

Greater Manchester Police, Fire & Crime Panel

Date: 23rd March 2023
Subject: GMFRS Annual Delivery Plan 2023-24
Report of: DCFO Ben Norman
Report Author: Sarah Scoales, Head of Service Excellence

PURPOSE OF REPORT

This report presents the Greater Manchester Fire and Rescue Service (GMFRS) Annual Delivery Plan 2023-24 headlines, setting out our improvement programme aligned to the HMICFRS framework, and introduces our 'Culture-First' approach. The plan incorporates our Community Risk Management Plan (CRMP), the production of which is a statutory requirement under the Fire and Rescue Service National Framework.

RECOMMENDATIONS:

Members are asked to note the contents of this report and appendices and provide any feedback in relation to:

- The engagement summary feedback detailed in the 'You Said, We Did' via the GM Consult link.
- The ADP 2023-24 improvement programme mapped across to the HMICFRS framework detailed in the table found at Appendix A.
- The ADP 2023-24 'Plan on a Page' that provides a simple summary of the key deliverables aligned to the Service's strategic priorities, can be found at Appendix B.

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BACKGROUND PAPERS:

- Draft ADP 23-24 Report – presented to PFC Steering Group 13.02.23

INTRODUCTION

1. GMFRS is responsible for ensuring that the communities of Greater Manchester are protected and supported by an effective and efficient fire and rescue service. As set out in the Fire and Rescue Service National Framework document, the Service has a statutory duty to:
 - be accountable to communities for the service they provide;
 - identify and assess the full range of foreseeable fire and rescue related risks their areas face;
 - make appropriate provision for fire prevention and protection activities and the response to fire and rescue related incidents;
 - develop and maintain a workforce that is professional, resilient, skilled, flexible, and diverse;
 - collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of the service they provide.
2. These statutory requirements are fulfilled collectively through our Fire Plan and our Annual Delivery Plan, where the key challenges and risks facing the Service are set out along with how it is intended to meet and reduce them.
3. Each year, GMFRS publishes an Annual Delivery Plan (ADP), which is aligned to the Mayor's Fire Plan and details our improvement programme to be delivered over the next 12 months. The programme focuses on improving and investing in the Service, whilst at the same time enabling the organisation to deliver against key elements of the HMICFRS improvement action plan.

ANNUAL DELIVERY PLAN 2023-24 DEVELOPMENT

4. In developing the Plan, it is essential for the Service to identify and assess the risks facing our communities and constantly evolve to respond to these effectively. Our Annual Strategic Assessment of Risk (SAoR) supports this process by considering all potential and foreseeable risks and ensures our planning, policies and decision-making is focused on risk and how mitigate them. This document 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 Plans.
5. Our Annual Delivery Plans are developed on the Mayor's six strategic priorities:
 - Priority 1: Provide a fast, safe, and effective response
 - Priority 2: Help people reduce the risk of fire and other emergencies
 - Priority 3: Help protect the built environment
 - Priority 4: Use resources sustainably and deliver the most value
 - Priority 5: Develop a culture of excellence, equality, and inclusivity
 - Priority 6: Integrate our services in every locality with those of partner agencies

PLANNING FRAMEWORK

6. As part of a corporate approach, an ADP Planning Framework was developed and approved by GMFRS's Service Leadership Team (SLT) on 27th October 2022. The framework provides a robust and inclusive approach to the development and planning of future ADP's, aligned to GMFRS governance. The framework ensures GMFRS colleagues have a 'voice' in which they can impact the service in a meaningful and positive way, and that there is transparency in decision making.
7. This framework has been developed in five key sections to mirror the approach taken in the Project Management Framework and Toolkit:
 - Step 1 – Think It
 - Step 2 – Plan It
 - Step 3 / 4 – Do It, Monitor and Control
 - Step 5 – Review It
8. This was utilised to develop the ADP 2023/24 and will be reviewed each year, prior to the development of the next Annual Delivery Plan, to ensure iterative and continuous development, considering and learning from organisational lessons and feedback. Feedback will be captured and collated from multiple sources to aid continuous improvement and the development of the framework.

ENGAGEMENT ACTIVITIES

9. We engaged with our colleagues, external partners, and the public, inviting them to have their say on the proposed ADP for next year. The feedback has helped shape the final plan ahead of formal approval via the Deputy Mayor's (Fire) Executive meeting.
10. Internally, GMFRS colleagues were involved in shaping the proposed content of next year's ADP via team meetings, Directorate workshops, and engagement activity pushed out through the weekly staff newsletter. Colleagues have also been involved at several stages via the Programme Management Office's Champion Challengers Group. A GM consult survey was open between 20th January 2023 and 5th February 2023 to enable colleagues to share their views and leave their feedback in respect of the proposed improvement programmes and projects under each priority in the Fire Plan. The survey link was communicated via the weekly newsletter and details were shared at Improvement Board and via the Management Discussion meeting held for operational middle managers on 20th January 2023.
11. Externally, a GM consult survey was open between 26th January and 8th February 2023 to enable GM residents, local groups, and partners to share their views and leave their feedback in respect of the proposed improvement programmes and projects under each priority in the Fire Plan. Directors and their respective teams were asked to undertake both face-to-face and virtual engagement with key stakeholders.

12. It is to be noted that the planned engagement period (internal and external) was for a minimum period of 4 weeks, however delays in decision making meant only a two-week window was available to undertake this activity. This will be a key lesson learnt for the service to aid a more robust approach next year.
13. The initial ADP portfolio consisted of a total of 55 projects, which following feedback was refined down to 44. Please refer to item 16 below and the 'You Said, We Did' feedback page on our GMConsult page, which can be found via this link - [GMFRS Annual Delivery Plan 2023/24 - Greater Manchester Combined Authority - Citizen Space \(gmconsult.org\)](#).

CULTURE FIRST

14. This year's plan introduces our 'Culture First' approach. We are on a positive journey but culture and inclusion change need to go further and faster. To support this we have recently agreed with the Deputy Mayor five priority areas for moving further and faster in improving our organisational culture:
- Bring positive culture to life as a principle and priority, through amending our cultural narrative and developing a new internal communications campaign to inform and inspire positive behaviours.
 - Establish a 'Culture First Programme Board' – including diverse and external representation – to scrutinise organisational cultural benefits, risks and opportunities for new and existing major programmes.
 - Review our key 'business as usual' activities - such as estates, recruitment, promotion processes and recruit/apprentice training - to ensure that cultural improvements are at the forefront of their aims and how they are delivered.
 - Develop an organisational culture-focused workplan for all staff, leading to a quarterly training event.
 - Commission an external review team to act as a critical lens to our existing activities and emerging plans, leading to independent recommendations.

15. This approach will support the delivery of our cultural ambitions and ensures the Service continues effectively on its cultural improvement journey.

ADP IMPROVEMENT PROGRAMME

16. Our Improvement Programme is made up of a number of priority improvement projects and a range of lower-level projects and activities, all of which are aligned to the Fire Plan and the Annual Delivery Plan as the framework to deliver against.

Number of PIPs / Call-in's and Activities under each Directorate: -

Directorate / Type	Corporate Support	Prevention & Protection	Service Delivery	Service Support	Strategy, Performance & Workforce	Total ADP 23/24
PIP	4	2	2	4	4	16
Call-in	2	5	5	5	5	22
Activity	2	3	0	0	1	6
Total	8	10	7	9	10	44

Number of PIPs, Call-in's, and Activities under each Fire Plan priority: -

Priority / Type	Priority 1	Priority 2	Priority 3	Priority 4	Priority 5	Priority 6	Total
Total	9	6	3	8	12	6	44

17. The deliverables across this portfolio of improvement projects will also contribute towards the HMICFRS action plan as can be seen in the table at Appendix A.

18. The ADP 23-24 is our third plan and the 'plan on a page', introduced in last year's plan, provides a simple summary of the key deliverables and can be found at Appendix B.

19. Following a prioritisation exercise the below key projects were agreed and make up the scope of the GMFRS Improvement Programme, and are known as our Priority Improvement Projects (PIPs):

Priority Improvement Projects

1. Manchester Arena Inquiry
2. Marauding Terrorist Attack Operating Model
3. Special Appliance Review
4. Managing Contaminants on Fire Stations
5. Fire Cover Review
6. Prevention & Protection Digital Programme
7. Building Safety Act & Fire Safety Regulation Requirements
8. Grenfell & The Cube Recommendations
9. Estates Programme
10. Station Refresh Programme
11. Sustainability Strategy
12. Fleet & Operational Equipment System
13. Engaged Workforce Approach
14. Refreshed Recruitment & Attraction Strategy
15. Place Based Delivery Framework
16. Blue Light Collaboration

GOVERNANCE FRAMEWORK

17. Progress against our ADP will be monitored and reported through our governance framework, with formal highlight reports providing updates on all PIPs and the remaining Directorate Projects reported through Directorate Actions Plans. Quarterly outturn reports will be produced tracking progress against each project. All reports are scrutinised at Improvement Board and Deputy Mayor's meetings in line with the six weekly meeting cycle providing the appropriate assurance regarding project progress delivery and benefits realisation.

EVALUATION

18. Following the introduction of the Evaluation Framework, GMFRS's Research and Evaluation Officer will work with each Directorate to develop evaluation plans and associated timelines. Once completed an updated Evaluation timeline will be reviewed and monitored through Improvement Board, with Evaluation Reports being presented in line with the timeline once completed. All recommendations will be considered and where appropriate incorporated into the relevant action plans.

ADP PUBLICATION

19. The final 'glossy' version of the ADP is currently being developed by our Corporate Communications Team. The look and feel of this document will link in with the Fire Plan 2021-25 and the previous versions of our ADPs and will be formally launched on the GMFRS website and social media, subject to final approval by the Deputy Mayor, on the 21st April 2023.

APPENDIX A: ADP / HMICFRS

Mayor's Fire Plan Priority	GMFRS Change Priority	Priority Improvement Projects	Call-In Projects	Directorate Activities	HMICFRS Framework
		<i>6 weekly reporting to IB</i>	<i>IB forward plan of 'call-ins'</i>	<i>Quarterly DAP reporting</i>	<i>Quarterly reporting to SLT</i>
P1 Provide a timely, safe, and effective response	Investing in Front-Line Delivery	<ul style="list-style-type: none"> Manchester Arena Inquiry Marauding Terrorist Attack (MTA) Capability Special Appliance Review Manage Contaminants on Fire Stations Fire Cover Review 	<ul style="list-style-type: none"> Implement crewing system (Gartan) Phase 2 Fire Control Review Fitness Framework Occupational Health & Safety Management System 	<ul style="list-style-type: none"> New Fire Engines (<i>reported via P4</i>) 	Effectiveness 1.4 Responding to fires and other emergencies (GOOD) 1.5 Responding to major and multi-agency incidents. (REQUIRES IMPROVEMENT)
P2 Help people reduce the risks of fires and other emergencies	Improving and Enhancing our Prevention and Youth Engagement Delivery	<ul style="list-style-type: none"> Prevention & Protection Digital Programme 	<ul style="list-style-type: none"> NFCC Early Intervention Updated Firesetters Programme Fire Cadets Scheme 	<ul style="list-style-type: none"> Staywise Introduce Prevention Technologies 	Effectiveness 1.2 Preventing fires and other risks (REQUIRES IMPROVEMENT)
P3 Help protect the built environment	Improving and Enhancing our Protection Delivery	<ul style="list-style-type: none"> Building Safety Act & Fire Safety Regs Requirements 	<ul style="list-style-type: none"> Fire Safety Training Capability 		Effectiveness 1.1 Understanding the risk of fire and other emergencies (GOOD) 1.3 Protecting the public through fire regulation (REQUIRES IMPROVEMENT)
P3 Help protect the built environment	Protecting the Built Environment	<ul style="list-style-type: none"> Grenfell & The Cube recommendations 			Effectiveness 1.3 Protecting the public through fire regulation (REQUIRES IMPROVEMENT)
P4 Use resources sustainably and deliver the most value	Investing in our Buildings	<ul style="list-style-type: none"> Estates Programme – including: <ul style="list-style-type: none"> Littleborough Blackley, Whitefield & Stockport Leigh & Withington Station Refresh Programme 			Efficiency 2.1 Making best use of resources (REQUIRES IMPROVEMENT)
P4 Use resources sustainably and deliver the most value	Ensuring Financial Sustainability		<ul style="list-style-type: none"> Efficiencies and Productivity Plan Deliver financial efficiencies - £712k 	<ul style="list-style-type: none"> Review of FSHQ (<i>reported via financial efficiencies</i>) 	Efficiency 2.1 Making best use of resources (REQUIRES IMPROVEMENT) 2.2 Making the FRS affordable now and in the future (GOOD)
P4 Use resources sustainably and deliver the most value	Environmental Sustainability	<ul style="list-style-type: none"> Sustainability Strategy: <ul style="list-style-type: none"> Carbon Reduction Schemes 			Efficiency 2.1 Making best use of resources (REQUIRES IMPROVEMENT)
P4 Use resources sustainably and deliver the most value	Re-Investing for the Future	<ul style="list-style-type: none"> Fleet & Operational Equipment System 	<ul style="list-style-type: none"> Intranet tailored for GMFRS Review of Fleet and Logistics 	<ul style="list-style-type: none"> Invest in our Fleet 	Efficiency 2.1 Making best use of resources (REQUIRES IMPROVEMENT)

APPENDIX A: ADP / HMICFRS

Mayor's Fire Plan Priority	GMFRS Change Priority	Priority Improvement Projects	Call-In Projects	Directorate Activities	HMICFRS Framework
		<i>6 weekly reporting to IB</i>	<i>IB forward plan of 'call-ins'</i>	<i>Quarterly DAP reporting</i>	<i>Quarterly reporting to SLT</i>
P5 Develop a culture of excellence, equality, and inclusivity	Investing in our People	<ul style="list-style-type: none"> Engaged Workforce Approach 	<ul style="list-style-type: none"> Volunteering Strategy Core Code of Ethics Extend Leadership Development Programme Workforce Recognition Phase 2 	<ul style="list-style-type: none"> Wellbeing & Occupational Health Strategy & Framework British Firefighter Challenge 	People 3.1 Promoting the right values and culture (GOOD) 3.3 Ensuring fairness and promoting diversity (GOOD) 3.4 Managing performance and developing leaders (REQUIRES IMPROVEMENT)
P5 Develop a culture of excellence, equality, and inclusivity	Recruitment & Apprenticeships	<ul style="list-style-type: none"> Refreshed Recruitment & Attraction Strategy 			People 3.2 Getting the right people with the right skills (GOOD) 3.4 Managing performance and developing leaders (REQUIRES IMPROVEMENT)
P5 Develop a culture of excellence, equality, and inclusivity	Developing Excellence		<ul style="list-style-type: none"> Review of Training Provision Org Learning Framework Customer Insights Planning, Performance & Projects Digital Solution 		Efficiency 2.1 Making best use of resources (REQUIRES IMPROVEMENT) People 3.2 Getting the right people with the right skills (GOOD)
P6 Integrate our services in every locality with those of partner agencies	Partnership Working	<ul style="list-style-type: none"> Place Based Delivery Framework Blue Light Collaboration 	<ul style="list-style-type: none"> Implement and evaluate Place Based Plans Implement Fire Station Community Pathway IPBW 'What Works Forum' 	<ul style="list-style-type: none"> Serious Violence Duty 	Effectiveness 1.1 Understanding the risk of fire and other emergencies (GOOD) 1.4 Responding to fires and other emergencies (GOOD) Efficiency 2.1 Making best use of resources (REQUIRES IMPROVEMENT) People 3.4 Managing performance and developing leaders (REQUIRES IMPROVEMENT)

Our Plan

Annual Delivery Plan 2023-24

OUR MISSION: Protecting communities, Working together, Saving lives			OUR VISION: A modern, flexible, resilient fire and rescue service		
Priority 1 – Provide a fast, safe and effective response			Priority 4 - Use resources sustainably and deliver the most value		
<ul style="list-style-type: none"> Continue to implement recommendations and learnings from the Manchester Arena Inquiry Implement review recommendations, specifically: <ul style="list-style-type: none"> Fire Cover; Call Handling Arrangements; Strategic Special Appliance Implement new operating model to manage contaminants on fire stations Develop and implement new Fitness Framework and invest in station-based gym equipment Implement an Occupational Health & Safety Management System Introduce six new fire engines 			<ul style="list-style-type: none"> Deliver the financial efficiencies of £0.712m Implement a management, maintenance and testing system for fleet and operational equipment, and introduce 13 electric and 2 hybrid non-emergency vehicles Continue to implement an intranet for GMFRS Complete works at Littleborough fire station Start building new fire stations at Blackley, Whitefield and Stockport Invest £3.2m across our fire stations as part of our refresh programme Delivery carbon reduction schemes at five fire stations 		
Priority 2 - Help people reduce the risk of fires and other emergencies			Priority 5 - Develop a culture of excellence, equality, and inclusivity		
<ul style="list-style-type: none"> Develop and implement a Prevention & Protection digital programme Implement an adult Firesetters programme Implement a Fire Cadet's scheme Adopt the National Fire Chief's Council intervention implementation framework Adopt Staywise 			<ul style="list-style-type: none"> Implement a new Volunteering Strategy and Refresh our Firefighter Recruitment and Attraction Strategy Extend the Leadership Development Programme Continue to embed the Core Code of Ethics Implement the Wellbeing and Occupational Health Strategy and Framework Implement the Organisational Learning Framework and system Deliver the British Firefighter Challenge Implement an approach to capture customer feedback 		
Priority 3 - Help protect the built environment			Priority 6 - Integrate our services in every locality with those of partner agencies		
<ul style="list-style-type: none"> Implement and deliver new requirements under the Building Safety Act and Fire Safety Regulations Develop and expand fire safety training capability Continue to implement recommendations from the Grenfell Inquiry and The Cube report 			<ul style="list-style-type: none"> Implement a fire station community pathway Implement integrated place-based working 'What Works Forum' Embed and evaluate Place Based Plans Continue to enhance blue light service collaboration Prepare for the Serious Violence Duty legislative changes 		
OUR VALUES:	EXCELLENCE	HONESTY	INCLUSIVE	PROFESSIONALISM IN OUR ROLE	RESPECT