



**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE

OUR PLAN

Annual Delivery Plan 2021-22



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INTRODUCTION

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

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

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

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

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

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

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

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

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

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

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



“

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AMAZED AND
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TO MEET THIS
CHALLENGE...**

Chief Fire Officer
Dave Russel

”

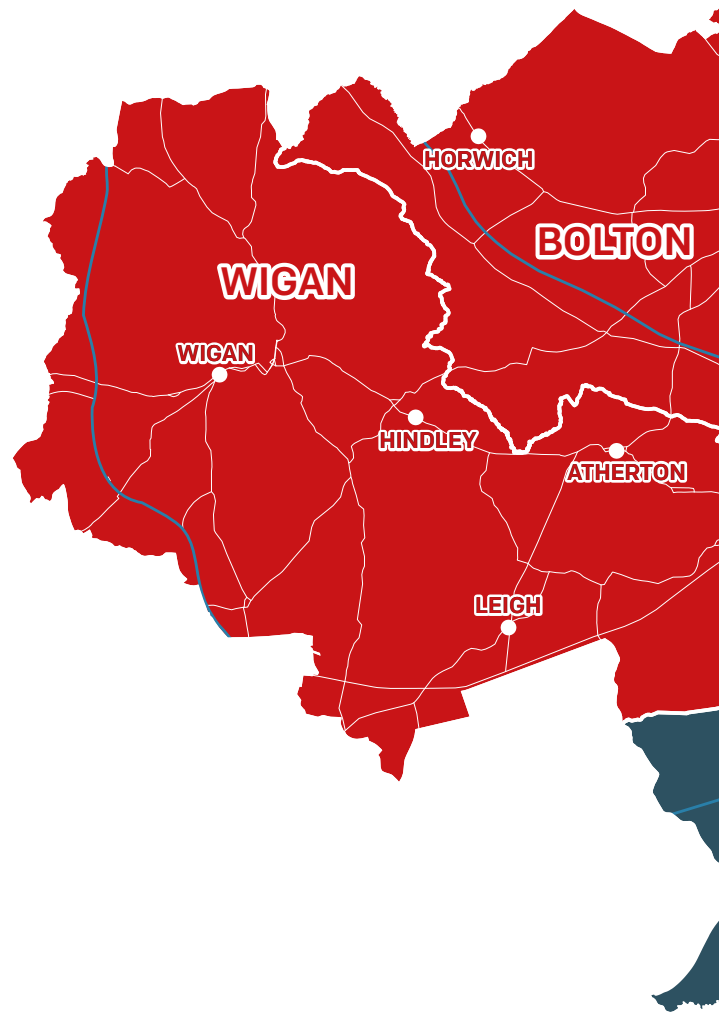
SERVICE AREA OVERVIEW

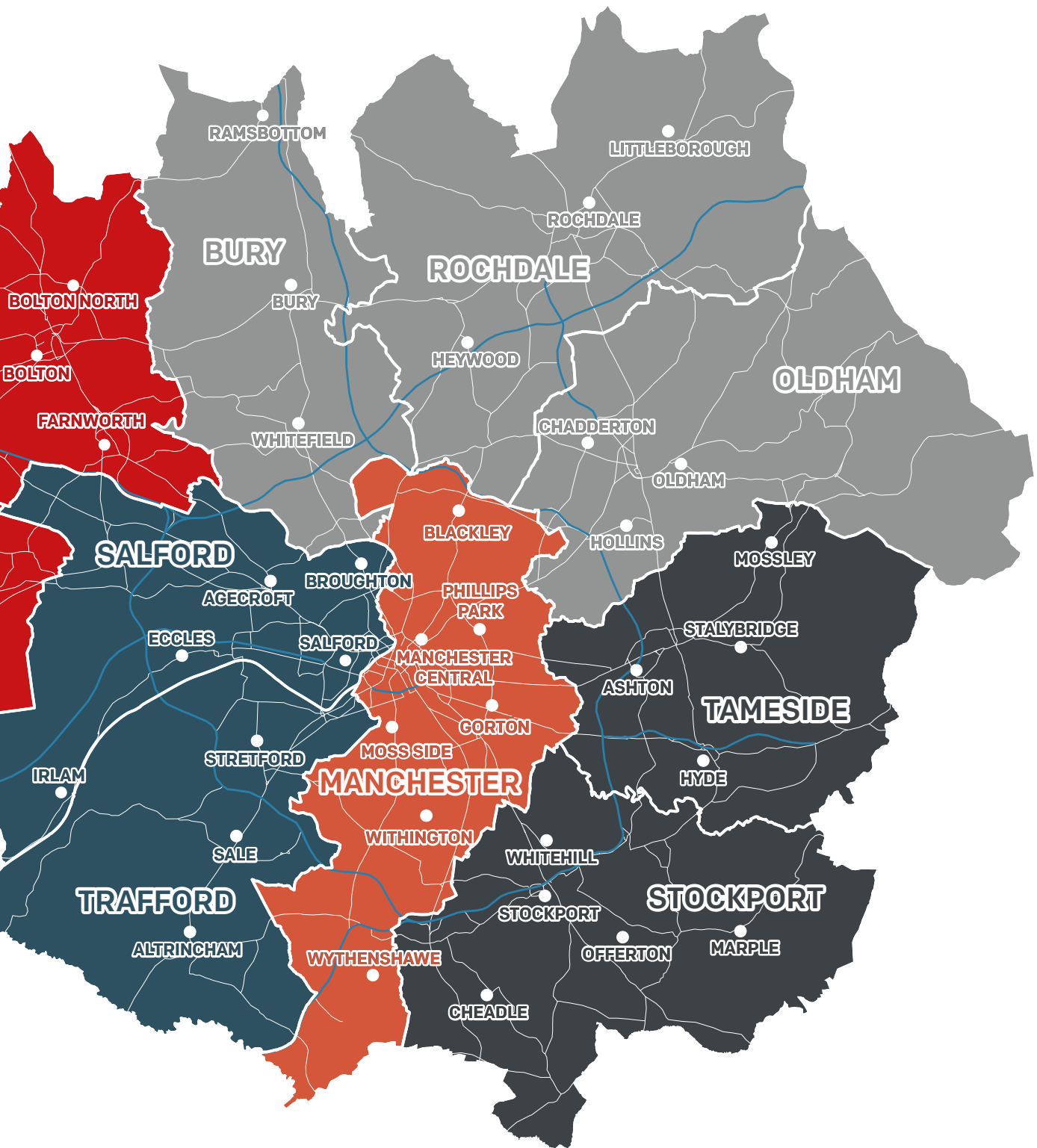
GMFRS is spread across 45 sites including a Training and Safety Centre, Training and Development Centre, Technical Services Centre, our Headquarters in Swinton, and 41 fire stations in Greater Manchester's 10 local authorities, split into five area teams, as shown in the map.

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

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

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





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OVERVIEW OF GREATER MANCHESTER

**GMFRS
PROTECTS
1.22
MILLION**

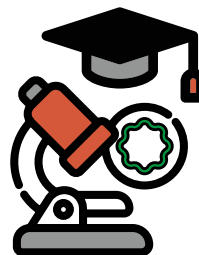


households, a quarter of which
are in areas that are in the 10%
most deprived nationally



57

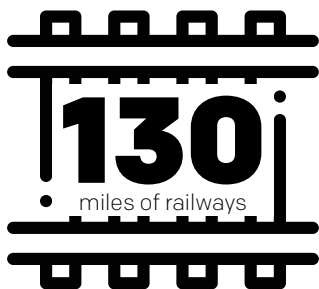
town and
city centres



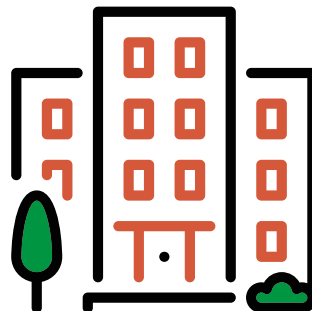
Internationally renowned

**UNIVERSITY
& RESEARCH**

facilities



miles of railways



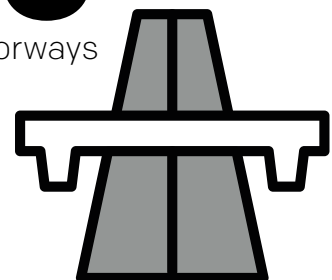
600+

high-rise residential buildings

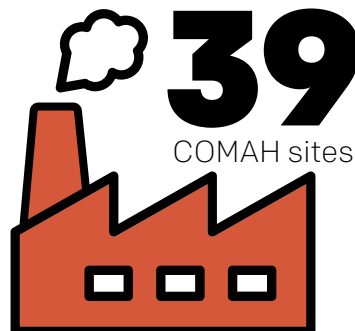


4
sq

10
motorways



62
miles of
Metrolink track

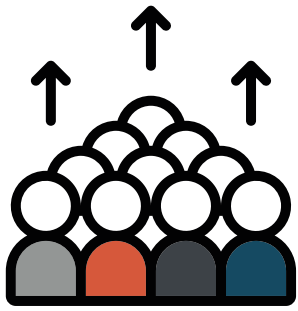


39

COMAH sites

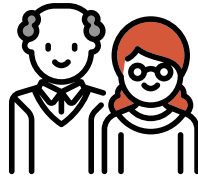


468
miles of canals



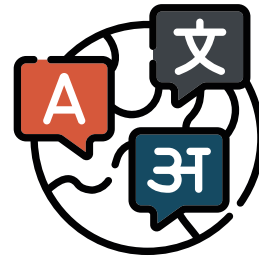
2.8
MILLION

residents



55,000

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



200+

different languages spoken



493

square miles



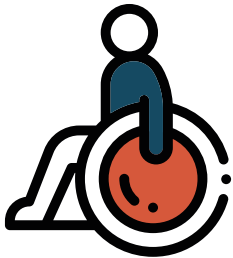
451,000

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



551,000

people living with long-term health conditions



100,000

people receiving disability allowance

10000s

of acres of moorland



we attend

THOUSANDS OF INCIDENTS

including fires, road traffic collisions, flooding and rescues

MIA

Manchester
International
Airport



OUR MISSION

PROTECTING COMMUNITIES.
WORKING TOGETHER.
SAVING LIVES.

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

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

OUR VISION

A MODERN, FLEXIBLE,
RESILIENT FIRE AND
RESCUE SERVICE.

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

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

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



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



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



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



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



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

OUR EQUALITY OBJECTIVES

Objective 1. Our Organisation -

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

Objective 2. Our Workforce -

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

Objective 3. Our Partners -

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

Objective 4. Our Communities -

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

Objective 5. Our Assurance -

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





GMCA & GMFRS
PROUDLY
VISIBLE

GMCA
GREATER
MANCHESTER
COMBINED
AUTHORITY
Rescue Service

KEY CHANGE PRIORITIES AND IMPROVEMENT PROJECTS

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

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

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

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

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

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

Priorities for Greater Manchester Fire & Rescue Service

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



CHESTER
SERVICE



**OUR
ROLE**

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

GMFRS Change Priority: Investing in frontline delivery

We will ...

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



**OUR
COMMUNITIES**

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

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

We will ...

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

STRATEGIC PRIORITY 3: HELP PROTECT THE BUILT ENVIRONMENT

GMFRS Change Priority: Improving and enhancing our Protection delivery

We will ...

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

GMFRS Change Priority: Protecting the Built Environment

We will ...

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





TRAINING AND SAFETY CENTRE

**OUR
FUTURE**

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

GMFRS Change Priority: Environmental sustainability

We will ...

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

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

We will ...

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

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

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

We will ...

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



**OUR
PEOPLE**

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

GMFRS Change Priority: Investing in our people

We will ...

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

- Develop an approach to a longer-term accommodation strategy making best use of our GMCA estate.
- Ensure we engage staff in developing our post COVID-19 workplace strategy.

- » **Continue to implement the current EDI Strategy**, which will result in:
 - Improved engagement through enhancing and embedding the EDI Single Point of Contact role (SPOC) and staff networks.
 - Roll out of the full reverse mentoring scheme.
 - Improved and embedded Equality Impact Assessments.
- » Develop the next iteration of our **EDI Strategy and Action Plan (2021–25)**.
- » Continue to implement the **Health and Wellbeing Strategy**, which will result in:
 - New Fitness Strategy, support and guidance.
 - New Occupational Health contract which will explore making medicals more accessible e.g. on fire stations.

GMFRS Change Priority: Recruitment and apprenticeships

We will ...

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



**OUR
PARTNERS**

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

GMFRS Change Priority: Partnership working

We will ...

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

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



OUR CHALLENGES AND OPPORTUNITIES

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

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

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

The Built Environment

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

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

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

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

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

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

Terrorism

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

More recommendations for the emergency services are likely to arise from the Manchester Arena Public Inquiry and we are clear in our commitment to learn from these and implement this learning as a priority.

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

Resilience

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

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

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

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

The Climate Emergency

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

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

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

Ageing Population

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

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

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

Equality, Diversity, and Inclusion

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

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

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

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

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

Integrated Working

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

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

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

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

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

Our Workforce

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

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

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

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

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





INTEGRATED RISK MANAGEMENT PLANNING

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

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

How we manage risk

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

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

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

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

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

Risk Modelling

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

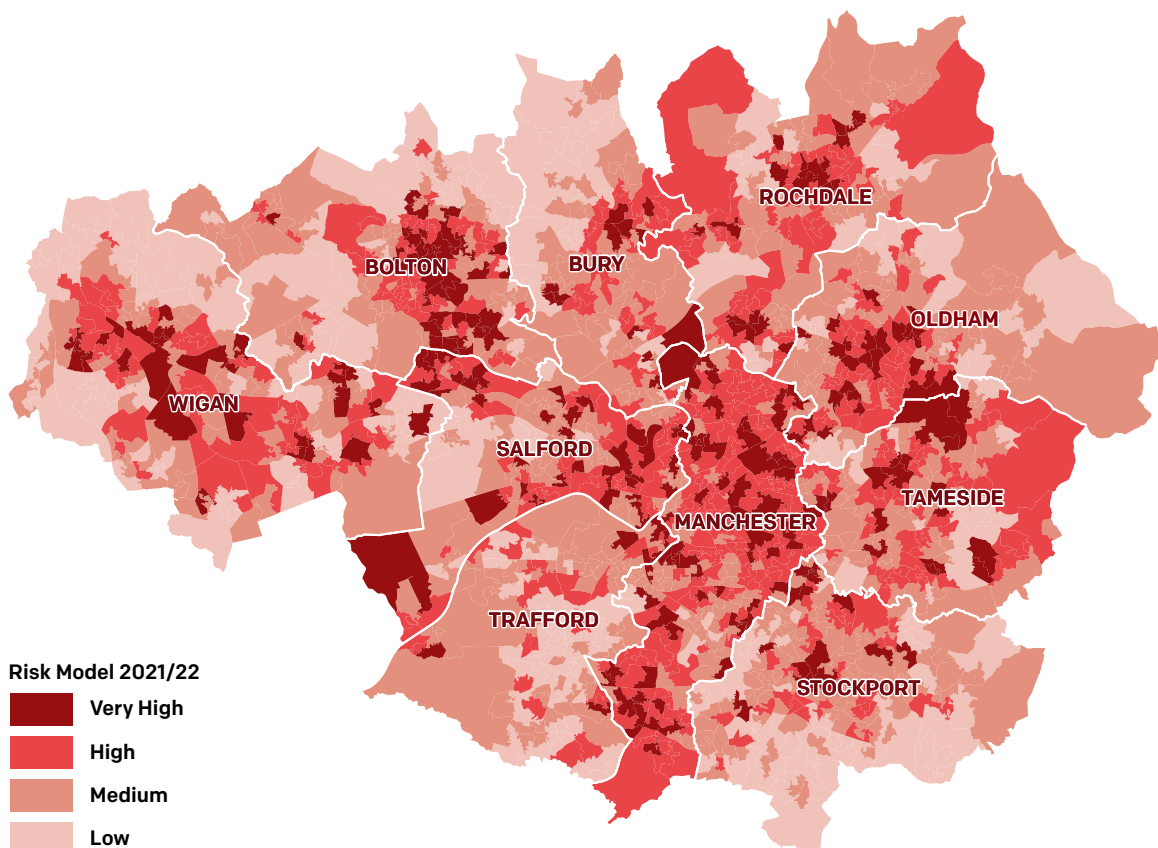
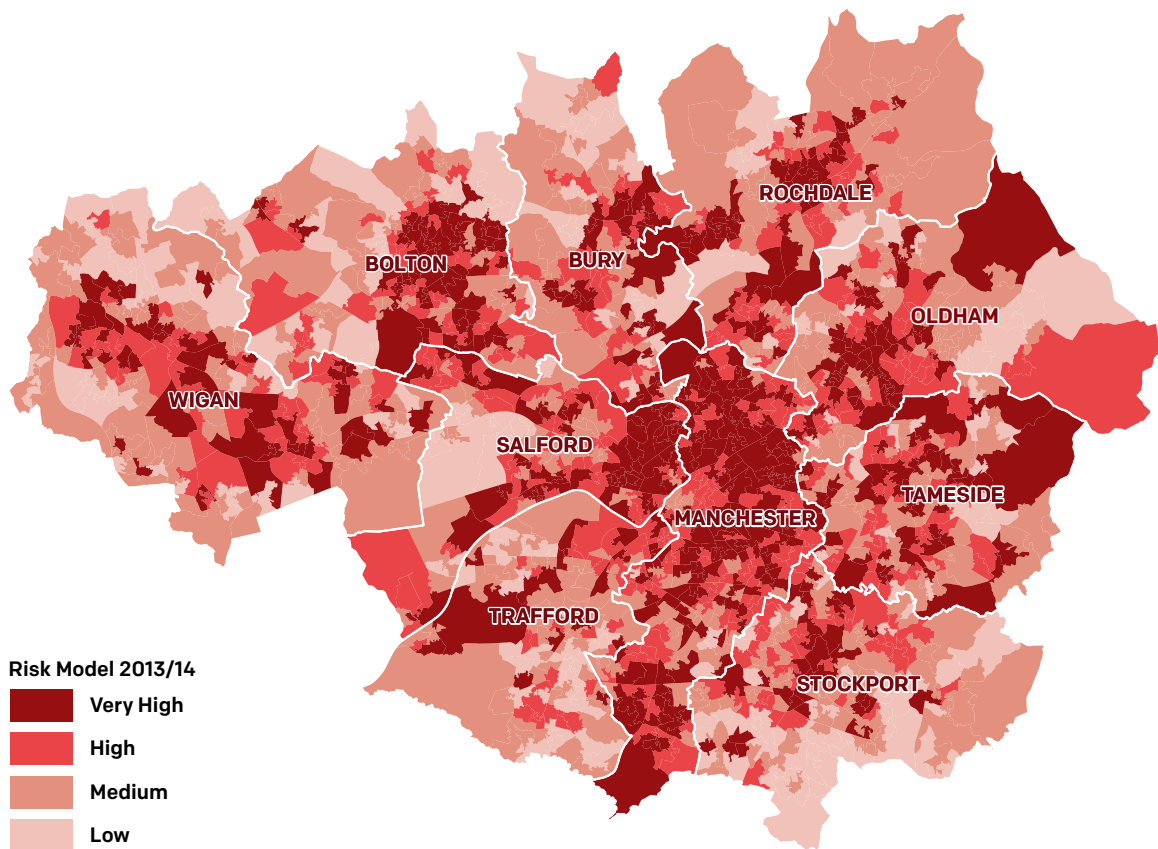
We use a variety of tools and data including our own emergency incident data; Index of Multiple Deprivation, Experian's MOSAIC; the national Census 2011, and national fire statistics to identify areas, people, or buildings most at risk.

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

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

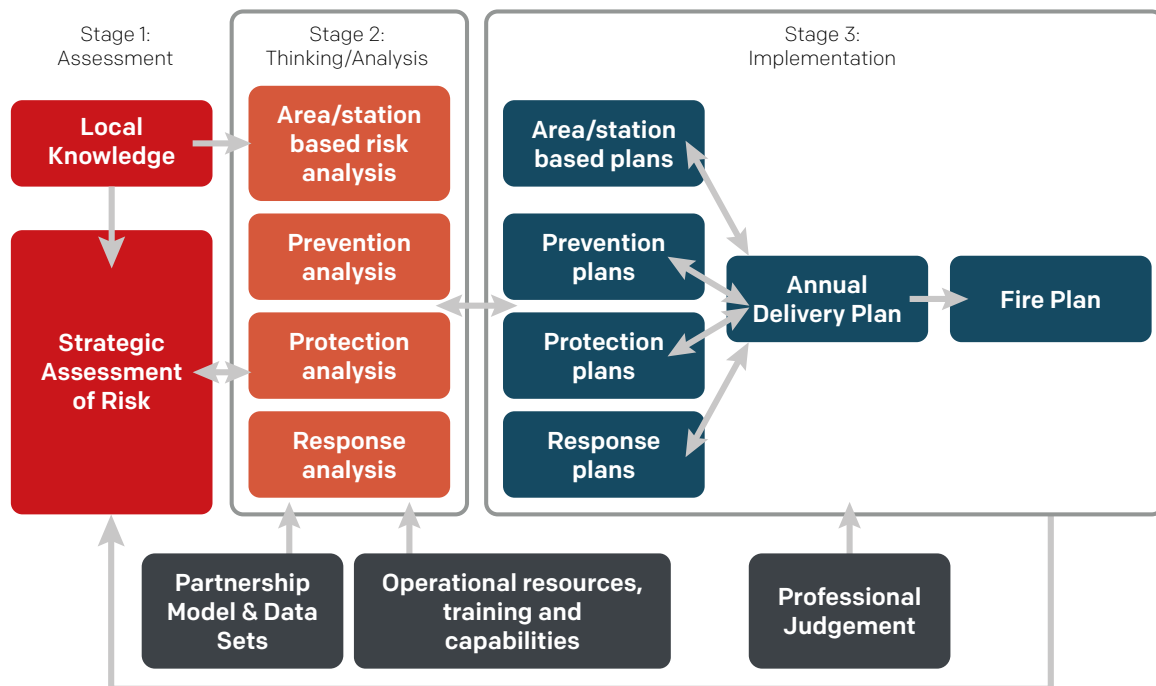
Borough management teams use this type of information to help assess and review the risks in their own areas. This along with local knowledge, assists in the development of actions plans that continue to mitigate these risks.

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



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





OUR RESOURCES

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

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

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

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

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



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

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



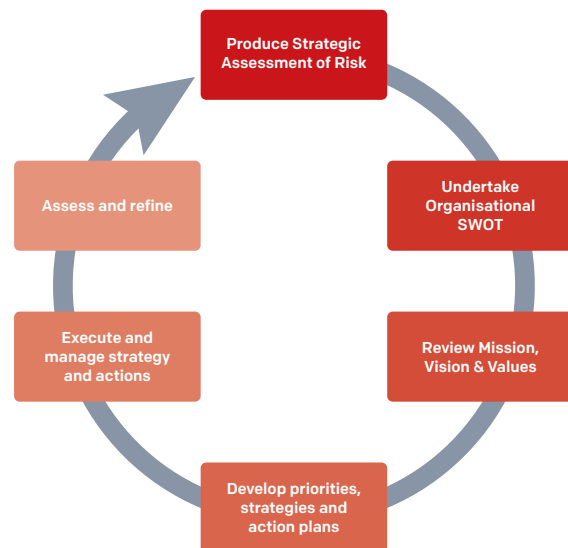
OUR PLANNING AND GOVERNANCE

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

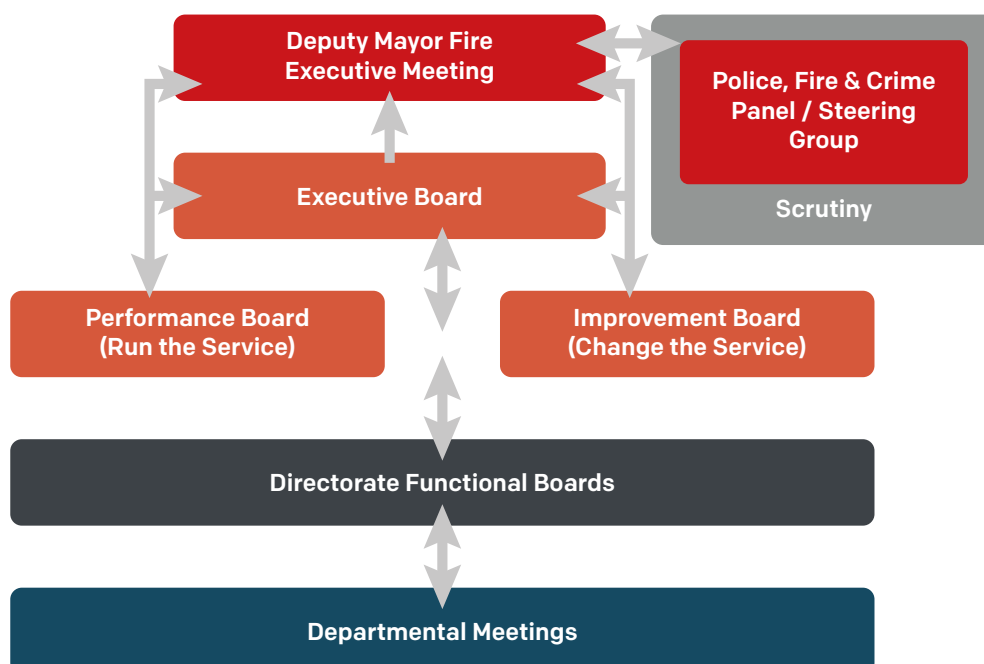
Our corporate planning cycle is designed to support our commitment to continual improvement through service excellence. Each year we undertake environmental scanning to consider the external influences and impacts on our Service and what action we must take. Our SAOR captures this information and is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

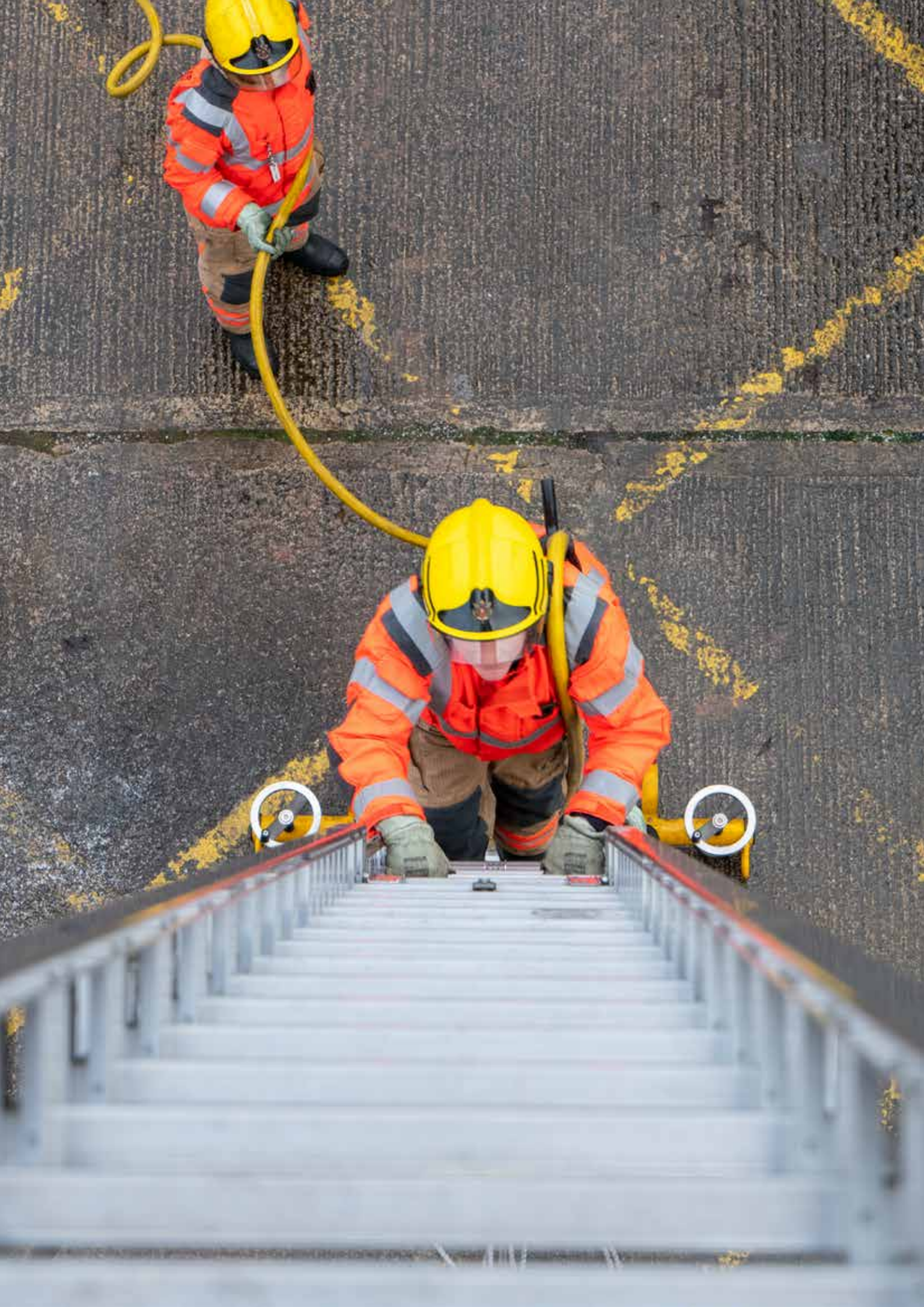
In line with the refreshed governance arrangements, quarterly planning days will take place with the Service Leadership Team, where we will review progress against our strategic priorities, analyse results, review new inputs, update, or create new strategies and feed any requirements into our annual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

Planning Cycle



Governance Structure

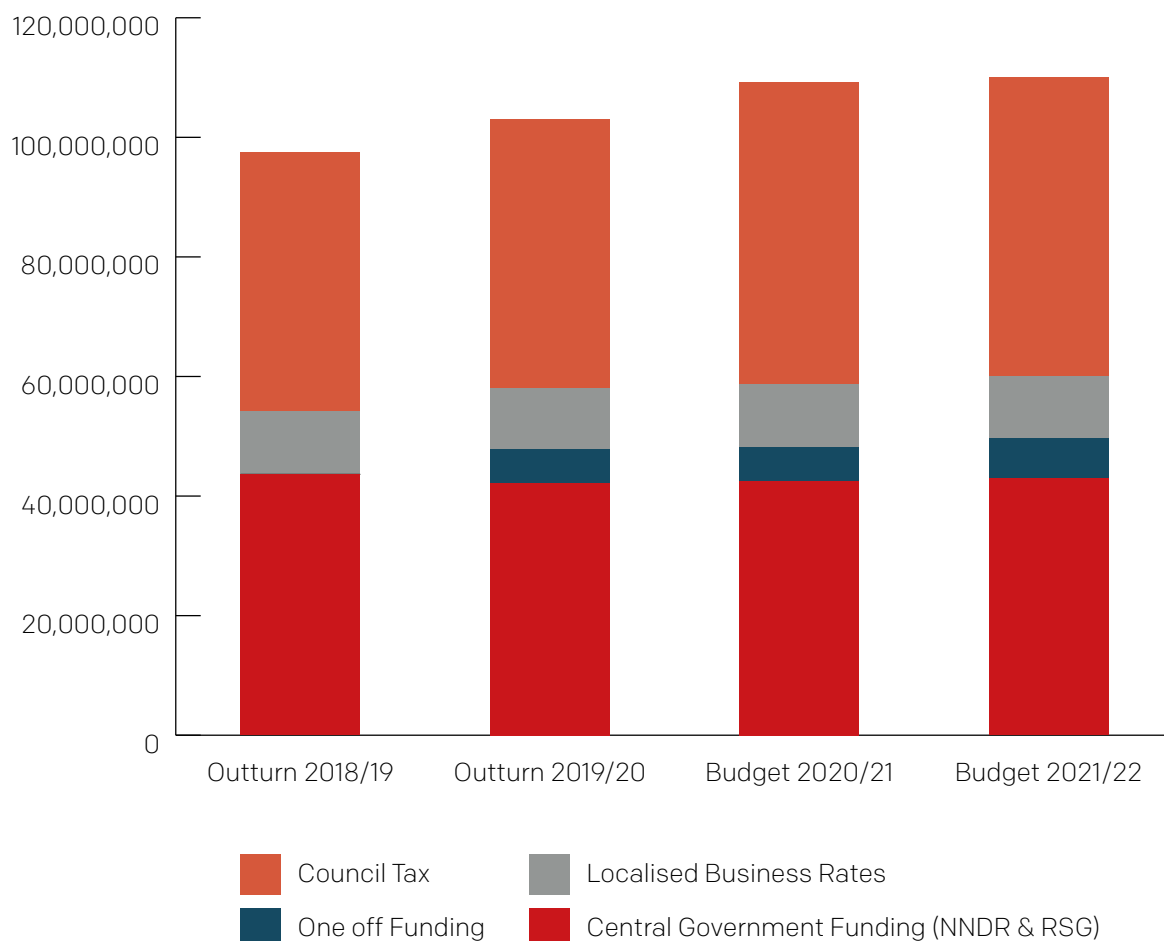




OUR FINANCES

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

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



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

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

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

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

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

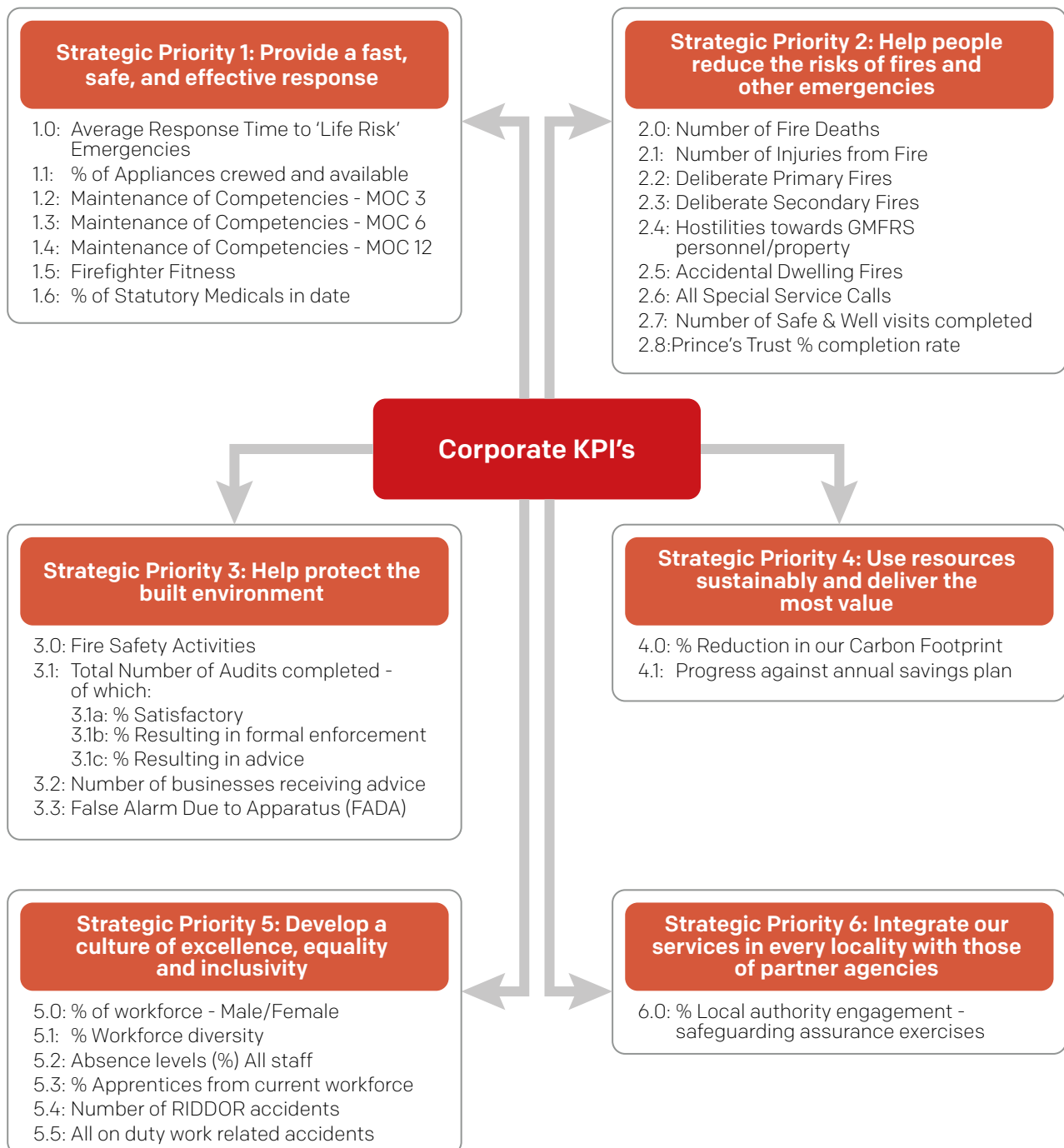
The table overleaf sets out how our change activity for 2021/22 maps to the Fire Plan priorities and delivers against the HMICFRS inspection framework.

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

LINKING OUR PRIORITIES

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

HOW WE WILL MEASURE OUR SUCCESS



CORPORATE RISK AND ASSURANCE

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

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

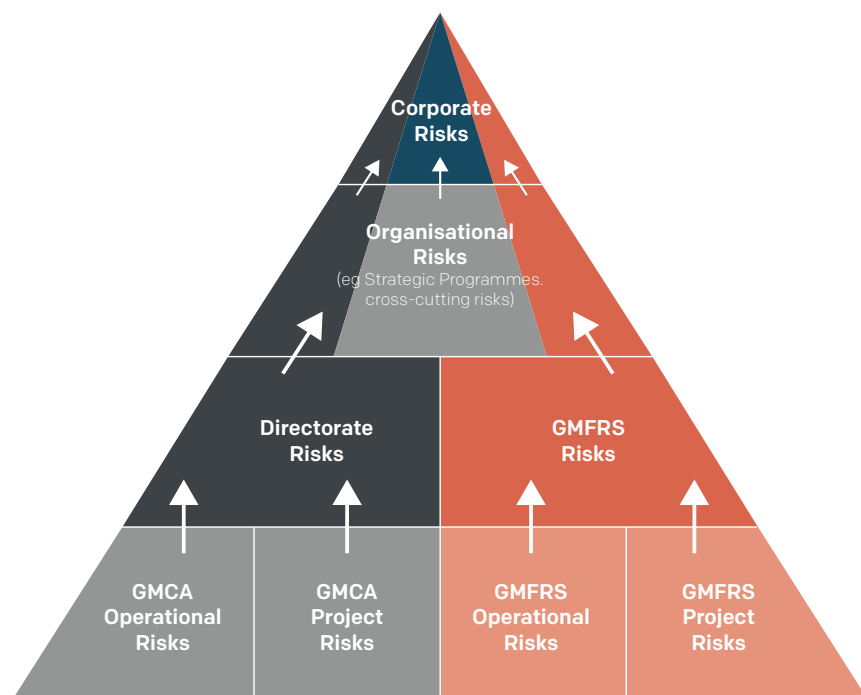
We carry out assurance activities to ensure we are delivering high quality services whilst spending money as effectively as possible. Our Annual Statement of Assurance summarises our assurance documents covering all aspects of service delivery: response; prevention and protection; business continuity;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

HMICFRS

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

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

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





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