



CARLISLE STORM AND FLOOD JANUARY 2005

RECOVERY PHASE DEBRIEF REPORT

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INTRODUCTION

This report draws together the responses to the Recovery Phase debrief process initiated by Carlisle City Council with the assistance of the Emergency Planning Unit of Cumbria County Council.

This report is in addition to the multi agency debrief report issued on 14th July 2005 which focussed solely on the emergency phase of the incident.

The process was mainly undertaken by written requests, to as many people and agencies that were involved as possible, to state "What went well?" "What didn't go well?" and "What can be done better?" The report also incorporates the feedback from a debrief workshop that Carlisle City council held for the Management Briefing held at Tullie House, Carlisle.

The focus of this report is on the Recovery process in Carlisle City itself and only occasionally includes reference to the many wider area effects and issues associated with this major storms event.

The responses have been summarised as accurately as possible, however, the Editors apologise for any editing which the original author feels has changed the meaning or context of their response.

The Summary and Recommendations are an attempt to draw together the comments made and use these to formulate some actions on which to move forward.

The contents of this report are not necessarily the opinion of the Editors.

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Annex E is substantially the work of the Sellafield Recovery Planning Group with amendments based on the Carlisle flood experiences to provide more generic guidance.

This document is also available on www.cumbriaresilience.info

CONTENTS

- 1. Timeline**
- 2. Acute Phase Debrief Document**
- 3. Summary**
- 4. Recommendations**

ANNEXES

- | | |
|----------------|----------------------------------|
| Annex A | Summary of Comments Received |
| Annex B | Management Structure Established |
| Annex C | Communities Reunited |
| Annex D | Facts and Figures |
| Annex E | Recovery Guidance |

1. Timeline

Flooding	January 8/9 th 2005
Handover to Recovery Phase	13 th January 2005
Move from Castle back to Civic Centre	14 th February 2005
Restarted Community Working Group	16 th March 2005
Communities Reunited launched	26 th April 2005
Last multi agency Recovery Group meeting	12 th October 2005
Communities Reunited closed	30 th June 2006
Last Community & Housing Recovery Group Meeting	4 th July 2006

2. Acute Phase Debrief Document

This was coordinated by GONW and is published on the UK Resilience website. This report contains a full statement of the events during the acute phase.

<http://www.ukresilience.info/publications/carlislesummary.pdf>

<http://www.ukresilience.info/publications/carlislereport.pdf>

3. Summary

A summary of all of the debrief comments is shown in Annex A.

Carlisle City Council and Cumbria County Council both produced action plans for their organisations based on feedback from acute and recovery phase debriefs. Both action plans are now signed off.

A Recovery Guidance document is being issued by the Emergency Planning Unit based upon the work of a multi agency Sellafield Recovery Planning Group and experiences in exercises and real incidents. It incorporates the learning from this debrief and the authors personal views based on their experience of the recovery phase. The Guidance is included as Annex E.

4. Recommendations

- a. The "Next Times" shown in Annex A be enacted.
- b. A recovery management structure be adopted, trained and exercised in as stated in the Recovery Guidance (Annex E).
- c. The Recovery Guidance in Annex E is adopted for use in future incidents and reflected in the General Emergency Plan.
- d. The delivery of the welfare response in the recovery phase should be delivered through an Assistance Centre. (This planning is to be developed by a multi agency group led by Cumbria County Council's Adult Social Care directorate.)

Summary of Debrief Comments

GOOD	BAD	NEXT TIME
<ul style="list-style-type: none"> • Multi agency working • Cooperation • Resource sharing • Structure of Recovery Groups incl Chairs from partner agencies • Liaison with Government Office 	<ul style="list-style-type: none"> • Welfare coordination 	<ul style="list-style-type: none"> • Recovery Structure and Plan • All relevant agencies need to fully engage in Recovery • Capability building for community self help and resilience
<p>Clean up</p> <ul style="list-style-type: none"> • Waste removal • Advice to householders 	<ul style="list-style-type: none"> • Coordination/monitoring of contractors • Traffic management 	<ul style="list-style-type: none"> • Coordination/monitoring of contractors • Accept that over a long time (never ending)
<p>Welfare</p> <ul style="list-style-type: none"> • Voluntary sector commitment and resources • Communities Reunited • Good collection of data (principle right) • Multi agency forums/centres • Young People 	<ul style="list-style-type: none"> • Coordination • Varying insurance policies and quality of response • Questionnaire too lengthy • Elderly coping/cleaning up 	<ul style="list-style-type: none"> • Better questionnaire, if used • Housing needs – on balance with welfare group • Single database – collect for all agencies <ul style="list-style-type: none"> - data sharing protocols - resources • Plan in advance and identify problems and solutions for different vulnerable groups • Care homes – need own BC Plans, e.g. power
<p>Communications</p> <ul style="list-style-type: none"> • Got lots of info out 	<ul style="list-style-type: none"> • Getting it to target audiences/not knowing where they were 	<ul style="list-style-type: none"> • Coordinate public information • Communications strategy • Structured public meeting • Communicate the Recovery structure and agency responses
<p>Business</p> <ul style="list-style-type: none"> • Led by key business support agencies 		<ul style="list-style-type: none"> • Same again using Action Plan

Recovery Management Structure established

1. MANAGEMENT TEAM

Terms of Reference

Bringing together the individual and collective responses
Setting strategies for each recovery working group and receiving actions plans from those groups
Linking and ensuring coordination
Provide and receive support for staff in the District Control Centre
Checking that the action plans are addressed
(Once the action plans are complete the work of the MT will be complete)

Chair

Chief Executive of Carlisle City Council

Membership

Directors and senior officers from Carlisle City Council and Cumbria County Council
Chair of each sub group
Police
EPU
GONW

Strategy

To focus the resources of the City Council and its partners to bring properties affected by flooding back into use as soon as possible and to identify opportunities to deliver wider social, economic and environmental improvements to promote and sustain confidence among businesses, in local communities and in the housing market.

Method

Daily meetings initially, then as required.

Issues

Finance, liaison with Central Government, VIP visits, public relations, liaison with Environment Agency, regeneration.

2. DISTRICT CONTROL CENTRE

Terms of Reference

Provide support and resources for MT
Support all cross agency work
Receive feedback from all the groups
Maintain the momentum of silver command and appropriate on the ground resources

Chair

Overview and Scrutiny Manager Carlisle City Council

Membership

City Council
County Council
Police
Fire
Red Cross (Vol agencies)
United Utilities
Health
GIS
Media
Others as required or requested

Strategy

To act as a coordination and control centre for multi agency recovery activities on the ground.

Method

Operated from the County Council Control Centre (as silver had) in the Castle Carlisle until City Council premises available.
Agency's workstations
Open 8-8 7 days initially
Regular briefings at which those not permanently at the centre could attend

Issues

Continuation of the coordination of on the ground activity.
Took on data gathering and collation as no other agency had.
Took on role of Welfare Coordination in the absence of a strong welfare group.

3. WELFARE GROUP

Terms of Reference

Reception Centres: identify users, where they have gone, which services they are using and/or need, identify gaps and how to fill and same for those who did not attend RCs
Ensure maximum take up of services

Chair

Director Social Service CCC

Membership

First meeting had 50+ attendees

Strategy

Appointed 8 lead officers for key roles; coordination, housing area support, financial support, health/food, Reception Centres.

Method

Establish sub groups: housing (Chair City Council), health/food (Chair PCT), money (Chair City Council), support (Chair Area Support Team CCC)
Establish contact points for homelessness issues
Involve Central Government agencies

Assess potential housing need
Identify unmet financial needs and potential sources of aid
Communicate public health messages

Issues

Communications, race and language issues, housing, reception centres, telephone enquiry points, benefits, financial assistance, clothing, food, health, data gathering activities

4. BUSINESS SUPPORT

Terms of Reference

To assist businesses across Cumbria to recover from the damaging effects of the floods, storms and power cuts that occurred during the weekend of 8 and 9th January 2005.

Chair

Chief Officer Business Link then NWDA

Membership

Carlisle City Council
Cumbria County Council

Strategy

Action Plan with assigned responsibilities

Method

Established Cumbria Business Recovery Group
Single helpline number published
Assess the scope, location and severity of the needs of businesses that had suffered
Identify existing business support that could be used to meet the needs
Initiate measures to communicate the support available to businesses
Establish funding sources for additional support

Issues

Identifying affected businesses, support methods, obtaining funding

5. PUBLIC ASSETS/INFRASTRUCTURE

Terms of Reference

Restore public facing/public contact points and communicate these to the community
Implement business recovery strategies for restoration of original facilities (primarily City Council assets and Police station)
Review long term location of key assets and perhaps others to explore future options
Provide an advice service to the community for professional and technical support and procurement

Chair

Head of Commercial and Technical Services City Council/Director Client Services County Council (and School sub group by Director Education County Council)

Membership

City Council
County Council
Capita

Strategy

Restore infrastructure

Method

Meetings between respective bodies as appropriate and weekly update reports to MT
Provide condition assessment of key public assets
Identify temporary accommodation arrangements
Share resources, knowledge and specialist advice
Establish various contact points for the public (Tullie House desk and tel line and Old Town Hall)

Issues

Highways, schools, public buildings, parks, car parks, tree damage, traffic lights, rights of way, lighting, bridges and structures

6. FINANCE

Terms of Reference

Monitor disaster expenditure to ensure that all eligible expenditure is recorded and claimed under the Bellwin model.

Chair

Director Finance Cumbria County Council

Membership

Cumbria County Council
Carlisle City Council

Strategy

Coordinate the Bellwin Scheme
Liaise with insurance companies
Investigate external funding

Method

Information on Bellwin Scheme to recovery groups

Issues

7. MEDIA/COMMUNICATIONS

Terms of Reference

Maintain a flow of information about the flood recovery
Promote, positively, the multi agency approach to flood recovery
React quickly to negative media stories and misinformation

Build awareness and confidence in public authorities
Reassure the public that the support mechanisms remain in place
Reassure the public that lessons will be learned from the emergency and actions taken.

(Initially were:

Use national, regional and local media to:

Issue public information about the flood recovery

Promote, proactively the work of the Recovery Working Groups

React to media stories and public concerns

Use the media to protect the reputations or the organisations involved in recovery)

Chair

Communications Manager Carlisle City Council

Membership

Carlisle City Council

Cumbria County Council

Strategy

Method

Liaise with communications officers from all the agencies involved

Identify appropriate spokespeople for interviews and quoting in press releases

Use all types of media, public meetings and fact sheets

Monitor media coverage

Issues

Maintaining positive image of Carlisle, monitoring the press

8. CARLISLE CITY COUNCIL HOUSING AND COMMUNITY RECOVERY (took over work of Welfare Group as from 1st April 2005)

Terms of Reference

To ensure that all flood damaged property is brought back into use as soon as possible and at the highest possible standard, including flood resilient measures where appropriate.

- To keep communities together while they are in short term accommodation
- To establish systems of communication for residents who were displaced
- To provide help and information to residents
- To establish the specifications and standards of work being undertaken by contractors.

To identify opportunities to add value to the recovery phase through the provision of additional improvements.

- To ensure that property meets the Decent Home Standard
- To ensure that properties can withstand flooding in the future
- Make public open space more flood resilient
- Work to ensure that the environment/public space within communities is improved
- Tackle flood blight

- Work towards a Carlisle Renaissance

To address the short term housing needs of residents of the flood affected area

- To provide accommodation to those displaced by the flooding and who are in need, covering:
 - Owner occupiers
 - Homeless persons who have been displaced by the flooding and area unable to go back to their accommodation both owner occupiers and those from private rented properties
 - Residents displaced from homeless hostels

To coordinate the provision of appropriate welfare assistance as set out in Section 14 (welfare) of the general emergency Plan

To identify and address the medium term welfare needs of flood-affected residents

To support and help sustain flood affected communities during their period of displacement

To identify appropriate actions, interventions and projects to assist the sustainability of these communities in the longer term

To prepare an Action Plan to deliver the above

To seek resources, where required, to implement the Action Plan

Chair

Head of Scrutiny and Emergency Planning Services then Executive Director, Carlisle City Council

Partners (Membership)

Carlisle City Council

Cumbria County Council

Carlisle Churches Flood Response

North Cumbria Primary Care Trust

Cumbria Community Foundation

British Red Cross

Carlisle and Eden Crime Reduction Partnership

Carlisle Council for Voluntary Service

Benefits Advice Service

Citizens Advice Bureau

Community Law Centre

Age Concern

Strategy

Method

“Communities Reunited” Project

Establish contact with all Carlisle’s flood victims

Record their household details and temporary addresses and contact information

Provide effective communications links with and between flood victims on a community basis

Identify any unmet welfare needs and address them, within reason

Use information gathered to drive development of the project and/or inform the development of other appropriate projects

Coordinated from a City Centre office/drop in centre, also centres at Warwick Road and Caldewgate. Drop in sessions in the rural area.

**‘Carlisle – Back to normal but better’
Community Recovery Group
Communities Reunited Project**

1. Community/Welfare Needs

Welfare and community support needs arose and were addressed by the multi-agency Emergency Control Centre during the critical phase of the emergency and the co-ordination of this work continued into the recovery phase under the chairmanship of Carlisle City Council. The Community Recovery Group was established to continue this important work.

The range of needs and problems, which arose, was very wide and included health, emotional, spiritual, educational, temporary accommodation, financial, insurance, dislocation from normal support or services, transport, employment, refurbishment together with other vulnerabilities caused or heightened by the emergency.

2. Community Recovery Group Terms of Reference

The Community Recovery Group had the following terms of reference: -

1. To co-ordinate the provision of appropriate welfare assistance as set out in Section 14 (Welfare) of the County General Emergency Plan.
2. To identify and address the medium-term welfare needs of flood affected residents.
3. To support and help sustain flood affected communities during their period of displacement.
4. To identify appropriate actions, interventions and projects to assist the sustainability of these communities in the longer term.
5. To prepare an Action Plan to deliver items 1 to 4 above.
6. To seek resources, where required, to implement the Action Plan.

As the principle vehicle to take its work forward the group agreed to develop the ‘Communities Reunited Project’ as outlined below.

3. Lead Agencies

Carlisle City Council, Cumbria County Council, Carlisle Churches Flood Response.

4. Partner Agencies

North Cumbria Primary Care Trust, Cumbria Community Foundation, British Red Cross, Carlisle and Eden Crime Reduction Partnership, Carlisle Council for Voluntary Service, Benefits Advice Service, Citizens Advice Bureau, Community Law Centre, Mind, Age Concern.

5. Project Objectives

To help fulfil the above Terms of Reference the project sought to: -

- a. Establish contact with all Carlisle's flood victims
- b. Record their household details and temporary addresses and contact information
- c. Identify any unmet welfare needs and address them
- d. Provide effective communications links with and between flood victims
- e. Use information gathered to drive development of the project and/or to inform the development of other appropriate projects.

6. Project Offices

The project was co-ordinated from a city centre office/drop-in centre, together with centres at Warwick Road and Caldewgate. Drop-in sessions were also held in the rural area.

7. Staffing

Carlisle Churches Flood Response provided management of and volunteer staffing for the project offices/drop-in centres, telephones, door knocking. Carlisle City Council Community Support Team and Cumbria County Council Area Support Team each provided professional and administrative support, lead on some elements, also additional auxiliary staffing for the project offices/drop-in centres.

8. Partner Agencies Support

Partner agencies received appropriate case referrals from the project and co-ordinated their own targeted activity via the offices/drop-in centres and also supported them directly with representation where this proved to be necessary.

9. Start-up Costs

Carlisle Churches Flood Response funded the manager for the project offices and costs associated with their volunteers staffing them and also the Warwick Road and Caldewgate centres. Carlisle City Council provided the city centre office/drop-in centre location, including telephone and IT infrastructure and running costs.

10. Action Plan

An Action Plan was prepared to deliver the project and identify outcomes. Response delivered included: -

- drop-in centres and sessions in all affected areas
- immediate responses to residents welfare needs
- active listening
- database of affected residents, mapping of residents contacts
- assistance with liaison with insurance, utility and building companies
- access to IT facilities
- newsletter and complimentary communications channels

- analysis of ongoing needs to shape project development and inform these communities sustainability requirements
- programmes of communication and social activities to reconnect affected communities and sustain them through recovery
- development of celebrations as communities come back together.

11. Timescale

The Communities Reunited project ran for 18 months.

Facts and Figures

General

- 1,925 homes and businesses flooded up to 2 metres
- 3000 plus people homeless for up to 12 months
- Approximately 50 homes still unoccupied at the time of writing (November 2006)
- 60,000 addresses without power
- 3,000 jobs put at risk

Carlisle City Council

- Suffered damage to corporate HQ, hostels, sports facilities, car parks, industrial estates
- Insurance claim £6.7 million
- Bellwin claim £509,000 received £410,000
- Received £1.5 million grant from ODPM for recovery

Cumbria County Council

- Suffered damage to 4 schools, highways, bridges, lighting, rights of way insurance claim £3 million plus £1 million from own insurance fund. Longer term reinstatement of highways £2 million
- Bellwin claim £1,580,000 received £530,00