

## report

meeting	<b>NOTTINGHAMSHIRE &amp; CITY OF NOTTINGHAM FIRE AUTHORITY</b>	
date	<b>1 AUGUST 2003</b>	agenda item number

### REPORT OF THE CHIEF FIRE OFFICER

#### REPORT ON PERFORMANCE INDICATOR ACTION PLANS

#### 1 PURPOSE OF THE REPORT

- 1.1 The purpose of this report is to inform Fire Authority Members of the Service's approach with regards to linking the results from performance indicators to improvement action plans.

#### 2 BACKGROUND

- 2.1 For many years the Service has had to submit annual performance figures to the Fire Service Inspectorate. These figures are collated and published by the ODPM on an annual basis and provide a benchmark to assist Fire & Rescue Services in setting performance targets.
- 2.2 Over the last three years we have focused on the development of an electronic system that will enable all personnel to see how individual departments are performing. This system is now used to formally provide information to line managers within the Service and also report to Fire Authority Members on a quarterly basis.
- 2.3 Although the system enables line managers to comment on reasons for failing to achieve targets, it is clear that there is a need to create a robust procedure for completing an auditable improvement action plan.

#### 3 STRATEGIC TARGETS AND EXISTING ACTION PLANS

- 3.1 Members will be aware that the Authority has been given strategic targets to pursue by Central Government in the areas of equalities and community safety.
- 3.2 Members should be aware of the action plans developed by the Ad-hoc Group for Equalities, based on "Towards Diversity" and the more recent production of the Authority's "Race Equality Scheme".
- 3.3 Since the publication of the "Safe as Houses" document in the late 1990's the Authority has been working towards a more education and prevention role rather than the traditional intervention method previously employed. The key performance indicators for this are set out below and for each there is a five year target.
  - a. Accidental Fires
    - *Reduce the number of fires in dwellings by one-third*

- b. Accidental Fire Fatalities
  - *Reduce the number of fatal fire deaths by 40%*
- c. Accidental Serious Fire Casualties
  - *Reduce serious non-fatal casualties by 5% year on year*
- d. Fire Safety Awareness, Attitudes & Behaviour
  - *Achieve a measurable annual improvement in each*

#### **4 PERFORMANCE INDICATORS**

- 4.1 Before the introduction of the “Local Government Act 1999” and Best Value (BV) legislation, the Service had developed a range of local performance indicators (LPI’s) that were reported to the Fire Authority on a quarterly basis. Exception reports were produced to highlight those indicators where targets had not been met, but specific action plans were not included.
- 4.2 When Best Value was introduced into the Fire Service in 2000, eighteen BVPI’s were produced for which the Authority had to publish the results in the newly required Annual Best Value Performance Plan (BVPP)
- 4.3 The responsibility for auditing the Service has changed since the introduction of BV, with external auditors PriceWaterhouse Coopers (PWC) auditing the BVPP and reporting directly to the Audit Commission and the Office of the Deputy Prime Minister (ODPM). A copy of the Management Letter (audit report) is submitted to the Fire Authority once received by the Chief Fire Officer.
- 4.4 The role of the Fire Service Inspectorate has also changed recently and it is anticipated that they will take more of a lead in assisting Fire & Rescue Services with Integrated Risk Management Plans (IRMP)
- 4.5 A further development took place in April this year when we introduced ten LPI’s based on BVPI’s at District level. It was believed that there would be more ownership if managers could see how they were contributing directly to the success of the Service. Each of the LPI’s are based on targets set specifically to that District, allowing for the diverse nature of the county’s demographics. (See **Appendix A** for a list of those District local performance indicators)

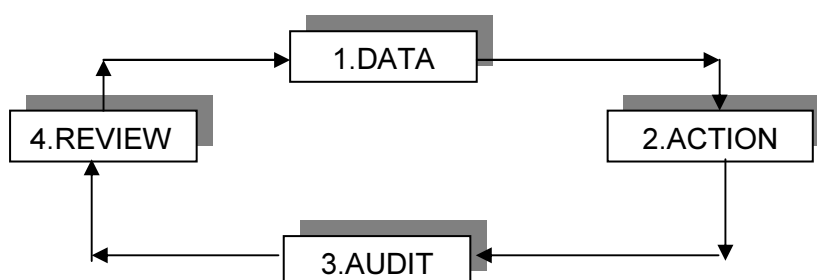
#### **5 PERFORMANCE MANAGEMENT FRAMEWORK**

- 5.1 To ensure that performance management is embedded into the Service’s management culture a Performance Management Framework has been developed that links the Service’s Corporate Planning Policy to the actual activity across the organisation.
- 5.2 The Performance Management Framework is a six-step process that takes the Service’s priorities identified during the corporate planning stage or derived from the core objectives and sets departmental, district or individual objectives. These objectives form the basis of the business plan, activity is then focused on these objectives and managers continuously monitor performance and should remedy any problems.

- 5.3 Once Best Value had become established into the Service, it was apparent that there was a need to change the function of various management groups. The role of the BV Review Board was increased to include all aspects of performance in the Service and its name was changed to the Improvement and Development Board (IDB) to reflect this.
- 5.4 More recently the Brigade Management Team meetings have been replaced by a new group of managers who meet to discuss performance. These senior managers are mainly responsible for how the Service performs and for its success in achieving targets. The Performance Management Group (PMG) chaired by the Deputy Chief Fire Officer will report directly to the Strategic Management Team.
- 5.5 The key to the success of all this work is to ensure that managers use the performance information that is available to them as a tool to help them identify areas of weakness, good or poor performance and future target setting. The danger is that the monthly collection of performance figures is only seen as an exercise in information gathering after the event and of no use to them in their daily work. The newly formed PMG will be instrumental in getting over the right message. It is also important to note that within the Performance Management Framework key managers will still be provided with the freedom to utilise their creativity and innovation to achieve agreed outcomes.
- 5.6 Information Services will continue the role of service review and maintain close links with each department when undergoing an audit. Expectations will be agreed prior to reviews and a comprehensive report will be forwarded to the Head of the Department.
- 5.7 Improvement Action Plans will form an integral part of any review and will be audited as part of the process to ensure they are completed.

## 6 PERFORMANCE MANAGEMENT CYCLE

The following details explain the cycle of how performance information is managed within the Service.



### 6.1. DATA

Performance data is gathered from a number of various sources. The majority of this information, however, is retrieved directly from the Service's mobilising system that transforms data into a user-friendly format. Other sources require individuals to physically input data into various spreadsheets or tables, these will eventually be replaced by automatic transfer of data to prevent user error and save time. This work should be completed within the next two years. Performance data presented to the Fire Authority is available to all personnel through access of the internal Intranet.

### 6.2 ACTION

Managers use the information to monitor performance and highlight any areas of concern. By continually monitoring progress managers can take action to ensure previously agreed targets are met. Where these targets have not been met or previous actions have lead to a major improvement, managers are required to complete a status report that is submitted to the head of the department. Heads of departments will in turn report progress to the PMG on a monthly basis.

### 6.3. AUDIT

The first line of audit can be seen as a responsibility of the individual who is carrying out the initial task. The introduction of District based performance indicators was a move to give individuals at the provision end of the Service more ownership and accountability for how the service was delivered and improved. The respective line managers throughout the Service review all performance indicators and report accordingly. It is the role of Information Services to ensure that all performance indicators are completed and that line managers take the necessary action to rectify any failures. It must be stressed, however, that the responsibility for achieving targets lies with the management team of that department and not the audit team.

### 6.4. REVIEW

It is anticipated that all departments will undergo a comprehensive audit review within the next two years. As a result of these reviews it is expected that a number of new performance indicators will be developed and included into the present range. Over the next twelve months the performance review team will be reviewing all existing PI's and amending any that are not providing the necessary information or improvements in service.

## **7 BEST VALUE PERFORMANCE INDICATORS, LOCAL PERFORMANCE INDICATORS AND FIRE SERVICE INSPECTORATE RETURNS**

7.1 As previously stated in Paragraph 2, the Service has to submit performance figures to the Fire Service Inspectorate on an annual basis. In addition, the Fire Authority now has to publish the results of both BVPI's and any LPI's in their Best Value Performance Plan.

7.2 Appendix B lists all of those indicators presently in use in Nottinghamshire Fire and Rescue Service.

### 7.3 BVPI'S

Best Value Performance Indicators are developed and monitored by both the Audit Commission and the Fire Service Inspectorate. These PI's can be seen as two separate groups, corporate health (those that apply not only to the Service, but apply to other local government departments) and those specific to the service delivery.

7.3.1 The Authority has little influence over these PI's apart from the opportunity to comment to the Audit Commission in their annual consultation process.

7.3.2 These indicators tend to be of the quantitative nature and provide a snap shot of how we have done and how we compare to other Fire & Rescue Services. They link directly to national targets and provide a strategic focus when setting local objectives.

7.3.3 It is important to note that although these are national PI's, Fire & Rescue Services around the country have various ways of collecting the data, consequently it cannot always be guaranteed that benchmarks are correct. It is more important to compare how a F&RS has improved from one year to the next and sustained that improvement.

### 7.4 LPI'S

7.4.1 Local Performance Indicators are usually developed as a result of a departmental review, when it is believed that their introduction will improve performance. These indicators may be linked to BVPI's in so far as their local target will result in the achievement of the corporate goal.

### 7.5 FIRE SERVICE INSPECTORATE RETURNS

Fire Service Inspectorate Returns are completed on an annual basis and used as a starting point for the Service's inspection. These returns are also used in a similar way to the BVPI's in so far as they are used to compare the Service with like Fire & Rescue Services.

## 8 EXAMPLE USE OF PERFORMANCE INDICATORS

8.1 For some time the Service has had a problem with absenteeism and, with the support of the Fire Authority, the Service developed a Health and Fitness Policy that led to the setting up of the Occupational Health Unit.

8.2 Headquarters took other associated actions with a closer monitoring role, but the biggest change was in the form of Local Performance Indicators developed for each District and made the responsibility of the local management team. (see Local Performance Indicators **Appendix A**).

## **9 IMPROVEMENT ACTION PLANS**

9.1 The attached Improvement Action Plan (see **Appendix C**) forms an integral part of the Service's Performance Management Framework. All existing and any new performance indicators that require action to be taken as a result of a failed target will automatically generate the need for an improvement action plan. These plans will be the responsibility of the line manager and the departmental head from which the PI is associated. Information Services (Performance Review Team) will have copies of all IAP's and will report progress in the usual manner through the Strategic Management Team, Improvement and Development Board and on to the Fire Authority in the form of an attachment to the Quarterly Performance Indicator Report.

## **10 FINANCIAL IMPLICATIONS**

10.1 There are no financial implications arising from this report.

## **11 PERSONNEL IMPLICATIONS**

11.1 There are no personnel implications arising from this report.

## **12 EQUAL OPPORTUNITIES IMPLICATIONS**

12.1 There are no equal opportunities implications arising from this report.

## **13 RISK MANAGEMENT IMPLICATIONS**

13.1 With the introduction of Improvement Action Plans the Fire Authority will be in a better position to demonstrate a robust and auditable system of performance management when the Service is subject to Comprehensive Performance Assessment in 2005.

## **14 RECOMMENDATIONS**

14.1 That Fire Authority Members note the contents of this report.

## **15 BACKGROUND PAPERS FOR INSPECTION**

None

P. Woods  
**CHIEF FIRE OFFICER**

## DISTRICT LOCAL PERFORMANCE INDICATORS

LPI	LINK	
30	BVPI 142 (i)	Number of non-accidental secondary fires per District
31	BVPI 142 (iii)	Number of accidental fires in dwellings per District
32	BVPI 143(i,ii)	Numbers of deaths and injuries arising from accidental fires in dwellings per District
33	BVPI 145 (c)	Percentage of incidents at which the attendance times met the standards of fire cover per District (With number of failures)
34	BVPI 146	Number of calls to malicious false alarms per District
35	BVPI 149	Number of false alarms caused by AFD calls
36	BVPI 12(i)	Number of shifts lost to self certified short term sickness by wholetime shift Firefighters per District
37		Number (And %) of occasions when FDR1's failed to be at HQ within 7 days of incident per District
38	BVPI 142 (ii)	Number of non-accidental primary and derelict vehicle fires in the District
39	BVPI 142 (ii)	Number of primary non-accidental building fires in the District

## LIST OF BVPI'S AND LPI'S

Corporate Health		Links	
BVPI	HMFSI	CIPFA	Local PI
2	HRF104		
8	FIN1		
11a	HRF4 HRF4		
11b	HRF4 (average strength), HRF7, 96, 97, new 98		LPI 36/**
12a			LPI 19
12b			
15a	W/T, Con HRF4 (average strength) 42, 43, 44, 45, 46, 47, 54, 55, 56, 57, 58, 59, 86, 88, 89, 90, 91 Ret 48, 49, 50, 51, 52, 53, 87	Section C  Section C	
15b	HRF61, 62, 63,64, 65, 89		
17	HRF10, 11, 14-17 and Labour Force Survey		
157			
<b>Fire</b>			
142i			LPI 30/**
142ii			LPI 38/39/**
142iii			LPI 31/**
143I			LPI 32/**
143ii			LPI32/**
144a			
144b			
144c			
144d			
145a	OPS2, 8		
145b	OPS2, 3		
145c	OPS2		LPI 33/**
146			LPI 34/**
147	FSR4, 6		
149			LPI 35/**
150			



PERFORMANCE INDICATOR ACTION PLAN		MONTH:			
PI	BACKGROUND		ACTION	BY WHOM	WHEN
<b>142</b> - Number of fire calls attended. (i) – Total calls excluding false alarms per 10,000 population. (ii) – Primary fires per 10,000 population. (iii) – Accidental fires in dwellings per 10,000 population. (iv) – Primary, excluding road vehicles. (v) – Road vehicles. (vi) – Secondary.	All subgroups of 142 are inter-related, with v and vi having a disproportionate effect on the overall outcome. v and vi relate to malicious vehicle fires and secondary fires which have seen an increase of 36% and 61% respectively.	1	The Service is fully engaged with City Council's Anti-Social Behaviour Task Group in an attempt to reduce malicious calls. Other Districts are engaged in anti-social behaviour groups specifically Mansfield where the District is working in partnership with other agencies targeting problem families.	District Officers	Ongoing
		2	Safety Services reviewing roles and responsibilities of Watch Officers, District Officers and Dos in relation to attendance at LSPs.	SDO Whelan	July 03
	Both 142(I) are inter-linked with malicious fires and secondary fires having a disproportionate effect on the outcome of these targets.	1	Arson Reduction Co-ordinator appointed who will work with firesetters to alter the behaviour of young firesetters	Arson Reduction Co-ordinator	Ongoing
		2	Investigate all fires and identify malicious fires and secure where possible convictions.	ADO Topham	Ongoing
		3	Formulate young persons strategy – working with schools, YOTs etc to educate young people	Arson Reduction Co-ordinator	Ongoing
		4	Community Safety Team establish working with Districts to develop initiatives to reduce accidental fires.	Stn O Bullock	Ongoing
		5	Home Risk Assessment to be delivered to areas identified as high risk.	District Officers	Ongoing
		6	Arson Strategy to be developed	ADO Topham	Ongoing





PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
149 – False AFD calls per 1,000 population.	Although the target was not achieved it must be noted that advances have been made in this area with the year-end figure being the lowest out-turn in the last three years.	Districts are to implement the Off Line Policy, where appropriate, encouraging premises to have the fire alarm system “off line” during the main active period of the day.	George Ware	July
		Oxfordshire call challenging procedure being investigated with intention to introduce subject to approval.	George Ware	Ongoing
		Increase awareness of owners/occupiers to environmental conditions which can cause false alarms, eg workmen on site, electrical storms, etc and to take responsibility for arranging the fire alarm system to be "off line" when these conditions prevail.		
		Continue working relationships with authorities and managers of premises which are known sources of false alarm calls, eg Nottingham University, Centre Parcs, etc.	District Officers	Ongoing

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PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
12 – The proportion of days/shifts lost to sickness absence.	The last year has seen an increase in sickness absence across the Service, but particularly for wholetime uniformed personnel.	A number of initiatives have already been put in place to improve the current levels of sickness absence, particularly absence in the short-term.	Senior Personnel Officer	1 <sup>st</sup> Stage comp by end of Oct 03
		<ul style="list-style-type: none"> <li>The Personnel Section will be working with Line Managers to highlight concerns about individual levels of absence. Once the trigger levels under the Absence Management Policy are reached the employee concerned will be interviewed and a review period established during which an improvement in attendance will be required. This may also involve a referral to the Occupational Health Physician to establish whether there are any underlying medical issues. A failure to improve attendance level, where there is no underlying medical issues identified, may mean the withdrawal of the self-certification facility for a period of time.</li> </ul>		
		<ul style="list-style-type: none"> <li>Personnel Officers meet with the Head of HR on a monthly basis to review all absence that is certified by a GP and agree action in each case ensuring that action is taken at an early stage.</li> <li>Absence which is longer than four weeks in duration is automatically referred to OHU for medical review.</li> </ul>		
			Personnel Officers	Ongoing

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PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
	The last year has seen an increase in sickness absence across the Service, but particularly for wholetime uniformed personnel.	<ul style="list-style-type: none"> <li>• Employees will be encouraged to seek treatment or prognosis through their membership of Westfield to fast-track access to private consultations.</li> <li>• The Personnel Section provide a detailed quarterly analysis of sickness levels to SMT, highlighting areas of concern.</li> <li>• The Information Services Department, through its Performance Management Team, provide breakdown of absence by station to District Officers to establish priorities at a local level.</li> <li>• Managers will be provided with training on handling absence appropriately and will be given greater responsibility for managing absence within their own teams.</li> </ul>	<p>Senior Personnel Officer</p> <p>Senior Personnel Officer IS</p> <p>Training Officer</p>	<p>Ongoing</p> <p>Ongoing</p> <p>Dec 03</p>
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PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
15a – Ill-health retirements (% total workforce) (FS Pension).	<p>In the last year six employees have been retired on the grounds of permanent disablement, equating to 1% of the wholetime workforce.</p> <p>Changes to the Firefighters’ Pension Scheme are currently being considered by the Home Office and it is likely that the definition of Permanent Incapacity will be reviewed to include the proviso that medical evidence will need to support the view that the individual will be unable to be operational at any point up to their normal retirement age. In the longer term this is likely to lead to a reduction in ill-health retirements, with firefighters being deployed into non-operational roles for an indeterminate period.</p>	<p>Notwithstanding the background, there are systems in place to try to manage the numbers of employees eligible for ill-health retirement as follows:-</p> <ul style="list-style-type: none"> <li>• The Personnel Section undertake regular reviews of long-term absence and liaise with the OHU regarding prognosis and possible treatment.</li> <li>• Fast track access to private consultation or treatment is available through Westfield allowing conditions to be diagnosed and appropriately treated at an earlier stage than may be available through the NHS.</li> </ul>	Head of HR	Ongoing
			Head of HR	Ongoing
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15a – Ill-health retirements (% total workforce) (FS Pension).	<p>There needs to be an acceptance that with an ageing wholetime workforce, many of whom will be retiring within the next ten years, there is likely to be an increase in ill-health retirements. Thus this is a difficult area to manage with the aim of achieving year on year reductions.</p>			
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PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
<b>17 - % Ethnic minority uniformed staff.</b>	<p>The Home Office established recruitment targets for each Brigade in Fire Service Circular 6/1999. The target for Notts (for 1.4.04) is 2% of the wholetime/retained workforce from a minority ethnic background, with graduated increases each year to 2009 culminating in a figure of 3.46% of the wholetime/retained workforce.</p> <p>The numbers of employees who are recorded as from minority ethnic background in the current wholetime and retained workforce is 10, this represents 1.08%. This is outside the targets established by the Home Office, although this may change before the review date of 1.4.04.</p>	<ul style="list-style-type: none"> <li>On an on-going basis, the Equalities Officer will continue to establish links into the local minority communities to generate interest and understanding of the Fire Service.</li> </ul>	Equalities Officer	Ongoing
		<ul style="list-style-type: none"> <li>Positive Action events will continue to be held prior to the wholetime recruitment phase to encourage people from minority ethnic communities to learn about the Fire Service, the career opportunities and selection procedures.</li> </ul>	Equalities Officer	Ongoing
		<ul style="list-style-type: none"> <li>Attendance of the recruitment team at targeted career events to increase interest in the Fire Service as a career.</li> </ul>	Equalities Officer	Ongoing
		<ul style="list-style-type: none"> <li>Establish more links into Higher Education establishments (New College, etc) in City venues to encourage interest in firefighting as a career within the age group 18-24.</li> </ul>	Equalities Officer	Ongoing
		<ul style="list-style-type: none"> <li>Contact and establish links with local schools and youth groups to increase awareness of career opportunities within the FS.</li> </ul>	Head of HR	Ongoing
<ul style="list-style-type: none"> <li>Adopt new Home Office testing procedures (when available) to ensure the elimination of any gender/race discrimination in existing selection procedures.</li> </ul>	Equalities Officer	April 2004		
<ul style="list-style-type: none"> <li>Continue to monitor the numbers of applicants and appointments by ethnic origin and report back to the Equalities Panel.</li> </ul>		Ongoing		
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PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
18/20 – Number of types of accidents.	The past year has seen a steady increase in the number of accidents reported. Part of the reason for this increase has been the new event and recording procedure which has countered the previous problem of under-reporting.	<ul style="list-style-type: none"> <li>• More event investigations will be undertaken now that the Health &amp; Safety Section is back up to establishment.</li> <li>• “Themed” accident investigations over fixed durations (eg all sports related mishaps over say a six month period) will target problem areas and “comfort” reporting.</li> </ul>	H & S Advisor	Feb 2004
			H & S Advisor	Feb 2004
<b>22</b> - Total number of vehicle accidents <b>23</b> – Accidents (emergency response) against number of incidents attended.	LPI 22 shows the total number of vehicle accidents per year against the target figure. Number of accidents – 19 Target – 18 LPI 23 shows number of accidents occurring during emergency response against total number of incidents attended. Number of accidents – 12 Number of incidents – 4985 Ratio – 0.0024 accidents per incidents attended Target – 0.0013	It is proposed to start a Brigade Road Safety Group during 2003/04, the remit of this group will be to review driving standards within the Brigade. It will also look at all other driver and road safety related issues including the relevance of driver training. Part of the work of the group will be to analyse these statistics and where appropriate instigate remedial action. As stated on the LPI reports, a number of the recorded accidents were during slow speed manoeuvring and reversing, this may indicate that it is a crew training issue and not purely down to the driver. It should also be noted that three of the accidents were appliance wing mirrors striking oncoming vehicles, these are recorded in case of third party involvement.	Head of Transport	Nov 2003

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PERFORMANCE INDICATOR ACTION PLAN		MONTH:		
PI	BACKGROUND	ACTION	BY WHOM	WHEN
8 - % Undisputed invoices paid within 30 days/to term.	Over the last year there has been a considerable improvement in this area. During 01/02 we achieved 74.49% of invoices paid within 30 days, but during the first nine months of 02/03 our percentage had increased to 91.8%. However since February a new finance system has meant there is no data available for the final quarter. It is for this reason we failed the PI as for the first three-quarters of the year we had achieved the target.	<ul style="list-style-type: none"> <li>The supplier of the new financial system is due to complete training during 2003 to allow reports to be run and data to be collated.</li> <li>Computerisation of the invoicing system between stations and the Finance Dept to speed up payments.</li> <li>Maintain current levels of payment with a view to achieving target.</li> </ul>	K. Stringer  Senior Finance Officer  Senior Finance Officer	Sept 2003  Pilot scheme by Aug 2003  Ongoing
150 – Net expenditure per head of population.	This PI is produced using figures from the Revenue Outrun Report. This report is completed at the year end and is due in at the end of July. As such the figures given for 2002/03 are estimates based on budget no the revenue Outrun. Until such time it is not possible to provide accurate figures.	The Brigade will continue to strive within the ethics of BV to provide the people of Nottinghamshire with value for money by monitoring budgets and making efficiency savings where applicable without affecting service delivery.	Head of Finance	Ongoing

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