

# **Framework for Integrated and Place Based Working** 2022 - 2025

### **1. Introduction**

### This Framework outlines Greater Manchester Fire and Rescue Service's offer to help deliver integrated and place-based working.

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 the silos that exist between different organisations and create a "one public service" model that is preventative and person-centred, providing the best outcomes for the people of Greater Manchester.

The Service's commitment to implementing an integrated, place based approach to reducing and responding to emergencies is embedded in the Fire Plan 2021-25 and defined in Priority 6, which commits to integrating our services in every locality, with those of partner agencies. This Framework also aligns to the Greater Manchester model for reforming public services, which is built around the principles of community voice; use of assets; early intervention and behaviour change; evidence-based targeting of resources; and the development of a person-centred approach.

Greater Manchester Fire & Rescue Service (GMFRS) already works in an integrated way with other blue light services at emergencies, particularly large scale incidents such as flooding, wildfires and serious road traffic collisions. Responding effectively to emergencies remains our priority function. This Framework commits to maintaining and improving our integrated approach and applying it more broadly where possible. For GMFRS, place-based working is about delivering a more integrated approach to tackling the specific issues in local areas. These issues are wide-ranging and could include a high number of vulnerable residents; an increased risk of flooding; or problems with anti-social behaviour such as deliberate fire-setting. This Framework identifies the resources we have in each local area and commits to providing them with the skills and authority to develop joint solutions to local issues in partnership with communities and other public services.

GMFRS has developed 30 pledges to our partners and our communities to deliver services in a more integrated way and in response to specific local risks. These pledges are captured throughout the document in red boxes.



## 2. Making it happen

As a service embedded at the centre of local communities, GMFRS is well placed to support our public, voluntary and community sector partners in addressing complex issues and major incidents, whilst placing the individual or community at the centre of what we do. We need to introduce a series of measures to make place based working a reality for local communities and for our workforce. Both at a locality and a neighbourhood level, GMFRS will support its staff to play their full role in partnerships and to work with local communities.

The most important asset GMFRS possesses in the delivery of this Framework is our staff and volunteers. Many of our staff live and work in their local communities and are the most effective ambassadors for change. We must give our workforce the tools and authority to engage and support partners and the local population to increase opportunities and improve outcomes for all our communities. To support the delivery of our offer set out in this Framework, Area based Group and Station Managers will lead GMFRS Locality Teams. They will provide system leadership and attend appropriate place-based meetings, with operational personnel fulfilling various place based delivery roles to support partnership and integrated working. These Locality Teams will be supported by corporate services located in GMFRS to help realise the principles of the Greater Manchester Place Based Model. Where possible, we will align our area management structures and delivery teams with place based partnership structures to provide a person centred approach to services as part of the wider locality plan.

To embed place-based working, GMFRS will set out a comprehensive training, learning and workforce development plan for our staff. As part of improving our approach, we will devolve the management and delivery of place based working to locality leadership teams and their operational staff. Our adoption of the National Fire Chiefs Council (NFCC) Equality, Diversity and Inclusion Strategy will help us ensure all individuals and community groups can easily access our services and feel valued as we work together to promote safer communities.

### **3. Locality Teams**

The delivery of place based activities will be undertaken predominantly by our frontline Firefighters, Fire Safety, and Community Safety Teams, supported by our volunteers and Area Management Teams. These groups of staff collectively make up our locality teams.

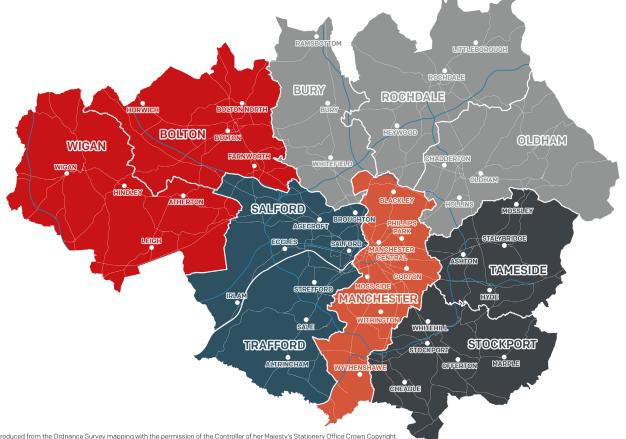
Effective delivery of place based working will require excellent leadership of our locality teams, at all levels. Our Area Based Group Managers will provide strategic leadership and accountability across localities, and will be a key contact within Community Safety Partnerships for local authorities and other stakeholders. These Group Managers provide direction and oversight of all resources and activities that take place across the Boroughs under their responsibility.

Our Group Managers will be proactive in identifying and assessing risk in their localities. They will focus activities and resources to target the most vulnerable in the community, reducing this risk by developing and driving forward local solutions with our partners. These activities will be identified in our Area Action Plans. Group Managers are supported by a team of Station Managers who will provide visible leadership and will be the primary contact for partners. Station Managers provide direction to the operational crews working at fire stations under their responsibility and can request additional support from our Prevention and Protection teams.

The contact section here highlights the Area Based Group Manager for each respective Borough. Further contact information can be found on our website manchesterfire.gov.uk under the 'Contact Us' section.

# Strategic Leads

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### 4. Our offer

The threats in our region 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 we must try and mitigate, plan for, and respond to.

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. New business neighbourhoods are being created, whilst the increasing population and the lack of homes requires house-building on a huge scale, in line with the region's spatial plans.

Preventing and tackling emergencies is most effectively achieved by joint planning, intervention, training and responding with other agencies.



### **5. Resilience**

To ensure we are ready when an emergency occurs, we need to be resilient. Resilience is about having the right number of resources ready to respond at the right time when an emergency occurs. When large-scale and complex incidents occur this can require support from other fire services and agencies.

At the height of the region's moorland fires in 2018, 57 fire engines and 220 firefighters were in operation across Greater Manchester. The fires required support from 15 other fire and rescue services, some 100 soldiers, and the United Utilities helicopter. GMFRS also supported Lancashire Fire and Rescue Service to protect the vital communications infrastructure on Winter Hill.

GMFRS will ensure 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 to other fire services, locally, nationally and internationally.

As well as helping provide resilience, our volunteer programmes allow us to provide members with skills and experiences. They are also an effective way of improving the intelligence we have about the risks in our communities, and increasing the amount of influence residents have on how we deliver services. We will recruit and support a diverse group of volunteers who are representative of all our communities.

# 6. Planning

GMFRS works closely with the multi-agency Greater Manchester Resilience Forum and individual organisations to identify and share large-scale threats to our communities and develop joint plans to mitigate, respond to, and recover from them.

We will dedicate 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.

GMFRS updates its understanding of the threats our communities face through its Strategic Assessment of Risk. We will work with our partners in blue light services, local authorities and Health to ensure that intelligence and risk related information is routinely but securely shared, ensuring all Greater Manchester's public services have a complete picture of the threats and foreseeable risks our communities face. This will help us deliver safety work where it is needed most and be better prepared when an emergency occurs.

We will establish data and intelligence sharing agreements with our key strategic partners at a locality level to develop an accurate and shared understanding of vulnerability and risk to better target our resources.

We want to empower staff to make decisions and improvements themselves. 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 tackle them most effectively. It is vital we provide staff with the skills and support to be able to do this successfully. These plans will use local intelligence to help mitigate and respond to specific neighbourhood risks.

We will create an environment where staff have the skills and support to develop place-based initiatives with partners, within a framework that provides consistency and accountability.



GMFRS is striving to create a new relationship between public services and citizens, communities and businesses that enables shared decision making, democratic accountability and voice, genuine coproduction and joint delivery of services. As a fire service we need to represent the people we serve. 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. This will involve outreach work in all our communities to demonstrate the fire service can be representative and 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. Our new Engagement Toolkit has been designed to create high quality, effective and meaningful engagement, involving people to inform decisions and direction.

We will engage more effectively with our diverse communities, challenging external perceptions with outreach work to attract, recruit and retain a workforce and volunteer team that is more representative of the people of Greater Manchester.

We will develop a process to capture and evaluate feedback from staff and service users to ensure all voices are utilised to identify improvement opportunities.





# 7. Training

Large-scale and complex 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).

We will continue to invest in our Bury Training Centre to create a state-of-the-art training facility encompassing Incident Command and Leadership Academies.

Our aim is for this to become a focal point for the development of our frontline staff, and to support the training of other staff groups and organisations.



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.

Structures for integrated and place-based working already exist across Greater Manchester. Community Safety Partnerships bring together different public services to address local problems collectively. Placebased 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 will work in a more integrated way with partners to deliver joint responses to local problems, including the allocation of a Group Manager to all community safety partnerships and the resourcing of place-based teams and joint initiatives where appropriate.



GMFRS will establish a 'what works' forum comprising prevention, protection and response leads from GMFRS and external partners where appropriate, to consider how we reduce fire and emergency incidents in Greater Manchester.



# 9. Prevention campaigns and programmes

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.

We will align our prevention activities with our partners and embed 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.

We will publish an annual calendar of campaigns and work with partners to support locality driven campaigns to promote safer behaviours.

This will create greater awareness of our forthcoming programme of prevention initiatives in our communities and with our partners.

Our Home Fire Safety Assessments (HFSA) will be risk-focussed and target the most vulnerable in our communities.

We will adopt a person-centred process that is tailored to the needs of the individual, aligned to the NFCC person centred framework.

We will support 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.

We will work with partners across Greater Manchester to reduce the number and severity of Road Traffic Collisions through education campaigns and targeted events, supporting the Safe Drive Stay Alive campaign.



We will deliver and support a variety of all age education programmes designed to reduce the number and severity of fire related incidents, including the adoption and use of the NFCC Staywise web based platform with all Greater Manchester educational establishments. We will expand our youth engagement schemes and ensure they also help deliver the region's wider commitments to young people, providing the best possible outcomes to participants and communities.

Our Cadet, FireFly and FireTeam programmes are operational programmes for young people based around firefighting activities and classroom sessions focused on fire, road and/or water safety.

Fire Smart, our fire setter programme works directly with young people and their families by offering confidential, 1:1 or group sessions, providing education and risk management advice to families and professionals working with anyone aged 17 years and under who may be exhibiting signs of fire setting behaviour.

Our Bury Training & Safety Centre offers a curriculum enhancing, immersive and interactive learning environment that supports the work of schools and emergency services. Visitors will learn how to protect themselves against fire and other dangers and what to do in an emergency

We will maintain and develop a range of education and safety programmes.



- Fire Cadets, FireFly and FireTeam
- Princes Trust programmes at Bolton, Manchester, and Stockport, with further programmes to be added
- Fire Setters programmes
- A full educational programme delivered through our Bury Training Centre for higher risk individuals and groups

# 10. Protecting the built and natural environment

### The built environment

If buildings are constructed correctly, they are expected to perform in a certain way in a fire. 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.

In response to this increased threat within our built environment, Mayor Andy Burnham created the Greater Manchester High Rise and Building Safety 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. The Task Force also engages with our residents, using their 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.

We will provide an integrated focus on the built environment through the High Rise and Building Safety Task Force that includes continued engagement with our residents.



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.

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.

We will work 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.

We will provide an integrated approach to building regulation to support businesses to keep their buildings safe.



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.

GMFRS will work with partners to 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.



To maintain an awareness of varying risks, it is also vital that we understand and relate to all of our communities. This is best achieved by an organisation that represents and listens to all of the communities it serves.

We will ensure 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. We will take a co-ordinated approach with partners to reduce the risk for vulnerable residents, ensuring that accommodation in regulated premises is safe from fire and embedding prevention in the provision of specialised housing.

We will work with the Greater Manchester Health and Social Care Partnership to coproduce a GM standard for fire safety in supported housing.

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

We will deliver an integrated approach to fire investigation, as well as enforcement and prosecutorial action when necessary, to ensure the safety of the users of a building, and the safety of the environment around it.

### The natural environment

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 weather 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. We will embed 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.

Wildfires, including peatland fires, not only release huge quantities of trapped CO2, but also reduce the amount captured in the future. Peatland fires also reduce the landscape's ability to absorb rainwater, increasing the chances of wide-area flooding.

We will work with partners to reduce the number of wildfires that occur in Greater Manchester.





### **11. Assets**

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, to provide maximum value to the public.

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 has 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 (PPE). The PPE taskforce has been responsible for procuring and distributing millions of items of PPE to all the region's social care providers, emergency services, GPs, pharmacies and others.

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. 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. It 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.

We will work 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.



We will maintain our emergency planning functions and learning from the Covid pandemic, to ensure we are ready to step up and respond to pandemic or endemic emergencies once again if required.

# 12. Ambitions for future integration

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, 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; searches for missing persons; and resources for programmes that tackle organised crime and modern slavery. 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 will deliver a more ambitious blue light collaboration programme, using the working group with Greater Manchester Police and North West Ambulance Service to explore the integration of training, service delivery and estates.

### 13. Outcomes

### The objectives of the Fire Plan are 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 aim of this Framework is to help deliver these outcomes as efficiently and effectively as possible by breaking down the silos that exist between different organisations and create a "one public service" model that is preventative, person-centred and provides the best value for the people of Greater Manchester.

#### The successful application of this Framework will help ensure GMFRS has:

- 1. The resilience to respond quickly, safely and effectively to all emergency incidents whatever their scale, and provide support to other fire and rescue services.
- 2. Well-rehearsed plans in place with other blue light services and agencies to reduce the risk of large-scale emergencies from happening and be ready to respond effectively together if they do.
- **3.** A shared and accurate understanding of the risks our region faces and the most effective way of tackling them together.
- **4.** A shared use of people and assets that provides the greatest value to the public with the least impact on the environment.
- Staff with the skills and authority to develop locality plans with partners and communities to address place-specific issues.
- 6. A workforce that is more representative of the people of Greater Manchester.
- 7. The systems to analyse and implement the views of our staff and communities as part of a wider culture of continuous service improvement.
- 8. Programmes in place that improve the safety and life chances of all our residents throughout their lives.

Provide a fast, safe, and effective response	Help people reduce the risks of fires and other emergencies	Help protect the built environment	
Use resources sustainably and deliver the most value	Develop a culture of excellence, equality, and inclusivity	Integrate our services in every locality with those of partner agencies	
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GMFRS will ensure 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 to other fires services, locally, nationally and internationally.	We will dedicate 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.	We will establish data and intelligence sharing agreements with our key strategic partners at locality level to develop an accura and shared understanding of vulnerability and risk to better target our resources.	
We will create an environment where staff have the skills and support to develop place-based initiatives with partners, within a framework that provides consistency and accountability.	We will engage all our communities and partners in the development of locality plans and use this intelligence to understand and target all our communities with safety messages and campaigns.	We will engage more effectively with our diverse communities, challenging external perceptions with outreach work to attract, recruit and retain a workforce and volunteer team that is more representative of the people of Greater Manchester.	
We will develop a process to capture and evaluate feedback from staff and service users to ensure all voices are utilised to identify improvement opportunities.	We will become a learning organisation, embedding improvements in response to our own performance as well as implementing recommendations and best practice from other organisations and stakeholders.	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	
We will continue to invest in our Bury Training Centre to create a state-of-the-art training facility encompassing Incident Command and Leadership Academies.	GMFRS will work in a more integrated way with partners to deliver joint responses to local problems, including the allocation of a Group Manager to all community safety partnerships and the resourcing of place-based teams and joint initiatives where appropriate.	GMFRS will establish a 'what works' forum comprising prevention, protection and response leads from GMFRS and external partners where appropriate, to consider how we reduce fire and emergency incidents in Greater Manchester	
We will align our prevention activities with our partners and embed 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.	We will publish an annual calendar of campaigns and work with partners to support locality driven campaigns to promote safer behaviours.	We will adopt a person-centred process that is tailored to the needs of the individual, aligned to the NFCC person centred framework.	

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Excellence	Respect	Professionalism in our role	Inclusive	Honesty		

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We will work with partners across Greater Manchester to reduce the number and severity of Road Traffic Collisions through education campaigns and targeted events, supporting the Safe Drive Stay Alive campaign.	We will work with partners to reduce the number of drownings that occur in Greater Manchester, remaining active partners in all existing and emerging water safety partnerships.	We will maintain and develop a range of education and safety programmes.	
We will provide an integrated focus on the built environment through the High Rise and Building Safety Fask Force that includes continued engagement with our residents.	We will work 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.	We will provide an integrated approach to building regulation t support businesses to keep thei buildings safe.	
GMFRS will work with partners to 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.	We will ensure 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.	We will work with the Greater Manchester Health and Social Ca Partnership to co-produce a GM standard for fire safety in supporte housing.	
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approach to fire investigation, as well as enforcement and prosecutorial action when necessary, to ensure the safety of the users of a building, and the safety of the environment around it.	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 number of wildfires that occur Greater Manchester.	
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, to provide maximum value to the public.	We will work 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.	We will deliver a more ambitious b light collaboration programme, us the working group with Greater Manchester Police and North We Ambulance Service to explore the integration of training, service delivery and estates.	

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