GMFRS - PROGRAMME FOR CHANGE

Date: 19 June 2018

Subject: PROGRAMME UPDATE – SCRUTINY PANEL BRIEF

Report of: Programme Lead – Glen Martin

PURPOSE OF THE REPORT

This paper provides a brief on update and progress of the GMFRS Programme for Change.

INTRODUCTION

1. The Terms of Reference for the GMFRS programme for Change (Appendix 1) were approved at the inaugural programme board raised on 03/05/18.
2. An initial 12 month programme was outlined to deliver a case for change incorporating a new operating model, short term interventions in support of efficiency plans and longer term changes to drive the requirement for new ways of working across all functions and services.
3. Programme governance has been developed to ensure all stakeholders are heard, and in addition to standard programme governance, independent advisory and staff reference groups form a key part of the decision making process (Appendix 2).
4. The programme for change is also operating within a wider context of change across GMCA. Ongoing reviews within interdependent areas of GMCA coupled with current activity which cross cuts the programme is being addressed to ensure alignment.
5. The critical path for change in GMFRS is being driven by the need to understand the future requirement for firefighter resources, the Fire Cover Review, from which other GMFRS functions and services will develop.
6. The Fire Cover Review workstream is progressing a wide ranging, in depth assessment which will provide further basis for change.
7. This paper sets out key programme activity from approval of Terms of Reference.

PROGRAMME ACTIVITY

Developing understanding of current position

8. Programme team workstreams have delivered an initial analysis of the current delivery of services, how much effort is applied to service delivery and associated strengths and weaknesses.
9. From this a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis will be delivered which provides pointers for change.

10. The initial analysis forms the basis from which a detailed analysis of activity and costs will be delivered, supported by an independent review of activity, and a model of how GMFRS invests its People budget across services will enable an assessment of areas for change.

11. In addition, an understanding of the IT infrastructure and the assets which support the delivery of services, fleet and estate, is also to be delivered to determine gaps in capabilities and opportunities for change.

12. A separate stream of activity is also seeking to explore income development opportunities from existing or new developments which leverage any assets that are employed by GMFRS.

13. Supporting insight and input from staff across GMFRS is also being employed to inform the requirements for change from the current position.

14. The next stage of the development of the current position is to test options for change and to build a high level position from which this can be tested by programme board and steering group.

Fire Cover Review

15. With this element of the programme driving the critical path for delivery of the new operating model, a number of key phases of work have been progressed focusing on development of a new community risk model and development of thinking on response standards.

16. A community risk model was approved as the basis from which GMFRS will look to base future requirements for service delivery across all areas of prevention, protection and response.

17. Current response standards which inform the public of Greater Manchester of our response times for categories of risk are considered in need of development to provide improved service, incorporating developments in NWFC call handling.

18. A number of models are being reviewed with the aim to present an updated response standard which provides the public with an improved and more appropriate standard based on better assessment of risk.

19. Development of response standards is in discussion with the results of modelling of options to be presented to programme board and steering group in due course.

20. Further update will be provided following decision and approval from steering group.

Understanding Strategic context

21. In addition to the initial requirements for a new way of working set out by the Mayor, further developments post Kerslake review have provided clear drivers for change which now underpin the development of the new operating model and set the platform.

22. A wider review of the emerging developments which may impact the FRS and emergency services is also in plan for delivery to support the rationale for change.

Vision, Purpose and Design Principles

23. It is essential that any organisation seeking to develop a new way of working has a clear vision and purpose, and an understanding of its core business or service provision.
24. A series of sessions with the Corporate Leadership Team within GMFRS has led to development of a vision and purpose position, which will be shared with staff and tested as part of the next phase of work.

25. From this, a number of principles have been proposed which help shape the design of the operating model, focused on shaping functions around the core service of GMFRS, and again this will be tested in the next phase of work.

*Early Interventions – new Interim Duty System*

26. Following feedback from mayoral visits, a number of fast paced developments were identified to support service improvement across GMFRS.

27. One development includes the implementation of an interim solution to support improved rostering of firefighters to support work life balance issues and weaknesses in the current system associated with significant vacancies in response resources.

28. A proposal for a new interim duty system has been presented for discussion at steering group. The solution requires increased recruitment activity and improvement to absence management and an extension to the current need for interim overtime to support the gap in resources.

29. The proposal is currently under discussion

*Independent Advisory Panel (IAP)*

30. The IAP recommended a Trade Union Forum (TUF) and Staff Reference Group (SRG) to be set up to support the programme board.

31. Membership of the Staff Reference Group is to be no more than 20 staff, elected from a cross section of functions and grades across GMFRS, with Expressions of Interest for membership of the SRG now being sought.

*Leadership and Culture*

32. External commissioned activity to support the development of Leadership and Culture within GMFRS is now in place led by IAP, with support from internal People colleagues.

33. The Leadership and Culture programme aims to understand GMFRS existing organisational culture and current model of leadership. Further support is also anticipated to be provided from external leadership experience and expertise from the bluelight sector.

*GMFRS Business Model*

34. A new business model for GMFRS is in development with GMFRS leadership and will be tested by staff as appropriate during the next phase of the development. This will support the understanding of how the core organisational purpose and strategic objectives fit within the wider context of the GMCA.

NEXT STEPS

35. Regular updates on progress will be provided as appropriate to the Scrutiny Panel following programme board and steering group output
Appendix 1 – Terms of Reference for the GMFRS Programme for Change

Terms of Reference
Transforming GMFRS
20 April 2018
Purpose

The Mayor announced on 29 March a whole service GMFRS review programme which will include; leadership, culture and governance, the way the service uses resources and works with partner agencies. The purpose of this programme is to establish a robust future delivery model for GMFRS. The programme will evaluate the current fitness for purpose of the whole organisation and its governance, proposing changes where appropriate and ensure that the future model is fit to adapt to future challenges which may face GMFRS. The exercise is forward facing and does not seek to question decisions taken in the past. The drivers for this programme are;

- Need for a new service wide operating model to provide clarity on the core business of GMFRS;
- Need to improve the delivery of these core services, including fire control, addressing the organisational weaknesses identified in the Kerslake Report;
- Need to deliver savings in line with the reduced budget available;
- Need to ensure the focus of resource and budget is in core services, increasing efficiency and productivity;
- Need for greater frontline focus on prevention and protection as a key element of Fire Service delivery;
- Need for GMFRS to adopt improved decision making processes which embrace an inclusive leadership and organisational culture consistent with a modern operational emergency service;
- Need to align with the wider organisational development of the Combined Authority;
- Need to align services provided to the Greater Manchester public service reform agenda from GMFRS.

Scope

This programme covers all parts of GMFRS and will run alongside the programme of reviews being undertaken across GMCA. Following on from the integration of GMFRS in to GMCA some work streams have become closely linked. Any interdependencies between work streams will be managed through the programme board.

Six workstreams for the programme have been identified as follows,

1. Target Operating Model – to develop a shared vision of how GMFRS will look in the future;
2. Fire Cover Review – to develop an evidence base which demonstrates how our firefighting and rescue resources should be organised based on the risk our communities face;
3. Income and Assets – to explore opportunities to generate income or deliver efficiencies through better utilisation of our assets such as the training and development centre;
4. Prevention and Protection – 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 support model with transparent decision making;
6. Organisational leadership and culture – to develop behaviours which support the delivery of the new operating model at all levels of the organisation.

Deliverables

The review will result in a number of business cases for change being developed for consideration by the Mayor, Deputy Mayor, Chief Executive and Programme Board across the work streams identified. The initial programme is planned for 12 months to achieve short term deliverables.

The first phase will aim to deliver the Full Business Case for implementing objectives by the autumn of 2018/19.

Governance

Item 12 GMFRS PFC Scrutiny Panel Update v06 060618.docx
A Programme Board reporting to a Steering Group of the Mayor and Deputy Mayor for decision will be chaired by the Chief Executive Eamonn Boylan and include the Interim Chief Fire Officer. An Independent Advisory Panel has also been established to ensure that the approaches, methodologies, assessments and options for change are challenged to provide confidence and additional checks and balances to support decisions of the programme board. The independent panel will not take decisions, rather it will support and inform the decisions of the programme board.

Membership of the panel are as follows,

- Chief Constable of Greater Manchester
- Director of HR/Organisational Development TfGM
- Director of Transformation TfGM
- Director of HR Manchester Growth Company
- HR Transition Lead GMCA

The Corporate Issues and Reform scrutiny committee will receive reports on the progress of the review regularly and ahead of decisions being taken.

Engagement with trade unions will be undertaken through a trade union forum which will be established for this purpose.

A staff reference group will also be established to provide advice to the programme.

**Costs and Resources**

An outline of estimated resource requirements is summarised below.

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<th>2019</th>
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Appendix 2