

## **GREATER MANCHESTER POLICE, FIRE AND CRIME PANEL**

**Date:** 15 March 2022  
**Subject:** GMFRS HMICFRS Inspection 2021/22  
**Report of:** Ben Norman, Deputy Chief Fire Officer

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### **Purpose**

The purpose of this report is to provide a summary of the recently published Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) Greater Manchester Fire & Rescue (GMFRS) 2021 round 2 inspection report published on 15th December 2021. It also sets out the HMICFRS report outcomes and the ongoing action to support improvement.

### **Recommendations**

1. The panel is asked to:
  - a. Acknowledge the outcomes and headlines of the HMICFRS 2021 Round 2 inspection report.
  - b. Note the actions in Appendix A to address the 'areas for improvement'.
  - c. Support the activities to produce a detailed Improvement Action Plan that will be linked to the relevant directorate action plans.

### **Contact Officers**

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## Implications

Risk Management – Paras 6, 9 & 13

Legal Considerations – N/A

Financial Consequences – N/A

## Background Papers

[HMICFRS Tranche 1 Inspections](#)

[HMICFRS Annual State of Fire 2021 report](#)

[GMFRS Inspection Report](#)

## Introduction

1. GMFRS was formally notified on the 14th January 2021, that it had been placed in Tranche 1 of the 2021/22 inspection programme, with formal inspection activities commencing on the 7th June 2021, and concluded on the 23rd July 2021 with the CFO debrief.
2. GMFRS received a copy of the draft report for its Pre-Publication Check (PPC) in October 2021. Feedback and comments in response to the PPC were provided to the HMICFRS, and of the 8 comments submitted:
  - 6 were ‘accepted’ and changes made
  - 1 was ‘partially accepted’ and the respective narrative changed
  - 1 (MTA) was ‘noted’ and a ‘separate email sent regarding this’
3. HMICFRS grades FRSs using the following categories of graded judgment:
  - Outstanding
  - Good
  - Requires Improvement
  - Inadequate
4. The table below details the current and previous graded judgements:

Pillar	2020/21 Inspection	2018/19 Inspection
 <b>Effectiveness</b>	 Requires improvement	 Requires improvement
Understanding fires and other risks	 Good	 Good

Preventing fires and other risks	Requires improvement	Requires improvement
Protecting the public through fire regulation	Requires improvement	Requires improvement
Responding to fires and other emergencies	Good	Good
Responding to major and multi-agency incidents	Requires improvement	Requires improvement

<b>Efficiency</b>	Requires improvement	Requires improvement
Making best use of resources	Requires improvement	Requires improvement
Future affordability	Good	Good

<b>People</b>	Good	Requires Improvement
Promoting the right values and culture	Good	Requires Improvement
Getting the right people with the right skills	Good	Requires Improvement
Ensuring fairness and promoting diversity	Good	Inadequate
Managing performance and developing leaders	Requires Improvement	Requires Improvement

5. Under these three pillars the inspection report gives a grading for each of the 11 areas;
- Good (6)
  - Requires improvement (5)
  - Inadequate (0)

## Report Headlines

6. The HMICFS found that GMFRS “is good at looking after its staff, promoting its values, and understanding of fire and other risks”. However, a ‘cause of concern’ was received regarding how we respond to, and train staff for Marauding Terrorist Attacks (MTAs).
7. There are a number of areas highlighted, where HMICFRS have stated GMFRS need to make improvements, specifically “*it requires improvement at preventing fires and other risks; protecting the public through fire regulation; responding to major and multi-agency incidents; and making the best use of its money*”.

8. The inspection report recognises the progress made in terms of equality, diversity, and inclusion (EDI), but also the confidence that staff across the Service have in the new service leadership team.
9. The report further contains 16 'areas for improvement' and one 'cause of concern'. These are across all areas of inspection with the exception of two areas (Making the FRS affordable now and in the future, Getting the right people with the right skills) not containing any areas of improvement.
10. The inspection report identifies two areas of 'innovative practice', these are:
  - An app to display operational flashcards on both mobile data terminals and officers' mobile phones. This allows instant access to standard operating procedures. (pg.9)
  - The service has introduced a Freedom to Speak Guardian – an initiative used by the NHS – for staff to have an informal way to give feedback to the service. (pg.34).
11. Also recognised is the significant progress GMFRS has made under the People pillar, moving from Requires Improvement to Good. The HMICFRS have removed (resolved) the cause of concern for the People pillar issued in 2019 based on the evidence obtained and demonstrated during the 2021 inspection. We have also made substantial progress with regards ensuring fairness and promoting diversity, where we have moved from Inadequate to Good.
12. There are a number of reoccurring 'areas of improvement' that were originally identified during the 2019 inspection, these include, but not limited to;
  - **Effectiveness - Prevention** – *“The service needs to target its most vulnerable people for home fire safety visits”* (pg. 12)
  - **Effectiveness - Protection** – *“The service should ensure it allocates enough resources to a prioritised and risk-based inspection programme”*. (pg. 14)
  - **People** – *“The Service should put in place an open and fair process to identify, develop and support high-potential staff and aspiring leaders”* (pg. 36)
13. Alongside the inspection report HMICFRS have issued an 'assessment of progress' letter (in addition to the main report) against the 'cause of concern' issued by the HMICFRS in 2019, regarding the MTA capability of GMFRS. In response to this, in October 2021, GMFRS provided the HMICFRS with an MTA business case and implementation plan.
14. Following the positive outcome of the February ballot vote, our MTA project Team will work closely with colleagues across the Service to implement the proposal, which will deliver a well-trained, well equipped, well exercised, resilient capability.
15. HMICFRS are due to return in the spring of 2022 to review progress against the 'cause of concern' for MTA, but ahead of this, regular updates and communication regarding our progress will be provided to our SLL.

## **Areas for Improvement**

16. The specific areas for improvement identified by the HMICFRS (by pillar) including the actions underway to address the areas for improvement are set out in the table found at Appendix A.

## **Next Steps**

17. HMICFRS will require evidence of progress against the Cause of Concern when they return to GMFRS in the spring of 2022. Dialogue is currently ongoing with the SLO and SLL to clarify the requirements to support internal activities and ongoing communication ahead of their revisit.

18. Work is continuing with Directorates to map out in detail all the activities required to address the 'areas for improvement' and a detailed Improvement Action Plan will be developed, with all activities linked to the relevant directorate action plans.

19. Directorate action plans and the delivery against the Annual Delivery Plan (ADP) will be monitored, reported, and tracked through the existing governance arrangements. Progress updates against the areas outlined in the inspection report will be published on our website on a quarterly basis.

HMICFRS Pillar - Effectiveness	Actions
<b>The Service should:</b>	
<ol style="list-style-type: none"> <li>1. Ensure it records relevant and up-to-date risk information to help protect firefighters, the public and property during an emergency.</li> <li>2. Ensure it allocates enough resources to a prioritised and risk-based inspection programme.</li> <li>3. Ensure it allocates enough resources to respond effectively and in time to statutory building control consultations</li> <li>4. Assure itself that risk assessments are accurately recorded and passed to oncoming crews.</li> <li>5. Ensure it targets its prevention work at people most at risk, including those from hard-to-reach groups.</li> <li>6. Evaluate its prevention activity, so it understands what works.</li> <li>7. Ensure it has an effective system for learning from operational incidents.</li> <li>8. Ensure it is well-prepared to form part of a multi-agency response to an incident and all relevant staff know how to apply Joint Emergency Services Interoperability Principles (JESIP).</li> </ol>	<ul style="list-style-type: none"> <li>• Three new Corporate Strategies are currently in development – Prevention, Protection and Response Strategy 2022-25</li> <li>• Ongoing recruitment of Fire Safety Regulators</li> <li>• Ensuring that Building Control Bodies send all relevant information to ensure GMFRS can respond quickly and with relevant information</li> <li>• Refining procedures to free up Fire Safety Regulators to undertake more inspections</li> <li>• Further developing our Business Engagement Strategy to create more avenues for businesses to access information and advice</li> <li>• Implementing changes to support Operational Crews to gather information on high risk buildings and supporting training on emerging construction trends and building risks</li> <li>• Continuing to support the GM High Rise and Building Safety Task Force including proactively supporting residents and delivering a further £2.5m for the next phase of the Waking Watch Relief Fund for DLUHC.</li> <li>• Launching of new Home Fire Safety Assessment</li> <li>• New Evaluation Framework &amp; evaluation plans for each project in place</li> <li>• Seeking opportunities to increase targeted groups accessing prevention education programmes at Bury TASC</li> <li>• Improved Safeguarding training and policy</li> <li>• Exploring opportunities to expand Prince’s Trust Programme</li> <li>• Exploring technologies to support identifying people most at risk, education, and messaging.</li> </ul>

**HMICFRS Pillar - Effectiveness**

**The Service should:**

**Actions**

- 5 new fire appliances and 2 special appliances introduced into the Service
- New patient assessment form rolled out to operational crews
- Ongoing investment in our Estates, with Phase one underway.
- Implementation of a universal approach to improve the capacity and capability of our response to a terrorist incident (MTA). All firefighters will be trained, and fire engines appropriately equipped to respond to these types of incidents
- New Active Monitoring System (AMS) providing an improved operational learning and recording system
- Analytical Risk Assessment module on the AMS is currently in development - this is anticipated to be launched by the end of Feb 2022. Training will be rolled out to all operational Level 1 Commanders and an awareness session for all Level 2-3 Commanders.
- Recording of special appliance training in place.
- Improved governance for organisational learnings, with the introduction of an Operational Learning Group and Operational Improvement Steering Group.
- Enhancing Local Resilience Forum (LRF) through a dedicated resource.
- Implementation of the JESIP Doctrine within GMFRS is managed through MiPlace learning and development system, demonstrating a consistent commitment to interoperable working. There is still work to be done to fully ingrain JESIP as part of the culture of the service.
- GMFRS is demonstrating a consistent commitment to interoperable service delivery. There is strong evidence this is translating across all Middle and Senior Managers but not yet full embedded as part of the service culture.
- Annual Strategic Assessment of Risk (SAoR) utilised to develop our ADP and directorate / borough / station action plans in response to GM risks.
- Borough Risk Profiles produced for Service Delivery to assist in effectively identifying and responding to risks in local areas.

**HMICFRS Pillar – Efficiency**

**The Service should:**

1. The service should have effective measures in place to assure itself that its workforce is productive and that their time is used as efficiently and effectively as possible to meet the priorities in the IRMP.
2. The service should ensure it effectively monitors, reviews, and evaluates the benefits and outcomes of any collaboration activity.
3. The service should assure itself that its IT systems are resilient, reliable, accurate and accessible.

**Actions**

- New Home Fire Safety Assessment launched, with online triage system.
- Utilising the NFCC Framework we will instigate a Productivity Project to review the efficiencies and effectiveness of our working practices.
- Evaluation Framework now in place, ensuring effective assessments are undertaken and lessons learned. All current and future Annual Delivery Plan activities will have a robust evaluation plan produced, with a proportionate approach applied across all other directorate action plan activities.
- Improved governance arrangements in place, including a refreshed Project Management Framework and toolkit, to support effective delivery of priority improvement projects, benefits mapping and evaluation plans.
- Development and implementation of a brand new Intranet system tailored specifically to GMFRS.
- Delivery and implementation of a new Accident Reporting System.
- Roll out of second Mobile Data Terminals (MDTs) across all fire engines, to improve our agility, operational capabilities, and awareness
- Review the current Contact Centre system, identifying opportunities to streamline and improve capabilities.
- Increase the use of multimedia and video conferencing equipment on stations for staff training, engagement activities and community partnership working.
- Incident Recording System project underway to review and identify opportunities to improve recording of incident, accuracy of data and quality performance reports.

**HMICFRS Pillar – People**

**The Service should:**

1. The service should assure itself that senior managers demonstrate service values through their behaviours.
2. The service should review how effective its policy on bullying, harassment and discrimination is in reducing unacceptable behaviour towards its staff.
3. The service should improve staff understanding of the purpose and benefits of positive action.
4. The service should improve all staff understanding and application of the performance development review process.
5. The service should put in place an open and fair process to identify, develop, and support high-potential staff and aspiring leaders.

**Actions**

- Implement our new Equality, Diversity, and Inclusion Strategy 2022-25
- Develop and embed our leadership development programme across all levels aligned to the NFCC Leadership Framework:
  - Development and implementation of a specific Frontline Leaders Course [FF-CM-WM] for new entrants into these roles
  - Implementation of our Leadership Development Framework that sets out our leadership development offer for supervisory, middle, and strategic management levels.
  - Commence work with NFCC on a Direct Entry Scheme at Middle Management Level.
- Launch of our Diverse Leadership Programme to ensure staff from under-represented groups realise their full potential and support diverse talent at all management levels.
- Implement the new Talent Management Strategy:
  - A progressive and inclusive recruitment and apprenticeship strategy
  - Launch of the Promotions and Leadership Development Framework, that identifies high-potential staff and supports aspiring leaders to develop and progress within the organisation.
  - Embed Personal Reflective Appraisals across the organisation
- Build on the success of the Engaged Leaders Sessions, extending this to all staff, actively gathering their feedback, responding and, where possible, taking the appropriate action.
- Ongoing engagement with the workforce through the BHeard Survey by listening to themes emerging and working with leaders and managers to address these.
- Launch a Mutual Mentoring Programme to further support staff and maximise opportunities for growth at all levels.

HMICFRS Pillar – People	Actions
<b>The Service should:</b>	
	<ul style="list-style-type: none"><li>• Build on the values framework, to support the workforce to deliver and embed the Fire Standards</li><li>• Continue to embed the Code of Ethics into all areas of the Service, evidenced through our behaviours, policies, and processes.</li><li>• Review and update the ‘People’ policies and procedures, and evaluate effective application of these across the Service, identifying opportunities for improvement through staff feedback.</li></ul>