



**GREATER  
MANCHESTER**  
**FIRE AND RESCUE SERVICE**

# Programme for Change

**Story so Far**

August 2020



## Foreword

**I have been immensely proud to serve as the Chief Fire Officer of Greater Manchester Fire and Rescue Service (GMFRS) for the last two years.**

Since I joined GMFRS, I have been working closely with the Mayor of Greater Manchester, Deputy Mayor and colleagues across the Service on Programme for Change. The programme has been a key factor in driving the change we need to see in GMFRS to ensure that we continue to provide a top quality service to communities across Greater Manchester.

Whilst we still face significant challenges with the ongoing COVID-19 pandemic and an uncertain financial position nationally, Programme for Change has been laying the foundation for a stronger Service, focused on keeping our communities safe and delivering a sustainable, affordable emergency service.

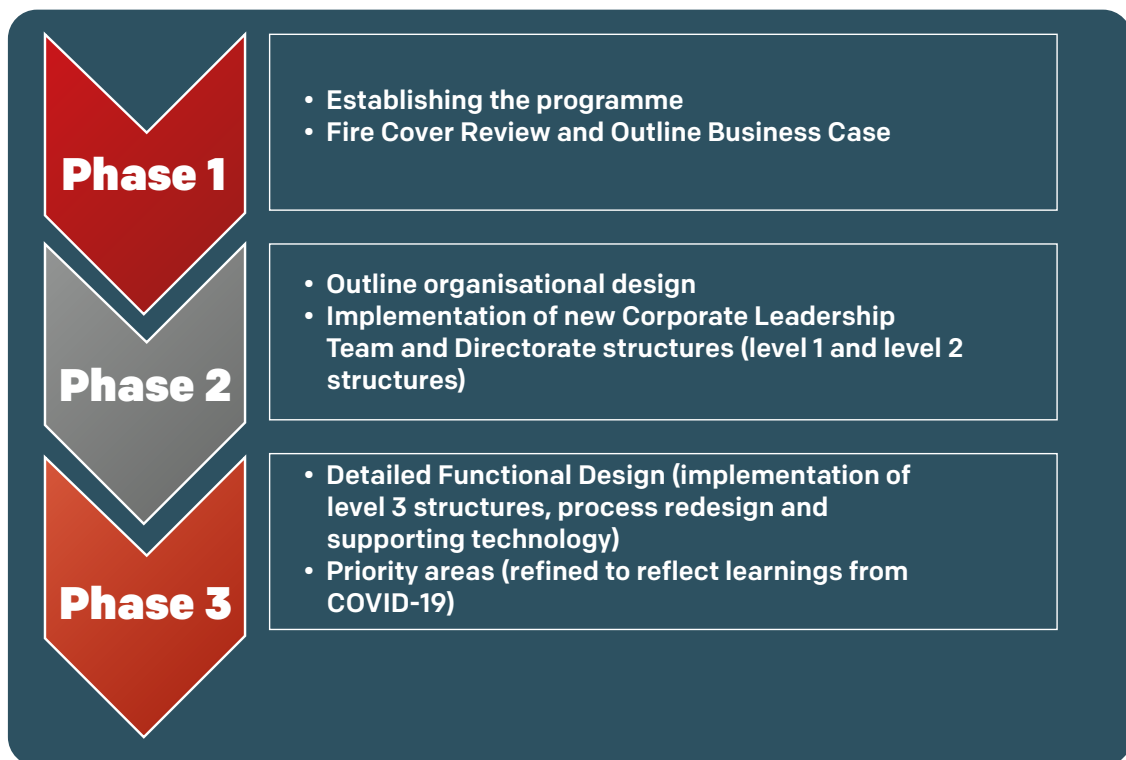
I wanted to pay tribute to all the hard work that has been done by colleagues in the Service to ensure that we are moving in the right direction for the future. We have seen the programme established, the Outline Business Case launched and a number of key achievements completed over the last two years.

As we move onto the next phase of Programme for Change, this document sets out the background of the programme, what has been achieved and the next steps.

**Jim Wallace**  
**Chief Fire Officer**

# Programme for Change Delivery Phases

A summary of the programme delivery phases is set out below:



# **Phase 1 - Establishing the Programme and Early Improvements**

In December 2017 some elements of GMFRS' Integrated Risk Management Plan (IRMP) were postponed and in March 2018 the Kerslake Review Report was published. The report contained the findings of an independent review of Greater Manchester's preparedness for, and response to, the Manchester Arena terrorist attack in May 2017 and also looked at the impact GMFRS' leadership and culture had in the response.

In addition to the findings of the Kerslake Report, a number of other key drivers for change within GMFRS were clear. These included feedback from colleagues, the Grenfell Tower fire, unpredictable environmental incidents such as the Saddleworth Moor fire and the outcome of the inspection carried out by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). Whilst HMICFRS graded GMFRS 'good' at understanding the risk of fire and other emergencies and responding to fire and other emergencies, there were a number of areas GMFRS were graded as 'requires improvement'.

Soon after the Kerslake Report was released, the Mayor of Greater Manchester, Deputy Mayor, Interim Chief Fire Officer and Greater Manchester Combined Authority Chief Executive announced a whole Service review of GMFRS, based on learning, listening and changing, together with a strong focus on improving leadership and culture throughout the Service.

The review – known as Programme for Change – commenced in April 2018 with the Mayor and Deputy Mayor visiting every fire station and GMFRS locations across Greater Manchester in order to gather staff feedback about the Service.





## Early Improvements

Following the launch of the Programme for Change, a number of immediate improvements were made.

New rostering arrangements were introduced and rostered reserve shifts were removed, meaning that firefighters now have a clearer, more family-friendly working pattern and know in advance which shift pattern they are working and which fire station they will be working from.

Improvements to the annual leave system were made allowing firefighters greater flexibility to select their own annual leave.

Steps were taken to improve facilities for firefighters. A significant financial investment has been made to improve welfare facilities across a number of fire stations, such as providing individual lockable showers, with a schedule of further improvements planned and underway.

In addition, a commitment was made to keep firefighter numbers at, or above, May 2017 levels for at least the financial year 2019/20, supported by an increase in firefighter recruitment. Alongside this, the current arrangements around the crewing levels on fire engines were also maintained for at least the financial year 2019/20, as well as maintaining a minimum of 50 fire engines, a commitment that has since been further extended for the financial year 20/21.

## Outline Business Case

Following the review, the Programme for Change Outline Business Case (OBC) was published in March 2019. The OBC put firefighters at the heart of the proposals and set out a programme of change to deliver a stronger Service.

The proposals focused on ensuring GMFRS has the right resources in the right place to make the Service fit for the long-term future, keeping communities safe whilst delivering a sustainable, affordable, frontline first emergency service.

Initial OBC proposals included:

- Building a Service with a culture of trust, respect and accountability, together with effective leadership throughout the organisation
- Development of a new vision, mission and values for GMFRS, setting a clear direction of travel for the Service
- Maximising fire cover with available resources through a sustainable operating model, a refocus on frontline delivery and optimised support functions
- Re-investing in local fire stations, improved facilities, equipment, training and development together with investment in supporting technology and systems
- More devolved power to the frontline, providing greater empowerment at a local level in order to meet the needs of communities
- Integration with place-based teams in every locality, enhancing the prevention and protection role of the firefighter and targeting resources where they are most needed
- Increased community safety and public protection performance through improved processes, structures and people development



## Fire Cover Review

As part of the OBC, a wide-ranging Fire Cover Review took place. After extensive modelling and analysis of risk, the preferred Fire Cover Review option set out in the OBC would result in a service with 38 fire stations (previously 41 fire stations), 47 fire engines (previously 56 fire engines), and 1,052 firefighter posts (previously 1,246 firefighter posts) with the following changes proposed:

- Mergers of six fire stations into three, establishing new state-of-the art fire stations with opportunities for collaboration with blue light partners and for facilities for communities
- Crewing levels of four firefighters on all engines, reflecting current practice in Greater Manchester and services across the country
- Removal of eight-second fire engines from stations currently with two engines
- Maintenance of GMFRS' position as one of the fastest responding fire and rescue services nationally. Average response times will still be more than a minute better than the national average

## Consultation and Mayoral Decision Notice

Following the publication of the OBC, the initial proposals were put out to public consultation.

The public Programme for Change consultation was open from March 25 until May 31 2019. In total, 402 responses were received which included 1,286 individual comments. These were received via an online survey and email.

Alongside the public consultation, extensive engagement took place with colleagues and stakeholders.

Taking into account the feedback from the consultation period a number of amendments to the original OBC proposals were proposed. These were:

- Retaining current crewing levels and maintaining firefighter numbers at or above May 2017 levels for the 19/20 financial year

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- Maintaining 50 fire engines for the 19/20 financial year

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- Retaining an additional 11 specialist prevention staff to support complex cases and address safeguarding concerns

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- Allowing more time for the transition of prevention activity to ensure firefighters are adequately trained and equipped

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- Developing alternative delivery models for GMFRS volunteers and cadets

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- Retaining the GMFRS Prince's Trust programme, reducing the number of teams from seven to five, whilst allowing more time to develop future options

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- Developing an improved delivery model for Protection including continued efforts on the built environment, taking into account the Grenfell Tower fire implications and improving fire safety within the Private Rented Sector
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- Undertaking a limited restructure of administration activity initially, allowing more time for the development of a centrally managed delivery model
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- Recommendation that the capital schemes as set out in the OBC are incorporated into the service's capital programme
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- Ongoing investment in stations, including improved welfare facilities
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These proposals were considered and approved by GMCA in September 2019.

On 7 November 2019, the Mayor signed a Mayoral Decision Notice setting out the proposals agreed to ensure that the Service is fit for the future. It takes into account the proposals in the OBC and the above amendments approved following the consultation period.





## **Grenfell Tower Inquiry and The Cube Fire in Bolton**

During this period, the Grenfell Tower Inquiry Phase 1 report was published and GMFRS responded to a significant fire at The Cube in Bolton. There was a wide range of recommendations from the Grenfell Inquiry Phase 1 report that were considered and built into the Programme for Change work and the Services' own learnings from The Cube fire were also factored in.

GMFRS is increasingly responding to larger, more protracted, more complex incidents such as The Cube fire in Bolton. The Service can no longer anticipate that buildings will respond to fires in the way we would normally expect so there has been an increased focus on the built environment.

## Phase 2 – High Level Design and Implementation

Following the publication of the Mayoral Decision Notice, the programme moved to the implementation phase.

Phase 2 of the GMFRS Programme for Change predominantly focused on developing and introducing new organisational structures for Corporate Leadership Team (CLT) and the Service's directorates. These will enable the Service to refocus on core functions and improve frontline service delivery.

Change plans were centred around enhancing the role of firefighters, promoting a more inclusive and supportive culture across the Service, protecting the frontline, and keeping more firefighters in communities - all whilst having minimal impact on performance and ensuring that GMFRS continues to have one of the fastest response times in the country.

Significant progress has been made to deliver the changes set out in the Mayoral Decision Notice in the first year of implementation (2019/20). This has been done through a number of workstreams, which were formed to develop plans and implement proposals. These looked at eight areas:

- Workstream 1: Role of the Firefighter
- Workstream 2: Prevention and Youth Engagement
- Workstream 3: Ops Business Support and Training
- Workstream 4: Protection
- Workstream 5: Leadership, Culture and People
- Workstream 6: Strategy, Planning, Performance and Continuous Improvement
- Workstream 7: Business Admin/Support Services
- Workstream 8: Digital Delivery

## Summary of Key Achievements

Significant progress has been made within each workstream against the original objectives of Programme for Change, with a new operating model and supporting management structures (CLT and directorates) now in place and efficiencies for the financial year 19/20 met.

The 2019/20 year saw a number of key achievements across Programme for Change, including:

<b>Workstream 1: Role of the Firefighter</b>	<ul style="list-style-type: none"> <li>• Level 2 service design approved</li> <li>• Enhanced annual fireworks license audit</li> <li>• Enhanced Operational Information System (OIS) visits – testing of fire hydrants as part of premises risk inspections</li> <li>• Hydrants app</li> <li>• New Station Standards Framework</li> <li>• Annually refreshed Area Based Action Plans, focused on risk</li> <li>• Reduction from 56 to 50 fire engines</li> <li>• Work routine planner proposal/plan</li> <li>• Introduction of Service Delivery Development days for Watch Managers</li> <li>• Introduction of interim guidance for managers</li> </ul>
<b>Workstream 2: Workstream 2 Prevention / Youth Engagement</b>	<ul style="list-style-type: none"> <li>• Level 2 service design approved</li> <li>• Refreshed Place-Based Working Strategy</li> <li>• Safeguarding proposal developed</li> <li>• Development of new Safe and Well version 2 form</li> </ul>
<b>Workstream 3: Ops Business Support/Training</b>	<ul style="list-style-type: none"> <li>• Ops Business Support level 2 service design approved</li> <li>• Manchester Training and Development Centre (TDC) transition to Bury Training and Safety Centre (BTSC) project brief completed – being progressed as part of Estates Programme</li> <li>• Training level 2 service design approved</li> <li>• Organisational Training Needs Assessment (TNA) completed and associated costs approved</li> <li>• Prioritised training to meet essential skills and competencies – ongoing (risk critical areas are being prioritised with consideration of COVID-19)</li> <li>• Estates Strategy and programme approach approved</li> <li>• Redesign of the apprenticeship framework</li> <li>• Revision of the recruitment and selection process</li> <li>• Development of a COVID-19 secure initial training course</li> </ul>



<b>Workstream 4: Protection and Built Environment</b>	<ul style="list-style-type: none"> <li>• Protection level 2 service design approved and being implemented</li> <li>• Fire Safety Officer cohort 1 recruited</li> <li>• MiLearning package for OIS recording in place</li> <li>• Fire Investigation qualification piloted and feedback provided</li> <li>• Protection 2019/20 savings target met</li> <li>• GMFRS invited to join Protection Board (May 2019)</li> <li>• Built Environment Project initiated and approved</li> <li>• Built Environment national links formed and embedded</li> <li>• Protection Uplift Programme</li> <li>• Building Risk Review Programme - High Rise Residential Buildings</li> <li>• Grenfell Infrastructure</li> <li>• Fire Safety Bill and Draft Building Safety Bill</li> <li>• Fire Safety Order Consultation</li> <li>• The Cube: Incident Report and Key Observations produced and shared nationally</li> <li>• HMICFRS Theme</li> </ul>
<b>Workstream 5: Leadership, Culture and People</b>	<ul style="list-style-type: none"> <li>• GMFRS Leadership, Culture and People Development Strategic Plan, 2020-25 developed and approved</li> <li>• Adoption of a new Equality, Diversity and Inclusion (ED&amp;I) strategy and development of an ED&amp;I action plan, the establishment of ED&amp;I working groups and ED&amp;I single point of contact on stations and in directorates</li> <li>• The new Mission, Vision and Values launched</li> <li>• Level 1 service design and CLT references agreed</li> <li>• Level 2 service designs agreed and implemented in Protection, Administration and Training. 'People Timeline' produced to support managers</li> <li>• People Impact Assessments completed</li> <li>• Introduction of the National Fire Chiefs Council (NFCC) Leadership Framework completed and incorporated into Gateways</li> <li>• Personal development workshops procured and rolled out</li> <li>• 'Freedom to speak up' initiative developed</li> <li>• Estates and Facilities Strategy to include upgrade of communications and audit of accessibility</li> <li>• Uniforms review in progress, including an inclusivity review</li> </ul>

<b>Workstream 6: Strategy, Planning, Performance and Continuous Improvement</b>	<ul style="list-style-type: none"> <li>• Refresh and launch of the organisations Corporate Document Management (CDC) system, interlinked to Stations Standards Framework</li> <li>• Level 2 service design approved</li> <li>• Continuous Improvement and Performance Management Framework embedded</li> <li>• Corporate Key Performance Indicators (KPI) agreed and reporting cycle implemented</li> <li>• Integrated action planning – incorporating service and workforce recovery, HMIC, business as usual and future change for GMFRS</li> </ul>
<b>Workstream 7: Business Admin/ Support Services</b>	<ul style="list-style-type: none"> <li>• Level 2 service design approved for Administration</li> <li>• Level 2 Administration structure implemented</li> <li>• 2019/20 savings target met (Admin)</li> <li>• Business World On (BWO!) enhancements and infrastructure updated</li> <li>• Level 2 service design approved - Corporate Services</li> <li>• Benefits mapping completed</li> <li>• Savings profile approved</li> </ul>
<b>Workstream 8: Digital Delivery</b>	<ul style="list-style-type: none"> <li>• Phase 2 delivery plan</li> <li>• Introduction of a 'sprint' approach to business analysis in key areas of change</li> <li>• Corporate Document Centre (CDC) refresh</li> <li>• Station Standards Framework Phase 1</li> <li>• Fire Hydrant System – Hydrants App roll out</li> <li>• Sharepoint migration</li> <li>• P2P processes define</li> <li>• Business World On (BWO!) infrastructure updated</li> <li>• Reviewed As Is processes for Protection and Admin</li> <li>• Upgrades to core business systems to support the achievement of Programme for Change related business efficiencies</li> </ul>

## Financial Position and Mayoral Precept

The Service has seen the central government grant to GMFRS 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.

The challenging financial situation does mean that there have been difficult decisions to be made, such as the reduction to 50 fire engines in October 2019. Many non-uniformed colleagues have been affected by these proposals and the Service continues to seek to avoid the need for any compulsory redundancies.

Like all fire and rescue services (FRSs), Greater Manchester is continuing to have to make savings because of Government cuts and pressures on council tax. The Service still needs to see a sustainable funding settlement from central government and will continue to call for that along with other FRSs.

In February 2020 GMCA, budget proposals were agreed that increased the FRS element of the Mayoral Precept. As part of the budget setting process, GMFRS were able to feed in recommendations from the Grenfell Tower Phase 1 report and learnings from The Cube fire.

The precept increase supports GMFRS in meeting the additional costs of retaining current crewing arrangements, maintaining 50 fire engines, and the required recruitment of firefighters for the 20/21 financial year (up to March 2021). Although, it will still require the use of some reserves to meet the full cost.

Whilst the programme has successfully delivered the efficiency savings for the financial year 19/20, the financial forward look continues to be a key challenge for GMFRS.



## COVID-19 Pandemic

In March 2020, the COVID-19 pandemic resulted in lockdown measures being implemented by the Government. In order to respond to the pandemic and to support partners across Greater Manchester most Programme for Change activity was temporarily paused to focus organisational capacity on the COVID-19 response and business continuity. GMFRS staff, volunteers and retired members have contributed over 4800 hours to support the Greater Manchester response to COVID-19.

Some Programme for Change work, such as development of the Station Standards Framework, continued to progress at the discretion of workstream leads and change leads, capacity allowing.

Following conversations with the representative bodies, it was also agreed that voluntary severance/voluntary early retirement and consultation would be continued with those colleagues involved in the process.

As part of the COVID-19 strategic planning phase, directorates captured lessons learned to support the recovery to a 'new normal' as well as identifying opportunities to build back better. Through Programme for Change, GMFRS was already looking at how to build a better Service and the COVID-19 pandemic means that it has been able take stock, refresh plans, and make sure they align across the Service.

These considerations have been developed into a series of recommendations and will be factored into existing change plans to ensure GMFRS continues to deliver our existing commitments and builds back better.

# Phase 3 – Detailed Design, Remaining Deliverables and Priority Areas

Whilst the first two phases of the programme have now been largely completed, there is a significant amount of change still to be delivered throughout the next phase of the programme.

Phase 3 of Programme for Change, will now focus on detailed design and will see the full implementation of a new operating model and approved structures across all levels of the Service, together with end-to-end process redesign to ensure the full benefits of new structures are realised.

## Remaining OBC Deliverables

In addition to the completion of detailed design, there are also a number of remaining deliverables from the original OBC that need to be achieved, as well as taking into account the impact of COVID-19 and the associated recovery to a 'new normal'.

Whilst good progress has been made across the workstreams there is still a need to focus on:

- Ensuring financial sustainability of GMFRS in the longer-term, addressing funding challenges and identifying further efficiencies where feasible;
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- The disposal of the Training and Development Centre and associated development of BTSC;
- 
- Implementation of the GMFRS estates strategy, subject to key decisions around station mergers and the future use of the wider GMFRS estate in light of new working arrangements post COVID-19;
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- Development and implementation of the longer-term Youth Engagement Model;
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- Implementation of Non-SDS review to address factors set out in the OBC
- 
- Further development of Prevention and the end-to-end Safe and Well Offer, continuing to improve integration with place-based delivery arrangements;
- 
- Improvements to the Built Environment and associated processes in response to Grenfell Tower and The Cube incident;
- 
- Continued improvements to leadership and culture throughout the Service, with a particular focus on ED&I;
- 
- Continued investment in ICT, learning from COVID-19 and ensuring we continue to accelerate and embrace technology as a key part of delivering improvements to the way we work across the Service;
- 
- Ensure continued alignment between Programme for Change and HMICFRS objectives;
- 
- A continuation of reviews and improvements to ensure the most efficient use of all resources available to deliver an effective response and resilience capability.
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Whilst all of the above are key to realising the original Programme for Change objectives, it is also recognised that they will equally make a significant contribution to the delivery of HMICFRS objectives.

## Priority Areas

A number of priority areas have been identified as part of Phase 3 of the programme. These are in addition to the detailed design work that will take place across all workstreams and are areas of work that have been identified as needing additional focus.

The priority areas identified are:

- Financial pressures
- Youth Engagement offer
- Prevention offer
- Response and resilience
- Estates strategy (including station mergers and estates improvement plan)
- Development of BTSC
- The Built Environment
- HMICFRS
- People Strategy and Workforce Plan (including Inclusivity)
- ICT client

Workstreams have been reviewing these priority areas and defining their key objectives. For each key deliverable, resource requirements and timescales will be agreed as part of the delivery of Phase 3 of the programme.



## Workstream Review

The current Programme for Change workstreams will be reviewed and refreshed to make sure they reflect the new management structures and key priorities.

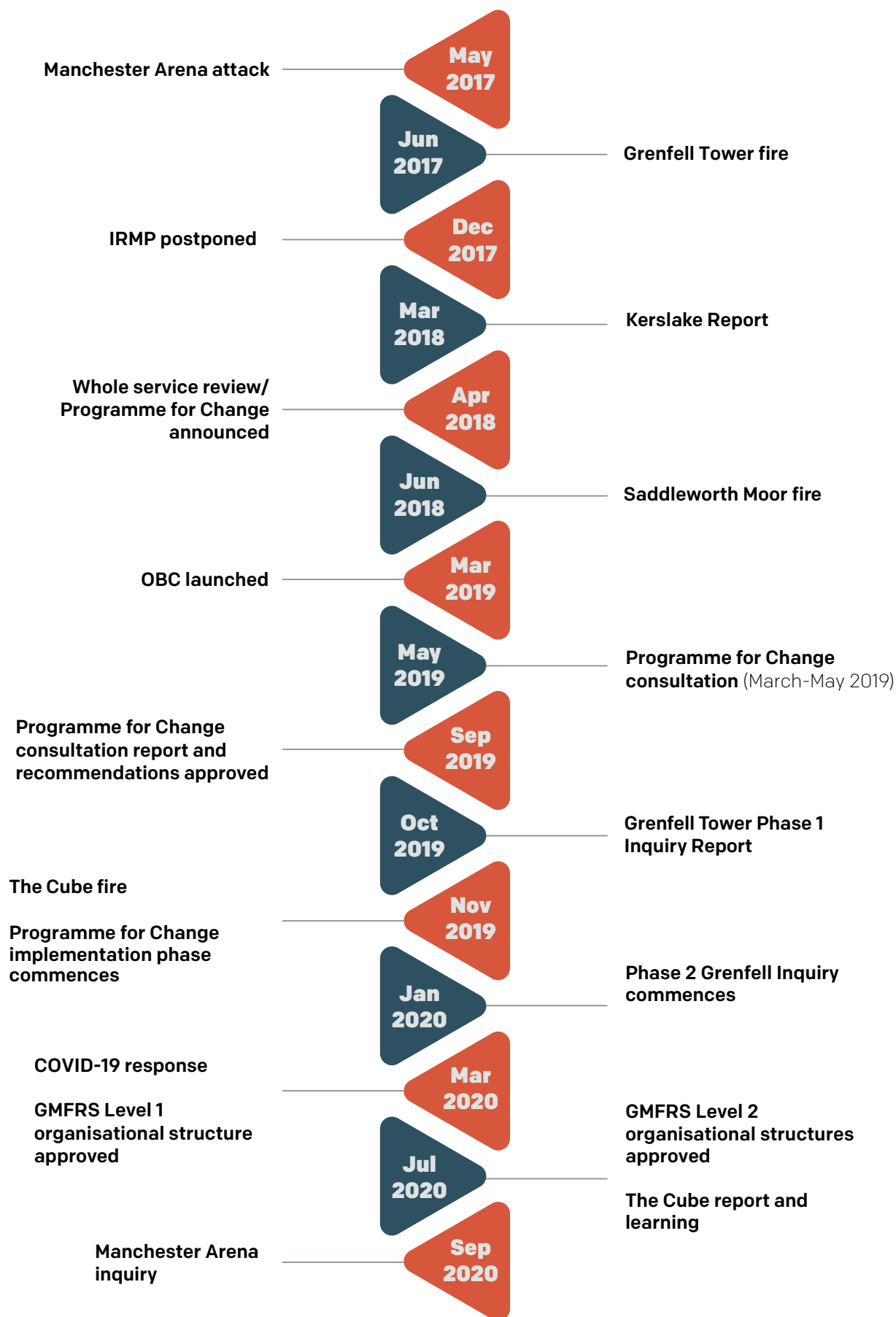
Future Programme for Change work will include the further development of the priority areas together with the changes required to support COVID-19 recovery.

Directorates across the Service have been looking at their plans to ensure that the Service's objectives are aligned. This means that plans around service and workforce COVID-19 recovery, HMICFRS, business as usual and future change are considered together.





## Timeline





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