

**Manchester City Council
Report for Information**

Report to: Executive - 28 June 2017
Subject: Manchester Arena Attack and Recovery
Report of: Chief Executive

Summary

On 22 May 2017, Manchester experienced a horrific terrorist attack. Our thoughts remain with the victims, their families and others affected. This report provides an update on the work of the Council and partner organisations to date in responding to the incident. Recognising the potential long term effects that this incident will have, it also sets out arrangements to ensure that future needs to assist those affected to recover are identified and addressed.

Recommendations

Executive is asked to note the response and recovery work undertaken to date in relation to the Manchester Arena attack, as well as the potential long term impacts for those affected.

Wards Affected

The primary scene of the incident is within the City Centre ward however all wards have been affected or could potentially be affected in relation to ongoing investigations, community cohesion and the provision of support to those affected, including schools and young people.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Manchester Arena attack has the potential to reduce economic confidence in the city; impact tourism; and have implications for the music economy including the temporary closure of the Arena. The recovery strategy explicitly recognises economic and business risks and is putting in place measures to mitigate these.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The recovery strategy identifies the potential impact of the attack on young people and seeks to reassure them, re-establishing confidence in the city as a good place to study and develop skills.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Manchester Arena attack has led to impacts in communities, reflected in part in heightened community tensions. The recovery strategy intentionally addresses wider community recovery and the implications of the attack for different communities across the city.
A liveable and low carbon city: a destination of choice to live, visit, work	The Manchester Arena attack has the potential to impact on individual decisions to choose to live, visit or work in the city. There is also a potential impact on the economy of the city and in particular that driven by the events and music industry.
A connected city: world class infrastructure and connectivity to drive growth	The attack attracted worldwide media coverage and was of global interest. Many international offers of support have been received. The recovery strategy recognises the need to demonstrate a world class response and also the synergies with the work of the 100 Resilient Cities programme.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Work is being undertaken to collate the costs incurred by Manchester City Council (MCC), other GM local authorities and partner organisations.

MCC has written to Government in relation to funding for victims and their families and potential funding for local authority, police and health costs is being sought.

Financial Consequences – Capital

None

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1.0 Introduction

- 1.1 Manchester remains shocked and saddened by the horrific attack carried out at the Manchester Arena. The immediate response of the emergency services along with the reports of homes and hotels opening up, taxi drivers offering free lifts and people going out of their way to help and care for their fellow citizens illustrates how the people of Manchester come together in the face of such an atrocity. Manchester has a long history of communities standing together during difficult times and this has been evident in the aftermath of this attack.
- 1.2 Following the immediate response, the Council and its partners are now focused on ensuring that ongoing and long term needs of those affected can be addressed. In addition to welfare and health impacts, the Council is working closely with community representatives to identify and address any community cohesion issues and concerns, together with maintaining economic confidence in the city.

2.0 Background

- 2.1 On 22nd May 2017 at 22:31 a suicide bomber detonated an improvised explosive device, packed with nuts and bolts to act as shrapnel, in the foyer area of the Manchester Arena. The attack took place after an Ariana Grande concert with circa 18,000 people attending, composed of mainly a teenage audience accompanied by parents/family members. Many exiting concert-goers and waiting parents were in the foyer at the time of the explosion.
- 2.2 The detonation of the bomb killed people who were up to 20 metres away. Excluding the perpetrator, 19 people including children were killed at the scene and 3 died later at hospital. At least 245 people are known to be physically injured. Paramedics initially treated 60 walking wounded in the city centre, and 59 serious trauma victims were treated in hospitals. A number of people remain in hospital over one month on from the incident, some remain in a critical condition with life changing injuries.
- 2.3 Within an hour of the explosion, Greater Manchester Police had declared a 'major incident' with armed Police and British military personnel deployed to areas of Manchester City Centre as part of Operation Temperer. At 12.20am GMP deployed a bomb disposal unit to the incident scene. A controlled explosion was later carried out in Cathedral Gardens, but officers confirmed that the item destroyed was subsequently found not to be of any threat.
- 2.4 In the initial hours after the explosion at the Arena, residents and taxi companies in Manchester offered free transport to those left stranded at the concert. A nearby hotel served as a shelter for children displaced by the bombing as many were separated from parents in the aftermath of the explosion. Manchester's Sikh temples (gurdwaras) along with local homeowners, hotels and venues offered shelter to victims of the attack. As part of its initial response the Council set up a friends and family reconciliation centre at the Etihad Stadium.

- 2.5. At 11.00am on Tuesday 23rd May, Theresa May chaired a COBRA meeting and confirmed that the attacker had been identified by security services. It was also announced that the UK's threat level had been raised to 'critical', its highest level. The threat level remained 'critical' until 27th May, when it was reduced to its previous level of 'severe'.
- 2.6 At 12.00pm on 23rd May, GMP confirmed the first arrest relating to the investigation, detaining a 23-year-old man in South Manchester. The bombing offender was named as 22 year old Manchester born Salman Abedi. Over the following 9 days, 21 further arrests were made, with a number of raids, evacuations and controlled explosions carried out at locations across Greater Manchester and wider in the UK. All 22 people have been subsequently released without charge.
- 2.7 Manchester Victoria Station remained closed until 30 May 2017, following the completion of police investigations and repairs to the building. On 14th June, it was confirmed that Manchester Arena will remain closed until September, with scheduled concerts either cancelled or moved to other venues.

3.0 The Response Phase

- 3.1 The incident triggered an immediate multi-agency partnership response at all command levels. A rapid operational response took place to support those affected at the scene whilst a counter terrorism operation commenced investigations. Strategic command and control was established to provide overall co-ordination of the response and to consider the wider and future implications.
- 3.2 For over a decade, through the Greater Manchester Resilience Forum, agencies have worked in partnership to develop plans, training and exercising to improve preparedness for major incidents including terrorism. Use of these plans enabled the rapid activation of:
- A multi-agency Strategic Co-ordination Group (SCG) with overall responsibility for the response, chaired by GMP.
 - The multi-agency Force Command Module enabling co-location of responding organisations (at the strategic and tactical level).
 - A Mass Fatalities Co-ordination Group (MFCG) to ensure that victim identification, care of the deceased and their families could be achieved in the best and most appropriate and sensitive manner.
 - Mass casualty response arrangements to ensure that all those that were injured received the best and fastest treatment possible across the trauma network.
 - A Cross-agency communications and consequence management hub to ensure timely and consistent information was (and continues to be) shared to warn, inform and advise the public and that collectively monitoring of community tensions and any incidents of hate crime were in place and informing actions.

- Collaborative arrangements across infrastructure providers to assess and manage the impact on the Arena, Victoria Station and associated transport infrastructure.
- A Manchester City Council led Reception Centre at the Etihad Campus to provide immediate shelter and support to those affected, including facilitating the reconciliation of families and friends.
- Manchester City Council's Emergency Co-ordination Centre to co-ordinate the Council's internal response (including immediate deployment of strategic, tactical and operational responders to support all aspects of the response).
- Greater Manchester's local authority Civil Contingencies management and mutual aid arrangements to co-ordinate local authority efforts across GM. Whilst all of these plans had been tested in scenarios over a long period of time this was the first time some of the plans, for example the mass fatalities plan had been activated.

3.3 Manchester City Council response

3.3.1 The Council played a key part in the multi- agency response as detailed above. In addition to managing the immediate response attention focussed on working with partners to ensure clear messages to the communities of the city providing reassurance and encouraging the city to 'stand together' in the face of this horrific incident.

3.3.2 Within the first 12 hours work was in progress to

- Establish the 'We Love Manchester fund' to ensure there was a robust arrangement in place to receive donations that were being received. This fund now stands at over £11M, with a clear governance framework which has enabled payments to be made within a very short time period to all families immediately impacted by the incident.
- Enable a vigil to take place within Albert Square on the Tuesday evening, less than 24 hours after the incident itself took place. This in itself was a major event with over xxx attendees and was reported nationally and internationally.
Over the following days
- Meetings were held with community groups to particularly understand the key issues they were experiencing. This and subsequent meetings have been attended by some members of the Libyan community who generally have played a positive role in the city and have been particularly impacted by this incident.
- Contact was made with all schools to provide reassurance and where appropriate advice and support. Visits were made to schools particularly affected.
- Floral tributes were moved from Albert Square where they had initially been placed by visitors to the city to St Ann's Square.
- The incident occurred in the week just before the Great City Games and the Manchester run were due to take place. A significant decision was made that these events should carry on. This was especially important to give a clear message that Manchester was a safe place for families and

visitors and that participation in events such as this were key to the city's recovery.

- Work began to prepare for the Recovery phase and where the Council would take the lead role.

4.0 Recovery

- 4.1 Lessons from previous incidents have demonstrated the benefits of early consideration of the recovery phase. Therefore, whilst simultaneously supporting the response efforts, Manchester City Council and in discussion with government departments (DCLG) began to implement the recovery arrangements set out within the GM Strategic Recovery Guidance. On the 31st May, GMP formally handed over the response phase to the local authority led recovery phase. Manchester City Council are now leading a multi-agency Recovery Co-ordination Group to deliver a Recovery Strategy.
- 4.2 A political reference group has also been established, chaired by the Leader of the Council and includes the Deputy Leader and lead Exec member for Neighbourhoods as well as Beverly Hughes who holds the brief for crime and policing from the GM Mayors office.
- 4.3 Where possible recovery activity is best placed being delivered through the mainstream. At this stage the Recovery Action Plan has been drawn up with 6 work streams: Welfare and Health, Community Recovery, Business and Economic Recovery, Communications, Finance, Debrief and Learning. This is to give a clear focus on the work that has to be undertaken at this stage and enables an assessment of the longevity likely to be required.
- 4.4 Understanding the impacts and utilising best practice
- 4.4.1 To ensure the recovery process identifies all those affected and their immediate and long term needs, the Recovery Co-ordination Group has commissioned an Impact Assessment to provide the evidence base for the Recovery Strategy and Recovery Action plan, including any potential asks of Central Government.
- 4.4.2 A workshop on the 14th June was held to develop the impact assessment which is informing the actions required in the Recovery phase. This was supported by national experts including Dr. Anne Eyre, Mick Free, Professor Richard Williams and Dr. John Etherington who have all had experience of being involved in other major incidents either in the UK or overseas
- 4.4.3 The Council and partner organisations will continue to draw upon national and international expertise and learning to inform development and implementation of the Recovery Strategy and Action Plan.
- 4.4.4 Impact Assessment work to date has already informed and supported a range of activity across all workstreams. The following updates provide a brief overview.

4.5 Welfare and Health

4.5.1 This work is focused on immediate and longer term psychological, physical, practical and social support for:

- Bereaved families
- Injured and their families – ranging from those with minor to life changing injuries
- Children and young people
- Staff of all of the agencies who responded
- The audience at the arena and their families
- The wider public

4.5.2 A key objective is to ensure that those directly affected do not feel forgotten as the world moves on. The best possible support is being put in place. For the more seriously affected long term physical, psychological and practical packages of support will be developed with individuals and their families tailored to their specific circumstances. The support packages will be handed over to normal services but only when the coordination is better than it would have been before this incident. A summary of work underway to support each group is as follows:-

4.5.3 Bereaved families – the families of the 22 deceased are each being supported by a family liaison officer from GMP and have been referred to the Victim Support Homicide Team. The service provides dedicated case workers and assists the individual and their families with long term planning. All families have given consent for support and needs are being assessed. Families have also had access to the We Love Manchester Fund.

4.5.4 Injured and their families - a coordination and liaison team has been established to work with hospitals and the patients admitted to hospital and their families. 104 patients were admitted for a night or more. 20 remain in hospital. Many will be left with very severe disabilities that will change the rest of their lives and the lives of their families. All of the injured and their families will be suffering psychological trauma. For those more seriously injured the team will ensure the provision of a lead worker to coordinate a care and support plan including a wide range of services beyond health and social care. Many of the injured are from outside Greater Manchester and the team are working with the local authorities in the places where they live.

4.5.5 Staff of all of the agencies who responded – this involves mapping provision across MCC, emergency service partners and all other organisations involved to share best practice on staff welfare. There is a common access to an Employee Assistance Programme and occupational health provision within the Council, GMP, GMFRS, NWAS and the Emergency Services Control Centre. It has also been agreed that agencies will use a common model for trauma risk assessment.

4.5.6 Children and Young People – services have been working with schools to identify needs and support young people with the emotional impact of the

attack. Educational Psychologists across GM have led delivery of a proactive critical incident response. The capacity of Educational Psychologist and CAMHS service provision continues to be assessed to ensure the sufficient resources are available. There has been particular work with Chethams due to the proximity of the school to the arena. Children and young people are also being supported to return to education following any period of absence related to the arena incident.

4.5.7 The audience at the arena and the wider public – the ambition is to develop an online hub / webpage where tailored offers of support can be accessed. As an interim measure the intention is to get all the relevant information and links to key websites into one place. A programme of emotional wellbeing and mental health support has been put in place. Phase two of this approach is to develop a proactive service screening and assessment process. The assessors will refer into the right services and hand over to local areas.

4.6 Community Recovery

4.6.1 The Community Recovery workstream is focused on individuals, communities, institutions and others that have been impacted by the attack. Predominantly the focus is within Manchester and where it is relevant and appropriate reaches into GM. Consideration is being given to influencers including religious and cultural factors, national and international events, press reporting and existing local issues to ensure that the approach to community recovery is as dynamic and responsive as possible. The work will link to national initiatives including the #WeStandTogether programme that Manchester is fully involved in and will identify and build on best practice from previous incidents nationally and internationally.

4.6.2 The community recovery work stream will focus on the following objectives:

- Encourage communities to stand together and promote unity and positive stories
- Build community resilience to extremism and hate
- Work with communities to identify community assets and co-design activities (including hard to reach groups/most vulnerable communities)
- Safeguard and provide support to those most affected and vulnerable (individuals and institutions)
- Manage risk and increase community confidence to report suspicious activities and hate crime etc.
- Provide communities with reassurance
- Counter negative narratives and myth busting

4.6.3 Work to date has focused on proactive engagement with communities and groups, engagement with local members and key institutions such as schools to understand the key issues and challenges and how collectively this work should be taken forward. This is building on the extensive engagement work that has taken place in the city over the last 2 to 3 years. In addition information from GMP data on hate crime incidents, feedback via the GMP Community Hub has informed where there have been tensions and this has

enabled targeted and proactive action to be taken to reassure communities and key institutions including some of our schools and mosques. This has been used to identify impacted communities and of those the most vulnerable communities that will need further consideration post the attack. Clearly events that have occurred in London since the 22 May have continued to have an impact.

- 4.6.4 Further information is being gathered from a range of sources including elected members and Registered Housing Providers and this will be fed into the Community Impact Analysis. Information is also being collated from all 10 district community safety / Prevent / cohesion leads across Greater Manchester. This is focused on collating information on those people and places experiencing community tensions and the nature of the community tension, also whether these are new tensions or an amplification of existing tensions. Alongside this, information is being collated on any actions already in place to manage these tensions and any short, medium and long term plans for cohesion activities, projects and programmes.
- 4.6.5 A dynamic risk assessment is applied to each community identified and it is recognised that bespoke pieces of work and activities will need to take place to address the risks and impacts on specific communities, institutions and others in local areas across Greater Manchester where there are particular concerns and risks. This will be regularly reviewed and updated.

4.7 Business / Economic

- 4.7.1 Since the 22nd May dialogue has been established with the 19 businesses who were affected by the inner cordon that was put in place in and around the Manchester Arena. Business continuity plans for businesses, such as SMG, the operator of the Manchester Arena and N Brown, who operate a call centre from within the Manchester Arena complex, were operationalised immediately with no loss of service or employment. Across the city and city region the opportunity to promote the need for all organisations to revisit business continuity plans will be taken. This will be supported by the Manchester Business Continuity Forum.
- 4.7.2 Work is underway to determine the short term and medium term impacts on retail businesses, hotel operators, the music economy and the wider visitor economy within the city and city region. In doing so, Marketing Manchester are working very closely with Visit England to ensure that the wider perceptions of Manchester, London and England as a place to visit suffer no long term impact.
- 4.7.3 The Manchester Arena this will be closed until September and SMG are seeking to reschedule events which have had to be cancelled at the Arena or, as a result of other touring commitments, to retain as many of the cancelled events within the Manchester area in order to minimise the economic impacts of losing those events.

4.7.4 Once the work programme for this workstream is fully scoped it is likely this will be delivered through mainstream activity using the existing arrangements in place.

4.8 Communications

4.8.1 The communications workstream has been established to provide communication leadership and strategic advice in support of the established recovery workstreams, overseeing the communications output, addressing local, regional and national communication issues. The main purpose is to ensure that the public and media, where appropriate, are fully informed and consulted during the recovery process. The group identify media and communications activities and support event management associated with the recovery process. The group is developing an overarching strategic approach and communications plan which engages communities, the audiences identified through the recovery impact assessment and the media.

4.8.2 In the meantime, there has been a significant amount of activity to support the recovery process, this includes supporting the Community Recovery workstream with the media management of the tributes in St Ann's Square, development and sharing a key message communications pack pulling together unity, community cohesion and celebrating resilience messages and content, in particular supporting the consequence management hub with general reassurance and counter terrorism related reassurance messages as well as encouraging reporting hate crime. Currently in development are communications packs for schools, public sector and voluntary sector workers and transport.

4.8.3 The group are working closely with the Welfare and Health workstream and in the immediate term the focus has been messages for victim support, welfare and mental health advice. The team are now focusing their attention on the development of messaging as we hit the four week mark following the incident as well as supporting the development of the virtual humanitarian hub. Through mutual aid additional resources have been brought in from the Cabinet Office to support the development of the virtual hub.

4.8.4 Considerable impact analysis for the Business and Economic recovery workstream has been completed which is helping to inform the communications approach. In addition messages for the business continuity, resilience and counter terrorism have been developed and shared as well as a focus on sharing the positive response from Manchester businesses in support of those affected, from taxi drivers to larger corporate and celebrity support for the city. Work is underway with Visit England to continue to support the city's status as a key visitor destination.

4.8.5 For the We Love Manchester Emergency Fund the initial focus was media management in conjunction with the Red Cross, who are managing the fundraising. The team facilitated interviews and provided information about the fundraising total. This has now moved to the management of information

around dispersal of the fund. A communications plan has been drafted, setting out a strategic approach for the fund for the next six months.

4.9 Finance

4.9.1 Work is being undertaken to collate the costs incurred by Manchester City Council, other GM local authorities and partner organisations.

4.9.2 MCC has written to Government in relation to funding for victims and their families and potential funding for local authority, police and health costs is being sought.

4.9.3 The potential future costs and resource requirements will continue to be assessed.

4.10 Debrief / lessons learned

4.10.1 Whilst emergencies are characterised by unpredictability and existing plans and experiences will never be an exact fit for a scenario, the rapid identification of lessons from each emergency can inform future responses. Emergency management enables preparation through plans, training, exercises, partnership working and ways of thinking that enable society and responding agencies to better manage the next crisis. Drawing lessons from emergencies is a foundation of good emergency management and of ensuring a safer society. Within the council work will progress in the next few weeks to undertake our internal lessons learned.

4.10.2 This wider work stream will lead the strategic multi-agency debrief of the command, control and communication structures and processes established under the Greater Manchester Resilience Forum's plans and protocols i.e. the Strategic Coordinating Group and the Recovery Coordinating Group.

4.10.3 A proposed debrief methodology which will include reference to the will be presented to the GMRF on 16/06/2017.

4.10.4 Whilst working to transition the current recovery governance and delivery mechanisms into mainstream delivery, the Recovery Coordination Group will continue to oversee the different workstreams.

5.0 St Ann's Square

5.1 Following the movement of the floral tributes to the square from 24th May the main focus of public and media attention was on St Ann's Square. This was the site of the vigil on Thursday the 25th May where around 4,000 people gathered and following which large numbers of visitors continued to visit to pay respects and lay tributes over the next 2 weeks.

5.2 City Council Neighbourhood Officers were deployed initially to manage queues and the ensure St Ann's Square remained a place of reflection and dignity. Key tasks at his stage were controlling crowds, dealing with intrusive

media behaviour and addressing inappropriate activity from street vendors, preachers, beggars etc.

- 5.3 Round the clock cover was established to manage the site. From 7.00 -21.00 hrs each day city council staff in high-vis vests were available to assist the public and provide reassurance. Overnight security was provided via the City Council's security contract to ensure the square remained safe and tidy, and that any inappropriate behaviour was challenged and reported. Volunteers were also provided by GMFRS and Marketing Manchester.
- 5.4 This approach continued until 9th June, when using volunteers from MCC Framework contractors a major operation to remove all the tributes from St Ann's Square and commence the clean up of the war memorials and public realm.
- 5.5 Throughout out this time there was close contact with GMP Family Liaison officer to ensure the wishes of the families were respected and that items of sentimental value were retrieved.
- 5.6 Some considerable work is progressing to ensure the flowers, messages and other tributes are preserved. The response from the press and the public to the City Council's approach of preserving tributes has been extremely positive.

6. Conclusion

- 6.1 The incident that took place on the 22nd May was one of the worst atrocities ever seen on UK soil and was absolutely devastating to all Mancunians, those who live here and those who associate themselves with the city. As a city and as a Council through our resilience arrangements we were able to respond quickly and effectively with a clear focus on those most impacted.
- 6.2 The approach to recovery will ensure that those affected by this incident receive the best possible support and care.
- 6.3 It will be important to ensure that the recovery arrangements transition into established mainstream structures and processes to ensure this is sustainable in the longer term.
- 6.4 A further report will be provided later in the year to update on progress in the recovery process.

7.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 7.1 The Manchester Arena attack has the potential to reduce economic confidence in the city; impact tourism; and have implications for the concert economy including the temporary closure of the Arena. The recovery strategy explicitly recognises economic and business risks and is putting in place measures to mitigate these. This includes actively working with the businesses and sectors involved, monitoring future trends in the city's economic

performance, and recognising the contribution of the city to wider economies including that of the North West.

(b) A highly skilled city

- 7.2 The recovery strategy recognises the potential impact of the attack on young people and seeks to reassure them, re-establishing confidence in the city as a good place to study and develop skills. The effects of the attack have been felt in schools across Greater Manchester and beyond and proactive work is underway to support children and young people in the city, in Greater Manchester and across the UK. This includes psychosocial support, offers to build resilience and reassurance, together with community cohesion work.

(c) A progressive and equitable city

- 7.3 The Manchester Arena attack has led to impacts in communities, reflected in part in heightened community tensions. The recovery strategy intentionally addresses wider community recovery and the implications of the attack for different communities across the city. This work has actively engaged the existing networks across Greater Manchester to ensure an informed and effective response. Partners are engaged in managing ongoing demonstrations by extreme political groups across Greater Manchester

(d) A liveable and low carbon city

- 7.4 There is a risk that the attack has longer term impacts on retail businesses, hotel operators, the music economy and the wider visitor economy within the city and city region. The recovery strategy needs to ensure that the wider perceptions of Manchester as a place to visit suffer no long term impact.

(e) A connected city

- 6.5 The attack attracted worldwide media coverage and was of global interest. Many international offers of support have been received. The recovery strategy recognises the need to demonstrate a world class response and also the synergies with the work of the 100 Resilient Cities programme which is due to commence in the next few months. The recovery strategy includes working with Westminster and Southwark Councils to help integrate and align responses to recent attacks in the UK.

7. Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The attack has led to heightened community tensions and community cohesion issues, together with specific impacts on young people. There is proactive engagement with different communities across the city, including with young people and schools, to address and mitigate these effects.

(b) Risk Management

- 7.2 Immediately following this incident the threat level across the UK increased and has since been reviewed and now remains at SEVERE. Discussions remain underway with GMP and Counter-Terrorism advisers about risk mitigation and management of key areas and sites.

(c) Legal Considerations

- 7.3 In responding to and recovering from the Manchester Arena attack the Council is discharging many statutory responsibilities.