CARLISLE STORM AND FLOOD JANUARY 2005

RECOVERY PHASE DEBRIEF REPORT
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
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1. **Timeline**

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Flooding</td>
<td>January 8/9th 2005</td>
</tr>
<tr>
<td>Handover to Recovery Phase</td>
<td>13th January 2005</td>
</tr>
<tr>
<td>Move from Castle back to Civic Centre</td>
<td>14th February 2005</td>
</tr>
<tr>
<td>Restarted Community Working Group</td>
<td>16th March 2005</td>
</tr>
<tr>
<td>Communities Reunited launched</td>
<td>26th April 2005</td>
</tr>
<tr>
<td>Last multi agency Recovery Group meeting</td>
<td>12th October 2005</td>
</tr>
<tr>
<td>Communities Reunited closed</td>
<td>30th June 2006</td>
</tr>
<tr>
<td>Last Community &amp; Housing Recovery Group Meeting</td>
<td>4th July 2006</td>
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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.


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).


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

<table>
<thead>
<tr>
<th>GOOD</th>
<th>BAD</th>
<th>NEXT TIME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multi agency working</td>
<td>Welfare coordination</td>
<td>Recovery Structure and Plan</td>
</tr>
<tr>
<td>Cooperation</td>
<td></td>
<td>All relevant agencies need to fully engage in Recovery</td>
</tr>
<tr>
<td>Resource sharing</td>
<td></td>
<td>Capability building for community self help and resilience</td>
</tr>
<tr>
<td>Structure of Recovery Groups incl Chairs from partner agencies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Liaison with Government Office</td>
<td></td>
<td></td>
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<tr>
<td>Clean up</td>
<td>Coordination/monitoring of contractors</td>
<td>Coordination/monitoring of contractors</td>
</tr>
<tr>
<td>Waste removal</td>
<td>Traffic management</td>
<td>Accept that over a long time (never ending)</td>
</tr>
<tr>
<td>Advice to householders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Welfare</td>
<td>Coordination</td>
<td>Better questionnaire, if used</td>
</tr>
<tr>
<td>Voluntary sector commitment and resources</td>
<td>Varying insurance policies and quality of response</td>
<td>Housing needs – on balance with welfare group</td>
</tr>
<tr>
<td>Communities Reunited</td>
<td>Questionnaire too lengthy</td>
<td>Single database – collect for all agencies</td>
</tr>
<tr>
<td>Good collection of data (principle right)</td>
<td>Elderly coping/cleaning up</td>
<td>- data sharing protocols</td>
</tr>
<tr>
<td>Multi agency forums/centres</td>
<td></td>
<td>- resources</td>
</tr>
<tr>
<td>Young People</td>
<td></td>
<td>Plan in advance and identify problems and solutions for different vulnerable groups</td>
</tr>
<tr>
<td>Welfare</td>
<td></td>
<td>Care homes – need own BC Plans, e.g. power</td>
</tr>
<tr>
<td>Communications</td>
<td>Getting it to target audiences/not knowing where they were</td>
<td>Coordinate public information</td>
</tr>
<tr>
<td>Got lots of info out</td>
<td></td>
<td>Communications strategy</td>
</tr>
<tr>
<td>Communications</td>
<td></td>
<td>Structured public meeting</td>
</tr>
<tr>
<td>Business</td>
<td></td>
<td>Communicate the Recovery structure and agency responses</td>
</tr>
<tr>
<td>Led by key business support agencies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Business</td>
<td></td>
<td>Same again using Action Plan</td>
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ANNEX B

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
ANNEX B

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
ANNEX B

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.

* Top 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 Caldwewgate. Drop in sessions in the rural area.
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 £530,000