Outline Business Case

Programme for Change

March 2019

GREATER MANCHESTER
FIRE AND RESCUE SERVICE

GMCA GREATER MANCHESTER COMBINED AUTHORITY

Contents

Introduction

1. This outline business case sets out a radical programme of change for Greater Manchester Fire and Rescue Service (GMFRS), laying the foundations for a stronger organisation that is focused on keeping communities safe and delivering a sustainable, affordable, frontline first emergency service.

2. GMFRS is currently facing a number of significant challenges that must be addressed and there are inevitably some difficult decisions to be made. The contents of this document set out the future vision for the Service, focusing on frontline delivery, maximising fire cover with available resources, and providing better public value to the communities of Greater Manchester.

3. The proposals contained within this outline business case have been informed by staff feedback and are underpinned by a robust evidence base. The document sets out a number of options that seek to protect the frontline, enhance firefighter safety, keep more firefighters in communities, whilst having a minimal impact on performance and maintaining response times.

4. Firefighters sit at the heart of these proposals, and will be supported by an organisation which has a culture of trust, respect and accountability, together with improved working conditions, modern facilities and better training and equipment.

5. A number of immediate improvements have already been made to address some of the most common concerns including:
   - Engaging with staff and adopting a frontline first focus;
   - An accelerated recruitment drive to reduce the current number of frontline operational vacancies;
   - New rostering arrangements based on a 2-2-4 shift pattern to improve firefighter work/life balance;
   - The removal of roster reserves, meaning firefighters have a clearer, family-friendly working pattern and know in advance which shift patterns they are working and which station they will be based at;
   - A new policy to allow firefighters to select their own annual leave creating greater flexibility;
   - Refurbishment work at a number of fire stations to improve facilities, in particular facilities for female firefighters.

6. Moving forward, it is critical that we design a service that uses firefighters' skills to the full, better utilising their time and supporting them to take back ownership of a broader role across communities, with greater empowerment and devolved decision-making at local stations.

7. Where there are opportunities to enhance the role of the firefighter, and specifically where this means that there may be changes from the current role map, the Mayor has recognised that proper training and recompense should be provided, where appropriate.

8. The proposals also seek to ensure that GMFRS becomes truly embedded in the place-based teams that are transforming the way we deliver services to residents across Greater Manchester.

9. By taking an evidence based approach and using the skills of our firefighters, we can make a real contribution to preventing fires and other emergencies through place-based working while allowing staff from partner organisations with expertise in areas such mental ill health or substance misuse to focus on those who require specialist assistance.

Background

10.   Andy Burnham was elected Mayor on 8 May 2017 and took responsibility for the fire and rescue service from Greater Manchester Fire Authority, inheriting an organisation that was already facing significant financial pressures as a result of central government funding cuts.

11.   Prior to the Mayor's election, firefighters and the Fire Brigades Union began to make contact with him to express concerns about a range of issues across the Service. These included concerns around the leadership and culture within GMFRS, working conditions, poor work-life balance caused by rostering and annual leave arrangements, and the proposed dismissal and re-engagement of all firefighters to force through a new shift system. These are just some examples of the very poor industrial relations, which had developed between the service and its staff.

12.   Only a few weeks following the Mayors appointment, there was a terrorist attack at the Manchester Arena on 22nd May 2017, which was one of the biggest incidents ever to hit the city of Manchester, killing 22 people and injuring hundreds more.

13.   Following the terrorist attack, and in response to contact from firefighters expressing their profound concern and real anger about the decision not to allow firefighters to attend the arena, the Mayor commissioned Lord Kerslake to review the preparedness for, and emergency response to, the attack.

14.   The issues within GMFRS were crystallised by the Kerslake Report. The report criticised GMFRS for playing no meaningful role in the response to the attack for almost two hours, citing a combination of communications issues and poor procedures, as well as weaknesses in the Service's culture and its approach to multi-agency working.

15.   The Kerslake review provided vital learning for the Service following this devastating event. Although this kind of scrutiny is always challenging for any organisation, it is a vital part of ensuring we continue to improve. This is something GMFRS has experienced before, for example, major changes were implemented following the tragic death of firefighter Stephen Hunt at a fire on Oldham Street in Manchester in 2013.

16.   In parallel to the Kerslake review, the Mayor and the Deputy Mayor were concerned about the financial condition of the service, the very high vacancy rate amongst firefighters, and the lack of a clear evidence base to support the Service's Integrated Risk Management Plan (IRMP) 2016-2020. The IRMP included proposals to reduce the number of firefighter posts and appliances across Greater Manchester in response to the financial constraints faced by the Service. This was subsequently paused pending a more detailed and evidence-based review of fire cover requirements across Greater Manchester.

17.   All of the above culminated in the Mayor announcing a root and branch review of GMFRS to address all of the issues above whilst ensuring a frontline first approach to delivering an effective and resilient emergency response to the people of Greater Manchester.

18.   The people of Greater Manchester rely on GMFRS and trust that decisions on numbers and locations of firefighters and fire engines are based on evidence and risk. As part of the review, an extremely detailed piece of work has been undertaken to determine the levels and locations of firefighters and equipment that provide the best possible coverage to residents of Greater Manchester, within the parameters of a sustainable budget.

19. The proposals in this outline business case seek to address all of the challenges currently faced by the GMFRS whilst maintaining response times and creating a sustainable future for the Service. The current average response time in Greater Manchester is 7 minutes 19 seconds which is better than the national average of 8 minutes 45 seconds and this is a position we want to maintain.

20. The outline business case sets out proposals for future staffing arrangements and whilst the proposals will have an impact on staffing numbers across GMFRS, there will be no redundancies amongst firefighters and we will aim to avoid compulsory redundancies as far as possible in other parts of the Service.

21. In line with the frontline first approach to the review, the options developed have sought to protect firefighter roles, resulting in higher firefighter numbers than previously proposed in the suspended IRMP, which underwent public consultation.

22. Staff have played a key part in the review, paving the way for positive change in order to meet the future demands being placed on the Service. The Mayor, Deputy Mayor and senior leaders within GMFRS are grateful for the honesty with which staff have approached the visits and engagement sessions that have been so important to this review. We all want to move forward positively together, building trusting and respectful relationships. This case for change sets out in further detail the challenges faced by GMFRS and our proposals for the way the Service will look and feel in the future.

Review Approach - Listen, Learn & Change

23. The review has been approached in three phases: Listen, Learn and Change.

24. Throughout the review staff have been actively engaged across all levels of the Service and the review team have worked to identify the feedback that needed to be acted on quickly through a number of priority 'quick wins', whilst at the same time following a robust methodology to review all areas of the Service in a consistent manner.

25. The approach to whole service engagement that underpins this review has been fundamental to our aim of ensuring that the delivery of change is shaped and shared across all tiers of the service, that the leadership is visibly engaging with staff throughout each stage of the review, reinforcing a culture of listen, learn and change.

26. **Listen** - Ensuring that feedback from the 'Listening' phase is acted upon and used to inform the outputs of the review and key recommendations.

27. More details on the listening process with staff and the factors we have considered in developing our proposals can be read in Appendix I.

28. **Learn** – Capturing the key change drivers together with a comprehensive picture of the current Service.

29. **Change** - Ensuring that improvements are made quickly, wherever possible, whilst at the same time developing a longer-term action plan to address staff concerns and respond to key change drivers.

30. The review is forward looking, identifying what needs to change and how this change can be achieved, this change will provide our front line firefighters with the skills, equipment and support they need to serve the communities of Greater Manchester.

31. The review was focused on working towards a number of significant changes with regards to current delivery arrangements, in particular:

    • More devolved power to the frontline
    • Focus on the role of the firefighter
    • A place-based approach that meets the specific needs of communities
    • Maximising fire cover with available resources
    • Building a service which has a culture of trust, respect and accountability

32. The remainder of this document sets out what we believe are the changes that need to be made, these are summarised in the next section.

Summary of proposed changes

GMFRS Vision & Purpose

33. Firefighters and staff told us that they no longer had a clear sense of purpose, and that the Service no longer knew what it wanted to be. Therefore, we have undertaken work with staff to develop a new vision and purpose for GMFRS to ensure we re-focus on what matters with a frontline first approach and a shared understanding of the Service's organisational purpose as we move forward. We want to see more real decision-making and accountability devolved to stations so that we take a place-based approach to meet the specific needs of our communities.

Role of a Firefighter

34. The firefighter role sits at the heart of the Service and it is imperative that this role is protected, enhanced and improved, whilst ensuring that the appropriate training, equipment and decision making process is in place to support all elements detailed in the firefighters role map.

35. Work has been undertaken to identify where we can potentially reorganise tasks and free up capacity to enable firefighters to take back ownership of all of the activities contained within the firefighter role map. It recognises the importance of the firefighter in delivering prevention, protection and response activities, as well as identifying opportunities for joint working with other public services.

36. Feedback from firefighters suggests there is a clear appetite to undertake all elements of the firefighter role within the community that are currently being delivered by non-operational staff, but this needs to be supported by a redesign of processes to avoid mission creep and ensure a clear focus on fire-related interventions.

37. We therefore want to work with firefighters to clarify their role as a matter of urgency. We want firefighters to be proud to deliver this clear and agreed role, and become even more valued in their communities. We want to provide our statutory functions - response, prevention, and protection – as effectively as possible, placing our firefighters at the heart of their delivery.

Fire Cover Review (FCR)

38. Concerns were raised by the Mayor regarding the proposals in the IRMP 2016-20 to reduce the number of firefighter posts and fire engines across Greater Manchester, as it was felt that there was not a clear evidence base to underpin these recommendations, and as such, a number of elements were paused.

39. The FCR provided an opportunity to undertake a robust evidence based review to ensure that our emergency response capability (fire cover) is proportionate and able to deal with fire and other emergency risks in Greater Manchester as well as being as efficient and effective as possible.

40. It is essential that our fire cover is still fit for purpose and fit for the future. Recent major incidents have demonstrated the importance of continually ensuring resilience. It is vital that when incidents occur we can immediately deploy the right numbers of firefighters at the right time to respond safely and effectively.

41. The majority of our fire stations have been in place for over 50 years. The location and type of risk within GM has altered significantly over the same period. However, our approach to operational response has remained largely unchanged.

42. Nationally, crewing levels on fire engines have traditionally been five on stations with a single fire engine and five and four on stations with two fire engines. There is no historic evidence available that can demonstrate any previous rationale to employ a crewing level of 5:4. In recent years therefore, a number of FRS have changed their crewing models to a minimum of four on each fire engine.

43. Currently there are 28 FRSs in England operating with a minimum crewing level of four on our fire engines. Out of the 45 FRS in England, this equates to 62%. This figure includes two Metropolitan (MET) FRS, with a further MET FRS with a minimum crewing level of three.

44. In Manchester, the establishment levels over recent years have led to GMFRS increasingly crewing the majority of fire engines with four. A snapshot analysis conducted prior to pre-arranged overtime showed there was an average of 13% of available fire engines with a crewing level of five.

45. The mobilising principles adopted by NWFC are based on the number of fire engines to be sent to an incident, selecting those that will arrive most quickly, regardless of crewing levels.

46. In Greater Manchester, the number of fire engines available on a daily basis fluctuates from 56 to 48 although the average each day is currently 50 (although this increases to 52 with the use of pre-arranged overtime).   The FCR presents a range of options for the future fire cover arrangements, whilst ensuring the impact on response times is minimal and maintains a suitable number of fire engines.

47. Our preferred FCR option proposes to keep 47 fire engines on the run, removing the second fire engines at two stations. We want to crew all fire engines with a ridership of four, and our review of task analysis identifies that this can ensure risk critical immediate actions are undertaken and a safe system of work implemented. (Our modelling has considered response performance for the first, second and third fire engines to ensure this can be achieved.)

48. In addition to looking at crewing levels and fire engine numbers we have also looked at opportunities where we could potentially optimise station locations. Our modelling and analysis has determined a number of options, which included station closures, mergers and new builds.

49. We propose to merge six stations into three, building three new state of the art community fire stations in optimum locations. The evidence suggests that the stations to be considered for these mergers will be Bolton Central and Bolton North; Thompson Street (Manchester Central) and Phillips Park; Stockport and Whitehill, subject to identification of suitable sites and public consultation. These three mergers would have a minimum impact on response performance, whilst the Stockport and Whitehill merger would actually improve response performance across the borough. The potential station mergers would also provide an opportunity for significantly improved facilities with the potential for co-location with other emergency services and facilities for local communities.

50. We will limit the personal impact of any staffing moves. All those firefighters affected will be asked which other location they would want to work from. We will then try to place them in their preferred location, taking into account factors such as their skill sets and home addresses. Those firefighters, who cannot be immediately matched with their desired location, will be placed on a priority list to move them once a vacancy at their preferred location arises.

51. Incident data has identified several fire stations where operational activity is significantly reduced in the evening. Additionally, it was found that incidents in the evening at some fire stations could be attended safely by nearby stations. These are predominantly day crewed stations.

52. We propose to implement a new shift duty system at the six day crewed stations that will provide a more efficient use of crews with no detrimental impact on response performance. (See page 37 for more details).

53. Given the scope of the preferred option, the implementation of these changes will take a number of years to deliver therefore a phased approach will be adopted in order to ensure a smooth transition.

Place-based delivery of Prevention and Protection services

54. Greater Manchester communities face increasingly complex risks; therefore, it is vital that we work with our partners as effectively as possible to tackle these risks together. Greater Manchester is developing a place-based way of working, where local risks are managed by teams of people from different agencies and joint working is normal. We want partnership working to be driven at the highest level within GMFRS with a new strategy and delivery structure to make clear to all our staff how partnership working can help us deliver our aims and the aims of the wider GM Strategy.

55. Place-based working is central to the success of the new operating model. That is why we are proposing that each station will have a named station manager assigned to attend place-based team meetings within their area. Firefighters, crew managers and watch managers will also have areas of responsibility such as fire protection, prevention and youth engagement and will lead on that for their watch and or station.

56. Staff feedback has highlighted that our prevention activity could be targeted better at those who are most vulnerable, and our proposals will ensure we are fully integrated with place-based teams, focusing our resources on those that need it most. Place-based teams will be the catalyst for this, ensuring our firefighters are delivering our prevention initiatives to the right people, at the right time, in the right way. Further details on future place-based proposals can be found in Appendix XVI.

57. In response to this, we intend to enhance our relationships with partners in GMP, the NHS and local authorities through place-based working to share as much information as we can to target better those most in need of our help. We will develop new agreements with our partners so it is clear to everyone what we expect, how resources will be used, and what outcomes our partnerships aim to deliver.

58. As a result of this, Safe & Well in its current form will continue to change and be refocused as the place-based approach is implemented, whilst ensuring vulnerable individuals continue to be supported through effective joint working arrangements and a seamless referrals process.

59. GMFRS has a strong history of fire safety enforcement and leadership across the sector in these areas. That leadership has included championing and instigating changes in legislation, with great success. However, that level of fire protection knowledge is not consistent across our operational staff because of a lack of training. The impact of this lack of training should not be underestimated. Lack of fire protection knowledge can impact on a firefighter and Incident Commanders awareness of how a building may react in a fire situation, what facilities are available within a building to assist extinguishment, or more importantly, evacuation.

60. Operational crews must have a strong understanding of the built environment, a foundation of fire protection knowledge and awareness of its importance in firefighter and public safety. That improved knowledge will make firefighters safer and assist frontline crews with planning and decision-making at incidents. It will help to build public confidence in the safety of our buildings, support the improvement of accommodation standards, such as privately rented accommodation and support safer more resilient businesses.

61. There are clear links between anti-social behaviour and deliberate fire setting. In recognition of this and building on the brand and reputation of the fire service, we recognise we have a role to play in youth engagement. Our effectiveness in youth engagement can have both a positive impact on deliberate fire reduction and have a wider positive impact on the development of young people across Greater Manchester.

62. Our youth engagement activities will be driven by the place-based teams so that those activities are supporting those most in need and have the biggest positive impact. We will work with schools and colleges to deliver safety education messages to young people across Greater Manchester.

Leadership and culture

63. Firefighters and staff told us the Service lacked strong and visible leadership and there was little engagement with staff. The Service's attempts to impose new shift patterns on firefighters, and the frustrations firefighters felt regarding the delayed response to the Manchester Arena attack, severely damaged the relationship and sense of trust between firefighters and managers. Overtime, a 'them and us' culture divide has opened up. Feedback suggests that morale in the Service is low and perhaps a contributory factor in the high numbers of leavers and retirements. Firefighters said they want to be empowered to lead delivery at a local level and have the autonomy to make decisions that are supported by the management team, promoting operational discretion in order to avoid decision paralysis.

64. Engagement is currently ongoing to ensure all leadership and culture issues are effectively captured to enable the creation of a new Leadership Strategy that supports managers to:
    - provide staff with leadership and coaching needed to deliver our core functions as effectively as possible
    - engage with staff to support their health, wellbeing and development
    - create a shared sense of pride and ownership as the Service continues to change

65. We have also committed to developing an agreed approach to leadership based on the National Fire Chiefs Council (NFCC) Leadership Behavioural Framework, and it is envisaged that investment to improve how our leaders are developed will in turn start to address some of the cultural issues identified.

Decision-Making

66. Following the transition to the GMCA, we recognise that there have been a number of challenges regarding the boundaries between roles and responsibilities and that there is a need to implement governance and decision-making arrangements to ensure clarity across the Service.

67. The National Framework Document (NFD) provides strategic direction for Fire and Rescue Services, and as part of these requirements, the Mayor will produce a Fire Plan to clearly set out the strategic direction for the Service over the next three years. In addition to this, we are working on developing a number of new frameworks, specifically in relation to corporate governance, decision-making, performance management, continuous improvement, and risk based planning.

68. We want to ensure new governance arrangements consider staff feedback and support the undertaking of a consistent and agreed approach across the Service. In developing these new frameworks we will:
    - Enable decision-makers to access timely, accurate evidence needed to make informed decisions
    - Ensure decisions are focused on the Service's strategic aims and objectives
    - Provide transparency on decisions that are made
    - Create processes that are streamlined, clear and easy to understand
    - Create processes that enable decisions to be taken at the most appropriate level
    - Provide an opportunity for stakeholders to be involved

- Provide a clear and proportionate escalation route to challenge decisions, policy or practice.

69. As part of the review, we have reviewed our current delivery models and structures to identify opportunities to reduce silo working within directorates and review areas within the Service where similar activities are undertaken, in order to streamline current processes and improve overall governance.

Supporting the Frontline

70. Firefighters raised a number of concerns with regard to current operational preparedness and organisational support, ranging from inadequate training and issues with equipment and vehicles, through to concerns around resilience and operational policies and procedures. The impact of Grenfell Tower fire, the Manchester Arena attack and the moorland fires show that the risks facing GM are increasing and becoming ever more complex, and that the Service needs to be prepared to respond effectively to these types of incidents in the future.

71. We know we need to change to ensure that the organisation is fully focused on supporting the frontline together with improving operational preparedness and equipping firefighters with the right skills and best equipment available, as well as ensuring emergency services and other partners work together effectively.

72. Firefighters and local stations are best placed to understand the needs of their communities. The proposals therefore seek to devolve more responsibilities and decision-making to local stations, within the parameters of an overarching Station Management Framework, which is currently being developed. More officers will work from local stations in order to reconnect with our firefighters and other staff on stations, support cultural change, place-based working and improved utilisation of our estates. Linked to this we have also reviewed Station Management arrangements as well as Incident Command requirements and associated officer numbers.

73. Firefighters repeatedly highlighted training delivery needs to be improved and they no longer felt equipped to deal with everything they have to face**.** We intend to introduce a new strategy and model for training delivery, with a single accountable owner, to ensure all our staff are consistently getting the right training at the right time to better support our communities. This strategy will help to empower station managers to be responsible for their local training profile, and effectively support succession planning within their respective teams.

74. We want all our staff to have the right training in place to meet these new risks and be able to deliver services in a joined up way with our partners. We want to improve and embed our training systems so that learning is captured, implemented and shared. We want to enhance our assurance function to help improve training outputs and the quality of delivery. We want to enhance our training facilities, getting the most out of Bury Training and Safety Centre (TASC) with improved facilities. We want to invest in Information, Communication and Technology (ICT) to help improve systems and processes.

Future Delivery Model

75. The assessment of future delivery across GMFRS has been approached in two parts - the Fire Cover Review and the Target Operating Model proposal.

76. Potential structures to support the new operating model are currently in development and will be refined and developed during the implementation stage, albeit within the agreed funding envelope.

77. The people impact associated with the new delivery model is set out in more detail under the Financials and Investment section within this OBC.

78. There will be no requirement for redundancies for operational personnel, with reductions achieved through current vacancies, retirements and natural attrition rates.

79. Uniformed officer numbers, watch managers and above, have already been reduced as a result of previous organisational reviews. Since 2005 GMFRS has reduced officers aligned to the flexible duty system (FDS) from 120 to the current size, which is 60, this has been achieved through a number of structural reviews.

80. The proposed Target Operating Model however, does propose a number of changes to support staff structures, which would result in a reduction of circa 113 posts, predominantly within the areas of Prevention, Youth Engagement and Administration.

81. The Target Operating Model proposal sets out how we could organise ourselves going forwards, with firefighters taking back ownership of place-based prevention activity together with a greater emphasis on protection and the built environment, as well as an increased focus on partnership working and performance.

82. Firefighters told us that they were expected to engage with communities on complex health issues as part of Safe and Well visits, without the appropriate level of training. Staff feedback indicated that we should better understand what makes the most difference in terms of fire reduction and community safety. GM is developing a place-based way of working, where teams of people from different agencies more effectively manage local risks, and joint working is normal. Our firefighters will deliver locally targeted home visits using a new community risk model, shifting the emphasis from quantity to quality, and improving how we evaluate home visits to ensure we are going to the right homes and getting the right outcomes. We also intend to invest in ICT to improve systems and data sharing with our partners.

83. The tragic Grenfell Tower fire and the ongoing inquiry have emphasised the importance of firefighters understanding a building's risks when they are attending an emergency incident. The recommendations from the Hackitt Review into building fire safety will transform the way partners work together to ensure safety throughout the life of a building.

84. Learning from the Grenfell Tower fire radically improving home safety, with a particular focus on the private rented sector where evidence suggests that circa 40% of private rented accommodation is below acceptable standards. Therefore, with support from specialist officers providing compliance, inspection and enforcement, we will train our firefighters to provide an enhanced role in ensuring building safety and the enforcement of these standards, to enable us to better target our Protection activity, becoming proactive rather than reactive. We will upskill our firefighters to give them a greater understanding of our built environment so that they are prepared for the risks posed by a building, before an emergency occurs.

85. To deliver the new requirements following the Hackitt Review we need to increase the number of appropriately experienced and specialist staff. We will invest in ICT to improve systems and processes. We will reinforce the importance of our Protection function at a senior level across GM to ensure the building safety agenda continues to be high on the agenda.

86. Against a backdrop of funding pressures, we remain committed to protecting our frontline to deliver our core functions – Response, Prevention and Protection. We will to create a single, accountable support function that supports firefighters to deliver their core functions. We believe we should no longer provide services that do not help deliver our core functions, so we can move our resources to where they are needed most. We will explore ways of sharing support functions with our partners, focusing on value for money

and investing in supporting technologies. Where possible we intend to run services such as fleet and stores on a more commercial basis, exploring further opportunities for collaboration with partners. We will explore whether facilities services such as catering, cleaning and security could be better delivered by specialist providers or through more collaborative arrangements.

Conclusions

87. In this document, we explain our vision for the future - a new delivery model that focuses on our core functions.

88. Now we must work with staff and stakeholders to reach agreement on the way forward. We will create a Service with a refreshed purpose, vision and aims; which nurtures and develops its staff; a Service that all our staff are proud to work for; which supports and protects our communities to the absolute best of its abilities; and is fit for the future.

89. The combined impact of each of the proposed changes set out in this document will ultimately help to embed new ways of working and deliver improvements across all areas of the Service.
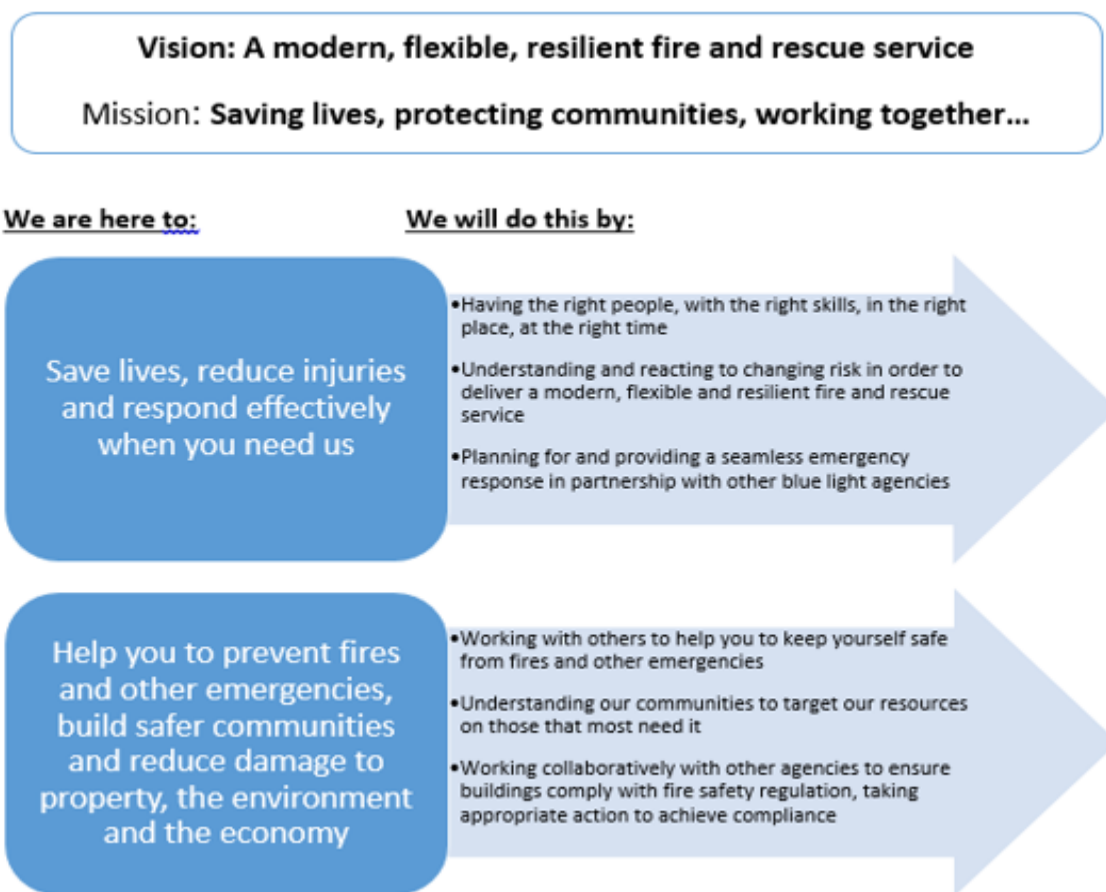
The Vision, Mission and Purpose of GMFRS

Setting the Direction of Travel - Introduction from Jim Wallace, Chief Fire Officer

90. GMFRS has a proud tradition of serving Greater Manchester (GM). We are a recognised brand, one that portrays a sense of well-being, of safety, of being there when we are needed.

91. This is a tradition we want to continue, but it can only continue by changing how we operate to deliver a service functioning at the highest level, one is that is efficient and sustainable and is there for the communities it serves.

92. And we have listened: this is a bottom up, top down review, one that gathered feedback from our staff, our partners and our colleagues in other fire services. The visits to fire stations by the Mayor and Deputy Mayor provided excellent feedback from those on the frontline and across all parts of the Service.

93. We remain focused on providing a fast and efficient emergency response, and will arrive better equipped, better trained and with the latest technology.

94. Our firefighters are passionate about the work they do. We will provide them with the tools, training to help develop their skills, stay fit, and be ready to serve, as well as giving them a better work life balance, demonstrated through the recent changes to shift pattern rostering arrangements and annual leave.

95. In addition, we will be investing in our fire stations and our equipment, making us more resilient in an environment that is changing with evolving risks. Risks such as the increased threat of terrorism, unpredictable environmental factors, and more high-rise buildings - with the latter demanding a greater emphasis on protection and compliance with fire safety regulations to ensure the safety of our neighbourhoods.

96. Prevention will also continue to be an important and vital function within the Service and we will look at how it can be utilised more effectively to help educate our communities to remain safe.

97. Partnership working is key to our future success, through greater collaboration with other blue-light agencies as well as working with partner organisations within the community to focus our resources where they are most needed.

98. Staff feedback demonstrates that GMFRS wants change, needs change, that there is an appetite within the Service to put in place the changes needed to improve a Service that is so vital to GM.

99. That change begins with a new vision for GMFRS, laying the foundations for the new ways of working, providing a common sense of purpose for all of our staff, and setting the direction of travel for this great Service with:

- Frontline first with more devolved powers and local decision-making, empowering firefighters to take the right and sensible decisions, trusting their judgement
- Focus on the role of the firefighter, enhancing their role within the community
- A place-based approach that ensures resources are focused on those that need it most
- Maximising fire cover with available resources, responding effectively, ensuring firefighter safety and delivering public value
- Building a Service, which has a culture of trust, respect and accountability, together with effectively leadership throughout the organisation.

Developing our new vision and mission

100. One of the common themes emerging from feedback during the Mayoral visits was the lack of a clear vision and purpose for GMFRS.

101. Comments from staff indicated that there was a real need for a refreshed vision and purpose clearly articulating the frontline first emergency response role of GMFRS, relatable to all staff across all parts of the Service.

102. It was also suggested that a refreshed vision could be further strengthened through the introduction of a simple mission statement. A simple pledge to re-inforce what the Service is about on a day-to-day basis, both now and in the future, reinforcing a sense of pride in the here and now as well as providing an element of continuity through a period of significant change.

103. As such, work was undertaken to develop a refreshed GMFRS vision, mission and purpose (see Appendix II for detailed overview of work), setting a clear direction of travel upon which to build the target operating model, as well as helping to improve culture across the Service through a common sense of purpose, shared amongst all staff.

Vision: A modern, flexible, resilient fire and rescue service

Mission: Saving lives, protecting communities, working together...

We are here to:

We will do this by:

Save lives, reduce injuries and respond effectively when you need us

- Having the right people, with the right skills, in the right place, at the right time
- Understanding and reacting to changing risk in order to deliver a modern, flexible and resilient fire and rescue service
- Planning for and providing a seamless emergency response in partnership with other blue light agencies

Help you to prevent fires and other emergencies, build safer communities and reduce damage to property, the environment and the economy

- Working with others to help you to keep yourself safe from fires and other emergencies
- Understanding our communities to target our resources on those that most need it
- Working collaboratively with other agencies to ensure buildings comply with fire safety regulation, taking appropriate action to achieve compliance

104. In developing the new vision, the challenges currently faced by the Service were taken into consideration, with a recognition that GMFRS needed to:

- Refocus on response at the core of the Service, whilst targeting prevention and protection activity where it was most needed;

- Strengthen leadership and improve culture across all levels of the Service, ensuring a clear direction of travel;
- Work with other blue light agencies to provide a seamless frontline emergency service;
- Work with partner organisations at a neighbourhood level in order to provide a joined-up approach to delivering interventions with a greater emphasis on outcomes
- Focus on the delivery of fire safety interventions whilst working with partners and taking a lead from others in the context of the wider wellbeing and place-based agenda;
- Improve the Service's resilience and the ability to adapt and respond to changing risk;
- Ensure resources are used efficiently and identify opportunities to improve processes and deliver efficiencies in order to address the current budgetary challenge;
- Align with the strategic objectives of the Combined Authority and the Greater Manchester Strategy – Our People, Our Place.

105. Staff engagement in shaping and developing the vision and purpose was recognised as crucial from the outset to ensure that the end result was bought into by staff and reflective of the role that everybody plays in delivering a frontline service of which the public can be proud. This resulted in this refreshed vision and mission:

> Vision: '***A modern, flexible, resilient fire and rescue service***
>
> Mission/Pledge: ***'Saving lives, protecting communities, working together'***

Organisational Purpose

106. Supporting the vision and mission, the Service must not only be clear on the purpose for which it is set up, but also on how it is going to fulfil its vision and purpose.

107. The purpose underpins the vision and mission and is a fundamental building block for developing the future operating model for GMFRS, providing the basis from which core capability requirements can be developed.

108. Having a clearly articulated organisational purpose is also important from a leadership and culture perspective, ensuring that there is a common sense of purpose for all employees working for the Service.

109. Staff from across the Service were engaged in defining the core purpose of GMFRS, which we can share with the public:

> We are there for the people of Greater Manchester to:
>
> - Save lives, reduce injuries and respond effectively when you need us
>
> - Help you to prevent fires and other emergencies, build safer communities and reduce damage to property, the environment and the economy

110. To fulfil our vision and mission, we will:

- Have the right people, with the right skills, in the right place, at the right time
- Understand and react to changing risk in order to deliver a modern, flexible and resilient fire and rescue service
- Plan for and provide a seamless emergency response in partnership with other blue light agencies
- Work with others to protect the public and help to keep them safe from fires and other emergencies
- Understand our communities to target our resources on those that most need it
- Work collaboratively with other agencies to ensure buildings comply with fire safety regulation, taking appropriate action to achieve compliance

Role of a Firefighter

Introduction

111. Responding to fires and other emergencies will always sit at the core of the fire and rescue service – it is the fundamental reason why we are here. However, we do not just want to respond to fires – we want to stop them happening in the first place.

112. Improvements in fire safety, buildings and furniture mean that fire and rescue services (FRS) are spending less time responding to fires. Incidents in GM have fallen by 50% over the last 15 years and have now reached a plateau, whilst the number of road traffic collision (RTCs) is on the increase.

113. To continue doing our great work, a modern service must recognise that it works in partnership with other public services to keep our communities safe.

114. The type of incidents that FRSs have to respond to is also changing. Unpredictable environmental incidents such as the floods and moorland fires we have recently experienced in GM, the increasing need to co-respond with other blue-light agencies, water rescue requirements, and the growing threat of terrorism are just a few examples of where today's FRS needs to evolve in response to a broader set of demands being placed on the Service and a changing risk profile.

115. In addition to all of the above, prevention and protection continue to be a priority and a greater emphasis will be placed on the role that firefighters play in the community, working with partners to deliver place-based interventions and keep members of the community safe from harm. Protecting the public against all of the dangers faced by today's society requires a forward-looking approach, improved co-ordination with partners, and new kinds of skills and knowledge.

116. Against a backdrop of funding constraints, the need to work more collaboratively with partners and the changing nature of incidents, there is clearly a need for GMFRS to modernise and change to deliver best value to the public and meet the changing demands being placed on the service.

117. The key to unlocking this change sits with the role of the firefighter.

Opportunities for Change

118. Firefighters are at the heart of the Service and it is imperative that this frontline role is protected, enhanced and improved.

119. Staff feedback identified a wide range of opportunities to improve the current role of the firefighter. Improvements that will result in a better work/life balance for firefighters. Improvements that will release more capacity and enable firefighters to undertake more prevention and protection activity. Improvements that will ultimately ensure firefighters are getting the necessary support from across all areas of the Service, together with the provision of adequate training and equipment to enable the delivery of a fast and effective frontline response.

120. Feedback from the Mayoral visits has demonstrated a real appetite for change amongst firefighters, with firefighters indicating they are keen to take on a broader response role within the community, including taking greater ownership and delivery of prevention and protection activity at a local level, subject to receiving the appropriate training.

121. The role of the firefighter is fundamental to the development of the future operating model for GMFRS and there is a clear commitment from the frontline to improve the Service through positive change.

122. Whilst the role of the firefighter is the key catalyst for change across GMFRS, it is equally recognised that change is required across all areas of the Service in order to ensure the necessary support is being provided to frontline firefighters.

123. Firefighters must be supported by effective leadership and a positive organisational culture that puts the frontline first. This needs to be further underpinned by building trust throughout all levels of the Service and empowering staff to deliver an efficient and effective emergency response offer, as well as embedding effective working arrangements with partners to deliver targeted place-based interventions.

Current Role of the Firefighter

124. Firefighters are primarily responsible for responding to fires, accidents and other incidents where risks are posed to life and / or property.

125. Although responding to emergencies sits at the core of the firefighter role, a significant part of the role also involves carrying out other duties and tasks including prevention, protection, promoting fire safety, training and development and working within the community.

126. The role of the firefighter is set out in the Fire and Rescue Services Role maps document, which was issued by the National Joint Council in August 2005. The role maps and national occupational standards contained therein were developed in October 2001 and May 2003. (See Appendix III)

127. Whilst the role maps are applied nationally, specific activities within the roles can be determined locally in order to meet the local needs of the service based on its IRMP.

128. The national role map sets out the following activities to be undertaken by firefighters.

Ref	Firefighter Rolemap
FF1	Inform and educate your community to improve awareness of safety matters
FF2	Take responsibility for effective performance
FF3	Save and preserve endangered life
FF4	Resolve operational incidents
FF5	Protect the environment from the effects of hazardous materials
FF6	Support the effectiveness of operational response
FF7	Support the development of colleagues in the workplace
FF8	Contribute to safety solutions to minimise risks to your community
FF9	Drive, manoeuvre and redeploy fire service vehicles

129. Currently within GMFRS, a number of activities that fall within the remit of the existing firefighter role map are not being fully delivered by firefighters.

130. Organisational decisions have instead led to a proportion of the firefighter role being delivered by support staff, with firefighters working alongside a team of Community Safety Advisors (CSAs) undertaking prevention-related activity and a team of Business Safety Advisors undertaking protection-related activity.

Future Role of the Firefighter

131. Positive feedback from the Mayoral visits and staff survey shows that the majority of firefighters are keen to undertake a broader role as detailed in the rolemap, but the Service needs to ensure the right training, equipment and governance is in place to support the undertaking of all these activities.

132. Firefighters told us that there was a need to re-focus onto our statutory functions – response, prevention, protection – so that we can deliver them to the highest standard possible.

133. We are committed to the continued delivery of our statutory functions of response, prevention, and protection to the highest standard. We recognise the need to place our firefighters at the heart of their delivery, whilst working collaboratively with partner agencies and other emergency services to deliver an efficient and seamless service to the public of GM.

134. Response, prevention and protection are all key elements of a firefighter role and we want firefighters to be proud to deliver this clear and agreed role, and become even more valued in their communities.

135. Whilst response will always be the priority, there is and always should be a clear need for fire prevention activity to be delivered by firefighters within the community.

136. In addition to this, and particularly in light of the recent Grenfell incident and associated developments within fire safety, the breadth of support that firefighters provide to the central protection team also needs to be reset to ensure a more productive use of firefighter time whilst reinforcing firefighter understanding of the built environment across GM.

137. Taking all of the above into account, and on the basis that specific activities within the rolemap can be determined at a local level, we have listened to feedback and intend to work with firefighters and the FBU to put in place training and equipment to allow firefighters to take back responsibility for:

    RESPONSE
    - Maintaining operational readiness at all times through competence training and exercising to ensure efficient and effective response to all emergency situations within the National Framework. This includes training for terrorist events.
    - Rescuing and protecting people in the event of other emergencies, including -
        o Assisting other agencies in dealing with emergencies, e.g. providing access to premises (gaining entry).
        o Responding to premises on behalf of NWAS and GMP to provide emergency intervention to known welfare needs (concern for welfare).
        o Responding, in conjunction with GMP, to 'Wide Area Searches'

    PREVENTION
    - Working as a partner in place-based teams
    - Delivering fire prevention engagement and activity
    - Delivering arson reduction programs and initiatives including programmes such as Firesmart

    PROTECTION
    - Undertaking inspection and testing of water hydrants
    - Undertake fire safety visits, inspections and enforcement activity

138. In addition we want to work with firefighters and the FBU as a matter of urgency to clarify the role of firefighters in respect of the following:

RESPONSE
- MTFA, the Mayor has committed to recompense staff in line with other comparable services to undertake testing, training, exercising and responding to MTFA incidents whilst ongoing national discussions take place. This recompense would be reviewed on the outcome of the national discussions and no way sets a precedent or is seeking to sit outside any national discussions.
- Working with NWAS to provide an emergency medical response in relation to cardiac arrest.
- Providing a response service to Health and Social care partners where FRS resources can assist in supporting people to continue to live in their own homes by delivering the moving and handling of patients
- Responding to falls in the home to reduce hospital admissions

PREVENTION
- Working to supplement the Children and Young People offer and increasing activity within Fire Cadet Schemes
- Providing cardiopulmonary resuscitation (CPR) training to the communities and businesses of Greater Manchester

Opportunities for Improvement

139. The support voiced by firefighters to embrace the above activities as part of their current role is critical to GMFRS being able to respond to the changing demands on the service; preparing for the increased threat of terrorism, working in partnership with other emergency services, and integrating prevention and protection activity within place-based teams.

140. Although there is a clear rationale for firefighters to undertake these elements of their role, there is also a need for this to be supported through the introduction of new processes and technology, improved pre-planned work routines, together with an uplift in training.

141. There are also a number of challenges relating to the above elements of the role, particularly in relation to prevention activities, that will need to be addressed in order to ensure any potential concerns from firefighters regarding implementation and training are alleviated.

142. Firstly, firefighters have raised concerns through feedback during the Mayoral visits that the Safe and Well checks have strayed too far into the health arena, as opposed to focusing on fire safety. In addition, firefighters have challenged that they are not adequately trained to deal with some of the more complex cases. In future, firefighters will work alongside place-based teams, and will attend when they are the most appropriate member of that team.

143. Secondly, Safe and Well targets have meant that there has been a focus on quantity rather than quality.

144. Redesigning prevention delivery is a huge opportunity to do things differently, by refocusing the work on firefighters it will give them the chance to carry out the kind of lifesaving work that brought them into the service. This redesign of prevention delivery will include:
   - Firefighters playing a greater role in the provision of place-based prevention and protection activity (including youth engagement), phasing out the reliance on non-firefighter staff to undertake this work;
   - Introducing a fire prevention focused Home Safety Check/Fire Risk Assessment
   - Place-based teams referring high risk individuals for fire safety checks, targeting resources where they are most needed and putting quality before quantity;

- Ensuring firefighters are adequately trained and equipped to undertake the required prevention and protection activity referred to above
- Retaining a small number of specialised non-firefighter resources to support the more complex cases in the short-term
- Directly engaging Group and Station Managers in place-based management and co-ordination
- GMFRS referring individuals identified as being at risk to placed based teams for assessment

Emergency Medical Response

145. In addition to the above, providing Emergency Medical Response (EMR) is another area where firefighters could add significant value at a local level, albeit recognising that this is not currently within their role map. We will revisit this, both at a local and national level.

146. GMFRS has begun to implement a broader role for its firefighters through initiatives such as Emergency Medical Response (EMR). As a result, GMFRS became the only FRS in the country where all frontline fire engines responded to cardiac arrests alongside NWAS.

147. In the first year of this initiative, we attended almost 3,000 'Red 1' incidents alongside NWAS, 20% of all such incidents in GM. This approach enabled firefighters to begin basic life support on those occasions where they arrived at a cardiac arrest before paramedics (400 times in the first year). Where paramedics were already in attendance firefighters provided basic life support to allow paramedics to focus on more specialist interventions such as advanced airway management and the administration of intravenous drugs.

148. EMR was also trialled nationally by other fire and rescue services on a smaller scale. During the course of those national trials, the Fire Brigades' Union (FBU) identified a number of concerns and subsequently withdrew its support, ending the pilot in September 2017.

149. In Greater Manchester, we acknowledge the FBU's concerns and are keen to work with unions to address them, with the aim of re-introducing EMR in some capacity locally. The Mayor recognises that EMR constitutes an additional skill and therefore believes firefighters should be recompensed accordingly for undertaking this activity.

150. Independent cost benefit analysis showed that for every £1 we spent on our response to cardiac arrests, £6 was saved by our partners. As well as the financial savings, the analysis also identified:

- The potential to save an additional 63 lives each year
- An additional 77 people given 'good' neurological outcomes
- An eight-minute reduction in average on-scene time for ambulances, freeing colleagues in NWAS to more quickly respond to other emergencies.

Firefighter Capacity

151. Whilst responding to incidents will always be the priority, feedback during the Mayoral visits to stations indicated that firefighters were supportive of taking back ownership of fire-related prevention and protection activity, as well as working in partnership with other emergency services and partner organisations within the community.

152. In order to progress this, however, there needs to be a degree of certainty that sufficient capacity can be freed up to enable firefighters to take on this activity as part of their current role, together with any future elements such as EMR, which may be accompanied by additional contractual payment.

153. In support of this, a number of data sets were analysed to determine the current available capacity of firefighters such as fire engines utilisation data, the Work Routine Planner, and the Activity Based Costing (ABC) analysis (completed by a number of Watch Managers who provided an insight into the breakdown of their crews' usual activity). (See Appendix IV)

154. Each data set highlighted a number of opportunities to free-up firefighter capacity, predominantly through better use of stand-down time and training periods.

155. In addition to this, the recently proposed change to the Unwanted Fire Signals Policy for responding to automatic fire alarms (AFAs) will also release further capacity due to AFAs no longer resulting in an automatic call out (currently 42% of GMFRS incidents attended are false fire alarms). (See appendix V)

156. Firefighters are a vital part of the community, and we intend to do more to ensure we are making the most of their time, to help them serve their communities in a way that is not just efficient, but also fulfilling. By enabling firefighters to increase the support they provide to place-based teams, the Service is not just demonstrating the value we place in firefighters, but also demonstrates how we can effectively support communities.

157. In order to free up additional capacity, however, some current activities will need to be reallocated to take place during the night shift (such as some training, admin and maintaining the Operational Information System), together with the implementation of improved processes, and adequate training and equipment to support firefighters to undertake these duties as part of their current role.

158. Firefighters have demonstrated a real appetite for change and the various data sets that have been analysed indicate that there are clear opportunities to reorganise daily activities in order to free up firefighter capacity. This will in turn enable firefighters to undertake a broader prevention and protection role within the community as well as enabling increased partnership working across place-based teams.

Summary and Key Recommendations

Summary

The role of the firefighter is central to meeting the demands on a modern fire and rescue service.

Firefighters told us that there was a need to re-focus on our statutory functions – response, prevention, protection – so that we can deliver them to the highest standard possible.

Feedback from firefighters demonstrated a real appetite for change and a desire to take on a broader role within the community regarding prevention and protection activity.

Key Recommendations

- We will work with firefighters and unions to clarify their role, and ensure the right training, equipment, leadership and culture is in place to support any change;
- We will redesign Safe and Well to ensure a clear focus on fire safety;
- We recognise improvements need to be made to working conditions and work-life balance, many of which have already been made in response to firefighter feedback;
- The support firefighters provide to Protection Teams will be increased, reinforcing firefighter understanding of the built environment.
- We acknowledge the FBU's concerns around Emergency Medical Response (EMR). We are keen to work with unions to address them, with the aim of re-introducing EMR in some capacity. The Mayor recognises that EMR is an additional skill and firefighters should be recompensed accordingly.
- Firefighters are a vital part of the community, and we need to ensure we are making the most of their time in a way that is efficient and fulfilling. There is a real opportunity to reorganise tasks and free up capacity to enable firefighters to take back ownership of all the activities within the firefighter role map as well as opportunities for joint working with other emergency services.

Leadership and Culture

Leadership

Introduction

159. It is of critical importance that the Service addresses the leadership challenges that have been raised through both the Kerslake report and staff feedback in order to successfully embark on the transformation journey that lies ahead. The fundamental culture of the Service must change as part of this journey.

160. The leadership of the Service will take the responsibility to build on the strengths of the existing culture to develop and maintain an appropriate culture in the Service. That culture will be based on delegated decision-making linked to individual accountability in an environment that is supportive and inclusive.

161. Leaders must listen and communicate effectively. Staff feedback gained from the Mayoral visits, cultural enquiry and consultation with the Staff Reference Group has indicated that there needs to be a fundamental change in the way we equip our workforce with leadership skills and knowledge. Only by being highly adaptable, extremely effective and informed by both operational expertise and robust data and information, will the FRS maintain its reputation and continue delivering on our commitment to keeping the communities of GM safe.

162. In the FRS, leadership falls into four areas: individual, operational, senior and service:

   - At the **individual level**, everyone needs leadership attributes to be successful in their role.
   - At the **operational level**, incident management and team effectiveness are critical.
   - The task is different at a **senior level**, which is more strategic yet still requires elements of command.
   - **Service leadership** involves the governance, executive and direction of a service at a systemic level.

163. Our leadership style must be more accessible and open, helping leaders by equipping them with the approaches and skills to manage wider spans of command with less supervision, inspiring staff and allowing and encouraging them to make decisions.

164. The operational environment is truly unique. The challenges faced by both incident commanders and firefighters when they attend the scene of an incident are extremely testing. Issues in sometimes critical lifesaving situations, include: incomplete incident information, recognising and reacting to changing circumstances, committing teams into high risk environments where there are unknown risks and hazards as well as dealing with highly emotional and often distressed members of the public these are complexities our frontline crews regularly face.

Where we are now

165. The Kerslake Review and the Mayoral visits across the Service highlighted a number of key themes, which have been addressed earlier in this report. In addition to this, a wide range of leadership challenges were identified, such as an over-reliance on a hierarchical command and control leadership style; lack of trust throughout the Service, and staff feeling disconnected from senior leaders, many describing it as a *'them and us'* divide.

> *"GMFRS needs to eradicate the 'us' and 'them' mentality that they have allowed to develop and in some cases even fostered in an effort to create distance between frontline staff and senior management."*[1]

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[1] *Staff quotes from PfC Survey in blue text*

166. Whilst there are contrasting views on the visibility of senior management, a common theme that emerged from the cultural enquiry and staff reference group is that leaders are disconnected from the frontline operational workforce.

> *"Top level management seem detached from the realities of station life and they appear not to be concerned with the low levels of staff morale."*

> *"Their management style can often appear confrontational. The only way for an organisation to be effective and efficient is for its staff to feel valued and morale to be high."*

167. There is a perceived over-reliance on a hierarchical command and control leadership style. Taking command remains an essential element of leadership, but the overuse of command as a leadership style risks disempowering those who are being commanded. It poses potentially the greatest obstacle to a culture of openness, honesty, and challenge that is necessary to succeed in the future.

168. The Service recognises that operational discretion is essential and incident commanders must consider using this discretion to avoid decision paralysis. There is a need to ensure that the Service's culture is such that our commanders feel supported by the Service where they use this discretion to deal with an incident, which would otherwise not have been effectively dealt with.

169. Command and control leadership is essential when responding to operational incidents and is enshrined within the Joint Emergency Services Interoperability Principles (JESIP) doctrine. Leadership development exists in this area of business and follows national guidance with the necessary testing, exercising and accreditation. (See Appendix VI)

170. As part of the delivery of the Leadership & Culture workstream, and sitting alongside the wider cultural enquiry we held a number workshops to consult with approximately 70 key leaders from Services extended management teams on specific areas such as how empowered they feel; how able and equipped they feel; what leadership development is required to lead in the future and what capacity do individuals have to lead change going forward. (See Appendix VII)

171. Trust and empowerment was a key concern raised during the sessions, with 80% of leaders saying they felt empowered and trusted prior to joining the GMCA, dropping to 50% following the transition in 2017. Feedback indicated that, for those working within the GMCA structure, there was a feeling of being disenfranchised and disconnected, and, whilst it is accepted that the transition is still in a period of flux, they feel lost within it.

172. A common repeated theme throughout the discussions with leaders was a feeling of being both 'unvalued' and 'unloved'. One powerful quote compared the situation to being *"unwanted step-children, who were seen as a burden"*.

Where we want to be

173. Ensuring that the frontline are effectively supported by the rest of the organisation, to create a service-wide culture of 'frontline first'.

174. The development of a common and agreed approach to leadership is required to enable all leaders to understand their specific roles and personal responsibilities within the Service, equipping them with the necessary skills, understanding and support to perform to the highest standards to deliver the agreed vision.

175. This must be an inclusive and adaptive developmental process, building on existing skills around command and control as it introduces the wider elements of transformational and political leadership required to operate in an increasingly change-driven and political environment. This review provides an opportunity to address the current weaknesses, and to improve the overall effectiveness of the Service.
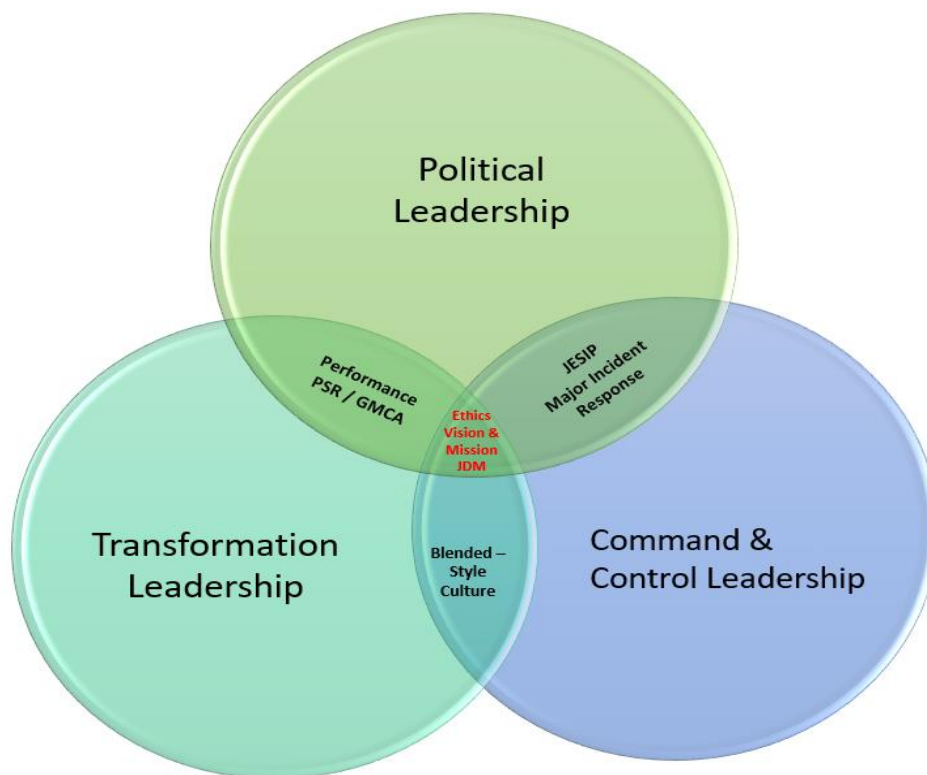
176. Work has previously been carried out to support leadership development across GMFRS, with an internally delivered 2-day Leadership Workshop, based on the leadership challenge model of Kouzes and Posner. This could be further expanded and supported if underpinned by a clear strategy.

177. There is also an internal coaching and mentoring network, which could be more widely developed and utilised. Currently executive coaching appears to be disjointed, with no clarity regarding the model used and who is able to access this opportunity. This will be streamlined, solution focused and linked to the new Leadership Strategy.

178. Whilst an annual Training Needs Analysis (TNA) is currently completed across the Service, this focuses on generic mandatory learning rather than individual leadership development. This will be expanded to provide more opportunities for individuals to develop basic management skills, and ensure a consistent approach across the Service.

179. There must be a common sense of purpose for all employees, with a clearly articulated purpose for the Service. Staff feedback suggests that this is currently unclear adding to the concerns regarding leadership. Comments include:

"There is a serious lack of clarity about what GMFRS is supposed to be doing as an organisation, which has resulted in confusion, frustration and a loss of morale and pride. Decide what the core function of the organisation is and what the role of a firefighter is and isn't."

"GMFRS needs to realise what core business is – in its most basic form it is an emergency response fire service, and this seems to have been forgotten"

"I believe over the last 10 years the fire brigade has severely lost its way, however I think the fix for this is quite simple … when the public ring 999 they get a fast, professional, well-trained and well equipped fire and rescue service."

180. The new GMFRS vision and purpose, set out in the previous section, will be a significant step to address concerns raised around the lack of clarity above.

181. In addition to this, it is also essential to introduce a new development process for transformational and political leadership. Transformational leadership is required to support longer-term interventions essential to drive forward change and retain the support, motivation and loyalty of everyone across the Service. This goes beyond 'business as usual' and cannot simply be achieved by relying on rank or adopting a command and control stance.

182. A dedicated Leadership and Culture Workstream was considered to be fundamental to the delivery of the PfC to address a number of immediate challenges as well as ensuring future developments are aligned to the new operating model and support the outline business case.

183. The overall ambition for this workstream is to create a High Performance Environment (HPE), which comprises leadership, performance enablers and people factors being inter-connected and woven into the organisational climate. This requires an environment that is informed and influenced by achievement, wellbeing, innovation and appropriate internal processes. The aim of HPE is to identify and capture the predictors of the Service's performance, which can be controlled and influenced.

184. It is recommended that the development of a new Leadership Strategy is built around the NFCC Leadership Framework, inclusive of the five principles of the GMCA Organisational Development Strategy, and takes an adaptive leadership approach. This approach will build on the existing command and control leadership style whilst developing the required links with transformational and political leadership.

185. However, in order to build a fit-for-purpose strategy we must first identify the desirable qualities and behaviours needed in a FRS leader. While no single leadership style or model will be the complete answer to future demands, a collective style of leadership is found in many successful Services.

186. We will ensure that as part of developing our leaders we have a clear approach to assure the quality of our Service in a changing context, informed by strong evidence and operational knowledge to set clear standards and inform operational decisions. This will be underpinned by the development of a robust leadership framework to guide leaders in increasingly challenging situations; a clear system of skills accreditation and qualifications that recognises professional knowledge and expertise, and a clear framework of Continuing Professional Development.

187. We will use our operational training, assessment processes and associated briefings to ensure we embed our position on operational discretion with our commanders in order to provide the level of reassurance they need to enable them to undertake their roles with confidence and without fear of reprisal.

188. In addition, we will ensure that the Service's position is clearly set out within a corporate policy; which will encompass the existing operational procedures where operational discretion forms part of the narrative.

189. We have identified a number of activities that we can get on with immediately, along with the medium and long term objectives which are detailed below:

Immediate
- Deliver a short-term leadership programme to equip key leaders to deliver change.
- Immediately reinforce basic management skills training.

Medium term
- Develop a new common and agreed approach to leadership based on the NFCC Leadership Behavioural framework.
- Conduct a 360° review of all key leaders against the NFCC framework
- Design and deliver a targeted leadership development programme based on the 360° feedback
- Utilise internal mentoring and coaching network to support the programme.

- Revise job role profiles and the performance review process to ensure leadership is central to the job at all levels and that progress is regularly reviewed.

Longer term
- On an ongoing basis, conduct an annual Training Needs Analysis (TNA) to maintain a consistent approach across the Service.
- Introduce specific development for Transformational and Political Leadership to support longer-term interventions, motivation and loyalty of staff across the Service.

Culture

190. Organisational culture is the set of shared values, beliefs and norms that influence the way employees think, feel and behave in the workplace. It has a number of functions: it gives employees a sense of identity; increases commitment; reinforces the Service's values and serves as a control mechanism for shaping behaviours. Essentially, it is taken to mean 'the way we do things'.

191. GMFRS must go beyond the 'how' of 'the way we do things' to focus on the 'what' and the 'why' behind the activities; these are all forces that drive behaviour. The 'why' must now be our starting point.

192. The 'why' can determine and influence all that follows. As such, future development activity must now consider and encompass:

- **WHAT** GMFRS does – its overall purpose and the individual activities it undertakes in pursuit of that;
- **WHY** it does the things it does – what it hopes all of its activities will achieve, individually and collectively; and
- **HOW** it goes about doing those things and the processes it has in place in terms of monitoring and control.

193. Wholesale organisational culture change is a long and demanding process; positive leadership can help to promote positive culture behaviours that will, in turn, assist GMFRS in adapting to the current challenges facing the Service and prepare for future changes. Ensuring our communities are at the heart of the FRS culture, and reinforcing the message throughout the workforce through fairness and transparency in internal procedures, will ensure an optimum workplace culture for all operational staff, support staff, volunteers and the public.

Where we are now

194. There are many positive aspects of FRS culture, including decisiveness in difficult situations, compassion and care, and a constant 'can-do' attitude. However, some of the staff feedback identified a number of negative aspects that may impede change, prevent internal challenge, restrict innovation, and, at worse damage individual and institutional legitimacy.

195. It is recognised that there are a number of sub-cultures existing across the Service built around environment, geography, uniformed and support functions, which can contribute towards mistrust, a sense of isolation and a belief that others are benefitted to a greater degree.

196. To progress the feedback gathered from the Mayoral visits and email correspondence, a Cultural Inquiry was undertaken to look at key cultural areas and gather data on specific 'cultural markers', as well as enabling conversations about wider issues raised such as working environment, power, decision-making, bullying/harassment in the workplace, gender, inclusivity, how work was planned, organised and controlled.

197. A number of common themes emerged from the initial Cultural Inquiry, which reveal the areas of cultural activity requiring immediate focus, and reinforce the need to ensure the people-focused elements essential to a High Performing Environment are embedded as the norm across all parts of the Service. Examples of these include:

- Leadership – inconsistency of leadership styles, ranging from 'very good' to 'very poor', lack of political savvy, limited evidence of good practice
- Strong history and identity – there are both pros and cons but essential to build on this as a positive indicator, it is important to value and learn from the past
- Some clarity on purpose, but not vision
- The perception of a bullying culture
- Information and Communication – a strong 'word of mouth' culture exists which can be 'rumour heavy', nobody appears to be setting the narrative and therefore a void exists for others to fill, perception that internal information is scattered and out of date
- Internal processes – day-to-day processes are perceived to be problematic, no trust that anything will be done if an internal issue is raised formally
- Recruit, Retain, Promote – poor perception of those in the promotion process and their reasons for promotion, representation across the Service not very diverse
- Silo-working – perception of the current four main areas (prevent, protect, response, support) operate in silos, and response is valued more than all others

"We have been poorly led for several years at FSHQ. Put managers in place who have the skills to manage in the area they have experience of and stop putting managers in places where they have never worked."

"The culture, no trust throughout the organisation, no strong leadership, leaders to gain back trust, ensure people act within values and behaviours not just talk about them."

198. It should be noted that despite the negative aspects of the culture, there were a number of areas of positive feedback. Regardless of the negative impact that recent events have had on the Service, staff felt immense pride working for GMFRS, and still demonstrate across a number of areas a 'can do' culture and attitude.

"GMFRS serves the public of Greater Manchester with a strong sense of pride, professionalism, consistency and can-do attitude. The communities of GM have a great deal of respect and pride in their local fire service and hand on heart can say that we effectively do what we are here to do."

199. Issues were identified with the existing promotion process, both uniformed and non-uniformed, and this is currently being reviewed. There is a perception that the process is flawed and unwieldy, and the lack of assessment framework adds to these issues. There are opportunities to review the whole promotion process and develop a supporting leadership assessment framework to strengthen the approach.

200. GMFRS has worked closely with the unions and has a strong group of union representatives amongst its ranks, which encourage and support. Comments from the Fire Brigade Union to the Mayor concerning shift changes at fire stations were initialised as soon as he came into office. With all changes proposed or planned, GMFRS has retained close links with the unions to discuss any issues and has responded to their feedback.

Where we want to be

201. A positive and effective organisational culture relies heavily upon individual leaders creating a sense of belonging, encouraging a spirit of openness and giving their people permission to fail and learn together. This is where the Leadership and Culture work stream are explicitly linked and essential to support the implementation and development of a new operating model.

202. In order to achieve the necessary cultural change, existing senior leaders within the Service must set an example and influence and drive positive culture change by demonstrating their own commitment to personal development to support the required changes for the future Service.

203. Changes will be made to improve the current command and control culture, rebalancing the requirements for command in some operational situations together with a culture of asking questions and enabling challenge – embedding reflective practice, internal reviews and a commitment to building on our current knowledge base to enhance our learning and practice.

204. We will empower individuals to contribute to collective efforts, adapt to different situations and improve the flow of information and decision-making throughout the command structure.

205. Key to this is continued utilisation of the Staff Reference Group to continue to look at, discuss and feedback on the elements of the PfC.

206. During the PfC learning phase, monthly meetings took place with the unions to discuss the programme as it progressed. Chaired by the Deputy Chief Fire Officer (DCFO), feedback was received, and where it was agreed appropriate, acted upon. An example of this is the way the unions helped shape the vision and mission contained within this document. Whilst it is recognised that there are sometimes a differing of opinions, these sessions are helpful in ensuring two way engagement.

207. It is self-evident that those at the top of the Service have significant influence over the culture and behaviours displayed by the rest of the workforce. Encouraging the involvement of the Chief Fire Officer and the senior management team in adopting professional development and applying the best recruitment and selection practices is a crucial strategic element of driving these changes.

208. Investment is crucial if we are to improve the way that our leaders are developed. Only by investing in and valuing the people who work in the FRS will we succeed in overcoming the tough challenges we face. Whilst the delivery of the recommendation from the review may take time, it is essential that we continue to invest in our people, balanced against the financial constraints currently facing the Service.

209. As set out above, in order to fulfil the aspiration of a High Performance Environment, there is a clear recognition that processes and organisational culture play mutually reinforcing roles. Moreover, a positive culture not only serves to protect reputation, but also to generate value for the Service, amplify its assets, and to assist in the achievement of its strategic vision in a sustainable manner.

210. The intrinsic links between leadership and culture create a pathway of Cultural Focus Areas, which reflect a sense of belonging and clarity. In addition to the specific recommendations from the Cultural Inquiry, a series of broader areas and recommendations have been identified including:

- **Leadership** – setting and creating a new direction for leadership behaviours.
- **Aligned** – seeking to align the vision and values, seeking to connect staff – this focus area includes cross working and creating collaborative opportunities over 3 years.
- **Connected** – an FRS that has simple structures and systems – where information is easy to get hold of and communication flows through a number of mechanisms – not just word of mouth.
- **Modern** – an FRS that recognises its core purpose of Respond, Prevent, Protect – a service that reflects the people it serves and is adaptable and sustainable with a clear operating model.

211. Leadership and cultural development are both central to the success of a new model and will be able to influence and interact with performance enablers. In turn, people's attitudes and behaviours are able to influence the organisational climate to impact on overall organisational performance.

212. Engagement with staff and the recognised Trades Unions will be central to the development of the culture. Each stage of development will be consulted upon, discussed or communicated as appropriate.

213. Again we have looked at how we will support the implementation and therefore have identified a number of immediate, medium and long term objectives, these are:

Immediate
- Create an internal communications plan to feedback the results of the cultural enquiry, the development of the vision and mission and the plans to develop a supportive and inclusive culture alongside the implementation of the PfC.
- Identify and deliver quick wins to demonstrate the commitment to change the culture
- Appoint a Senior OD practitioner to the HR and OD team to take responsibility for programme delivery
- Maintain the Staff Reference Group as the sounding board for developing the culture and share plans with them in the first instance.
- Engage with the Trades Unions to share plans and initiatives to develop the culture.
- Design and deliver a simple temperature check survey to gauge engagement of the workforce with the programme.
- Develop a team-building programme across the organisation.

Medium term
- Deliver the leadership programme based on 360° feedback.
- Develop specific Cultural Focus Areas to support the developing role of the firefighter and to track action & impact
- Commit to taking part in the Best Companies survey and develop organisational and departmental action plans to improve staff engagement
- Renew and recommit to making significant improvements to the Service's Diversity and Inclusion performance

Longer term
- Continually review progress against established targets and develop interventions to drive improvements
- Identify and utilise appropriate external benchmarks to measure progress towards the target culture.
- Seek to become recognised as a world class fire and rescue service.

Summary and Key Recommendations

Summary

Staff feedback from Mayoral visits, the Cultural Inquiry, and the Staff Reference Group indicated the need for fundamental changes in our development of leadership skills and knowledge.

The Kerslake Review and staff feedback highlighted key themes, including the condition of the estate, the use of roster reserves, and the allocation of annual leave. A wide range of leadership challenges were also identified, including an over-reliance on a hierarchical leadership, a lack of trust, feelings of disconnection from senior leaders, and a 'them and us' divide.

Since transition to the GMCA feedback from leaders has identified a sharp decline in feelings of empowerment and trust and an increase in feelings of disenfranchisement and disconnection.

A number of common themes emerged from the Cultural Inquiry. Feedback included inconsistency in leadership styles and abilities, a lack of clear vision, perception of a bullying culture, lack of corporate communication, ineffective systems of redress, and silo-working.

Key Recommendations

- Operational discretion is essential and Incident Commanders must consider using this discretion to avoid decision paralysis. We will ensure our culture supports commanders where they use this discretion to deal with an incident, which could not have otherwise have been dealt with;
- We will deliver a short-term leadership programme to equip key leaders to deliver change and reinforce basic management skills training;
- We will develop a new common and agreed approach to leadership based on the NFCC Leadership Behavioural framework and introduce Transformational and Political Leadership development. We will conduct a 360° review of all key leaders against the NFCC framework and design and deliver a targeted leadership development programme based on the feedback. We will also revise job role profiles and the performance review process to ensure leadership is central to the job at all levels;
- We will conduct an annual Training Needs Analysis (TNA) to maintain a consistent approach across the Service;
- We will publish the results of the Cultural Inquiry, the development of the vision and mission and the plans to develop a supportive and inclusive culture;
- We will engage with the Staff Reference Group and the Trades Unions to share plans and initiatives to develop the culture;
- We will produce a survey to gauge engagement of the workforce with the programme;
- We will develop a team-building programme across the organisation;
- We will develop specific Cultural Focus Areas to support the developing role of the firefighter and to evaluate impact;
- We will develop action plans to improve staff engagement;
- We will renew and recommit to making significant improvements to the Service's Diversity and Inclusion performance;
- We will continually review progress against targets and external benchmarks, and develop interventions to drive improvements to become recognised as a world class fire and rescue service.

Fire Cover Review

214. Following elements of the IRMP being paused, the Mayor called for a comprehensive Fire Cover Review (FCR) to be undertaken. This included a detailed analysis of 300 models to inform the development of a number of options for the future level of fire cover across Greater Manchester.

215. Key elements of data and information were assessed in order to provide a robust evidence base to support an understanding of emergency response requirements, including the required numbers of firefighters, stations and fire engines.

216. The Fire Cover Review (FCR) is the most significant and far-reaching review of the operational response capability for Greater Manchester in its history. Notwithstanding the small number of newly built fire stations, the majority have been in place for in excess of 50 years. The shape and context of risk within Greater Manchester has altered significantly over the same time period, however changes to the overarching approach to operational response, including assets has remained, in the main, unchanged.

217. The FCR has presented a once in a generation opportunity to undertake a root and branch review of every aspect of operational response and propose a range of options which, subject to approval, will ensure the Service's response capability is fit for the 21st century.

218. The methodology applied to the review was to engage in a sequential process of some 30 work packages. Two external fire analysis consultancies have been engaged to validate the approach and to assess specific work packages in order to ensure the approach, analysis and outputs have a sound and logical basis.

219. The first phase of the FCR involved developing the community risk model and a detailed analysis of the Service's operational response standards to determine the most appropriate output. This work culminated in a proposal for a single response planning standard encompassing call handling, turn out time and travel time. (See Appendix VIII)

220. Analysis enabled the review team to determine optimum resource locations based on the data, and the outputs from this analysis then formed the basis for further detailed modelling whereby additional criteria such as demand could be overlaid.

221. Over 300 models were analysed and the impact on performance to 'life risk' incidents was appraised, and the following opportunities considered:

   - Changes to duty systems
   - Removal of fire engines
   - Merger of fire stations
   - Closure of fire stations

222. A number of options were considered, all of which would have limited impact upon current response times, and a detailed assessment was produced to provide the evidence base to support the recommendations.

Community Risk Model

223. A Community Risk Model was developed linking processes GMFRS have in place to identify, and respond, to risks facing local communities. As well as being backward-looking, using analysis of previous incident data, the model is also forward-looking, taking a proactive approach that supports area based teams, amongst others, to plan how to direct their resources. (See Appendix IX)

Response Planning

224. As part of the response planning workstream, a number of options for alternative response standards were explored, which would include call handling by North West Fire Control (NWFC). This work included researching the history of response standards right back through to National Standards of Fire Cover, which were first, developed in the 1930s, through to what response standards other FRSs across England have in place currently.

225. It was clear from this research that there is a broad variance of response standards across England and that to some extent different response standards can be deemed arbitrary, as fire engines will always travel as safely and as quickly as possible regardless of the risk category of the incident.

226. Previously, published response times have only included turn out and travel times; however, the FCR proposes to publish response times for life risk incidents, which include from the point of taking the call at NWFC, to the point at which the first fire engine arrives at the incident.

Planning Assumptions and Incident Command

227. To inform resource and skill level requirements, five years of incident data were analysed to determine frequency and scale of incidents, capturing utilisation of fire engines and officers. In addition, the most resource intensive incidents were reviewed in detail to test the current planning assumptions during actual events that occurred over the last five years.

228. The overall planning assumptions recognised a requirement to maintain a minimum strategic fleet of at least 42 fire engines. In addition, it was recognised further resilience was required to support the Incident Command structure.

229. The proposed incident command structures have been determined taking into account national incident command guidance. This has facilitated the revised incident planning assumptions and a review of incident command requirements at a number of large scale incidents, which have occurred over the previous 5 years. This review identified the need to ensure a minimum of 12 operational officers are available for incident command in order to ensure the Service can manage two simultaneous incidents of up to 10 fire engines each.

230. Further work has been commissioned to identify the number of officers and skills required to provide the minimum requirement of 12 officers every 24 hours, within an efficient and effective incident command system, which meets our planning assumptions. (See Appendix X)

Fire Engines Ridership Levels

231. Key to delivering an effective operational response model for the future is the approach to crewing fire engines.

232. Consideration was given to speed and weight of response should GMFRS decide to crew fire engines with four personnel (on stations with one fire engine) instead of five. This has the potential to deliver significant savings without affecting response times, and provides enough resource in the initial stages of an incident to provide a safe system of work.

233. Nationally, crewing levels on fire engines have traditionally been five on stations with a single fire engine and five and four on stations with two fire engines. There is no historic evidence available that can demonstrate any previous rationale to employ a crewing level of 5:4. In recent years therefore, a number of FRS have changed their crewing models to a minimum of four on each fire engine.

234. Currently there are 28 FRSs in England operating with a crewing level of four. Out of the 45 FRS in England, this equates to 62%. This figure includes two Metropolitan (MET) FRS, with a further MET FRS with a minimum crewing level of three. (See Appendix XI)

235. The mobilising principles which are adopted in North West Fire Control (NWFC) are based on the number of fire engines required to be sent to the scene of a specific incident type. This is known as pre-determined attendance (PDA), and will select the fire engines that will be the quickest to respond, regardless of the associated crewing levels, therefore meaning that the traditional approach of crewing fire engines with 5 or 4 does not follow logic.

236. Our PDA's for operational response are dependent on a number of key areas, these are;
   - Task Analysis
   - Crewing levels of fire engines
   - Incident type
   - Specific equipment required
   - Any additional risk identified

237. The PDAs in the Incident Type List and GMFRS Response Matrix are formed using the above factors. As these factors change, they may have an effect on the resulting PDA. All PDAs are subject to change through incident monitoring, debriefing and change in risk.

238. It should be noted that PDAs are not adjusted to the current crewing model of 5 persons on the first fire engine and 4 persons on the second fire engine. For example, a PDA set on a Task Analysis (TA) requiring 14 persons does not account for any difference in crewing levels of the fire engines sent, as the NWFC system does not recognise fire engine ridership levels, it only recognises a fire engine as an available resource.

239. Therefore, the number of fire engines sent will be dictated by the mobilising system at NWFC. The system will determine the PDA offering the quickest response by fire engine numbers and not the persons needed to complete tasks derived from a TA, and all our PDAs have been created by using a minimum crewing level of four persons to cover TAs.

240. A significant amount of work has been undertaken to explore these proposals and focused on a number of areas:
   - Task Analysis - The provision of a re-modelled task analysis for four common life risk incident types including practical validation and alignment to National Guidance and FBU Critical Attendance Standard (CAST). This analysis identifies the number of individuals required to undertake specific tasks in order to deal with various incident types.
   - Review of task analysis methodology and findings by two independent external consultants with outcomes provided in the form of a report and technical letter. (See Appendix XII and XIII)
   - National Guidance – a review of recent changes to National Guidance, specifically Breathing Apparatus, to support any changes to GMFRS standard operating procedures.
   - PDAs – a desktop review of current PDAs. A phased approach has been undertaken in consultation with NWFC. Phase one, a review of current PDAs, is completed with phase two implementation following outcomes of the Fire Cover Review.
   - Peer Review - information gathered from other FRS, including similar metropolitan FRS, to determine common crewing levels.
   - Identification of Marginal Gains – proposals to changes in standard operating procedures and operational equipment to achieve a way to 'do things differently' to improve efficiency. Various options have been explored and learning taken from other FRSs including communications equipment, dressing procedures, storage of operational equipment and alternative methods of deployment.

241. The FCR review of task analysis identifies that crewing fire engines with a compliment of 4 can ensure risk critical immediate actions are undertaken and a safe system of work implemented, however consideration must be given to the response times of the subsequent fire engines, known as 'lag time'. The FCR modelling has therefore given consideration to response performance for the first, second and third fire engines to ensure that we can be confident that second and third fire engines can arrive in time for incidents to be dealt with safely.

242. In respect of the number of firefighters attending an incident, the overriding principle is the ability to provide a Safe System of Work. The methodology by which the Safe System of Work for any given incident is developed is by means of task analysis. Once the outcomes of the Fire Cover Review have been agreed a full review and update of the current task analysis will be undertaken, including practical validation for life-risk incidents.

243. Considerations will need to be given to the impact on operational training, if a crewing level of four personnel is implemented. To ensure this is undertaken effectively there will be a requirement to adopt a different approach to training at both local and corporate levels of training delivery.

Fire Engine Numbers

244. Fundamental to providing a robust and resilient emergency response is the provision of fire engines located in key areas across Greater Manchester in order to achieve an effective speed of response.

245. The review of planning assumptions identified the need to maintain a minimum level of 42 fire engines for the purpose of dealing with two simultaneous major incidents.

246. In Greater Manchester the number of fire engines available on a daily basis fluctuates from 56 to 48 although the average each day is currently 50 (this increases to 52 with the use of pre-arranged overtime). The FCR presents a range of options for the future fire cover arrangements whilst ensuring the impact on response times is minimal and maintains a suitable number of fire engines.

247. Whilst 42 has been identified as the absolute minimum number of fire engines required our preferred option proposes to keep 47 fire engines on the run, removing the second fire engines at two stations.

248. Given the scope of the preferred option, the implementation of these changes will take a number of years to deliver therefore a phased approach will be adopted in order to ensure a smooth transition from 56 to 47 fire engines.

249. The first reduction, in year one, will take us from 56 to 50 fire engines in line with the previously consulted IRMP (albeit with a slight variation on the stations affected). A further two second fire engines are proposed to be removed the following year, with the final fire engine be removed as a result of the proposed station mergers.

Station Profile and Location Analysis

250. Modelling and analysis was completed to optimise fire station locations and resources. Work was undertaken to identify if a new fire station could be located in order to improve response performance or, conversely, where fire stations could be removed with negligible impact on current average response times.

251. This aspect of the review identified several opportunities for new fire stations to be built and the resources moved from nearby locations. The approach of 'merging' presented a number of opportunities and more

detailed modelling was therefore undertaken on each of the models. This modelling determined the most effective solutions in terms of operational response performance and minimal impact in respect of geographical coverage.

252. The final aspect of the station location analysis involved a review of activity over a 24-hour period, known as demand management. The incident data identified several fire stations where operational activity was significantly reduced at night. Additionally, it was found that incidents during the night at some fire stations could be attended by nearby stations safely. Therefore, there is scope to only day crew some fire stations without any detrimental impact on response performance, which is considered achievable.

Establishment Levels

253. The removal of the roster reserves from the wholetime duty system will have a direct impact on GMFRS' operational response capability from the 1st April 2019. The reason for the impact is that the removal of roster reserves from the wholetime duty system requires both an increase in establishment due to the 'ridership factor' which will increase from 1.3 to 1.4 from the 1st April 2019.

254. As the headline establishment figure has not been increased since the removal of roster reserve shifts, the impact of the duty system change means that from the 1st April 2019 the establishment level will need to increase from 1239 to 1246 and requires an additional £0.4m per year for establishment increases to enable a minimum of 50 fire engines to be crewed.

Overview of Options

255. Having completed the full range of FCR workstreams, a 'menu' of evidence-based options were developed. (See Appendix XIV)

256. To develop an options appraisal, work was undertaken to explore which aspects of the FCR menu would add most value in terms of maximising the number of fire engines available at any one time, and provide the quickest possible response times within financial parameters. To this end an options appraisal was developed which included five options for consideration.

257. Option 1 is presented as the 'Baseline' option, whereas Option 2 was considered in isolation of the FCR review in order to understand the level of efficiency opportunities associated with support staff functions. Options 3-5 are based on the outputs of the Fire Cover Review and also include the support staff savings identified in Option 2.

258. Option 1, the 'Baseline' option will cost £0.4m due to the requirement to change the ridership factor and ratios to support the removal of roster reserves and therefore does not contribute to the efficiency savings target, is not transformational and is therefore discounted from further economic assessment.

259. Option 2 presents the economic case for streamlining non-business critical activity, implementing changes to support staff structures (Prevention & Protection, Fire Safety and Investigation etc.). Whilst this option includes no changes to firefighter resources, there is a significant impact on the number of support staff, predominantly within the areas of prevention and administration.

260. Options 3-5 are based on the outputs of the FCR, proposed changes to fire engine numbers and some station locations changes due to mergers. Options 3-5 also include the efficiencies identified within Option 2 in relation to streamlining non-business critical activity and therefore all have an impact on the number of support staff.

261. The selected options have all been modelled to include different fire engine crewing levels (5:4,4 and 4:4,4), although it should be noted that this has no bearing on the performance outputs, moreover the required establishment levels and financial impacts.

262. The final options are set out in the table below. Each option has been developed with a variation in crewing numbers – option **'a'** is based on crewing 5, 4:4 and option **'b'** is based on crewing 4, 4:4.

Option	Development Opportunity
Option 1 (baseline position)	• Remove 6 fire engines to reflect establishment changes *
Option 2 *Streamline Non-Ops Activity*	• Streamline non-business critical activity • No change to Fire Cover
Option 3a *Streamline Non-Ops Activity* *Fire Cover Review - Light*	• Remove 6 fire engines to reflect establishment changes * • Implement non-SDS establishment change • Remove 2 fire engines • Merge six and relocate to 3 new fire stations** • Streamline non-business critical activity (option 2)
Option 3b *Streamline Non-Ops Activity* *Fire Cover Review - Light*	• Remove 6 fire engines to reflect establishment changes * • Crewing 4 on all fire engines • Implement non-SDS establishment change • Remove 2 fire engines • Merge six and relocate to 3 new fire stations** • Streamline non-business critical activity (option 2)
Option 4a *Streamline Non-Ops Activity* *Fire Cover Review - Middle*	• Remove 6 fire engines to reflect establishment changes * • Convert Non SDS station to a retained model • Remove one fire engines • Merge six and relocate to 3 new fire stations** • Streamline non-business critical activity (option 2)
Option 4b *Streamline Non-Ops Activity* *Fire Cover Review - Middle*	• Remove 6 fire engines to reflect establishment changes * • Crewing 4 on all fire engines • Convert Non SDS station to a retained model • Remove one fire engines • Merge six and relocate to 3 new fire stations** • Streamline non-business critical activity (option 2)
Option 5a *Streamline Non-Ops Activity* *Fire Cover Review - Full*	• Remove 6 fire engines to reflect establishment changes * • Implement non-SDS establishment change • Remove 2 fire engines • Merge six and relocate to 3 new fire stations** • Close two Non SDS stations • Convert 3 stations to day crewed • Streamline non-business critical activity (option 2)
Option 5b *Streamline Non-Ops Activity* *Fire Cover Review - Full*	• Remove 6 fire engines to reflect establishment changes * • Crewing 4 on all fire engines • Implement non-SDS establishment change • Remove 2 fire engines • Merge six and relocate to 3 new fire stations** • Close two Non SDS stations • Convert 3 stations to day crewed • Streamline non-business critical activity (option 2)

establishment changes to accommodate removal of off pattern roster reserves
*** station mergers will result in the removal of one further fire engine*

263. Each option presents its own challenges, however, evidence based data, benchmarking and professional judgement collectively indicate that all of the options outlined above are achievable and provide adequate fire cover across Greater Manchester.

264. In order to provide an extra layer of validation, work was also undertaken to compare the outputs and options of the FCR review with the proposals set out in the original IRMP, elements of which were subsequently paused. (See Appendix XV)

Preferred Option – Option 3b

265. All of the FCR options set out in the table on the previous page are achievable and provide an adequate level of fire cover across Greater Manchester. Option 3b, however, was identified as the preferred FCR option as it maximises the number of fire engines available at any one time, and provides the quickest possible response times within financial parameters.

266. As detailed in the above narrative, the impact of the removal of the roster reserves has reduced the number of fire engines available from the 1st April 2019 to 50, therefore the need to maximise the number of fire engines available at all times was a critical consideration in selecting a preferred option. Notwithstanding this consideration, option 3b has been identified as the most appropriate option to pursue.

267. This option would be implemented in a phased approach over 3 years and would result in moving:

From:
- 41 Fire Stations
- 56 Fire Engines
- 1246 Firefighter posts

To:
- 38 Fire Stations
- 47 Fire Engines
- 1052 Firefighter posts

268. The rationale set out in the previous section around task analysis and mobilisation has shown that the current configuration of crewing levels across Greater Manchester is not logical and the validation of the task analysis ensures that safe systems of work can be established for incident scenarios with crewing levels of 4 across all fire engines. It is also worth considering a number of other FRS' currently apply crewing levels of 4 on all fire engines therefore there is credible evidence to support this element of the option. (See Appendix XI)

269. The proposed station mergers have been reviewed in detail and those identified are considered to offer the most benefits in terms of response performance. These merging options are:

- Bolton Central & Bolton North (*reducing 3 fire engines to 2 on the new station*)
- Thompson Street (Manchester Central) & Phillips Park
- Stockport & Whitehill

270. These three mergers have a minimum impact of 10 seconds on response performance, however, Stockport & Whitehill actually improves response performance across the Borough, and therefore the opportunity should not be missed.

271. The proposed changes to the Non-Shift Duty System (SDS) at the six day crewed stations presents a timely opportunity to review and adapt the current processes , which are well evidenced as being in need of reform. The option creates greater flexibility for staff working at those stations (Marple, Irlam, Mossley, Ramsbottom, Littleborough and Horwich) and is more feasible than closure.

272. The impact of these changes will be twofold. Firstly, the intention is to explore a revised approach to crewing at these stations, using a self-rostering approach. Self-rostering brings about increased flexibility for fire fighters, with a greater level of ownership around working patterns. Secondly, we would like to review the

current approach to how the staff working at these stations are paid, considering alternative approaches such as consolidated pay packages.

273. In respect of operational performance, the implementation of option 3b has the least impact. The net result of making the changes outlined in this option are an additional 10 seconds against the response standard across Greater Manchester, taking the average response standard from 7:19 to 7:29. The Financials and Investment section which can be found on page 104 details all the associated savings in relation to this option.

Summary and Key Recommendations

Summary

The location and type of risk within GM has altered significantly over the last 50 years, with road traffic collisions, floods, wildfires and terrorism demanding more of our resources. However, our overarching approach to emergency response, including our assets, has remained largely unchanged.

The Fire Cover Review (FCR) undertook detailed analysis of 300 models to develop different options for future fire cover across GM.

After extensive modelling and analysis a number of options were developed. The preferred option would create a Service with 38 Fire Stations, 47 Fire Engines, and 1052 Firefighter posts.

Modelling and analysis was completed to optimise fire station locations and resources. This identified opportunities to merge and build three new stations in optimised locations, in place of the following six existing stations: Bolton Central & Bolton North; Thompson Street (Manchester Central) & Phillips Park; Stockport & Whitehill.

The FCR review of task analysis identified that crewing appliances with four can ensure risk critical immediate actions are undertaken and a safe system of work implemented. This has the potential to deliver significant savings without impacting on response times.

Key Recommendations

Commence consultation on the preferred option (3b), which recommends:

- The removal of six 2nd fire engines (to accommodate staffing levels following the removal of Roster Reserves) at these stations: Manchester Central, Blackley, Heywood, Moss Side, Oldham and Eccles;
- Crewing levels of 4 on all fire engines;
- Change shift system and staffing numbers at the six day crewed stations (Marple, Irlam, Mossley, Ramsbottom, Littleborough and Horwich);
- Remove a further two 2nd fire engines from Salford and Gorton;
- Undertake three station mergers at Bolton (Bolton Central & Bolton North), Manchester (Manchester Central & Phillips Park) & Stockport (Stockport & White1hill).

Place-based delivery

Partnerships

Where are we now

274. Working with partners is not new for GMFRS, and over the years, we have developed many partnerships, as well as creating and supporting opportunities to collaborate. Unfortunately, some of our key partnerships have recently come to a standstill because of re-structures amongst partners and under-staffing in GMFRS locality teams. Therefore, whilst some partnerships remain effective work is needed to revisit, review and re-develop locality partnerships to better serve the principles of place-based working.

275. In June 2018, a review of the existing GMFRS strategic partnering arrangements was undertaken. The aim of this review was to provide a summary of our current partnerships.

276. This review identified a total of 64 partnerships that had been formally documented, although evidence of up to 500 partnerships with a total of over 100 different agencies was identified. The exact number and type of partnership agreements that GMFRS are a part of is hard to fully gauge as many partnership are formed informally locally.

277. The existing partnership working framework for GMFRS does not fully align to the emergent GMCA partnership model or the move to place-based working. With the recent development of a new Greater Manchester Model, which is an operational model that will help embed the practice of place-based working, it is important that our delivery model also supports the wider strategic objectives. (See Appendix XVI)

278. Many partnerships are based on shared use of facilities or co-location however; in many cases, no formal partnership agreements can be located.

279. Our partnership approach allowed us to respond quickly following the tragic Grenfell Tower fire, inspecting every high-rise in GM to ensure necessary work was undertaken. Leading the High Rise Task Force, we have brought together local authorities including building control, landlords, universities and other specialists to provide fire safety assurance to our high-rise residents.

280. Effective joint working was also essential to our success tackling the recent moorland fires. We co-ordinated support from numerous organisations including 15 other Fire and Rescue Services, the Army, Mountain Rescue, and United Utilities. We worked closely with Public Health England to monitor air quality, resulting in the decision to close four nearby schools. At the height of the fire, 57 fire engines and 220 firefighters were being deployed. The fire reached some 11km² in size and 34 homes were evacuated, but we prevented the fire from causing any loss to property or life. We simultaneously supported Lancashire at the Winter Hill fire, providing firefighters and welfare support, and helping prevent the destruction of vital communication networks.

281. Although examples of good practice have been found the Service lacks a strategic partnerships lead and sufficient strategic policy and performance support to maximise the potential of GMFRS in partnership working arrangements.

Where we want to be

282. The importance of partnerships is clear, and partnership working has been identified in a number of reviews as an area of work requiring strong emphasis, at a command level, to drive the development of the agenda to support the longer-term objectives.

283. The breadth of partnership engagement required to drive the delivery of new ways of working is significant, hence this is considered a core area of focus for GMFRS over the next 3 to 5 years.

284. We need to ensure that the partnerships we have in place provide benefit and value to the GM communities, as historically the Service has spent a disproportionate amount of time and energy on partnerships that do not appear to benefit the efficiency of GMFRS.

285. The recommendations from the Kerslake Report and emergent finding from the Hackett Report will require the strengthening of the policy partnership and performance functions of GMFRS.

286. A key priority will be embedding place-based working as a key partnership activity that cuts across all areas of GMFRS activity and works to support People, Families and Place. Along with this ensuring we embed the principles of place based working at all levels of the Service and work with external partners to refresh and create meaningful evidence based partnership arrangements.

287. We will continue to look for opportunities to work and integrate with our colleagues from place-based delivery teams and other blue light services, and do so in a way that we ensure the best possible service for the communities of Greater Manchester, and ensuring we support the new Greater Manchester Model.

288. We will prioritise the strengthening and development of relationships with place-based delivery teams and other 'blue light' services to promote a coordinated/integrated approach to responding to fire and associated risk whilst reducing risk through a collaborative prevention strategy.

289. We propose to introduce a team, which ensures that the principles of FRS, response, protection and prevention can be effectively deployed to reduce fire risk, whilst supporting effective collaboration with a wide range of partners to support public service reform and the GM Strategy.

290. We will refresh our relationships with GM strategic leaders within local authorities, the health and social care sector, the housing sector, the private sector and voluntary sectors in order to shape future shared intervention activities

291. Service level agreements and clear partnership agreements concentrating on partnership delivery and outcomes will be developed. These will be kept under review to ensure that partnerships are contributing to the priorities of the service.

292. A permanent liaison function will be established, aligned to HMICFRS, to manage the ongoing relationship whilst aligning this function with GMFRS performance management functions.

Prevention

Where are we now

293. Our current approach to Prevention is broad and has expanded in recent years. We currently engage in a wide range of prevention activities that in some cases we believe may be better addressed by other agencies.

294. Operational crews have told us that prevention activity is not targeted, that they are insufficiently trained to undertake the role being asked of them and the equipment provided to them is not adequate.

295. For example, Safe and Well visits have expanded with operational crews undertaking work in support of other agencies, leading to ongoing challenges with regard to roles and responsibilities and training, leading to a general feeling amongst our crews that the visits do not fit within their role.

296. This lack of clarity around roles and responsibilities is further complicated by a significant proportion of prevention activity being undertaken by staff in none firefighting roles.

Where we want to be

297. We want to develop as a fire and rescue service, learning from our prevention successes and adding public value to our prevention activities, whilst supporting wider public service aims to reduce demand and increase self-reliance.

298. We want to stop working in silos, recognising, developing and delivering our role in place-based working, whilst retaining our identity as a critical emergency service with a strong brand and reputation.

299. The place-based approach provides GMFRS with an opportunity to build upon previous successful partnership approaches, integrating into place-based teams to improve outcomes for people and place.

300. By working with place-based teams, our operational crews will be able to work in a more structured and coordinated way, visiting people with known fire risk, based on information obtained through our own analysis and gathered by these teams. Visits undertaken will deliver focussed and effective person centred fire risk assessments.

301. Our prevention activities will have a three-tiered approach as follows:

    1. Universal messaging, to ensure that as many people as possible in Greater Manchester can understand and respond to fire safety, road and water safety messaging, make positive changes to their lives, build resilience and make informed decisions that keep them safe.

    2. All age community engagement targeting community risks, for example, seasonal issues, such as additional fire hazards during Christmas and bonfire period. This engagement will also mean reinforcing risk reduction activity associated with certain cultural and religious practices, which involve risks such as candle use.

    3. Person centred fire risk assessments – this approach helps to identify individuals who are at a higher risk from fire.

302. We will devolve the management and delivery of all prevention activity and messages to local operational teams, supported by a small number of partnership officers to develop policy, guidance and risk assessment processes. We will empower the frontline to take on a greater responsibility for the delivery of fire prevention activity and messages to help the communities of GM.

303. In accordance with the three-tiered approach required to support the success and delivery of prevention through a place-based approach, area based Group and Station Managers will provide the system leadership and attend place-based meetings, with operational personnel fulfilling the place based delivery role.

304. Operational crews will provide the majority of prevention and education delivery across Greater Manchester, including all-age fire risk reduction, water safety and road safety activities and initiatives.

305. A shift back to our primary focus will mean that the majority of roles within community safety teams and specialist central service support will be disestablished (circa. 113 posts), with the responsibility for effective delivery and assurance of all activities returning to operational crews and officers.

306. We will ensure appropriate training, learning and development, equipment and systems required by operational staff to effectively deliver prevention activity within communities is undertaken and establish an appropriate transition period to ensure skills and knowledge are transferred to firefighters from non-operational staff.

307. To ensure a consistent approach across all boroughs, operational staff at a local level will hold one or more specialist portfolios for fire prevention, road safety or water safety, with responsibility for the sharing and implementation of relevant knowledge, skills, messaging and guidance at station and borough levels. Performance information for prevention activities will be reported through an organisational assurance function.

308. This prevention model will focus on those people with a range of complexities and need which place them at increased risk of fire or other emergencies. However, we also recognise the importance of developing universal safety messaging to support all the communities of Greater Manchester to access information and self-help. An enhanced digital solution will be developed to support all age fire safety, road and water safety messaging to ensure that everyone in Greater Manchester has access to information to help them understand and reduce common risks in the home, in work, on the roads or on water.

309. Strategic support and subject matter expertise in relation to fire safety, road and water safety will be provided centrally, however this will focus on strategic policy development, training and workforce development and it is not envisaged that these roles will have any responsibility for tactical delivery.

310. Our frontline will continue to work with schools and colleges and with young people directly, providing fire, water and road safety advice and awareness, and to do so, we will ensure they have the necessary training and tools to enable them to achieve positive outcomes.

311. We will continue to help develop and deliver national safety campaigns and strategies as well as working with partners and experts on local seasonal campaigns, such Safe4Summer and Safe4Autumn.

312. Developed in collaboration with the Greater Manchester Casualty Reduction Partnership, Safe Drive Stay Alive is delivered annually to 5,000 college students as a stage production. Students listen to police officers, Firefighters, medics and families who have lost loved ones, talk about the horror of a fatal road accident. We will continue to develop and deliver this innovative work with other emergency services as well as simulated car crashes with actors in college settings.

313. We will continue to use new technology such as our driving simulators to demonstrate the impact of drugs, alcohol and mobile phones on people's driving ability.

314. We will continue to promote the use of our purpose-built community safety facility at our new training site in Bury with an interactive and immersive learning area where school children and the wider public can learn how to protect themselves against fire and other incidents and see the different types of emergencies we attend.

315. Bespoke water safety campaigns will be supported by the borough based teams to address community specific risks. For example, drownings in the city centre canals have been largely linked to anti-social behaviour and alcohol, requiring a different approach to incidents involving young people swimming in a river or reservoir during hot spells.

316. We will therefore ensure the delivery of meaningful and effective training capacity to engage and upskill frontline staff and Borough Managers as appropriate across a range of topics that contribute to fire and

other risk, to enable them to effectively engage in strategic, locality and partnership working, including (but not limited to):

- Attending professional meetings and case conferences
- Supporting Serious Case Reviews
- Attending Safeguarding Boards
- Developing and maintain effective partnership arrangements

317. In order to address these challenges in the longer term, we will:

- Review and refine our attraction and recruitment processes to ensure that our firefighters of the future can demonstrate the skills required to be effective community safety practitioners
- Review and refine our promotion processes to enable our future leaders to demonstrate experience of community engagement and partnership working

318. We propose to put in place suitable and sufficient training for external partners across place-based teams in order to raise awareness of the relationship between the vulnerabilities they encounter and how they place individuals and communities at an increased risk of fire. This will enable place-based partners to:

- Identify fire risk when conducting person centred approaches
- Make appropriate fire risk referrals to operational staff and support the solution

319. The strategic Corporate Support function will include roles which have subject matter expertise in relation to fire safety, road and water safety, recognising that some roles may hold more than one area of expertise to develop corporate policy and guidance. The strategic prevention lead role within this central function will support the focus for prevention activities across all GMFRS disciplines.

320. We plan to review, refine and develop policy and guidance to support effective delivery of person-centred fire risk assessments, to enable our delivery staff to identify all factors that increase or reduce fire risk. We will review and refine all campaign and educational resources relating to fire safety, road and water safety, including those resources that are developed as part of a multi-agency approach to risk and anti-social behaviour across Greater Manchester, to ensure they are delivered in ways that engage and promote behaviour change and reduction of fire risk.

321. We will broaden our data sources; develop improved data capture, recording and reporting systems, including software and hardware, to support improved delivery of prevention activities, improved internal and external reporting, two way data exchange and to provide risk information to service users to support them in reducing risk.

Protection

Where are we now

322. GMFRS has a strong history of Fire Safety and Fire Safety Enforcement and leadership across the sector in these areas. That leadership has included championing and instigating changes in legislation, with great success.

323. However, that level of fire protection knowledge is not consistent across our operational staff and training has not been delivered for a long time, which has significantly impacted on fire protection knowledge within the operational work force.

324. Highly trained, knowledgeable operational crews, which are an asset to the community. Their knowledge of fire safety requirements can be of significant assistance in supporting safe and well maintained buildings, an essential part of 'Place'.

Where we want to be

325. We aspire to have operational crews that have a greater understanding of the built environment, have a foundation of fire protection knowledge and are aware of its importance in firefighter and public safety. Improved knowledge of the built environment will make firefighters safer and will assist frontline crews with planning and decision-making at incidents as well as helping to build public confidence in the safety of buildings, support the improvement of accommodation standards in areas such as rented accommodation and support safer more resilient businesses.

326. A blend of operational staff and specialist resources will integrate with place-based teams, using local knowledge and experience to better understand demand and tackle the issues specific to different communities, and to support businesses in the most effective way possible.

327. Through place-based working, we will develop closer working arrangements and data sharing protocols with a wide range of partners to mutually enhance activities. For example, we will support local authorities in ensuring that venues meet the requirements of their license by providing and maintaining adequate fire safety measures.

328. We recognise the importance of training and development in the success of fire protection work and are committed to continuous professional development providing competence based training at appropriate career and development points. Staff completing fire protection duties whether they are operational officers or specialist fire protection inspectors will be provided with the correct level of training and development required for the level of work they undertake.

329. The amount of training required to achieve our aspirations are linked to the future role of fire fighters within GMFRS. Appropriate training will be provided; operational crews are not expected to become specialist practitioners but to provide first line advice.

330. We will involve protection staff with operational staff in fire incident pre-planning to develop tactics that can be put in place to improve the way that we deal with any fire that does occur, to minimise damage and enhance the likely success of business continuity arrangements.

331. Where necessary, specialist fire safety officers will accompany operational crews during familiarisation visits at premises with complex fire safety arrangements to improve awareness of provisions to support and enhance the safe conclusion of incidents with minimal impact on life, property and business activities.

332. We will provide the necessary training to support operational crews to inspect low and medium risk premises where there is an identified theme of non compliance e.g. locked exits in licensed premises and to consider fire safety issues during operational intelligence system visits

333. Where it is in the public interest, we will proactively seek to prosecute those persons or businesses that break the law, breach regulations and put people at risk.

334. High rise activities will continue to be undertaken by the High Rise Task Force in GM and supported by qualified fire protection officers. This involves the progression of priority areas of work following the review of the Grenfell Tower fire, such as enforcement of replacement cladding systems to the appropriate testing and standards. It will also include the co-ordination of feedback on areas of consultation and activity supporting the NFCC in this area.

335. All of our crew and watch managers will be trained to complete lower-level fire investigations whilst maintaining and developing the skills and expertise of fire investigators to complete more complex investigations.

336. In line with the Hackitt Review recommendations, we will step up our drive to work with planners, architects and the construction industry to embed fire safety into a building design at the earliest possible opportunity. Assisting architects, building owners and developers to evaluate buildings safety requirements to ensure risks are reduced and controlled; we will focus on fire detection, suppression and mitigation, as well as fire safety engineering specifically in relation to potential fire development, human behaviour and maintaining safe evacuations.

337. At the design stage of a building, we will ensure facilities for firefighters are included to maximise their safety and their ability to deal effectively with emergencies.

338. Water sprinklers play a key part in protecting life, businesses, jobs, our economy and the environment. And so we are working with building controls, planning departments, designers, architects, and members of parliament to promote the installation of fire sprinklers and water suppression systems at the earliest possible stage of a building project.

339. To support compliance in ways that meet the needs of different businesses, we will develop alternative delivery models, advising not only about life safety, but how to protect property from the effects of fire. We will support organisations to understand and address the fire risks in their premises to improve safety, enhance economic growth, meet their legal obligations, and establish closer links with the Greater Manchester Chamber of Commerce and other business groups.

340. We have co-located our fire protection officers with environmental health, trading standards, and housing and licensing officers to create 'one stop shops' for businesses with all key enforcement agencies working together in one location. We will continue to develop integrated business support teams with other regulators to help businesses comply easily and effectively with their obligations.

341. We will continue to work with the police centrally and within the localities in the investigation of deliberate fires and support the conviction of arsonists to improve the safety of our communities.

342. Delivering a risk based audit and inspection programme that targets higher risk premises based on life risk, with specialist fire safety staff will continue to be a key priority, to ensure we do our best to protect our communities.

Youth Engagement

Where are we now

343. There are clear links between anti-social behaviour and deliberate fire setting. In recognition of this and building on the brand and reputation of the fire service, we recognise we have a role to play in youth engagement.

344. Our effectiveness in youth engagement cannot only have a positive impact on deliberate fire reduction but also helps young people to develop positively.

345. This, alongside the Service's physical presence within the communities of Greater Manchester, puts us in a great position to attract and engage even the most hard to reach young people.

346. Our youth engagement offer differs in two main ways to other fire and rescue services, both in terms of the scale of delivery and method of delivery. We currently have the largest Prince's Trust offer across all fire and rescue services and the majority of the delivery of youth engagement is not delivered by operational crews.

347. Our current outreach schemes are aimed at reducing anti-social behaviour, addressing issues relating to crime and disorder and providing fire safety education. They are also specifically designed to prepare and support young people into education, training and employment and provide them with the skills to lead healthy and rewarding lives.

348. These schemes support the objectives of the Greater Manchester Strategy by promoting self-reliance, reducing existing and future demand and increasing employability, future proofing the Greater Manchester economy and its workforce. However, it is possible that other partners are better placed to lead the delivery of this work going forward, supported by us through place-based teams.

Where we want to be

349. We want to operational crews to deliver and support effective youth engagement activities that align to our vision, and to do this we need to have an engaged frontline that understands and believes in our work in this area.

350. As much as possible, we want youth engagement activities to be driven by the place-based teams so that those activities are supporting those most in need and have the biggest positive impact.

351. Development will continue on our innovative place-based solutions to engage young people and steer them away from crime and anti-social behaviour. We have seen numerous successes including our boxing club for young people at Moss Side fire station, our climbing wall at Irlam fire station, and our mobile caged soccer units, which can move around different fire stations in response to local concerns about anti-social behaviour.

352. Our interventions such as Fire Smart are aimed at addressing the reasons behind fire setting amongst young people. We will continue to develop these schemes and also work in partnership with other organisations to understand and reduce fire setting in older people.

353. We will continue to develop innovative ways of presenting fire, water and road safety, as well as health messages to schools and colleges, but also look at how we might change our approach from leading, to supporting outreach schemes.

354. We will continue to develop our community based alternative curriculums for secondary school-age children, 'Firefly and Fireteam' motivating and supporting them. These programmes allow young people to develop themselves mentally, physically and socially through the promotion of self-discipline, social consciousness and awareness of their responsibilities towards others – whilst at the same time reducing anti-social behaviour and crime.

355. Our area management teams will continue to work with schools, local authorities and other commissioners to promote the use of our programmes.

356. Our fire cadet schemes operate from our community fire stations with young people aged 14 to 17 undertaking community work and completing qualifications. **These programmes have increased from 3 to 14 units over the last two years, with that growth being achieved by volunteers and greater fire station involvement.**

357. We propose to make these schemes available at every station that is able to facilitate them, and this will be done by:

- Seeking support from existing area managers and station based staff to commit to providing practical and management support to existing units.
- Developing a comprehensive toolkit on how to set up fire cadet schemes.
- Developing a range of guidance documents that provide detail to support station based staff to manage safer working practices, safeguarding, off site visits, risk assessments and behaviour.
- Seek support from local youth service providers.

358. Our success with Prince's Trust is well proven, but so is the success of other providers in Greater Manchester. For that reason, we will look again at our delivery of the scheme and establish whether others can provide the service at a reduced cost to the public and, if appropriate, we will transition from provider to supporter of this scheme.

359. Programme Challenger sees us working with the police, local authorities, probation, and immigration enforcement agencies to not only detect and disrupt criminality but to protect the vulnerable, and safeguard those at risk from becoming victims or perpetrators of organised crime. We will continue to support and help develop these innovative multi-agency programmes to help make our communities safer.

- Operational crews will be trained to deliver and support effective youth engagement activities that align to our vision.
- We will refocus youth engagement activity on fire-related interventions
- We will develop clear working arrangements with place-based teams and partner agencies

Summary and Key Recommendations

Summary

GM communities face increasingly complex risks. It is vital that we work with our partners as effectively as possible to tackle these risks together. GM has developed a place-based approach, where local risks are jointly managed by teams of people from different agencies.

Successfully delivering the recommendations from the Kerslake Report and the emerging findings from the Hackitt Review will require clear and effective partnerships.

Whilst some of our partnerships are effective, many need reviewing to ensure they better deliver the principles of place-based working, and the Kerslake and Hackitt recommendations.

Firefighters have told us that prevention activity is not targeted, that they are insufficiently trained to undertake the role being asked of them and the equipment provided to them is not adequate.

The level of fire protection knowledge is not consistent across our operational staff and training has not been delivered for a long time.

Key Recommendations

We will be an integral part of place-based delivery, ensuring the core elements of response, protection and prevention are effectively deployed at a local level to reduce fire risk, whilst supporting effective collaboration.

We will refresh our relationships with partners to design future shared intervention activities. Clear partnership agreements will be developed concentrating on delivery and outcomes.

In Prevention we will:
- Design and implement a new delivery model which places ownership on firefighters, station managers and borough managers
- Ensure there is the appropriate training, development, equipment, and systems in place for operational staff to effectively deliver prevention activity
- Develop clear working arrangements with place-based teams and partner agencies

In Protection we will:
- Increase the involvement of operational crews in Protection delivery, so they have a greater understanding of its importance in firefighter and public safety
- Ensure there is the appropriate training, development, equipment, and systems in place for operational staff to effectively deliver protection activity
- Develop closer working arrangements and data sharing protocols with a wide range of partners to mutually enhance regulation activities
- Increase engagement with planners, architects and the construction industry to embed fire safety into a building design at the earliest possible opportunity

In Youth Engagement we will:
- Refocus youth engagement activity on fire-related interventions
- Train operational crews to deliver and support effective youth engagement activities that align to our vision
- Develop clear working arrangements with place-based teams who will drive youth engagement to support those most in need and achieve the biggest positive impact.

Decision-Making

Introduction

360. We have a legal responsibility to ensure that an effective fire and rescue service is provided across Greater Manchester, ensuring we respond to the statutory requirements laid out in the following documents:

- Fire and Rescue Services Act 2004
- The Fire and Rescue National Framework for England
- Civil Contingencies Act 2004
- Regulatory Reform (Fire Safety) Order 2005
- Fire and Rescue Service (Emergencies) (England) Order 2007

361. In addition to our legal responsibilities outlined in the above documents the Fire and Rescue National Framework Document (NFD) provides national strategic direction for fire and rescue services. It embeds the government's fire reform agenda and includes;

- Transforming local governance of fire and rescue by enabling mayors and police and crime commissioners to take on responsibility for their fire and rescue services (FRS)
- Establishing Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as an independent inspection regime for FRSs
- Developing a comprehensive set of professional standards to drive sector improvement
- Supporting services to transform commercially with more efficient procurement and collaboration
- Increasing the transparency of services with the publication of greater performance data and the creation of a new national fire website
- Driving forward an ambitious programme for workforce reform by enhancing - professionalism; management and leadership; training and development; equality and diversity; culture and options for flexible working

362. It is clear that as funding for public services reduces there will be a need to further reform services to improve collaborative working. It is important that outputs from this review support the delivery of increased efficiency and effectiveness.

Where we are now

363. In May 2017, the Fire Authority was abolished. Responsibility for the governance of GMFRS transferred to the new Mayor of Greater Manchester, Andy Burnham, and the staff and assets of the service transferred to the GMCA.

364. The Mayor provides a visible, single accountable figure for the governance of the service. Our place within the GMCA supports the expansion of collaborative opportunities in line with Government expectations, and enables focused engagement with constituent councils in the delivery of local services.

365. Boundaries between roles and responsibilities of the GMCA executive structure and the GMFRS Corporate Leadership Team are unclear. Clarity regarding the governance and roles within the governance model is required to help resolve this.

366. Our existing structures prove challenging as several functions and services have unclear reporting lines, with budgetary management sat in one directorate and line management in another. This creates finance and HR data challenges, which in turn creates confusion across services. For instance, safety and prevention

functions are sat in boroughs but directed via area management in the Prevention and Protection directorate.

367. These structures also contribute to silo working within directorates, which is unsustainable in the longer term. With a reducing funding envelope and diminishing reserves, the Service cannot afford to stand still. To do nothing would reinforce the silos that exist between frontline delivery and back office support functions, and would fail to achieve the cultural shift to a more joined-up cohesive service.

368. Following the announcement of the new HMICFRS inspection regime a number of activities were undertaken to help prepare the Service ahead of our inspection. We set up a regional working group with a number of surrounding fire and rescue services, and undertook a self-assessment and document review, to provide us with a good understanding of our current strengths and weaknesses.

369. The gaps identified as part of the HMICFRS self-assessment have been fed into the Programme for Change workstreams to ensure these are considered, and where necessary, incorporated into any new approaches to be implemented as part of the review.

370. GMFRS currently has a Risk Management Strategy, which sets out how organisational risks will be managed, monitored and embedded across the Service. Historically the management of risk was linked into the strategic planning process, and the mitigating activities captured within the annual business plans, but this has been inconsistently undertaken since the transition to the GMCA and needs to be re-embedded.

371. To ensure that we measure performance effectively we use key performance indicators and measures, and set targets that reflect the strategic goals and objectives of the Service. This is a proven way to focus activity and resources to make sustained improvements to service delivery. A Performance Management Working Group, who review performance activities on a monthly basis, identifying areas where proactive and / or reactive strategies are required, will be established in support of this approach.

372. Whilst there had been a previous organisational commitment to driving continuous improvement throughout the service, recent capacity issues and work reprioritisation have resulted in a reduction in these types of activities. A framework to support performance management and continuous improvement is being developed to support embedding the new approach across the Service.

Where we want to be

373. The strategic plan should inform the development of separate directorate annual business plans to support the service strategic aims and objectives. These should include key targets and milestones for the year ahead, and be linked to budgeting information so that where possible, resources allocated to achieve specific objectives can be identified.

374. The development of a decision-making framework is key to supporting improved decision-making processes, which embrace an inclusive leadership and organisational culture consistent with a modern operational emergency service.

375. The purpose of this framework will be to articulate GMFRS's vision, strategic regulatory compliance, accountability and decision-making processes, aiming to help provide transparency, clarity of purpose and encourage ownership amongst our staff, stakeholders and partners.

376. In developing new frameworks we will;
   - Enable decision-makers to access timely, accurate and the evidence needed to make informed decisions
   - Ensure decisions are focused on the Service's strategic aims and objectives
   - Provide transparency on decisions that are made
   - Create processes that are streamlined, clear and easy to understand

- Create processes that enable decisions to be taken at the most appropriate level
- Provide an opportunity for stakeholders to be involved
- Provide staff with clear and proportionate escalation route if they are unhappy with decisions, policy or practice.

377. In addition to the above, the new Performance Management and Continuous Improvement framework will assist in supporting the overall governance model. This framework will ensure a consistent understanding of the agreed principles, actively support efficient and effective service provision, desired performance management and reporting governance, and embed a culture of continuous improvement.

378. The need to create clearer accountabilities and more balanced portfolios outside service delivery was a fundamental driver to ensure accountabilities can be discharged with the greatest chance of success by principal officers.

379. The Fire Plan will set out the strategic direction for the service over the next three years, identifying strategic priorities and the principles by which they will be delivered. It will be informed by the broader GMFRS Programme for Change as well as the outcomes of district needs assessments and will consider the national guidance in its development.

380. The plan is issued by the Mayor, but in order for its ambitions to be achieved, it must be agreed and owned by all the agencies who contribute to building safe and strong communities, including our communities themselves. The plan will be developed in consultation with fire service colleagues, senior politicians, local authorities, community safety partnerships, criminal justice and health colleagues, the voluntary sector and members of our communities.

381. To support the delivery of the Fire Plan, directorates will produce annual business plans that clearly translate the strategic priorities into goals, plans for how the goals will be attained and the timeframe for delivery.

382. To ensure a new model is implemented effectively there will be a senior commitment with regular review meetings that feed into the current overview and scrutiny arrangements.

383. Improved governance, alongside rebalanced functional accountability, will provide borough-based service delivery leaders with the opportunity to focus on core area based delivery and improved performance, whilst functions, which support and check performance will be delivered within other accountabilities and chief officer portfolios.

- Production of the new Fire Plan and associated directorate business plan to support the delivery of organisational aims and objectives.
- Ensure relevant activities support the requirements detailed in the National Framework and are linked to the HMICFRS framework and methodology, specifically – Efficiency, Effectiveness and Leadership.
- Develop and implement a decision-making framework to provide clarity and support organisational governance.
- Develop and implement a Performance Management and Continuous Improvement framework.
- Review structural proposals to ensure that these remove the barriers that potentially create silo working, support performance and risk management, and adopt a pragmatic approach to service delivery.
- Ensure that all current governance arrangements, such as risk management, budget management, procurement etc. are linked into any new arrangement to enable a consistent and agreed approach.

Summary and Key Recommendations

Summary

Boundaries between roles and responsibilities of the GMCA executive structure and the GMFRS Corporate Leadership Team are unclear. Clarity around governance is required.

Several GMFRS functions and services have unclear reporting lines. This creates finance and HR data challenges and confusion across services. These structures also contribute to silo working within directorates, which is unsustainable in the longer term.

Key Recommendations

- The strategic plan (Fire Plan) is issued by the Mayor, and must be agreed and owned by our partners and communities. The Plan will be developed in consultation with fire service colleagues, senior politicians, local authorities, community safety partnerships, criminal justice and health colleagues, the voluntary sector and members of our communities;
- The Fire Plan will inform the development of separate directorate annual business plans to translate the strategic priorities into goals, action plans, and the timeframe for delivery
- We will develop a decision-making framework that promotes an inclusive leadership and organisational culture consistent with a modern emergency service. The purpose of this framework will be to articulate GMFRS's vision, strategic regulatory compliance, accountability and decision-making processes, aiming to help provide transparency, clarity of purpose and encourage ownership amongst our staff, stakeholders and partners
- We will develop and implement a Performance Management and Continuous Improvement framework, and ensure activities deliver the National Framework, and are linked to the HMICFRS framework and methodology, specifically – Efficiency, Effectiveness and Leadership
- We will improve governance and accountability, to ensure borough-based service delivery leaders can focus on core service delivery and improved performance. Functions, which support and check performance, will be delivered from within other portfolios. We will ensure that all current governance arrangements, such as risk management, budget management, procurement etc. are linked into any new arrangement to enable a consistent and agreed approach.

Supporting the frontline

Introduction

384. One of the key themes emerging from staff feedback was the need to ensure all parts of the organisation are fully focused on supporting the frontline.

385. This section sets out how we intend to improve operational preparedness and the support provided to the frontline across the following key areas:

   - Operational Preparedness
   - Training
   - Equipment
   - Vehicles
   - Fire Station Operations
   - Administration
   - 999 Collaboration
   - Resilience
   - Incident Command
   - Station Manager Arrangements

Operational Preparedness

386. Our vision of a 21st century emergency response capability is one that is responsive and provides the right people with the right skills at the right time, with the best equipment available to enable our operational crews to have a positive impact at operational incidents.

387. Our emergency response strategy will define how we intend to provide state of the art fire engines and specialist vehicles, incorporating the latest technology and how these will be integrated into the Service. In addition, this all-encompassing response strategy will also ensure that our firefighters are given the correct level of operational training covering all risk critical areas, for example effective incident command and control, breathing apparatus, height safety, water safety, road traffic collision, hazardous materials and trauma care. Robust operational training, modern and effective fire engines and providing the best equipment are all key priorities for the Service and emphasise the importance we place on fire fighter safety as well as the safety of the Greater Manchester community.

388. To ensure the Service can maintain an effective operational response capability, we must not lose sight of the importance of learning and where necessary implementing changes as a direct result of this learning. Learning is an essential component to ensuring continual improvement is at the heart of everything we do and we will ensure our learning process is effective and issues raised are followed through to completion by ensuring a more rigorous approach is taken in respect of organisational assurance.

389. Operational preparedness is critical to the Service, not only to ensure we can fulfil our statutory functions, but also to ensure we are legally compliant, effective and available 24/7 when we are needed. We have developed a number of core principles which underpin our approach to operational preparedness and moving forward, we will place a much greater emphasis on all these principles to ensure we can deliver our vision of a 21st century response.

390. The principles align to our vision and mission and are:

Savings Lives
- We will ensure our emergency response fire engines and equipment are fit for purpose to best protect our communities and our firefighters in whatever environment they are operating in.
- We will ensure our emergency response resources are best located to respond quickly and efficiently to all emergency calls we receive within Greater Manchester.
- We will ensure our emergency response is resilient and able to respond quickly and in right numbers to whatever emergencies, we face.

Working Together
- As outlined in the Police and Crime Act (2017), GMFRS has a responsibility to collaborate with all blue light partners. Therefore, we will work closely with key partners and other emergency responders to ensure a coordinated and well-practised approach to joint operations in planning for and attending emergency incidents.
- Where we can we will share data and intelligence with our partners to ensure that we all have the most accurate and up-to-date picture of the risks facing the communities of Greater Manchester.
- We will continue to explore new ways of working with partners, to ensure collaboration is our default approach and that our service is as effective and efficient as possible.
- We will be flexible; sharing our people and resources where we can to support our communities and other services, providing maximum value to the public and improving outcomes for our communities.

Protecting You
- We will ensure we have healthy staff; with the right skills, training and experience to deal safely and effectively with all the risks we might face.
- We will develop and research new firefighting techniques and equipment to ensure we are best prepared to deal with our constantly changing environment.
- We will continuously improve performance and standards across our emergency response workforce by routinely reviewing working practices, standards, training and supervision.
- We will ensure our procedures, policies and guidance build upon national best practice and are as safe, fit for purpose and effective as they can be for the inherently dangerous environments that our emergency response staff can work within.
- We will continue to monitor risk and demand to ensure that we have the right type and number of resources available at the times when our communities need those most.
- We will continue to learn from operational incidents in Greater Manchester, the wider UK and internationally.
- We will use the HMCIFRS Inspection Programme to implement improvements not only from our own inspection findings, but also from the best practice and emerging themes identified by the inspection of others.

391. By ensuring a greater focus on these principles, investing time, effort and resources in the frontline as well as having the right 'focussed' organisational structure in place, the Services' emergency response capability will be highly effective, responsive and will be capable of dealing with any reasonably foreseeable event.

392. However, we recognise the need to invest in the frontline to achieve the level of cultural and organisational change needed to truly transform the Service, and examples of the investment needed include:

- Upgrading of fire station facilities to ensure they provide a suitable and safe working environment for all who work there.
- A robust equipment replacement programme, which ensures all operational equipment, is replaced in line with manufacturer requirements.

- Upgrading our technological infrastructure to ensure the Service can be responsive with systems and processes that supports front line fire crews, rather than hinder them. This includes the much needed upgrade of the learning management system (LMS).
- A robust vehicle replacement programme which ensures all operational vehicles and specialist vehicles are replaced in line with the vehicle replacement strategy.
- State of the art training facilities which enable fire fighters to undertake realistic and valuable operational training and exercising when required to do so. This should include, where feasible, evenings and weekends.

Training

Where are we now

393. The Service currently invests a significant amount of money on training and development for all staff across the organisation.

394. The current model for operational training has a core staffing model in place, which is flexed up or down to support needs moving forward. The training delivery is supported by the utilisation of Training and Development Centre and Bury Training and Safety Centre (TSC) and other various satellite locations.

395. A number of challenges have been identified in relation to the current training model. The delivery of the current model is split across directorates resulting in ineffective prioritisation and utilisation of assets. There is a duplication of management and support structures, and different approaches, weaknesses in systems and inconsistencies with quality assurance.

396. Training and development is currently delivered through a number of directorates, namely Prevention & Protection, People and Emergency Response. Whilst a number of options have been previously made with recommendations around improved staffing structures and delivery, these have been presented in isolation and there have been no proposals around an amalgamated training function.

397. Capacity across the team is currently stretched causing issues with training delivery. The current staffing structures in the Community Safety Training and Development team and the Bury TSC have a number of vacancies, whilst the zero based model for operational training means that any unplanned additional workloads such as the recent recruitment drive would be to the detriment of other planned training activities.

398. There are separate and misaligned training needs analyses for each directorate with budget inefficiencies and a duplication of activities and processes that could be more efficient. This along with a lack of consistency and no standard approach to training delivery leaves the Service open to criticism such as Ofsted and HMICFRS.

399. Currently there is an underutilisation of the Bury TSC for operational training due to the lack of infrastructures and supporting system, resulting in firefighters not maximising the opportunities to train for all operational scenarios. As these facilities are managed across two directorates, it has created both inefficiencies and unnecessary challenges around site operations.

400. Inefficient systems have created weaknesses in both process and practice, as they do not fully meet the needs of the training function, resulting in multiple workarounds and various data sources. In addition to this, issues around the content management for the Learning Management System and eLearning production add further to these weaknesses, are a result of the lack of governance, control, and input from a variety of sources.

Where we want to be

401. A fundamental shift is required to the way the Service provides training, including a new delivery model. The new delivery model must offer a balance between specialist skills of the firefighter, officer, non-uniformed support staff and the broader organisational workforce. It should provide an environment of learning for work, promoting everyday core learning across all specialisms knowledge transfer, collaborative working and self-improvement.

402. There are a number of options for training delivery within the context of the emerging operating model; each option has explored appropriate staffing structures, organisational requirements and the potential risks and benefits. (See Appendix XVII)

403. A new delivery model with a single delivery structure and streamlined processes, underpinned by a clear strategic direction for learning and development should be implemented. This will create a single accountable owner of training within GMFRS, resulting in a clear direction, consistent approach, structured training teams, and a sustainable model offering modern, effective and efficient learning and training.

404. Within this preferred model, all training delivery will be combined within one function split into faculties or portfolios, similar to the approach taken in educational establishments, with activity initially based on mandatory and business critical requirements.

405. All training delivery will take a multi-faceted approach including the use of subject matter experts for areas of speciality in associate roles and sessional training staff to offer a flexible, multi-skilled and agile workforce.

406. Areas including system, workforce planning and training administration should be centralised to support the wider objective for organisational development and articulate the training needs of the Service e.g. tying succession planning into leadership and management training.

407. Additionally, we recognise that there is a need to adapt how we currently train our firefighters and where necessary we will ensure this is meaningful practical training and with less reliance on electronic means for essential training.

408. A revised approach to operational training will ensure all training undertaken is meaningful and completed in a timely manner and in accordance with an all-encompassing operational training planner. In addition to delivering a robust training planner, which can be delivered routinely on stations, we recognise the pressing need to enable our operational crews to make better use of facilities such as Bury TSC. Investment in the site is crucial to ensuring it is fit for purpose and becomes a beacon for the Service as well as a venue where crews will use to support them in maintaining skills, irrespective of the time of day or day of the week.

409. We are committed to the Joint Emergency Services Interoperability Principles (JESIP) and intend to build upon our collaborative approach to dealing with emergency incidents, from the initial fire engine response, right up to the strategic management of incidents at multi agency Gold.

410. A new approach to assessment will be introduced which ensures that all training is delivered to a standard and quality assessment takes place. We recognise that quality assessment is key to ensuring training is meaningful and has an outcome, rather than simply being a process whereby crews train to 'tick a box'. This is a significant undertaking, but something we recognise is essential if we are to truly improve how we train our fire fighters.

411. We have developed a revised organisational structure, which will facilitate the delivery of a revised delivery model for training. To deliver a new and all-encompassing training delivery model will require a significant amount of organisational realignment and restructuring and could be one of the more challenging projects coming out of the Programme for Change.

412. The new delivery model will be a key priority for the Service and should be commissioned as soon as possible.

413. The training delivery project must include the following areas:

- Development of a coherent organisational training strategy
- Provision of adequate training facilities
- Further, develop the JESIP approach to ensure our approach to multi agency incident management is seamless.
- The production of a single organisational training needs analysis
- The development of a robust operational training planner which ensures all operational training requirements (practical and technical) are captured.
- The roll out of a qualified assessor programme to ensure we have a sufficient number of assessors to provide constructive assessment feedback to operational staff.
- Delivery of a robust learning platform, which supports staff training and development, for example Learning Management System 2.
- Identify business development opportunities for Bury Training and Safety Centre

Equipment

Where we are now

414. Every fire engine in Greater Manchester carries a range of operational equipment to enable fire crews to undertake a variety of tasks within the operational environment. This kit ranges from basic hand held tools to the latest hydraulic and electric tools.

415. Equipment on fire engines is normally replaced in line with manufacturers requirements as part of a routine replacement process. However, some equipment has not been replaced. A whole stock replacement programme is now underway and will be completed by March 2019.

416. We have not had a long-term equipment replacement plan, which has meant any equipment replacement needs have not been captured within a long-term financial plan. We intend to address this.

417. The Service has invested more than £2.9m in new technology such as Ultra High Pressure Lances. Despite investment in these lances, their use at operational incidents is low. The concept of the high pressure lances should ensure that firefighter safety is enhanced as conditions within fire compartments can be altered before a firefighter enters. We will work to fully understand why their use is low.

Where we want to be

418. The Service places the safety of its workforce as its highest priority. In recognition of this importance, it is essential that operational staff in particular must have the best personal protective equipment (PPE), firefighting, and rescue equipment available to them to enable them to carry out their function effectively. There has already been significant investment in PPE with the introduction of layered fire kit; we are one of only a handful of fire and rescue services to introduce this innovative approach.

419. The PPE is routinely replaced in line with the manufacturer's guidance, in some cases replaced earlier due to significant changes in technology, which ensures we remain at the leading edge in respect of operational response.

420. We recognise that firefighters are best placed to provide important information about our equipment, as they are practitioners. Whilst we have endeavoured to involve our firefighters in the procurement of some

equipment, through for example field testing, we understand this approach must be broader so that the practitioner voice is heard when identifying and procuring our future equipment needs.

421. We have developed a long-term equipment replacement plan that maps out all operational equipment over a ten-year cycle. This plan ensures that the Service is more aware of equipment replacement priorities and can plan more effectively. Our equipment replacement plan forms an integral part of our future planning process and will ensure the Service is sighted (in a timely manner) of equipment replacement requirements so that effective budget management can take place.

422. We already form part of the North West procurement hub, which ensures we can deliver the best equipment whilst ensuring value for money. The value of the NW procurement collaborative approach has already seen the Service achieve significant improvements through joined up tendering processes and ensures we continue to achieve value for money.

423. We will establish a process to engage stakeholder feedback for equipment procurement. The current mechanism for feeding in observations about operational equipment is through the Active Monitoring System (AMS) however, this is reactive. We will explore options available to us to enable proactive views and comments relating to operational equipment to be fed into the correct teams, so that they can engage directly with staff to help shape future solutions.

424. Our intention is to have the best available equipment for our firefighters, investing in the latest technologies and ensuring safety is maintained, whilst providing the best possible equipment to deal with the broad range of incidents.

425. We will ensure that we effectively engage and consult with our operational staff as part of the introduction of new equipment to enable feedback to be considered and, where possible, incorporated as part of the procurement process.

Vehicles

Where are we now

426. All emergency response vehicles are classed as the 'A fleet'. There are currently 113 vehicles, which form the Service's 'A fleet', which are a mixture of fire engines and specialist vehicles, for example high reach aerial vehicles and boats. The expected normal service life of 'A Fleet' operational appliances is approximately 12 years however; this may be adjusted depending upon a range of factors such as vehicle type, location, utilisation, condition, mileage, budget pressures or operational implications.

427. In addition to the 'A fleet', the Service also has a number of support vehicles known as the 'B fleet' which consist of, in the main, cars and vans which are utilised throughout the organisation. We know that some of the vehicles within the B fleet are underutilised whilst others are showing excessive wear and tear with high mileage rates.

428. An exercise has been undertaken to rationalise the B fleet, with those vehicles initially identified as surplus now removed from service. Further work will be undertaken to identify further possible efficiencies.

429. The current 'B fleet' replacement programme was previously deferred because a range of operational areas were under review; the results of which may have changed the future firefighting and community support requirements for the service. This decision resulted in the Service having to maintain, in some cases an ageing fleet.

430. Whilst all of the fire engines in use are well maintained and routinely serviced, a number of the fleet are older and in many cases 'tired'. Additional factors such as carbon emissions become a factor in older vehicles and failure to replace vehicles means new low emission technology is not available to us.

431. A blue light vehicle replacement programme commenced in 2016 with significant capital investment. Orders have been placed for 24 new fire engines, 2 technical response units (TRUs), four high reach aerial vehicles and several support vehicles. Normal practice would usually see 'A Fleet' vehicles replaced in a more phased approach with a small number of new vehicles being introduced year on year. These vehicles have been procured taking into account direct involvement of our firefighters and feedback to ensure that their views and ideas have been incorporated throughout; this inclusive approach was important to us.

432. The impact of introducing large numbers of new vehicles into the Service in a short space of time is problematic, not least because each of these vehicles comes with new technological advances, which require specific staff, and driver familiarisation training, which directly impacts the Service.

433. In procuring new 'A Fleet' vehicles, we have brought together a number of stakeholders from fire stations. The skills and knowledge that these individuals bring to the process has been invaluable and we recognise this is an important component in the procurement cycle, therefore we will continue to adopt this approach as we move forward.

Where we want to be

434. Once the new vehicles are in service and operational, the 'A Fleet' will be much improved and operational staff will benefit from the new vehicle technology.

435. We have developed a long-term fleet replacement plan, which highlights the age profile of the 'A Fleet' vehicles. This plan will drive our replacement profile, however it should be noted that fire engines are normally reassigned once they have completed between 9 and 10 years as front line vehicles. During their remaining years of operational service, these are usually deployed as second pumps strategic reserves (Training Centre fire engines) or as transport reserves used to provide cover for operational appliances in workshops for repair and maintenance.

436. Given the nature of emergency response, vehicles such as fire engines are often pushed to their limits. However, robust maintenance scheduling ensures that all 'A fleet' vehicles remain mechanically fit for purpose. Notwithstanding this approach, it is recognised that vehicles do have a working lifespan and a suitable and sufficient replacement vehicle replacement plan is needed to ensure that the change to new, modern, efficient, effective emergency response vehicles is achieved in a timely manner.

437. As with other aspects of emergency response asset development and replacement, we will continue to include operational firefighters in the research and development phases to ensure the practitioner viewpoint is integrated within the replacement planning process.

438. In addition to the improved management systems for 'A fleet' vehicles, we will also have an improved system to effectively manage our 'B fleet'. As the new service model is implemented and new systems and practices are established, we will have a better understanding about what 'B fleet' needs are required to support the front line. Once we have a greater understanding about what these requirements are, we will ensure that the appropriate level of resource is provided.

439. Additionally, we will make best use of emerging technology to track our vehicles and ensure more consistent monitoring and provision of data, such as vehicle emissions and fire engine pumping times, for example, to inform our carbon reduction strategy.

440. Our new fleet strategy will ensure all active 'A and B fleet' vehicles are managed appropriately and are replaced in accordance with the parameters set out within the strategy.

441. We will introduce a long-term fleet replacement plan that will ensure all of our 'A Fleet' vehicles are more effectively managed and replaced or changed out in line with the fleet strategy. We recognise this plan must be transparent so that we can gain the confidence of the workforce that any fire engine or associated operational vehicle in operation is part of a fleet, which meets the highest standards possible.

Fire Station Operations

Where are we now

442. To ensure fire crews can respond to a wide range of incidents and deal with them effectively and safely, we must ensure a number of processes are in place. These processes include such things as gathering premises risk information, training scenarios and familiarisation with operational equipment, checking kit and ensuring that our fire engines and lifesaving equipment is in a state of readiness.

443. The importance of these processes should not be underestimated; regular testing of test kit such as breathing apparatus can mean the difference between life and death. It is widely acknowledged that there is a huge disparity between how these tasks are undertaken on fire stations, leading to inconsistencies in kit checking processes and recording of key information. The existing managerial structures and working arrangements have meant that there has been a loss of focus on front line priorities and this is being addressed as a matter of priority.

444. In the past, there has been an inconsistent approach to how Station Managers have been assigned to fire stations, which in some cases led to a lack of ownership and accountability at a local level. If there is a lack of accountability at Station Manager level, this can lead to a loss of focus at Watch and Crew Manager level.

445. Leadership is particularly important within the operational environment. Firefighters value face-to-face interaction and both firefighters and supervisory managers rightly deserve to be able to engage with senior managers at regular intervals. The role of the management team within the Service delivery area is critical to providing clear and inspirational leadership, ensuring our front line crews feel more valued and have a clearer steer in respect of the Services priorities around operational preparedness.

446. The condition of many of our fire stations have been poorly maintained and are well below where we would expect it to be and this must change. There are a number of stations where the facilities are not considered fit for purpose such as; general welfare facilities and poor female firefighter facilities requiring further improvement at a time when we strive to increase workforce diversity. Our staff have the right to expect good working conditions and a decent working environment and we will provide decent facilities at all of our buildings.

Where we want to be

447. Fire stations in Greater Manchester operate 24/7 and our staff are key to ensuring the successful running of each station. Ensuring all routine activities take place as and when required is essential in order to provide organisational assurance that things such as risk critical checks are undertaken, equipment is tested and maintained, premises risk information is checked and updated and the crews are in a state of readiness.

448. The Service plans to introduce a new Station Management Framework, will provide the necessary tools to assist those working on stations to understand the essential task requirements and set out the organisational expectations in respect of standards. The framework will ensure the same level of operational rigour is applied at all stations, regardless of duty system. The day-to-day management of the framework will be the responsibility of the duty managers at the station, predominantly Crew and Watch Managers and

with this responsibility also comes accountability. The role of the Station Manager will be pivotal in providing the necessary oversight, support and routine audit of the framework for their respective station/s.

449. The roles of the Area Based Group and Station Managers must be adapted so they place more focus on service delivery with clear and unequivocal responsibility for ensuring the delivery of the framework within the Area. A more balanced approach will be needed between the inward looking aspects such as running of fire stations alongside outward looking aspects such as placed based working and other partnership commitments. It will be a matter for the borough group managers to understand and identify this balance, which will depend on the locality.

450. Further structural changes are proposed to ensure that the level of rigour on fire stations is consistent; these include the introduction of dedicated area manager role/s with clear and consistent accountability for delivering effective business as usual on stations as well as developing alternative approaches to improve the frontline where this is identified.

451. The introduction of the Station Management Framework and more focussed role of the Area Based Borough SM, GM and AM, coupled with proposed investment in operational appliances, equipment, a revised and focussed operational training forecast and building modifications will see the fire stations and indeed the operational response section of the Service improve vastly.

452. We will work with station staff to develop and introduce the Station Management Framework. This framework will form a key part of station life and will provide absolute clarity about what the Service expect should be undertaken on a daily, weekly, monthly and quarterly basis, including setting out the required standard.

453. The new station framework will:
   - Encapsulate the local auditing requirements, which will in turn reduce the burdens currently placed on our Station Managers
   - Ensure the Service complies with its legislative duties
   - That there is a greater level of accountability for our supervisory managers and we will work with these managers to ensure they have the appropriate training and awareness to be able to complete their jobs.
   - Increase the level of focus within the area of service delivery
   - Assist with the introduction of structural reforms, ensuring dedicated roles that will deliver greater focus as well as much needed leadership and support.

454. Recognising the need to improve the quality and standards on many of our fire stations, we intend to seek the appropriate investment to enable us to embark on a programme of fire station refurbishment which will ensure our operational response staff and the communities of Greater Manchester can utilise facilities which are modern and fit for purpose.

Administration

Where are we now

455. The administration teams in GMFRS exist to support the work of the operations functions and provide a service to internal departments and the public who are in contact with the organisation. At present, the administration staff are distributed around a number of departments and locations. The main teams are the Prevention and Protection, Emergency Response admin team and the Corporate Leadership Team PAs.

Table: Current Staffing Model

	Managers	Staff	Total	Total Costs
Prevention & Protection Admin	4	16	20	
Emergency Response Admin	9	40.5	49.5	
Corporate Leadership Team PAs	1	4	5	
Total	**14**	**60.5**	**74.5**	**£2.355m**

456. The administration staff are split between Headquarters, the five operational boroughs and the Training and Development Centre, with 42 at based at HQ and 32.5 in the boroughs – roughly a 60/40 split. Co-locating administration staff to one central hub would improve the efficiency of management and supervisory roles. However, it would affect the contact, communication and relationships with operational units, bearing in mind that the individual fire stations are the key operational delivery sites. As GMFRS would not want to put the effectiveness of these at risk, implementing a more centralised administration function will need to be carefully planned and supported by good processes, communication systems and IT functionality.

457. **Where we want to be**
   - An accountable owner for the function is required.
   - At present, there is significant reliance on administration staff by operational managers and other staff.
   - We need to reduce duplications and manual interventions as currently information is passed to administrators for processing on systems in hand-written documents, spreadsheets and through phone calls. Investment in systems and process improvements would drive efficiencies in this area.
   - The borough administration teams currently oversee the processes around overtime, allowances and requisitioning of goods and services. With appropriate training, and with significant system improvements, it is anticipated that local managers can undertake this work.
   - Investment in underpinning applications to support the delivery of an improved and streamlined solution is required.
   - Formation of a streamlined administration hub, with systems support to deliver transformation, and the creation of an internal call centre to deliver both cost reductions and service improvement.
   - Area based teams linked to the hub, providing support to station based staff

458. We anticipate a reduction in cost of administrative processes by up to 30%, supported by system investment, and further opportunities following investment. This analysis was informed by the Activity Based Costing exercise, which shows that a 20 FTEs reduction (year 1) in Admin tasks is achievable, with a further reduction of 7 FTEs (year 2) once changes to crewing arrangements have been fully implemented.

459. To enable local managers to undertake any additional administrative duties, investment in systems is essential. As this will not be in place at the outset, additional admin/management resources at Borough level will need to be retained to support this change during the implementation phase. This has been factored into the costing model, and as detailed above 7 FTEs will be retained in the structure until year 2.

Table: To Be position

	Managers	Staff	Total	Total Savings
Ops and Business Support/Area Based	7	49.5	56.5	
Staff transferred to other teams		4.5	4.5	
Total	**7**	**54**	**61**	
Reductions	**7**	**20**	**27**	**£0.622m**

999 Collaboration

Where are we now

460. We already have a number of fire stations within Greater Manchester where the building is shared with colleagues from GMP or NWAS. The value of sharing facilities is such that front line responders are able to share information, where feasible train together and most importantly develop positive working relationships with other blue light responders.

461. As we move forward with the Programme for Change we endeavour to increase the number of shared facilities and continue to discuss options with colleagues from other blue light services.

462. The response to the Manchester Arena attack identified a number of issues in respect of blue light collaboration and indeed communication. The Kerslake review identified a number of failures in how the Service responded and there was a clear theme emerging from the report around improving JESIP principles and working more collectively, with particular emphasis on the GMP Force Command Module.

463. Whilst the Kerslake review identified that different officers and staff have greater or lesser experience of multi-agency working, it indicated an urgent need to ensure a suitable level of competence and expertise, underpinned by training, is in place to ensure an effective response can be delivered to ordinary and extraordinary events.

464. One of the seven principles referred to earlier is resilient and effective mobilising arrangements. North West Fire Control deploys GMFRS operational response assets to operational incidents. NWFC carry out their functions in line with an agreed service level agreement, implemented in 2014 when the central control room opened.

465. The current set up at NWFC is constraining and does not enable the operators to make key decisions without following set procedures. This approach can add additional time to responses to incidents, which are by their very nature time critical.

466. There is a barrier between the frontline operational response personnel and NWFC, which can lead to challenges in achieving shared situational awareness and during protracted incidents such as the moorland fires, the basing of officers within NWFC proved to be highly effective in bridging this gap.

Where we want to be

467. The importance of joint working between the blue light services is critical to ensuring emergency incidents can be dealt with safely and effectively. In recognition of this, the Service routinely engages with colleagues from GMP and NWAS to develop skills and enhance joint situational awareness, whether on the scene of an incident or within the training environment. Additionally, we want to take decisive action in conjunction with the other North West Fire Services to explore options available to us, which will improve the way in

which the current mobilising arrangements at NWFC work and situational awareness between all blue light responders and mobilising staff can be improved.

468. Joint training and exercising is undertaken at operational, tactical and strategic levels to ensure conformity and interoperability is enhanced. The JESIP principles are a nationally developed set of principles established to ensure that blue light services are more joined up and share (wherever feasible) terminology and approaches for dealing with what are often difficult and complex emergency incidents.

469. We aspire to have good multi-agency links at all levels from operational, through tactical and strategic and there should be no reason why we would ever seek to deal with an operational incident in isolation. In building these links, we will ensure that the role of the National Inter-Agency Liaison Officer (NILO) is integral and forms a key link in this process as we move forward.

470. We will continue to seek opportunities to take a more joined up approach with other blue light agencies when undertaking training or exercising at a local level.

471. Regardless of what we do locally, we must influence the Greater Manchester Resilience Forum to develop more opportunities for collaborative working in the operational training and exercising environment. We will press for more opportunities to develop our tactical and strategic officers through already established structures.

472. Recognising the obvious benefits of co-location and collaboration with other blue light services, we will continue to push for more of our sites to be adapted to incorporate more agencies. We understand that the practicalities of co-location are not always feasible; however, this will not deter us from exploring all opportunities given the benefits we are already seeing locally.

473. We will ensure that the JESIP principles are embedded within the Service. This will require a focussed approach that ensures we reflect the JESIP principles throughout our operational policies and procedures and forms a key indicator in all incident command training and assessment.

474. Additionally, we will continue to use our experiential learning to enhance our multi-agency working. To emphasise the point, the recent moorland incident identified some minor learning points, which are now in the process of being addressed.

475. With regards to mobilising changes, discussions with the NWFC board of directors about GMCA representation are ongoing. The service level agreement is a legally binding agreement, which requires board approval in order to commence a review; therefore, until GMCA representation on the board is addressed, the service level agreement (SLA) review is unlikely to proceed.

476. Meanwhile, the GMFRS Chief Fire Officer (CFO) has written to the North West FRS CFO's and secured their support to commission a rapid task and finish project which enhances the development of multi-agency shared situational awareness. The task and finish project will review a range of solutions and present options to the North West CFO's to consider. These options could include:

- Multi agency information transfer (MAIT)
- An embedded FRS Incident Manager within NWFC 24/7
- The provision of a command support logistics facility within the NWFC building which can be stood up in the event of a major incident declaration involving any of the services within the remit of NWFC.

Resilience / Dealing with the unexpected

Where are we now

477. The nature of emergency response is such that we are often called to deal with unexpected and sometimes catastrophic events. Whatever the challenges faced, the Service has always been, and will continue to be, a 'can do' Service.

478. The range of incident types that we are called to attend are sometimes unconventional and require an approach that is not always trained for, therefore operational staff should be support and feel confident in effectively utilising their experience and professional judgement to deal with significant and unprecedented incidents.

479. The response to the Arena incident was a major turning point for the Service. The public expectations on the Service and the pressures faced by operational staff at times of need should never be underestimated. In recognition of this, the Service must have the right operational culture; a culture that supports fire crews when making difficult decisions and effectively undertaking a demanding job in sometimes challenging circumstances.

480. There is clear guidance from the Health and Safety Executive (HSE) for operational crews who make difficult operational decisions to balance risk and benefits, not least where lives are at risk of being lost. The Service must ensure this guidance correlates to internal policies and procedures so that there is absolute clarity for operational responders.

Where we want to be

481. In recent years, it has been widely recognised that emergency responders are sometimes faced with situations where normal, tried and tested procedures simply will not work. In response to this changing dynamic, the term 'operational discretion' is being used more and more. In essence, operational discretion allows operational decision makers a level of autonomy to operate outside of normal procedures where there is a justifiable reason for doing so.

482. The Service recognises that operational discretion is essential and incident commanders must consider using this discretion to avoid decision paralysis. We recognise there is a need to ensure that the organisational culture is such that our commanders feel supported by the Service where they have used this discretion to deal with an incident which could not have otherwise have been dealt with.

483. We will use our operational training, assessment processes and associated briefings to ensure we embed this position with our commanders in order to provide the level of reassurance they need to enable them to undertake their roles and make difficult decisions in difficult circumstances with confidence and without fear of reprisal. In addition, we will ensure that the organisational position is set out clearly within a corporate policy; this will encompass the existing operational procedures where operational discretion forms part of the narrative.

484. In conjunction with the NFCC and JESIP protocols, GMFRS should review and revise all policies, procedures and training for NILOs and Incident Commanders to ensure that greater emphasis is placed on embedding multi-agency co-location, communication and coordination during major incidents into their standard operating procedures.

485. All GMFRS firefighters should be sufficiently trained and equipped to attend a nominated multi-agency rendezvous point during terrorist-related and suspected terrorist-related incidents.

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486. All agencies and specifically GMFRS need to ensure a suitable level of competence and experience is underpinned by relevant training and preparation in multi-agency command, control and communication for all their relevant staff to ensure effective responses are delivered when normal or more extraordinary events happen.

487. All operational policies and procedures will be reviewed and built into the operational training planner to ensure all operational responders are sufficiently aware and updated with the principles of operational discretion including guidance issued by the HSE in respect of striking the balance between health and safety and the incident scene.

Incident Command

488. Emergency incidents attended by the Fire Service are often complex in nature and involve, in many cases, people and property, meaning that they require a different approach to that taken by other blue light services, due to the need to adopt a team approach.

489. The national Incident Command System (ICS) has been in place for over a decade now and provides a nationally recognised structure for dealing with operational incidents. The ICS came about because of learning from significant incidents and tragedies and is now a nationally recognised best practice. In essence, the ICS ensures that an incident commander does not have to deal with everything and has only a limited span of control. The ICS establishes clearly defined roles and responsibilities and command structures; approaches which are now being adopted by other blue light services.

490. All UK Fire and Rescue Services follow the national ICS guidance that forms part of the suite of national fire and rescue service operational guidance and which has been used on numerous occasions as key evidence in several investigations and coronial processes, most recently within the Grenfell Inquiry. As a consequence, if GMFRS moved away from this nationally recognised incident command structure, response to large scale multi fire and rescue service incidents (moorland, cross border etc.) would be extremely difficult as other FRS would be reluctant to provide assistance as our incident command systems would differ from national training standards.

491. In dealing with different scales of operational incidents, there are three nationally recognised tiers of command and these are as follows:

492. *Supervisory Command* – usually those incidents of a smaller scale requiring up to three fire engines to deal with the situation effectively. Watch and Crew Managers usually provide command roles for these types of incidents.

493. *Tactical Command* – usually those incidents of a larger scale requiring more than three fire engines to deal with the situation effectively. These types of incidents require a greater level of command, which focusses on dealing with the immediate scene as well as external agencies to resolve 'off site' implications. Given these types of incidents are usually of a larger scale and in many cases involve a broad range of risks and hazards, the spans of control are greater and additional 'tactical officers' are required to take ownership of key elements of the incident. Station and Group Managers usually provide command roles for these incident types.

494. *Strategic Command* – usually incidents or events that are of significant magnitude, in some cases cover large geographical areas and by their very nature, involve a range of agencies. Incidents requiring strategic command are usually critical in nature and as such require a strategic perspective and the authority to make fundamental decisions. The strategic command role can be undertaken at the scene of an incident; however, the strategic commander is usually located within a strategic coordination group (SCG) which is away from the scene. Principal Officers (POs) and in some cases Area Managers usually deliver these roles.

495. There have been other variations to the above approach evidenced in other FRS, for example, Cheshire and Merseyside who used to operate on a continuous duty system, with a combination of PO's and Area Managers with enhanced pay. Both these FRS are subsequently reverting back to a full PO incident command arrangement.

496. London, Tyne & Wear and West Midlands, who have a similar risk profile to GMFRS, operate a strategic incident command tier with POs only. The PO role fulfils the strategic command for emergency incidents, whilst also having responsibility for leading strategic organisational management.

Officer Numbers

497. In order to determine the number of officers (SMs and above) required by GMFRS to operate ICS 365 days a year, the FCR involved two specific reviews covering incident command and the planning assumptions. The planning assumptions set out the 'potential' for simultaneous incidents to occur and if so, their scale; also, the likelihood of a large-scale incident occurring. The review was based on historical incident data and identified that the Service should maintain sufficient resources to deal with 2 simultaneous incidents involving up to 10 fire engines each or a single incident involving up to 20 fire engines.

498. These planning assumptions proved that there was a need for a minimum of 12 officers to fulfil the command structure in line with national guidance. In order to cover training, sickness and leave requirements this number was increased to 15 officers available on four groups, which is a cohort of 60 flexi duty officers. (40 Station Managers, 14 Group Managers and 6 Area Managers on the flexi duty system).Therefore, the existing numbers of flexible duty officers available every 24/7 is sufficient. However, what the review did identify was that there was insufficient resilience in the system meaning that resourcing either two incidents involving up to 10 fire engines or a single incident involving 20 fire engines for more than 6-8 hours on an evening or weekend could not be achieved without bringing on line additional officers. This situation was evident during the recent moorland fires, which saw some officers working on the scene of the incident and making critical decisions for in excess of 20 hours.

499. It should be noted that since 2005 GMFRS has reduced officers aligned to the flexible duty system (FDS) from 120 to the current size, which is 60, this has been achieved through a number of structural reviews.

500. The current number of FDS officers provides the minimum number to resource the ICS for the planning assumptions. Any further reductions in FDS officers would result in the inability to resource command structures at significant incidents, or would require a reduced number of officers to operate under terms and conditions outside of the grey book; would necessitate additional reimbursement, which would require negotiation and agreement with the representative bodies.

501. HMICFRS has undertaken a review of FRS data for English Fire Services and produced the following infographic below which shows the GMFRS position in relation to other English Fire Services.
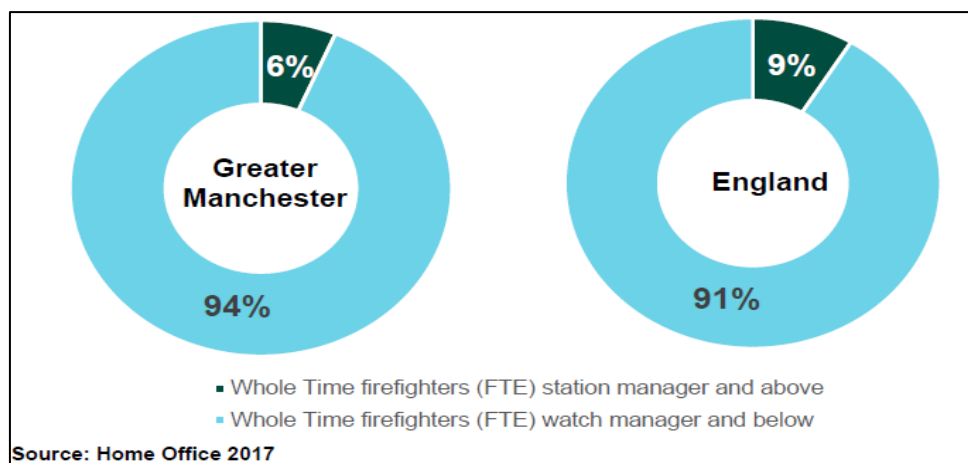
Source: Home Office 2017

Our current uniformed establishment is **1430**

Allocation of current officer roles

Role	Number	Station based	Training, Area based	FSHQ Based
DCFO	1	0	0	1
ACFO	3	0	0	3
Area Manager	6	0	0	6
Group Manager	14	5	1	8
Station Manager flexi x40	54	27	9	18
Watch Manager	243	158	68	17
Crew Manager	188	160	26	2
Firefighter	921	921	n/a	n/a
Total	**1430**	**1271**	**104**	**55**

502. **In summary:**
- **88%** of our operational workforce are station based, with the remaining **12%** supporting frontline delivery from various locations.
- When factoring in Prevention & Protection resources this rises to **94%** of staff providing a station based frontline delivery.
- When factoring in training resources this rises to **97%** of staff providing a station based, P&P and Training function.
- Therefore, the remaining **3%,** whilst not station based are providing support to the frontline from other locations (See Appendix XVIII for overview of non-station based operational roles).

Station Manager Arrangements

Where are we now

503. Station Managers are a critical element of the nationally recognised Fire Service management structure – Firefighter; Crew Manager; Watch Manager; **Station Manager;** Group Manager; Area Manager; Principal Officer.

504. The title of Station Manager (SM) does not necessarily mean that an individual fulfilling the role will be responsible for the management of a fire station.

505. All SM roles are aligned to nationally recognised role maps and associated national occupational standards. Responsibilities that all SMs must be able to undertake include:
- Lead, monitor and support people to resolve operational incidents
- Determine solutions to hazards and risks identified through inspection/investigation
- Plan and implement activities to meet service delivery needs and manage the effective use of resources
- Manage and develop people to enhance performance and achieve objectives.

506. SMs providing specialist functions are critical roles. For instance, in fire protection an officer undertaking the SM role has specialist qualifications, skills and knowledge and is required to lead on complex prosecutions. The level of skill and knowledge required to determine a prosecution, undertake preparatory work, and work with legal teams to produce a robust evidence base does not align to role maps lower than SM level.

Current structure and work patterns

507. GMFRS has 54 SM roles. These are split between fire station management and specialist roles within directorates.

FUNCTION	NUMBER	BRIEF ROLE DESCRIPTION
Service Delivery	27	Fire station management and performance Supporting local partnerships Investigations
Fire Protection	10	Fire safety policy Specialist fire safety advice Prosecutions (Fire Safety Order) Fire safety audits Fire protection team management Investigations
Operational Assurance	4	Operational audits Management of operational learning Policy development Investigations
Operational Support	2	Operational equipment procurement Equipment policy and guidance Hazardous materials Investigations
Training	4	Management of operational trainers Training policy development Incident Command development and assessment Investigations

Operational Policy	1	National operational guidance Policy development Operational procedures Investigations
Contingency Planning & Resilience	6	Civil contingencies JESIP Business continuity management Event planning National Resilience Operational Orders Investigations

508. GMFRS SMs work to one of two grey book duty systems:

- In the 42-hour role, the SM works office hours Mon-Fri, 42 hours a week. They do not provide cover for operational incidents. In GMFRS 14 SMs work this duty system.
- The FDS role requires the SM to work 78 hours a week, a combination of core office hours and standby. Standby is where an officer is available for urgent managerial and operational duties, usually from home or a base location. In GMFRS 40 SMs work this duty system.

The current Station Management arrangements are set out below:
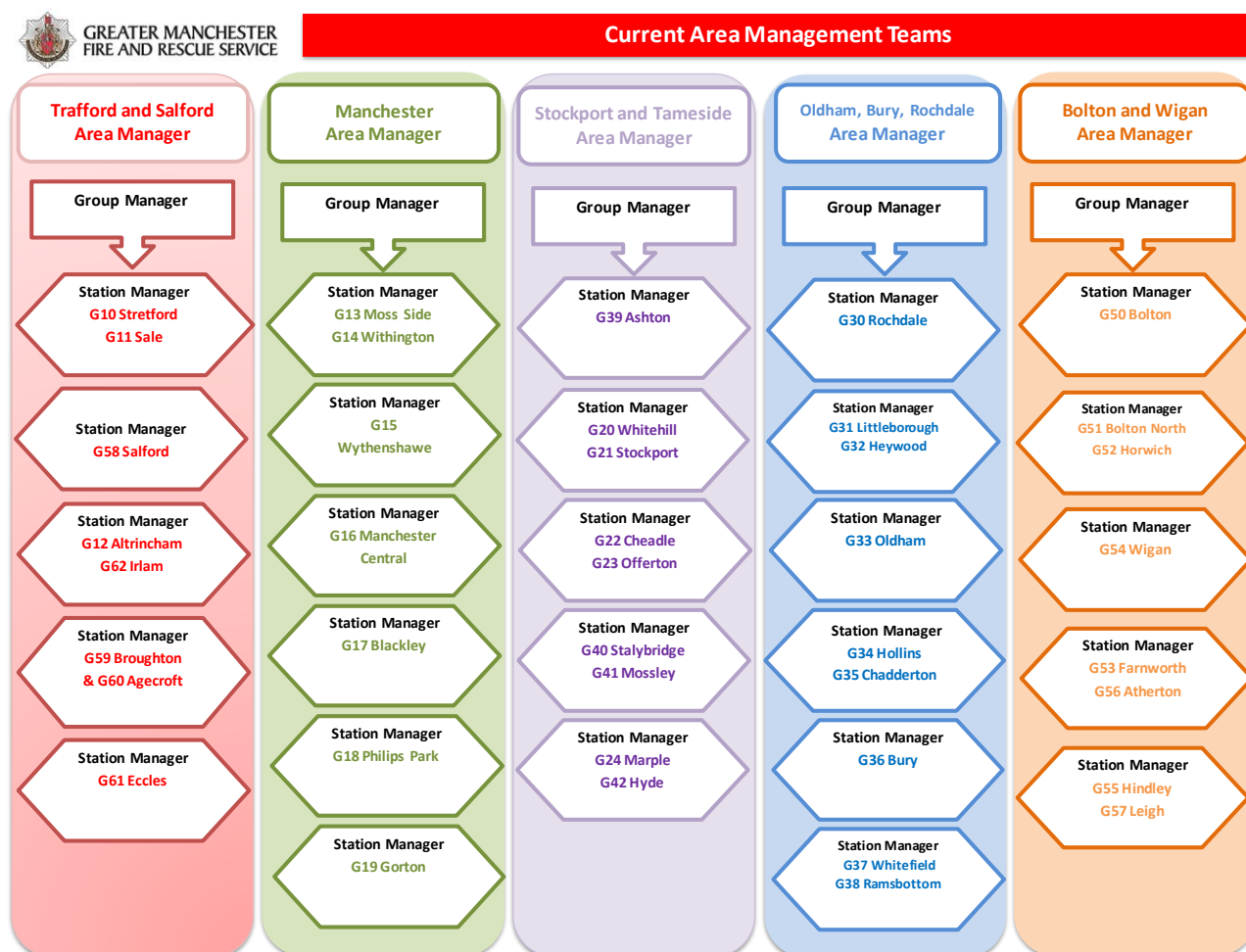
Current challenges

509. To ensure fire crews can respond to a wide range of incidents and deal with them effectively and safely, a number of processes must be in place. These include gathering premises risk information; training in scenarios; familiarisation with operational equipment; and ensuring that fire engines and lifesaving equipment are in a state of readiness.

510. The importance of these processes should not be underestimated. For instance, failure to test kit such as breathing apparatus can be life critical.

511. There are inconsistencies between stations, for example in the checking of kit and the recording of key information. The existing managerial structures and working arrangements have contributed to a loss of focus on such front line priorities and this issue must be addressed as a matter of priority.

512. There has been an inconsistent approach to how SMs have been assigned to fire stations, in some cases; this has impacted ownership and accountability at a local level.

513. Leadership is critically important within the operational environment. Feedback has suggested that both firefighters and supervisory managers would benefit from increased engagement with senior managers on a regular basis.

514. The role of the management team within service delivery is critical to providing clear and inspirational leadership, ensuring our front line crews feel more valued and have a clearer steer regarding operational preparedness.

515. Within the boroughs, SMs are aligned as portfolio holders for areas such as people and training. Portfolio holders assume a level of responsibility and oversight relating to specific issues within their area of expertise. However, whilst this works from a borough management oversight perspective, this approach can dilute ownership and accountability at SM level.

516. SMs aligned to fire station management must be more accountable for their station and staff. An SM with responsibility for a fire station should have a full understanding of people issues, training, audit and local place-based issues. Without this full breadth of knowledge and understanding, the SM cannot allocate resources effectively.

517. Information has been sought from borough managers about existing and emerging structures for place-based working. From this feedback, it is evident that there are various delivery models across the boroughs with some approaches more embedded than others.

Where we want to be

Improve frontline delivery and create accountability

518. The nature of the role we undertake means that fire stations must operate 24/7, and safety and assurance is a key requirement. Routine activities take place on a daily basis to ensure procedures such as risk critical checks are undertaken; all equipment is tested and maintained; premises risk information is checked and updated; and the crews are in a state of readiness ahead of any mobilisation.

519. The new Station Management Framework that we are planning to implement will provide a blueprint for stations clearly articulating the essential task requirements, whilst setting out organisational expectations in respect of standards and associated tools to support the undertaking of tasks, meaning that, regardless of duty systems, the same level of operational rigour is applied across all stations.

520. The day-to-day management of the framework will be the responsibility of the duty managers at the station, establishing crew and watch manager accountability. The SM will provide oversight and support as well as a routinely auditing the framework for their respective station/s.

521. To support the implementation and ongoing oversight the borough, group and station manager roles will be adapted placing increased focus on service delivery, setting out with clear and unequivocal accountabilities for the delivery of the framework within each borough.

522. The Area based borough group manager will be responsible for understanding and identify how to deliver a balanced approach that considers the inward looking aspects of running a fire station, and the outward looking aspects such as place-based working and other partnership commitments.

523. To ensure the level of rigour on fire stations is paramount further structural changes will be required, and will include the introduction of dedicated area manager roles with clear and consistent accountability for delivering effective business as usual on stations, as well as developing alternative approaches to improve the front line where this is identified.

Create a Framework to support place-based working

524. The Service will ensure that there is a specific SM aligned to each station area with clear decision-making authority regarding place-based working, and the ability to commit our resources in accordance with local needs.

525. After implementation of the Fire Cover Review (FCR), GMFRS will have a dedicated SM for all 38 station areas, responsible for attendance at place-based meetings, information sharing, decision making, and delivering and monitoring the GMFRS place-based offer.

526. The transitional arrangements will likely have an impact on the proposed savings relating to SM posts. Savings arising from SM post rationalisation can be achieved following a review of placed-based working and once the FCR is fully implemented.

| Period	SM's Managing Stations	Functional SM's	SM Establishment
As is position	27	27	54
Transition (new structure implementation)	33	21	54
To be (FCR implemented)	31	21	52

527. The following diagrams provide an overview of the transitional arrangements, and what the structure will look like following FCR implementation.

Moving From 'As Is' to PFC Implemented
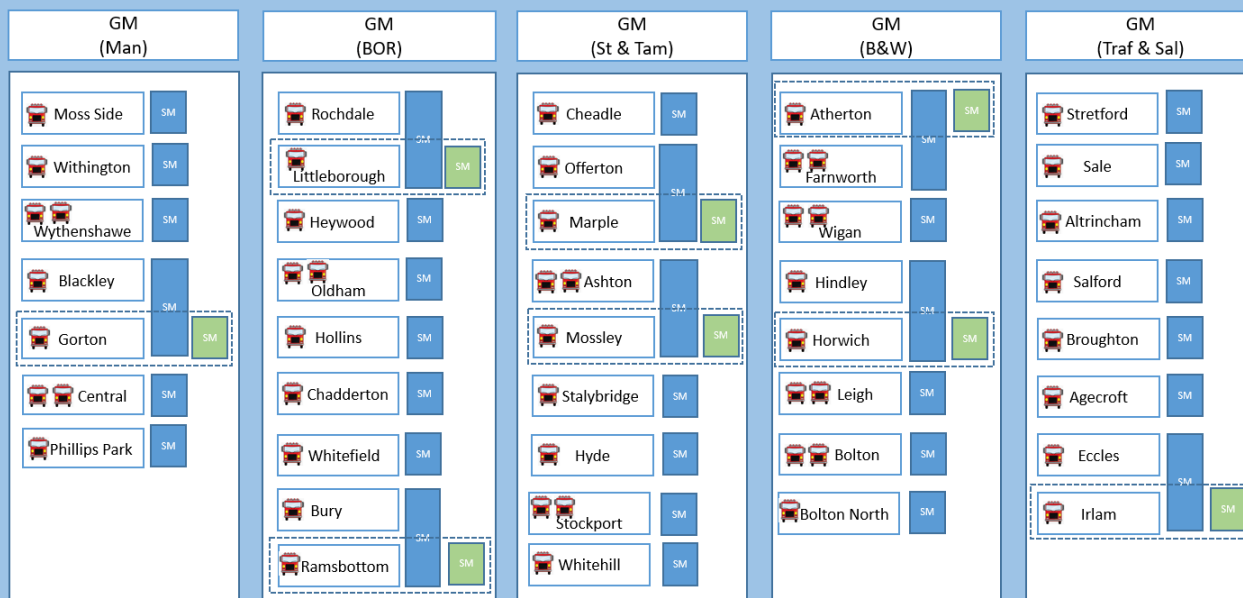
Transitional arrangements within current model
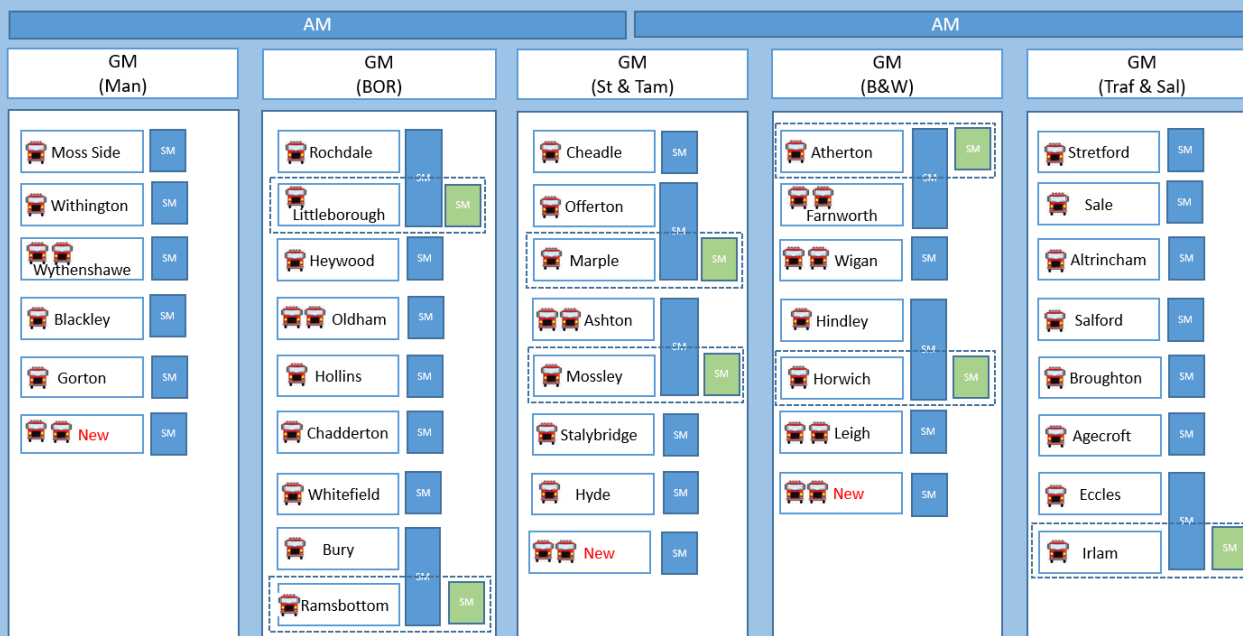
FUNCTIONAL SM – SINGLE POINT OF CONTACT FOR PLACE-BASED WORKING

Following PFC Implementation

FUNCTIONAL SM – SINGLE POINT OF CONTACT FOR PLACE-BASED WORKING

528. To address the challenges referred to above, we will realign a number of SM roles from headquarters to service delivery. These SMs will have direct responsibility for the effective management of a fire station and for engagement with place-based teams. This will create dedicated roles, which will deliver greater focus as well as much needed leadership and support.

529. The revised Service Delivery Model will create a new way of working within GMFRS and will ensure a clear commitment to place-based working. We will monitor the evolution of the place-based working model and

realign our resources as necessary. This may mean that over time, some SMs with responsibility for one fire station could take on principal responsibility for two.

530. We will work with station staff to develop and introduce the station framework. This framework will form a key part of station life and will provide absolute clarity on what the Service expects to be undertaken on a daily, weekly, monthly and quarterly basis, including setting out the required standard to which tasks must be completed.

531. The new station framework will include local auditing requirements so that everyone knows what they are expected to do, reducing the time SMs spend checking tasks have been completed and increasing trust between SMs and their teams whilst ensuring that the Service complies with its legislative duties.

532. The station framework will ensure there is a greater level of accountability for crew and watch managers and we will work with these managers to ensure they have the appropriate training and support to undertake these functions. With SMs taking responsibility for supporting their teams in their professional development to ensure that staff can access opportunities for promotion and enabling the service to develop robust succession plans.

Summary and Key Recommendations

Operational Preparedness

Summary

Our vision of a 21st century emergency response capability is one that provides the right people with the right skills at the right time, with the best equipment available.

The new Operational Strategy will introduce three core principles linked to our vision and mission: Saving lives, Protecting you, Working together.

Key Recommendations

We will:
- Upgrade fire station facilities to ensure they provide a suitable and safe working environment for all who work there
- Upgrade our technological infrastructure to ensure the Service can be responsive with systems and processes that supports front line fire crews, for example the learning management system (LMS).
- Introduce an equipment replacement programme that ensures all operational equipment is replaced in line with manufacturer requirements.
- Introduce a vehicle replacement programme which ensures all operational vehicles and specialist vehicles are replaced in line with the vehicle replacement strategy.
- Develop excellent training facilities that enable fire fighters to undertake realistic and valuable operational training and exercising when required to do so. This should include, where feasible, evenings and weekends.

Training

Summary

Delivery is split across directorates resulting in ineffective prioritisation and utilisation of assets. There is a duplication of management and support structures, weaknesses in systems and inconsistencies with quality assurance. Capacity across teams is also stretched.

Bury Training and Safety Centre is underused for operational training due to a lack of infrastructure and supporting systems. Firefighters are not maximising the opportunities to train for all operational scenarios.

Key Recommendations

We will:
- Develop a new delivery model for training with a single accountable owner to ensure clear strategic direction, consistency, structured training teams, and a sustainable model;
- Develop a coherent organisational training strategy and a single training needs analysis;
- Provide excellent training facilities;
- Further develop the JESIP approach to improve multi-agency response;
- Develop a robust operational training planner that ensures all operational training requirements (practical and technical) are captured;
- Roll out a qualified assessor programme to ensure we have a sufficient number of assessors to provide constructive assessment feedback to operational staff;
- Deliver a robust learning platform which supports staff training and development (LMS2);
- Identify business development opportunities for Bury Training and Safety Centre.

Equipment and Vehicles

Key Recommendations

We will:

- Develop a long-term equipment replacement plan, which will map out all operational equipment over a ten-year cycle.
- Establish a process to engage stakeholder feedback for equipment use and procurement. This will feed proactive views and comments relating to operational equipment to the correct teams, so that they can engage directly with staff to help shape future solutions.
- Introduce a long-term fleet replacement plan that will ensure all of our 'A Fleet' vehicles are more effectively managed and replaced or changed in line with the fleet strategy. We will continue to engage with staff in the procurement process.

Fire Station Operations

Summary

There are inconsistencies between fire stations regarding kit checking processes and recording key information.

Frontline priorities need to be addressed as a matter of priority due to a lack of focus on the existing managerial structures and working arrangements. A lack of accountability at Station Manager level can cause a loss of focus at Watch and Crew Manager level.

A previously inconsistent approach as to how Station Managers are assigned to fire stations has in some cases led to a lack of ownership and accountability at a local level.

Feedback has suggested that both firefighters and supervisory managers would benefit from increased engagement with senior managers on a regular basis.

The condition of many of our fire stations have been poorly maintained and are well below standard with issues such as; poor facilities for female firefighters and welfare facilities in need of upgrading.

Key Recommendations

- The roles of the Area Based Group and Station Managers will be adapted so they place more focus on service delivery with clear responsibility for ensuring the delivery of the framework;
- We will introduce dedicated area manager role/s with clear and consistent accountability for delivering effective business as usual on stations as well as developing alternative approaches to improve the front line where this is identified;
- The station framework will ensure there is a greater level of accountability for our supervisory managers and we will work with these managers to ensure they have the appropriate training and awareness to be able to complete their jobs;
- We will seek investment to embark on a programme of fire station refurbishment to ensure our staff and communities can utilise facilities that are modern and fit for purpose.

Administration

Summary

There is no central ownership or accountability of administration across GMFRS. These leads to inconsistencies in service and does not deliver efficiencies.

Key Recommendations

- We will create a streamlined administration hub, with systems support to deliver transformation, and the creation of an internal call centre to deliver both cost reductions and service improvement. Area based teams will be linked to the hub which will provide support to station based staff.

999 Collaboration

Summary

The importance of joint working between the blue light services is critical to ensuring emergency incidents can be dealt with safely and effectively.

The response to the Manchester Arena attack identified a number of improvements which would be made around blue light collaboration and communication. The Kerslake review recommended implementation of JESIP principles and joint-working, with particular emphasis on the GMP Force Command Module.

The current arrangements with NWFC is constraining and does not enable the operators to make key decisions without following set procedures.

There is a barrier between frontline personnel and NWFC, which can lead to challenges in achieving shared situational awareness. During the moorland fires, the basing of officers within NWFC proved to be highly effective in bridging this gap.

Key Recommendations

We will:

- Work with the other North West fire services to improve mobilising arrangements at NWFC, and situational awareness between all blue light responders
- Ensure that the role of the NILO is integral at multi-agency incidents
- Take a more joined up approach with other blue light agencies when undertaking training or exercising at a local level
- Influence the resilience forum to develop more opportunities for collaborative operational training and exercising. We will press for more opportunities to develop our tactical and strategic officers through the already established structures.
- Continue to push for more of our sites to be adapted to incorporate more agencies
- Ensure that the JESIP principles are embedded within the Service and reflected throughout our operational policies and procedures, and incident command training and assessment.

Resilience

Summary

The incidents that the Fire Service are called to attend are sometimes unconventional and require an approach that is not always trained for.

The response to the Arena incident was a major turning point for the Service. Public expectation and the pressures faced by operational staff should never be underestimated. In recognition of this, the Service must have the right operational culture; a culture that supports fire crews to make difficult decisions and often circumstances.

Emergency responders can be faced with situations where normal, tried and tested procedures simply will not work. Operational discretion allows operational decision makers a level of autonomy to operate outside of normal procedures where there is a justifiable reason for doing so.

Key Recommendations

- Operational discretion is essential and Incident Commanders must use this discretion to avoid decision paralysis
- We will ensure our culture supports commanders where they use this discretion to deal with an incident, which could not have otherwise have been dealt with. We will ensure that this organisational position is set out clearly within corporate policy
- All operational policies and procedures will be reviewed and built into the operational training planner to ensure operational responders are sufficiently aware and updated with the principles of operational discretion, including the guidance that has been issued by the HSE in respect of striking the balance between health and safety and the incident scene.
- We will use our operational training, assessment processes and associated briefings to ensure we embed this position with our commanders
- In conjunction with NFCC and JESIP we will review and revise all policies, procedures and training for NILOs and Incident Commanders to embed multi-agency co-location, communication and coordination during major incidents into their standard operating procedures
- All our firefighters will be sufficiently trained and equipped to attend a nominated multi-agency rendezvous point during terrorist-related incidents;
- We will ensure a suitable level of competence and experience is underpinned by relevant training and preparation in multi-agency command, control and communication to ensure effective responses are delivered when normal or more extraordinary events happen

Incident Command

Key Recommendations

- All UK Fire and Rescue Services follow the national Incident Command System (ICS) guidance. If GMFRS moved away from this nationally recognised approach, response to large-scale, multi-service incidents (moorland, cross border etc.) would be extremely difficult. Other FRSs would be reluctant to provide assistance if our ICS differed from nationally embedded practice.

Officer Numbers

Summary

To determine the number of officers (SMs and above) required to operate ICS 365 days a year, the FCR involved two specific reviews covering incident command and the planning assumptions. The planning assumptions set out the potential for simultaneous incidents to occur, their scale, and the likelihood of a large-scale incident occurring. The review was based on historical incident data and identified that the Service should maintain sufficient resources to deal with 2 simultaneous incidents involving up to 10 fire engines each or a single incident involving up to 20 fire engines.

Key Recommendations

- These planning assumptions prove there is a need for a minimum of 12 officers to fulfil the command structure in line with national guidance. In order to cover training, sickness and leave requirements this number has been increased to 15 officers available on four watches, which is a cohort of 60 flexi duty officers. (40 Station Managers, 14 Group Managers and 6 Area Managers on the flexi duty system). Therefore, the existing numbers of flexible duty officers available every 24/7 is sufficient. For certain very large scale incidents, as demonstrated by the moorland fires, additional officers would have to be brought online.

Station Manager Arrangements

Summary

The existing managerial structures and working arrangements have meant that there has been a loss of focus on frontline priorities that needs to be addressed as a matter of priority.

There has been an inconsistent approach to how Station Managers are assigned to fire stations, which has in some cases led to a lack of ownership and accountability at a local level. A lack of accountability at Station Manager level can cause a loss of focus at Watch and Crew Manager level.

Feedback has suggested that both firefighters and supervisory managers would benefit from increased engagement with senior managers on a regular basis.

Station Managers aligned to fire station management must be more accountable for their station and staff. A Station Manager with responsibility for a fire station should have a full understanding of people issues, training, audit and local place-based issues.

Key Recommendations

- We will engage operational staff to help develop and introduce a new station management framework. This will provide the tools to understand the essential task requirements and expected organisational standards.
- The day-to-day management of the framework will be the responsibility of the duty managers at the station, predominantly Crew and Watch Managers. The Station Manager will provide the necessary oversight and support as well as a routine audit of the framework;
- The roles of the Area Based Group and Station Managers will be adapted so they place more focus on service delivery with clear and responsibility for ensuring the delivery of the framework;
- The station framework will ensure there is a greater level of accountability for our supervisory managers and we will work with these managers to ensure they have the appropriate training and awareness to be able to complete their jobs;
- We will realign a number of SM roles from HQ to service delivery. The Service will ensure that there is a specific SM aligned to each station area with clear decision-making authority regarding place-based working, and the ability to commit our resources in accordance with local needs;
- The revised Service Delivery Model will create a new way of working within GMFRS and will ensure a clear commitment to place-based working and realign our resources as necessary.

How a fire station will operate in the future?

533. The recommendations set out within each section of this report will ultimately impact upon station life and improve how the Service is delivered from local fire stations, putting firefighters at the heart of response, prevention and protection delivery.

534. This chapter intends to capture the collective improvements (set out in more detail throughout the report) in order to paint a picture of how services will be delivered from fire stations in the future, under a fully integrated place-based delivery model.

Place-Based Working

535. GMFRS will be integrated with place-based teams across the localities and neighbourhoods of GM, to deliver prevention and protection activities that respond to local demand, need and risk

536. The Station Manager will be the named contact at the place based team and will direct the GMFRS prevention, protection and youth engagement activity. This role will provide direct line management of GMFRS delivery staff, will have responsibility for performance management of all community safety activities and support the success and delivery of prevention, protection and youth engagement through a place based approach by fulfilling the requirements of a co-ordination/place-based role.

537. Within a station, a designated Watch Manager will be allocated to lead and take ownership of activity in prevention, protection and youth engagement, with all staff developing specialisms in at least one of these areas.

538. Station Managers will take an asset based approach and be aware of wider locality resources such as Greater Manchester Centre for Voluntary Organisation (GMCVO) and how to draw upon these and other neighbourhood delivery resources.

539. The Station Manager will attend meetings such as weekly place-based hub meetings taking responsibility for the co-ordination and direction of their resources such as prevention, protection and youth engagement.

540. There is an expectation that this role will develop and nurture partnership arrangements, supporting borough management teams to engage across the wider locality structure.

541. **Operational Managers:**
    - Create a sense of belonging and spirit of trust, openness and giving their people permission to fail / learn together.
    - Support a positive and effective Service culture based on empowerment and devolved decision-making.
    - Set an example and influence and drive positive culture change
    - Rebalance the requirements for command in some operational situations, operational discretion
    - Create a culture of asking questions and enabling challenge
    - Empower individuals to contribute to collective efforts

542. **Operational crews:**

Focus on their statutory functions – response, prevention, protection and deliver them to the highest standard possible. Firefighters will be at the heart of response, prevention and protection delivery and will:

- Respond efficiently and effectively to emergency situations
- Work with fire protection teams, housing providers and residents to deliver high rise safety information as well as safety information pertinent to the specialised housing sector
- Deliver Firesmart interventions upon request to children and youths
- Deliver safety information to children, young people and students in a range of educational settings, that focuses on fire risk, road and water safety
- Working to supplement the children and young people offer and increasing activity within Fire Cadet Schemes
- Undertake inspection and testing of water hydrants
- Deliver all-age targeted group education packages to the communities of Greater Manchester in relation to fire risk, road and water safety
- Provide CPR training to the communities and businesses of Greater Manchester
- Provide access to premises to support partner activity (gaining entry)
- Respond to premises on behalf of North West Ambulance Service (NWAS) and Greater Manchester Police (GMP) to provide an intervention to known welfare needs (concern for welfare)
- Provide a response service to Health and Social care partners where FRS resources can assist in supporting people to continue to live in their own homes by delivering the moving and handling of patients.
- Respond to falls in the home to reduce hospital admissions.
- Respond, in conjunction with GMP, to 'Wide Area Searches'

543. **Training and development**

A new training delivery model will balance specialist skills of the firefighter, officer, non-uniformed support staff and the broader organisational workforce.

It will provide an environment of learning for work, promoting everyday core learning across all specialisms knowledge transfer, collaborative working and self-improvement.

All training delivery will be combined, within one function, with activity initially based on mandatory and business critical requirements.

Training delivery will take a multi-faceted approach using subject matter experts for areas of speciality in associate roles and sessional training staff to offer a flexible, multi-skilled and agile workforce.

We will ensure this is meaningful practical training is provided and there is less reliance on electronic means for essential training, for example e-learning.

Investment in Bury TSC will take place to ensure it is fit for purpose and becomes a beacon for the Service as well as a venue where crews will wish to use to support them is achieving their skills maintenance, irrespective of the time of day or day of the week.

Assessments will be introduced which ensures that all training is delivered to a standard and quality assessment takes place, ensuring training is meaningful and has an outcome.

544. **Equipment**

The robust equipment replacement programme will ensure that the Service remains at the leading edge of operational response.

The voice of firefighters will be fundamental in identifying and procuring our future equipment needs.

545. **Vehicles**

New vehicles will be in service and operational, the 'A Fleet' will be much improved and operational staff will notice the difference the new vehicle technology brings.

A suitable and sufficient replacement vehicle replacement plan will be in place to ensure that the change out to new, modern, efficient, effective emergency response vehicles is achieved in a timely manner.

Firefighters will be included in the research and development phases to ensure the practitioner viewpoint is integrated within the replacement plan.

546. **Fire Stations**

Our fire stations:
- Will be well maintained, modernised, and ICT enabled
- Will have appropriate welfare facilities providing dignity and privacy to all staff groups
- Will have space available for co-location with our key partners

Summary and Key Recommendations

Summary

GMFRS will be integrated with place-based teams across the localities and neighbourhoods of GM, to deliver prevention and protection activities that respond to local demand, need and risk.

Key Recommendations

- Our fire stations will be well maintained, modernised, and ICT enabled. They will have appropriate welfare facilities providing dignity and privacy to all staff groups and will have space available for co-location with our key partners.
- The Station Manager will be the named contact at the place-based team and will direct the GMFRS prevention, protection and youth engagement activity. This role will provide direct line management of GMFRS delivery staff, will have responsibility for performance management of all community safety activities, and support the place-based approach;
- At a station, a designated Watch Manager will be allocated to lead and take ownership of activity in prevention, protection and youth engagement, with all staff developing specialisms in these areas;
- Operational crews will focus on their statutory functions – response, prevention, protection, and will:

  o Respond efficiently and effectively to emergency situations
  o Work with fire protection teams, housing providers and residents to deliver high rise safety information as well as safety information pertinent to the specialised housing sector
  o Deliver Firesmart interventions upon request to children and youths
  o Deliver safety information to children, young people and students in a range of educational settings, that focuses on fire risk, road and water safety
  o Supplement the Children and Young People offer and increasing activity within Fire Cadet Schemes
  o Undertake inspection and testing of water hydrants
  o Deliver all-age targeted group education packages to our communities in relation to fire risk, road and water safety
  o Provide CPR training to the communities and businesses of GM
  o Provide access to premises to support partner activity (gaining entry)
  o Respond to premises on behalf of North West Ambulance Service and Greater Manchester Police (GMP) to provide an intervention to known welfare needs (concern for welfare)
  o Provide a response service to Health and Social care partners to assist in supporting people to continue to live in their own homes by delivering the moving and handling of patients
  o Respond to falls in the home to reduce hospital admissions
  o Respond, in conjunction with GMP, to 'Wide Area Searches'

Future Delivery Model – How we want to work

Strategic Options Appraisal

547. Prior to commencing work on the new delivery model, a strategic options appraisal was undertaken and options were evaluated against a set of agreed criteria. Each option was assessed against its ability to respond to each of the key change drivers including:

- Strategic alignment with the vision
- Ability to deliver cultural change
- Financial appraisal in relation to the achievability of savings
- Future sustainability
- Impact on operational effectiveness
- Improved partnership working
- Level of risk associated with implementation

548. A detailed overview of the strategic options appraisal can be found in Appendix XIX.

Developing the Future Delivery Model

549. The assessment of delivery across GMFRS has been approached in two parts:

- Part 1: Fire Cover Review - the major element of current delivery is emergency response provided from stations, and a review of the operational response provision, which underpins the IRMP, is a requirement for all fire and rescue services. (See Appendix VIII)

- Part 2: Target Operating Model proposal - this includes an assessment of all functions across GMFRS to provide a number of opportunities for improvement together with a Target Operating Model proposal setting out how the delivery of the Service could be organised in the future. This section includes additional narrative for the following areas where there are significant changes to the proposed delivery model and associated impacts on the establishment:
  a. Prevention
  b. Protection
  c. Youth Engagement
  d. Administration

People Impact Associated with the Future Delivery Model

550. The people impact associated with the new delivery model is set out in more detail under the Financials and Investment section.

Fire Cover Review impact on operational staff:

551. The attrition rate for operational personnel is approximately 100 per year. The current recruitment plan that is in place could be maintained to meet operational demand; however, the number of recruits could be slightly reduced to account for a reduced establishment whilst ensuring sufficient recruits are being brought through the system to offset leavers. This would mean any future reduction in the operational establishment could be achieved through not filling vacant posts and where people retire or leave the Service for other reasons. Therefore, there would be no requirement for redundancies to be considered for operational personnel.

552. The impact of any staff moves arising out of the FCR will be reduced by undertaking a preferencing exercise with the operational workforce. This would involve all operational staff identifying their preferred work location and the Service would then seek to locate staff where they wish to be located, taking into account additional factors such as skills and home location. Those who cannot be immediately matched to a preferred location would be placed on a priority list guaranteeing priority placement once a vacancy at their preferred location arises.

Future Delivery Model impact on Support Staff:

553. All of the options with regard to the proposed delivery model have an impact on support staff. In order to deliver the required efficiencies with minimum impact on frontline delivery it has been necessary to identify opportunities to streamline non-business critical activity, as well as identifying areas of work that could be better delivered by partners or undertaken as part of the firefighter role. This in turn has led to a number of proposed changes to support staff structures and would result in a reduction of circa 113 posts, predominantly within the areas of Prevention, Youth Engagement and Administration.

Target Operating Model - Assessing Current Delivery Arrangements

554. Within GMFRS, there are three primary directorates - Emergency Response, Prevention and Protection and Corporate Support, with significant service support from GMCA Corporate Services (HR, Finance, Communications and Digital Services).

555. There were a number of challenges with regard to understanding the current operating model, with functions and services having unclear reporting lines for operational resources, and examples of budgetary management located in one directorate and line management in another. It has therefore been a significant challenge creating a 'single version of the truth' and this is something that must be addressed moving forward, with a data cleanse exercise recommended before any portfolio realignment.

556. A number of corporate services previously delivered from within GMFRS are now provided across GMCA, with a recharge model in place. There are a number of challenges with this arrangement as service agreements are not yet in place and there is limited opportunity to drive efficiencies from these budgets, which now sit within the GMCA service delivery model.

557. The corporate services provided to GMFRS by GMCA are currently progressing through individual reviews within the GMCA Service Integration Programme (SIP) and, whilst it is anticipated that efficiencies will be found, these efficiencies are not within the control of GMFRS to deliver. Moving forward, however, a more effective management of delivery set against agreed levels of support is appropriate to achieve a more efficient resource and budget management for GMFRS.

558. To support the understanding of how services are provided across GMFRS, an assessment of activity, known as Activity Based Costing (ABC), was undertaken to enable wider understanding of where costs lie across the Service, and where there may be opportunities to realise efficiencies through improving processes.

559. The ABC was particularly useful when calculating the cost of activities that straddle a number of directorates, giving insight to the service's costs in a way that formal, silo-based budgeting techniques cannot and leading to decisions about process improvement and increased efficiency that will ultimately result in changes to the Service's structure.

560. A detailed overview of the current delivery model can be found in Appendix XX.

Developing the Target Operating Model

561. The requirements for the new ways of working have been shaped by a number of key elements including staff feedback, key change drivers, the refreshed GMFRS vision and purpose, Mayoral objectives, and a wide range of outputs from internal and external reviews.

562. A range of Design Principles were also developed to help shape and govern the future development of the Service (See Appendix XXI). The Design Principles are intended as a series of guiding principles to ensure that options for change and future design proposals are strongly linked to the core purpose and strategic objectives of the Service.

563. The operational strategy, which focuses on longer term objectives around response and the need for alignment with partners, collaborative working and emerging developments, is also an underpinning principle, which supports the early thinking around a new way of working.

564. In addition, recognition of statutory fire service requirements including prevention and fire safety deliverables, coupled with a view of business critical activity have been assessed to inform the required capabilities and future shape of the operating model. The development of the operating model has also recognised the interdependencies with the ongoing Service Integration Programme within GMCA.

565. A number of key principles have been used to shape and inform the development of the proposed Target Operating Model detailed below:

- Vision and purpose – future focus to be driven by core business of response
- Protection – strategic need for new specialist roles in protection support
- Prevention
  - New delivery model for Prevention based on Community Risk Management and the firefighter taking ownership of targeted prevention activity within the community
  - A clear focus on fire-related interventions, stopping activity that does not directly support the GMFRS vision and strategy
- Safe and Well
  - Refocusing the role of firefighter to ensure 'safe' is the focus
  - The 'well' element of the process is considered more appropriate to be delivered by place-based partners – GMFRS are not best placed to lead the delivery of this
- Support Services
  - Ensuring support services are effectively supporting the frontline
  - A focus on improved productivity through a single support function
  - Drive for reducing, centralising and sharing services with other blue light partners and focus on value for money and investing in supporting technologies.
  - Reduce core service costs aligned with service agreements
  - Non statutory revenue impacting projects to be stopped
- Partnerships
  - Working with others in alignment with the GM strategy
  - Developing a greater voice for GMFRS
  - Creating value from partnerships through service agreements
  - Need for integrated data to drive Community Risk Management, improved partnership developments and structural alignments
- Single owners of services - Clear accountability for service efficiencies
- Transformational leadership core to delivering improved culture and new ways of working
- The tactical 'here and now' - delivering cashable savings at the earliest opportunity.

566. These key principles have been identified through early analysis, as well as ongoing discussion and assessment throughout the review, and were presented to programme board throughout 2018.

567. These key principles have shaped the thinking as to how GMFRS may be better structured to deliver operational and supporting functions and services, and represent changes to how GMFRS will work in the future. Some developments will require significant investment, whilst others may be considered more of a cultural shift in behaviours, which require rebuilding relationships across the Service.

568. These key principles underpin the development of the future Service and have been used to inform the realignment of the current directorates into functional areas as set out in the proposed Target Operating Model below.
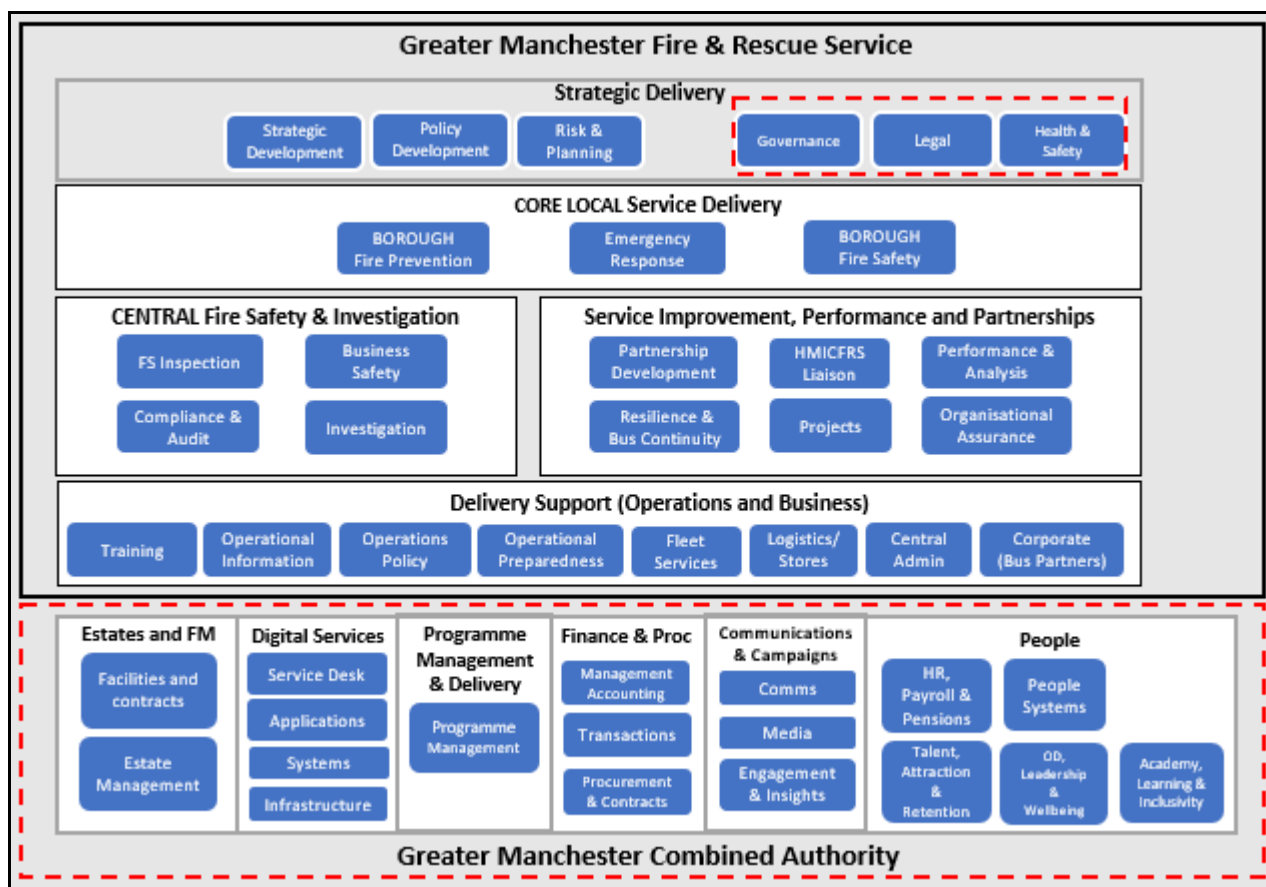
569. The above operating model indicates where key services could be aligned within each of the Functional Areas.

570. The development of core capabilities, which underpin the operating model, presents a real opportunity to refocus on core objectives and rebalance portfolios within GMFRS.

571. The proposed changes range from a number of functional area 'lift and shifts' (which may be considered a simple movement between portfolios), through to larger-scale changes with an impact on people, process and systems requirements in order to deliver a new way of working that focuses on the core objectives of the service and is aligned with the refreshed vision and mission for GMFRS.

572. Within each of the Functional Areas, discrete structures will be required, and the development of these structures and changes in staffing levels will underpin the business case, aligned with the findings of the Fire Cover Review.

573. In addition, command structures will also be reviewed to determine appropriate staffing structures aligned with incident command

574. A summary of the proposed service provision for each of the functional areas within the proposed Target Operating Model is provided in the following sections.

Service Delivery

575. Response sits at the core of the proposed Target Operating Model, underpinned by an organisational culture that bridges the 'them and us' divide, building trust throughout all levels of the Service, and empowering operational resources to deliver an efficient and effective emergency response offer, as well as working with partners to deliver targeted place-based prevention and protection interventions.

576. The current Emergency Response directorate has a large portfolio, including numerous support functions such as Operational Assurance, Operational Support and Technical Services. This has created significant challenges for management and leadership to maintain focus across such a broad service provision. With the constraint of stressed budgets, the drive to focus on statutory and business critical frontline services must remain the priority. The current model must change to allow the focus to be core service delivery with clear lines of accountability.

577. As such, the new Service Delivery function will be expected to now take a much more focused approach to borough based response, fire safety and place-based prevention, whilst allowing supporting functions to be delivered from a more joined-up Delivery Support function, which creates greater control and a service ethos which cannot get lost in 'day to day' delivery.

578. In addition to the core focus on response, there is and always should be a clear need for fire prevention and fire safety activity, delivered by the firefighter.

579. Following a review of the 'As-Is' activity and the current work routine planner, coupled with proposed policy changes that will in turn reduce demand (e.g. response to automatic fire alarms), there are a number of opportunities to free up firefighter capacity for both prevention and fire safety/protection activity.

580. Whilst prevention activity is currently measured in terms of volume, the separate accountabilities for the delivery of prevention and emergency response is not considered a helpful structural split. Prevention strategy and direction should be aligned with corporate goals, and this should be the focus of the Service Improvement function gong forwards. Prevention delivery, however, is considered more appropriately aligned to area based response teams, working within place-based delivery teams.

581. Current prevention activity has strayed beyond the core remit of the Fire Service, with a degree of ambiguity around what firefighters are required to deliver and how this supports statutory or core requirements of the Service. Whilst feedback from firefighters demonstrates, a willingness to take back ownership of place based fire prevention activity, this will need to be supported by new processes, an uplift in training, and improvements to pre-planned work routines.

582. The delivery of Safe and Well checks has developed to a position, which stretches the argument for involvement of the Fire Service. This has created frustrations amongst firefighters with arbitrarily imposed targets and no real clarity of impact, together with a feeling that the drive to deliver additional services for partners has been at the expense of core services such as response.

583. Within the new delivery model, the drive to rebalance service provision will see a refresh of the Safe and Well offer, and the provision of core prevention support through a more fire prevention focused Home

Safety Check/person centred Fire Risk Assessment. This is considered a more appropriate approach to delivering the statutory requirements, whilst balancing this against the resources available.

584. In light of anticipated developments within fire safety/protection and the built environment, the breadth of support firefighters provide to the central Fire Safety and Investigation function and the wider protection agenda also needs to be reset. With capacity and capability in this area, reaffirming the role of the firefighter and what support will be provided, ensures a more effective utilisation of resources whilst reinforcing firefighter understanding, through active assessment, of the built environment in Greater Manchester.

585. The clarification of what is required to be delivered in support of the developing Prevention and Protection delivery models, will help to reinforce how firefighters balance input to 'response, protect and prevent' across Greater Manchester.

586. This provides clarity for firefighters to utilise their skills, and precipitates the drive to work with partners to reshape the community safety support offer. This in turn offers options for the fire service to renegotiate on issues such as the EMR position as part of longer-term objectives.

587. There is a need for all agencies to support, where practicable, the delivery of public services across Greater Manchester, however there must be a clearer demarcation for firefighters, albeit the delivery of fire safety and fire prevention is front and centre in the role of the firefighter.

588. This is also clearly incorporated within the operational strategy, and it is considered that whilst Prevention strategy and direction may be a corporate function, together with a centralised Fire Safety and Investigation function, there is a need for reinforcement of the message that response, prevention and protection are inherently linked across frontline delivery and remain a core function of the firefighter.

Fire Safety and Investigation

589. The requirements of the proposed operational strategy to adapt to the changing Greater Manchester landscape indicate the need for increased support in aspects of protection. In addition, the role of the firefighter again is essential in supporting protection processes, which enable more targeted fire safety compliance and audit activity, whilst ensuring more effective utilisation of firefighters.

590. A shift in emphasis of some core protection roles, with a focus on delivery support rather than compliance only is considered a strong step forward in support of emerging developments post Grenfell and within the context of the emerging GM Spatial Framework. The need for increased exposure across Greater Manchester at senior levels will also enable the fire safety agenda to gain buy-in and be given the prominence that fire prevention has had over recent years. As has been seen with recent events, the need for operational crews to understand the day-to-day built environment, in addition to specialist officers providing compliance, inspection and enforcement, is critical to business and other communities.

591. The Fire Protection Strategy will focus of delivery to cover the complete breadth of services to include:
- Enforcement
- Business audits
- Operational targeted visits
- Petroleum and explosives
- Licensing
- Consultation
- Business support operations liaison
- Primary authority scheme
- Training
- Fire investigation

592. The investment in building a credible sustainable Fire Safety and Investigation function, which directs and is supported by operational crews, requires a blend of uniform and support staff, and rather than the current reactive focus, should move towards a more proactive agenda.

Service Improvement, Partnerships and Performance

593. A number of checks and balances were required to be put in place to improve operational governance, and support cultural improvements.

594. Areas such as operational assurance, policy and business continuity are considered more appropriate to align within a portfolio outside the remit of the response Assistant Chief Fire Officer. This ensures operational delivery and the audit of delivery are within accountabilities of separate principal officers, which reduces the risk to the Service and ensures more appropriate governance.

595. This improved governance alongside rebalanced functional accountability also provides borough-based service delivery leadership with the opportunity to focus on core area based delivery and improved performance, whilst functions, which support and check performance are delivered within other accountabilities and Chief Officer portfolios.

596. This, coupled with a refocus of prevention activity, creates opportunities to rebalance the delivery of response and will support the development of potential new structures for response delivery, aligned with the Fire Cover Review element of the Programme for Change. Strategy, policy and planning and several other operational preparedness functions could be more appropriately delivered from a portfolio, which aligns operational performance and has a close corporate relationship with GMCA police, crime and fire policy, planning and scrutiny.

597. Strategic development supported by planning and policy development are akin to a true 'corporate services' function within a business support environment. Aligned to operational policy staff in delivery support, working closely to ensure the DCFO accountabilities are delivered from within the wider function. The function will work closely with operations support to deliver IRMP and also working closely with GMCA to deliver the fire plan.

598. The current delivery of support to partnerships (e.g. place-based teams, NWFC etc.) is spread in terms of accountabilities across GMFRS, with an absence of a clear strategy for engagement, development and outcomes from investment of time and effort.

599. The importance of partnerships is clear, and has been identified in a number of reviews that GMFRS must place strong emphasis, at a command level, to drive the development of the agenda to support longer-term objectives. The breadth of partnership engagement required to drive the delivery of new ways of working is significant and is considered a core area of focus for GMFRS over the next 3 to 5 years.

600. Partnership delivery and outcomes from current operational support models in place such as NWFC, require service level development in the short term and assessment of alternative models in the longer term to ensure GMFRS receive value for money, and again clear ownership and accountability will support this.

601. Further opportunities to develop options for service delivery models with partners such as GMP, to provide joined up public safety and service improvement, are key to sustainable service delivery in functions other than core response functions, and again this needs to be managed and directed through a single portfolio owner.

602. Focus on partnership strategy, planning, engagement development and delivery should be placed at the highest level to support improvement in service delivery and sustainability.

603. Ownership and accountability for all developments in partnership working including developing opportunities outside of operational working, developing collaboration and shared services, requires investment in senior partnership roles, which should be a balance of uniform and support staff.

604. Focussing on strategic level working with senior officers in partner organisations (GMP, NWAS, LA's, NHS, other community safety agencies and other FRSs), the drive to develop and own strategies and plans for ongoing partnership engagement at a local level will ensure coherence in the context of place-based working.

605. The Fire Service has yet to understand the requirements of HMICFRS in assessing GMFRS performance, however based on the experience of GMP, it is clear that capabilities are required to ensure the liaison process puts GMFRS on the front foot moving forward.

606. Organisational risk and assurance needs to be aligned with the need for readiness for ongoing HMICFRS and other assessments. This will require working closely with GMCA and with the borough based teams to ensure the Service is prepared for change and development. Aligning HMICFRS liaison with performance management and partnership development provides service coherence.

607. A key function supporting organisational preparedness and effective performance is now considered a key requirement. Having a single point to ensure this key stakeholder is serviced is good practice, and helps maintain a good platform for future monitoring. Working closely with Home Office, translating needs into data, information and performance requirements from operational and support functions is essential to drive changes. Operations and Business Support

Delivery Support (Operations and Business)

608. Alongside the need for a clear accountability for partnership engagement and development to deliver longer term service improvements, the drive for productivity uplift across GMFRS from frontline to back office has to be driven on a more commercially focused basis.

609. Whilst current response service delivery portfolios direct and manage functions such as fleet, logistics and operational support (e.g. *Breathing Apparatus*) these functions are capital and revenue heavy. It is considered good practice to separate the accountabilities of operational support from operational response to ensure the operational need is serviced on a cost balanced and commercial basis.

610. In addition, operational and business support functions lend themselves to driving real collaborative working, creating shared services and the potential cashable and service improvement this provides.

611. GMFRS has the potential to be at the forefront of these developments, however it is considered more appropriate to be delivered outside of operational response.

612. Realigning the delivery of operational and business support functions including operational training is also considered a more appropriate balance and within a portfolio, which has a strong professional alignment to corporate support, functions within GMCA such as people and finance.

613. Administration, specific and general, is also a key area of support currently provided across the Service, with no central ownership. This creates inconsistencies and does not drive effective and efficient services.

614. A central solution would ensure this is coherently delivered, with a focus on value added and reducing activity where it is no longer required to support frontline sustainability. This will require investment in underpinning applications, and would be best delivered from within a single support portfolio as preparation for further development moving forward.

615. Aligning training across the Service under a single accountable owner is a sound basis for change, with the current thinking that central ownership of training strategy and planning within a single directorate ensures good governance.

616. Local delivery of training, supported by a more appropriate centralised administration is an efficient model of delivery; however, the split of accountability of strategy and delivery needs to be addressed to challenges around current services.

617. With no single owner of training within GMFRS this inherently creates weaknesses from strategy through to delivery. The facilities and assets are not being leveraged and opportunities are being missed to deliver increased value from the investment.

618. In addition, within a heavy portfolio, it appears that additional challenges of ensuring crews utilise the training assets to support day-to-day training mean an underutilised investment and gaps in training highlight an ineffective delivery model.

619. A new training model aligning mandatory operational, business critical and developmental training (e.g. leadership development) is seen as essential to ensure GMFRS can stretch the investment in estate training assets and maximise the productivity of resources, whilst improving training performance.

620. This will leverage various benefits including releasing estate for ongoing developments across GMFRS, creating opportunities to deliver income, whilst meeting the learning and skills maintenance required for crews with a better balance between e-based and practical training.

621. The responsible officer for Business and Operations support will act as the interface into the corporate centre with relationships with Finance, HR, communications, and own the budget and financial

Corporate Service provision

622. Several services provided to GMFRS are delivered corporately by GMCA with GMFRS being a client of the core service provider, including Finance, HR/People, Communications and Digital Services.

623. The transition of these corporate services to GMCA has led to an apportionment and recharge model being implemented, which has in turn created a number of challenges for service delivery due to the absence of service levels. Going forwards, there is a requirement, therefore, for a corporate client capability in GMFRS and business partner relationship with GMCA. Supported by a number of corporate client business partner roles within GMFRS to ensure service and operational levels are developed met from the corporate centre for services such as Finance and estates/FM, HR, digital and communications.

624. These roles will ensure value for money is provided from the corporate functions as well as providing professional expertise in areas such as HR and Finance to provide advice and guidance as appropriate to CLT, acting as the interface into the corporate centre with relationships with Finance, HR, communications

625. Estates/Facilities Management is another service, which currently sits within GMFRS, albeit with discussions underway as to how this will be delivered moving forward.

626. A new structural model for delivery, which will go some way to redress the challenges of the previous set-up, has been proposed and will fall within the remit of the Land and Property function with GMCA. This function will take ownership of moving soft services such as catering, cleaning, security and other facilities services, which are potentially best placed delivered by specialist providers, into a more commercially based contracting or collaborative arrangement to drive better and more cost effective sustainable services.

627. With a corporate body delivering services to the GMFRS client, this indicates a need for a corporate client capability in GMFRS and potential partnering relationship with GMCA, supported by internal service level agreements, which follow on from the apportionment model that was developed as part of the transition to GMCA. In addition, there remain a number of services, which do not naturally have a home within GMFRS within the context of GMCA.

628. Areas such as Legal and Health & Safety naturally fit within the remit of the sole corporate responsible body, and as such, there is a need to realign these services from an operating and structural context.

629. It is clear that the current arrangements for Health and Safety need to be realigned outside of GMFRS, with a clearer direction potentially provided by the GMCA Governance and Policy function operating from within the legal services team. Whilst there are other functions, the Health & Safety service line could operate from, it is considered a sound platform at this stage for direction and accountability.

630. The need for GMFRS to retain a strong client management of services from the corporate functions will be underpinned by service management arrangements to be developed as part of the next stage of development. This is an important shift in the delivery model and whilst the services are bedding in, there will be a need to clarify service levels required to ensure GMFRS is supported to deliver its objectives.

631. The core functions within the dotted areas of the proposed target operating model are directed by GMCA however, some of these functions, services and staff may be located for delivery purposes within GMFRS for the purpose of efficiency and effectiveness.

632. The operating model indicates where key services could be aligned within each of the Functional Areas.

633. The development of core capabilities, which underpin the operating model, presents opportunities to align rebalanced portfolios within GMFRS, and a structure which delivers the new operating model is in development, which aims to address the drivers for change.

634. There are a number of functional area 'lift and shifts' which may be considered a simple movement between portfolios, however based on the vision and purpose principles, services will be provided from where best placed, and if cashable or non-cashable improvements are possible, change may be considered appropriate.

635. The response and fire prevention function and service line will remain the largest function within the GMFRS operating model, albeit restructuring of area based delivery is anticipated with realignment and rebalancing of services across refocused portfolios.

636. Within each of the Functional Areas, discrete structures will be required, and the development of these structures and changes in staffing levels will underpin the business case, aligned with the findings of the Fire Cover Review.

637. In addition, command structures will also be reviewed to determine appropriate staffing structures aligned with incident command.

New GMFRS Structures

Introduction

638. Potential structures to support the new operating model are currently in development, with early thinking set out below for the purposes of informing the business case and addressing the drivers for change. Structures will be further refined and developed throughout the implementation stage, albeit within the agreed funding envelope.

639. Building upon the development of the operating model, CLT and workstream leads have developed baseline structural options for each of the core functions.

640. The high level management structure below indicates the key Functional Areas within the new structure. This is overlaid with the incident command structure, which in turn provides the high level officer structure.

641. The proposed operating model is underpinned by the options reviewed within the assessment of Fire Cover and reinforced by the Incident Command Review.

642. The operating model has been developed in two parts:
    a. Transitional structure (based on existing fire stations)
    b. Fully implemented structure (post FCR implementation including station mergers)

643. The below structures reflect the fully implemented structures. In the main, the difference between the transitional structure and the fully implemented structure are in relation to the number of Station Manager posts in the Core Service Delivery functional area (pre and post station mergers) and is covered in more detail under Station Manager Arrangements (see page 65).


Level 1 TOM – Proposed Structure
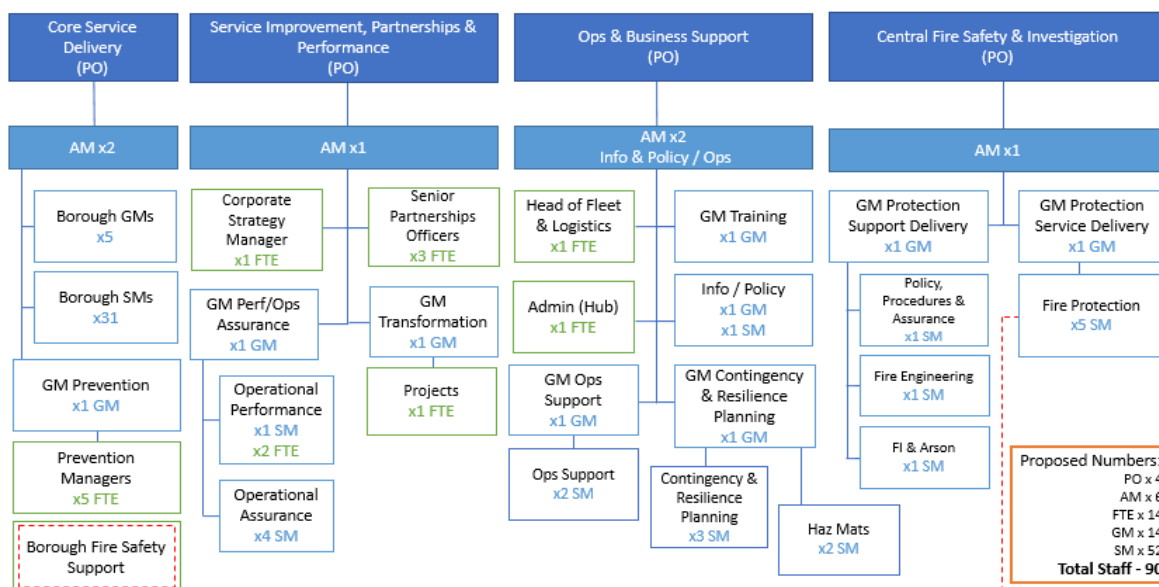
644. The incident command structure, which is based on a review of the requirement for officers to support the incident rota, suggests the need for 12 officers every 24 hours with the appropriate level of resilience to achieve this. Complete figures will be determined by an ongoing review.

645. Incident command needs further assessment to determine whether structures could flex based on the competencies of the role to manage incidents, rather than the current position, which adopts a hierarchical based approach to incident command structures.

646. The proposed structures have been based on options, which have had to adopt a pragmatic approach to delivery, whilst retaining a clear focus on core business, as well as being cost effective, driving cultural and behavioural change, improving operational delivery where possible, and overlaid with an incident command structure to create resilience.

647. The need to create clearer accountabilities and more balanced portfolios was a fundamental driver to ensure accountabilities can be discharged with the greatest chance of success by principal officers.

648. The new structures will evolve over the next phase of development. However, the core basis of delivery will be underpinned by the above structural platform.

Service Delivery

649. The proposed structure for the core Service Delivery function is underpinned by the options reviewed within the assessment of Fire Cover and reinforced by the Incident Command review.

650. The below structure details the Core Service Delivery structure following the implementation of the recommended Fire Cover Review option.
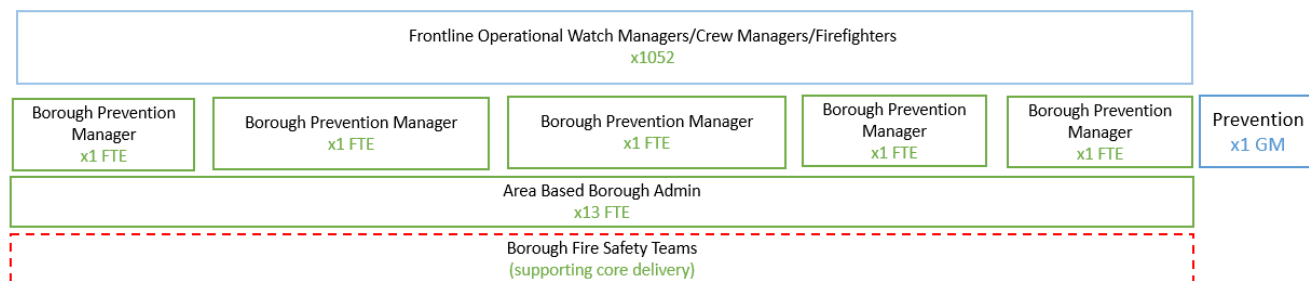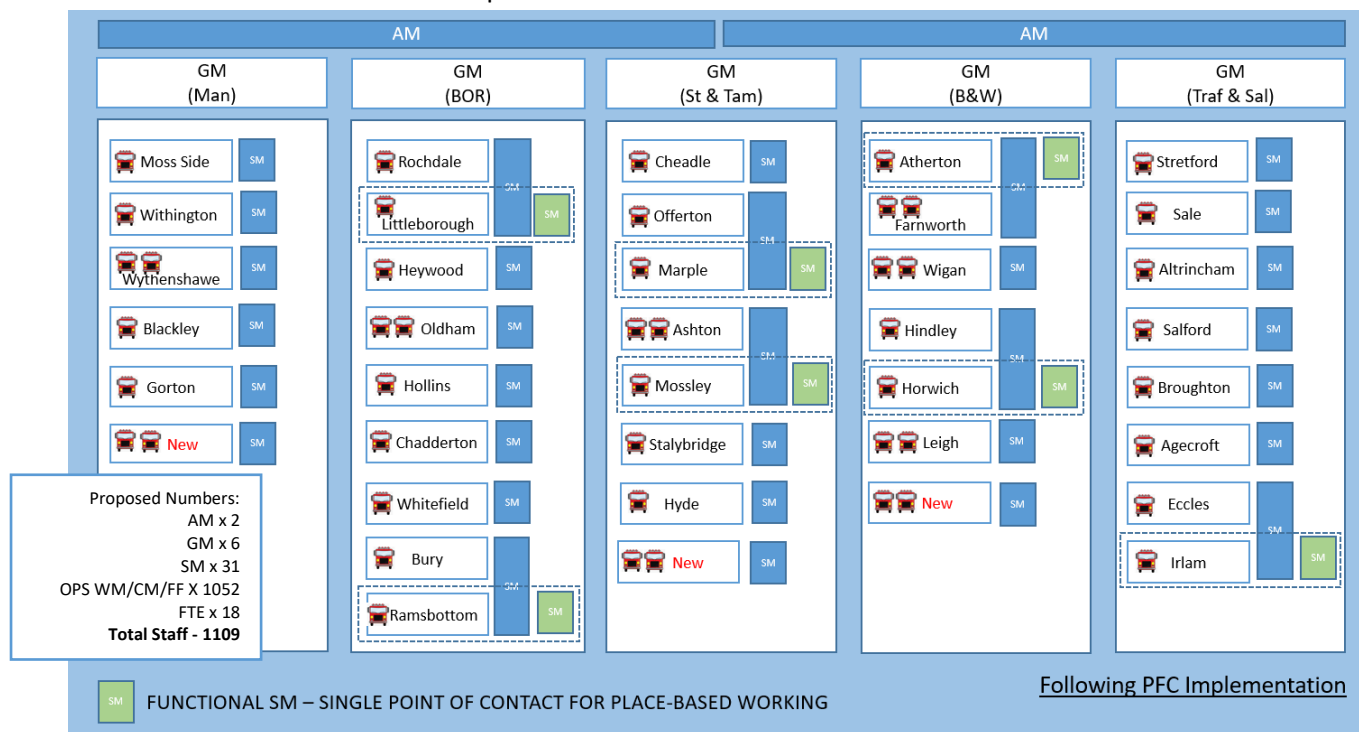
651. The structure is based on a model that attempts to reinforce a coherent approach of delivery across Greater Manchester, with a single accountable owner of service delivery, instead of the current arrangement, which splits service delivery across Emergency Response and Prevention & Protection.

652. The proposed service delivery model is also structured geographically, and two Area Managers, supported by five borough / group managers. The current proposals for Service Delivery functional area will be supported initially by 33 Station Managers, as outlined in the Fire Cover Review.

653. The operational model for delivery is aligned with the emerging model for merging fire stations, releasing locations and rebuilding new fire stations in more appropriate locations over the next three years.

654. The proposed Service Delivery model also includes a number of area-based prevention managers to further support the transition to fully integrated place-based working. These posts will initially support local stations to take ownership and accountability for ensuring prevention, community safety and partnership direction is progressed in boroughs. Longer term requirements for area-based prevention manager roles will be reviewed as part of the implementation phase, dependant on the development and embedding of place-based working.

655. The person-centred fire safety risk assessment will be directed by place based teams, utilising data, which supports the GMFRS community risk model of prevention, rather than GMFRS setting arbitrary targets of one visit per fire engine per shift.

656. In addition, fire safety managers will be based on borough, managed and directed centrally, supporting borough, station, watch managers and fire crews with the roll out of the fire safety strategy, which will underpin the GMFRS approach to support the wider GM strategy and reduce organisational risk, post-Hackitt review.

657. Frameworks for station managers to support operational delivery performance will be developed to support the delivery model, which will provide clarity and accountability of delivery from station managers to firefighters.

Fire Safety & Investigation

658. The protection function is reflective of the need for an increased focus on protection activity post Grenfell and within the context of the Greater Manchester Strategy, and the need to be clearer about the role of this function.
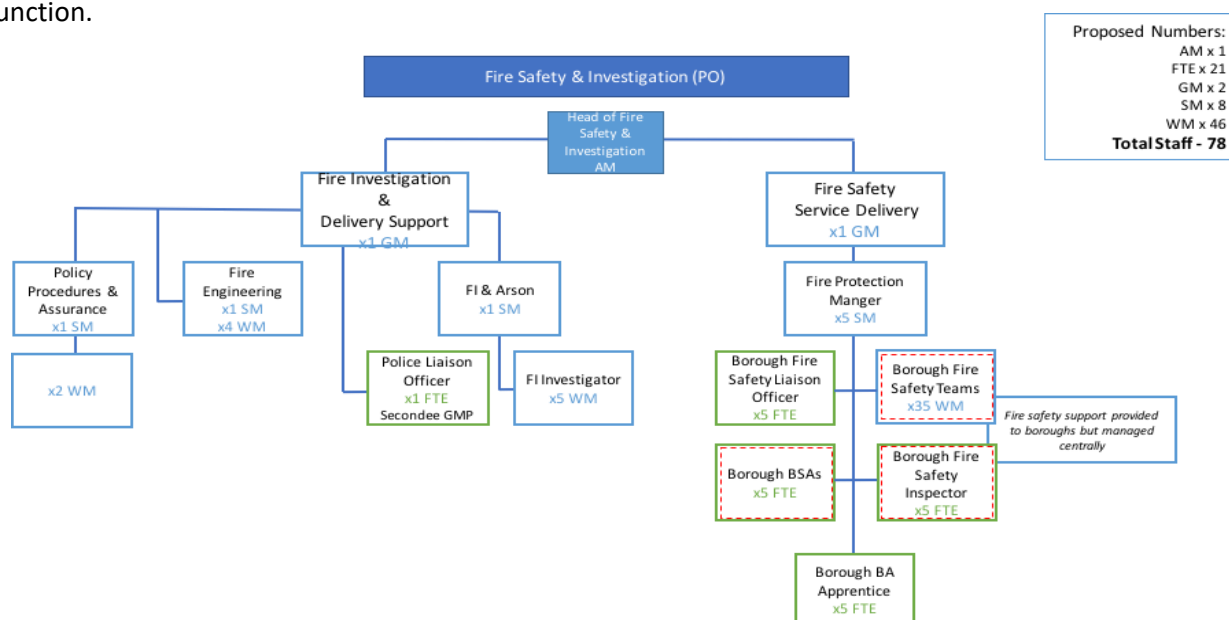
659. There is an increased blend of grey and green book staff, through the anticipated release of watch manager posts to support specialist green book posts with borough based fire safety resources (red dotted line) centrally directed and managed. This ensures a healthy demarcation between functions as well as ensuring clear accountabilities for core services.

Service Improvement, Partnerships & Performance

660. With the need for coherent capabilities across these business critical areas, the core functions will direct strategy through to performance, supporting operational delivery with assurance guidance, community partnership direction and ensuring GMFRS is well placed to address external agencies such as HMICFRS challenges.
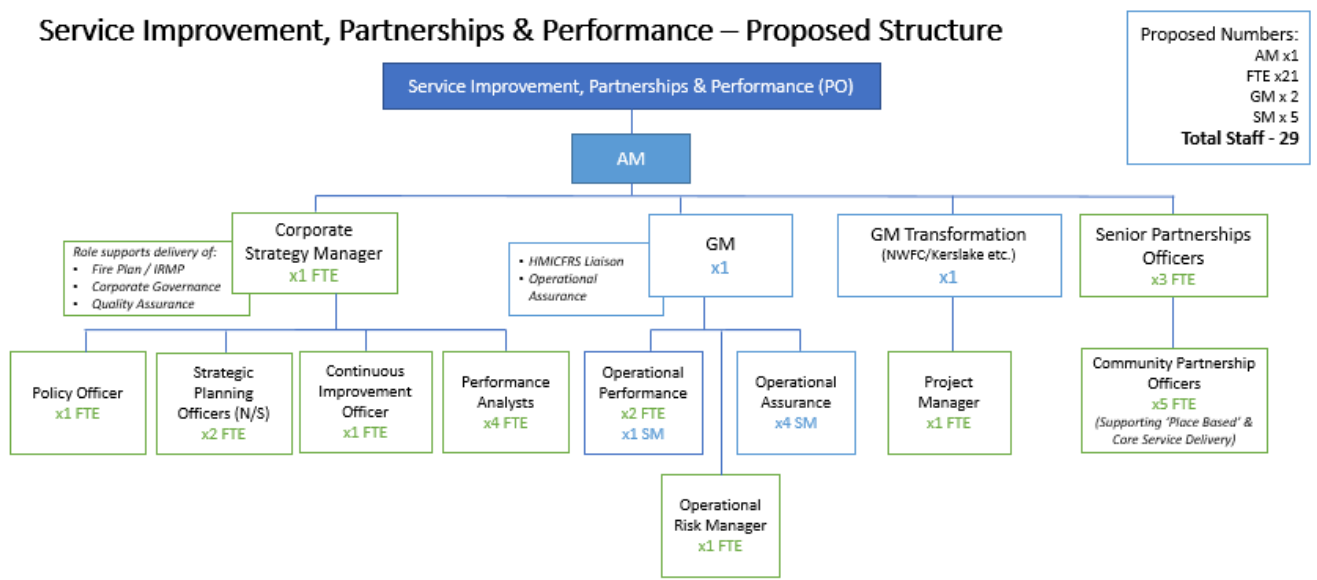
661. There is a recognition that there is likely to be a short to medium term requirement to support implementation of findings from any incidents or changes in legislation which require an operational knowledge, expertise and gravitas to drive delivery and therefore a role to provide operational support 'transformation' projects, including the PfC is considered essential.

662. A partnership function is considered essential to direct relationships with our key partner agencies, and there is a requirement for close working with area based, prevention managers to ensure key place-based strategies are driven, with performance and accountability set for service delivery teams.

663. Senior partnership officers are expected to sit at strategic level with key place-based partners to begin to shape input into place, and will work on ensuring place strategies are supported operationally and tactically, with direction.

664. Organisational assurance will develop from the existing operational assurance function and will focus on wider issues other than pure operational delivery. This will help join up performance and risk management, which will begin to embed a continuous improvement culture. This needs to be driven across GMFRS, and it is anticipated that these functions will continue to shape as the Service progresses in maturity.

665. There is a recognition that analytical capability is required to strengthen the delivery of support to performance management and service improvement, and an uplift is seen as an important step in providing additional support to operational officers in improving performance.

Operations and Business Support

666. The creation of a single function or directorate that brings together all supporting functions will enable a clear line of accountability to be created.

Operational & Business Support – Proposed Structure
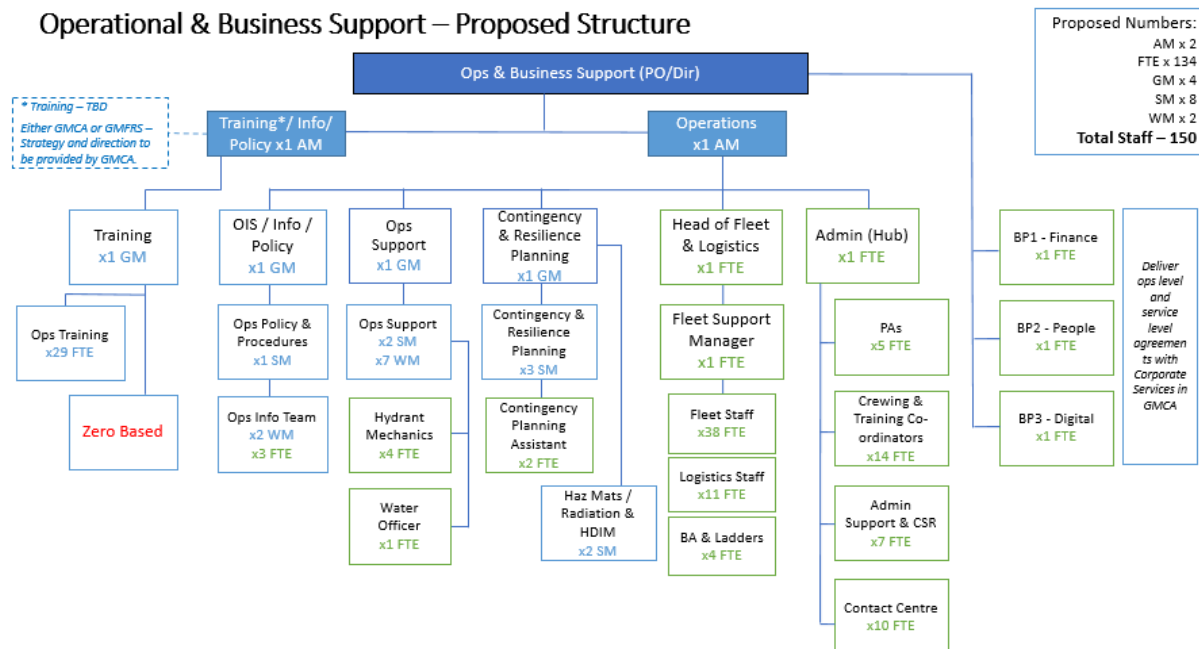
667. The development of the training offer as part of delivery of this function is essential to drive operational improvements and support firefighters and crews with a more coherent offer.

668. Operational information management system improvements is another business critical area to reduce organisational risks, and will require a strong input working closely with performance teams and service improvement to provide organisational assurance.

669. Areas such as fleet management should be considered an area of priority focus with accountability of the director to ensure progress in productivity improvement and collaborative working.

670. The administration functions will require significant support in investment from digital services and the responsible officer for Operations and Business Support will be expected to be a key driver for changes required to support the leverage of sustainable savings.

671. To support the relationship with GMCA, a number of Business Partner roles (senior client managers) will be expected to work closely with CLT and corporate services within GMCA, to ensure operational and service level agreements are in place for HR / People, Digital, Estates / FM and Finance management service provision.

GMCA and Future GMFRS Services

672. Changes to existing directorates have impacted on a number of functions, which might be more appropriately aligned within the GMCA corporate structure. Functions such as Health & Safety, Legal and Estates / FM are proposed in the below GMCA structure.

GMCA – GMFRS Structure
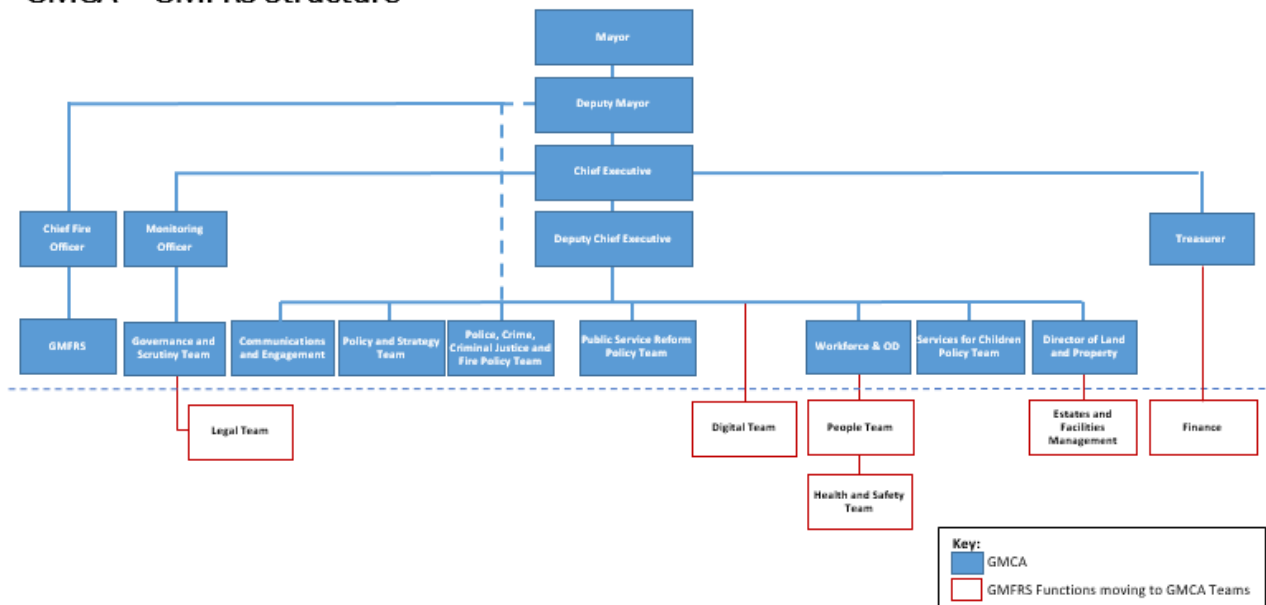
Summary and Key Recommendations

Summary

The Target Operating Model indicates where key services could be aligned within each of the Functional Areas.

Response sits at the core of the proposed Target Operating Model. This is underpinned by an organisational culture that bridges the 'them and us' divide, building trust throughout all levels of the Service, and empowering operational resources to deliver an efficient and effective emergency response, as well as working with partners to deliver targeted place-based interventions.

A number of key principles have been used to shape and inform the development of the proposed Target Operating Model:

- **Evidence-based Fire Cover proposals -** to ensure a closer match of resources to level of risk
- **Refreshed Vision and Purpose** – driven by core business of response and place based delivery
- **Prevention** – New delivery model for prevention emphasising the need for firefighters to deliver place-based prevention activity as part of their role
- **Safe and Well** – refocusing the activity proposed to be undertaken by firefighters to ensure 'safe' is the focus with a greater emphasis on fire-related safety
- **Protection** – strategic drivers indicate need for new roles and greater emphasis on Protection
- **Partnerships** - Place-based working with others at the fore aligned with GM strategy
- **Support Services** – Balancing portfolios and delivering a more joined-up operational support function, business partnering arrangements and SLAs in place for GMCA support services
- **Transformational leadership -** Core to delivering improved culture and ways of working
- **Sustainable & Efficient** – Cashable savings from financial year 2019/20

Emergency Response

Key Recommendations

- The current Emergency Response portfolio is too large. Service delivery will move to a borough-based response, prevention and fire safety model, with supporting functions delivered from a more joined-up, central service line. This will result in a more balanced portfolio across Principal Officers as well as ensuring a clear focus on response and area based delivery of prevention and protection;
- The proposed structure will see a single accountable owner of service delivery, instead of the current arrangement, which splits service delivery across Emergency Response and Prevention & Protection;
- Command structures will be reviewed to determine appropriate staffing structures aligned with incident command;
- The current proposals for the Service Delivery functional area will be supported initially by 33 Station Managers, as outlined in the Fire Cover Review;
- Fire prevention and fire safety activity will be aligned to place-based requirements and delivered by the firefighter;
- The proposed Service Delivery model includes a number of area-based prevention managers to further support the transition to fully integrated place based working;
- Safe and Well (S&W) will be redesigned to shift the focus back to fire prevention delivered by firefighters. The drive to achieve S&W targets will not override the need for operational crews to be trained in core service delivery;
- Fire safety managers will be based on borough, managed and directed centrally, supporting borough, station, watch managers and fire crews with the roll out of the fire safety strategy;
- We need to support the delivery of public services across GM. However, there will be a clearer demarcation for firefighters, with the delivery of fire safety and fire prevention at the core.

Fire Safety and Investigation

Key Recommendations

- The role of the firefighter is essential in supporting on the ground protection processes, particularly In light of anticipated developments within fire safety and the built environment.
- Protection functions will be provided with more resources, together with an increase in the support that firefighters provide to the central protection team;
- The proposed delivery model will enable operational crews to build a greater understanding of the built environment, in addition to specialist officers providing compliance, inspection and enforcement;
- Following both Grenfell and the rollout of the Spatial Framework there will be an emphasis on support as well as compliance, with a more proactive focus.

Service Improvement, Partnerships and Performance

Key Recommendations

- A partnership function is considered essential to direct relationships with our key partner agencies, and there is a requirement for close working with area based, prevention managers to ensure key place-based strategies are driven, with performance and accountability set for service delivery teams.
- Areas such as operational assurance, policy and business continuity will be moved outside of Emergency Response. This ensures delivery and audit of delivery are within different portfolios, reducing organisational risk and improving governance. This improved governance will help focus service delivery at borough-level;
- Strategy, policy and planning will be delivered from a portfolio that aligns operational performance and has a close corporate relationship with GMCA police, crime and fire planning and scrutiny;
- Prevention strategy and direction will be aligned with corporate goals, and will be a key area of focus to ensure strategic alignment with partners within place-based delivery teams.
- Focus on partnership strategy, planning, engagement development and delivery will be placed at the highest level to support improvement in service delivery and sustainability, and support place-based working. This needs to be managed and directed through a single portfolio owner, with investment in senior partnership roles - a mix of uniform and support;
- The Service Improvement, Partnerships and Performance function will play a key role in supporting organisational preparedness and effective performance, continuously seeking opportunities for improvement and monitoring performance, together with a strong focus on partnership working to support the place based agenda and blue light collaboration.

Delivery Support (Operations and Business)

Key Recommendations

- The Delivery Support Function will underpin frontline delivery, ensuring support services are focused on supporting operational crews;
- The accountabilities of operational support (including fleet and logistics) and operational response will be separated to ensure operational need is serviced on a cost balanced and commercial basis, driving collaborative working and cashable savings, whilst meeting the needs of frontline service provision;
- The provision of a centrally owned administration service is proposed, together with investment in underpinning applications, in order to drive an efficient and consistent service offering that effectively supports the front line.
- There is no single owner of training within GMFRS, creating weaknesses from strategy through to delivery. Facilities and assets are being underutilised and opportunities are being missed to deliver increased value from the investment.
- Training strategy and planning across the Service will come under a single accountable owner.
- A new training model aligning mandatory operational, business critical and developmental training (e.g. leadership development) will ensure GMFRS can stretch the investment in estate training assets and maximise the productivity of resources, whilst improving training performance. This will leverage various benefits including releasing estate for ongoing development across GMFRS, creating opportunities to deliver income, whilst meeting the learning and skills maintenance required for crews with a better balance between e-based and practical training.
- A number of Business Partner roles (senior client managers) will be required to work closely with CLT and corporate services within GMCA, to ensure operational and service level agreements are in place for HR / People, Digital, Estates / FM and Finance management service provision.

Corporate Service Provision

Key Recommendations

- A model to deliver certain corporate services centrally from the GMCA has been developed. These include Finance, HR/People, Communications & Digital Services (as per current the current model) with the further addition of Estates/Facilities Management, Legal, and Health & Safety;
- Whilst the above functions are proposed to transition under the GMCA corporate structure, some services and staff may be located for delivery purposes within GMFRS;
- The need for GMFRS to retain a strong client management of services from the corporate functions will be underpinned by clear service management arrangements, overseen by a number of Business Partners within the Delivery Support function.

Financials and Investment

Financial Case and Investments

673. Based on the development of the new operating model, the Fire Cover Review and the proposed new structures for delivery of prevention, fire safety, investigation and supporting services across GMFRS, the financial case and the options associated with Prevention, Protection, Youth Engagement, Fire Cover and other service areas are brought together in the following paragraphs.

Baseline

674. The baseline option includes a one off budget reduction for a development rate of pay. We previously budgeted at competent rate of pay; however, in light of the number of staff on development rate of pay, this change has been made until the staff reach competence. These figures also include 20 Watch Manager posts relating to Protection activity.

Baseline Option

675. The 'Baseline Option' supports the removal of roster reserves. The removal of roster reserves from the whole-time duty system required an increase in the 'ridership factor' from 1.3 to 1.4, which translates an increase in establishment from 1239 to 1246 firefighters. In addition, in order to accommodate these establishment changes the total number of fire engines available reduces from 56 to 50.

676. The implication of the removal of roster reserves means that an uplift in budget would be required to maintain the current fire cover from April 2019. The Baseline Option, therefore, includes an additional £0.414m per annum, as set out below.

Option	Details	Support Posts	FF Posts	£'000		
				2019/20	2020/21	2021/22
Option 1	Baseline Option			414	414	414
				414	**414**	**414**

Options for change

677. The outline business case set out the range of options, and the revenue savings for each option are set out in the tables below.

678. Option 2 presents the economic case for streamlining non-operational related activity, implementing changes specifically to non-fire cover related structures, as set out earlier in the report. Option 2 incorporates changes to the Prevention, Protection, Youth Engagement, Administration and other corporate functions. The impact on staffing is set out below, with transitional arrangements in 2019/20 proposed for Prevention and Youth Engagement related activities.

Option	Details	Support Posts	FF Posts	£'000		
				2019/20	2020/21	2021/22
2	Staffing	113		-1,727	-3,710	-3,710
	Non Pay			-578	-628	-628
	Grant income			-500	-500	-500
	Prevention	-15		561		
	Youth Engagement	-6		236		
		92		**-2,008**	**-4,838**	**-4,838**

679. Options 3 to 6 incorporate the findings of the Fire Cover Review and a range of options as set out in the report.

Option	Details	Support Posts	FF Posts	£'000		
				2019/20	2020/21	2021/22
3a	Baseline savings			-1,400	-435	-435
	Option 1			414	414	414
	Option 2	113*		-2,008	-4,838	-4,838
	Implement non-SDS establishment change		18	-533	-711	-711
	Remove 2 fire engines		36		-1,458	-1,458
	Merge 6 and relocate to 3 new fire stations		42			-1,791
		113	**96**	**-3,527**	**-7,028**	**-8,819**
3b	Baseline savings			-1,400	-435	-435
	Option 1			414	414	414
	Option 2	113		-2,008	-4,838	-4,838
	Crewing 4 on all fire engines		108	-3,200	-4,267	-4,267
	Implement non-SDS establishment change		18	-533	-711	-711
	Remove 2 fire engines		40		-1,774	-1,774
	Merge 6 and relocate to 3 new fire stations		28			-1,237
		113	**194**	**-6,728**	**-11,611**	**-12,848**
4a	Baseline savings			-1,400	-435	-435
	Option 1			414	414	414
	Option 2	113		-2,008	-4,838	-4,838
	Convert non-SDS station to a retained model		72		0	-2,054
	Remove one fire engine		18		-728	-728
	Merge six and relocate to 3 new fire stations		42			-1,791
		113	**132**	**-2,994**	**-5,587**	**-9,432**
4b	Baseline savings			-1,400	-435	-435
	Option 1			414	414	414
	Option 2	113		-2,008	-4,838	-4,838
	Crewing 4 on all fire engines		108	-3,200	-4,267	-4,267
	Convert non-SDS station to a retained model		72		0	-2,054
	Remove one fire engines		20		-886	-886
	Merge 6 and relocate to 3 new fire stations		28			-1,237
		113	**228**	**-6,194**	**-10,012**	**-13,303**
5a	Baseline savings			-1,400	-435	-435
	Option 1			414	414	414
	Option 2	113		-2,008	-4,838	-4,838
	Implement non-SDS establishment change		12		-474	-474
	Remove 2 fire engines		36	-1,093	-1,457	-1,457
	Merge 6 and relocate to 3 new fire stations		42			-1,791
	Close 2 non-SDS stations		24		-984	-984
	Convert 3 stations to day crewed		57		-2,299	-2,299
		113	**171**	**-4,087**	**-10,073**	**-11,864**
5b	Baseline savings			-1,400	-435	-435
	Option 1			414	414	414
	Option 2	113		-2,008	-4,838	-4,838
	Crewing 4 on all fire engines		108	-3,200	-4,267	-4,267
	Implement non-SDS establishment change		12		-474	-474
	Remove 2 fire engines		40	-1,330	-1,773	-1,773
	Merge 6 and relocate to 3 new fire stations		28			-1,237
	Close 2 non-SDS stations		24		-984	-984
	Convert 3 stations to day crewed		45		-1,820	-1,820
		113	**257**	**-7,524**	**-14,177**	**-15,414**

* Once the programme is fully implemented

Impact on Staffing Levels

680. The OBC includes an anticipated staffing reduction as set out in the tables above. The uniformed post reductions are manageable through retirements of existing staff. The affected staff non-uniformed staff groups are as follows:

Review area	Affected staff	Transitional arrangements for 2019/20	Reductions following full implementation
Prevention	57	15	57
Youth Engagement	22	6	22
Admin Review	27	7	27
Corporate	7		7
Total	**113**	**28**	**113**

Economic case

Savings

681. The revenue savings for the next three years for each option are set out in the table below.

Table: Revenue savings

Savings	2019-20	2020-21	2021-22	Totals
Baseline	1,400	435	435	2,270
Option 1	-414	-414	-414	-1,242
Option 2	2,008	4,838	4,838	11,684
Option 3a	3,527	7,028	8,819	19,374
Option 3b	6,728	11,611	12,848	31,187
Option 4a	2,994	5,587	9,432	18,013
Option 4b	6,194	10,012	13,303	29,509
Option 5a	4,087	10,073	11,864	26,024
Option 5b	7,524	14,177	15,414	37,115

682. The assumptions for each option are as follows:

Options	Assumptions
Option 1	Additional £0.414m uplift to reflect revised ridership and numbers of Crew Managers to enable a minimum of 50 fine engines to be crewed
Option 2 - Staff	Assumes the staffing changes delivered from 1st September 2019, with transitional arrangements as set out in the tables above
Option 2 – Non pay	Delivered from 1st April 2019
Options 3 – 5	Assumes fire cover changes are delivered by 1st July 2019 Savings based on firefighter's current salary level (July 2018) Implementation date of non-SDS changes moved to year 3.

Investment and opportunities

683. None of these options can be achieved without investment across the organisation. Investment is critical to unlock potentials across people, processes and systems, identifying efficiencies and re-investing in the future organisation.

684. The investment costs captured within the OBC include the following and are set out in the following paragraphs:
    a. Implementation costs
    b. Training and development costs
    c. Investment in ICT systems
    d. Capital costs (station builds and refurbishments)

685. The transition / investment costs are set out below

Table: Total investment (based on options 3-5)

Investment	2019/20	2020/21	2021/22
Project Team costs (external) *	£0.972m		
Project Team costs (internal) **	*£0.853m*		
Displacement Costs	£1.350m	£0.084m	
Revenue	**£2.322m**	**£0.084m**	
ICT investment	£2.805m	£1.190m	
Estates refurbishment	£0.622m		
Bury Training and Safety Centre	£1.818m	£0.519m	
Station Mergers	£1.000m	£6.793m	£3.000m
Capital	**£6.285m**	**£6.709m**	**£3.000m**
Total Revenue and Capital	**£8.607m**	**£6.793m**	**£3.000m**

(*) Includes training and development and upskilling
(**) this is not included in the total, as we are not expecting to backfill for these roles

Table: Investment by option

Costs	2019-20	2020-21	2021-22	Totals
Baseline				
Option 1				
Option 2	7,607	1,793	0	9,400
Option 3a	8,607	6,793	3,000	18,400
Option 3b	8,607	6,793	3,000	18,400
Option 4a	8,607	6,793	3,000	18,400
Option 4b	8,607	6,793	3,000	18,400
Option 5a	8,607	6,793	3,000	18,400
Option 5b	8,607	6,793	3,000	18,400

Revenue investment

686. Each option includes the costs of restructuring the organisation. This includes revenue costs of restructuring and displacement costs of support staff. It is anticipated that reductions in firefighters are managed alongside natural wastage. There is significant investment associated with systems and processes, which is included in order to allow GMFRS to transform the organisation.

687. The displacement costs are based on worst-case scenario, and there may be opportunities to avoid these costs, through pro-active management of vacancies etc.

Capital Programme investment

688. Within the Outline Business Case, there are requirements for capital investment to facilitate the transformation of the Service, and to support the changes in Fire Cover, as set out above. These are key requirements to support the delivery of the transformational change, and are therefore included within the Financial Case.

Fire Station Replacements

689. The Fire Cover Review includes the investment required for three new fire stations. This is estimated at £9million, but is offset by anticipated capital receipts. There will be up-front investment required, however both capital receipts and savings in running costs of sites, will contribute to the business cases for each scheme.

Bury Training and Safety Centre

690. A need to consolidate all training on one site at Bury has been identified as part of the case for change. This will require investment to facilitate further improvements to the Bury Training and Safety Centre are planned to expand the operational training facilities provided, allowing the Service to consolidate operational training at the Centre. This will allow for the realisation of capital receipt from the Manchester Training Centre site, which supports the Fire Station Replacement programme referred to above.

Stock Condition and Backlog Maintenance

691. Feedback from Mayoral visits has highlighted improvements are needed to the fire station estate and there are clearly investment requirements arising from the condition of the fire station estate. As part of the Programme, asset surveys were undertaken for all premises, and the majority of backlog maintenance identified relates to building fabrics such as ceiling tiles, floor coverings and decoration. Whilst these issues do not affect the operation of a building, they do affect the appearance and workplace experience for staff and it is considered appropriate to invest in these sites to improve condition. Backlog maintenance has been estimated at £0.662m and has been factored into the OBC.

ICT replacement

692. The programme has identified a need for ICT investment for the following purposes:

   a. To deliver efficient end-to-end services, backed up by the right technology to support secure and mobile working.
   b. To improve the way our people work through better digital services, technology, intelligence, and data sharing.

693. Any ICT solution will work across the FRS and the GMCA. The Programme for Change OBC includes the FRS related elements of this investment.

Affordability

694. The following table sets out the three-year capital and revenue investment required for each option, comprising both capital and revenue requirements, as outlined in the previous paragraphs, setting out the three-year revenue savings, together with anticipated capital receipts for fire station changes in the FCR.

695. The total funding required to support shortfalls in revenue requirements and the capital required to deliver the programme, support resource costs, ICT and Estate investment is shown below. There are a number of reserves, which are available for drawn down, however these have been excluded for the purposes of this appraisal, with review required as the programme progresses to implementation.

Further Capital Programme investment

696. Within the OBC, there are requirements for capital investment to facilitate the transformation of the Service, and to support the changes in Fire Cover. These are key requirements to support the delivery of the transformational change, and are therefore included within the Financial Case.

Option 2	2019/20	2020/21	2021/22	Totals
Investment/ transition costs	7,607	1,793		9,400
Less Revenue Savings	2,008	4,838	4,838	11,684
	5,599	**-3,045**	**-4,838**	**-2,284**
Option 3a				
Investment/ transition costs	8,607	6,793	3,000	18,400
Less Revenue Savings	3,527	7,028	8,819	19,374
Less Capital Receipts		7,700	3,875	11,575
	5,080	**-7,935**	**-9,694**	**-12,549**
Option 3b				
Investment/ transition costs	8,607	6793	3000	18400
Less Revenue Savings	6,728	11611	12848	31187
Less Capital Receipts		7,700	3,875	11,575
	1,880	**-12,518**	**-13,723**	**-24,362**
Option 4a				
Investment/ transition costs	8,607	6,793	3,000	18,400
Less Revenue Savings	2,994	5,587	9,432	18,013
Less Capital Receipts		7,700	3,875	11,575
	5,613	**-6,494**	**-10,307**	**-11,188**
Option 4b				
Investment/ transition costs	8,607	6,793	3,000	18,400
Less Revenue Savings	6,194	10,012	13,303	29,509
Less Capital Receipts		7,700	3,875	11,575
	2,413	**-10,919**	**-14,178**	**-22,684**
Option 5a				
Investment/ transition costs	8,607	6,793	3,000	18,400
Less Revenue Savings	4,087	10,073	11,864	26,024
Less Capital Receipts		7,700	3,875	11,575
	4,520	**-10,980**	**-12,739**	**-19,199**
Option 5b				
Investment/ transition costs	8,607	6,793	3,000	18,400
Less Revenue Savings	7,524	14,177	15,414	37,115
Less Capital Receipts		7,700	3,875	11,575
	1,083	**-15,084**	**-16,289**	**-30,290**

697. Alongside the Business Case, requirements for the ongoing capital programme have been reviewed and requirements over the next ten years have been determined, based on an assessment of expected life of assets, current condition and manufacturer's recommendations, where appropriate.

698. The visits by the Mayor and Deputy Mayor to fire stations have identified poor working conditions for staff, and a clear need to improve the fire station estate. Therefore, alongside PfC, we have looked at fire stations and developed a three year programme to refurbish them to improve facilities and accommodation offered has been developed, and includes a range of improvements including internal and external decoration, appliance bay door wraps, floor coverings, LED lighting, windows and doors.

699. A full review of fleet resources has been undertaken, resulting in a current fleet profile of 135 'A Fleet' and 106 'B Fleet' vehicles. These vehicle numbers will continue to be reviewed to reflect any changes in operational requirements and fleet utilisation. A significant proportion of the fleet assets are already or soon will be, beyond their financial depreciation period.

700. In addition to the vehicle fleet, GMFRS also operates and maintains a wide range of specialist equipment primarily carried on front line fire engines. This equipment can be electrical, pneumatic, hydraulic, or mechanical in configuration and includes breathing apparatus (BA), ladders, portable pumps, positive pressure ventilation (PPV) fans, road traffic collision (RTC) cutting and hydraulic equipment, foam equipment, chemical protection suits, thermal imaging cameras, portable lighting, etc.

701. A proposed Capital Programme including all of the above is set out below.

Capital Programme	2019/20	2020/21	2021/22	2022/23	2023/24	Future Years to 2027/28	Total
Estates	£5,163,373	£7,329,000	£4,210,000	£310,000	£310,000	£1,240,000	£18,562,373
ICT	£3,445,000	£2,800,000	£150,000	£150,000	£150,000	£600,000	£7,295,000
Vehicles & Equipment	£5,750,286	£2,822,000	£3,970,092	£3,366,141	£2,459,420	£10,872,407	£29,240,346
Total	**£14,358,659**	**£12,951,000**	**£8,330,092**	**£3,826,141**	**£2,919,420**	**£12,712,407**	**£55,097,719**

Optimism Analysis

702. Using the HM Treasury Green book approach to managing contingency of projects and programmes of this nature, an assessment has provided an indicative contingency of in the region of 15% of capital expenditure. Depending upon the option taken forward, between £1.4m and £2.8m should be earmarked for drawn down at appropriate stages, agreed by Programme Board set against any case for requirement.

Risks, Assumptions, Issues & Dependencies

Risks

703. The key risks associated with the delivery of the Programme for Change and associated new operating model for GMFRS are identified and captured within the Programme for Change RAID log.

704. Risks are reviewed on a regular basis and escalated to programme board as appropriate. Risk owners are allocated to each risk and are responsible for managing the risk and overseeing the delivery of mitigating actions.

705. This section sets out the key risks associated with the implementation of the Programme for Change, together with the mitigating actions identified to manage these risks. Risks will continue to be identified and monitored on a regular basis as the programme progresses:

706. **Transition**
   - Adverse impact on service delivery during the implementation period. Organisational change can have a negative impact on day-to-day service delivery as staff get used to new ways of working, changes in responsibility, departments merging or changing the way they work with partners etc.

   - Mitigation – change impact assessments undertaken across all functions, training plans in place and business readiness criteria in place ahead of any major changes affecting service delivery.

707. **Stakeholder Engagement**
   - Employee and representative bodies fail to buy-in to the Programme for Change. Fear of change resulting in a de-motivated workforce and reduced productivity. FBU, Unison and rep bodies create delay to implementation due to not signing up to the changes. Risk of industrial action.

   - Mitigation – early engagement, consultation and negotiation with staff and representative bodies. Development of solutions focused on ensuring minimal staffing reductions where possible and utilisation of vacant posts to limit impact on employees.

708. **Change Management**
   - GMFRS has not been through this level of change, does not have the internal capability to deliver change on this scale, is not prepared or ready for the transition.

   - Mitigation – a blended approach to resourcing the programme, ensuring external expertise is brought in where appropriate to work alongside internal staff and transfer skills. Dedicated change leads supporting each workstream, change champions in boroughs and comprehensive engagement and communications programme in place. Transition development planning incorporated into the early deliverables for next phase of change.

709. **Resourcing**
   - Internal capacity and capability could delay timeline to deliver improvements and structural changes. Recruitment of external resources to support the delivery of change may prove difficult or take longer than expected.

   - Mitigation – early recruitment of key resources to drive the people, process and change management. Requests for support/project resources to other Greater Manchester partners.

710. **Systems and Procurement**
   - Significant systems development and implementation needed to support process and people changes in order to deliver savings

- Mitigation – consider use of delivery partner to deliver the required change. Use existing procurement frameworks where possible. Develop a range of short-term fixes to drive early improvement

711. **People**
   - Staff displacement creates employee tensions and leads to increased exit of staff and loss of expertise critical to the delivery of the programme and ongoing service delivery.

   - Mitigation – comprehensive communications and engagement plan setting a clear direction of travel for the Service that staff will buy-in to. Development of a retention plan within the agreed organisational change policy.

712. **Financial case**
   - Business case is inadequate and financial savings are not deliverable within the timeframe.

   - Mitigation – Optimism analysis has been applied to provide a contingency position on capex and timeline that is managed on behalf of the board throughout the programme to offset any delivery challenges.

713. **Political/Reputational**
   - Reduced public confidence if changes are perceived as a reduction on the current level of service provided to the public. Media coverage of the proposed changes can exacerbate this.

   - Mitigation – External communications and engagement plan in place setting out benefits of change and future service provision.

Assumptions

714. That operational firefighters will undertake the full remit of the firefighter rolemap. Feedback from firefighters suggests there is a clear appetite to undertake all elements of the firefighter role within the community that are currently being delivered by green book staff. The Service will need to ensure this is fully supported by a comprehensive training package, together with a redesign of the Safe and Well process and a clear focus on fire-related interventions.

715. The Service will be an integral partner within place-based working ensuring that area based managers and firefighters deliver within the areas of prevention and protection in order to achieve better outcomes for place.

716. Approval of the ICT investment to focus on making corporate services as efficient as possible reducing the burden on the frontline. This will be achieved through investment in current systems and tools to support devolvement of responsibilities; upgrading systems and procurement of new technology; and securing an ICT delivery partner to support the delivery of the programme of work.

717. As detailed in the below interdependencies the staff feedback raised regarding issues with the current HR processes will be reviewed and addressed through the GMCA Service Integration Programme.

Dependencies

718. Whilst there are many dependencies, which impact upon the Programme for Change, the major dependencies are:

Fire Cover Review recommendations

719. The approved FCR plan will sit at the core of the new GMFRS operating model, ensuring GMFRS's response capability is proportionate and able to deal with fire and other emergency risks in Greater Manchester as well as being as efficient and effective as possible.

720. The agreed fire cover position for Greater Manchester will also form the cost baseline of the operating model and will provide an indication of the level of efficiencies that will need to be identified across other areas of the Service in order to meet the required efficiency target.

GMCA Service Integration Programme

721. The delivery of corporate support functions and services to GMFRS is complicated due to the recent migration of services out of the direct management and budgetary control of GMFRS to GMCA as the corporate body. A number of service reviews are currently underway as part of the GMCA Service Review Programme.

722. The staff feedback gathered to-date highlighted a number of HR issues, regarding current processes including recruitment, succession planning and promotion. These will need to be reviewed and, where appropriate, addressed as part of this programme of work.

723. Interdependencies will need to be identified and monitored throughout the programme to ensure alignment.

ICT investment programme

724. An ICT investment programme is required in order to support the delivery of new ways of working, people and process changes. Subject to approval, whilst it is acknowledged that an ICT investment programme would sit across GMCA, progress would need to be monitored closely and key interdependencies tracked and monitored throughout programme delivery.

Place-based partnership working arrangements

725. The breadth of partnership engagement required to drive the delivery of new ways of working is significant, hence, the need to closely manage any interdependencies associated with the delivery of new place-based working arrangements with partner agencies at a neighbourhood level.

726. It is recognised that a number of functions and services under review will fall within the remit of the wider CA portfolio for delivery of change however it is essential that the GMFRS service lines in their entirety are understood to enable clarity of scale and size of leverageable opportunities.

727. Interdependencies will be managed across the respective change programmes within the remit of GMCA, which will be referenced through the programme governance.

Conclusions – What Next?

748. Staff have told us the Service needs to improve. The risks facing our communities are increasing and evolving. Financial constraints remain in place. GMFRS has moved into the GMCA and Greater Manchester public services are developing new ways of working together.

749. Therefore, we have to change.

750. In this document we have explained our vision for the future - a new delivery model that focuses on our core functions; firefighters at the heart of everything we do; investment in ICT to improve how we work; strengthened partnerships; enhanced training; improved leadership and culture; restructured support functions; and a new fire cover model to ensure we continue to effectively protect our communities.

751. Now we need to work with staff and stakeholders to reach agreement on the way forward. We want to create a new Service with a refreshed purpose, vision and aims; a Service that nurtures and develops its staff; a Service that all our staff are proud to work for; a Service that supports and protects our communities to the absolute best of its abilities; a Service that is fit for the future.

752. The combined impact of each of the priority change themes set out in this document will ultimately help to embed new ways of working and deliver improvements across all areas of the Service.

753. We have already demonstrated our commitment to …

   a) **Supporting an improved work life balance** – through family-friendly shift patterns and annual leave arrangements
   b) **Improving facilities** – we have already started to improve the maintenance of our estate and upgrade female facilities
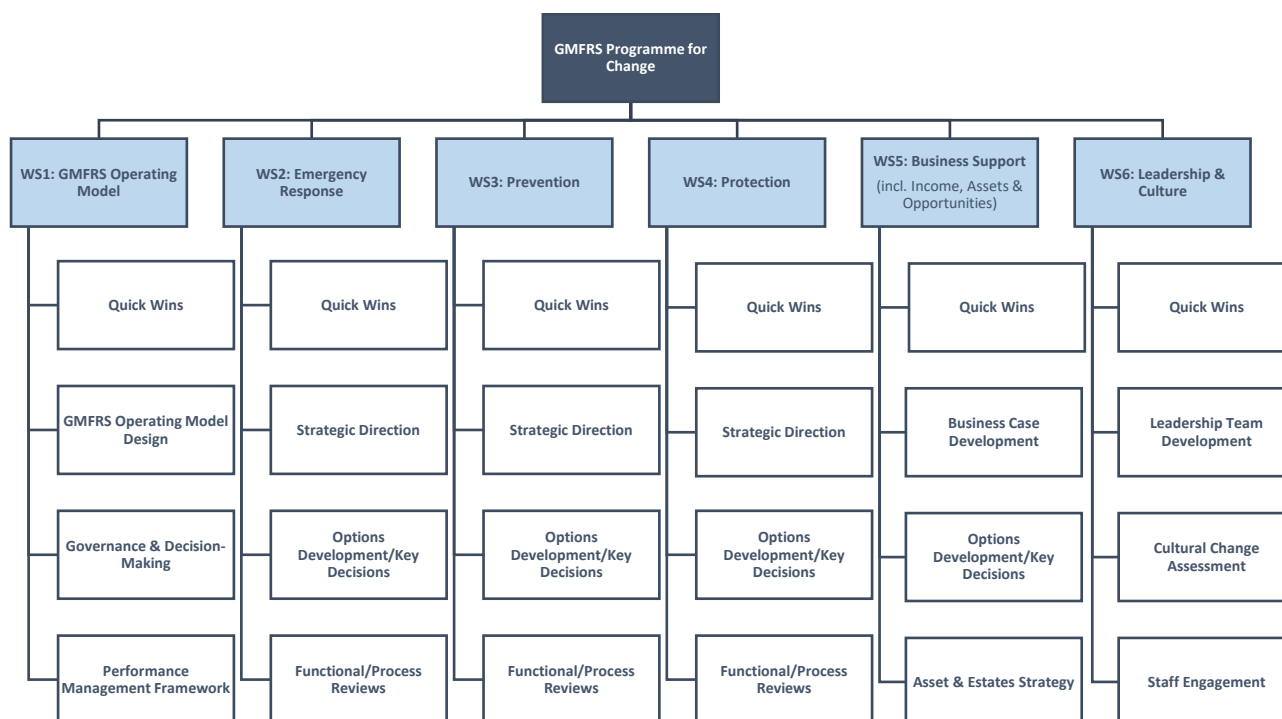
   And we are working towards:

   c) **Putting the frontline first** – putting firefighters at the heart of our respond, prevent and protect delivery with the necessary support in place to enable them to effectively deliver their role
   d) **Effectively supporting practical preparation** – more practical training and development, ensuring we have the right people, with the right skills and the right equipment
   e) **Addressing leadership and culture** – Ensuring our leaders are better connected with our teams, improving organisational culture through an informed, empowered and engaged workforce
   f) **Responding effectively,** in response to a changing risk profile and increasingly complex major incidents
   g) **Ensuring Targeted Prevention** – a person-centred approach to fire risk assessment, with place-based teams understanding the wider health needs and referring those at higher fire risk.
   h) **Providing more Protection** – Reducing risks and improving our ability to respond to incidents in our high risk buildings through improved knowledge of the built environment

Programme Delivery

754. To develop the case for change, a programme was initiated in April 2018, with a clear scope and direction, which was formally signed by the initial programme board in May 2018.

755. A summary of the programme scope and definition is detailed below. The aim was to deliver a case for change in November 2018, driven by a programme team of internal staff and independent external consultants and advisory support.

Programme Scope

756. The programme covers all parts of GMFRS and runs alongside the programme of reviews being undertaken across GMCA as part of the GMCA Service Integration Programme.

757. The first phase has focused on the delivery of an Outline Business Case by November 2018 with implementation to follow subject to the approval of the proposed changes.

758. Development of the case for change has been informed through six programme workstreams with the following objectives:

1. *Target Operating Model* – to develop a shared vision of how GMFRS will look in the future;
2. *Fire Cover Review & Emergency Response* – to develop an evidence base which demonstrates how our firefighting and rescue resources should be organised based on the risk our communities face and the demand placed on our services;
3. *Income and Assets* – to explore opportunities to generate income or deliver efficiencies through better utilisation of GMFRS assets such as the training and development centre and the wider estates portfolio;
4. *Prevention and Protection* – to develop future delivery options for both Prevention and Protection as well as options to develop and exploit opportunities to work in collaboration with partners across Greater Manchester to keep communities safe;
5. *Operational and Business Support* – to develop an efficient and joined up support model;
6. *Organisational Leadership and Culture* – to develop behaviours, which support the delivery of the new operating model at all levels of the Service.

GMFRS Programme for Change

WS1: GMFRS Operating Model	WS2: Emergency Response	WS3: Prevention	WS4: Protection	WS5: Business Support (incl. Income, Assets & Opportunities)	WS6: Leadership & Culture
Quick Wins	Quick Wins	Quick Wins	Quick Wins	Quick Wins	Quick Wins
GMFRS Operating Model Design	Strategic Direction	Strategic Direction	Strategic Direction	Business Case Development	Leadership Team Development
Governance & Decision-Making	Options Development/Key Decisions	Options Development/Key Decisions	Options Development/Key Decisions	Options Development/Key Decisions	Cultural Change Assessment
Performance Management Framework	Functional/Process Reviews	Functional/Process Reviews	Functional/Process Reviews	Asset & Estates Strategy	Staff Engagement

Approach – ensuring leadership accountability

759. The programme team, working with the GMFRS Corporate Leadership Team (CLT) and the wider Service, developed an approach to deliver the case for change, which was underpinned by the need to deliver a new operating model to support all the required changes.

Top-down and bottom-up

760. Both a top-down and bottom-up approach to creating the case for change has been undertaken. This has and will continue to ensure that there is strong and visible leadership input to setting the direction of travel for the Service whilst at the same time ensuring the delivery of change is shaped and owned across all tiers of the Service – reinforcing a culture of listen, learn and change.

761. The development of the case for change has been undertaken with significant input from staff from across the Service including a comprehensive data gathering activity as well as collective workshops to challenge and validate emerging thinking. A number of programme workstreams were created to ensure accountability was provided at all levels across the Service.

762. Each programme workstream was owned by a CLT 'Workstream Lead' supported by a number of subject matter experts or 'Change Leads' from across the Service accountable and responsible for the delivery of outcomes within their workstream whilst shaping overall direction of travel for their specific workstream.

Engaging at all levels

763. A Staff Reference Group, featuring a cross section of staff from across all areas of GMFRS has been established to provide advice to and engage with the programme throughout each stage of the design process to support the case for change. Trade Unions have also been engaged with through a formal Trade Union Forum set up to gather ideas and feedback on proposals and to support progressive discussions. Both approaches have helped to ensure that the outputs of the work are developed and driven from within the Service, supported by expertise and advice from the programme team where appropriate.

Evidence based

764. The development of the Target Operating Model is underpinned by a robust design methodology and detailed analysis to ensure that options for change are fully explored and evidence based.

Outcome focused

765. All of the work has been geared towards developing a high-level operating model that is aligned to the strategic direction and core purpose of GMFRS within the wider context of the Greater Manchester Combined Authority.

766. This OBC is the first deliverable of the root and branch review, setting out the options associated with the delivery of a new operating model for GMFRS. The design and development of the Target Operating Model has looked at all areas of the Service in order to deliver new ways of working across GMFRS in terms of people, processes and systems.

767. The proposals are evidence-based and have been refined through a series of workshops, with representation from senior managers and staff from across all areas of the Service.

Deliverables

768. The deliverables that the Outline Business Case have been built upon, are set out in the programme's Terms of Reference, signed off at Programme Board on 3rd May 2018, and are shown below:

- For a new service wide operating model to provide clarity on the core business of GMFRS;
- To improve the delivery of these core services, including fire control, in light of the recommendations made in the Kerslake Report;
- To deliver savings in line with the reduced budget available;
- To ensure the focus of resource and budget is in core services, increasing efficiency and productivity;
- For greater frontline focus on Prevention and Protection as a key element of Fire Service delivery;
- For GMFRS to adopt improved decision making processes which embrace an inclusive leadership and organisational culture consistent with a modern operational emergency service;
- To align with the wider development of the Combined Authority;
- To align services provided to the Greater Manchester public service reform agenda from GMFRS.

769. These have been further refined over the period of the review and used to inform the development of a new operating model.

Governance Arrangements

770. The direction and delivery of the programme will be governed in adherence to Prince II methodologies where appropriate, whilst aiming to ensure the programme limits unnecessary bureaucracy.

771. The SRO for the programme will be the GMFRS Chief Fire Officer, reflecting the importance of the delivery of this programme.

772. Programme governance arrangements are already in place to support the delivery of the Outline Business Case. However, following approval of the OBC, these will need to be revised to reflect the needs of the programme as we commence the implementation phase.

773. A Programme Board was previously established to oversee the delivery of the Outline Business Case with the following core membership:
    - Chief Fire Officer (SRO)
    - Chief Executive GMCA
    - Deputy Chief Executive GMCA
    - Deputy Chief Fire Officer GMFRS
    - Programme Director
    - Treasurer GMCA
    - Monitoring Officer GMCA
    - Director of Communications GMCA
    - Director of Corporate Support GMFRS
    - Director Police, Crime, Criminal Justice and Fire GMCA

774. The Programme Board reports to a Steering Group of the Mayor and Deputy Mayor for key decisions. An Independent Advisory Panel (IAP) gathered from across the Greater Manchester 'family' of public bodies was also established to provide advice and support to the Programme Board as well as ensuring that relevant proposals and options for change were appropriately challenged prior to consideration at Programme Board.

775. A review of programme governance is currently underway to ensure future governance arrangements are geared towards implementation.

Future Governance Arrangements & Resources

776. It is proposed that the Programme for Change Board will continue to report to the Chief Fire Officer in the role of Senior Responsible Owner (SRO), supported by a core Programme Team.

777. The Programme for Change will be delivered through an agreed set of workstreams, which will be updated to reflect the needs of the target operating model.

778. Following approval of the OBC, it is proposed that the workstreams are better aligned to the functions within the Target Operating Model as follows:
    WS1: Role of the Firefighter
    WS2: Place Based Working and Partnerships
    WS3: Better Prepared – Supporting Frontline Delivery
    WS4: Protecting the Built Environment – Fire Safety & Investigation
    WS5: Leadership, Culture & People
    WS6: Strategy, Planning, Performance & Continuous Improvement
    WS7: Enabling Services & Systems

779. A number of Workstream Leads have been allocated to support the programme and are responsible for providing resource and specific commitment to the SRO as well as taking the lead in delivering their workstream objectives. Going forwards, it is proposed that the Workstream Leads are standing members of the Programme Board.

780. Workstream Leads will be supported by a number of dedicated Change Leads, responsible for the day-to-day management of the workstream plan and associated activities, overseeing and driving the successful delivery of change within their specific workstream and ensuring appropriate co-ordination across programme activities.

781. It is also proposed that further programme governance will be put in place to ensure progress is formally reported into each workstream, to coincide with reporting arrangements for Programme Board. The draft structure is shown below:
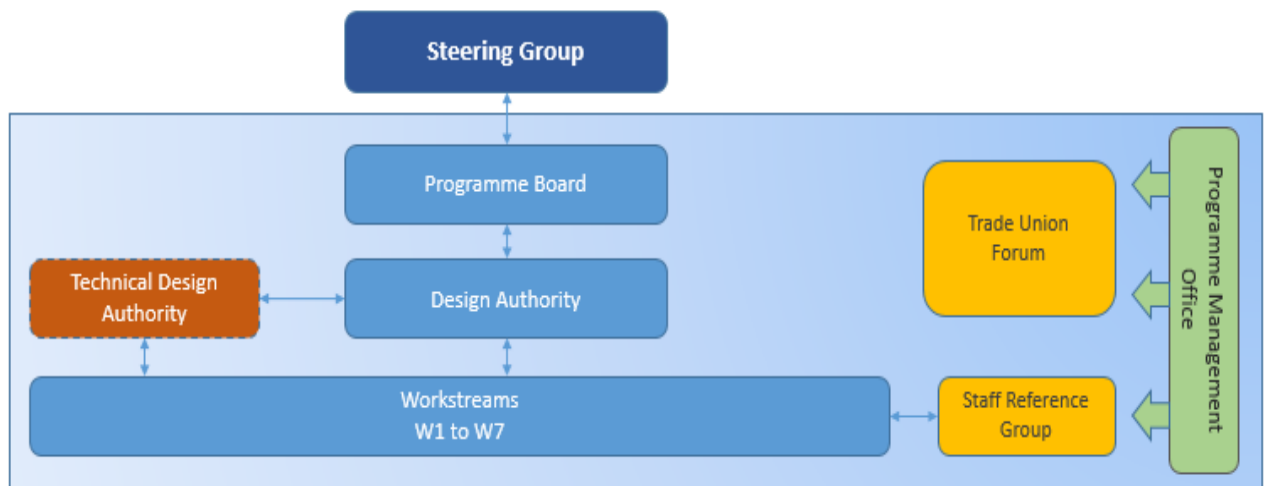
782. It is expected that the membership of the Steering Group will stay the same ensuring that the Mayor and Deputy Mayor remain responsible for key decisions, but this will be reviewed as part of the finalisation of the implementation governance. This group will regularly feed into the GMCA Overview & Scrutiny meetings to keep them abreast of progress.

783. The Programme Board will consist of the Chief Fire Officer as the SRO, Programme Workstream Leads and the Programme Management Office to ensure that progress is closely monitored to achieve effective implementation of the new operating model within agreed timelines.

784. The establishment of a 'Design Authority' will ensure decisions are consistent across workstreams, outputs are aligned with strategic objectives, and any process, structural, people and systems proposals are collectively considered alongside the agreed organisational Design Principles.

785. We are currently in the process of reviewing the role of the IAP (which was initially established to provide independent advice throughout the development of the OBC) to determine whether this is an ongoing requirement throughout programme implementation.

786. The Technical Design Authority is a meeting currently established within the Digital Services governance structure. The programme will link in with this meeting group to discuss technology related impacts and progress on digital solutions and proposals that support the delivery of the new operating model.

787. Engagement through both the Trade Union Forum and the Staff Reference Group will continue throughout the implementation phase of the programme enabling advice and feedback to be provided on each stage.

Business Assurance Arrangements

Internal Review

788. All deliverables will be reviewed and regularly approved by:
- Programme for Change Board (monitoring progress against key milestones)
- Workstream Boards (monitoring progress against workstream plans an associated activity)
- 'Design Authority' (undertake a formal review of any design proposals and cross cutting functions, in order to confirm proposals are consistent with Design Principles and integrated with all relevant programmes and workstreams)

789. Key decisions will be taken to Steering Group for formal approval.

External Review

790. Consideration should be given to an external review of the programme, potentially seeking support from other partner organisations with mature project review and gateway processes already in place. As part of this, an OCG Gateway Process should also be considered – which examines programmes and projects at key decision points in their lifecycle. This process looks ahead to provide delivery confidence that the programme can progress to the next stage.

Benefits Realisation Plan

791. Initial work has begun to define the benefits and further identification and refinement will be required to clearly define a consistent and coherent set of benefits that can be used in comparing delivery options. Benefits will be regularly monitored and reported throughout the delivery of the programme and beyond.

792. The cashable and non-cashable objectives of the programme are identified below:
- Deliver a transformational operating model across all of GMFRS which integrates new ways of working with partner and Combined Authority objectives;
- Develop an improved leadership model to support delivery of new operating model;
- Develop an operating model that provides improved frontline services with a sustainable cost base;
- Minimise impact upon frontline resources
- Increase community safety and public protection performance through improved processes, structures and people development;
- Deliver service wide savings with at least £2.5m p.a. achieved from non-operational budgets;
- Adopt innovative ways of working to improve effectiveness and support efficiency plans;
- Deliver improved processes across GMFRS at reduced cost;
- Adopt new delivery vehicles for non-core GMFRS services to deliver increased income generation where appropriate;
- Divest functions and services where appropriate to reduce costs and improve services;
- Deliver optimised support functions within the context of Combined Authority support model;
- Develop improved decision-making frameworks to support the new operating model.

793. The programme of change aims to deliver in excess of £2.5m p.a. from its baseline non-firefighting budget from year 2, and deliver balanced cashable and non-cashable savings from its operational and operational support functions. The timeline for delivery of all savings will be developed in the first phase of the programme, with an aim to focus on sustaining as many frontline resources as a priority to ensure core business is maintained at least.

794. In addition, the programme aims to deliver improvements to operational and support services, with greater integration of processes to support strategic partner and Combined Authority objectives, which will deliver cashable and non-cashable savings and will be mapped as part of the deliverables of the programme.

Resources

Programme Resources

795. A resource profile has been developed to support the delivery of the programme and associated costs have been factored into the financial appraisal of the OBC.

796. It is proposed that a blended approach is taken to resourcing the programme for implementation, with a mixture of internal and external resources.

797. The table below sets out the key resources required to deliver the programme:

PMO	Programme Director Programme Manager Senior PMO Support PMO Support
Core Team	Senior Business Analyst Business Analyst (x2) Business Change Manager & Readiness Lead People Change Support (x3) Communications & Engagement Lead Change Champions (2 for each borough) Policy Officer
Workstream 1: Service Delivery	Workstream Lead Change Lead
Workstream 2: Fire Safety & Investigation	Workstream Lead Change Lead
Workstream 3: Service Improvement, Partnerships & Performance	Workstream Lead Change Lead 1 (Performance & Improvement) Change Lead 2 (Partnerships)
Workstream 4: Ops & Business Support	Workstream Lead Change Lead 1 (Ops) Change Lead 2 (Business Support)
Workstream 5: Leadership & Culture	Workstream Lead Training Delivery Support (x3)
Workstream 6: Digital Development	Workstream Lead Systems support/Change Lead (x2)

(The programme resourcing costs can be found in the Investment & Opportunities section – page 91)

798. The **SRO** provides overall leadership for the delivery and implementation of the programme, has personal accountability for the success of the programme, and is responsible for enabling the organisation to exploit the new environment that results from the programme and to realise the expected benefits. The SRO chairs the Programme Board and acts as the programme owner, providing ongoing direction and challenge to the Programme Director, focusing on creating the conditions for success. The SRO is responsible for ensuring the programme meets its objectives and delivers the projected benefits as well as ensuring the programme has backing from GMCA's Senior Management Team.

799. The **Programme Director** provides day-to-day leadership and direction to the Programme for Change, ensuring programme activity is co-ordinated and aligned with GMFRS's strategic vision, purpose and objectives. The Programme Director is responsible for overseeing the successful delivery of the programme on behalf of the SRO to ensure that desired programme objectives are delivered and associated business benefits are realised. The Programme Director will be directly accountable to the SRO and will provide the interface between programme ownership and delivery.

800. The **Programme Manager** is responsible for managing the delivery of the Programme for Change, planning and co-ordinating the programme's workstreams as well as the management of programme risks, benefits and inter-dependencies. The Programme Manager will own the programme plan, ensuring deliverables and outcomes are aligned across the various workstreams. The Programme Manager is responsible for the overall integrity and coherence of the programme and will be accountable to the Programme Director.

801. The **Workstream Leads** are accountable for the successful delivery of change within their workstream. As the custodians of each workstream, the Workstream Leads are responsible for providing day-to-day leadership and management of the Change Lead, overseeing the implementation of workstream deliverables and realisation of associated benefits. The Workstream Leads are responsible for ensuring appropriate resources and support are in place to enable the workstream to meet its objectives.

802. The **Change Leads** are an integral part of the Programme Team and will work in close partnership with the Programme Manager. The Change Leads are directly accountable to the Workstream Lead, responsible for driving the delivery of change within their specific workstream, including the day-to day management of workstream plans and associated activity. Other areas of focus include the monitoring and realisation of workstream benefits, ensuring clear and measureable progress is made against workstream objectives. Change Leads will also be responsible for ensuring business readiness ahead of any key changes and will works closely with other Change Leads to consider design proposals as well as identifying and managing dependencies across other workstreams.

803. The **Programme Management Office (PMO)** will allocate **Core Team** resources across the workstreams as appropriate as well as ensuring that the delivery of the programme is managed in a controlled way and delivered successfully.

Mobilising the Implementation Team

804. Given the current lead times to secure programme resources, it is proposed to commence the recruitment process for a number of key roles required to support the implementation of the preferred option:
   - Programme Manager
   - Senior Business Analyst
   - Business Change Manager

805. Recruitment for the remaining roles will commence following formal approval of the OBC. Pending formal approval of the OBC, there are a number of activities identified that can be progressed in preparation for implementation of the preferred option.

Implementation

806. An indicative timeline of approach is provided below. This will continue to be shaped and developed by the programme team during the next phase of development.

Task Name	Phase 1 — Q1 Apr-19	May-19	Jun-19	Phase 2 — Q2 Jul-19	Aug-19	Sep-19	Phase 3 — Q3 Oct-19	Nov-19	Dec-19	Q4 Jan-20	Feb-20	Mar-20	Q1 Apr-20	May-20	Jun-20
Programme for Change Implementation Plan															
OBC Presented to Programme Board	March														
Final OBC Approved by Steering Group	March														
Develop FBC - Options to offset changes	█	█													
Pre-Planning Activities															
Team Build / Structure Development	█	█	█												
Recruitment	█	█													
Programme Governance	█														
Communications & Engagement Strategy / Plan	█														
Rep Bodies Engagement	█	█	█	█	█	█	█	█	█	█					
Change Planning - People & Structure		█	█	█											
Change readiness		█					█	█					█		
Change Planning Strategy - Retention/Redesign/Redundancy (R/R/R)		█	█												
Identify People at Risk		█	█	█											
FCR Plan															
Transition Planning															
Training Requirements		█	█	█											
Exit Planning - R/R/R				█	█	█	█								
New Structures - Final Approval	█	█	█	█											
	█	█	█	█											
Processes															
Business Process Re-design															
Data Cleanse		█	█	█											
Community Safety		█	█	█	█	█	█	█							
Admin		█	█	█	█	█	█	█							
Training		█	█	█	█	█	█	█	█						
Performance		█								█	█				
Partnerships Development		█													
NWFC				█	█	█	█	█	█	█	█	█	█		
Operational Borough Processes		█	█	█	█	█	█	█	█						
New Place-Based Prevention Support															
S&W Process Redesign and training with PBIT		█	█	█	█	█	█	█	█						
Policies, Process & Procedures															
People Policy / Procedure Development		█	█	█	█	█	█	█	█	█	█				
Operational; Policy dev - UWFS		█	█	█	█	█	█	█	█	█	█				
Role of Firefighter															
Consultation		█	█	█	█	█	█								
Establishment Changes															
Staff Consultation		█	█	█	█	█	█	█							
Infrastructure / Estates Plan															
Fire Cover Review Plan / Estates Plan - Rationalisation													█	█	█
ICT Delivery Partner Procurement															
Agree investment plan for ICT and Delivery Partner	█	█	█												
Marshall in-house resources	█	█	█												
Identify early quick wins	█	█	█												
Process review	█	█	█	█	█	█									
Implement quick wins	█	█	█	█	█	█									
contract a Delivery Partner				█	█	█	█	█	█	█	█	█	█	█	█
detailed business case new HR/corporate system				█	█	█	█	█	█	█	█	█	█	█	█
Leadership & Culture Delivery Plan		█	█	█	█	█	█	█	█	█	█	█	█	█	█
Training															
Training plan development		█	█	█											
Development Plan for Place based support		█	█	█	█	█	█	█							
BTSC and transition from TBC		█	█	█									█	█	█
New Training model		█	█	█	█										

Appendices

Appendix I   Staff Feedback

Appendix II   GMFRS Vision and Mission

Appendix III   Role of a Firefighter

Appendix IV   Firefighter Capacity

Appendix V   Unwanted Fire Signals

Appendix VI   Jesip Doctrine

Appendix VII   Leadership and Culture

Appendix VIII   Fire Cover Review update paper

Appendix IX   Community Risk Model

Appendix X   Incident Command

Appendix XI   Other FRS Crewing Arrangements

Appendix XII   Task Analysis Review technical letter

Appendix XIII   GMFRS Operational response framework report

Appendix XIV   Fire Cover Review Land Options

Appendix XV   Comparison of IRMP and Fire Cover Review

Appendix XVI   GM Place Based Model

Appendix XVII   Training Model

Appendix XVIII   Non Station based operations

Appendix XIX   Strategic Options appraisal

Appendix XX   Current State assessment

Appendix XXI   Design Principles