

GM POLICE AND CRIME PANEL

Subject: Learning from Incidents for Local Authorities - 2019

Report of: Carolyn Wilkins, Chief Executive for Oldham Council
and lead GM Chief Executive for Civil Contingencies

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PURPOSE OF REPORT

The purpose of this paper is to outline the learning identified from major incidents in Greater Manchester during 2019 together with activity to address this learning.

RECOMMENDATIONS

The Police and Crime Steering Group are recommended to:

- Note the learning from local and national incidents and the work that is being put in place to develop resilience and support the response to future emergencies and planned events Greater Manchester.
- Support the development of a protocol for role of Leaders and City Mayors in emergencies.
- Approve two additional reports in relation to civil contingencies on the development of community resilience in GM and learning from the Phase 1 report from the Grenfell Tower Inquiry.

PRIORITY

N/A

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1.0 Introduction

- 1.1 As category one responders under the Civil Contingencies Act 2004, Greater Manchester's local authorities work in partnership with other category one and two organisations to coordinate civil contingencies activity through the Greater Manchester Resilience Forum (GMRF). This report outlines the response to and learning from incidents for local authorities throughout 2019 and highlights the work of the AGMA Civil Contingencies and Resilience Unit (CCRU) in supporting local authorities to implement this learning and to discharge their statutory duties in relation to civil contingencies.
- 1.2 In undertaking this work Greater Manchester has drawn on experience from being a member of the Global Resilience Cities Network (formally 100 RC) and United Nations Making Cities Resilient campaign together with participating in the EU programme for Disaster Risk Reduction.
- 1.3 Civil contingencies work during 2019 has been set against the backdrop of the UK's preparations to exit from the European Union, this has led to, not only planning to support the EU Exit process that is outlined later in the report, but also to an increase the number of events and demonstrations in Greater Manchester (outlined below). In addition, 2019 saw a rise in the number of climate change demonstrations, predominately in Manchester city centre but increasingly spreading to other areas of Greater Manchester.

2.0 Overview of Emergency Response to Civil Emergencies

- 2.1 During 2019 GM's local authorities have worked with multi-agency partners to respond to a wide range of incidents. Some of the larger incidents include:

Incident	Date
Victoria Station Stabbing	31/08/18 – 01/01/19
Two suspect Devices, Oldham	06/02/19
Child ingested rat poison	16/02/19
Prolonged rainfall and potential flooding across GM	16/03/19
Moorland Fires, Oldham and Tameside	24/03/19
Mill fire, Oldham	30/04/19
Bomb hoax, Manchester and Oldham	03/05/19
Listeria death reports	07/06/19
Flood warnings and flooding across GM	27/07/19 - 31/08/19
Toddbrook Reservoir	01/08/19
Mill Fire, Ashton-under-Lyne, Tameside	06/08/19
Thomas Cook Insolvency	23/09/19
Flood Warnings	28/09/19
Op Byfleet (Arndale Stabbing)	11/10/19

Flood warnings across GM	08/11/19
Cube Fire, Bolton	15/11/19
London Bridge Terror Attack	29/11/19

2.2 In addition to responding to incidents local authority contingency arrangements have provided planning expertise and dissemination of a shared situation awareness to a number of pre-planned and short notice events:

Event	Date
Yellow Vest Protests	January 19 (various dates)
PSG walk from Manchester to MUFC	12/02/19
Right wing demonstration, Media City	23/02/19
Road block demonstration (Brexit related, various locations)	22/03/19
Potential 'Go Slow' on motorways (Brexit related)	29/03/19
Youth Strike 4 Climate Protest	12/04/19
Op Mezzo (EU Elections candidate launch)	25/04/19
Local Elections	02/05/19
MCFC Parade	20/05/19
EU Election	23&26/05/19
Extinction Rebellion Protest	29/05/19
Extinction Rebellion Protest	01/06/19
Noel Gallagher Concert	07/06/19
Park Life	08-09/06/19
The Courteeners Concert	15/06/19
Cricket World Cup	16/06/19
Extinction Rebellion Protest	19/07/19
Extinction Rebellion	30/08/19
Tour of Britain	14/09/19
Conservative Party Conference	29/09/19 – 02/10/19
Manchester Half Marathon	13/10/19
General Election	12/12/19
Extinction Rebellion Protest	13/12/19

2.3 CCRU continue to work with local authorities to ensure that learning is identified following all significant emergencies and incidents. This has identified specific learning for local authorities and has demonstrated the benefit of the GM shared service model for civil contingencies, particularly the benefits of the development and sharing of collective experience from incidents and the importance of ensuring shared cross-border situational awareness during response. In particular, identified learning has highlighted:

- The importance of the role and working with voluntary organisations at both the local and national level. CCRU are part of the Voluntary and Community Sector National Emergencies

Partnership, sharing GM's approach and thereby influencing national work with best practice developed locally.

- The essential role resilient communities play in responding to and recovering from emergencies, work has been undertaken to develop this work area including through strengthening the role of volunteering and through an inter-generational, school-based project. It is recommended that a second report is brought to this group early in 2020 to highlight this work.
- The need to address relevant learning for local authorities from the Phase 1 report from the Grenfell Tower Inquiry. A report highlighting the relevant lessons and recommended actions will be brought to a future meeting of this group.
- The need to develop a specific large urban fire plan to ensure all agencies are able to continue to respond effectively to these complex incidents, including evacuation and environmental issues.

3.0 Kerslake Arena Review

3.1 Greater Manchester Resilience Forum established a multi-agency task and finish group to implement the actions identified in the Kerslake Report and multi-agency debriefs held following the Manchester Arena attack. This group ensured strategic rigour was given to the sign off of actions. Local Authorities have played a key part in this group through AGMA CCRU and Manchester City Council.

3.2 Learning for local authorities has included:

- The development of a Mayoral Protocol for the Role of the Mayor of Greater Manchester in Civil Emergencies. This document provides guidance on the GM Mayors role in leading the civic response to a major emergency alongside the Leaders and City Mayors of other Councils. During 2020 a similar protocol will be developed for Leaders and City Mayors to provide similar guidance.
- Support to Greater Manchester Health and Social Care Partnership in the development of a Psychosocial Plan ensuring consultation with local authorities.
- Development of a number of learning sessions to respond to the lessons identified from the Kerslake review and subsequent recovery debrief report, including a mass fatalities session delivered to local authority staff and a psychosocial session delivered by Dr Marion Gibson.

4.0 EU Exit

4.1 Following the EU Referendum in June 2016, UK Government put plans in place to leave the EU on 29th March 2019. To support the planning and preparation in case of a no deal scenario, actions included:

- Designing and delivering EU Exit workshops and exercises for local authorities and multi-agency partners to explore planning assumptions for the potential of a no deal exit from the EU and the mitigation measures in place.
- Taking a lead role in the multi-agency planning for EU Exit, to ensure shared situational awareness and good system-wide information flows.
- Supporting local EU Exit planning in local authorities and providing updates to Boroughs as information became available relating to civil contingencies.

4.2 Work will continue to support EU Exit preparations in line with the requirements and timetable set by central government.

5.0 Local Planning, Training and Exercising

5.1 At a local level work has continued to ensure that plans are in place and responders have received training and exercising to respond to incidents in Greater Manchester. This includes:

- An annual training programme delivering training at operational, tactical and strategic levels. This includes the Strategic Responders and Tactical Emergency Responders courses delivered by the Emergency Planning College and a locally delivered Introduction to Civil Contingencies course.
- Evacuation plans have been developed for all 10 local authorities. These will be embedded throughout 2020 in the roll out of an evacuation and flooding exercise to all 10 districts.
- The GM Shelter Plan has been reviewed and signed off by GMRF. The template is being implemented in all districts with training delivered to reception centre volunteers to ensure they are able to activate reception centres as and when needed.
- A Strategic Level Control of Major Accidents Hazards (COMAH) exercise was held for Valero. This is the first time this exercise has been held at Strategic level. Lessons from the exercise have been identified and will be taken forward for implementation.
- The GM Cyber Response Plan has been reviewed based on national guidance. This has been supported by the delivery of a pathfinder project within GM to raise awareness of cyber related emergencies. This will be followed up in 2020/21 with the development of a local level exercise for GMRF.
- Local authority briefings and exercises have been provided for Operation Bridge (death of a national figure). Annual reviews of plans are in place to ensure all planning is up-to-date.
- A multi-agency exercise (Exercise Opus Resilience) has been delivered to test the Greater Manchester Mass Fatalities Plan. Learning from this has been taken forward into a review and refresh of the GM plan.

- CCRU have led the procurement of a regional North West contract to provide support in the event of incidents with multiple fatalities and taken a lead in the development of the North West regional mortuary plan for mass fatalities.

6.0 Conclusion

- 6.1 During 2019 a considerable amount of work has been undertaken to develop and support local authorities in the delivery of their statutory duties in relation to civil contingencies. This has included identifying learning from incidents and putting actions in place to ensure we develop response in relation to the learning.