilience and service integration	Partner engagement and opportunity appraisal	Medium Term
Estate Rightsizing	Improve utilisation and space effectiveness	More efficient and operationally appropriate estate footprint	Utilisation analysis and suitability reviews	Medium–Long Term
Asset Rationalisation	Consider repurposing, redevelopment or disposal where appropriate	Improved value and reduction in unsuitable or underperforming assets	Options appraisal through SAIF and governance	Long Term

***Table 5**. Sustainability and Climate Resilience Improvement Programme (Sustainability Roadmap).*

Strategic Theme	Improvement Area	Intended Outcome	Delivery Mechanism	Time Horizon
Heat Decarbonisation	Deliver estate decarbonisation priorities	Reduced operational carbon emissions	Heat Decarbonisation Plan and lifecycle investment	Long Term
Climate Adaptation	Improve estate resilience to climate impacts	Reduced vulnerability to overheating and flooding	Risk-based estate resilience measures	Medium–Long Term
Resource Efficiency	Improve water, energy and waste performance	Reduced resource consumption and cost	Building optimisation and refurbishment activity	Ongoing
Sustainable Investment	Embed whole-life sustainability considerations	Better long-term asset performance and reduced stranded asset risk	Lifecycle investment principles	Ongoing
Biodiversity	Improve environmental quality of estate where practicable	Positive environmental outcomes and improved site quality	Estate projects and landscape opportunities	Medium Term

***Table 6**. Workforce Planning, Capacity and Capability.*

Strategic Theme	Improvement Area	Intended Outcome	Delivery Mechanism	Time Horizon
Workforce Planning	Review capacity and capability requirements	Appropriate resourcing to deliver PAMS objectives	Workforce and succession planning	Ongoing
Professional Development	Increase property and FM capability	Improved professional competence and resilience	CPD, accreditation and training pathways	Ongoing
Succession Planning	Reduce single points of failure in specialist roles	Greater organisational resilience and knowledge retention	Succession planning and mentoring	Medium Term
Specialist Skills	Address emerging technical capability gaps	Better support for decarbonisation, suitability and compliance	Targeted recruitment and specialist support	Medium Term
Apprenticeships & Development	Develop future talent pathways	Improved long-term capability and workforce resilience	Apprenticeship and development opportunities	Medium–Long Term
Intelligent Client Capability	Strengthen client-side estate management expertise	Better contract oversight and supplier assurance	Professional development and governance	Ongoing