

**Proposed Decision to be taken by the  
Portfolio Holder for Community Safety  
on or after 14<sup>th</sup> March 2014**

**Fire and Rescue Service  
Shaping the Future Consultation**

**Recommendations**

That the Portfolio Holder for Community Safety agrees that the proposed Stage One public and staff consultation exercise be conducted, lasting for no less than 12 weeks, starting on Monday 24<sup>th</sup> March 2014.

**1.0 Key Issues**

- 1.1 All councils must reduce their costs as part of the Government's savings plan.
- 1.2 The grants made by the Government to fund services that are delivered locally are being reduced.
- 1.3 The Fire and Rescue Service must contribute to the balancing of the County Council's budget.
- 1.4 The Fire and Rescue Service is required to deliver savings of around £2.4 million by March 2018 and we believe that just under £1.3 million can be delivered in the first two years.
- 1.5 Savings of this magnitude may affect the delivery of frontline service including the response to emergency incidents and community fire safety, as set out in the Integrated Risk Management Plan (IRMP) 2013-17.
- 1.6 The potential change to responding to emergencies requires a public consultation exercise that is compliant with the Best Value requirements embodied in the 1999 Local Government Act (Section 3). The Service is following principles set out in the Department for Communities and Local Government IRMP Guidance Note 2 and County Council good practice guidelines.

## **2.0 Options and Proposals**

- 2.1 The consultation exercise is being completed as part of the planning process and it will invite the public to consider how we can make the savings and continue to keep the public and our firefighters safe.
- 2.2 The public and our partner's (other blue light services) views are important and the Service needs to capture and consider their comments so that the Chief Fire Officer can make informed recommendations to the Fire Authority that incorporate public and professional opinions.
- 2.3 It is proposed that the Service, with the support of County Council colleagues, engages with the public through invited forums and road shows to directly discuss the changes to policy and location of firefighters and fire engines (operational resource model). Activity will include, but is not limited to:
- Public Meetings of 20-25 members of the public
  - Public and Staff roadshows
  - Strategic meetings with partners (especially neighbouring Fire and Rescue Services)
  - Online consultation survey (Ask Warwickshire)
- 2.4 It is proposed that the consultation exercise is split into two stages. Stage One will cover the first two years of the four-year savings plan and aims to achieve just under £1.3 million of the required savings. A two-stage approach will allow us to review the changes made in the first two years, and use the outcomes of that review to inform our proposals to meet the balance of the savings required in the last two years of the savings plan. This will also enable the second stage of the plan to be developed within the next Integrated Risk Management Plan for 2017-2021. **Appendix A** outlines in broad terms our proposals for the Stage One consultation.
- 2.5 A consultation report will provide a commentary on the consultation exercise. This will inform the recommendations made by the Chief Fire Officer to the Fire Authority meeting on the 25<sup>th</sup> September 2014.

## **3.0 Timescales associated with the decision and next steps**

- 3.1 An outline consultation plan and associated documentation will be produced ready for action once the Portfolio Holder for Community Safety agrees to implement the actions in early 2014.

## Appendices

Appendix A – Stage One Consultation Proposals

Appendix B – Fire and Rescue Shaping the Future - Consultation Business Case

Appendix C – Fire and Rescue Shaping the Future - Consultation Survey

Appendix D – Fire and Rescue Shaping the Future – Stage One (2014-2016) Public Consultation Timeline

Appendix E – Warwickshire Fire and Rescue Service Savings Profile 2014-2016

## Background Papers

- Demand Analysis
- Proposed New Response Model Profile

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### Stage One Consultation Proposals

At the Full County Council meeting on 6<sup>th</sup> February 2014 the medium term savings plan for the next four years was agreed and this included total savings of around £2.4 million for the Fire and Rescue Service. The impact of reducing the Fire and Rescue Service budget has informed a review of how we deliver our services. This has given us the opportunity to see how we can:

- Improve our initial response to life risk emergencies across the county with fewer firefighters (life risk incidents are defined as presenting immediate or high risk threat to human life).
- Improve the availability of our fire engines.
- Match the number of fire engines to the changes in demand and risk during different times of the day.
- Save money.

This consultation will cover the first two years of the four year savings plan and aims to achieve just under £1.3 million of the required savings. A two stage approach will allow us to review the changes made in the first two years, and use the outcomes of that review to inform our proposals to meet the balance of the savings required in the last 2 years of the savings plan. This will also enable the second stage of the plan to be developed within the next Integrated Risk Management Plan for 2017-2021.

**Stage One:** In the first two years (2014/15 – 2015/16) of the plan we will propose changes to the way that we use whole-time Firefighters, the way that we spend our money on prevention activity and a review of our strategic management team. By changing the way we work we believe we can remove 30 whole-time firefighter posts and that a review of our strategic management team will provide the opportunity to remove a strategic manager post

We have looked at alternative ways of responding: where we place fire engines, how we crew them and how we can best meet the changes in demand on our services. Analysis of the demand for responding to emergencies shows that the peak demand for response activity is between 10am and 10pm. Road Traffic Collisions and building fires present the biggest risk to life and property. Our current response standards to emergencies are 10 minutes in urban areas and 20 minutes in rural areas. These standards are based on the risk of fire, but the majority of life risk incidents are Road Traffic Collisions, which occur evenly over urban and rural areas.

We believe that by having an immediate response at more locations we can respond more quickly across wider areas of the County, and therefore provide a significant improvement in the response to Road Traffic Collisions and other life risk emergencies in rural locations.

We propose to:

- Get a fire engine to life risk emergencies across the County within ten minutes on 80% of occasions: which is an increase of 6% on current performance across the County.
- Get a second fire engine to all life risk emergencies across the County within 15 minutes on 80% of occasions. We have not had a performance measure for the second fire engine before.

Any changes we may make in stage one will inform any proposals we make in stage two.

At stage one we propose to:

1. Improve our initial response standards and fire engine availability by deploying whole-time firefighters at more response locations.
2. Have more fire engines and firefighters available between the peak hours of 10am and 10pm.
3. Change firefighters' shifts to match peaks in demand.
4. Develop two additional response locations – Ryton-on-Dunsmore and Gaydon.
5. Have one fire engine with a whole-time duty system crew available 24 hours per day at Coleshill, Gaydon, Leamington, Nuneaton, Rugby, Ryton-on-Dunsmore and Stratford.
6. Have one fire engine with a whole-time duty system crew available 12 hours per day (between 10 am and 10 pm) at Rugby, Atherstone, Wellesbourne and Alcester.
7. Establish a new section of Retained Duty System firefighters at Rugby.
8. Develop a pool of firefighters to crew special appliances and resilience fire engines during periods of exceptionally high activity levels such as wide scale flooding.
9. Remove 30 whole-time firefighter posts and a strategic manager post.
10. Streamline the operation of our Fire Prevention department by removing one management post and one administration post and reduce our spending on smoke alarms by utilising the stock that we have built up and targeting the fitting of smoke alarms to the most vulnerable people. In addition we propose to stop providing support to the Young Firefighters Association in November 2014.

# Consultation Brief



Providing a business  
case for consultation  
activity



**WARWICKSHIRE COUNTY COUNCIL**

**CONSULTATION BUSINESS CASE**

**Please complete this form before carrying out any form of consultation.  
For support and guidance please contact WCC's Corporate Consultation Officer on 01926 73 6124**

<b>Title Of Consultation</b>	Fire and Rescue Shaping the Future
<b>Aim Of Consultation</b> What are you hoping to achieve by undertaking this consultation	To consult the public of the potential challenges and benefits of the reduction of just under £1.3 million from the Fire and Rescue Service budget.
<b>What Does The Consultation Align To</b> Corporate Priorities, e.g. Business Plan, Organisational Plan, Group/Business Unit Priorities	It aligns to the County Council Community Safety Corporate Priorities and the annual Integrated Risk Management Plan (IRMP) consultation.
<b>Brief Risk Assessment</b> What are the risks if this consultation is not carried out in accordance with the Corporate Consultation & Engagement Framework and Guidance e.g. legal problems, damage to WCC reputation?	There is a possibility for this consultation to be subjected to a judicial review. The 2009 improvement plan consultation was independently evaluated by Opinion Research Services (ORS) and it is intended that the learning from that consultation is used to inform this exercise.
<b>How Will The Results Be Used?</b> e.g. Inform service improvements/ future service delivery	The results will be used to inform the decisions regarding the changes to frontline service delivery, prevention and management structures. They will also be used to inform how we prevent and respond to emergencies. This is directly linked to the nine proposals that are set out in the IRMP 2013-17, themes from the consultation feedback will be considered and, where appropriate, will be used to update or change policies.
<b>Who is being consulted?</b> Staff, Service Users, WCC Residents	The target audiences for this consultation are the public, staff, other blue light services and other statutory services.
<b>Method for Consultation</b> e.g. Survey, Roadshow, Seminar, Focus Groups	We will invite "stakeholders" to help us develop our plans for the IRMP and balancing the budget. We will hold public meetings (deliberative forums of 20 – 25 members of the public), public and staff road shows all managed by WFRS staff and we will use the WCC Ask Warwickshire consultation portal to gather survey responses.
<b>Consultation Period</b> Dates between which the consultation will take place	The consultation will be undertaken in two stages: Stage one: Monday 24 <sup>th</sup> March 2014 – Friday 20 <sup>th</sup> June 2014 (12 weeks). This will cover the first two years of our savings plan 2014-2016. Stage two: will cover our savings plan 2016-2018.

**Feedback to 'Customers' (e.g. WCC Residents, WCC Service Users, Staff) on Results & Outcomes of Consultation**

<b>Method:</b>	The results of the consultation will be provided through a report formal report. This report will be made available on the WFRS / WCC web pages.
<b>By Whom:</b>	The Chief Fire Officer will provide a consultation presentation that will be delivered to Corporate Board and the Fire Authority
<b>By Date:</b>	September 25 <sup>th</sup> 2014 – The details of the consultation will be announced before the Chief Fire Officers IRMP Recommendations are delivered to the Fire Authority for their consideration.

**'TITLE OF CONSULTATION' TIMETABLE**

**This timetable should include all key dates and actions for this consultation**

e.g. Consultation Period Dates, Analysis of Results, Issue of Results, Addressing Areas for Improvements,  
Feedback to Customers and other Stakeholders

<b><u>Action</u></b>	<b><u>Date</u></b>	<b><u>Responsible Officer</u></b>
Launch stage one consultation on WCC / WFRS web pages	24 <sup>th</sup> March 2014	Paul Inman / Ian Tonner
Public discussion forums	April/May 2014	Ian Tonner / Dave Pemberton
Public Road Shows	May 2014	/Ian Tonner / Dave Pemberton
Consultation ends	20 <sup>th</sup> June 2014	
Consultation responses collated	March - June	Ian Tonner / Renata Conduit
Consultation responses analysed	June/July	Dave Pemberton
Consultation report presented to Cabinet / Corp Board	September 18 <sup>th</sup> 2014	CFO / DCFO
Consultation report published on WFRS / WCC website	September 2014	Paul Inman / Ian Tonner
Fire Authority for debate and decision	September 25 <sup>th</sup> 2014	CFO / DCFO

## **Contacts**

For further guidance and more information,  
please contact the Corporate Consultation Officer on 01926 736124,  
or email: [renataconduit@warwickshire.gov.uk](mailto:renataconduit@warwickshire.gov.uk)

Additional Notes:

### Warwickshire Fire and Rescue Service Shaping the Future - Consultation Survey

#### Introduction

At the Full County Council meeting on 6<sup>th</sup> February 2014 the medium term savings plan for the next four years was agreed and this included total savings of around £2.4 million for the Fire and Rescue Service. The impact of reducing the Fire and Rescue Service budget has informed a review of how we deliver our services. This has given us the opportunity to see how we can:

- Improve our initial response to life risk emergencies across the county with fewer firefighters (life risk incidents are defined as presenting immediate or high risk threat to human life).
- Improve the availability of our fire engines.
- Match the number of fire engines to the changes in demand and risk during different times of the day.
- Save money.
- Ensure the future proofing of the Fire and Rescue Service.

#### Our Plan

This consultation will cover the **first two years** of the savings plan and aims to achieve just under £1.3 million of the required savings. A two stage approach will allow us to review the changes made in the first two years, and use the outcomes of that review to inform our proposals to meet the balance of the savings required in the last two years of the plan. This will also enable the second stage of the plan to be developed and implemented within next Integrated Risk Management Plan for 2017-2020.

**Stage One:** In the first two years (2014/15 – 2015/16) of the savings plan we will propose changes to the way that we use whole-time Firefighters, the way that we spend our money on prevention activity and a review of our strategic management team.

**Stage Two:** In the final two years (2016/17 – 2017/18) of the savings plan we will propose some further changes which may include a review of the Retained Duty System. A second consultation process will be completed before March 2016 for stage two of the plan.

It is within this context that we invite you to consider the following proposed changes for **stage one** of the plan, and to give us your thoughts and ideas. Please visit our consultation web pages where we have placed the supporting information including, demand analysis, proposed new response model profile, financial profile and demographics that we have used to develop these proposals. Your comments and

ideas will help us to develop our current Integrated Risk Management Action Plans for the 2013-2017. [www.warwickshire.gov.uk/fireandrescue](http://www.warwickshire.gov.uk/fireandrescue)

*Working for  
Warwickshire*



## Survey Questions

### **Understanding the demand for response services and reviewing when and where we use our whole-time firefighters.**

The Fire and Rescue Service will contribute around £2.4 million to help to balance the County Council's budget in the period 2014-2018. We plan to save just under £1.3 million in the first two years.

We have looked at alternative ways of responding to emergencies: where we place fire engines, how we crew them and how we can best meet the changes in demand on our services. By changing the way we work we can remove 30 whole-time firefighter posts and a senior management post.

Analysis of the demand for responding to emergencies shows that the peak demand for response activity is between 10am and 10pm. Road Traffic Collisions and building fires present the biggest risk to life and property in Warwickshire.

Any changes we may make in stage one will inform any proposals we make in stage two of the plan.

In stage one we propose to:

1. Improve our initial response standards and fire engine availability by deploying whole-time firefighters at more response locations.
2. Have more fire engines and firefighters available between the peak hours of 10am and 10pm.
3. Change firefighters shifts to match peaks in demand.
4. Develop two additional response locations – Ryton-on-Dunsmore and Gaydon.
5. Have one fire engine with a whole-time duty system crew available 24 hours per day at Coleshill, Gaydon, Leamington, Nuneaton, Rugby, Ryton-on-Dunsmore and Stratford.

6. Have one fire engine with a whole-time duty system crew available 12 hours per day (between 10 am and 10 pm) at Rugby, Atherstone, Wellesbourne and Alcester.
7. Establish a new section of Retained Duty System firefighters at Rugby.
8. Develop a pool of firefighters to crew special appliances and resilience fire engines during periods of exceptionally high activity levels such as wide scale flooding.
9. Remove 30 whole-time firefighter posts and a strategic manager post.

An overview of the proposed locations of our fire engines as described in proposals 5 to 7, and how this compares to our current arrangements can be found in the 'proposed new response model profile' accessible via this link [www.warwickshire.gov.uk/fireandrescue](http://www.warwickshire.gov.uk/fireandrescue)

**How do these proposals make you feel?**

**Concerned**  
**Concerned**

**Not**

<b>Not at all concerned</b>	<b>Not very concerned</b>	<b>Fairly concerned</b>	<b>Very concerned</b>	<b>No opinion</b>
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**Do you have any comments on the proposed changes?**

## Reviewing our response standards

Our current response standards to emergencies are 10 minutes in urban areas and 20 minutes in rural areas. These standards are based on the risk of fire, but the majority of life risk incidents are Road Traffic Collisions, which occur evenly over urban and rural areas.

We believe that by having an immediate response at more locations we can respond more quickly across wider areas of the County, and therefore provide a significant improvement in the response to Road Traffic Collisions and other life risk emergencies in rural locations.

In stage one we propose to:

- Get a fire engine to life risk emergencies across the County within ten minutes on 80% of occasions: which is an increase of 6% on current performance across the County.
- Get a second fire engine to all life risk emergencies across the County within 15 minutes on 80% of occasions. We have not had a performance measure for the second fire engine before.

### How do these proposals make you feel?

**Concerned**  
**Concerned**

**Not**

<b>Not at all concerned</b>	<b>Not very concerned</b>	<b>Fairly concerned</b>	<b>Very concerned</b>	<b>No opinion</b>
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### Do you have any comments about this proposal?

## Tackling risk: Prevention (community fire safety)

1. In stage one we propose to remove one management post and one administration post from our Fire Prevention department. This will ensure that we still have staff in place to educate the public and promote messages that keep the public safe from fire and other emergencies.
2. We will continue to deliver home fire safety checks, but we propose to reduce our spending on smoke alarms by utilising the stock that we have built up and target the fitting of smoke alarms to the most vulnerable people within Warwickshire.
3. We have reviewed our approach to working with vulnerable young people, carefully considering the arguments for and against the support that we provide. We will continue to work with vulnerable young people through our partnerships with Warwickshire Young Carers (caring to succeed project) and the Schools across Warwickshire that we visit to deliver safety messages. However, we cannot continue to provide the same level of support because of budget and staffing reductions. We acknowledge the popularity of the Young Firefighters Association and we also recognise the commitment of both the Young Firefighters and their Instructors. However, tough decisions need to be made and activities need to be targeted at the most vulnerable sectors of the community. This is consistent with the risk led approach as set out in the Integrated Risk Management Plan 2013-17.

Therefore, we propose to stop providing support to the Young Firefighters Association in November 2014.

### How do these proposals make you feel?

**Concerned**  
**Concerned**

**Not**

<b>Not at all concerned</b>	<b>Not very concerned</b>	<b>Fairly concerned</b>	<b>Very concerned</b>	<b>No opinion</b>
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### Do you have any comments about this decision?

If you have any further comments or ideas that you would like to be considered please send them to:

[fireconsultation@warwickshire.gov.uk](mailto:fireconsultation@warwickshire.gov.uk) or alternatively you can write to,

Consultation Team  
Warwickshire Fire and Rescue Service  
Service Headquarters  
Warwick Street  
Leamington Spa  
CV32 5LH

### **EQUALITY MONITORING QUESTIONS**

*Warwickshire County Council is committed to promoting and achieving equality and fairness for all. The information requested below helps us monitor and understand the profile of our customers, staff and members. It is confidential and anonymous, and it cannot be attributed back to you.*

*Under the Public Sector Equality Duty section of the Equality Act 2010, we have a legal duty to understand the communities we serve, our customer profile and the profile of our staff and members. This Duty can only be met by effective monitoring of the protected characteristics as identified in the Equality Act 2010.*

*Therefore, the equality monitoring questions we need to ask are listed below:-*

<b>Are you male or female?</b>	
<i>Please tick one box only</i>	
Male	Female
<input type="checkbox"/>	<input type="checkbox"/>

**How old are you?**

*Please tick one box only*

- |                          |                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Under 18                 | 18 – 29                  | 30 – 44                  | 45 – 59                  | 60 – 74                  | 75 +                     |
| <input type="checkbox"/> |

**Do you have a long standing illness or disability? (Long-standing means anything that has troubled you over a period of time or that is likely to affect you over a period of time)?**

*Please tick one box only*

- |                          |                          |
|--------------------------|--------------------------|
| Yes                      | No                       |
| <input type="checkbox"/> | <input type="checkbox"/> |

**How would you describe your ethnic origin?**

*Please tick one box only*

- |   |  |
|---|--|
| <input type="checkbox"/> White – English/ Welsh/ Scottish/ Northern Irish/British | <input type="checkbox"/> Asian or Asian British - Bangladeshi          |
| <input type="checkbox"/> White – Irish  | <input type="checkbox"/> Asian or Asian British - Chinese              |
| <input type="checkbox"/> White – Gypsy or Irish Traveller                         | <input type="checkbox"/> Asian or Asian British - Any other background |
| <input type="checkbox"/> White – Any other background                             | <input type="checkbox"/> Black or Black British - African              |
| <input type="checkbox"/> Mixed - White and Black Caribbean                        | <input type="checkbox"/> Black or Black British - Caribbean            |
| <input type="checkbox"/> Mixed - White and Black African                          | <input type="checkbox"/> Black or Black British – Any other background |

- |   |   |
|---|---|
| <input type="checkbox"/> Mixed – White and Asian            | <input type="checkbox"/> Arab                   |
| <input type="checkbox"/> Mixed – Any other mixed background | <input type="checkbox"/> Any other Ethnic group |
| <input type="checkbox"/> Asian or Asian British - Indian    |   |
| <input type="checkbox"/> Asian or Asian British - Pakistani |   |

**What is your religion?**

*Please tick one box only*

- |                                    |  |
|------------------------------------|--|
| <input type="checkbox"/> None      | <input type="checkbox"/> Jewish            |
| <input type="checkbox"/> Christian | <input type="checkbox"/> Muslim            |
| <input type="checkbox"/> Buddhist  | <input type="checkbox"/> Sikh              |
| <input type="checkbox"/> Hindu     | <input type="checkbox"/> Prefer not to say |
| Other (please specify)             |  |

**Do you consider yourself to be ... ?**

*Please tick one box only*

- |   |  |
|---|--|
| <input type="checkbox"/> Heterosexual or straight | <input type="checkbox"/> Other             |
| <input type="checkbox"/> Gay or lesbian           | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Bisexual                 |  |

*THANK YOU FOR COMPLETING THIS FORM.*

## Warwickshire Fire and Rescue Service

### Shaping the Future

#### Stage One (2014-2016) Public Consultation Timeline

**March 24<sup>th</sup> – June 20<sup>th</sup> (12 Weeks)**

Our consultation proposal is to conduct open and meaningful consultation that engages the public and our partners in a discussion regarding the policy changes and specific decisions.

Date	Action
Monday 24 <sup>th</sup> March 2014	<b><u>Consultation Launch</u></b> Press release Website Ask Warwickshire Survey Press meetings with Brigade Commanders
Monday 21st April 2014	<b><u>Discussion Forums</u></b> 2 North Warwickshire 2 South Warwickshire 1 Business
Monday 5 <sup>th</sup> May 2014	<b><u>Public Road Shows</u></b> 5 Locations – one each District / Boroughs
Friday June 20 <sup>th</sup> 2014	Consultation ends
Committee Dates	
August 6 <sup>th</sup> 2014	Cabinet Report Forward Entry on CMIS
August 13 <sup>th</sup> 2014	Cabinet Report Informal Circulation
September 5th 2014	Cabinet Report on CMIS
September 18th 2014	Cabinet Meeting
August 20 <sup>th</sup> 2014	Fire Authority Report Informal Circulation
September 12th 2014	Fire Authority Report on CMIS
September 25 <sup>th</sup> 2014	County Council / Fire Authority Chief Fire Officer report detailing recommendations

WFRS One Organisational Savings Plan

Proposal Ref Number (aligned to Savings Proposal template)	Description of change proposed (Detailed activity to be listed in Implementation Plan)	Cumulative Cash Saving		Will it require further Member approval? Y/N	Does it require specific service consultation? Y/N	Total number of staff in the affected area	Potential number of staff affected	
		2014/15 £'000	2015/16 £'000				Year 1 2014/15	Year 2 2015/16
FRS-A	Reduction of Wholetime Firefighter establishment by 39 posts (17% of current establishment) To provide operational fire cover the service will design a new delivery model based on the relocation of fire engines and the reallocation of staff.	238	709	Y	Y	379 headcount (343 FTE)	15 WDS	15 WDS
FRS-B	Reduction of fire control staff as part of a joined control arrangement with Northamptonshire Fire and Rescue Service. Warwickshire will reduce its establishment by 5 staff (28% of current establishment)	35	87	N (this was agreed by Cabinet on 14 June 2012)	Y (Staff consultation is required)	18	5	
FRS-C	Reduction in staffing in Arson Reduction Team (1 uniformed post and 1 non uniformed post)	-	84	Y	Y	8		2
FRS-D	Reduction in smoke alarm fitting.	20	20	Y	Y	N/A		
FRS-E	New crewing arrangements for the small fires unit.	57	57	N	Y	N/A		
FRS-F	Removal of a senior management post from the Service (25% of current establishment)	-	35	Y	Y	4		1
FRS-G	An associated reduction in clothing, protective equipment, operational equipment and training in line with the reduction in staff numbers.	36	102	N	Y	N/A		
	Cessation of support to Young Firefighters Association	25	50	Y	Y			
	Savings delivered through the implementation of the previous improvement plan (agreed by members July	119	119	N/A	Y	N/A		
	<b>Total</b>	<b>530</b>	<b>1,263</b>					