

GREATER MANCHESTER POLICE, FIRE AND CRIME PANEL

DATE: Friday, 14th May, 2021

TIME: 10.00 am

VENUE: Manchester City Council, Council Chamber,
Town Hall Extension, Albert Square, Manchester
M60 2LA

SUPPLEMENTARY AGENDA

6. **CONFIRMATION OF THE APPOINTMENT OF DEPUTY MAYOR** 1 – 12

7. **GMF&RS FIRE PLAN** 13 - 96

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following
Governance & Scrutiny Officer: Steve Annette
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This agenda was issued on 11 May 2021 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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GREATER MANCHESTER POLICE, FIRE AND CRIME PANEL

Date: Friday 14th May 2021

Subject: Appointment of a Deputy Mayor for Policing and Crime

Report of: Andy Burnham – Mayor of Greater Manchester

PURPOSE OF REPORT

The Mayor has decided to appoint a Deputy Mayor for Policing and Crime and in accordance with schedule 1 paragraph 9 of the Police Reform and Social Responsibility Act 2011 the Police, Fire and Crime Panel must hold a confirmation hearing. This report sets out the procedures to be followed, the candidate's qualifications in respect of the role and terms of employment. The candidate will attend the confirmation hearing to answer questions relating to this appointment.

RECOMMENDATIONS:

That the Panel,

- Notes the process outlined for the appointment of the Deputy Mayor for Policing and Crime.
- Consider the appointment following the confirmation hearing and produces a report for the Mayor, including a recommendation as to whether or not the candidate should be appointed.

CONTACT OFFICERS:

Clare Monaghan

Director – Police, Crime and Fire

Clare.monaghan@greatermanchester-ca.gov.uk

1. INTRODUCTION AND BACKGROUND

The legal position is set as in Schedule 1 to the Police Reform and Social Responsibility Act 2011 ("the 2011 Act"), the Greater Manchester Combined Authority (Transfer of Police and Crime Commissioner Functions to the Mayor) Order 2017, the Greater Manchester Combined Authority (Fire and Rescue Functions) (Amendment) Order 2020 and clause 18.3 of the Greater Manchester Police Fire and Crime Panel Procedure Rules. The legal requirements are as follows:

- The Mayor in his capacity as PCC is required to notify the Police and Crime Panel of the proposed appointment of the Deputy Mayor for Policing and Crime and also to notify the Panel of the following information:
 - (i) the name of the person whom the Mayor in his capacity as PCC is proposing to appoint ("the candidate")
 - (ii) the criteria used to assess the suitability of the candidate
 - (iii) why the candidate satisfies those criteria, and
 - (iv) the terms and conditions on which the candidate is to be appointed.
- The Panel must hold a public confirmation hearing at which the candidate is requested to appear for the purpose of answering questions relating to the appointment.
- Following the hearing, the Panel must review the appointment and make a report to the Mayor in his capacity as PCC. The report must include a recommendation to the Mayor as to whether or not the candidate should be appointed.
- The report must be made within a period of 3 weeks from the date on which the panel received notification of the proposed appointment and must be published by the Panel.
- The Mayor in his capacity as PCC may accept or reject the Panel's recommendation as to whether the candidate should be appointed and should then notify the Panel of the decision.

2. ROLE OF THE DEPUTY MAYOR

The role of the Deputy Mayor for Policing and Crime is a senior political appointment with substantial delegated authority covering policing and crime. The three elements of the PCC function that will not be delegated are those which cannot be delegated under the 2011 Act.

These are:

- Setting the policing budget and precept,

- Production of a Police and Crime Plan for Greater Manchester,
- The appointment and dismissal of a Chief Constable.

Due to the substantial delegation of functions, the role of Deputy Mayor for Policing and Crime will be closer to the role of other Police and Crime Commissioners rather than that of Deputy PCCs.

The essential criteria for the candidate are:

- Knowledge of the policing and criminal justice landscape both nationally and at a Greater Manchester Level.
- The ability to work at a senior executive level and make strategic decisions as a sole decision maker.
- The skills to influence policy at a national level to ensure that Greater Manchester's interests are considered in future government decision making.
- The proven ability to engage with partners and the public in order to lead Greater Manchester's policing and community safety agenda.
- Proven experience in understanding complex issues and the ability to challenge at a senior executive level.
- An extensive understanding of the complex nature of crime, its contributing causes and associated vulnerabilities both for victims and offenders.

In addition, significant delegations in relation to the Fire and Rescue Service have been made to the Deputy Mayor. The two elements of the Fire and Rescue functions which cannot be delegated to the Deputy Mayor are:

- The appointment or dismissal of the Chief Fire Officer
- Production of a Fire Plan for Greater Manchester

Other operational functions are delegated to the Chief Fire Officer.

3. CANDIDATE DETAILS

The Mayor's candidate for Deputy Mayor for Policing and Crime is Baroness Beverley Hughes.

Baroness Hughes is considered to meet the requirements for Deputy Mayor for Policing, Crime and Fire. She has served as Deputy Mayor for Police and Crime since 2017 and took on formal responsibility for oversight of GMFRS in 2020. Baroness Hughes will make a short presentation at the panel meeting about the programmes and projects she has delivered alongside the Mayor over the last four years.

Prior to her role as Deputy Mayor Baroness Hughes served as a senior Minister of State, attending Cabinet and held a number of government roles relating to policing and criminal

justice. Baroness Hughes is currently a Non-Executive Director at the Greater Manchester Chamber of Commerce and a trustee at the Lowry Theatre Company. In terms of senior level strategic decision making, she is an extremely strong candidate.

Baroness Hughes served as a Member of Parliament for the Greater Manchester constituency of Stretford and Urmston for 13 years which has provided her with a detailed knowledge of the issues affecting Greater Manchester residents, including policing and community safety.

Baroness Hughes served as Minister of State for Counter Terrorism and Community Cohesion in the Home Office and subsequently for Children, Young People and Families, as well as holding responsibility as Parliamentary Under-Secretary for Prisons and Probation and Local Government. Baroness Hughes has extensive experience in policy making relating to crime and the associated vulnerabilities. Prior to entering the House of Commons, she was an elected Councillor in Trafford for 11 years and Leader of Trafford Council.

4. APPOINTMENT DETAILS

The salary for the Deputy Mayor for Policing and Crime will be £85,000 and subject to Combined Authority terms and conditions of employment.

5. LEGAL IMPLICATIONS

'Section 18 of the Police Reform and Social Responsibility Act 2011 (as modified by the Greater Manchester Combined Authority (Transfer of Police and Crime Commissioner Functions to the Mayor) Order 2017) allows the Mayor to appoint a person as deputy mayor for policing and crime and arrange for that person to exercise any police and crime commissioner function on behalf of the Mayor. However, the Mayor must not appoint a person listed in section 18 of the 2011 Act as their deputy, nor may they delegate to that person the functions of

- a) issuing a police and crime plan,
- b) calculating the policing component of the precept
- c) appointing, suspending or calling upon the Chief Constable to retire or resign.

The Mayor must notify the Police and Crime Panel of their proposed appointment of a deputy mayor for policing and crime and the Panel must then follow a statutory process which culminates in their making a report and recommendation to the Mayor as to whether the proposed candidate should be appointed. The Mayor may decide to accept or reject the Panel's recommendation and must notify the Panel of their decision accordingly'.

6. RECOMMENDATIONS

Appear at the front of this report.

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Baroness Beverley Hughes

Deputy Mayor of Greater Manchester
Police, Crime, Criminal Justice and Fire

Progress to date



- Challenges
 - The Arena attack
 - GMFRS Programme for Change
 - CSE Independent Review
 - Global Pandemic
 - HMIC VSA report
- Progress
 - Police officer recruitment
 - Services to vulnerable victims
 - Community engagement
- Opportunities ahead
 - GMFRS and GMP new leadership

Standing Together – our priorities

Keeping people safe

Protecting and caring for people who live, work, socialise and travel in Greater Manchester. Protecting those who are vulnerable and those who are victims of crime or at risk of being victimised. Building resilience, feelings of safety and confidence in policing and community safety.

Reducing harm and offending

Preventing anti-social and criminal behaviour including the most serious offending and terrorism by solving problems, intervening early and rehabilitating offenders to build confidence in criminal justice.

Strengthening communities and places

Helping to build resilient and resourceful communities including online communities and protecting the places where people live, work, socialise or travel. Supporting the delivery of the IT systems, buildings, roads, street lighting and other public assets needed to solve problems in a 21st century society.

- Devolution agreement enabling a GM approach to the reunification of the Probation Service
- Victim Services
- Violence Reduction Unit
- Youth Justice Transformation
- Strategy for Gender Based Abuse
- Tackling serious and organised crime through Programme Challenger
- Fire plan

Finance and resources

- £76 million reduction in Government formula funding for GMP (2010-2021)
- Since 2018/19 to 2020/21 we have been able to raise an additional £600 million
- Since 2018/19 I have invested directly to community safety partnerships £32 million. This includes:
 - Voluntary and community sector grants - £4.4 million
 - Serious Violence funding - £6.2 million
 - Women's Centre funding - £1.5 million
 - Early intervention and prevention grants - £1.98 million
 - (2020/21) Covid grants to VCSE organisations - £1 million
- Joint decision making and investment

Looking ahead

- New Leadership in GMFRS and GMP
- Neighbourhood Policing offer
- Implement the Fire Plan
- Reinvesting in police leadership at a local level
- Tackling inequality
- Transparency and scrutiny

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GREATER MANCHESTER POLICE FIRE AND CRIME PANEL

Date: 14/05/2021

Subject: Fire Plan for Greater Manchester

Report of: Mayor Andy Burnham; Deputy Mayor Beverley Hughes; Chief Fire Officer Dave Russel

PURPOSE OF REPORT:

This report introduces the Fire Plan for Greater Manchester. The Fire Plan is the overarching strategy for Greater Manchester Fire & Rescue Service (GMFRS) for the next four years.

RECOMMENDATIONS:

The Panel is requested to:

1. Note the content of the Fire Plan as the overarching strategy for Greater Manchester Fire & Rescue Service for the next four years
2. Consider the priorities and objectives set out in the Fire Plan and provide a report or recommendations to the Mayor.

CONTACT OFFICERS:

Director of Police, Crime and Fire - Clare Monaghan
(Clare.Monaghan@greatermanchester-ca.gov.uk); Chief Fire Officer - Dave Russel
(Dave.Russel@manchestersfire.gov.uk).

1. INTRODUCTION/BACKGROUND

What is the Fire Plan?

The Fire Plan is the overarching strategy for Greater Manchester Fire & Rescue Service (GMFRS) for the next four years. In response to the Fire Plan, GMFRS has produced a delivery plan, which will be updated annually to adapt to changing risks and progress. The delivery plan provides more detail regarding the allocation of resources in response to identified risks and priorities. The Fire Plan has been produced by the Mayor and the Deputy Mayor, in partnership with the Chief Fire Officer. Together the Fire Plan and the delivery plan deliver the functions of an Integrated Risk Management Plan (IRMP) and

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constitute the “local risk plan” which is a requirement of the Fire and Rescue National Framework.

Consultation and engagement

- Initial consultation meetings took place in all 10 boroughs with Community Safety Partnership leads; the Police, Crime & Fire Team; and GMFRS senior managers.
- Engagement and agreement for the draft priorities in the Plan were secured with the Police, Fire and Crime Panel members.
- An online public consultation on the Plan took place between February and March 2021.
- GMFRS senior managers have engaged with their teams on the Plan as well as with representatives from Unite, Unison and the FBU.
- The Mayor and Deputy Mayor also engaged with representatives from the FBU.

What is in the Fire Plan?

Following analysis of feedback from the public consultation, six priorities for GMFRS have been agreed:

1. Provide a fast, safe and effective response
2. Help people reduce the risks of fires and other emergencies
3. Help protect the built environment
4. Use resources sustainably and deliver the most value
5. Develop a culture of excellence, equality and inclusivity
6. Integrate our services in every locality with those of partner agencies.

Within each Priority are a series of commitments to our communities, including:

- Maintaining speed of response
- The dedication of resources to multiagency planning and training, and community safety partnerships
- Implementing recommendations from the inquiries into the Manchester Arena attack and the Grenfell Tower fire
- A continued integrated focus on the built environment to secure resident safety
- The delivery of a more ambitious blue light collaboration programme
- A refreshed Sustainability Strategy to meet the aims of GM's 5 Year Environmental Plan
- Attracting, recruiting and retaining a workforce that is representative of the population of Greater Manchester.

Outcomes and Aims of the Fire Plan

There are three overarching draft outcomes identifying what we want the Plan to achieve:

1. Reduce deaths, injuries and damage caused by fire and other threats to our communities
2. Deliver the best value to the public with the least impact on the environment
3. Develop and maintain a diverse, high-performing, and healthy workforce.

The outcomes framework for the Fire Plan will ensure we deliver what our staff, partners and communities consider important, as well as our statutory responsibilities. Using both qualitative and quantitative methods, the framework will enable us to measure the Service's progress at delivering against the priorities and the commitments in the Plan and whether the aims above are being met.

As part of this framework, GMFRS will publish an annual outturn report outlining its progress against delivering the Plan, as well as any other risks identified. This report will then inform the subsequent year's delivery plan.

Equalities Implications:

There are no negative impacts identified for people with protected characteristics. Within the Plan's priorities are a number of commitments to residents and staff with protected characteristics including targeting resources at the most vulnerable, and recruiting and retaining a more diverse workforce. One of the Plan's three outcomes is to develop and maintain a diverse, high-performing, and healthy workforce.

The Plan includes a commitment to implement a framework for collecting feedback from service users to gauge their satisfaction. The Plan also includes a continued commitment to gather and implement feedback from our staff. The outcomes framework will measure GMFRS' progress at delivering the Plan's commitments and outcomes.

Climate Change Impact Assessment and Mitigation Measures:

One of the priorities within the Fire Plan is to use resources sustainably. There is a commitment within the Plan to refresh the Service's Sustainability Strategy to help the Service meet the aims of Greater Manchester's 5 Year Environmental Plan and ensure the Service is resilient to the potential impacts of the climate emergency. The Plan also commits to evaluating and implementing good practice from COVID-19 adaptations including work, meeting and engagement arrangements to ensure the Service is agile, resilient and sustainable. One of the Plan's three outcomes is to deliver the best value to the public with the least impact on the environment.

Risk Management:

The Plan runs for four years. However, the delivery plan that sits beside it will be updated annually. This allows GMFRS to adapt to any new threats and opportunities that arise during the life of the Plan, and re-align resources to delivery of the Plan where necessary.

The outcomes framework for the Plan will ensure we deliver what our staff, partners and communities consider important, as well as our statutory responsibilities. Using both qualitative and quantitative methods, the framework will enable us to measure the Service's progress at delivering against the priorities and the commitments in the Plan and whether the aims are being met. As part of this framework, GMFRS will publish an annual outturn report outlining its progress against delivering the Plan, as well as any other risks identified. This report will then inform the subsequent year's delivery plan.

Progress against the delivery of the Plan will be scrutinized by the Deputy Mayor's Executive as well as by the Police, Fire and Crime Panel and steering group.

Legal Considerations:

It is the function of the Mayor to approve the local risk plan by virtue of article 6 of the Greater Manchester Combined Authority (Fire and Rescue Functions) Order 2017. Together the Fire Plan and the delivery plan deliver the functions of an Integrated Risk Management Plan (IRMP) and constitute the local risk plan in connection with the discharge of the GMCA's functions as a fire and rescue authority.

Initial consultation was undertaken with all 10 of the city region's Community Safety Partnerships. A full online external consultation was undertaken between February and

March 2021. The Plan has been produced by the Mayor and the Deputy Mayor, in partnership with the Chief Fire Officer. The development of the Plan has also been scrutinized by members of the Police, Fire and Crime Panel.

Financial Consequences – Revenue:

The Plan is the high-level strategy for GMFRS and makes resource commitments in line with the Service's medium term financial plan. This includes:

- Recruiting a further 350 apprentice firefighters over the next four years.
- Improving employment standards in line with the Greater Manchester Good Employment Charter, including working towards paying a real living wage.
- Delivering a more ambitious blue light collaboration programme, including the development of a working group with Greater Manchester Police to explore the integration of training, service delivery and estates.

Financial Consequences – Capital:

The Plan is the high-level strategy for GMFRS and makes resource commitments in line with the Service's medium term financial plan. This includes:

- A major overhaul of our fire stations and facilities to ensure they are fit for purpose and reflect the needs of our workforce and the public.
- Investing in state of the art operational training facilities to ensure they are as effective and flexible as possible, and improving training opportunities on stations.

BACKGROUND PAPERS:

- Fire and rescue national framework for England
- GMFRS Strategic Assessment of Risk
- Fire Plan – Equalities Impact Assessment
- HMICFRS Inspection Report for GMFRS
- HMICFRS State of Fire Report
- The Kerslake Report: An independent review into the preparedness for, and emergency response to, the Manchester Arena attack on 22nd May 2017
- Grenfell Tower Inquiry: Phase 1 Report
- GMFRS: Consultation Responses Report



**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE

FIRE PLAN

2021-25



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INTRODUCTIONS

I am proud to introduce the first Fire Plan for Greater Manchester, which outlines our priorities for our Fire and Rescue Service for the next four years. Within each priority are a series of commitments from the Service to our residents, businesses and partners.

The publication of this plan could not have come at a more crucial moment for our city-region. COVID-19 has affected us all deeply, and the impact of the pandemic will be felt long after restrictions have been eased. Like the rest of the country, it is the most vulnerable in Greater Manchester that have been hit the hardest. Our continuing recovery from the pandemic is an opportunity to address some of those inequalities and come back stronger.

The Fire Plan seeks to address the unequal impact that fires and other emergencies have on our communities. It aims to improve the way Greater Manchester Fire and Service (GMFRS) targets its safety work to ensure the most vulnerable are prioritised and protected. It seeks to continually improve the culture of the Service and embed the values we have agreed are vital for its success.

The Plan also seeks to build on the excellent work we are delivering every day and I would like to thank everyone who works for GMFRS for everything they have done over the past year. There is a great deal that we can do to improve outcomes in the city-region and the start of this is ensuring we are the best we can be at the delivering the fundamentals – preventing emergencies, protecting our built environment, and responding effectively when an emergency occurs.

Andy Burnham
Mayor of Greater Manchester



Greater Manchester is one of the most devolved regions in England and we must use this opportunity to our full advantage. Addressing complex issues and major incidents in partnership with other services will ensure our approach is as effective as possible, whilst providing greater value to the public.

We want to break down completely the silos that exist between different organisations and create a 'one public service' model that is preventative and person-centred, and that provides the best outcomes for the people of Greater Manchester.

I am continually proud to see the passion, dedication and courage of our Fire and Rescue Service. During my time as Deputy Mayor I have seen how crews dealt so successfully with The Cube fire in Bolton, how different teams and organisations have come together to safeguard and lobby for the wellbeing of our high-rise residents, and how crews risk their own health day in, day out, to protect the lives and livelihoods of our residents.

We know there is more to be done, not least around improving the culture of the Service. It is essential that the Service understands our communities and one of the key ways of doing this is to build a Service that reflects the people it serves, a Service that attracts and retains the best possible candidates from all our communities.

This plan identifies how we can continue to improve the delivery of our frontline responsibilities, as well as how we can make the Service a modern, progressive organisation that is fit to tackle the changing risks our city-region faces.

Beverley Hughes
Deputy Mayor for Policing, Crime,
Criminal Justice and Fire





Since joining GMFRS in September 2020, my focus has been to build on the excellent work undertaken so far, looking at how we can do things differently as we modernise. There is still more to do, but from what I have seen and heard as I speak to teams across our organisation, I am incredibly proud to lead a Service with such passion, skill, courage, and commitment.

Our Service faces a number of pressures. The last year has been incredibly challenging and the pandemic will have a lasting effect on our communities and how we continue to protect them. Financial uncertainties are likely to negatively impact the money we receive both locally and nationally, meaning we will have to work hard to deliver services as efficiently as we can. Many of the threats in the built environment exposed by the Grenfell Tower fire remain and we need to ensure those risks are resourced appropriately. The climate emergency will continue to affect our communities and we have a responsibility to not only reduce our own impact, but to respond to wide-area flooding and moorland fires when they occur. In addition to this, we need to change how we deliver services in line with the findings from the inquiries into the Grenfell Tower fire and the Manchester Arena attack, as well as the recommendations from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) inspection of GMFRS.

The Fire Plan is the start of resetting and reaffirming our priorities based on these challenges, and how we seize this opportunity to improve further. It provides a clear understanding of how we will continue to prevent, protect and respond efficiently and effectively to meet the needs of our communities. It also explains how we will help deliver the wider Greater Manchester Strategy to make our city-region one of the best places to grow up, get on and grow old.

Dave Russel
Chief Fire Officer

BACKGROUND

Greater Manchester Fire & Rescue Service (GMFRS) is one of the largest fire and rescue services in England, covering an area of 493 square miles and serving a population of 2.8 million residents, with many other people working or visiting the region.

The Service has 45 sites across Greater Manchester, including the Training and Safety Centre, the Training and Development Centre, the Technical Services Centre, our headquarters in Swinton, and 41 fire stations aligned to Greater Manchester's 10 local councils.

Responsibility for the Service sits with the elected Mayor of Greater Manchester, Andy Burnham, with certain functions delegated to the Deputy Mayor for Policing, Crime and Fire, bringing police and fire functions closer together.

The Service's assets and employees are part of the Greater Manchester Combined Authority (GMCA). The GMCA is run jointly by the leaders of the 10 councils and the Mayor. The Chief Executive of the GMCA is Eamon Boylan.

Scrutiny of the fire service is provided by the Mayor and the Deputy Mayor. Scrutiny of their decisions and the decisions of officers regarding GMFRS is provided by the Police, Crime and Fire Panel. This Panel is made up of elected members from each of the region's 10 local councils.

This Fire Plan is the overarching strategy for GMFRS for the next four years. It includes six priorities for the Service and a series of commitments under each one. The sixth priority is embedded within the other five, which include a number of commitments to integrate the planning and delivery of services with partners.

The Fire Plan has been written by the Mayor and the Deputy Mayor, in collaboration with the Chief Fire Officer. Initial consultation was undertaken with representatives from each of the region's 10 Community Safety Partnerships, as well as with the Police, Crime and Fire Panel. A wider online consultation on the draft plan was undertaken between February and March 2021.

In response to the Fire Plan, GMFRS will produce a delivery plan, updated annually to adapt to changing risks and progress, and will be underpinned by an outcomes framework. The delivery plan will provide more detail regarding the allocation of resources in response to identified risks and priorities. Together the Fire Plan and the delivery plan will constitute the Service's Integrated Risk Management Plan.

Priorities for Greater Manchester Fire & Rescue Service

1. Provide a fast, safe and effective response
2. Help people reduce the risks of fires and other emergencies
3. Help protect the built environment
4. Use resources sustainably and deliver the most value
5. Develop a culture of excellence, equality and inclusivity
6. Integrate our services in every locality with those of partner agencies



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**I AM INCREDIBLY
PROUD TO LEAD
A SERVICE WITH
SUCH PASSION,
SKILL, COURAGE,
AND COMMITMENT**

Chief Fire Officer
Dave Russel

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PRIORITY 1: PROVIDE A FAST, SAFE AND EFFECTIVE RESPONSE

We will plan for emergencies and ensure resilience, to provide a fast, safe and effective response.

Why is this important?

It is essential we understand and adapt to the changing risks Greater Manchester faces, so we are ready when an emergency occurs. To respond to an emergency effectively we need to do so quickly, in the right numbers, with the appropriate skill and equipment. In 2019/20 our response time to primary fires (fires with a threat to life) was the 5th fastest in England. Often incidents also demand an integrated approach and so we need to be able to work seamlessly with other emergency services.

A. Risk and Planning

The threats to our communities have changed considerably over the last 10 years. The Manchester Arena attack, the Saddleworth Moor fire, wide-area flooding, the Cube fire in Bolton, and the COVID-19 pandemic demonstrate the scale, complexity and increasingly protracted nature of the incidents that Greater Manchester Fire & Rescue Service (GMFRS) now faces.

Greater Manchester itself has also transformed in this time and will continue to do so. Economic and residential growth is radically changing our town and city centres, including a huge increase in the number of high-rise buildings. Many of our communities are ageing; many are becoming more diverse in the ethnicity and nationality of their residents. The number of vulnerable residents with complex needs is increasing. Our transport infrastructure is being constantly improved and expanded. Individual developments such as Airport City are creating brand new business neighbourhoods, whilst across the region, the increasing population and the lack of homes requires house-building on a huge scale, in line with the region's spatial plans.

GMFRS updates its understanding of the threats our communities face through its Strategic Assessment of Risk. Using our own incident data, we will continue to identify risks at small neighbourhood levels to understand where to locate our workforce, fire engines and specialist equipment. The Service will also share and use community intelligence from our

partners – local authorities, the Police, and Health - to ensure that all Greater Manchester's public services have a complete picture of the threats and foreseeable risks our communities face. Complex local problems require an integrated approach, and across Greater Manchester they are being tackled by place-based teams with officers from different services. It is vital that GMFRS develops its local plans with these partners to ensure there is shared understanding and approach to these risks.

Responding to large-scale and complex incidents such as flooding, moorland fires, pandemics and terrorist attacks requires joint planning and training with other agencies. GMFRS will continue to work closely with the Greater Manchester Resilience Forum and individual agencies to identify and share large-scale threats to our communities and develop joint plans to mitigate, respond to, and recover from them. Mitigating the threat of moorland fires and flooding will also involve engaging with those responsible for land management to help reduce some of the causes of these incidents.

We always aim to respond to an incident as quickly and safely possible. Modelling risks and joint planning with our partners, as well as ongoing work with our 999 control room at North West Fire Control, will help the Service to achieve the quickest possible response times and the most effective operational cover for different types of emergencies.

B. Resilience and joint response

The moorland fires of 2018 highlighted the scale of the incidents that GMFRS faces. The incident was protracted and very resource-intensive and required significant support from other fire and rescue services to ensure we could provide cover at the fire, and across the rest of the region. GMFRS will ensure that it has effective agreements with other fire and rescue services so that it always has the resilience to provide emergency cover, as well as providing mutual support in return. GMFRS is also committed to ensure it has the resources to support national resilience, helping other regions when they need us.

National government funding reductions required the Service to pause firefighter recruitment for a number of years. More recently, firefighter recruitment has started again, and it is essential we maintain this programme to ensure we have the resilience to respond effectively to large-scale, complex and simultaneous incidents.

The need for ongoing resilience in response to the climate emergency is considered within Priority 4. Resilience also requires planning and flexibility. At the outbreak of the pandemic we quickly implemented a COVID-19 strategy and clear guidance to help keep both our staff and the public as safe from infection as possible. This agility in the face of changing threats will be essential going forward.

Large-scale incidents require a joint response with other agencies. It is essential that when different services come together at an emergency they can work together seamlessly. GMFRS will conduct regular joint training with other services to ensure that when a large-scale incident occurs, the response is integrated and effective. This will include the requirements of the Joint Emergency Services Interoperability Principles (JESIP) which set out how emergency services should jointly respond to major emergencies.

Following the horrific terror attack on the Manchester Arena in May 2017, the Mayor of Greater Manchester commissioned an Independent Review into Greater Manchester's preparedness and response. The Kerslake Review made a number of recommendations for the emergency services, Government, and others. GMFRS has committed itself to learning and improving following the incident. We have implemented the recommendations from the review over a number of areas, including some of our protocols with our control centre, North West Fire Control. More recommendations for the emergency services are likely to come from the Public Inquiry into the Arena attack. It is vital these improvements are also effectively implemented by the Service.

C. Training and innovation

Responding to emergencies is a hazardous profession undertaken in extremely challenging environments. Ensuring our frontline and our communities are protected is our number one priority. To ensure the effectiveness of our response and the safety of our firefighters and communities, operational training must be regular, comprehensive and of high-quality, as well as adaptable to changing risks.

Our training centre in Bury allows live training for a number of different and complex incident types including high-rise fires, road traffic collisions,

flooding, rescue from collapsed buildings, multi-agency incidents such as terrorist attacks, and more. Facilities can be adapted as new threats emerge. Developing the skills of incident commanders can be very resource-intensive, so training for this can also take place virtually at our Incident Command Academy (ICA). The fully interactive software at the ICA enables the creation of limitless scenarios, to prepare incident commanders for all current and emerging threats.

New approaches are also being applied to our emergency response itself. Using learning from the moorland fires we have invested in new vehicles and adapted existing ones, as well as purchasing new protective equipment for firefighters. This will ensure our approach to wildfires is as fast, direct and safe as possible.

During the Christie Hospital fire in 2017, many years of vital cancer research was saved by firefighters. The Service's drone was used to determine the location and extent of the fire in the roof, and thermal imaging cameras were used to identify pockets of fire spread. In order to reach the fires burning in the building's cavity spaces, we utilised our high-pressure lances. Lances focus water at pressures great enough to pierce through the walls. They also create a water mist that is more effective at extinguishing flames. Following a programme of research and development with manufacturers, we have provided all our frontline fire engines with lances. This equipment can also improve firefighter safety by allowing fires to be tackled from the outside of a building, rather than entering it, reducing exposure to both flames and toxins.

More recently, we have been trialling the Scorpion Water Tower. This appliance introduces a high reach extendable boom capacity with the ability to pierce the roof of a building and pump water onto a fire without firefighters having to enter a burning building. We have also procured new turntable ladders to improve our response to high-rise fires. Our response to such fires has changed significantly since the Grenfell Tower fire and the findings of the ongoing Inquiry. More information can be found within Priority 3.

In response to the risk of wide-scale flooding across Greater Manchester, we have invested in new equipment and new protective equipment for firefighters. All of our firefighters now have immediate access to flood response equipment enabling them to respond to a variety of water incidents safely and efficiently. We also have specialist water rescue units with a variety of enhanced equipment to facilitate the rescue and search for people and animals in different waterways. More information on our response to the climate emergency can be found within Priority 4.

To ensure our response to emergencies is as safe and successful as possible, it is important that GMFRS has the most effective operational technology available and our workforce is proficient at using it. This includes critical communication systems and the data terminals on our fire engines that provide firefighters with site-specific risk information.

We will use learning from our own incidents and from other services to build upon national operational guidance and learning. We will ensure our own operational procedures, policies and guidance are as safe and effective as they can be for the inherently dangerous environments that our emergency response staff can work in. More information on developing a culture of learning can be found within Priority 5.

We commit to:

1. A response to emergencies that is as quick and safe as possible. This includes remaining one of the top five fastest services in England to respond to fires that are a threat to life.
2. Continually improving how we respond to risk and demand to ensure we have the right resources available, in the right place, at the right time, and in the right numbers.
3. Providing support to other fire and rescue services and national resilience.
4. Recruiting a further 350 apprentice firefighters over the next four years.
5. Dedicating a senior officer to the Greater Manchester Resilience Forum to lead on multi-agency planning and training for large-scale threats including flooding, terrorist attacks and pandemics.
6. Increasing the amount of joint training undertaken with other services, ensuring the Joint Emergency Services Interoperability Principles are further embedded.
7. Implementing all relevant recommendations from the Public Inquiry into the Manchester Arena attack.
8. Reviewing the current performance and future model of our control room functions continuously to improve performance.
9. Investing in state of the art operational training facilities to ensure they are as effective and flexible as possible, and improving training opportunities on stations.
10. Researching and applying innovative technology and techniques to ensure our fire appliances, resources and protective equipment continue to keep our communities and firefighters safe.
11. Implementing all relevant recommendations from the Grenfell Tower Inquiry, ensuring our firefighters are trained to deal with changes in the built environment.
12. Continually improving our operational procedures, policies and guidance, ensuring they build upon national best practice to be as safe and effective as possible for firefighters and the public.

Case Study: The moorland fires

At the height of the region's moorland fires in 2018, 57 fire engines and 220 firefighters were in operation across Greater Manchester.

GMFRS has 50 fire engines available at any one time, so the moorland fires required support from 15 other fire and rescue services, some 100 soldiers, and the United Utilities helicopter.

Peat fires burn underground making them very difficult and resource-intensive to tackle. GMFRS committed resources to the 2018 fires for almost three weeks before they were finally extinguished. During the incident, GMFRS also supported Lancashire Fire and Rescue Service to protect the vital communications infrastructure on Winter Hill.

The 2018 fires spread across 11km², roughly twice the size of Manchester city centre, forcing the evacuation of 34 homes and the closure of four schools. As well as the danger of the smoke cloud affecting air quality and visibility for road and air traffic, there were also longer-term environmental impacts of the fire continuing to spread. The peat and vegetation on the region's moorlands absorb significant levels of rainfall – its destruction increases the threat of flooding across Greater Manchester. As well as being home to numerous species of wild animals and birds, the moorlands are a vital carbon sink that need protecting to help reduce the amount of carbon dioxide in the atmosphere and the subsequent impact of climate change.



PRIORITY 2: HELP PEOPLE REDUCE THE RISKS OF FIRES AND OTHER EMERGENCIES

We will help people reduce the risks of fires and other emergencies, and help build safer communities.

Why is this important?

Preventing an emergency is far safer and more effective than responding to one after it has occurred. It is essential that we understand our communities and work with other services to help people look after themselves, particularly the most vulnerable.

D. Working together

Addressing local problems is best achieved through integrated working with other agencies and Greater Manchester's advanced devolved structures afford the region more opportunity to do this than other places.

GMFRS, Greater Manchester Police (GMP) and the region's 10 local authorities share the same Greater Manchester geographical boundaries, supporting the ambition of creating a single integrated public service team. GMP's priorities include keeping people safe; reducing harm; and strengthening communities and places - aims that GMFRS also shares.

The locations that demand the most resources from GMFRS, GMP and local authorities are frequently the same. For instance, if you map the location of certain kinds of deliberate fires and the location of anti-social behaviour incidents, the two very closely correlate. A joint preventative approach with these other services is the most effective way of tackling these threats. A framework for joint and integrated working already exists in Greater Manchester. For instance, Community Safety Partnerships bring together different public services to address local problems collectively.

Place-based teams exist across the region, tackling local problems together, sometimes in an integrated way, where officers from different organisations serve as a single public service team, with the same priorities, aims and outcomes.

GMFRS has a strong brand, trusted within our communities. The Service is able to reach the

residents that other public services may struggle to access, residents who are perhaps more vulnerable, or with more complex needs.

In order to provide the best value to the public, it is vital that firefighters and other GMFRS staff are provided with appropriate training to identify the wide range of risks faced by our residents and help people get the support they need. This is particularly relevant where these risks increase the likelihood of having a fire. Such risks can include smoking, alcohol use, mental health, mobility and falls.

The vision of the Greater Manchester Strategy, Our People, Our Place, is to make the region one of the best places in the world to grow up, get on and grow old. GMFRS will integrate working with partners in GMP, Health and local authorities to develop a whole life approach to reducing risks within our communities.

E. Home Fire Safety Assessments

GMFRS visits thousands of households every year to deliver fire risk assessments. These are bespoke, person and property-centred assessments that include the fitting of safety equipment, the development of escape plans and the provision of relevant advice on potential risks.

GMFRS obviously does not have the resources to visit every household in Greater Manchester to undertake these assessments. It is vital, therefore, that the Service improves how it targets its home safety visits to the most vulnerable, those most likely to experience a fire.

To do this GMFRS needs to develop a clear and accurate understanding of where our most vulnerable residents are. This requires analysis of a range of different information including our own incident data and intelligence, and national databases such as Mosaic. Local partners in Health and councils also collect their own data on vulnerable residents. It is important the Service improves how it uses

this community intelligence and ensures referral processes are as effective as possible.

During the COVID-19 pandemic, GMFRS undertook much of its home fire safety activity remotely. It is vital that we understand the impact this has had on preventing fires and whether there is any best practice that can be continued post-pandemic. This is considered further within Priority 4.

The development of online tools and telephone risk assessments for less vulnerable residents will free up resources to focus on those residents that need face to face visits the most.

F. Prevention campaigns

GMFRS's Training and Safety Centre (TASC) in Bury provides an interactive centre teaching people how to identify and reduce the risks posed by fires, roads and more. Although the social distancing requirements of COVID-19 forced GMFRS to suspend delivery of this programme, it is essential the Service gets the most out of this facility, ensuring that it reaches as many people as possible in Greater Manchester including specific groups such as the elderly.

In addition to TASC, it is vital GMFRS supports and helps resource local initiatives such as water safety partnerships and the Greater Manchester Safer Roads Partnership, as well as national programmes such as StayWise. The Service's reach over the whole of Greater Manchester puts it in a strong position to help bring together different approaches across the region.

It is vital that GMFRS safety messages reach as many people as possible and that we fully utilise a wide range of online platforms to make this possible. For those residents that do not use such platforms, it is also vital that we understand and implement the best methods for alternative engagement.

In order successfully to reduce the threats our region faces, GMFRS must be able to understand and relate to all the diverse communities that make the region such a vibrant place to live. This is best achieved by an organisation that represents and listens to the communities it serves.

Research also shows that vulnerable communities are disproportionately affected by fire and feel its affects more acutely. To help protect those communities, we must be able to reach and influence them. This is considered further within Priority 5.

G. Youth Engagement

In June 2020, Mayor Andy Burnham announced his appointment of Diane Modahl as Chair of the new Youth Task Force. Part of the work of this task force is the creation of a Young Person's Guarantee. The four key themes of the Guarantee – keeping connected, staying well, making effective transitions, and removing economic inequalities - were agreed by young people as part of the consultation process. The Guarantee is aimed to help young people recover from the impacts of the COVID-19 pandemic and feel positive about their future.

GMFRS has a strong brand in our communities, including with young people. The Service undertakes a number of different youth engagement programmes including the Prince's Trust, cadet schemes and initiatives for deliberate fire setters. These programmes have different aims including reducing deliberate fires and anti-social behaviour, increasing young people's understanding of risk, developing life and work skills, and familiarising young people with the work of the fire service.

We also deliver a number of apprenticeship schemes. These are considered further within Priority 5.

We commit to:

13. Working in a more integrated way with partners to deliver joint responses to local problems, including the allocation of a Station Manager to all community safety partnerships and the resourcing of place-based teams and joint initiatives where appropriate.
14. Aligning our prevention activities with our partners and embedding a "Start Safe, Live Safe, Age Safe" approach, ensuring GMFRS staff are trained to recognise the wide range of factors that can increase fire risk, and help residents get the support available to them.
15. Engaging all our communities in the development of local plans, through advisory groups and voluntary sector partners. Using this intelligence to understand and target all our communities with safety messages and campaigns.
16. Working in a more integrated way with partners to develop a shared understanding of vulnerability, improve referral processes and deliver safety work where it is needed most.
17. Implementing a risk-based approach to home fire safety assessments, including the development of online tools and telephone risk assessments, freeing up resources to focus on the most vulnerable.
18. Increasing the number of people who use our Training and Safety Centre, and developing safety packages for different age groups that can be delivered online and in the community.
19. Providing every primary school in Greater Manchester with a range of interactive, web-based resources aligned to the National Curriculum, with further face to face support in higher risk areas. Developing further resources for secondary schools.
20. Supporting local and national programmes to reduce the risks posed by roads, water and other threats, utilising a wide range of engagement methods as effectively as possible to increase the number of people we reach.
21. Convening a Greater Manchester summit on water safety to explore opportunities to reduce the risks through infrastructure initiatives and communication campaigns.
22. Expanding our youth engagement schemes and ensuring they also help deliver the region's wider commitments to young people, providing the best possible outcomes to participants and communities.





Case Study: Bury Training and Safety Centre (TASC)

Bury TASC houses a purpose-built training and safety centre designed to help visitors protect themselves against fire and other dangers.

“The visit that could save your life” introduces the work of GMFRS and provides an immersive theatre that engages the senses with the smell of smoke, the heat of fire and the sound of sirens to put visitors in the middle of an emergency incident.

The centre not only offers a curriculum enhancing, interactive learning environment that supports the work of schools and emergency services, but also shows visitors how to protect themselves against fire and other dangers, and what to do in an emergency.

As well as the immersive theatre, visitors can witness the impact of a car crash with a simulated collision and explore a full size house to spot the risks and see the devastation of fire damage

PRIORITY 3: HELP PROTECT THE BUILT ENVIRONMENT

We will improve and regulate the built environment to protect people, property and the economy.

Why is this important?

The Grenfell Tower fire and other incidents have demonstrated the high levels of risk within the built environment. As well as our risk-based inspection programme, we will work with partners and developers, and shape national policy, to help ensure our buildings are safer and better protected from fire. This is essential for the safety of our residents and our firefighters, and the protection of our economy, our heritage, and the environment.

H. The built environment

If buildings are constructed correctly, they are expected to perform in a certain way in a fire. In most circumstances safety features should limit fire spread for long enough for fire services to tackle a fire at its point of origin, before it spreads and grows. However, since the tragic fire at Grenfell Tower, a number of other buildings across the UK have failed in fires, including The Cube in Bolton. Not all these buildings have been high-rise.

In response to this increased threat within our built environment, Mayor Andy Burnham created the Greater Manchester High Rise Task Force. Chaired by the Mayor of Salford, Paul Dennett, the Task Force brings together GMFRS, local authorities, landlords, building control, senior civil servants, universities and other specialists to provide an integrated response to the risk in high-rise residential buildings.

As part of this work, GMFRS has inspected every high-rise building to ensure risks are adequately assessed and measures put in place for the safety of residents. Our firefighters have regularly revisited higher risk buildings to ensure appropriate interim safety measures are maintained. Planning exercises have taken place in every borough, to ensure different services are prepared to respond to a major high-rise incident. As well as submitting numerous proposals to the Government to improve legislation and improve building safety, the Task Force also holds regular meetings with high-rise residents to understand their concerns and share updates.

It is essential the Service maintains a constantly updated understanding of the risks within the whole of the built environment, including high-rise and non-high-rise buildings, and residential and non-residential premises. This will involve adapting our approach to our own findings, the findings of other services and partners, and implementing relevant recommendations from inquiries such as the Grenfell Tower fire.

I. Risk and resources

It is essential our operational workforce understands the increased threat within the built environment and are trained to respond effectively to fires in different types of buildings, including recognising when a building is not performing the way it should do in a fire.

Understanding the threat posed by a building requires the collection and dissemination of accurate and up to date risk information, so when firefighters arrive at a fire they understand the specific threats that building poses. This requires improving how we collect and store this information, and improving the capabilities and use of the mobile data terminals on our fire engines. These improvements will help ensure the safety of both the residents in the building and the safety of our firefighters.

GMFRS undertakes a risk-based inspection programme to ensure businesses are complying with fire safety legislation and to help them become more resilient to fires. We prioritise higher risk premises - those buildings with known fire safety concerns, or a history of fire incidents, or ones highlighted to us by intelligence from partners and the community. Previous central government funding cuts, as well as an intense focus on high-rise buildings following the Grenfell Tower fire, have left gaps in the resourcing of this programme. It is vital we recruit suitably qualified staff into specialist fire safety roles and train firefighters appropriately to ensure we deliver the risk-based inspection programme at scale.

The social distancing requirements of the COVID-19 pandemic changed the way we delivered fire safety advice to building owners and managers, with some of it being delivered remotely. It is important we

understand the impact this has had on building safety and whether there is any best practice that can be continued post-pandemic. This is considered further within Priority 4.

Our fire investigation officers work with the Police and the criminal justice system to provide evidence on the causes of fires. It is important this function is adequately resourced and works as effectively as possible with these other agencies.

Building safety regulation is changing and GMFRS's role in ensuring fire safety will need to adapt. GMFRS will need the right level of resources in this area to ensure we are able to deliver our new responsibilities, as well as continuing to deliver our existing functions.

J. Business support

Greater Manchester is the fastest growing region outside London. Our ambitions for the region are made clear in the Greater Manchester Strategy, Our People, Our Place. Fires can be economically devastating for businesses, not only from the destruction of assets, but from the impact on business continuity. GMFRS has a significant role in enabling the region's growth by providing businesses with fire safety support and advice and making them more resilient to fires. To maintain an awareness of varying risks, it is also vital that we understand and relate to all our communities. This is best achieved by an organisation that represents and listens to all the communities it serves. This is considered further within Priority 5.

Our fire engineers provide consultation advice to building developers to try and embed fire safety in a building as soon as possible. The Service also works with the region's Business Growth Hub, which brings together different local authorities to provide businesses with a single point of access for advice on regulatory compliance, including environmental health, trading standards and fire safety regulation.

In some districts fire safety staff work in integrated teams with other public services including trading standards and licencing. Like the Growth Hub model, this joint approach reduces the regulatory burden on businesses, creates a more complete picture of community risk for the services involved, and enables a more effective joint response to safety issues.

There are times when businesses and building owners continue to disregard the advice and support provided to them. In these instances, when all avenues have been explored, GMFRS will undertake robust enforcement action to ensure buildings and businesses do not pose a threat to the safety of the people who use them, or to the environment around them. Where it is in the public interest, we will

also pursue prosecutions. This is most effectively undertaken in partnership with other services including local authorities, the Police and, where applicable, the Environment Agency.

We commit to:

23. A continued integrated focus on the built environment that includes engagement with our residents. Using resident feedback to increase our pressure on the Government to make buildings safe and protect leaseholders from the financial costs of failed regulation and building control.
24. Implementing recommendations from relevant inquiries and research into building safety.
25. Improving how we collect and use accurate risk information on buildings to ensure our response to emergencies is as safe and effective as possible and our inspection programme targets the buildings most vulnerable to fire.
26. Applying pressure on Government to fund adequate numbers of qualified staff to successfully deliver our own building safety programmes and the requirements of the new national regulatory regime.
27. Working with partners to provide advice and support to developers, building control, building owners, businesses and planning teams to embed fire safety as soon as possible and throughout the life of a building.
28. Ensuring we relate and listen to all our diverse communities, to understand what influences them and better target our advice and support across every part of the region.
29. Robust enforcement and prosecutorial action when necessary, to ensure the safety of the users of a building, and the safety of the environment around it.



Case Study: The Cube Fire

In November 2019, part of The Cube building in Bolton city centre was destroyed by fire. The affected building was a seven-storey block of student accommodation, wrapped in high-pressure laminate cladding. The speed with which the fire took hold and the devastating impact it had on the building was shocking.

The initial incident commander quickly realised the rapid spread of the fire demonstrated the building was not performing the way it should do, and called for more fire engines and immediate evacuation. This decision triggered the High-rise Immediate Resident Evacuation (HIRE) action plan, a new, local approach to tackling primarily high-rise fires developed by GMFRS in conjunction with the Task Force.

Evacuating large numbers of occupants whilst dealing with a rapidly developing fire is complex and challenging. To manage this situation effectively, the HIRE action plan required a number of additional resources be sent to the fire including extra fire engines, an extra command team dedicated to evacuation, and a specialist officer to advise on the building's fire safety features. GMFRS also mobilised one of its new turntable ladders to enable a rescue from the sixth floor, which was subsequently destroyed by flames. To ensure fire cover across the rest of the region, GMFRS had to call on 18 fire engines from four other fire and rescue services.

No deaths or serious injuries were reported and all 217 residents were accounted for. However, the loss of work, personal belongings and documents, added to the immediate impact of being involved in a very serious fire.



PRIORITY 4: USE RESOURCES SUSTAINABLY AND DELIVER THE MOST VALUE

We will use resources efficiently and sustainably in a way that delivers the most value.

Why is this important?

We are funded by the public. It is vital that we provide the greatest value, with the least possible impact on the environment. This includes working in an integrated way with partners to provide a service that is more efficient and more effective at tackling complex problems.

K. GMFRS funding

Baseline funding, the largest element of Government funding for GMFRS, is provided by the Ministry of Housing, Communities and Local Government. Further funding is received from the Home Office covering pensions-related costs and department-specific fire and rescue programmes. These include national resilience, which supports GMFRS in delivering a sustained, effective response to major incidents, emergencies and disruptive challenges.

The Local Government Settlement 2017/18 introduced 100% retention of business rates for pilot authorities, including those in Greater Manchester. The pilot authorities each retain 100% of locally raised business rates, of which the local authorities retain 99% and 1% is retained by the Greater Manchester Combined Authority in respect of GMFRS. GMFRS also receives funding from local council tax payers, as part of the Mayoral General precept.

There are a number of priority funding issues currently facing GMFRS:

- » Securing an inflationary increase in Government funding to maintain firefighter numbers and provide adequate Fire cover across the region
- » Ensuring the Government incorporates Protection funding into its baseline funding to improve the safety of our built environment
- » Securing ongoing Government grants to cover the shortfall in pensions funding
- » The implications of COVID-19 on GMFRS funding collected through council tax and business rates
- » Local flexibility around council tax for GMFRS.

L. Public value

It is vital the public feels we provide value for money both in terms of the Council Tax they pay that funds the Service, and also in terms of the taxes they pay that supports other funding we receive. It is also important that the public understands how we are using its money. More information on the source of the Service's budget, reserves held, and spending can be found in our Medium Term Financial Plan which is available on the GMCA website. More detail on the ways we are investing to improve the delivery of our service can be found within Priority 1.

Central government funding for GMFRS has reduced significantly over the last ten years. As covered within Priority 3, our revised approach to tackling fires in failing buildings requires more resources. Planned operational changes to help meet some of the Government shortfall have been postponed in light of the Phase 1 report of the Grenfell Tower Fire Public Inquiry and The Cube fire in Bolton. This has been funded by an increase in the Fire and Rescue Service element of the Mayoral Precept of £6.25, taking it to £66.20 per annum at Band D.

Whilst the impacts of the pandemic and subsequent lockdown are yet to be fully understood, it will undoubtedly affect households' and businesses' ability to pay their council tax and business rates, negatively impacting on the funding we are able to secure from these sources. At the same time, the financial impact of Brexit is still unclear. We are likely to have to rely more heavily on central government funding over the coming years. These factors will negatively affect the Service's ability to deliver functions beyond its statutory duties. However, it is essential that GMFRS strives to provide the best possible value to our communities.

Irlam was our first tri-station, a combined Fire, Police and Ambulance station. At Wigan and Philips Park, we have a combined Fire and Ambulance station. We share our community fire stations with GMP in Stockport, Irlam and Mossley and members of the British Red Cross are based at Manchester Central. This not only saves the public money, but it also encourages a more integrated approach to tackling the threats facing our communities. We will continue to be flexible, and explore further ways to share our people and resources where we can to support our communities and other services, and to provide maximum value to the public.

We will also provide greater value to the public by continuing to develop and expand our schemes that improve outcomes for young people. These are considered further within Priority 2.

During the COVID-19 pandemic, the National Fire Chief's Council, employers, and the Fire Brigade's Union worked together to agree a wider role for fire and rescue services. GMFRS worked with local authorities and other partners to deliver a range of humanitarian assistance activities throughout the pandemic including 24-hour fire safety support to the NHS Nightingale Hospital, providing drivers to deliver supplies, and co-ordinating a network for the distribution of personal protective equipment.

The pandemic has also driven the Service to become more agile. For instance, software was immediately rolled out to facilitate online rather than face-to-face meetings. This has had a positive impact on the financial and environmental cost of staff moving from one site to another. As mentioned within Priorities 2 and 3, GMFRS responded to the social distancing requirements of the COVID-19 pandemic by delivering some of its services remotely. It is vital that we evaluate the success of these adapted approaches to identify what best practice can be continued when the pandemic is over.

Joint procurement has been in place at GMFRS for some time and has helped us achieve better value for the services and goods we buy. We work with other fire services nationally and particularly across

the North West, but also collaborate on city region level with the wider public sector such as the Police. As part of Greater Manchester's bid to build a better, fairer and greener economy following the pandemic, Leaders have updated the region's social value framework, grounding it in the Greater Manchester Strategy and the region's recovery plans. The framework will enable GMFRS to maximise the social good and wider positive impact it can bring about by procuring services that have a positive impact on skills, jobs, the environment, communities and resilience.

The Service will also continue to improve employment standards through its commitment to the Greater Manchester Good Employment Charter. As well as focusing on health, working arrangements, leadership, recruitment and staff voice, the Charter commits to excellent practice in developing a real living wage.

GMFRS was the first fire and rescue service to mobilise all its firefighters to cardiac arrests in support of the ambulance service. The initiative was subsequently undertaken across the country. The Fire Brigade's Union had some legitimate concerns about how it was being implemented and a decision was taken nationally to discontinue the initiative. Whilst there were improvements that could have been made to implementation, particularly regarding firefighter welfare, the initiative saved many lives in Greater Manchester. If future funding requirements permit, we are keen to explore with staff, unions and partners whether there is scope to revisit and improve this function, ensuring effective procedures are put in place and firefighter welfare is a priority. There are other areas where GMFRS could provide further support to the Ambulance and Police services, including gaining access for paramedics at 'concern for welfare' incidents and searches for missing persons. GMFRS has a statutory duty to collaborate with other blue light services and there is more the Service could do regarding the sharing of estates, procurement, training, development and service delivery.

We must also ensure our response to emergencies provides the greatest value to the public. False alarms continue to negatively impact on GMFRS. In 2019/20 they accounted for 46% of all incidents and can tie up our resources for extended periods. With continued budgetary constraints, it is important we reduce the numbers of false alarms we attend so we can continue to provide effective fire cover across the region. Automatic fire alarms are a major cause of false alarms attended. We will continue to implement policies that reduce the number of resources we send to false automatic fire alarm signals when we are completely sure it is safe to do so.

M. The Climate Emergency

Greater Manchester's 5 Year Environment Plan sets out what we all need to do to tackle environmental challenges and capitalise on the opportunities and benefits that will come from taking action. There are many ambitious aims in the plan include making the city region carbon neutral by 2038; meeting World Health Organisation guidelines on air quality by 2030; recycling 65% of our municipal waste by 2035; protecting, maintaining and enhancing our natural environment; and adapting to the future changes caused by increases in climate shocks and stresses. In addition to the Environment Plan, the importance of reducing climate impacts was recognised by the Greater Manchester Combined Authority in 2019 through the formal declaration of a climate emergency.

GMFRS plays an integral part in delivering these plans. The Service is more directly affected by the consequences of the climate emergency than many other organisations. Not only do we need to manage and maintain our own assets and resources when faced with extreme events, but we are also expected to mobilise those assets and resources promptly and effectively to intervene to help communities, and protect vital infrastructure and environments. These impacts and requirements have also been recognised by the Local Government Association. In their report, Climate Emergency: Fire & Rescue Services, GMFRS is included as a case study focusing on the innovative steps we have already taken.

The Service's original Sustainability Strategy was launched in 2008/09. By 2020, GMFRS had reduced the organisational carbon footprint by 44% and achieved a reduction in utility bills of £590,000. Solar panels produce 11% of the Service's electricity and the remainder is from 100% renewable sources. GMFRS also collaborated with Greater Manchester Police to acquire a new waste provider, who offer zero waste to landfill through recycling and a dedicated EFW (energy from waste) plant. We will be updating our Strategy to support the ongoing delivery of the Mayor's 5 year environmental plan, and to support delivery of the ambitious plans around carbon reduction and climate change.

GMFRS carries out Environmental risk assessments for all incidents to identify the potential risks posed by fire service actions on the environment and the control measures that can be applied to reduce or, where possible, prevent environmental damage. The Service has a dedicated Environmental Protection Unit that can be mobilised to incidents where there is potential for significant environmental harm. With an array of specialist equipment provided by the Environment Agency, the Unit allows crews to identify ways to reduce and collect firefighting water run-off to reduce pollution. The Unit also provides advice on

safe controlled burning, when it is less harmful to the environment to allow a fire to burn out than it is to extinguish it. Training firefighters on environmental protection is now part of their maintenance of skills. GMFRS has also worked with a third sector company to develop an emergency services carbon literacy toolkit as part of a pilot funded by the Government.

It is also important that the Service adapts to the potential impacts of the climate emergency. We have a collaborative partnership with other fire services in the North West to deliver a shared control room function. North West Fire Control (NWFC) is a jointly owned company providing control and mobilising functions for Greater Manchester, Cheshire, Cumbria and Lancashire Fire and Rescue Services. The centre in Warrington is located with consideration of environmental risks, such as flooding, and is purpose built to high resilience standards, allowing its operation to continue in crises.

We commit to:

30. Continued transparency on how GMFRS spends public money, and further engagement with the Government to secure appropriate funding for the Service.
31. Working in an integrated way with partners and other fire services to get the most financial and societal value out of joint and socially responsible procurement.
32. Improving employment standards in line with the Greater Manchester Good Employment Charter, including working towards paying a real living wage.
33. Delivering a more ambitious blue light collaboration programme, including the development of a working group with Greater Manchester Police to explore the integration of training, service delivery and estates.
34. Working with building managers to reduce the burden of false alarms and implementing robust attendance policies to safely reduce the threat to fire cover.
35. A refreshed Sustainability Strategy to help the Service meet the aims of Greater Manchester's 5 Year Environmental Plan and ensure the Service is resilient to the potential impacts of the climate emergency.
36. Evaluating and implementing good practice from COVID-19 adaptations including work, meeting and engagement arrangements to ensure the Service is agile, resilient and sustainable.



Case study: The PPE Taskforce

Greater Manchester is the only region with a devolved healthcare system. This integration has created strong links between the NHS, local authorities and social care providers, and facilitated the creation of the region's Personal Protective Equipment (PPE) taskforce.

The PPE taskforce was responsible for ensuring millions of items of PPE was provided to all the region's social care providers, emergency services, GPs, pharmacies and others. The taskforce established its own procurement system, directly sourcing PPE from national and international markets. As a result, the region has been better able to fill in gaps in PPE stock when national supplies have been delayed.

GMFRS was a driving force in the PPE taskforce. It provided staff to procure PPE and co-ordinate its delivery, cataloguing and distribution. GMFRS staff helped develop and maintain a database to track PPE procurement, distribution, and the rate at which partners were using it to ensure front line services did not run out. The Service also provided a location to store all PPE both nationally and regionally procured.

The PPE taskforce system has worked in tangent with the NHS's own supply chain, sharing GMFRS resources for its receipt and storage. This facilitated a mutual aid system, allowing monitored stock to move between the NHS and social care providers when either front line service was running low.

PRIORITY 5: DEVELOP A CULTURE OF EXCELLENCE, EQUALITY AND INCLUSIVITY

We will develop staff and leadership excellence, in an inclusive and progressive workplace.

Why is this important?

Our workforce is our most valuable asset. A successful public service reflects the public it serves and engages effectively with its workforce. It has the right people, with the right skills, and creates a culture that is supportive, inclusive, and driven forward by inspiring leadership.

N. Equality, diversity and inclusion

GMFRS's inspection by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) in 2018 judged the culture of the service to be inadequate and requiring significant improvement. It specifically identified leadership, staff engagement and the need to engender a culture that is fair, inclusive and promotes professional development.

Prior to its inspection, GMFRS and the Mayor had already acknowledged the need for improvement and initiated the Programme for Change. This major review has looked at all areas of the Service and our direction of travel was consistent with HMICFRS' findings. Following station visits from the Mayor and Deputy Mayor, and extensive meetings between staff groups across the Service, the GMFRS Leadership, Culture and People Strategic plan was developed, building on the work that had already begun. These improvements include:

- » The development of a new leadership programme based on best industry practice.
- » Introduction of the "Best Companies" engagement survey to benchmark engagement and identify priority areas for improvement.
- » The adoption of a comprehensive Equality, Diversity and Inclusivity (EDI) Strategy including a new Attraction Strategy to help recruit a more diverse workforce.
- » The development of a new Equality Impact Assessment tool.

- » Work to update the female and gender neutral facilities across the estate.
- » The development of a refreshed vision, mission and values.
- » The development of the EDI Strategy Group and staff networks.
- » Using the Stonewall Workplace Equality Index to measure some of our progress with EDI initiatives.

Fire services need to represent the people they serve. As mentioned in previous section of this Plan, this is not only true for ethical and well-being reasons, but because a service that reflects its communities is more effective at engaging with them. To reduce fires and other emergencies even further, GMFRS must have a positive presence in all its communities. This will involve outreach work in all of our communities to demonstrate the fire service can be a career choice for all, regardless of gender, age, race, religion or sexuality. The Service must be able to understand the specific risks in different communities and implement the most effective ways to promote safety advice and guidance to them. The threats facing our region can be complex and this requires a modern, agile and progressive service.

Continued reductions in central government funding and the restrictions in place as a result of the COVID-19 pandemic are making large-scale attraction and recruitment very difficult. It needs to be acknowledged, therefore, that changing the demography of our firefighter workforce will be a long-term initiative. However, there is still more that we can do, particularly around retention. Improving the diversity of new recruits is the first step, but it is essential that we create a culture in which our new diverse workforce want to stay and progress. The number of women in uniformed leadership roles is particularly low and must be improved. We are reviewing and making positive changes to our attraction, recruitment, and promotional processes to remove barriers and develop pathways that are inclusive, modern and progressive. This work includes the introduction of our Attraction Strategy for 2019-2022, and a review and redesign of our current

promotional processes, to focus on developing talent within the organisation.

Improving the culture of the Service is vital for the wellbeing and development of all our staff and we are working hard to make it better. The Service has appointed an EDI Manager to implement the EDI Strategy and ensure it is effectively embedded. Champions have been created to oversee and promote EDI activity across the Service. Established staff networks currently include the Rainbow Staff Network, and networks for women; black and racially diverse staff members; and people with disabilities. Each network is championed by a member of the senior leadership team. Our Reverse Mentoring Programme with senior leaders aims to create a meaningful understanding of the lived experience of our employees from different protected groups.

We have also refreshed our online training to include specific packages on a wider range of EDI topics such as inclusive language, allyship, and race bias. It is important that all staff understand and demonstrate the values of the Service in both their interactions with our communities and with each other. Embedding an improved culture across the organisation is not just a particular team's responsibility, it is the responsibility of all of us.

Our senior leadership team has undertaken a programme of leadership development and coaching, and the National Fire Chiefs Council Leadership (NFCC) Framework has been adopted at all management levels. Additionally, 100 senior leaders in the organisation have participated in a series of personal development workshops and have agreed individual leadership development plans as a result. We must continue to empower all our managers to manage and lead their staff effectively, through support, training, coaching and clear communication.

Senior managers have introduced and maintained a comprehensive programme of station visits to talk to and listen to firefighters. We recognise the need to invest in the front line. This investment includes a diverse range of resources, from IT provision, station improvements, training, up to date policies and refreshed guidance. Our aim is to create an environment where all staff feel valued, have a voice, and their views, thoughts and ideas are encouraged and acted on.

The Service is also introducing Freedom to Speak Up. Adapted from best practice in the NHS, the scheme aims to improve the opportunities staff have to raise concerns without risk of detriment to themselves. The goal is to increase trust between staff and the Service, and improve organisational performance as a result. Freedom to Speak Up Guardians will support staff to speak up when they feel that they are unable to do so by other routes. They will ensure that people

who speak up are thanked, that the issues they raise are responded to, and make sure that the person speaking up receives feedback on the actions taken.

Trade unions and representative bodies also play an essential role in supporting staff and promoting a positive culture. It is vital that GMFRS builds and nurtures good relations with unions and representative bodies to work together to achieve the best possible environment for staff and the best possible service to our communities.

O. Learning and development

Knowledge and learning are at the heart of successful organisation. We need to ensure our workforce has the right training and skills to be effective in their roles and to help them prepare for any future opportunities. This includes ensuring systems are in place to effectively share learning between different departments.

GMFRS will deliver a new Learning and Development Strategy that sets out a transparent and coherent training offer for all our staff. The risks in our region are constantly changing and it is essential our staff can continue to effectively support and protect our communities. Clear training plans will ensure all staff understand and acquire the skills they need to successfully undertake their role. It is important that we effectively monitor and report on the completion of training so we have a constantly updated picture of staff progress, including progress amongst different demographics to ensure everyone is undertaking the development that is available to them.

We will improve how we spot talent to ensure there is a consistent approach to recognising high achievers. More information on our commitment to provide the best possible operational training can be found within Priority 1.

We are also using the apprenticeship scheme to develop ourselves and our staff. There are almost 300 apprentices working right across GMFRS and the wider GMCA. Our apprenticeships are helping us contribute to the Greater Manchester Strategy to make the region one of the best places to grow up, get on and grow old. They are aimed at anyone who wants to start, advance or change their career, wherever they are in their life. The programmes are not only developing individuals' experiences, skills and qualifications, but are also helping the organisation become a modern, progressive and more diverse public service. The schemes also help deliver the region's Young Person's Guarantee discussed in more detail within Priority 2.

It is important we learn from our own delivery of services. This means acknowledging and improving when mistakes have been made, and promoting and embedding all the good practice that goes on. To drive innovation and respond to changing risk, we must also capture and embed learning from incidents and fire services around the world. This is discussed further within Priority 1.

There is also much good practice than be adopted from the NFCC, the Local Government Association (LGA) and HMICFRS. In the areas we need to improve, it is vital that we learn from other organisations that have implemented successful change. For instance, Greater Manchester Police have worked hard to improve the progress of female officers and this is reflected in the number of women in senior positions. There is also much good practice of our own that we can share with others. It is important that we celebrate our achievements and provide support to other organisations to help them learn from our successes.

P. Safety, health and wellbeing

Maintaining the health and wellbeing of our staff is of primary importance to GMFRS. It is vital not only for individuals and their families, but also for the safe and efficient delivery of our services.

Our health and wellbeing support offers a wide range of interventions, designed to promote the wellness of our staff groups and their families, in and out of the work place. This support includes occupational health services providing medicals, physiotherapy and counselling to ensure individuals are well and fit for the workplace. Our Employee Assistance Programme provides independent and confidential advice services for staff across a range of personal issues.

Our introduction of mental wellbeing support includes bespoke plans to help manage an individual's physical and mental wellbeing in the workplace. We provide direct support for operational staff attending traumatic and critical incidents, including early diffusers, team debriefs, and the Trauma Risk Management protocol (TRiM), delivering trauma-focused peer support. We have also made changes to annual leave processes and are improving flexible working arrangements, to try and make the Service more family-friendly.

Everyone in the organisation has a duty to maintain safety, health and wellbeing practices within the workforce, and we need to ensure they have the tools to do so. This means providing the right appliances, equipment, policies and training. More on our commitment to operational training and safety can be found within Priority 1.

The ageing population and the Government's increase in the pension age for firefighters will cause an increase in the age profile of our operational staff. It is essential that firefighter health is maintained and staff are protected. Physical fitness is a fundamental requirement for all firefighters and the Service will build on pilots already undertaken to establish and train a network of fitness leads on stations.

Q. Performance improvement

Our commitment to becoming a learning organisation will help us drive continuous improvement. We will continue to monitor our own performance and review working practices, standards, and training. We will undertake effective assurance and evaluation to ensure organisational and individual learning and accountability, and to demonstrate the achievement of our outcomes. And we will continue to learn from other services and organisations, embedding best practice into our policies and procedures.

At the same time, we want to empower staff to make decisions and improvements themselves. For instance, station and borough staff are best placed to understand the threats in their local communities, and therefore best placed to develop the plans and the relationships with other services to most effectively tackle them. It is vital we provide staff with the skills and support to be able to do this successfully.

We commit to:

37. Engaging more effectively with our diverse communities, challenging external perceptions with outreach work to attract, recruit and retain a workforce that is more representative of the people of Greater Manchester. This includes embedding a new Engagement Toolkit to create high quality, effective and meaningful engagement, involving people to inform decisions and direction.
38. Developing a process to capture and evaluate feedback from service users to ensure the voice of the public and partners is utilised to identify improvement opportunities.
39. Ensuring the culture of the Service is one of respect and inclusivity in line with our values. Evaluating the impact of initiatives using staff surveys, external benchmarking such as Stonewall, and pay gap reporting.
40. Improving development opportunities for all staff and removing barriers to provide pathways that are inclusive, modern and progressive, increasing the number of women and other underrepresented groups in leadership roles.
41. Building and nurturing positive relationships with trade unions and staff groups and implementing new engagement methods such as Freedom to Speak Up to ensure all staff have a voice that is listened to and good practice is embedded.
42. Embedding the National Fire Chief's Council leadership framework to create inclusive, high performing teams that are inspired to constantly improve outcomes for the people of Greater Manchester.
43. Developing and further embedding our apprenticeship programmes to improve individual and organisational growth and help deliver the region's Young Person's Guarantee.
44. A major overhaul of our fire stations and facilities to ensure they are fit for purpose and reflect the needs of our workforce and the public.
45. Becoming a learning organisation, embedding improvements in response to our own performance as well as implementing recommendations and best practice from other organisations, HMICFRS and all relevant inquiries. This includes developing improved systems to share learning internally between different departments more effectively.
46. Providing effective methods to improve and manage the health, safety and wellbeing of our workforce. This includes implementing strategies to maintain firefighter fitness, further embedding mental wellbeing programmes such as MIND, and creating an environment that is as flexible and family-friendly as possible.
47. Creating an environment where staff have the skills and support to develop place-based initiatives with partners, within a framework that provides consistency and accountability.

PRIORITY 6: INTEGRATE OUR SERVICES IN EVERY LOCALITY WITH THOSE OF OUR PARTNER AGENCIES

We are committed to supporting and driving the place-based approach to public sector reform enshrined in the Greater Manchester Strategy, ensuring that local services from different partner agencies are fully integrated within every locality and contribute to problem-solving for local communities.

Why is this important?

If public services are to be as effective as they can be in meeting the needs of residents and improving local areas, they need to work together effectively, supporting the collective effort to add the most value for local people. This means identifying together, and with local people, what the problems are, planning together how best to tackle those problems and delivering those services jointly.

This pledge is fundamental and therefore the commitments are embedded within each of the other five priorities.



E401
holmatro®
rescue equipment

OUTCOMES AND AIMS OF THE FIRE PLAN

What do we want to achieve with the Fire Plan?

We have distilled the strategic aims of the Plan to make them clear, straightforward and meaningful for our workforce, our partners and our communities.

We want to:

1. Reduce deaths, injuries and damage caused by fire and other threats to our communities.
2. Deliver the best value to the public with the least impact on the environment.
3. Develop and maintain a diverse, high-performing, and healthy workforce.

The outcomes framework for the Fire Plan will ensure we deliver what our staff, partners and communities consider important, as well as our statutory responsibilities. Using both qualitative and quantitative methods, the framework will enable us to measure the Service's progress at delivering against the priorities and the commitments in the Plan and whether the aims above are being met.

As part of this framework, GMFRS will publish an annual outturn report outlining its progress against delivering the Plan, as well as any other risks identified. This report will then inform the subsequent year's delivery plan. Delivery plans will be updated annually to adapt to changing risks and progress against delivering the Fire Plan.







**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE



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**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE

OUR PLAN

Annual Delivery Plan 2021-22



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INTRODUCTION

The past year has tested society, our infrastructure and our Fire and Rescue Service to unimaginable levels. We have changed and adapted and will continue to do so as the recovery of our city-region begins, and we build on the lessons learned around supporting our communities in ways that are right for them, now. The longer-term impacts of COVID 19 will continue to affect us and we must be ready for that.

Yet despite the challenges we have had to face at work and in our personal lives, I could not be more proud by our Service and how we've supported our residents. I have been amazed and humbled by people's passion and drive, and the way colleagues have rallied together to meet this challenge, while continuing to serve our communities. I have said throughout the pandemic, we will come out the other side fitter, stronger and with renewed energy and vigour, which we must now carry forward into the year ahead.

Aside from COVID-19, our Service continues to face pressures both locally and nationally. None more so than the ongoing Manchester Arena Inquiry and being part of a city-region that continues to grow in size and complexity and at pace. Uncertainty around the long-term funding of the Fire and Rescue Service remains, learning from the Grenfell Tower fire and the implications for our built environment, and implementing recommendations from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) inspections are to name but a few. Invariably, such internal and external drivers will continue to place additional demands on our Service in respect of how we deliver our prevention, protection and response services. Further improving public safety will require more improvement and more ambition.

The operating environment needs a strong vision and plan to help us achieve our priorities as set out in the Fire Plan. I am therefore proud to share our first Annual Delivery Plan for Greater Manchester Fire and Rescue Service (GMFRS) – **Our Plan**.

Our Plan has been developed based on the Mayor's six strategic priorities and it describes our intended activities – where we will focus our resources and efforts in 2021/22. Over the course of the Fire Plan 2021 to 2025, we will produce a total of four Annual Delivery

Plans. The Fire Plan alongside our Annual Delivery Plans will combine to form GMFRS' Integrated Risk Management Plan (IRMP), which is underpinned by our annual Strategic Assessment of Risk.

Our Plan represents the start of re-shaping GMFRS – a Service that delivers its statutory core functions extraordinarily well and one that is increasingly outward facing, helping to deliver the Greater Manchester Strategy to make the region one of the best places to grow up, get on and grow old.

Since joining GMFRS last year, my focus has been to listen, learn and observe, in the belief that understanding people precedes leading them. I gave an early commitment to visit all our stations and sites and six months on, despite the pandemic, I feel I have truly got under the skin of our organisation. I am clear, now is the time for us all to look forward, roll our sleeves up and work with our colleagues, partners and communities to enable us to become the modern and progressive Fire and Rescue Service I know we can be.

In acknowledging the excellent work undertaken so far, the fact remains there is much still to do and Our Plan sets out year one of our roadmap. We are on a journey to becoming an outstanding Fire and Rescue Service and I want everyone to feel and be a part of it. In many ways, the key to this rests in the culture of our Service and how we continue to work to realise a fundamentally different one, intrinsic to which are our values and behaviours. Our values are only words unless our communities explicitly experience them and unless they are demonstrated by the ways in which colleagues interact with one another at all levels on a daily basis. We all have a role to play in bringing these to life.

It is an honour and a privilege to lead such a prominent Fire and Rescue Service – a Service which is full of dedicated, passionate and committed individuals.

I know we are more than capable of meeting future challenges together. I know I can count on your support and I look forward to the year ahead in the knowledge of what we will achieve together.



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**I HAVE BEEN
AMAZED AND
HUMBLED
BY PEOPLE'S
PASSION AND
DRIVE, AND THE
WAY COLLEAGUES
HAVE RALLIED
TOGETHER
TO MEET THIS
CHALLENGE...**

Chief Fire Officer
Dave Russel

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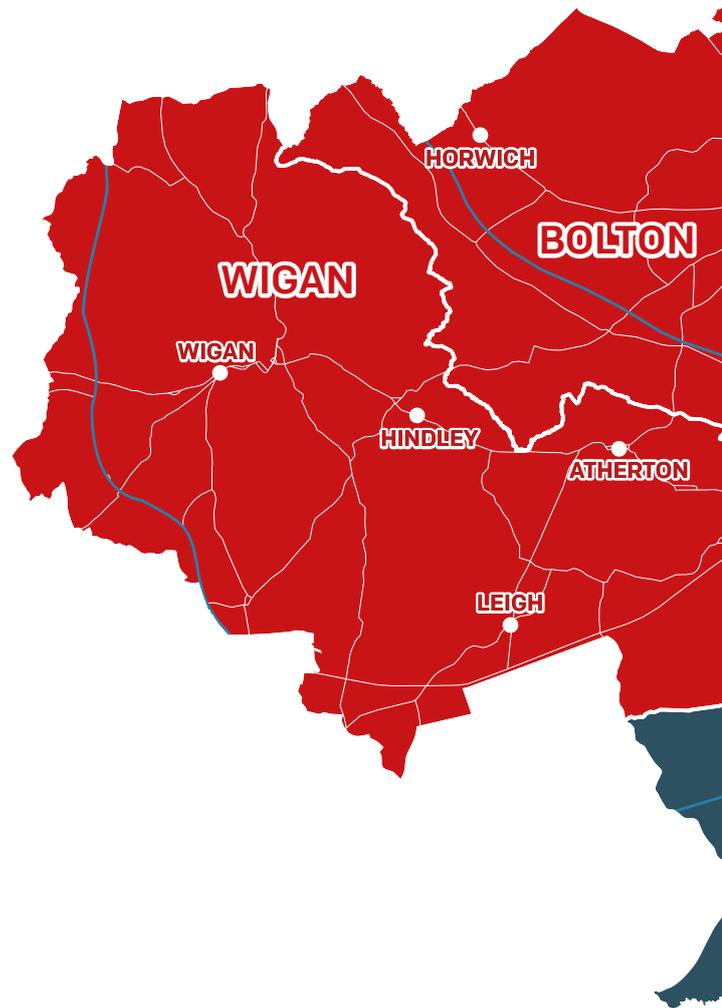
SERVICE AREA OVERVIEW

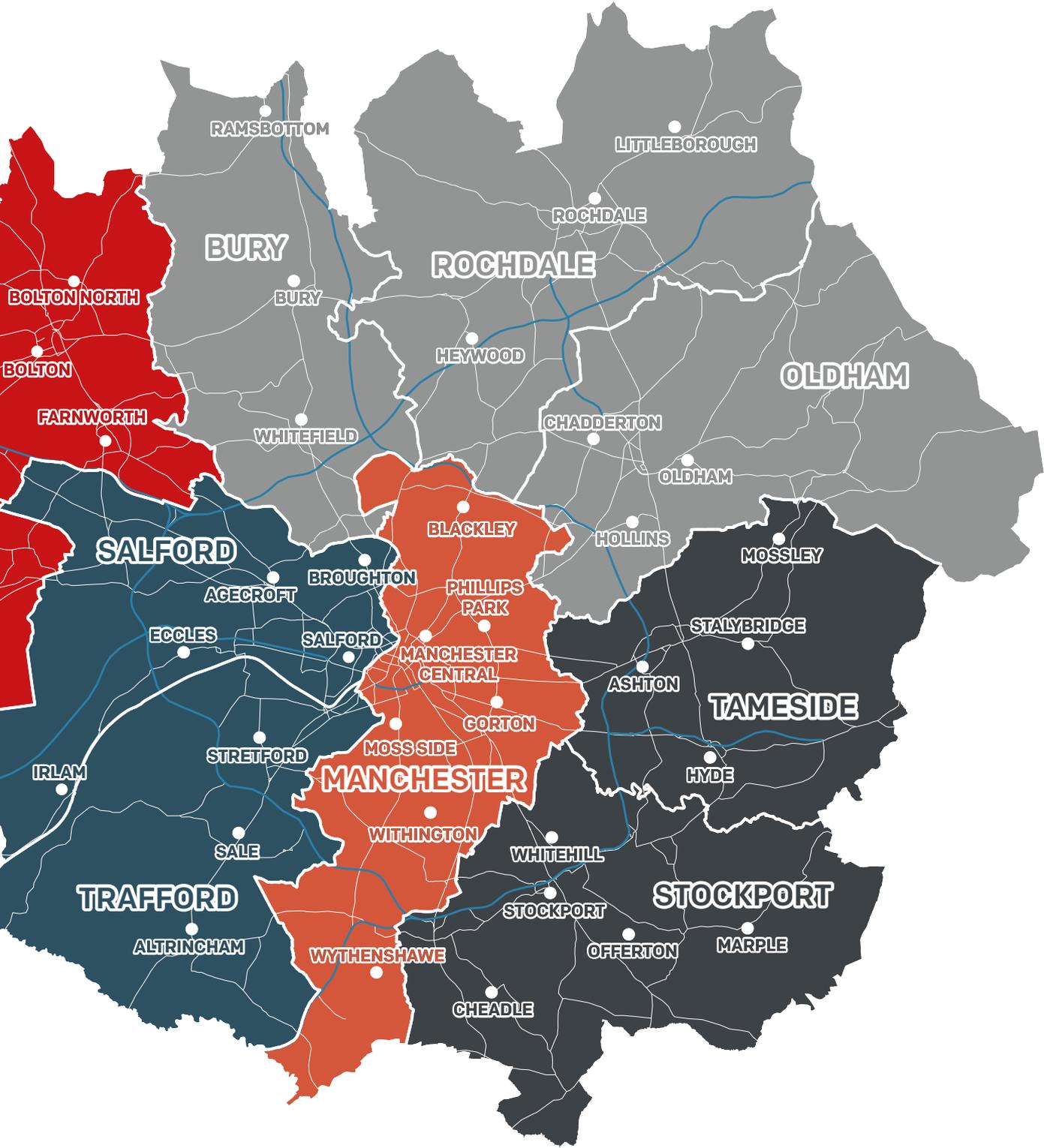
GMFRS is spread across 45 sites including a Training and Safety Centre, Training and Development Centre, Technical Services Centre, our Headquarters in Swinton, and 41 fire stations in Greater Manchester's 10 local authorities, split into five area teams, as shown in the map.

The Service forms part of Greater Manchester Combined Authority (GMCA), which is run jointly by the leaders of the 10 councils and the Mayor. The Chief Executive is Eamonn Boylan.

Responsibility for GMFRS sits with the elected Mayor of Greater Manchester, Andy Burnham. The Mayor can delegate certain functions to the Deputy Mayor for Policing, Crime, Criminal Justice and Fire, bringing the police and fire functions closer together.

Scrutiny of the FRS is provided by the Mayor and Deputy Mayor. Scrutiny of the Mayor's and Deputy Mayor's decisions regarding GMFRS is provided through the Police, Crime and Fire Panel, which is made up of elected members from each of the 10 local councils and two independent members.





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OVERVIEW OF GREATER MANCHESTER

GMFRS PROTECTS 1.22 MILLION



households, a quarter of which are in areas that are in the 10% most deprived nationally

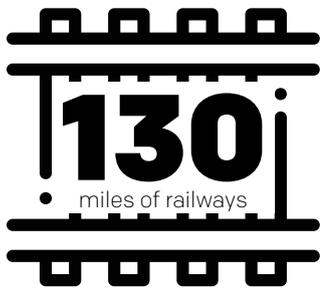


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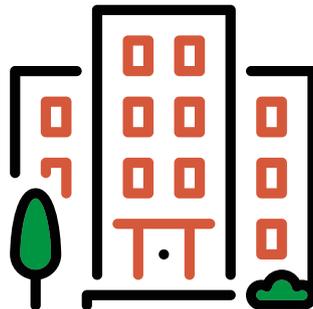
town and city centres



Internationally renowned **UNIVERSITY & RESEARCH** facilities



130
miles of railways



600+
high-rise residential buildings

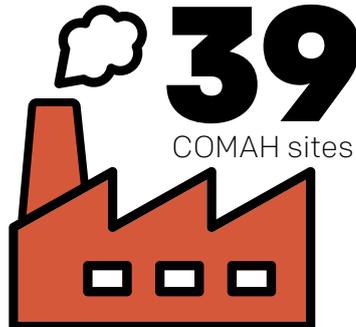


4
sq

MIA
Manchester International Airport



62
miles of Metrolink track



39
COMAH sites

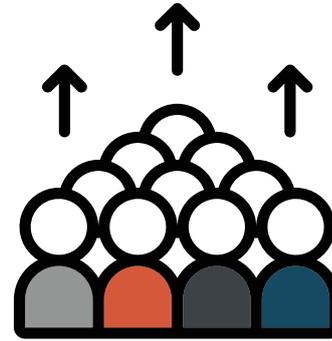


468
miles of canals

451,000
over 65s (set to increase 31% by 2043)

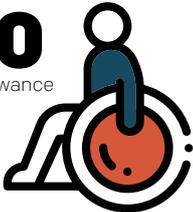


55,000
over 85s (set to increase 70% by 2043)



2.8
MILLION
residents

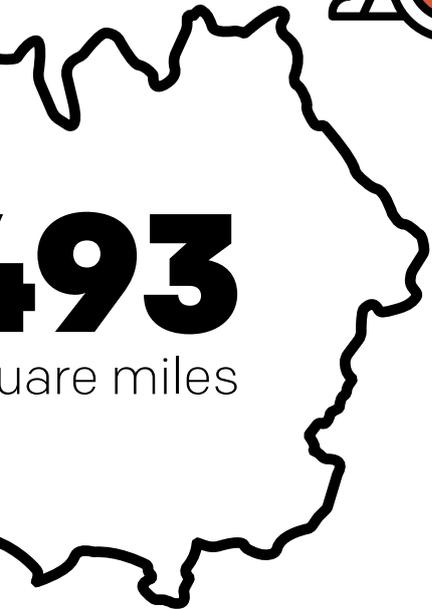
100,000
people receiving disability allowance



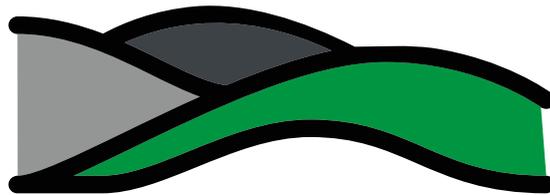
551,000
people living with long-term health conditions



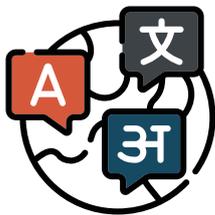
493
square miles



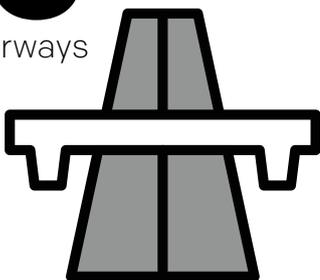
1000s
of acres of moorland



200+
different languages spoken



10
motorways



we attend
THOUSANDS OF INCIDENTS
including fires, road traffic collisions, flooding and rescues

OUR

MISSION

PROTECTING
COMMUNITIES.
WORKING TOGETHER.
SAVING LIVES.

Our Mission is why we exist and what we are here for. It centres around three clear elements that are at the heart of our work.

We have always been focussed on saving lives, and now more than ever our role is about protecting the wider communities we serve and being part of an integrated city-region that works together for the good of all our residents.

OUR

VISION

A MODERN, FLEXIBLE,
RESILIENT FIRE AND
RESCUE SERVICE.

Our Vision describes what we want the Service to be and how we want our staff and the public to see us.

Our values set out what we believe in. They are the qualities we believe are the most important to us and describe the expectations the public have of us and that we have of each other. They set the standards our communities deserve and the way we should interact with one another across all levels of the Service.

Our focus is on driving change across the Service, leading our people and the behaviours we value to create a diverse and inclusive workforce, and building a culture of trust, respect and accountability.



Striving to develop, to ensure our contributions make our Fire and Rescue Service the best it can be



Committed to creating and maintaining an open and truthful environment, which is fair and consistent



Removing barriers to participation to promote a truly representative service, using diversity to benefit us all



Demonstrating a positive attitude and commitment, to deliver a high-quality service and take pride in our role



Supporting, involving and listening to others, showing dignity, consideration and empathy

OUR EQUALITY OBJECTIVES

Objective 1. Our Organisation -

We will create an inclusive culture where people bring their whole self to work. Inclusion is central to our organisation's way of working, embedded in all behaviours, cultures and practices. We recognise the moral basis for inclusion, and how delivery of this strategy and associated toolkits strengthens the culture of our organisation.

Objective 2. Our Workforce -

We will work towards a truly diverse workforce and service provision that reflects all our communities. We will value, respect and embrace difference, for all our employees, volunteers and young people. Enabling everyone to recognise the benefits that equality, diversity and inclusion bring to our Service.

Objective 3. Our Partners -

We are committed to working with partners to align our equality, diversity and inclusivity vision across services ensuring all sectors are invited to take part, with an emphasis on integrated local services.

Objective 4. Our Communities -

We will ensure that marginalised, and diverse communities are consulted, engaged and represented when relevant. To continually improve our knowledge and understanding of people and place. Aspiring to be an employer of choice for people and improving safety across all our communities.

Objective 5. Our Assurance -

We are committed to recognising our progression through local and national equality standards. Through this quality assurance process, we can measure our work and plan for the future, to ensure continued improvement. To strive to be the best we can be.





KEY CHANGE PRIORITIES AND IMPROVEMENT PROJECTS

In April 2018, we embarked on 'Programme for Change' (Pfc) – a whole Service review with a strong focus on improving leadership and culture throughout the organisation. The programme was designed to implement a new Target Operating Model, enabling us to re-focus on core functions and improve frontline service delivery, against a backdrop of efficiency savings due to reduced funding from central Government.

Significant progress was made, with a new operating model and supporting management structures in place, together with clear references assigned to each directorate. Many process improvements have been embedded, and efficiency targets met for the financial year 2019/20 and delivered for 2020/21. With a significant number of its objectives achieved, Pfc was formally closed at the end of the financial year 2020/21.

To continue to build on these achievements a refreshed GMFRS Improvement Programme has been developed, which will be a permanent feature

of our organisation and is made up of several improvement projects, all aligned to the Fire Plan as the framework to deliver against. In late 2020, a corporate COVID-19 impact analysis was completed, with key learnings used to inform the development of the Improvement Programme and objectives embedded in many areas of this plan.

The Improvement Programme focuses on progressing and investing in our Service, whilst at the same time enabling us to deliver against key elements of the HMICFRS improvement action plan.

The Improvement Programme is structured around our six strategic priorities. Each of these priorities fall under one of four pillars: **Our Role, Our Communities, Our People, Our Future, Our Partners**. Together, these pillars become **Our Plan**.

Priorities for Greater Manchester Fire & Rescue Service

1. Provide a fast, safe and effective response
2. Help people reduce the risks of fires and other emergencies
3. Help protect the built environment
4. Use resources sustainably and deliver the most value
5. Develop a culture of excellence, equality and inclusivity
6. Integrate our services in every locality with those of partner agencies





OUR ROLE

STRATEGIC PRIORITY 1: PROVIDE A FAST, SAFE, AND EFFECTIVE RESPONSE

GMFRS Change Priority: Investing in frontline delivery

We will ...

- » Undertake a **Service-wide strategic review of special appliances** to inform future opportunities to improve frontline service delivery.
- » **Improve the efficiency and effectiveness of our crewing system** by enabling greater ownership at local level. This will be delivered through:
 - Reviewing the opportunities offered by Gartan.
 - Exploring the feasibility of 'crewing footprints'.
 - Exploring the potential of flexible rostering approaches.
 - Increasing Watch Manager influence in crewing decisions.
- » Introduce a **new Flexible Day Crewing system** across our six non-SDS stations.
- » **Learn from the Manchester Arena Inquiry** – develop our approach and capture requirements.
- » **Invest in a Mass Casualty Rescue (MCR) capability** for all frontline fire appliances to strengthen our capacity and capability to respond to incidents requiring the rescue and treatment of multiple casualties.
- » Strengthen our response capability to wildfires, through the **introduction of a Wildfire Suppression Burn Team**.
- » **Implement Year One of the new Corporate Training Strategy** and deliver crew refresher training including:
 - Breathing apparatus and firefighting tactics for all annually.
 - RTC/trauma, hazardous material and environmental protection, responder water training, and safe working at height training for all over three years.
 - Incident Command Academy (ICA) development for all incident commanders annually.
 - ICA in-role re-validation for all incident commanders every two years.
 - Trauma / Pre-Hospital Emergency Medicine (PHEM) training for all operational personnel.
- » Implement a rolling programme of **Operational Knowledge Building Workshops** for all supervisory and Flexible Duty Officers, including:
 - Incident Command - JESIP, MTA, functional roles
 - Hazmats - initial deployment, Mass Decontamination Unit
 - BA - functional officers, sector commander, emergency team deployment
 - Firefighting tactics, fire science and behaviour, water application
 - Built environment, building construction, stairwell protection
 - Special appliances
- » Invest in **two new dedicated aerial appliances** and six new fire appliances.
- » Implement a refreshed and enhanced **thematic programme of borough-based multi-pump exercises** and deliver:
 - Five large-scale high-rise exercises at Bury Training and Safety Centre to follow a four-year exercise cycle to include all watches from every station.
 - Five borough-based six-pump exercises, with an additional six COMAH exercises.
- » **Roll-out the use of the 999 Eye** with an initial focus on building fires – expanding to other incident types gradually.
- » Invest in a **new and improved ICT solution for debriefs** to replace the Assurance Monitoring System (AMS).
- » Invest in new **high specification Mobile Data Terminals (MDTs), providing two per fire appliance** – one of which will be detachable to support a wide range of activities.



OUR COMMUNITIES

STRATEGIC PRIORITY 2: HELP PEOPLE REDUCE THE RISKS OF FIRES AND OTHER EMERGENCIES

GMFRS Change Priority: Improving and enhancing our Prevention and Youth Engagement delivery

We will ...

- » Introduce a **new Home Fire Safety Assessment** across the service. Key features to include:
 - Aligned to the nine core NFCC principles associated with a person-centred fire risk assessment.
 - Simplified process, which is clearly aligned to fire risk, reducing wider emphasis on health outcomes.
 - Improved triage/data collection, booking, intervention, and record-keeping.
 - Improvements to IT systems to enable crews and other staff to manage the process more effectively
 - Updated Prevention and safeguarding training for operational personnel
 - **More effective link to Contact Centre working practices and systems** for data collection and booking.
- » Undertake a **review of Prevention campaigns** and messaging (including a delivery model and methods).
- » Progress the **development of our Prevention education offer** including:
 - Introducing the StayWise initiative.
 - Develop a programme to increase the use of Bury Training and Safety Centre facilities.
 - Undertake a feasibility study into the potential expansion of the Prince's Trust Team programme.

STRATEGIC PRIORITY 3: HELP PROTECT THE BUILT ENVIRONMENT

GMFRS Change Priority: Improving and enhancing our Protection delivery

We will ...

- » Implement **improvements to the way we gather operational risk information**, including:
 - Reviewing policy and guidance.
 - Robust quality assurance and scrutiny process.
 - Deliver further training to all operational personnel in hazard spotting and recording.
 - Providing operational personnel at all levels with appropriate levels of knowledge in the principles of building construction and fire protection.
- » **Develop procedures and train operational personnel** in:
 - Understanding the causes of rapid and/or significant fire development and signs of building failure.
 - Protecting the means of escape.
 - Evacuation of tall buildings.
- » **Develop Fire Safety flexi duty officers** to support the management of risks at incidents.
- » Implement **Level One Fire Investigation training** to all operational Watch and Crew Managers.
- » Introduce a **new and improved Fire Investigation policy**, including the introduction of a 24/7 Tier two Fire Investigation capability.
- » Implement a **programme of Protection awareness training for operational crews** to increase awareness in building safety.
- » Implement a **new structure that provides a pathway for progression into Protection** by introducing new roles for firefighters, crew managers and watch managers.

GMFRS Change Priority: Protecting the Built Environment

We will ...

- » **Implement the Grenfell Action Plan.**
- » Continue to make a significant contribution at local, regional, and national level to shape improvements in **how we respond to fires in tall buildings**.
- » Further develop and improve ways of working between neighbouring fire and rescue services through our **contribution to the North West Regional FRS Collaboration Work Programme**.
- » Continue to **engage with partners in the Fire Sector and Government** through the provision of technical opinion and formal response with respect to changes to legislation and guidance, in order that the needs are Greater Manchester are reflected in legislation.
- » Provide **ongoing support to the Greater Manchester High Rise Task Force**, including the provision of technical advice and engagement with stakeholders in particular, housing providers and their residents, to respond to emerging risks and develop improved fire safety management arrangements.





TRAINING AND SAFETY CENTRE

OUR FUTURE

STRATEGIC PRIORITY 4: USE RESOURCES SUSTAINABLY AND DELIVER THE MOST VALUE

GMFRS Change Priority: Environmental sustainability

We will ...

- » **Refresh and roll out our approach to sustainability.** To support the Mayor's 5 Year Environment Plan, and to begin the journey to carbon neutral by 2038, we will update our sustainability strategy through engagement sessions with colleagues within GMFRS and GMCA.
- » **Roll out carbon literacy training** to all staff. E-learning package will be developed in collaboration with local authorities. A carbon literacy FRS toolkit will be completed and shared with other organisations once approved by the Carbon Literacy Trust.
- » **Decarbonisation of the public estate.** Schemes funded from grant at Bury and Ashton will be delivered in 2021/22.

GMFRS Change Priority: Investing in our buildings to deliver excellent facilities post COVID-19

We will ...

- » Develop a **long-term Estates Strategy** which will deliver a major overhaul of all our buildings central to which will be the development of a 'blueprint' for what a modern fire station within GMFRS will look like.
- » Start work to **further develop Bury Training and Safety Centre (BTSC)** and deliver the best operational training centre in the country.
- » **Develop a plan to vacate the Training and Development Centre** and transfer all future corporate training to BTSC during 2022/23.

- » **Complete the Ramsbottom non-SDS housing refurbishment project.**
- » **Progress the facilities improvements work** already underway, including:
 - Ashton – appliance bay floor.
 - Bury and Ashton - carbon reduction schemes (PSDS funded).
 - BTSC – transition and development (aim to be completed by May 2022).
 - Salford – repairs to roofs (BA room and gym).
 - Littleborough refurbishment (aim to be completed within the financial year).

GMFRS Change Priority: Re-investing for the future and ensuring financial sustainability post COVID-19

We will ...

- » **Assess our Financial Strategy** to ensure ongoing financial resilience post COVID-19, this will include:
 - Post COVID-19 review to consider how we re-set, with clear linkage to our Estates Strategy and underpinned by technology that allows us to work differently.
 - Comprehensive Spending Review preparation.
 - Update of our Medium-Term Financial Plan - revenue, capital and reserves.
 - Develop a robust capital programme to support delivery of the Estates Strategy.
 - Supporting the new Service Improvement arrangements, through the delivery of new efficiencies to meet future cost pressures.
- » **Review our Organisational Business Support arrangements** considering the experience of COVID-19 and recovery / re-setting, this will include a post COVID-19 review of catering, cleaning, security and reception.



OUR PEOPLE

STRATEGIC PRIORITY 5: DEVELOP A CULTURE OF EXCELLENCE, EQUALITY AND INCLUSIVITY

GMFRS Change Priority: Investing in our people

We will ...

- » **Continue to invest in the leadership and culture of the Service** through:
 - Embed the new NFCC Code of Ethics.
 - Roll out of the Freedom to Speak-up Guardian role.
 - The introduction of 'Aligned Leaders' sessions for supervisory, middle and strategic managers.
 - The introduction of an 'open seat policy' for any member of staff to attend the Executive Board, Service Leadership Team, Improvement Board and Performance Board meetings.
 - Commitment at every level to always demonstrate our values and embrace a culture of inclusiveness. Whilst consistently challenging, in a fair, proportionate and transparent manner, any inappropriate behaviours.
 - Commence Year One of GMFRS Leadership Development Framework which will deliver four sessions tailored towards: leading yourself, leading others, leading the function and leading the Service.
 - Improve our communication and engagement with frontline staff, using the AV investment as an opportunity.
 - Introduce a Cultural Change Sounding Board to ensure staff across all parts of the Service can provide input and are engaged with our cultural change journey.
 - Move to a single uniform for operational colleagues.
 - Introduce an improved and streamlined PRA process.
- » **Re-set the workplace post COVID-19:**
 - Be an exemplar employer ensuring our staff continue to be safe and supported.
 - Develop and introduce blended ways of working to maximise flexibility utilising technology, collaboration and productivity. tools – subject to operational requirements.

- Develop an approach to a longer-term accommodation strategy making best use of our GMCA estate.
- Ensure we engage staff in developing our post COVID-19 workplace strategy.
- » **Continue to implement the current EDI Strategy**, which will result in:
 - Improved engagement through enhancing and embedding the EDI Single Point of Contact role (SPOC) and staff networks.
 - Roll out of the full reverse mentoring scheme.
 - Improved and embedded Equality Impact Assessments.
- » Develop the next iteration of our **EDI Strategy and Action Plan (2021-25)**.
- » Continue to implement the **Health and Wellbeing Strategy**, which will result in:
 - New Fitness Strategy, support and guidance.
 - New Occupational Health contract which will explore making medicals more accessible e.g. on fire stations.

GMFRS Change Priority: Recruitment and apprenticeships

We will ...

- » **Progress our Talent Management Strategy**, which will result in:
 - Completion of the review of all Grey Book promotion gateways and the introduction of an improved process that supports leadership across the organisation.
 - Recruitment of 168 firefighters that are reflective of our communities, working towards full establishment by September 2022
 - Ensure FRS professional standards, values, behaviours and a positive, inclusive culture is embedded in service-wide induction programmes, e.g. built into the new wholetime recruits course.



OUR PARTNERS

STRATEGIC PRIORITY 6: INTEGRATE OUR SERVICES IN EVERY LOCALITY WITH THOSE OF PARTNER AGENCIES

GMFRS Change Priority: Partnership working

We will ...

Our collaborative approach to improving outcomes for the most vulnerable within our communities is well developed. We will **continue to work closely with our partners across Greater Manchester**, strengthening our model of delivery through:

- » Development of a **Place-Based Delivery Framework** to ensure all localities are effectively connected to local community safety partnership teams.
- » We are committed to **supporting and driving the place-based approach to public sector reform** enshrined in the Greater Manchester Strategy.
- » Our approach will be based on **working together effectively, supporting the collective effort** to add the most value for local people.
- » We will combine our efforts with those of local services from different partner agencies, with **our people fully integrated within every locality**, contributing to problem-solving for local communities.
- » Provide resources to undertake a **'Fit for the Future' review of North West Fire Control** and identify required improvements, followed by the implementation of agreed recommendations.
- » Continue to deliver a **COVID-19 response alongside local authority colleagues**, which may include:
 - GMFRS Test and Trace activity.
 - Our volunteer response.
 - Supporting the vaccination roll-out.
 - NWS ambulance driving.
- » Continue the **secondment of an officer into the Greater Manchester Resilience Forum** to support development of multi-agency training and exercising of CAT 1 and CAT 2 responders and enhance opportunities for collaborative learning.
- » Refresh and **reinvigorate our Greater Manchester Blue Light Collaboration Board** and Programme.



OUR CHALLENGES AND OPPORTUNITIES

The last year has been extraordinarily challenging for the Service and our communities.

We are continuing to adapt, supporting our communities during the pandemic, whilst ensuring we continue to deliver an effective emergency response. Whilst this plan sets out our ambitions for the year ahead, we recognise that COVID-19 will likely continue to pose challenges to some areas of delivery. As we emerge from lockdown, we are repositioning the organisation, in line with the Government's road map, taking the learning from this period, whilst developing the appropriate strategies to support 'living with' COVID-19 and embedding a new normal.

The environment in which we operate is constantly changing and it is essential we are flexible and adapt to provide the best possible service and value to our communities. Whilst responding to fires is still the core of what we do, there are a number of other threats and risks which, we have a responsibility to plan for, mitigate and respond to. They include flooding, transport emergencies, terrorist attacks, hazardous materials, trapped persons, social disorder, and ill health. This plan outlines such threats and how we will respond to them.

The Built Environment

Greater Manchester is one of the fastest growing city-regions in the country. Business growth is transforming the skyline of our towns and city centres. There are currently more than 600 high-rise residential buildings in the region, the tallest of which stands at 64 floors, with more than 100 further planning proposals for buildings over 20 floors in height.

High-rise buildings, new construction methods and limited access due to urban growth require us to fundamentally change the way we approach an incident and the training our firefighters need to do their job safely and effectively. A major fire is not only a threat to life but can create huge disruption and economic losses.

Following the fire at Grenfell Tower there has been increasing evidence of construction failures and buildings failing to perform to expected standards in a fire. In response to this increased threat, the Greater

Manchester High Rise Task Force was established by Mayor of Greater Manchester, Andy Burnham and Chaired by the Mayor of Salford, Paul Dennett. The task force brings together GMFRS, local authorities, landlords, building control, senior civil servants, universities, and other specialists to provide an integrated response. Protecting people from the risk of fire stands at the forefront of this work and we will continue to ensure that the voice of residents is heard.

In response to incidents such the fire at The Cube in Bolton, we have continued to carry out action to mitigate the risks in high-rise residential buildings. We have introduced a dedicated team and supporting mechanisms to lead on the coordination of our response to identified risks and learning in respect of the built environment.

In addition to implementing learning from the Grenfell Tower Public Inquiry and building safety reviews, we are also actively considering all built environment matters that have the potential to impact on the functions of Service such as, Greater Manchester's spatial plans, HS2 rail infrastructure, Manchester ship canal and the development of Manchester International Airport and the adjacent Airport City Manchester.

Terrorism

Following the horrific terror attack on the Manchester Arena in May 2017, the Kerslake Review, commissioned by the Mayor of Greater Manchester, made a number of recommendations for the emergency services, Government, and others. As part of our commitment to learning and improving, we have worked hard to implement these recommendations, including revision of protocols with North West Fire Control (NWFC). More recommendations for the emergency services are likely to arise from the Manchester Arena Public Inquiry and we are clear in our commitment to learn from these and implement this learning as a priority.

We respond to all foreseeable fire and rescue related risks, and this extends to terrorist incidents irrespective of the nature of the attack. Our officers are continually linked in with National and Regional Counter Terrorism Policing (CTP); local planning is undertaken with CTP (Northwest), which is consistent with local planning and the National Security Risk Assessment.

Resilience

The Civil Contingencies Act 2004 places a legal duty on all emergency services to carry out an assessment of the risk profile in their area. All significant risks are recorded on the Greater Manchester Community Risk Register and the assessment of risk is carried out jointly between GMFRS, Greater Manchester Police (GMP), North West Ambulance Service (NWAS), the NHS, local councils, the Environment Agency, and other partners. These organisations are represented within and co-ordinated by the Greater Manchester Resilience Forum, which plans and prepares for incidents and catastrophic emergencies to mitigate the impact of any incident on our communities.

Given the number of threats facing Greater Manchester, the potential for major incidents is significant, including major weather events, fires, civil unrest and terrorist attacks. Our provision, therefore, requires the capability to deal with all these incidents. We must also have the flexibility to scale up our workforce and response when necessary, to reflect the scale of the events we are responding to.

We have a dedicated and highly skilled operational workforce, equipped with the necessary firefighting equipment and vehicles to deliver an effective emergency response. All our vehicles carry a range of specialist equipment to respond to a broad range of incident types and are supported by our dedicated team of workshop technicians. Our future firefighting capability inclusive of new technologies, new vehicles and water provision is undertaken by our Operational Equipment and Technical Team who ensure we are providing the right equipment in the right place, to deal with incidents in a safe and effective manner.

BTSC currently utilises existing features on site to allow firefighters to train for a wide variety of incidents and rescues, and will benefit from a significant financial investment of £5million during 2021/22. This will see the site transformed, ensuring our firefighters and community safety teams have access to a first-class facility and immersive learning experience.

The Climate Emergency

Climate change and its impact is a challenge faced by all emergency services. We must adapt, ensuring that we have the necessary measures in place to effectively respond, and reduce our own impact on the environment.

Recent years have seen a variety of extreme weather patterns, particularly flooding, all of which are becoming more frequent putting pressure on FRSSs to respond accordingly. As the climate emergency continues, the impact will become more pronounced, and we must ensure we can effectively deal with these incidents.

Reviewing major incidents, such as the Boxing Day floods in 2015 and the moorland fires in 2018, enable us to build on good practice and identify opportunities to improve. Following the moorland fires we invested in our wildfire capabilities, introducing new vehicles and equipment specifically designed to deal with these incidents and the challenging terrain where they occur. Our new capabilities provide us with a broader range of options to deal with wildfires, including strengthening our arrangements with partner agencies and allowing incidents to be brought under control and dealt with more quickly.

Ageing Population

Whilst it is positive that people are living longer, it becomes increasingly likely that they will need more support to keep them safe and well. We want to improve the lives of older people in Greater Manchester, so that residents can contribute to and benefit from sustained prosperity and enjoy a good quality of life.

Our Annual Strategic Assessment of Risk enables us to identify those most at risk. Data suggests the likelihood of dying in a fire increases with age, with those aged 80 and over by far the most at risk. We expect this to present a significant future challenge for us with people aged 80 and over projected to increase by 42% by 2043.

We will continue to work closely with our partners to identify those who may be at an increased risk of fire due to a range of health and lifestyle influences and work collectively to reduce the risk and challenges of an ageing population in our city-region, focusing on reducing inequalities and ageing well.

Equality, Diversity, and Inclusion

GMFRS serves one of the most culturally diverse areas in the UK with people coming to live, work and study here from all over the world. We acknowledge the importance of representing the communities we serve because a Service that reflects its communities is more effective at engaging with them.

To successfully reduce the risks our communities face, we must understand and relate to the communities that make our city-region such a vibrant place. We must be aware of the specific risks in different communities and understand the most effective ways to engage with people about staying safe, and this is best achieved by an organisation that represents and listens to the communities it serves.

We continually strive to be an employer of choice amongst the communities we serve. We are working hard to improve in this area and our new Attraction Strategy will focus on recruiting and retaining a more diverse workforce.

Our Equality, Diversity, and Inclusion (EDI) Strategy sets out our commitment to continually develop an inclusive culture where people bring their whole self to work. We are committed to building on these foundations, continuing to make changes across the organisation and engaging with staff as we move forward.

Improving the culture of the Service is an ongoing priority, not simply a one-time improvement initiative. The Fire Plan includes culture improvement and service excellence as a specific priority, setting out a number of commitments to ensure improvements in these areas continue. Our focus is not only on the ethical and wellbeing motives for improving diversity and inclusion, but also on the improvements that can be made to service delivery. Our aim is to create an organisation that is more representative of the communities it serves ensuring equal opportunities for all, in an environment where everyone can be their genuine selves and have a voice that is listened to.

Integrated Working

Addressing local problems is best achieved through integrated working with other agencies and Greater Manchester's devolved structures provides the perfect opportunity to do this.

GMFRS, GMP and the region's 10 local authorities share the same Greater Manchester geographical boundaries, supporting the ambition of creating a single integrated public service team. GMP's priorities include keeping people safe; reducing harm; and strengthening communities and places – aims that GMFRS also shares. The locations that demand the most resources from GMFRS, GMP and local authorities are frequently the same. A joint preventative approach with our partners is the most effective way of engaging local communities. A framework for joint and integrated working already exists in Greater Manchester, with our Community Safety Partnerships bringing together different public services to address local problems collectively. Place-based teams exist across the city-region, tackling local problems together, in an integrated way, with officers from different organisations serving as a single public service team, with the same priorities, aims and outcomes.

GMFRS supports and helps resource local initiatives such as water safety partnerships and the Greater Manchester Safer Roads Partnership, as well as national programmes such as StayWise.

BTSC not only offers a curriculum enhancing, interactive learning environment that supports the work of schools and emergency services, but also shows visitors how to protect themselves against fire and other dangers, and what to do in an emergency. As well as the immersive theatre, visitors can witness the impact of a car crash with a simulated collision and explore a full-size house to spot the risks and see the devastation of fire damage.

GMFRS has a strong brand, trusted in our communities, including with young people. We undertake a number of different youth engagement programmes including the Prince's Trust, Fire Cadet schemes and initiatives for deliberate fire setters. These programmes have different aims including reducing deliberate fires and anti-social behaviour, increasing young people's understanding of risk, developing life and work skills, and familiarising young people with our work. We also deliver a number of apprenticeship schemes.

Our Workforce

Our workforce is our most valuable asset. A successful public service reflects the communities it serves and engages effectively with its workforce. It has the right people, with the right skills, and creates a culture that is supportive, inclusive, and driven forward by inspiring leadership.

The risks in our region are constantly evolving and it is essential staff can continue to effectively support and protect our communities. Our new Learning and Development Strategy sets out a transparent and coherent training offer for all our staff, providing training plans to ensure staff understand and acquire the skills they need to successfully undertake their role. Our ambition across the duration of this plan is to improve how we attract and develop talent within our Service to ensure a consistent approach in recognising high potential.

We are also using the apprenticeship scheme to develop our Service and staff. There are almost 300 apprentices working right across GMFRS and GMCA. Our apprenticeships are helping us contribute to the Greater Manchester Strategy to make the region one of the best places to grow up, get on and grow old.

Our health and wellbeing support offers a wide range of interventions, designed to promote the wellness of our staff groups and their families, in and out of the workplace. This support includes occupational health services providing medicals, physiotherapy, and counselling to ensure individuals are well and fit for the workplace. Our Employee Assistance Programme provides independent and confidential advice services for staff across a range of personal issues. Everyone in the organisation has a duty to maintain safety, health, and wellbeing practices within the workforce, and we need to ensure they have the tools to do so. This means providing the right appliances, equipment, policies, and training.

We are reviewing our response to the COVID-19 pandemic and implementing good practice across the Service through evaluation and identification of lessons learned, ensuring the workforce are effectively supported, as we embed improved ways of working, and move to a new normal.





INTEGRATED RISK MANAGEMENT PLANNING

As an FRS we have a statutory responsibility, set out in the Fire and Rescue National Framework, to ensure we understand the risks facing our communities and constantly evolve to respond to these effectively. The Framework recognises the challenges FRSs face, such as the continuing threat of terrorism, the impact of climate changes and the impacts of an ageing population.

Our integrated risk management planning activities address this by identifying and assessing all the risks and challenges across our city-region and developing plans to mitigate them. To support our approach, we have introduced our first Annual Strategic Assessment of Risk (SAOR) which considers all potential and foreseeable risks and ensures our planning, policies and decision-making is focused on risk. It details and analyses a wide range of information, providing an evidence base to support our decisions, allocate resources appropriately and inform the development of our Fire Plan and Annual Delivery Plan.

How we manage risk

Greater Manchester is becoming more and more diverse in terms of the make-up of our different communities, and much more complex in nature for the way people live their lives. This complexity is now being driven faster and further by social and technological advances.

We have come to understand that fires and other emergencies are not random or merely a question of chance, but are influenced by a complex relationship between social, economic, and environmental factors, but not limited to lifestyle, behaviour, living environment, education, or location. Whilst we cannot predict precisely when and where incidents will occur, we can determine clear trends and patterns.

These include the areas and social groups most at risk, aligned to the times of the day /seasons where there is a greater occurrence of incidents.

To develop our plans, we first need to understand the risks to people, property, and the environment and our SAOR enables us to create an accurate picture of the potential threats facing our communities. Utilising all available data, we use analysis and modelling techniques to determine the level and type of risk within our station and borough areas.

This information, combined with local knowledge and experience, is used to plan our future activities, and match our resources to risk reduction and mitigation ensuring we have the right people in the right place with the right training and equipment at the right time to deliver our, Prevention, Protection and Response activities.

Risk Modelling

Over the years we have reviewed and refined the technique we use to measure and predict risk by looking at a wider range of possible influences, and we will continue to do this to evolve our approach.

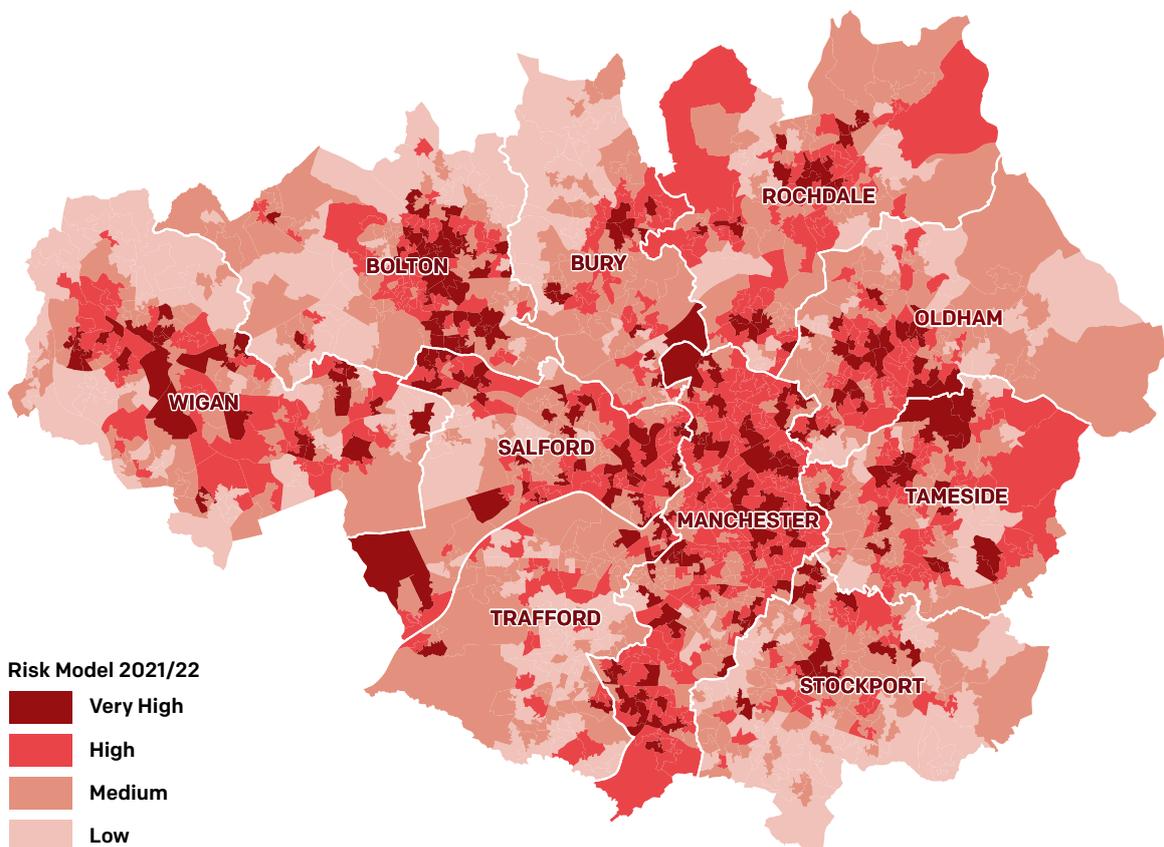
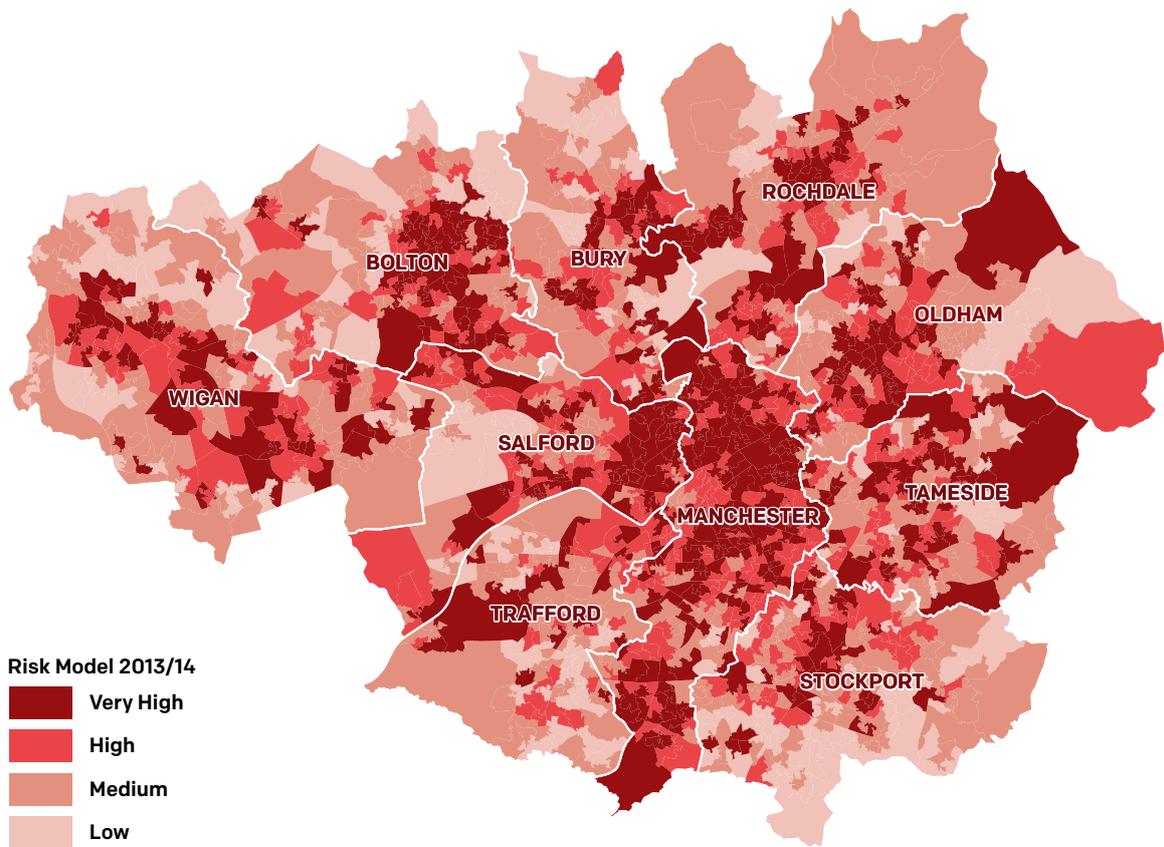
We use a variety of tools and data including our own emergency incident data; Index of Multiple Deprivation, Experian's MOSAIC; the national Census 2011, and national fire statistics to identify areas, people, or buildings most at risk.

Every year we produce a base risk model that provides an area-based view of fire risk across Greater Manchester. This is calculated for small geographical areas known as Lower Super Output Areas (LSOAs) and uses historical fire and casualty data, and deprivation data to grade each area low, medium, high, or very high risk.

The first iteration was produced in 2013/14, and as can be seen in the two maps, fire risk across Greater Manchester has reduced, predominantly driven through our prevention and protection activities.

Borough management teams use this type of information to help assess and review the risks in their own areas. This along with local knowledge, assists in the development of actions plans that continue to mitigate these risks.

This process forms parts of our Community Risk Management model, ensuring that we effectively plan and direct our resources, to focus our prevention and protection activities, campaigns, and initiatives at those most at risk.

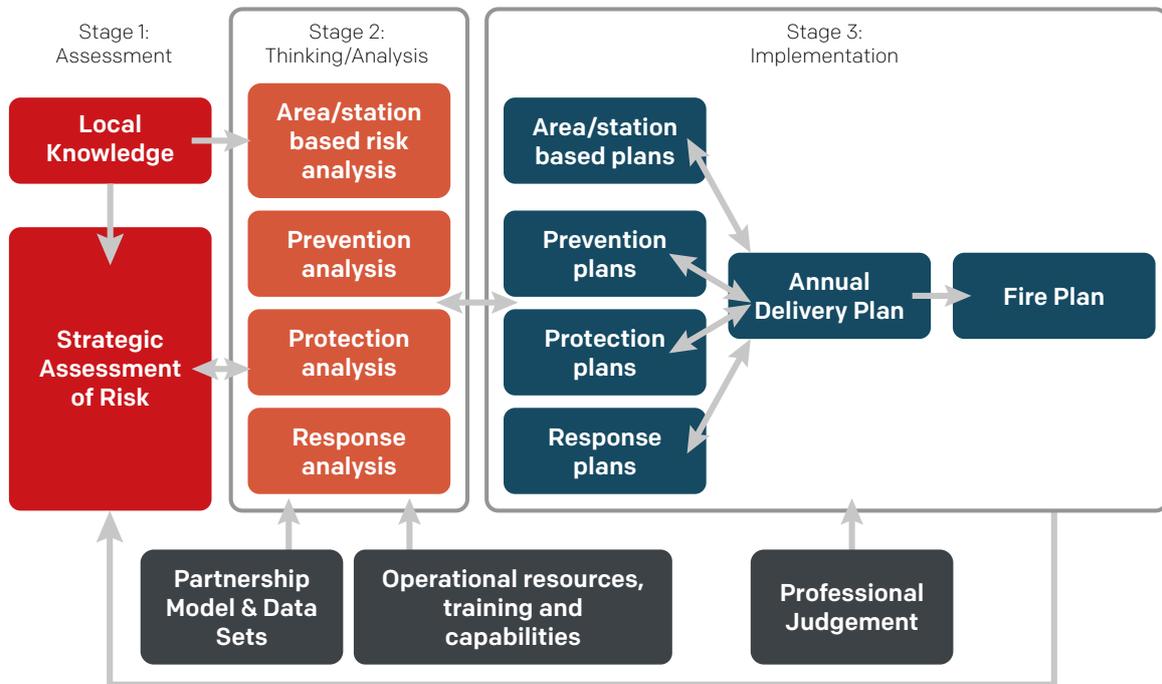


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Our Community Risk Management Model

Our Community Risk Management Model give us a process that enables us to have a greater understanding of the specific risks each community faces and allow us to:

- » More effectively target prevention work at the most vulnerable to prevent incidents from happening
- » More effectively target protection work at the buildings that most require improvement
- » Locate our resources where they are needed most so that when we do have to respond we can do so as quickly and effectively as possible





OUR RESOURCES

We manage risk through the teams delivering our Prevention, Protection and Response activities. These functions are underpinned by a range of professional support services roles such as finance, human resources, health and safety, operational and technical support, and other business support functions. This includes a combined fire control centre shared with three other FRSs.

North West Fire Control (NWFC) handles all 999 calls made within Greater Manchester, Lancashire, Cheshire, and Cumbria and is responsible for effectively mobilising fire appliances and co-ordinating emergency incidents. The centre in Warrington is located with consideration of environmental risks such as flooding, and is purpose built to high resilience standards, allowing operation to continue in crises.

Integrated risk management planning ensures we assess the locations and availability of our resources to support effective and efficient deployment of our available resources. All our fire engines and firefighters are strategically located across Greater Manchester to ensure our fire engines arrive at incidents as quickly as possible. Under normal circumstances we have sufficient resources, but on occasions we can experience an extraordinarily high level of operational activity, which we call Spate Conditions. This is when the number of immediately available fire engines in our existing fleet may not be sufficient to deal with the number of calls being received. This increase in activity may be predictable, such as on Bonfire Night, or due to large scale weather events, such as flooding caused by heavy rainfall, or when multiple large or protracted incidents occur at the same time. In these situations, we prioritise emergency calls and incidents, where the risk is greatest, and if necessary, we can use mutual aid from neighbouring FRSs or via the National Coordination and Advisory Framework.

We also have plans in place to meet changes in the availability of staff, skills and resources that form part of the day-to-day management of the Service. However, on occasions, we can experience circumstances that affect our normal crewing levels and skills availability, such as increased absence or industrial action. As these occasions fall outside the normal circumstances, it would not be efficient or financially viable to permanently increase crewing levels to deal with such extraordinary situations. Therefore, the impact of reduced staffing levels and subsequent reduction in fire engines, known as Degradation, must be managed so that fire engines

are removed from operational use in a priority order. We have always had such a policy/guidance and it is regularly refreshed, and updated when we make any changes, for example, when the number or availability of fire engines is altered for a sustained period.



We currently operate two crewing systems. Our wholtime duty system ensures firefighters are available at stations spread across the county, 24/7 365 days per year and can be quickly mobilised to an emergency incident. Our day crewed stations have crews on station during core hours and become on-call outside core hours. Specialist officers also provide additional resource to support our operational response, when needed.

Following our review of Fire Cover arrangements, in November 2019 the outcome was to maintain the current crewing arrangement of five firefighters on the first fire engine and four firefighters on the second, with a minimum of 50 fire engines. The map details the locations of our fire engines and special appliances across our stations.

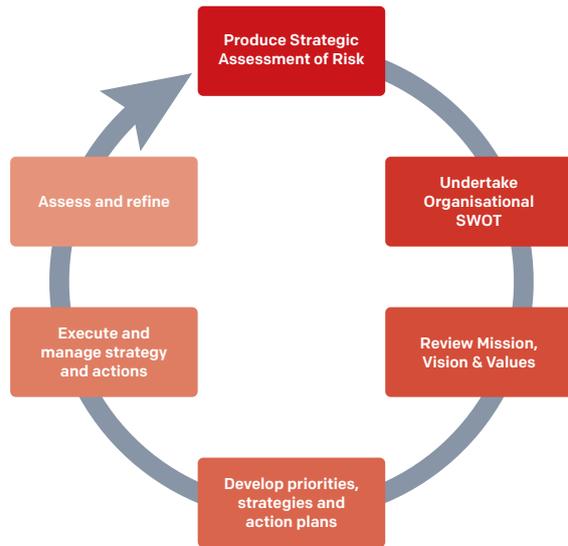
OUR PLANNING AND GOVERNANCE

Effective planning and governance are essential as they support the delivery of our strategic priorities and commitments, ensuring timely decision-making and enabling progress to be closely monitored and reported.

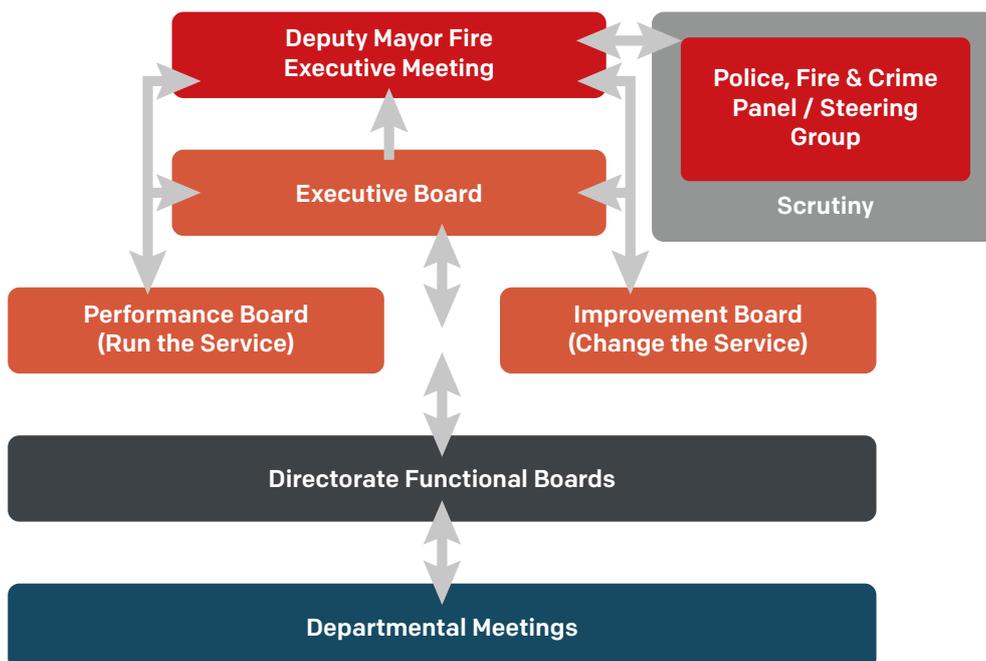
Our corporate planning cycle is designed to support our commitment to continual improvement through service excellence. Each year we undertake environmental scanning to consider the external influences and impacts on our Service and what action we must take. Our SAOR captures this information and is used to inform the development of both the Fire Plan and Annual Delivery Plan, which collectively set out the strategic direction of GMFRS and assist with the development of our action plans.

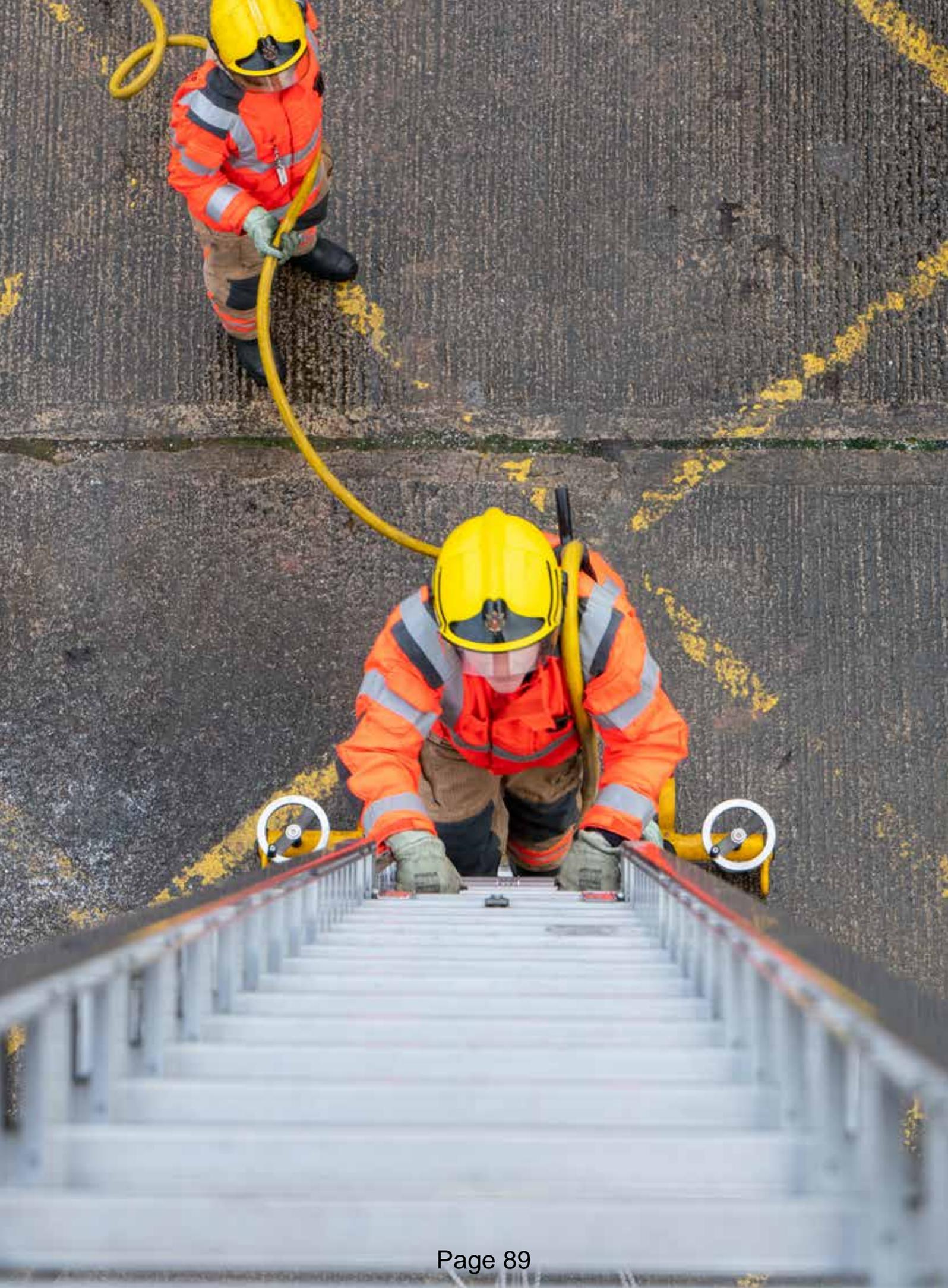
In line with the refreshed governance arrangements, quarterly planning days will take place with the Service Leadership Team, where we will review progress against our strategic priorities, analyse results, review new inputs, update, or create new strategies and feed any requirements into our annual budget process. We will also factor in external influences and the results of any FRS reports, which may have an impact on us.

Planning Cycle



Governance Structure

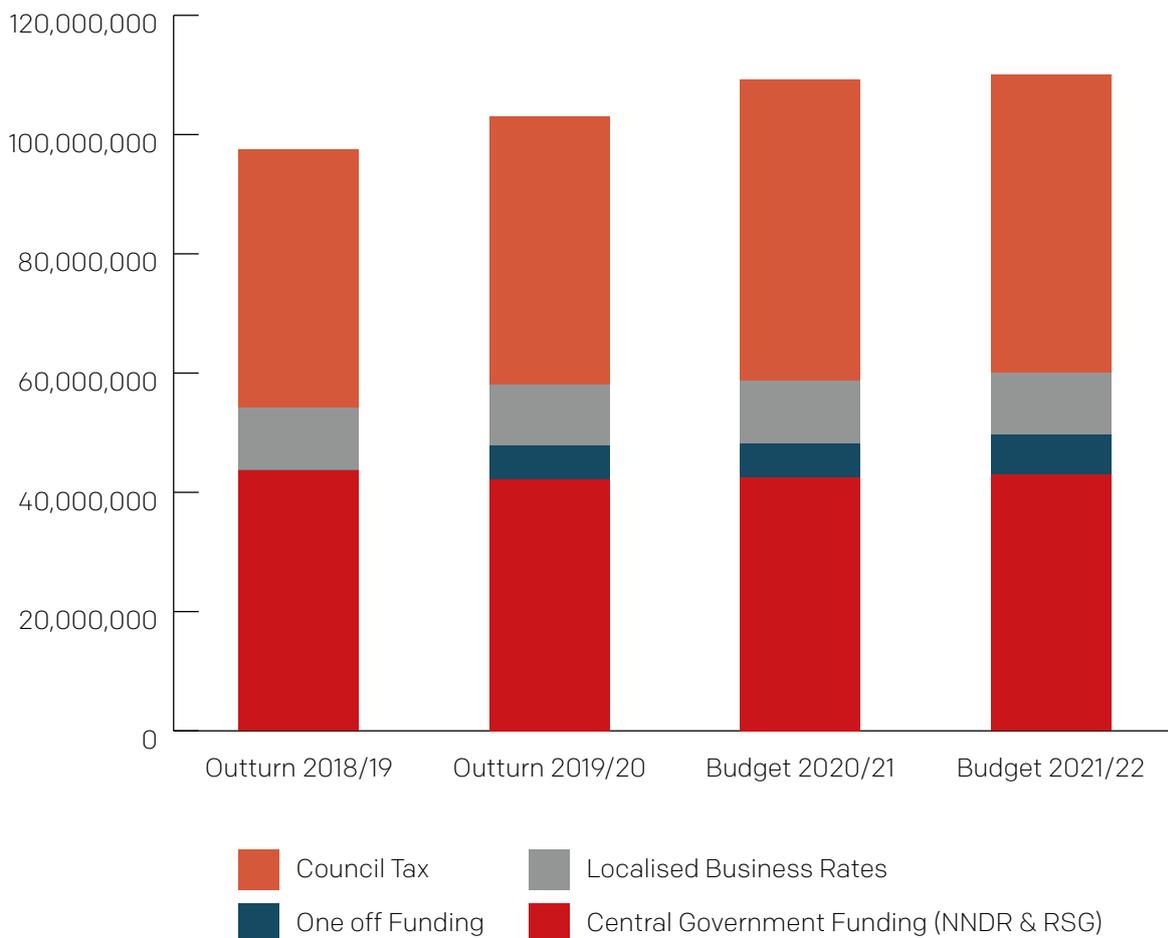




OUR FINANCES

The financial challenges GMFRS has faced over the last 10 years have been significant. Our central government grant has reduced by a third since 2010, from approximately £70m in 2010/11 to approximately £50m in 2019/20. During the same period, Greater Manchester has increased its contribution to GMFRS by £3m. Our Medium-Term Financial Plan considers the interdependencies of revenue budgets and capital investments, understands the role of reserves, and considers potential risks, ensuring that we undertake effective planning to operate within a balanced budget every year.

Our budget for the financial year 2021/22 was recently approved by GMCA. The approved budget is based on a 2020/21 baseline updated for inflation, known cost pressures, and agreed savings. As a result of the COVID-19 pandemic, the funding supporting the 2021/22 budget represented a one-year settlement from MHCLG. A Spending Review is expected for future years. The likelihood is that budget restrictions will continue, and we will also need to face the financial strains and pressures arising from the pandemic, which will likely affect GMFRS in the coming years.



We recognise the importance of continuing to reduce our costs and we are committed to delivering further efficiencies without compromising on the quality of services we deliver. Over the last two years, we have been undertaking a whole service review, focused on improving leadership and culture throughout the Service and ensuring we have the right resources in place to make the Service fit for the long-term future, keeping communities safe whilst delivering a sustainable, affordable emergency service.

At the outset, planned staff related savings in the PfC Outline Business Case amounted to £11.9m. Subsequently the Mayor deferred some operational changes due to the Grenfell Tower Inquiry and the Cube fire at Bolton for 2020/21 and 2021/22, as follows:

- » Maintaining the current pump numbers at 50 from April 2020
- » Delay the proposed change to crewing levels of 4 4:4, therefore maintaining current crewing arrangements of 5 4:4

This was funded by an increase in the Mayoral Precept (Fire and Rescue) for the financial year 2020/21 from £59.95 to £66.20 at Band D providing additional funding of £4.6m per annum. All other elements of the Service's efficiency programme covering Prevention, Protection and Enabling Services continue as planned, delivering savings of £5.9m. In the financial year 2021/22 and onwards it is intended to continue to review and identify further areas for efficiencies, a target has been set of £1.5m This will be used to fund cost pressures and to allow for re-investment in priority areas as required.

We are committed to investing in our Service, requirements for capital investment of £20.7m to facilitate the transformation of the Service and to support changes in fire cover were approved as part of PfC. Schemes included plans for new fire stations, development of BSTC and investment in technology to support transformational change within the Service. An Estates Strategy is being developed to determine where best to invest to improve our estate, this will comprise a combination of new fire stations, built with carbon neutrality in mind, and refurbishment to improve the overall standard and condition of our fire stations. Investment at BTSC has been approved, strategically unlocking the Training and Development Centre in Manchester going forward and allowing us to move to a single Training Centre. Investment in technology is ongoing, with schemes such as new MDTs, station AV kit and new station hardware evidencing the approach to support secure and mobile working and improving the way our people work through better digital solutions.

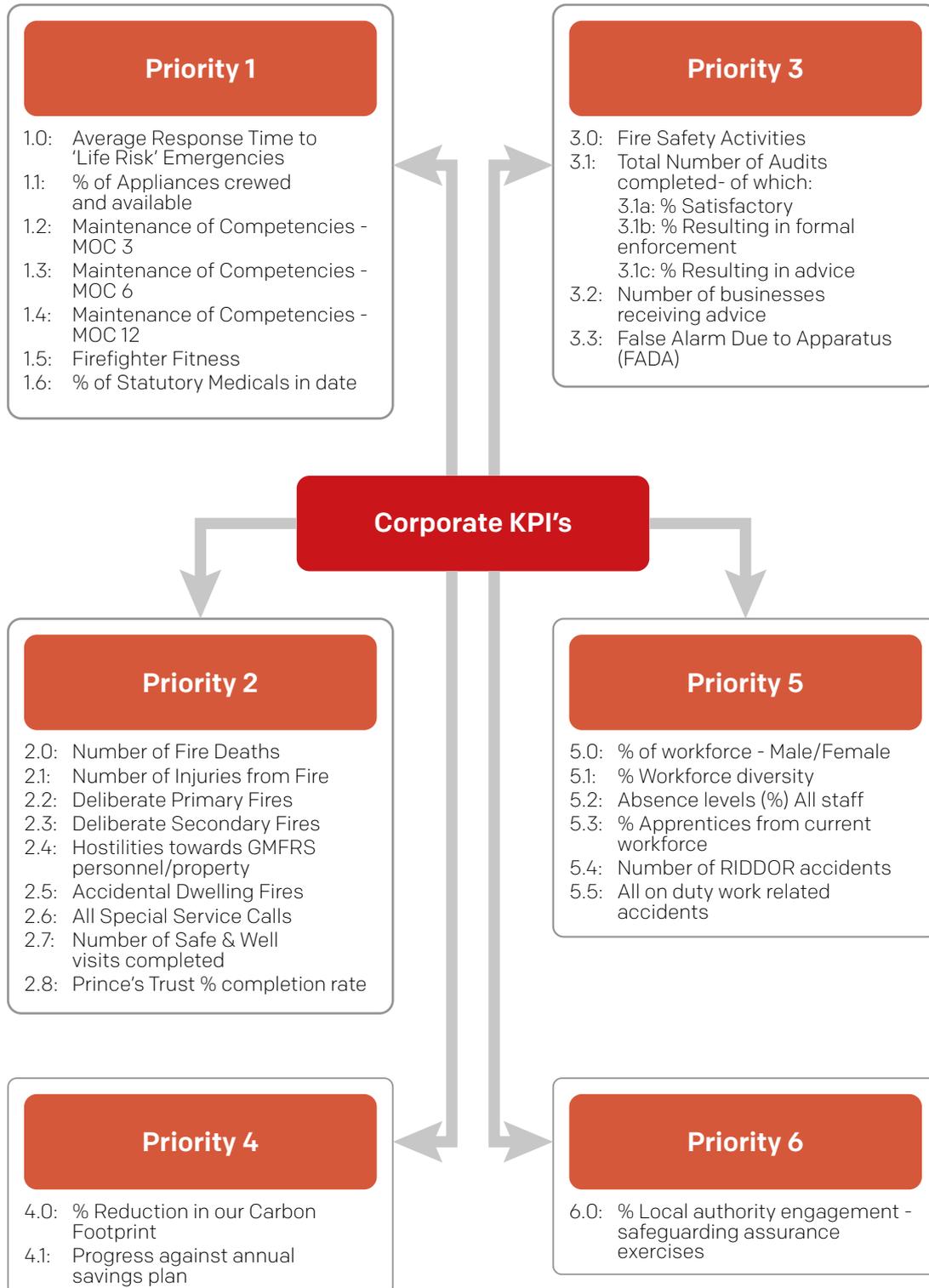
The table overleaf sets out how our change activity for 2021/22 maps to the Fire Plan priorities and delivers against the HMICFRS inspection framework.

| Efficiencies | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | Total |
|-----------------------------------|---------|---------|---------|---------|---------|--------|
| | £'000 | £'000 | £'000 | £'000 | £'000 | £'000 |
| Original Plan (PfC OBC) | 930 | 944 | 2,921 | 1,791 | 5,294 | 11,880 |
| Precept Increase | | -4,688 | | | | -4,688 |
| New Efficiency Target | | | | | | 7,192 |
| OBC Efficiencies Delivered | 930 | 944 | 1,463 | 0 | 0 | 3,337 |
| General Savings | 1,978 | -915 | 1,394 | 0 | 0 | 2,457 |
| Total Savings Delivered | 2,908 | 29 | 2,857 | 0 | 0 | 5,794 |
| Savings Target Remaining | | | | 1,398 | | 1,398 |

LINKING OUR PRIORITIES

| Fire Plan Priority | GMFRS Change Priority | HMICFRS Framework |
|--|--|--|
| P1 Provide a fast, safe and effective response | Investing in Front-Line delivery | Effectiveness 1.4 Responding to fires and other emergencies |
| P2 Help people reduce the risks of fires and other emergencies | Improving and enhancing our Prevention and Youth Engagement Delivery | Effectiveness 1.2 Preventing fires and other risks |
| P3 Help protect the built environment | Improving and enhancing our Protection delivery | Effectiveness 1.1 Understanding the risk of fire and other emergencies 1.3 Protecting the public through fire regulation |
| | Protecting the Built Environment | Effectiveness 1.3 Protecting the public through fire regulation |
| P4 Use resources sustainably and deliver the most value | Investing in our Buildings | Efficiency 2.1 Making best use of resources |
| | Re-investing for the Future | Efficiency 2.1 Making best use of resources 2.2 Making the FRS affordable now and in the future |
| | Environmental Sustainability | Efficiency 2.1 Making best use of resources |
| P5 Develop a culture of excellence, equality and inclusivity | Recruitment & Apprenticeships | People 3.2 Getting the right people with the right skills 3.4 Managing performance and developing leaders |
| P6 Integrate our services in every locality with those of partner agencies | Partnership Working | Effectiveness 1.1 Understanding the risk of fire and other emergencies 1.2 Preventing fires and other risks 1.4 Responding to fires and other emergencies 1.5 Responding to national risks Efficiency 2.1 Making best use of resources |

HOW WE WILL MEASURE OUR SUCCESS



CORPORATE RISK AND ASSURANCE

Corporate Risk Management is an integral part of the day-to-day operations and management of our organisation and a robust risk management process assists in safeguarding our assets and reputation to deliver our strategic objectives and ambitions.

The Risk Management Framework sets out how we expect risk to be managed. It explains how risk exists at all levels of GMFRS and sets out the responsibilities of all employees regarding capturing and managing risk and links into GMCA the processes

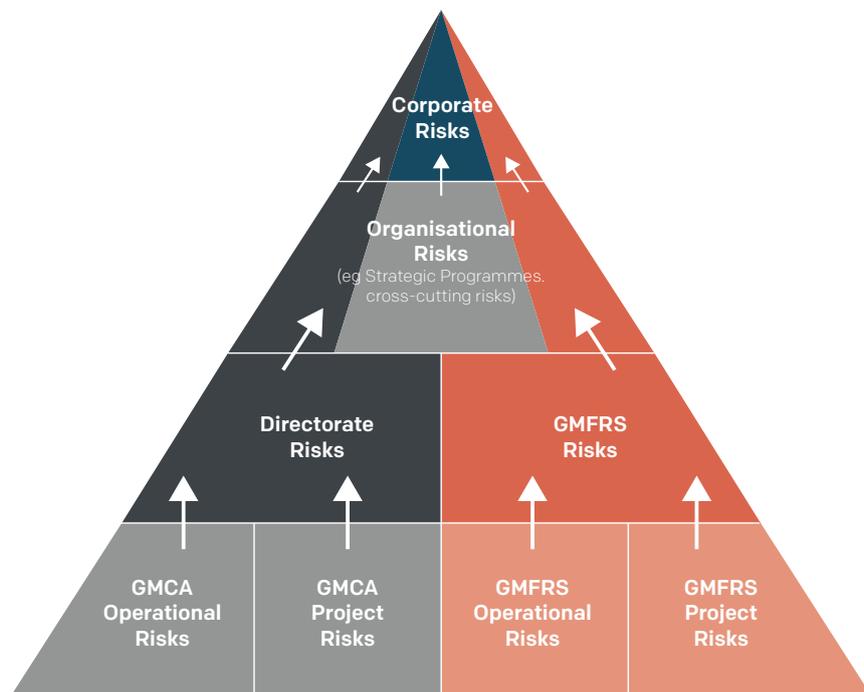
We carry out assurance activities to ensure we are delivering high quality services whilst spending money as effectively as possible. Our Annual Statement of Assurance summarises our assurance documents covering all aspects of service delivery: response; prevention and protection; business continuity; financial; governance; performance management and external assessment. The work undertaken by our internal and external auditors provides assurance to the Mayor, Deputy Mayor and Combined Authority.

HMICFRS

In 2018, HMICFRS undertook its first round of inspections, assessing FRSs against three pillars – effectiveness, efficiency and people - and all reports have been published. GMFRS’ inspection took place in November 2018 and the Service was graded as ‘Requires Improvement’ in a number of areas.

Following a review of HMICFRS’ findings we developed an Improvement Action Plan. A considerable amount of progress has been made and work will continue to deliver the necessary improvements, reporting progress through our new governance arrangements.

We are committed to continuing to seek opportunities to identify and implement best practice, building on the achievements so far and continuing to embed improvements ahead of our next inspection, due to commence in June 2021.





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FIRE AND RESCUE SERVICE**



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