

Thames Valley Fire Control Service

Premises Selection Process

ANNEX 1



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Approvals

This document requires the following approval:

- Programme Sponsoring Group

Thames Valley Fire Control Service (TVFCS)
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Our Vision

“Thames Valley Fire Control Service; a strategic partnership between Oxfordshire and Royal Berkshire’s fire and rescue services which will provide a world class, resilient and cost effective emergency call handling, mobilising and resource management services that enhances public & firefighter safety”

Foreword

This document has been developed jointly by Oxfordshire County Council Fire and Rescue Service (OFRS) and Royal Berkshire Fire and Rescue Service (RBFRS).

1. Background

Oxfordshire Fire and Rescue Service are collaborating with Royal Berkshire Fire and Rescue Service on a programme to merge their two existing Control Rooms on a phased basis into a single, joint Thames Valley Control Room serving the areas covered by both FRSs with capacity for future expansion to include insourcing of work from other clients or customers. Within the Thames Valley Control Room it is intended to introduce the enhanced resilience, technology and functionality that were to have been delivered by the FiReControl Project, to the extent that this can be implemented without an overarching National model. The proposal will deliver a new service delivery model and realise significant financial efficiencies alongside enhanced resilience, performance and improved service to the public.

The primary objectives of this collaboration are:

- To improve the resilience of the Control Room function.
- To improve performance and reduce cost.
- To ensure the programme is integral in delivering the outputs demanded of both FRSs Integrated Risk Management Plans (IRMPs).
- To satisfy the core functions of the FRSs as defined in the Fire and Rescue Services Act 2004.

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- To satisfy the statutory duty of both FRSs as category one responders as defined in the Civil Contingencies Act 2004.
- To enable wider integration within OCC services.
- To provide the capability for future expansion with other services.

Authority for sign off of this document will rest with Programme Sponsoring Group (PSG) in consultation with the Senior Responsible Officer (SRO).

2. Document purpose:

This document provides:

- Details of existing control room arrangements.
- The requirements for the Thames Valley Fire Control Service (TVFCS) joint control room.
- Details of proposed TVFCS configurations within each County of Oxfordshire & Royal Berkshire.
- The premises selection process of the two control room configurations with a recommendation to the PSG as to the preferred location of the TVFCS joint control room.

3. Existing Arrangements

3.1 OFRS and RBFRS each operate their own Control Rooms with in house fall back and third party alternates or buddy FRS arrangements. All provide only limited resilience as alternates and buddies cannot effectively mobilise assets on behalf of the primary Control Room. The level of emergency calls taken and incidents managed by any one of the two Control Rooms is relatively low and is not considered to be optimal or an efficient use of resources. The combined cost to the tax payer of providing these Control Rooms is in the region of £2.23m per annum.

3.2 OFRSs Control Room functions are undertaken from the Control Room on the headquarters site at Kidlington. This is supplemented with a secondary Control Room at Woodstock and fall back arrangements to Gloucestershire Fire and Rescue Service. The Control Room has an establishment of 22 Full Time Equivalents (FTE)¹ Control Room personnel including managerial support and day duty staff. A further 4 staff are temporary additions covering project work associated with control. It currently handles approximately

¹ Staff numbers for both OFRS & RBFRS have been updated to reflect the current position as at 30th May 2012

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72,600²calls each year of which 9,948 are emergency calls and 62,652 are administrative. OFRS Fire Control also mobilise Oxfordshire County Council (OCC) Emergency Planning staff and handle a number of non-critical calls each year on behalf of OCC.

3.3 RBFRSs Control Room functions are undertaken within the Control building on the headquarters site in Tilehurst, Reading. This is supplemented with a secondary control facility at the Whitley Wood Fire Station in Reading and a tertiary arrangement via 'Crisis Commander' software on strategically placed laptop computers. A mutual, manual fallback arrangement is in place with Hampshire Fire and Rescue Service. The Control Room has an establishment of 30 FTE, excluding the Station Manager. The Control Room handles approximately 79,978 calls a year of which 16,748 are emergency calls and 63,230 are administrative.

4. TVFCS Joint Primary Control Room Requirements

The Programme Working Group (PWG) were tasked with coming up with a number of requirements for the joint primary control room. These were based on the following factors:

- Space requirements for expected staffing levels with the ability for future expansion.
- Security arrangements (compliant with HMG Security Policy Framework V7 requirements).
- Modern facilities in order to fully support incident management & operational support.
- Welfare facilities for TVFCS staff
- Compliance with the Equalities Act 2010

The current RBFRS control room based at their Headquarters site in Tilehurst, Reading was built in 1998 and was originally designed as a Thames Valley Fire Control room based upon space requirements & operational support functionality however this was never progressed.

The PWG therefore unanimously agreed that these facilities & space requirements (combined with further resilience measures & the ability for future expansion) should form the basis of the design of the TVFCS joint primary control room. See annex 1 for TVFCS joint primary control room requirements.

²Call numbers have been updated for both OFRS & RBFRS to reflect the period April 2011 – April 2012

5. TVFCS Secondary Control Room Requirements

For the purposes of enhanced resilience e.g. wide area flooding, power loss etc.it was agreed that the secondary control room would be located in the county that did not have the primary control room located in it. This would comprise of 50% of the primary core complex area with adequate services to be able operate as a control room for potentially sustained periods. This requirement would ensure that the secondary control room would surpass current individual secondary control room arrangements.

5.1 OFRS Secondary Control Room

The secondary control room for OFRS is located at Woodstock Fire Station, Hensington Road, Woodstock in Oxfordshire & is located approximately 4 miles from the primary control room. It has been used as a secondary control since 1996. It is located within a secure purpose built room within the fire station and whilst it has full access to the fire station facilities the operational activities of the station do not impinge on the control room activities once the control room is activated.

It is equipped with a stand-alone Firecat command & control system (Capita Firecat 2000) & contains 2 mobilising positions.

The room has its own UPS with a 30minute to 1 hour facility and there is provision for a secondary mobile generator to be connected to the building via its own dedicated inlet. There are 2 Airwave terminals set up within the room.

5.2 RBFRS Secondary Control Room

The Secondary Control Room for RBFRS is located at Whitley Wood Fire Station in Reading and has access to the full facilities of the Fire Station.

The facility is housed in a 31m² room and contains 4 full mobilising positions with a further 2 positions allocated to administrative functions only. Further equipment includes a fax facility, the Operational Risk Information System, and access to a mapping and projector facility.

The room has its own UPS with a 30minute to 1 hour facility and there is provision for a secondary mobile generator to be connected to the building via its own dedicated inlet. There are 2 Airwave terminals set up within the room and these have access to 6 sites.

6. Proposed TVFCS Configurations

6.1 Oxfordshire

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The current fire control room in Oxfordshire is located within the Headquarters site in Kidlington & was built in 1985. In January 2012 the Property & Facilities Principal Strategy Officer within the Environment & Economy directorate was approached in order to commission a feasibility report based on the requirements for a joint primary control room as detailed above.

Property & Facilities commissioned this work with Frankham Consultancy Group Ltd with their senior associate Mr Ed McGeehin leading this work. An initial meeting was arranged with the Business Change Manager for OFRS and a strategic design brief was discussed. A number of further site visits were undertaken with the culmination of a final report being produced in March 2012 – see annex 2 – Kidlington Fire HQ – Joint Control Room Outline Feasibility Study Revision C.

The main findings from the report indicate the following:

- A joint primary control room is feasible within the existing HQ building.
- The layout has a number of compromises that do not deliver the relationships and adjacencies indicated in the brief.
- The costs to deliver the project can be classed as a reasonable sum of money (circa £445K). This excludes costs associated with equipment, diverse routing for telephony & HMG Security Policy framework arrangements.
- Approximately 20 staff would need to be re-located to accommodate the proposed primary control room configuration.

6.2 Royal Berkshire

Royal Berkshire are relocating their Headquarters building in 2014 and are currently at the planning stage for the new premises. The relocation exercise includes moving the existing stand-alone Control Room into the new building.

The current position is that plans have been drafted for the new site and this encompasses the full requirements of the proposed new Control space requirements. It will also incorporate additional facilities beyond the original design specifications that will be of benefit to staff and procedures.

Due to this being drawn up from a 'blank canvas' there are no compromises within the specification and there are no impacts upon other departments, processes or staff.

Forecast costs for the provision of the Control suite are approximately £458k. As with Oxfordshire this does not include Control equipment or diverse routing.

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7. Premises Selection Process

A premises selection process was undertaken by the Business Change Managers (BCM's) on the two proposals based on the following criteria:

- Size – based on the original brief
- Build cost
- Revenue cost for the primary control room
- Centre for the Protection of National Infrastructure (CPNI) compliance
- Planning constraints
- Flood plain evaluation
- Compliance with original brief
- Health, safety & welfare facilities
- Accessibility
- Equalities Act 2010 compliance
- Technical resilience
- Displacement of other functions due to remodelled building proposals

Each criterion has been allocated a score of between 1 and 5 as detailed within the TVFCS property scoring matrix attached as annex '4'. It should be noted that the maximum score that could potentially be achieved by each FRS is 500 points.

Weighting

The project board felt that the criteria proposed within the premises selection process required additional weighting factors due to the criticality of certain criteria for the TVFCS to function effectively & to offer value for money to the taxpayer. The weighting factors are detailed below and attached within the TVFCS property scoring matrix attached as annex '4'.

7.1 Size – based on the original brief.

Oxfordshire

The use of the existing building imposed a number of constraints on layout and some minor variations in room size when compared with the outline design. This led to some rooms being smaller than the original brief & some being larger. The board therefore assessed this as a 4 (sufficient/suitable for use) with a weighting of 10 giving a score 40 points.

Royal Berkshire

By designing the Control suite from a 'blank canvas' it has been feasible to incorporate all of the required design and space elements within the new Headquarters.

As this meets all of the required criteria the board assessed this as a 5 with a weighting of 10 giving a score of 50 points.

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Totals:

Oxfordshire: 40 points

Royal Berkshire: 50 points

7.2 Cost of premises alterations / build cost

Oxfordshire

Indicative costs associated to convert the existing HQ building to a TVFCS are attached within the final outline feasibility study report (revision C) at annex '2'. For the purpose of the overall report, the costs shown do not include professional fees (to deliver the project) or a client contingency which should be considered by both services. Therefore additional costs are shown below as follows:-

- Professional fees between 11.71 and 13.09% of the project cost of £318,000 = £37,000 - £42,000
- Client contingency of 10% (to include overall total with fees) - £35,500 - £36,000
- Total project cost including fees and client contingency (£36,000) = **£445,500** (this has been increased from the overall total on the cost report of £369,500).

The board therefore assessed this as a 1 (£400K +) with a weighting factor of 10 giving a score of 10 points.

NB: This excludes costs associated with equipment, diverse routing for telephony & HMG Security Policy framework arrangements.

Royal Berkshire

A draft design has been produced for the new RBFRS Headquarters and Control suite by HUB Property Consultants. This draft includes costs for each element of the required works. The HUB costs spreadsheet is attached as annex '3'.

Inclusive of fees and contingencies the total cost for the project is estimated at £458.5k.

NB: As with Oxfordshire this excludes costs associated with equipment, diverse routing for telephony & HMG Security Policy framework (CPNI) arrangements. Costs for implementing the CPNI standards are estimated at £4k. There are a number of additional measures required within the Headquarters project that will benefit the proposed Control Room but these will be borne by that specific project. (i.e.: CCTV, Access Control Systems, fencing and security gates)

The board therefore assessed this as a 1 (£400K +) with a weighting factor of 10 giving a score of 10 points.

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Totals:

Oxfordshire: 10 points

Royal Berkshire: 10 points

7.3 Revenue cost for primary control room

In order to determine longer term revenue costs associated with the primary TVFCS control room (& therefore overall efficiencies) the Programme Board determined that these would be based & compared on business rates & utilities costs within each county.

Oxfordshire

The total revenue cost based on business rates & utilities has been calculated as £12,488 per annum.

The board therefore assessed this as a 5 (£10K – £20K) with a weighting factor of 10 giving a score of 50 points.

Royal Berkshire

Business rates for the Control element of the new Headquarters site equate to £14609. The rate for utilities has been calculated based upon the existing Headquarters site and this amounts to £9600 pa. As the proposed Control complex on the new site is part of a building rather than a stand-alone it is anticipated that utilities costs will be slightly less than currently experienced.

In total this amounts to £24209 pa. The board therefore assessed this as a 4 (£20K – 30K) with a weighting factor of 10 giving a score of 40 points.

Totals:

Oxfordshire: 50 points

Royal Berkshire: 40 points

7.4 Centre for the Protection of National Infrastructure (CPNI) security compliance

It was subsequently determined by the BCM's that as the primary control room would be required to be CPNI compliant, that the scoring element would be based on costs required to ensure compliance.

Oxfordshire

The Headquarters site has received a full CPNI inspection and this has resulted in 9 recommendations. Elements of the recommendations apply to the whole site and these aspects have not been incorporated within the financial provision for the proposed control suite.

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Only 1 of the recommendations (with regards to premises as opposed to procedures) relate solely to the Control Suite and this is the provision of shatter proof film to all external windows of the Control Suite. This requirement will cost approximately £2k to achieve.

The board therefore assessed this as a 5 (less than £10K spend) with a weighting factor of 5 giving a score of 25 points.

The CPNI report of 12th April 2012 for Oxfordshire is attached at annex '5'

Royal Berkshire

The new Headquarters site has received a full CPNI inspection and this has resulted in 9 recommendations. Elements of the recommendations apply to the whole site and these aspects have not been incorporated within the financial provision for the proposed control suite.

Only 1 of the recommendations (with regards to premises as opposed to procedures) relate solely to the Control Suite and this is the provision of shatter proof film to all external windows of the Control Suite. This requirement will cost £4k to achieve.

The board therefore assessed this as a 5 (less than £10K spend) with a weighting factor of 5 giving a score of 25 points.

The CPNI report of the 26th January 2012 for RBFERS is attached at annex '6'

Totals:

Oxfordshire: 25 points

Royal Berkshire: 25 points

7.5 Planning constraints e.g. levels of permission required and any potential restrictions that could be imposed

Oxfordshire

As detailed within the final outline feasibility study report (revision C) it is not anticipated that planning consent will be required as the proposal requires internal alterations only & does not propose any change of use.

The board therefore assessed this as 5 with a weighting factor of 5 giving a score of 25 points.

Royal Berkshire

As the premises conversion is already in accordance with permitted development and there are no external changes required as part of this project planning permission is not required.

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The board therefore assessed this as a 5 with a weighting factor of 5 giving a score of 25 points.

Totals:

Oxfordshire: 25 points

Royal Berkshire: 25 points

7.6 Flood plain – evaluated via the Environment Agency with regards to the likelihood of flooding within the proposed locations.

Oxfordshire

The current Oxfordshire Fire & Rescue HQ site has been flood assessment classified by the Environment Agency as **Low**: the chance of flooding in any year is 0.5% (1 in 200) or less.

The board therefore assessed this as a 5 with a weighting of 10 giving a score of 50 points.

Royal Berkshire

The new Headquarters site has been flood assessment classified by the Environment Agency as **Low**: the chance of flooding in any year is 0.5% (1 in 200) or less.

The board therefore assessed this as a 5 with a weighting of 10 giving a score of 50 points.

Totals:

Oxfordshire: 50 points

Royal Berkshire: 50 points

7.7 Compliance with the original brief that was proposed by the programme board.

Oxfordshire

The existing Oxfordshire HQ building could accommodate all the facilities required for a TVCS Control Room. However, the use of the existing building imposed a number of constraints on layout, adjacencies and some variations in room size when compared with the outline design. For example the Gold briefing/ training room & Control Manager's office could not be located adjacent to the control room. However, this was judged not to fundamentally compromise the ability of the building to house an effective Control Room and supporting services. Therefore, the board scored this as a 3 with a weighting of 15 giving a score of 45 points.

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Royal Berkshire

The new headquarters building is able to incorporate all of the required design and space criteria in the desired form and location. Therefore, the board scored this as a 5 with a weighting of 15 giving a score of 75 points.

Totals:

Oxfordshire: 45 points

Royal Berkshire: 75 points

7.8 Health, safety & welfare facilities for staff and visitors

Oxfordshire

All of the facilities within the original brief can be provided as part of a TVFCS within Oxfordshire. Full consideration is being given to ensuring the highest practicable standards of health, safety and welfare can be achieved. Therefore, the board scored this as a 4 with a weighting of 10 giving a score of 40 points.

Royal Berkshire

The new Headquarters will meet the original design criteria in full. As this is part of premises refurbishment full consideration is being given to ensuring the highest practicable standards of health, safety and welfare can be achieved. The board therefore assessed this aspect as a 4 with a weighting of 10 giving a score of 40 points.

Totals:

Oxfordshire: 40 points

Royal Berkshire: 40 points

7.9 Accessibility – for staff and operational purposes – e.g. public transport routes, access from major trunk / arterial roads, vehicle parking etc.

Oxfordshire

The Oxfordshire HQ location is in the centre of Kidlington. This has good road access and is very well served by public transport. Oxford (6 miles away) has a mainline railway station with good services and excellent public transport services to Kidlington. The board therefore assessed this aspect as a 5 with a weighting of 5 giving a score of 25 points.

Royal Berkshire

The new headquarters building is located within the Calcot area of Reading. This is adjacent to Junction 12 of the M4 Motorway and it has excellent connections to the road network. There are two rail stations at Reading (Central) and Reading West both of which are within 4 miles of the premises and being in close proximity to a retail park the area is well served by public transport.

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The board therefore assessed this aspect as a 5 with a weighting of 5 giving a score of 25 points.

Totals:

Oxfordshire: 25 points

Royal Berkshire: 25 points

7.10 Equalities Act 2010 compliance

Oxfordshire

The planned facility would meet full Equalities Act 2010 compliance with regards to disability access. The board therefore assessed this aspect as a 5 with a weighting factor of 5 giving a score of 25 points

Royal Berkshire

Full compliance with the Equalities Act 2010 will be achieved. Therefore, the board scored this as a 5 with a weighting of 5 giving a score of 25 points.

Totals:

Oxfordshire: 25 points

Royal Berkshire: 25 points

7.11 Technical resilience i.e. equipment rooms, uninterrupted power supply, generator back up, access to diverse telephone routings, linkage to airwave resilient base station and alternative etc.

Oxfordshire

The proposed facility fully meets the requirement for 2 independent equipment rooms, located close to the Control Room, with the enhanced level of fire protection. While not directly included in the premise plan the facility would be dual homed to 2 PTO serving exchanges to meet the need for diversity and resilience. There will be 2 equipment rooms dedicated to the control function with space for 2 complete parallel systems to be installed. The equipment rooms will be on the first floor within a protected 2 hour fire zone as will the cable routes to this area.

The site already houses the OCC Disaster Recovery site and hence already has excellent generator and UPS backup for power. Therefore, the board assessed this aspect as a 5 with a weighting of 10 giving a score of 50 points.

Royal Berkshire

The new Control Room will have network connectivity via 2 exchange routes entering the building at opposite sides. These will provide telephony and data services. There will be 2 equipment rooms dedicated to the control function with space for 2 complete parallel systems to be installed. The equipment rooms will be

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on the first floor within a protected 2 hour fire zone as will the cable routes to this area.

Power will be provided via 2 routes into the building as per the network connections. Ideally these will be fed by independent transformers but this is to be confirmed. Both routes in will be generator backed, one dedicated to the control function and the second for the whole site. The control element will have UPS provision with 2 hours run time (systems only) with an auto start generator for mains failure. The second generator can be switched in manually in the event that the control generator should fail to start. There will also be 100Amp plug in points for mobile generators.

Airwave connectivity will be via SAN H although the actual connection strategy is not yet confirmed. Airwave backup will be via SAN I interfaces to local aerial connections connecting to base resilience sites in Tilehurst and Moulsoford.

Therefore, the board assessed this aspect as a 5 with a weighting of 10 giving a score of 50 points.

Totals:

Oxfordshire: 50 points

Royal Berkshire: 50 points

7.12 Displacement of other functions due to remodelled building proposals

Oxfordshire

Whilst the existing Oxfordshire HQ building could accommodate all the facilities required for a TVCS Control Room, this would require the relocation of up to 20 personnel because of the change of office use. Indicative costs associated with the movement of personnel are contained within the feasibility study report (revision C) at annex '2' and range from £46K to £173K. The board therefore assessed this aspect as a 2 with a weighting of 5 giving a score of 10 points.

Royal Berkshire

No other functions will be displaced as this is a 'new build'. The board therefore assessed this aspect as a 5 with a weighting of 5 giving a score of 25 points.

Totals:

Oxfordshire: 10 points

Royal Berkshire: 25 points

8. Conclusion

Totals:

Oxfordshire: 395 points

Royal Berkshire: 440 points

Total maximum score 500 points

It is clear from above that both proposed locations would be able to accommodate the primary Fire Control for the TVFCS however due to the structural limitations of the OFRS HQ & Fire Control building the layout would have a number of compromises that do not deliver the relationships and adjacencies indicated in the original brief without having to incur significant cost e.g. extension to the building.

There would also be a displacement of a relatively large number of personnel from the 1st floor of the OFRS HQ building which could incur a significant cost & unduly compromise the departmental structure within the HQ site. The proposed site for RBFRS is, in effect, a 'blank canvas' therefore the above restrictions would not apply.

It should also be noted that the RBFRS option also provides for a degree of future expansion that is not considered possible in the OFRS HQ site. This creates the potential of "future proofing" the decision taken.

9. Recommendation

It is recognised by the Programme Board that the primary control room could be located in either location & clearly there are benefits in locating it within Royal Berkshire because of the factors described above; however, it should be recognised that the final scores are not significantly different.

It is therefore the objective recommendation of the Programme Board, subject to the conclusion of the overall consultation process and any wider political considerations, that the primary control room be located in Royal Berkshire with the secondary control room being located within Oxfordshire.

The Programme Board recognise that this recommendation has important implications for all staff directly involved, firefighters and other service users and the wider public. The Programme via its human resources and communications work streams will ensure that announcements are made in a planned manner, minimising uncertainty and giving staff confidence in their respective managements, Fire Authority / County Council and the public in the future effectiveness of the joint service.

Annex 1: TVFCS joint primary control room requirements.

Annex 2: Final outline feasibility study report - Oxfordshire (revision C)

Annex 3: RBFRS property HUB costs spreadsheet

Annex 4: TVFCS property scoring matrix

Annex 5: OFRS CHQ CPNI Report

Annex 6: RBFRS BHQ CPNI Report