

Buckinghamshire Fire & Rescue Service

COMMUNITY RISK MANAGEMENT PLAN

2025-2030



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INTRODUCTION

Welcome to our new Community Risk Management Plan (CRMP), jointly presented by the Chairman and Chief Fire Officer.

Previously known as the Public Safety Plan (PSP), this document reflects on the progress we have made over the past five years and looks ahead to the future. It not only identifies upcoming risks, opportunities and challenges, but also reflects what you, the community, have told us is important.

Since we published our PSP in 2020, there have been significant changes locally and globally. The increase in wildfires during the Summer of 2022 showed how important it is for us to be able to respond quickly when there's a high demand for our help.

We do more than just fight fires. For example, when the COVID-19 pandemic hit, we changed how we work and the services we offered. Our staff helped to help set up vaccination centres and supported our health partners as they delivered vaccines across Buckinghamshire and Milton Keynes.

A large part of our day-to-day job is also about working with the community and partners to help prevent fires from happening in the first place.

Although our financial situation remains challenging, it's better than it was at the start of the last PSP in 2020. By managing our money carefully and having some flexibility in how much we can ask for from Council Tax payers (for two of the last five years), we've been able to take on more staff to keep you safe. Right now, in Buckinghamshire Fire & Rescue Service (BFRS), we have more firefighters than we have had in the last ten years.

As a sector, the fire and rescue service (FRS) continues to focus on cultural transformation, reflecting on how we work and treat each other. At BFRS, we've set a clear expectation for ourselves: we won't get defensive or ignore problems with our culture. We want everyone in our team to feel safe, supported and valued and to create a welcoming, engaging and inclusive place to work.

We've recently made a promise to the public along with committing to new values and setting out core behaviours for our staff. We'll make sure that everything we do reflects these so we can give the best service possible to our community.

As a professional, modern and agile FRS, we're ready to face the challenges ahead and be ambitious in striving for excellence to serve you, our community.

WHAT IS A COMMUNITY RISK MANAGEMENT PLAN (CRMP)?

Our CRMP aims to explain how we plan to mitigate identified risks and improve community safety by aligning available resources with our key objectives and use them in the most efficient way.

In developing our CRMP, it was crucial for us to review the progress made since we published our PSP in 2020. Further details of this review can be found on pages 10 to 15.

The term 'resources' includes people, skills, money, buildings, infrastructure, equipment and data.

Each FRS holds and has access to a wide range of data which it uses to help understand, plan for and respond to community risk. A summary of the resources available to us can be seen in the CRMP Overview on page 6.

Change is constant and our CRMP must evolve and adapt throughout its lifetime.

The diagram below illustrates the process of building and reviewing our CRMP:



CRMP OVERVIEW

We deliver a crucial role in ensuring public safety within our community.

Our promise to the public, values and behaviours are fundamental to everything that we do. These are outlined on pages 16 to 17.

Serving over 800,000 people across diverse rural and city settings which includes the River Thames, the M1, M25 and M40 motorways, as well as rail infrastructure, demands the expertise of nearly 500 highly skilled firefighters and support teams.

KEY FACTS				
	Buckinghamshire (including Milton Keynes)	England		
Area (square miles)	723	50,370		
Population (thousands) 30 June 2021	843	56,536		
Expenditure per population Year ending 31 March 2022	£35.51	£41.88		
Incidents attended per 1,000 population Year ending 31 March 2022	9.7	11.0		
Percentage of firefighters who are Wholetime Year ending 31 March 2022	70.9%	65.2%		

Source: HMICFRS

We currently operate 19 fire stations across our community, housing 30 fire engines (known as pumps) along with a range of specialist and support vehicles. We also host 1 of the 19 Urban Search and Rescue (USAR) teams that are strategically located across England.

Our pumps are deployed to meet daily demands and provide resilience and capacity to handle occasional large-scale incidents or multiple, smaller incidents simultaneously. More insight into demand and use of our pumps can be found on pages 20 to 24.

We place our community and staff at the forefront of all our operations and so consultation with both these groups plays an integral role in shaping our CRMP.

We are seeking input on two proposals: redefining our response standard and reviewing the number of pumps during the lifetime of the CRMP. Further details on these proposals can be found on pages 56 to 65.

Details of our initial consultations can be found on pages 29 to 31 and information on how to participate in further consultations are provided on pages 66 to 67. Map A displays our fire station locations and pump types.



Map A, Location of Stations, Pumps and Specialist Vehicles and Boats

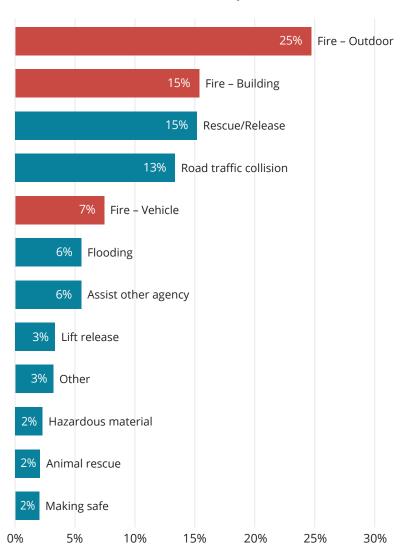
We respond to a diverse range of incidents, not just fires

Many of the incidents we attend are triggered by automatic fire alarms (AFAs). Research indicates that the vast majority of these (99%) turn out to be false alarms.

We committed to review our response to AFAs in our 2020–2025 PSP. Historically, our policy was to treat AFAs the same as any other call for emergency assistance.

However, most FRSs have moved away from this approach and we are also exploring this option, trialling a new policy which brings us into alignment. Details can be found on pages 62 to 65.

Incidents attended between April 2021 and March 2024



Our strategic objectives

The risks that we face are constantly evolving. Many factors contribute to this, including climate change, new construction, updated legislation and the emergence of new technologies, such as lithium-ion batteries (commonly used in electric vehicles, e-scooters and e-bikes). More information on these emerging risks can be found on pages 23 to 28.

After evaluating the available evidence, we developed an approach to these risks. Our approach is divided into three objectives (what we want to do) and three enablers (the people, assets and IT/data) that support delivery of the objectives. Each objective and enabler has a corresponding strategy outlined in detail on pages 34 to 52.

To measure the success of these strategies, we will monitor key performance indicators throughout the lifespan of the CRMP. Detailed information on these performance indicators is available on pages 53 to 55.



PROGRESS AGAINST OUR PUBLIC SAFETY PLAN 2020–2025

This section of the CRMP provides an update on the progress made towards achieving the success criteria outlined in the 2020–2025 Public Safety Plan (PSP).

Progress on specific projects and initiatives outlined in the 2020–2025 PSP are reported to the Fire Authority during the annual review and refresh of the Service's five-year Corporate Plan.

A more detailed evaluation on progress will be carried out after the PSP timeframe ends in March 2025 and the CRMP (2025–2030) timeframe begins.

Infrastructure Projects

Risks identified

- Road closures during construction leading to slower emergency response times.
- On-site risks during construction, such as working at heights or depths.
- New technical risks following project completion, such as tunnel rescues.

Progress made

- Emerging Risk Group established and identifying potential impacts of all major infrastructure projects such as High Speed 2 (HS2) and East-West Rail.
- External HS2 traffic group is providing us with information on all road closures that may impact on our response times as well as access to a live road closure information system – one.network.
- Numerous multi-agency exercises undertaken at HS2 sites helping share knowledge and understanding to reduce risk and improve communication sharing.

Population

Risks identified

- Potential for increases in all types of emergency response.
- Potential increase in accidental dwelling fire (ADF) injuries and fatalities, particularly in vulnerable groups such as the 80+ age group.

Progress made

- In 2022/23, there was an 8% increase in overall incident numbers compared to the previous 5 year average.
 A notable portion of the increase stemmed from other agencies requiring our assistance. The 5 year average figure did cover the period of the COVID-19 pandemic, during which we saw a significant reduction in incident numbers and we should also factor in our growing population over this period.
- 2022/23 saw an 11% reduction in ADF incidents compared to the previous 5 year average, indicating a sustained downward trend. The rate of ADFs per 1,000 (0.79) was also notably below the average for England (0.98).

Technology information and systems security

Risks identified

- Disruption to our ability to deliver emergency response and other services due to cyberattack.
- New risks arising from the introduction of emerging technologies, such as autonomous vehicles.

Progress made

- We did not experience any service-disabling cyberattacks during the PSP period (to date).
- We have invested in measures to enhance our cyber and information security, including:
 - Improving our email security ranking against the South-East Government Warning, Advisory and Reporting Point criteria.
 - Implementing an additional layer of protection to our existing firewall and reporting tools, enabling better monitoring of exposure and vulnerability to cyberattacks by email, and prioritisation of actions if threat is detected.
- Emerging Risk Group established and monitoring, evaluating and prioritising potential risks and opportunities, mitigating action from, or identifying potential for use of, new and emerging technologies.

Civil Emergencies

Risks identified

- Increase in frequency and/or severity of incidents.
- Two civil emergencies were experienced during the PSP period (to date):
 - The COVID-19 pandemic began in early 2020.
 - Wildfires, associated with record high temperatures and dry weather, during July and August of 2022.

Progress made

 In November 2020, His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) inspected our response to the pandemic. Its findings noted that being an active member of the Thames Valley Collaboration Group and Thames Valley Local Resilience Forum strengthens our relationships with partners, helping us to all provide better service to our community.

- 2022 saw the UK recording its highest ever temperature of 40.3°C (104.5°F) on 19 July 2022 which presented many challenges for all emergency services. Alongside 14 other UK fire and rescue services, including neighbouring London, Bedfordshire and Hertfordshire, we declared a major incident due to outbreaks of fire. We evaluated our response and have made recommendations for improvements which are currently being implemented.
- HMICFRS stated, following our 2023 inspection, that we have: "Good arrangements in place to respond to emergencies with partners that make up TVLRF".

Workforce pressures

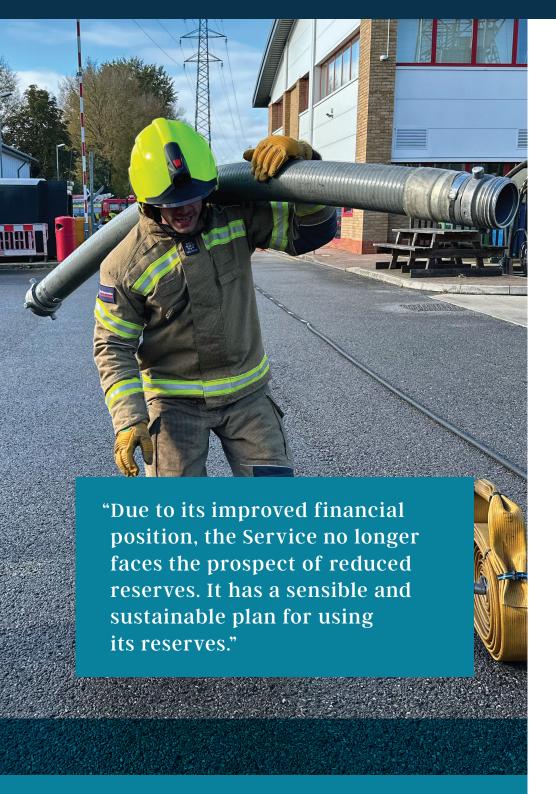
Risks identified

 Maintaining range, or level, of service to the public due to staff retention and recruitment challenges.

Progress made

- In the 2022 Culture Survey, 71% of our staff responding indicated they were proud to work for the Service. This was also reflected in the HMICFRS' 2023 inspection which found that: "Staff are proud to work for the Service and demonstrate commitment to putting the community at the heart of all they do".
- Significant progress has been made in terms of increasing the number of staff, especially the number of Wholetime firefighters.
- Changes to apprenticeship firefighter contracts will help mitigate low numbers of emergency response drivers and incident commanders that we have experienced in the past.





Funding pressures

Risk identified

• Insufficient funding to maintain current range or level of service to the public.

Progress made

- The Fire Authority is required, by law, to maintain a balanced budget. This requirement has been met without the need for service cuts during the current PSP period.
- The Fire Authority used the Council Tax Precept flexibility to increase its funding available for the financial years 2022/23 and 2023/24. This was used to improve front-line service resourcing which, over time, will improve the reliability and resilience of our Service.
- HMICFRS stated, following our 2023 inspection: "Due to its improved financial position, the Service no longer faces the prospect of reduced reserves. It has a sensible and sustainable plan for using its reserves".

OUR PROMISE AND OUR CULTURE

A review of our previous vision and values resulted in the development of a new promise to the public and a redefinition of our core values.

Underpinning our promise and our values are a set of core behaviours that clearly define what it means to work for us at BFRS. We believe these behaviours encourage a healthy workplace culture that values compassion, integrity and respect.

We create a welcoming, engaging and inclusive place to work, which inspires pride in our people. This is achieved through open and transparent communication, where everyone working within the Service feels safe and confident to offer ideas, feedback and speak up when things aren't right.

The combination of our promise, values and behaviours set the direction for how we deliver the culture we want to see within our Service, empowering our staff to make the right decisions over the lifetime of this CRMP, and into the future.

Our Promise

COMMITTED

to providing an excellent, modern and agile FRS for our community.

DEDICATED

to having the right people, at the right time, with the right skills, to keep you safe.

TOGETHER

we will work to protect and safeguard people and places.

Our Core Values







Our Core Behaviours









EMPOWERING AMBITIOUS

PREPARING OUR PLAN

Our CRMP is informed by a comprehensive understanding of current and future risk,

We have used a wide range of evidence to build a risk profile, which we have validated with our own operational data.

The following is a summary of our more detailed Evidence Base Document which analyses the full range of evidence available.

Our definition of risk in the community

- **Risk**: A combination of the likelihood and consequences of hazardous events.
- **Hazardous event**: This refers to a potential event that can cause harm.
- Likelihood: The chance of something happening. May be described by the probability, frequency or uncertainty of events.
- **Consequence**: The outcome of an event. Specifically, the severity or extent of harm caused by an event.

Resource allocation

We aim to match resources with the combination of likelihood and consequences of hazardous events.

The inputs into our CRMP risk assessment are:



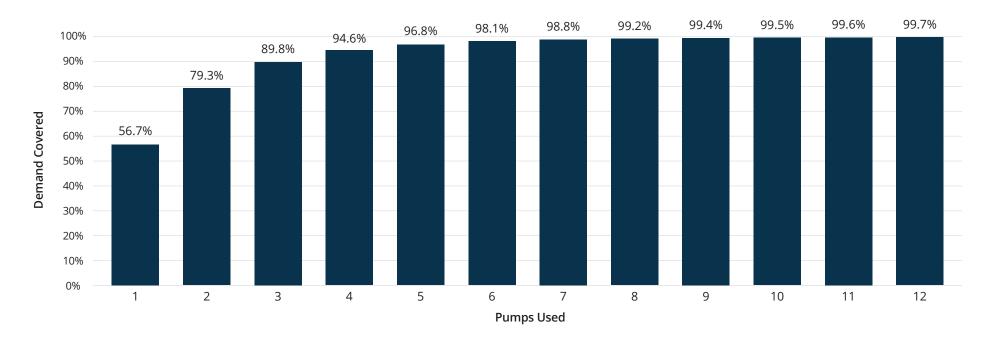
Understanding demand

To understand the demand on our resources, we've looked at how often we need to use our pumps to respond to emergencies in Buckinghamshire and Milton Keynes (our response area).

This analysis involves counting how many pumps are being used for emergency response, at any point, anywhere in our response area and includes those from neighbouring Services.

Graph A shows that having 12 pumps available covers 99.7% of our demand. A simple way to look at this is 12 pumps would cover our demand for 364 days of an average year.

Graph A, Use of Pumps April 2019 to March 2023



This is only part of the picture

We also consider when (what time) our pumps are needed.

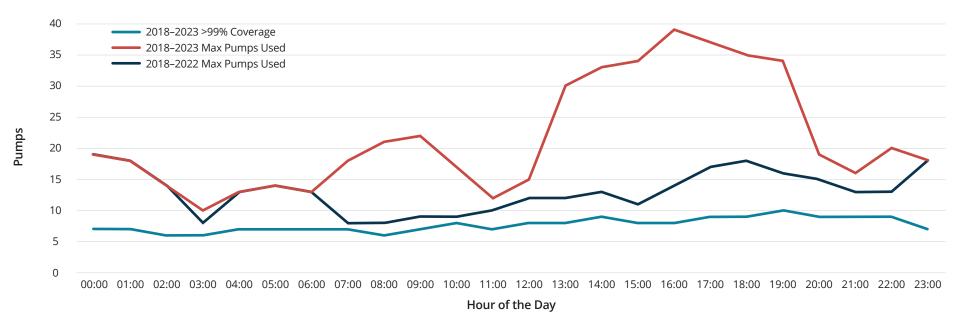
Graph B shows how the number of pumps needed is not spread evenly across the day and night.

Our data tells us the majority of our simultaneous demand, over 99%, can be handled with 10 pumps or fewer. However, there are occasions where a larger number of pumps are needed.

The maximum number of pumps required at any given time was less than 20. Summer 2022 was an exception when the peak of wildfires required the response of nearly 40 pumps.

This underscores the importance of being able to rapidly increase our resources to meet demand, as well as the support provided by neighbouring services during periods of heightened demand.

Graph B, Use of Pumps by Hour of the Day

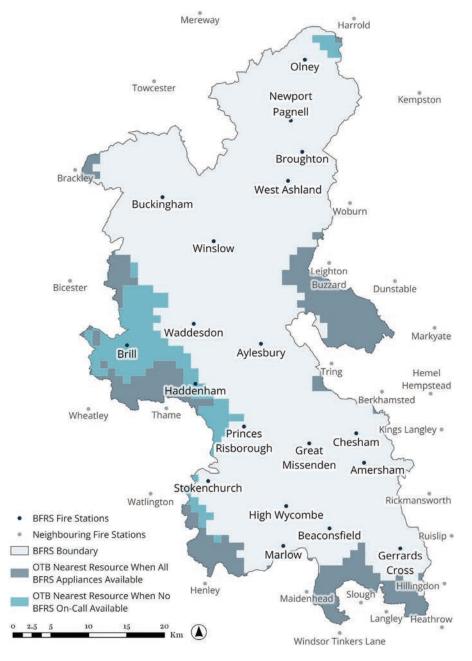


How we calculate support from neighbouring FRS

All our modelling considers the availability of resources from neighbouring FRS when we need them. Given the geography of our area, there are some locations where neighbouring Services can arrive quicker than us, even with all our pumps available.

We also have some areas where the pumps of neighbouring Services can reach more quickly, if our closest On-Call pump is not available.

Map B shows locations where neighbouring Service pumps could be called to attend an incident first.



Map B, Over the Border (OTB) Resource Availability

Understanding risk

You can find all the risks we've identified, in detail, in the supporting Evidence Base Document. The following summary highlights some of the key evidence and explains how we use it.

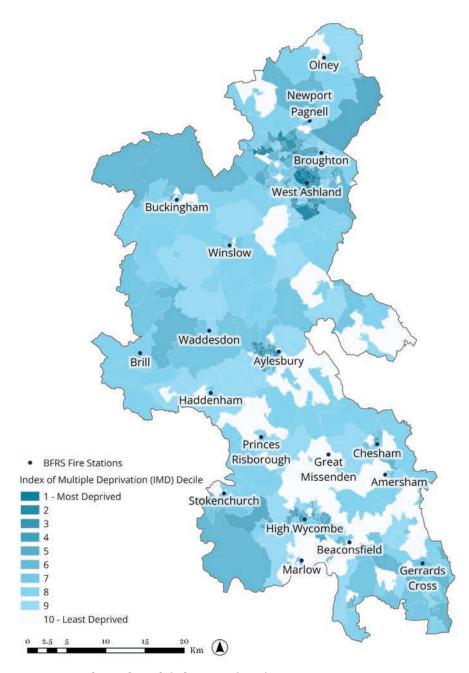
Deprivation

The Index of Multiple Deprivation (IMD) calculates levels of deprivation across England. It's important to note that IMD isn't solely about financial deprivation; it considers various aspects, including education, health and crime.

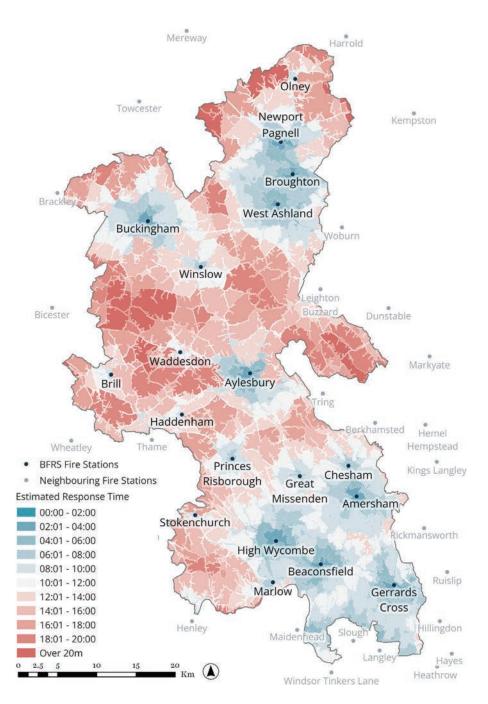
The link between higher levels of deprivation and an increased risk of fire is evident in the data. Over the past 5 years, households in the most deprived areas experienced around 3 times more fires, proportionally, compared to those in the least deprived areas. This can be seen in Map C.

Maps D and E show our estimated response times and population density across our response area.

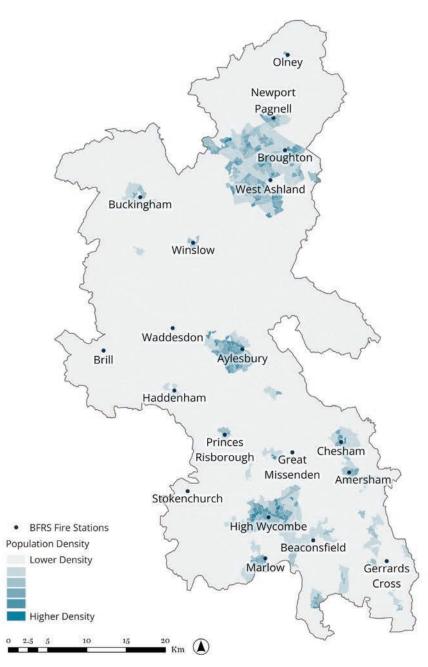
We also use this information to target our home fire safety initiatives and other prevention efforts towards those individuals and areas most at risk from fire.



Map C, Index of Multiple Deprivation



Map D, Estimated Response Times



Map E, Population Density



Weather related events

We recognise the increasing impact of climate change which heightens the risk of weather related events, such as flooding and wildfires. We can accurately model areas most susceptible to flooding to help us ensure our specialist resources are best placed to respond effectively.

Map F shows flood zones 2 (1% annual probability of flooding from rivers) and flood zones 3 (higher than 1% chance from rivers) in our response area.

Given the unpredictable nature of wildfires which could occur almost anywhere within our response area, we maintain a wide range of capabilities. This may require the increased use of smaller, more specialised vehicles that can easily travel off-road and tackle the fires before they have spread too far.



Map F, Flood Zones 2 and 3.

Horizon scanning, risk analysis, national and local risks

We have used the PESTELO analysis framework to evaluate external factors impacting on our operations. The supporting Evidence Base Document details the full range of emerging risks that we have analysed as part of the CRMP preparation work.

Table B summarises our risks, issues and opportunities which are more likely or almost certain to happen and would result in severe, major or significant impacts to our Service.

How to read the table

The likelihood indicates to what extent an emerging risk, issue or opportunity is likely to affect our Service. This is sorted into:

- Almost certain expected within 1 year.
- Likely expected within 1–3 years.
- Moderate possible within 3–10 years.

The consequence indicates to us how serious the impact would be if the event did happen.

While the exact impacts depend on the event, they could include:

Significant	Less serious injury, repairable damage to the environment, adverse impacts on multiple areas of the budget or unknown impact on strategic commitments.	
Major	Serious injury, repairable damage to the environment following significant investment, compromised financial position or strategic commitments not being met.	
Severe	Death, irreparable damage to the environment, unable to project the financial position of our fire service or failure to meet statutory duties.	

The reference numbers relate to a more detailed table of risks in the Evidence Base Document.

Table B, Summary of Risks, Issues and Opportunities

Ref	Risk	Likelihood	Consequence
48	Minimum Service Act (Legislation)	Almost certain	Major
10	FBU Manifesto	Almost certain	Significant
28	Remote working technologies (for staff)	Almost certain	Significant
73	Natural and environment eg. wildfires	Likely	Severe
16	Ageing population	Likely	Major
17	Health and disability	Likely	Major
57	Ageing workforce – health and wellbeing	Likely	Major
69	Cyber – including cyber terrorism	Likely	Major
15	Rising population	Likely	Significant
23	Hoarding	Likely	Significant
37	Climate change	Likely	Significant
53	Firefighter pensions (remedial service)	Likely	Significant
55	Insufficient funding to achieve CRMP	Moderate	Severe
75	Societal – public disorder, industrial action	Moderate	Severe
8	Urban Search & Rescue (USAR) funding	Moderate	Major
11	Inflation/Cost of living	Moderate	Major
18	Population diversity	Moderate	Major
19	Overcrowded housing	Moderate	Major
56	Service resilience issues – retention of staff	Moderate	Major
58	Workplace culture	Moderate	Major

OUTCOMES OF INITIAL CONSULTATIONS

To help shape this CRMP we held initial listening and engagement consultations

These sessions were held with a diverse group of residents living in our response area and our staff.

These consultations aimed to explore:

- Public and staff perceptions of risk in the communities we serve.
- Awareness of current and future challenges facing the Service.
- Ideas on how we address key issues and challenges.

The risks identified by the public and our staff have been included in our risk analysis. More details can be found in our Evidence Base Document (PESTELO and Chronic/Local Risks analysis).

"Feedback from the consultations has also influenced specific proposals for changes to our services or their delivery. This includes improving the resilience and capacity of the Service and adjusting our response to AFAs."

Feedback Summary

When asked about ideas for improving the resilience and capacity of the Service, participants were asked to rank a number of options in preference order.

The public ranked the options in the following order (most preferred as option 1 to least preferred as option 4):

- 1. Pooling On-Call resources to improve appliance availability across larger areas.
- 2. Smaller specialist appliances in remote rural locations.
- 3. Moving difficult-to-crew rural appliances to urban areas.
- 4. Re-balancing resources in favour of more Wholetime/ Day-Crewed provision.

Our staff ranked the options in the following order (most preferred as option 1 to least preferred as option 4):

- 1. Re-balancing resources in favour of more Wholetime/ Day-Crewed provision.
- 2. Smaller specialist appliances in remote rural locations.
- 3. Pooling On-Call resources to improve appliance availability across larger areas.
- 4. Moving difficult-to-crew rural appliances to urban areas.

When we asked about how we should respond to AFAs given the large number that turn out to be false alarm activations, the public opinion was divided between keeping the existing policy and changing.

In contrast, 83% of our staff who participated in the consultation favoured one of the reduced response options.

Again, participants were asked to rank a number of options in preference order. The public and staff participant responses were separated, however both gave the same order of preference.

The options were ranked in the following order (most preferred as option 1 to least preferred as option 4):

- 1. Attend all AFAs in high-risk premises and those in low-risk premises where there is an actual fire reported or the owner cannot be contacted.
- 2. Only attend if an actual fire is reported or the building occupants cannot be contacted.
- **3**. Only attend high-risk premises and low-risk premises if an actual fire is reported.
- 4. Respond at normal road speed.

These consultation results have been considered when preparing the policy being trialled. Details can be found on pages 62 to 65.



EXPLAINING HOW WE SET OUT OUR OBJECTIVES, ENABLERS AND STRATEGIES

This part of the CRMP outlines our objectives and enablers. Each element has a high-level strategy shaped by relevant fire standards and insights from our most recent HMICFRS inspection. Both the objectives and enablers reflect our promise and values to ultimately reduce risk and enhance the wellbeing of our community.

Annual delivery plans will be created to support the CRMP objectives and enablers. Community feedback, quality assurance outcomes and evaluation of actions taken will all contribute to the evolution of these plans throughout the 5 year period of the CRMP.

Our commitment extends beyond paper; we actively engage with the local community, ensuring our strategies remain dynamic, responsive and in line with our shared vision for a safer, healthier future.

Join us on this journey as we collaboratively shape and refine our approach to community risk management. Details of how to get involved can be found in Further Consultation | How to Get Involved on page 66.

Key Terms

Objective – something we plan to do to reduce the risk to the community.

Enabler – what we use to help deliver our objectives, e.g. people, physical assets, money, data, technology.

Here's a brief overview of what you'll discover on pages 35 to 55:

Structure of objectives and enablers

- **Title:** The strategic principle guiding each objective or enabler.
- **Introductory paragraph:** A snapshot of how the objective or enabler supports our promise to the public.
- **Key aims:** Clear goals to be achieved during the CRMP's lifespan.
- **Key risks:** Identified risks from supporting Evidence Base and the summary on page 28 that the strategy addresses.
- **Key actions:** A list of steps to achieve the aims and mitigate identified risks.

Monitoring Progress

Pages 54 to 55 outlines how we plan to monitor and measure progress against each strategy.

OBJECTIVE 1 REDUCING RISK AND KEEPING OUR COMMUNITY SAFE PREVENTION STRATEGY

Our goal is to enhance the health, safety and wellbeing of our community. Our focus is on preventing fires and other incidents in homes, neighbourhoods, on roads and in the environment.

To achieve this, we work closely with our partners to identify, safeguard and support those most at risk. Together, through community engagement and education, we aim to create a safer and more resilient environment for everyone.

Key Aims

- Prioritise community wellbeing by identifying and engaging with those most at risk of fire and other emergencies.
- Adopt a person-centred approach to deliver efficient risk-based prevention activities in collaboration with partners for more effective services.
- Support the holistic development of children and young people; actively leading safeguarding partnerships and maintaining effective information sharing in line with guidelines.

Key Risks

- Fire related incidents in the home resulting in injury or death.
- People killed and seriously injured on roads.
- Children and young people who are identified as being involved in fire setting behaviour.
- Emerging technological risks such as e-scooters, solar charging, and the increasing use of lithium-ion batteries in a wide range of domestic settings.
- Climate related emergencies, such as flooding and wildfire.

Key Actions

- Collaborate with partners to capture, share and analyse incident data enabling an intelligence-led, risk-based approach to prioritise and support those most at risk of emergencies.
- Engage regularly with the community to enhance our understanding of local risks and maintain a comprehensive risk profile for our area.
- Deliver high quality targeted, and quality assured, Home Fire Safety Visits (HFSV) to proactively mitigate domestic dwelling fires.
- Implement targeted initiatives which actively support national and local road safety campaigns within Buckinghamshire and Milton Keynes.
- Innovative and targeted, safety education delivered by skilled staff, in partnership with the Safety Centre MK.
- Prioritise safeguarding activities, working closely with partners to identify and support at-risk individuals.
- Maintain a continuous focus on monitoring and evaluating emerging risks and technological impacts.

OBJECTIVE 2 PROTECTING PEOPLE FROM RISK IN THE BUILT ENVIRONMENT PROTECTION STRATEGY

Our goal is to enhance the safety and wellbeing of our community by reducing risks and incidents in the built environment.

Fire safety legislation applies to around 30,000 buildings within Buckinghamshire and Milton Keynes. We are committed to providing fire safety education to those responsible for keeping these buildings safe and, where required, taking proportionate and robust intervention.

To achieve this, we will deliver efficient and effective protection activity ensuring our services are accessible to all members of the community.

Key Aims

- Ensure compliance with fire safety legislation, statutory duties and regulatory standards to enhance overall regulatory compliance and fire safety measures.
- Support the decrease of fire-related incidents, injuries and fatalities in business premises through education and regulation.
- Continuously improve the competency and capacity of our Protection Team.

Key Risks

- The growth and diversity of buildings and land to which fire safety legislation applies in the fast-changing and increasingly complex urban environment we serve.
- Responsible persons failing to comply with fire safety legislation, either intentionally or due to a lack of understanding of their obligations.
- Changes in fire safety legislation needing to be effectively and consistently shared, and made accessible, for those affected or impacted.

Key Actions

- Regularly review and adapt policies, procedures and practices in response to new or revised fire safety legislation, working collaboratively with partners to share knowledge and learnings.
- Review and enhance our data-led methodology for defining protection risk and implement a risk-based intervention programme.
- Deliver a comprehensive business engagement plan; supporting responsible persons in fire safety regulation compliance while continuously evaluating protection activities for effectiveness, a targeted approach and accessibility.
- Respond proportionately to demand-led requirements, including consultations, fire safety concerns, complaints and post-fire inspections.
- Implement an effective quality assurance process to evaluate the standard of our fire safety activities.

OBJECTIVE 3 RESPONDING QUICKLY AND EFFECTIVELY TO EMERGENCIES RESPONSE AND RESILIENCE STRATEGY

Our goal is to respond to emergencies in the most effective and safe way, prioritising the protection of, and limiting damage to, life, property and the environment.

To achieve this we are dedicated to ensuring operational preparedness as we respond safely and efficiently to all incidents. This includes acting independently as a single Service, collaborating seamlessly with local or regional Services and other partners, and actively engaging with the National Resilience Capabilities.

Key Aims

- Competent operational and fire control staff.
- Comprehensive operational policies, procedures, tailored guidance and training.
- Appropriate resources, vehicles, equipment and systems.

Key Risks

- Challenges of On-Call recruitment and retention impacting on-pump availability.
- High house prices, particularly near Day-Crewed and On-Call fire stations, pose challenges to our crew availability.
- Routine response to all AFAs puts additional demand on our available resources, diverting firefighters from key prevention and training activities.
- Emerging technologies and changes in the built environment present new operational risks requiring adaptive response capabilities.
- Enhancing resilience during periods of extreme pressure, such as severe weather, national industrial action or a pandemic.

Key Actions

- Ensure all operational and control room staff are trained in the hazard and control measure approach based on National Operational Guidance (risk assessment, decisionmaking and risk management skills).
- Conduct risk assessments for emergency operations and gather site-specific risk information to enhance response effectiveness.
- Integrate operational assurance and learning efforts to contribute to improvement at local, regional and national levels.
- Plan and prepare clear and scalable operational responsibilities for emergencies based on foreseeable events.
- Ensure that essential resources, equipment and adequately trained personnel are strategically available and align with planning assumptions.
- Optimise the structure and function of operational resources to meet preparedness requirements, managing asset types, numbers and locations to mitigate identified risks.
- Prioritise health, safety and wellbeing in operational planning and delivery through a clearly communicated health and safety policy.

ENABLER 1 AN INCLUSIVE, HEALTHY AND ENGAGED WORKFORCE PEOPLE STRATEGY

Our goal is to optimise the contribution and wellbeing of everyone at BFRS.

To achieve this, we are committed to being connected with our staff, ensuring wellbeing is prioritised and empowering all to be professional and ambitious in serving the community. This commitment starts from the moment someone expresses an interest in joining our Service. It continues throughout their working life with us, and even after they have left.

Key Aims

- Strive for a more diverse and engaged workforce.
- Ensure all staff can access wellbeing support easily throughout their career and know how and where to obtain it.
- Ensure all staff are appropriately trained to fulfil their role and are committed to creating and maintaining a thriving culture.
- Senior leaders are role models for our core values and behaviours and possess the right skills and capacity to manage change.
- Clear communications and ease of access to a fair and transparent succession and promotional processes.

Key Risks

- Workplace culture at a national FRS level.
- Increases in normal pension age.
- Staff retention.

Key Actions

- Embed our promise, core values and behaviours and set the professional standards all staff are expected to meet.
- Continuously review and improve succession planning to retain, attract and nurture a workforce rich with diversity and the necessary skills, experience and leadership qualities.
- Develop pathways for high-potential staff and future leaders.
- Improve the collection of equality data to better understand workforce demographics and needs, supporting our ambition to achieve a more diverse workforce that better reflects the community we serve.
- Ensure effective engagement and feedback mechanisms for all staff, including those from under-represented groups, to enhance staff wellbeing.
- Proactively demonstrate our commitment to fostering a positive health and wellbeing culture, ensuring reasonable and appropriate working conditions for all staff.

ENABLER 2 MAKING THE MOST OF OUR FINANCES AND ASSETS FINANCE AND ASSETS STRATEGY

Our goal is to make sure that we deliver the best possible service and value for money with the finances and assets that we have been trusted with.

To achieve this, we are committed to upholding the highest professional standards in financial management and ensuring the provision of top-tier facilities and equipment essential for our staff to deliver our duties to our community effectively and safely.

Key Aims

- Align finances with risk, ensuring proper financial management, and providing staff with safe and effective facilities and equipment.
- Efficiency improvements delivered year-on-year and reinvested into the Service.
- Wherever possible, and financially viable, take all appropriate steps to reduce negative impacts on the environment produced by our assets.

Key Risks

- A real-term reduction in funding due to limits on Council Tax increases and Government grant funding.
- Additional cost pressures from general inflation and unprecedented increases in supply costs, such as gas and electricity.
- Government policy changes resulting in additional, un-forecasted costs, such as employer pension contributions.
- Older property estate requiring increasing investment for refurbishment and maintenance, ensuring it remains safe and fit for purpose for our diversifying workforce.

Key Actions

- Implement a zero-based budget for the financial year 2025/26 to align resources for Prevention, Protection and Response activities, identifying any opportunities for efficiency and assessing these against risk.
- Develop and implement a property standard across our estate, ensuring all buildings are fit for purpose and meet health, safety and wellbeing requirements for a diversifying workforce.
- Review, procure and implement appropriate asset solutions to address needs and requirements of our diversifying workforce and/or emerging risks outlined within this CRMP.
- Investigate ways to enhance our facilities to expand the scope of locally-conducted training and validation and opportunities to collaborate with close partners.
- Explore options to invest in residential accommodation to support our crewing model and/or provide housing for key workers.
- Update policies and procedures to accommodate changes in procurement legislation.

ENABLER 3OPTIMISING OUR TECHNOLOGY AND DATA DIGITAL AND DATA STRATEGY

Our goal is to increase our use of data and business intelligence tools, through secure and resilient systems, to help us better understand and respond appropriately to the risks we, and our community, face.

To achieve this we will use technology to balance the need for security and resilience with the desire to innovate and introduce new, efficient ways of working.

Key Aims

- An empowered workforce with effective technology for communication, secure information management and remote efficiency.
- Easy access to current, role-relevant data and intelligence to enhance safety and reduce risk.
- A digitally engaged workforce that champions a digital first culture, embracing and promoting automation for enhanced efficiency and effectiveness.
- Enhanced community engagement through tailored, accessible and digitally-enabled solutions, helping to deliver reduction in paper and improved process efficiency.

Key Risks

- Cyber Security risks identified in the UK National Risk Register.
- UK Resilience Framework.
- Population changes.
- Emerging technology.

Key Actions

- Collect and analyse new data to enhance our understanding of risk in Buckinghamshire and Milton Keynes.
- Evaluate and optimise IT systems to ensure they continue to act as reliable key enablers for our Service.
- Assure the reliability, resilience, accuracy and accessibility of critical IT systems, such as mobile data terminals for accuracy and accessibility.
- Ensure all systems meet up-to-date security requirements, maintaining data and system security alongside accreditation to relevant codes of connections and security standards.
- Engage with the Home Office-led Emergency Service Mobile Communication Programme for implementing the Emergency Service Network within BFRS and the broader Thames Valley.
- Enhance systems to enable self-service for staff and the public, reducing paper and printing requirements and improving process efficiency through digitisation and automation.
- Implement data standards to enhance community analysis, evaluating and improving our risk methodology for prioritised home fire safety visits aligned with individual and household needs.



PERFORMANCE MONITORING KEY MEASURES

Below are some of the key performance metrics which we will use to monitor our progress against our objectives and enablers to help measure the success of our CRMP.

OBJECTIVE 1

Reducing risk and keeping our community safe

- Number of Home Fire Safety Visits completed.
- Number of accidental dwelling fires.
- Number of serious accidental dwelling fires.
- Number of fire-related fatalities in accidental dwelling fires.
- Number of deliberate dwelling fires.
- Number of road traffic collisions attended.

OBJECTIVE 2

Protecting people from risk in the built environment

- Number of Fire Safety Audits completed.
- Number of accidental fires in non-domestic buildings.

- Number of deliberate fires in non-domestic buildings.
- Number of serious fires in non-domestic buildings.
- Number of fires attended in prisons.

OBJECTIVE 3

Responding quickly and effectively to emergencies

- Average attendance time to all incidents (excluding co-responder).
- Average attendance time to accidental dwelling fires.
- Availability of pumps (Wholetime/Day-Crewed/On-Call).
- Number of pumps available response model (Wholetime/Day-Crewed/On-Call).
- Use of pumps from other FRSs
- High-risk site information updates.
- Operational resilience (competencies, hydrant availability and high-risk site information).
- False alarms in non-domestic buildings.

ENABLER 1

An inclusive, healthy and engaged workforce

- Number of current vacancies.
- Staff turnover and absence rates.
- Welfare and support use.
- Health and safety workplace injuries, incidents and near misses.
- Appraisal and objective completion.
- Mandatory e-learning completed.
- Grievance and discipline cases.
- Attacks on staff.
- Compliments and complaints.

ENABLER 2

Making the most of our finances and assets

- Project progress.
- Internal audit recommendations outstanding.
- Forecast Outturn (forecasted spending vs budget).
- Cost of Bank Shifts.
- Carbon emissions and printing.
- Efficiency savings as a percentage of non-payroll expenditure.

ENABLER 3

Optimising our technology and data

- Data breaches and fraud.
- Engagement through social media.
- Engagement through BFRS website.
- Support desk response standards.
- Network uptime.
- Freedom of Information requests responded to within timeframe.

PROPOSALS FOR CONSULTATION RESPONSE STANDARD AND RESOURCING

We're proposing to refine our emergency response standard to better serve you.

Our current response standard

Our current aim is to keep our average response time within 10 seconds of the previous 5 year period.

During the financial year 2023/24 our average attendance time to all incidents each month ranged from between 8 minutes 35 seconds to 9 minutes 31 seconds.

What is a response time?

When you call 999, our Fire Control Service (FCS) swiftly pinpoints your location and dispatches the quickest available pump, regardless of which fire service it comes from.

We measure the time it takes for the first pump to get to you. We call this the response time.

Why change our standard?

To ensure we are providing an excellent, agile and modern fire service for our community it is important our response standard is easy to understand, measurable, efficient and effective. Our recent HMICFRS inspection findings suggested that our current response standard could mean that even if our response times worsened, we would still be achieving our targets. As part of this CRMP we're looking to redefine our response standard.

Our new proposed response standard

Our proposed response standard aims to uphold an average response time of 10 minutes. This means the **first pump arriving at a scene within an average of 10 minutes for all incidents.** This does not include call-handling times.

Areas nearer to our Wholetime and Day-Crewed fire stations can expect a much quicker response.

In areas further from our Wholetime and Day-Crewed stations our response time may extend to between 10 and 20 minutes.

Ensuring we can respond to incidents

Through analysing data, we've found that most routine daily incidents can be handled with less than 9 immediately available pumps.

However, due to Buckinghamshire and Milton Keynes' unique geography, we determine that 9 pumps is the minimum required for daily response to meet our proposed standard.

To ensure we can meet our proposed response standard during larger or simultaneous incidents, we know we need nearer to 12 immediately available pumps.

On some rare occasions (less than 1% of all demand) we may need to deal with protracted incidents or extreme demand (such as during storms or heatwaves).

To meet these extreme demands, we need to ensure we are ready and able to scale up quickly. We will look to do this through a blended approach; deploying traditional pumps and specialist vehicles crewed by immediately available, On-Call and resilience crews.

This ensures a robust response during routine and exceptional circumstances, providing the service you need when it matters most.

The data shows there is no need to change the number of Wholetime and Day-Crewed pumps or their location.

Our On-Call response

Currently we have 18 On-Call pumps which primarily provide us with resilience. The quantity and placement of these pumps impacts on our response time.

These vehicles significantly enhance our capacity to respond to exceptional circumstances like major incidents and adverse weather conditions, and our standalone On-Call stations help to reduce our response time in more rural areas.

We are committed to using data to understand the most effective use of On-Call resources to provide resilience, manage risks and uphold our proposed response standard. This includes evaluating the types of pumps and vehicles we have and exploring opportunities for greater efficiency and effectiveness.

Throughout the CRMP's duration, we will assess the required number of On-Call pumps to align with our new response standard and address identified risks within the CRMP.

How the number of available pumps impacts on response times

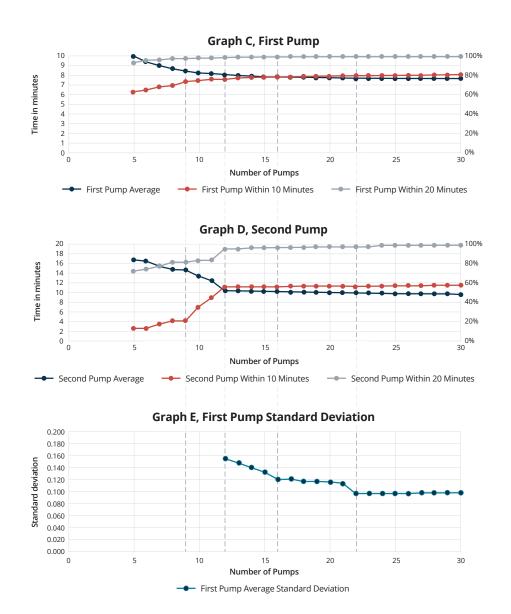
We use data modelling to help us understand how the number of available pumps might affect how long it would take for us to arrive at an incident.

Graph C shows us how first pump response times are affected if between 5 and 30 pumps were available.

Graph D looks at how second pump response times are affected if between 5 and 30 pumps were available.

Lastly, Graph E, tells us the variation in first pump response times, between different areas, if between 5 and 30 pumps are available (standard deviation). Standard deviation is important as it measures the degree of variation in average response times across different areas of our community.

It's important to consider all these factors when deciding where to place our resources. Having more pumps available doesn't always make a big difference to our average response time. However, it can in some, but not all, circumstances make a difference in reducing the variance between areas, for example improving response times to areas that are closer to our On-Call fire stations. This would help to make response times more consistent across the community.



This information was used to generate the response model shown below:

Demand	Pumps	First Pump average response time (see table above)	Second Pump average response time (see table above)	Variation Between Areas	Crewing
Business as Usual (covers 99.7% of incidents)	Less than 9	Significant increase	Significant increase	Not modelled for 12 pumps or less	
	9	Can meet first pump response average response standard of 10 minutes			Wholetime/Day-Crewed
	10 – 12	Small decrease	Significant decrease	Not modelled for 12 pumps or less	
Infrequent (less than 1% of incidents)	13 – 16	Incremental decrease	Incremental decrease	Significant decrease	
	17 – 22	Incremental decrease	Incremental decrease	Significant decrease	On-Call and Resilience
	23 – 30	Incremental decrease	Incremental decrease	Negligible decrease	

In summary, during the period of this CRMP we will:

Aim to uphold an average response time of 10 minutes. This means the **first pump will reach the scene within an average of 10 minutes for all incidents.**

- Plan to maintain, at least, the same number of Wholetime and Day-Crewed pumps.
- Review and optimise our On-Call pumps and specialist vehicles to ensure we can meet our risks and response standard, while looking for opportunities to increase efficiency and effectiveness. While we will seek to optimise the use of all On-Call pumps and specialist vehicles, as shown in the table on the previous page, we anticipate that this will focus on pump levels 23 to 30.



CHANGES BEING PROGRESSED AUTOMATIC FIRE ALARMS (AFA) POLICY

In our Public Safety Plan 2020-2025 we made a commitment to review our approach to attending reports of automatic fire alarm (AFA) systems operating.

During the consultation period of the CRMP (July 2024 to September 2024) we will be trialling a new AFA policy which aligns with our neighbouring services across the Thames Valley.

Our incident data tells us that just under 99% of the automatic fire alarm notifications that we attend (98.96%) end up being false alarms. False alarms can be caused by several issues, for example; aerosol sprays, cooking fumes or a fire alarm system that hasn't been serviced properly. Attending false alarms costs the Service money and diverts our crews from more valuable work, such as prevention activities and critical training, which make our communities safer.

How we responded to AFAs

Historically (up to July 2024), our policy was to respond to all calls for emergency assistance using our existing mobilising criteria. We did not delay our attendance based on any previous alarm activation or the type of premises.

How we could respond to AFAs in the future

The initial consultation undertaken with the public and our staff discussed 5 options for our future AFA policy:

- **Option 1:** only attend an AFA if an actual fire is reported or the owner/occupiers of the building cannot be contacted.
- Option 2: attend all AFAs in high-risk premises and AFAs in lower-risk premises when an actual fire is reported, or the owner/occupier of the building cannot be contacted.
- **Option 3:** attend all AFAs in high-risk premises and AFAs in lower-risk premises when an actual fire is reported.
- **Option 4:** respond to AFAs at normal road speed (without blue lights and sirens).
- **Option 5:** continue to respond to all AFAs as an emergency.

Participants were divided on whether we should consider making changes to our AFA procedures. Those who felt we should continue to respond to all AFAs as an emergency (Option 5) considered it too risky to do otherwise, both operationally and reputationally.

The favoured option, if we did wish to make changes, was Option 2 (attend all AFAs in high-risk premises and AFAs in lower-risk premises when an actual fire is reported, or the owner/occupier of the building cannot be contacted). There was also some support for Option 1 (only attend an AFA if an actual fire is reported or the owner/occupiers of the building cannot be contacted).

Trialling a revised approach

Between July and December 2024 we are trialling a revised AFA policy based on the response to our initial consultation.

Table C shows the options available to trial.

Table C

Option	Criteria	Projected Reduction in False Alarms
Α	 Attend automatic fire alarm activations in higher-risk and medium-risk buildings. Not attend low-risk buildings between 9am and 6pm unless there is a fire or there are signs of fire. Attend automatic fire alarm incidents in low-risk buildings outside of these times unless the building is occupied and there are no signs of fire. 	28% reduction in attendance to false alarms
В	 Continue to attend automatic fire alarm activations in higher-risk and medium-risk buildings. Not attend low-risk buildings 24 hours a day unless there is a fire or there are signs of fire. 	49% reduction in attendance to false alarms
С	 Continue to attend automatic fire alarm activations in higher-risk buildings. Not attend both low- and medium-risk buildings between 9am and 6pm only unless there is a fire or there are signs of fire. Attend automatic fire alarms incidents in low- and medium-risk buildings outside of these times unless the building is occupied and there are no signs of fire. 	32% reduction in attendance to false alarms
D	 Continue to attend automatic fire alarm activations in higher-risk buildings. Not attend low-risk buildings 24 hours a day unless there is a fire or there are signs of fire. Not attend medium-risk buildings between 9am and 6pm unless there is a fire of there are signs of fire. Attend automatic fire alarm incidents in medium-risk buildings outside of these times unless the building is occupied and there are no signs of fire. 	53% reduction in attendance to false alarms
E	 Continue to attend automatic fire alarm activations in higher-risk buildings. Not attend automatic fire alarm systems for both low- and medium-risk buildings 24 hours a day unless there is a fire or there are signs of fire. 	59% reduction in attendance to false alarms

Further consultation required

After the first 3 months of the trial, we will review its impact through collected data and use this to support a more informed follow-up consultation. This follow-up consultation is scheduled to take place between October and December 2024.

The collected data and consultation feedback will be evaluated to determine if we will officially adopt the revised AFA policy as a permanent change to our response procedures.

Detailed information on how we have categorised buildings, the advantages we see this proposal delivering, and our risk management strategies, will be shared as part of the AFA consultation.



FURTHER CONSULTATION HOW TO GET INVOLVED

We're reaching out to you, whether you're a member of the public, a business owner, a member of our staff or one of our valued partners.

Your insights matter as we shape the future of Buckinghamshire Fire & Rescue Service through our 2025–2030 CRMP.

Your feedback is crucial in helping us ensure our plan reflects the needs and priorities of our community. We are keen to hear from you on every aspect of our CRMP.

Here's how you can get involved

We would greatly appreciate it if you could spare some time to complete and return the consultation questionnaire by 11.59pm on Sunday 13 October 2024.

If you are viewing an electronic copy of the CRMP you can do this online, please follow the 'Online Version' link below. If you are reading a hardcopy version, please follow the 'Hardcopy Version' instructions below.

Participation is open to anyone aged 16 or over, representatives from businesses, public and voluntary organisations as well as our own staff. For those responding on behalf of an organisation, your feedback will be attributed to that organisation.

If you have any questions about the survey or you would like the CRMP or the questionnaire in a different format, please email us at crmp@bucksfire.gov.uk.

Thank you in advance for your participation and valuable input!

Hardcopy version

If you are reading a hardcopy version of this document and would like to feedback your thoughts, please go to:

Online questionnaire: www.opinionresearch.co.uk/ CRMP 2025 30

Hard copies of the CRMP consultation questionnaire can be requested by:

Email: cteam@bucksfire.gov.uk

Post: Community Risk Management Plan, Buckinghamshire Fire & Rescue Service Headquarters, Stocklake, Aylesbury, HP20 1BD.

Online version

If you are reading an electronic copy of this document, please click on the button below to fill out the questionnaire:



GLOSSARY

Accidental Dwelling Fire (ADF) - A fire in a domestic property started unintentionally.

Assets - Refers to everything we own or lease that is used to deliver the services we provide, which includes fire stations, vehicles (including pumps), firefighting equipment, workwear, technology and offices.

Automatic Fire Alarm (AFA) - A system that warns people of a possible fire by automatic or manual means. When activated, the occupants of a building should manage the response to the alarm. It may also, depending on the local arrangements, notify a remote alarm receiving centre which will contact the fire and rescue service.

Deprivation - Deprivation is the absence of essential resources or opportunities needed for a decent standard of living, including things like money, education, healthcare and housing (see also Index of Multiple Deprivation [IMD]).

Emergency Service Mobile Communication Programme (ESMCP) - Home Office-led, this aims to develop and deliver new communications services to replace the current emergency communications system, known as Airwave.

Emergency Service Network (ESN) - The communications systems used to share information between emergency services and their control rooms.

False Alarm - A call to an incident that does not require our attendance, for example where an alarm is being tested, a smoke alarm is sounding due to a failing battery or a fault in the detection system, or steam has been spotted escaping from an extraction unit and thought to be smoke.

Fire Control Service (FCS) - Often referred to as the control room, this is where emergency calls are received and call handlers allocate the appropriate response (i.e. the number of pumps) and/or provide appropriate advice.

Firewall - A technological barrier preventing unwanted or unauthorised access or emails entering the organisation computer network.

His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) - An independent body that assesses, in the public interest, the effectiveness, efficiency, and people aspects of police forces and fire and rescue services.

Home Fire Safety Visit - A free service we offer to people who may be at increased risk of, or from, fire.

Index of Multiple Deprivation (IMD) - The IMD is a government tool in England that measures relative deprivation across small areas. It assigns scores from 1 to 10 based on factors like income, education, health and crime. This helps identify deprived areas and guide resource allocation for community improvement.

Integrated Risk Management Plan - An alternative name for Community Risk Management Plan.

Lower Layer Super Output Areas (LSOAs) - An area on a map made up of between 400 and 1,200 households (usually with a resident population of between 1,000 and 3,000 people).

Modelling - The use of data, calculations and simulations to predict or estimate various factors related to fire and rescue services, such as demand, resource allocation, response times and effectiveness.

Mobile data terminal (MDT) - A tablet device used by firefighters on our pumps that provides crucial information, such as specific risks present at certain sites we may need to attend.

PESTELO - An analysis framework used by organisations to evaluate external factors impacting operations. It includes Political, Economic, Social, Technological, Environmental, Legal and Operational factors, helping anticipate changes and adapt strategies.

Primary Authority Scheme - Allows organisations served by multiple fire and rescue services to form a partnership to receive advice from a single service.

Pumps - The term we use to refer to our standard fire engines (short for pumping appliance).

Response model - A combination of data, statistics and analysis that collectively provides a visual representation (chart, table or graphic) of how we structure our response to incidents.

Standard deviation - A measure of how spread-out numbers are.

Thames Valley Collaboration Group - A forum for all emergency services in the Thames Valley region to work together to improve outcomes for the public.

Thames Valley Local Resilience Forum (TVLRF) - A multiagency partnership made up of representatives from local public services, including the emergency services, from across Berkshire, Buckinghamshire and Oxfordshire. The group helps all partners come together to collaboratively prepare, plan and respond as well as warn, inform and advise the public on large-scale incidents.

UK Resilience Framework - An analysis that focuses on the UK's ability to anticipate, assess, prevent, mitigate and respond to, and recover from, known, unknown, direct, indirect and emerging civil contingency risks.

Wildfire - A term used to describe large uncontrolled fires occurring in open natural vegetation. A wildfire incident usually requires more than 4 pumps, covers an area of 1 hectare or more, takes more than 6 hours to extinguish and has flames longer than 1.5 metres.



Buckinghamshire Fire & Rescue Service Thaking a difference logether

COMMUNITY RISK MANAGEMENT PLAN

2025-2030