GM POLICE AND CRIME STEERING GROUP

Subject: Overview of Greater Manchester’s civil resilience arrangements, 2016

Report of: Mike Owen, Chief Executive for Bury Council and lead GM Chief Executive for Civil Contingencies

Date: 27th January 2017

PURPOSE OF REPORT

The purpose of this paper is to outline the learning identified from major incidents in Greater Manchester during 2016 together with highlighting significant developments in civil resilience and the management of emergencies.

RECOMMENDATIONS

The Police and Crime Steering Group are recommended to note:

1. the lessons identified in relation to the response to a range of incidents
2. the opportunities presented by membership of 100 Resilient Cities network
3. the wider contribution resilience can make to urban growth, economic investment and community wellbeing

PRIORITY

N/A

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1.0 Introduction

1.1 For the last five years the AGMA Civil Contingencies and Resilience Unit (CCRU) has been leading civil resilience work in Greater Manchester under the direction of the AGMA lead Chief Executive and lead Leader. The unit continues to work with local authorities to deliver their statutory responsibilities for emergency planning and to provide expert advice when responding to emergencies, in addition to shaping the city region’s strategic approach to resilience. It also has a pivotal role in driving forward the work of the Greater Manchester Resilience Forum, the multi-agency partnership chaired by the Deputy County Fire Officer which has the statutory responsibility to coordinate civil resilience activity across the conurbation.

1.2 During 2016 GM’s agencies responded to a wide range of sudden impact major incidents together with working in partnership to plan and facilitate a considerable number of pre-planned events and short notice gatherings and demonstrations.

1.3 2016 also saw GM selected, through a highly competitive global process, to become a member of the Rockefeller Foundation’s 100 Resilient Cities programme.

2.0 Overview of Emergency Response to Civil Emergencies

2.1 As a core service priority, the CCRU has provided 24/7/365 expertise to local authorities responding to a wide range of incidents, including supporting multi-agency command and control structures and facilitating integrated emergency management. Some of the larger incidents include:

<table>
<thead>
<tr>
<th>Incident</th>
<th>Date</th>
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<tr>
<td>Recovery from large Boxing Day floods (2,250 flooded properties)</td>
<td>January 16 - ongoing</td>
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<td>Junior doctor strikes (31 days of proposed strike action)</td>
<td>January – April 16</td>
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<td>Stockport floods (86 residential properties and 3 businesses affected)</td>
<td>8, 9, 11 &amp; 16 June 16</td>
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<td>Carrington fire (8 pump fire at a paper mill)</td>
<td>23 June 16</td>
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<td>Fatal explosion, Curzon, Tameside</td>
<td>9 August 16</td>
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<td>Severe weather and subsequent flooding (Stockport) (22 residential properties and 26 businesses affected)</td>
<td>13 September 16</td>
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<td>Modern slavery incident, Trafford (32 potential victims)</td>
<td>18 November 16</td>
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<td>Flash flooding, Marple, Stockport (7 properties affected)</td>
<td>21 November 16</td>
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<tr>
<td>Flooding across Greater Manchester (6 districts, approximately 160 properties affected)</td>
<td>28 November 16</td>
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<td>Manchester City centre water outage</td>
<td>28 November 16</td>
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<td>Influenza outbreak with school closures, Stockport</td>
<td>5–11 December 16</td>
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<tr>
<td>Water contamination, Tameside and Oldham (17,000 properties affected)</td>
<td>11 December 16</td>
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2.2 GM’s specialist multi-agency command structures, together with the capability to rapidly develop and disseminate a shared situation awareness to inform effective decision making, have also supported the management of pre-planned and short notice events. Significant operations have included:

<table>
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<tr>
<th>Event</th>
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<tr>
<td>Local Council Elections and Salford Mayoral Election</td>
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<td>Saddleworth Band Contest, Oldham</td>
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<td>Parklife 2016, Manchester/Bury</td>
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<td>Stone Roses concerts, Manchester</td>
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<td>EU Referendum</td>
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<td>Somme Commemoration, Manchester</td>
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<td>Commemoration event for PC’s Nicola Hughes and Fiona Bone, Tameside</td>
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<td>Manchester Pride</td>
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<td>Victoria Cross Commemoration, Manchester</td>
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<td>Olympic Hero’s Parade, Manchester</td>
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<td>6 car cruise events</td>
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<td>2 extreme right wing demonstrations</td>
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<tr>
<td>2 Operation Challenger weeks, tackling modern slavery (GM wide)</td>
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<td>5 higher risk sporting events</td>
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<td>2 significant demonstrations (homelessness and Brexit)</td>
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2.3 Significant emergencies and incidents have all been reviewed through a multi-agency debrief process in line with national College of Policing Authorised Professional Practice to identify good practice and learning to inform future plans and capability development.

3.0 **Flooding During 2016**

3.1 On Boxing Day 2015 Greater Manchester experienced severe rainfall from Storm Eva that resulted in significant flooding in a number of districts. A report providing an overview of the flooding and its impacts was presented to this meeting in January 2016. However, during the subsequent twelve months there have been a number of additional flooding incidents including three separate flooding incidents in Stockport, together with flooding in 6 other districts during November.

3.2 The different flooding events, experienced in a short time period, have illustrated the different levels of national support that may or may not be available and the issues this causes local communities. The Boxing Day floods in 2015 attracted significant government support which was made available through the Communities and Business Recovery Schemes. In subsequent flooding events the Government clearly indicated that provision of financial support to affected homes and
businesses in more localised flooding incidents rests with local authorities stating:

"Government recognises the impact the recent flooding incidents have had on communities, householders and businesses. With localised flooding incidents like these we would expect LAs to have well established contingency arrangements in place and therefore be able to respond and support their local communities from within their existing budgets."

3.3 We have written to the chair of the LGA to express concern about how the current national policy in relation to support packages for flooded communities is resulting in:

- Different levels of support for different communities despite common impacts of flooding depending upon the availability of Government/local funding
- Community awareness of differential treatment by public authorities
- A nationally determined ‘good practice’ benchmark that local councils are expected to fund from local budgets in local events
- A lack of transparency around the trigger level at which a national incident is declared and national support made available to affected communities

3.4 The Government has recently published the National Flood Resilience Review which reviews how flood risk is assessed given the context of climate change, examines key issues around mapping and modelling of potential flood areas, assesses impacts on critical local infrastructure and explores implications for emergency response. In addition, the National Planning Policy Framework has been updated in relation to climate change with models now looking at a potential 70% increase in peak river flows for the North West. Although the extent of the extreme flood outline in GM is unaffected, flood waters are expected to deepen overtime. Work will be ongoing in 2017 to assess the revised models and risk analyses in order to inform planning, exercising and capability development for future incidents.

4.0 Community Resilience

4.1 The importance of community resilience has long been recognised as an essential component in ensuring communities are able to recover incidents. In GM this has been highlighted by the recent flooding. A number of initiatives are ongoing to work with communities and GM has successfully established a partnership with Save the Children to undertake the ‘Take Care’ project. This EU funded project aims to provide space for children to be at the centre of their own resilience-building. Two schools are engaged in the project, one from Salford and one from Rochdale.
5.0 **Promoting Business Resilience**

5.1 Recognising the need to further support business resilience in the face of climate change and potential weather-related incidents, a project has been initiated with CLASP (a not-for-profit service that supports organisations to deal with the challenges of environmental resilience) to provide support to small and medium sized businesses who have predominately been impacted by recent flood events. This work will develop a short guide to climate resilience called ‘Weathering the Storm’ and will provide resources and tools to increase business resilience.

6.0 **Situational Awareness**

6.1 The importance of joint situational awareness across all agencies engaged in responding to an incident is a core requirement for effective response and has been delivered effectively in GM in recent years through multi-agency co-location of incident command structures in GMP’s force command module. However, the Boxing Day floods of 2015 demonstrated an urgent need to develop shared situational awareness between local areas and the Cabinet Office Briefing Room/Ministerial Recovery Group during both the response and recovery phases. Cabinet Office and DCLG have therefore promoted the development and use of a web-based, secure, information sharing platform, ‘Resilience Direct’.

6.2 Resilience Direct enables emergency responders to work collaboratively and share information securely between organisations and the Government. Following a comprehensive trial of the system during a complex and challenging exercise in the summer, GM has successfully used the system during two incidents in December. Continued use of the system is a national priority and GM’s use of the platform has enabled national teams to rehearse capacities for dynamic mapping in incidents.

6.3 During 2017 work to further embed use of the system will include collaboration with:

- Ordinance Survey to map the reservoir risks for GM and thereby offer a significant test of mapping functions.
- University of Salford to carry out a national pilot to identify how the platform can be used to support local responders in the identification of vulnerable people during an incident.

7.0 **Exercises**

7.1 In addition to capturing learning from incidents, GM has maintained a strong exercise programme to enable responders to validate plans and
rehearse capabilities, identifying gaps or areas for further work ahead of emergencies.

7.2 **Exercise Triton**  
In July 2016 the CCRU led the planning and delivery of Exercise Triton II, the largest ‘live play’ multi agency exercise delivered in GM to date. This built on the flood scenario of Boxing Day 2015, challenging commanders to build on learning and assess what they would need to do differently should they be faced with a similar scenario. The exercise developed into a fast paced dynamic situation, based on a reservoir inundation scenario, designed to stretch decision making beyond usual planning assumptions.

The exercise involved 36 different agencies including blue light responders, all ten local authorities, health sector, voluntary sector, utilities companies and transport providers; tested 10 different multi-agency plans; and ran over the course of 4 days with the live play taking place over 17 hours. Overall the exercise provided a unique opportunity to test all three levels of command and control and challenge emergency responders to collectively respond to protect GM. Lessons from the exercise have been built into a review of the GM flood plans, GM Generic Response Plan and have led to specific pieces of work to strengthen existing procedures.

7.3 **Exercise Winchester Accord**  
GM has also used a live play exercise to rehearse the response to a terrorist incident. Exercise Winchester Accord was developed around a scenario at the Trafford Centre, with exercise play taking place at four locations throughout the night. Eleven responding organisations tested their response and the exercise comprehensively explored multi-agency command at a strategic level in addition to exercising counter terrorism responses on the ground.

8.0 **New or Evolving Risks**

8.1 Effective risk assessment remains a cornerstone of emergency management and disaster risk reduction. During 2016 GM has implemented a revised risk methodology, in line with the national framework, strengthening an understanding of risk across all agencies.

8.2 **Cyber Resilience**  
The integration of cyber security into the resilience agenda has emerged as a key priority during the year. GM is part of a pilot project between City of London Corporation, Gloucestershire, Greater Manchester and DCLG. The aim of the project is to develop a model of civic cyber resilience that can be used by LRF partnerships across the country in managing cyber related incidents.

8.3 **Anti-Microbial Resistance**
The increasing resistance of bacteria to antibiotics has been identified by England’s Chief Medical Officer as the most serious international risk to public health after climate change. GM is currently piloting a national social marketing campaign to reduce inappropriate antibiotic prescribing and has developed a strategy that includes objectives to improve infection prevention and control measures especially in relation to urinary tract infections. GM will also seek opportunities available through the 100 Resilient Cities Network to meet the 7th national AMR strategy objective to ‘strengthen international collaboration’.

9.0 Resilience as an Enabler for Economic Growth

9.1 Resilience has attracted international policy attention and is seen as a fundamental issue for ensuring inward investment into cities and supporting city growth. For the first time, world-wide annual economic losses have exceeded $100 billion for five consecutive years and global analysis suggests that investors have not paid sufficient attention to the exposure of businesses to hazards and the threat this represents to profits, competitiveness and sustainability. GM has recognised these links and focused work on a number of specific projects including embedding resilience considerations in the GM Spatial Framework.

9.2 GM is recognised as a global role model for resilience (UNISDR) and is engaged in a number of international initiatives and networks. During 2016 GM’s work was recognised in a number of ways including:

- In May 2016 GM secured membership of the 100 Resilient Cities network. 100RC is an organisation dedicated to helping cities around the world to become more resilient to the physical, social and economic challenges of the 21st century. This work was the subject of a separate paper in 21st July 2016 and work commenced with a highly successful and well attended Agenda Setting Workshop in November which attracted participation from Miami Beach, Rotterdam, The Hague, Belfast and Bristol.
- In September 2016 Salford Council was awarded an EU grant for a GM wide, €1 million project to develop an international city-to-city peer review tool. GM will benefit from an international peer review in early 2018.
- Inclusion as a global case study in the UN’s first ‘Words into Action’ Guide for national and local platforms, one of a series of practical handbooks for use by cities around the world to help them implement the Sendai Framework.
- As an example of good practice for resilience funding and governance in the European Week of Regions and Cities, a four-day event facilitating the exchange of good practice in the field of European regional and urban development.

10.0 Conclusion and Recommendations
10.1 Throughout 2016 the resilience structures in GM have continued to respond to a dynamic and changing risk context. The arrangements and mechanisms in place across local authorities and partner agencies have been proven to enable effective joint working in complex and challenging emergencies. As global and urban risks continue to evolve, GM is part of international and national networks that enable us to learn from experts facing similar challenges, whilst also sharing our expertise and good practice.

10.2 It is recommended that the Police and Crime Steering Group note:

1. the lessons identified in relation to the response to a range of incidents
2. the opportunities presented by membership of 100 Resilient Cities network
3. the wider contribution resilience can make to urban growth, economic investment and community wellbeing