

## **STORM EVA: BOXING DAY 2015**

### **THE EVENT/IMPACT/RESPONSE/RECOVERY/ GRANTS/LESSONS LEARNED/ACTIONS**

---

To: SCRUTINY MANAGEMENT TEAM

Date of Meeting: 22 MARCH 2016

Notes of: NEIGHBOURHOOD SERVICES  
MANAGER

#### **BRIEFING NOTE**

1. The rainfall intensity on the day (in terms of mm/hour) was not extreme in itself – United Utilities estimated a 1-in-27 years storm and Yorkshire Water 1-in-28.

However, it came at the end of the wettest December since 1910. In what is turning out to be the warmest winter in England since records began in 1659.

2. In addition to the usual pluvial (rain) and fluvial (river) flooding, there was a great deal of groundwater and surface water flooding. Rainfall was running straight off saturated fields – sometimes directly into properties and sometimes via highways where the highway surface water drainage could not cope.
3. River levels were very high. Five of the main rivers in Pendle have river level gauges:
  - Trawden Brook;
  - Colne Water;
  - Pendle Water;
  - Earby Beck; and
  - Earby New Cut.

Since the gauges were installed, record levels were recorded on all but Earby Beck (the record there was during a summer flash flood in 2007).

4. The Environment Agency ((Lancashire and Cumbria for Trawden Beck, Colne Water and Pendle Water) and Yorkshire for Earby Beck and Earby New Cut) Floodline Service issued Flood Alerts and Flood Warnings for all these rivers. No Severe Flood Warnings were issued for any of them (see Appendix 1).

(NB: A new Flood Alert area for Walverden Water, Nelson, was launched on 24 February 2016.)

5. The Meteorological Office issued a Red Alert for the whole of Lancashire. This is extremely unusual (see Appendix 2).
6. Lancashire Constabulary therefore set up Gold Command (Emergency Planning). However, the Constabulary were overwhelmed because the flooding was countywide (as they reported at the special meeting in Earby – see paragraph 16).
7. Pendle put in place its Civil Emergency Plan and Multi Agency Flood Plan (see Appendices 3 and 4).

NB: The County Council (in its emergency planning capacity) has a countywide overarching Multi Agency Flood Plan Part 1.

Each District has a complementary and more localised Multi Agency Flood Plan Part 2.

8. New Road Community Centre was opened as a rest centre (at the request of Earby Town Council) as a precaution on Christmas Day (opening of the Earby Mining Museum was a backup).
9. In Pendle, the total number of properties flooded (when this reported was written on 1 March 2016) was 117 – 71 residential and 46 businesses. The breakdown is:

<b>Location</b>	<b>Residential</b>	<b>Business</b>
Earby	43	27
Barnoldswick	4	0
Barrowford	0	11
Other Areas	24	8

10. It is useful to look at what happened in the Borough by dividing into south and north.

#### **South (Laneshaw Bridge to Reedley)**

- Very little fluvial flooding. A small number in Reedley from Pendle Water and a small number at Cotton Tree at the confluence of Colne Water and Trawden Brook.

## **North (West Craven)**

- A small amount in the Gillians Beck area in Barnoldswick (plus a very close call in the Ghyll Meadows area of Barnoldswick).
  - Earby generally.
11. The flooding event in Earby was a rapid one and came essentially from three sources:
- in the Skipton Road area, residents were flooded from Victoria Clough culvert (also a main river) and Skipton Road highway;
  - in the Victoria Road/Boot Street area, residents were flooded from the over-topping of New Cut; and
  - in the Water Street area, residents were flooded from Earby Beck (although some were saved by flood resilience measures installed in the past).
12. Set out below is an extract from the Recovery Impact Assessment Pendle is required to submit to the Department of Communities and Local Government (daily until 16 February 2016 and now weekly).

## **Incident Response**

- Delivery of sandbags: 1 x 15t hook lift skip loader, 2 x 3.5t caged tippers
- Clean up: 1 compact sweeper, 1 x 15t channel sweeper, 1 x refuse collection vehicle
- Sandbagging: 3 x staff
- Delivery of sandbags: 3 x staff
- Clean up: 5 x staff
- Admin support: 1 x staff member
- Supervision: 2 x staff members
- 1 x Nissan Navara used to move staff, equipment and monitor water levels

## **Call reasons logged over the period of 24 December 2015 to 3 January 2016:**

- Flooding/sandbags: 170 calls
- Public enquiry: 126 calls
- Repair issues due to weather: 74 calls
- Waste services/collection enquiries: 9
- A total of 287 calls were handled on Boxing Day, primarily related to the impact of Storm Eva

## **Post-Incident**

Staff from Housing, Health and Economic Development, and Neighbourhood Services continue to visit affected areas to follow up earlier visits to check what

further help and support is required by those residents and businesses affected by flooding.

13. Appendix 5 gives more detailed information, background and reflection from the Environmental Services and Neighbourhood Services Managers.
14. Via the Department of Communities and Local Government, various payments/grants/relief to flooded properties are available:
  - £500 payment to residents;
  - up to £5,000 property level resilience grants to residents and businesses;
  - business support grants up to £2,500; and
  - council tax and NNDR relief (residents and businesses).

The current take-up in Pendle (as at 1 March 2016) is:

Available Schemes	Take-Up
£500 flood grant payments	59 payments made
£5,000 resilience grants payments	7 applications received (6 residential, 1 business). Two payments made to date
£2,500 business support grants (BOOST)	15 applications; 11 paid with a total value of £25,170; 4 applications pending
Temporary council tax relief	56 awards with a total value of £20,022
Temporary business rates relief	5 awards with a total value of £11,526
Community Foundation payments	7 grants awarded with a total value of £14,760

15. The Lancashire European and Structural Investment Funds (ESIF) programme 2014–20 has a European Regional Development Fund allocation under Priority Axis 5: Promoting Climate Change Adaptation, Risk Prevention and Management of £2.82m of ERDF funding to support flood management activity.

The support provided through this Priority Axis will aim to increase the number of non-residential properties better protected from flood and coastal risks. Actions specific to the needs and circumstances of the prioritised locations will be both “hard” and “soft”. The types of actions can be broken down into three headings: coastal resilience, fluvial risk management and surface water runoff and drainage systems.

Lancashire’s ERDF allocation for Priority Axis 5 is £2,817,442.

With help from the Environment Agency (Yorkshire), Pendle has submitted a bid proposal for Earby.

16. Engagement with residents/borough and town and parish councillors/relevant agencies:
- the recent flooding event was discussed at the West Craven Committee meeting in Barnoldswick on 5 January and 2 February 2016;
  - a walkabout of officers from various agencies plus town councillors in Earby took place on 14 January 2016 to discuss how the flooding unfolded;
  - a special meeting was held in Earby on 18 January 2016;
  - a roadshow was held in Earby on 21 January 2016;
  - the Ghyll Meadows Flood Group met on 11 January and 15 February 2016;
  - a meeting of Gillians Beck area residents was held in Barnoldswick on 24 February 2016. (A further meeting will take place six to eight weeks later); and
  - a special Earby “Making Space for Water” meeting is to be convened. This will include representatives from:
    - Lancashire County Council as Lead Local Flood Authority (LLFA);
    - LCC as Highways Authority;
    - Environment Agency, Yorkshire;
    - Yorkshire Water;
    - Earby and Salterforth Internal Drainage Board;
    - Canal and Rivers Trust; and
    - Pendle Borough Council officers and borough and town councillors.
17. Going Forward 1: Engineering flood alleviation/defence works are required for:
- Earby (the Environment Agency is funding £500,000 for repairs to Victoria Clough and £50,000 for a comprehensive modelling exercise – hopefully the forerunner to a major flood alleviation scheme);
  - Ghyll Meadows (the Valley Drain culverts are being unblocked/cleaned and funding is sought to lift the existing flood defence bund along Skipton Road); and
  - Gillians Beck (potential schemes are being assessed following the above-mentioned meeting).
18. Going Forward 2: Further engineering works
- The Department for Transport (DfT) has allocated £5m to Lancashire County Council for repairs to its roads and bridges infrastructure damaged by recent floods. In Pendle, this will fund four schemes:
    - footbridge in Barley;
    - culvert on A56 in Foulridge;

- culvert in Higherford (Barnoldswick Road); and
  - ford in Nelson (Robin House Lane/Southfield Lane).
- Further DfT funding is available. Pendle has put forward to LCC for consideration the following schemes:

### **Barnoldswick**

- Reconstruction of bund adjacent to Skipton Road to prevent flooding of highway and adjacent residential properties.
- Repairs to Greenberfield Road damaged surfacing caused by surface water flooding.
- Scheme for the effective removal of highway surface water runoff and highway repair at Manchester Rod and Gillians Lane.

### **Earby**

- Replacement of culvert under Skipton near layby at bottom of Wyswick
- Replacement of culvert under Skipton Road opposite Punch Bowl car park.
- Replacement of culvert under Skipton Road and Albion Road.
- New Cut parapet raising and waterproofing adjacent to Boot Street;
- Replacement and upsizing of Victoria Clough culvert to prevent flooding to highway, residential properties and commercial properties;
- Upgrading pumping station to prevent severe highway flooding on Skipton Road and flooding to adjacent residential properties.

### **Colne/Foulridge**

- Resurfacing of damaged road due to surface water flooding at Skipton Road, Foulridge (Skipton Old Road to Langroyd Road).
- Resurfacing of damaged road due to surface water flooding at Skipton Old Road, Colne (sections from Colne Golf Club to Black Lane Ends).
- Spring Gardens retaining wall.

#### 19. Going Forward 3: Sandbags Policy (Appendix 6)

This needs reviewing. And consideration is required to establish “satellite” sandbag sites (this is established already in Earby).

#### 20. Going Forward 4: Emergency Planning/Response

The existing Emergency Plan and Flood Plan need amending, particularly with reference to Earby and Ghyll Meadows.

- (a) The existing Ghyll Meadows Flood Plan is being amended.

- (b) The Earby Flood Group's Plan will be formalised and expanded to become a Community Flood Plan. This will be done by the Group members and Pendle officers with help from the Environment Agency (Yorkshire).

(The EA has suggested a meeting/workshop on 29, 30 or 31 March 2016.)

NB: A recent countywide meeting of Emergency Planning Officers has revealed that the opening of rest centres was a common issue. Residents congregated in pubs, clubs and other venues for shelter. Going forward, LCC is looking to put measures in place to ensure that their staff and volunteers attend wherever residents have gathered.

## 21. Going Forward 5: Floodline

The Environment Agency (Yorkshire) is amending its Floodline service in Earby to cover New Cut as well as (the existing) Earby Beck one.

NB: We now know that it is very unlikely that we shall ever receive "Severe" Flood Warnings in Pendle from either Environment Agency region (Lancashire and Cumbria/Yorkshire).

(Lancashire coastal authorities or neighbouring authorities such as Calderdale may receive them.)

Our revised Flood Plan will take this into account.

## 22. Going Forward 6: Resilience/Resistance Grants

We have visited all residents and businesses who have submitted an application for a grant or who have expressed an interest in doing so. In passing, we have asked their neighbours if they wish to apply.

We are about to write to all flooded residents and businesses to remind them of their entitlement to claim.

## **Appendices**

Appendix 1: Flood Warning Service Symbols.

Appendix 2: Meteorological Office Warning System.

Appendix 3: Local Civil Emergency Plan Front Page.

Appendix 4: Pendle Flood Plan Front Page.

Appendix 5: Summaries from David Walker: Environmental Services Manager and Pendle Civil Emergency Plan Holder, and from Peter Atkinson: Neighbourhood Services Manager and Pendle Flood Plan Holder.

Appendix 6: Sandbag Policy.

## COMMUNICATIONS

### BOROUGH OF PENDLE

#### Emergency Contact Numbers

For local contact numbers, see Appendix A.



- Assess and monitor the conditions on site.
- Monitor weather forecasts – EA Floodline (0845 988 1188).
- Request further assistance from Assistant Flooding Officers if necessary. (See Appendix A for contact numbers.)
- Be aware that the situation could worsen.
- Escalate or downgrade as deemed necessary.



As above, plus

- Notify Head of Operations.
- Establish contact with Lancashire County Council Emergency Planning Unit and liaise as necessary.
- Establish contact with the Environment Agency Flood Warning Officer at the Area Incident Room, Preston. 01772 71422 or Leeds 0113 213 4810.
- Notify Standby Officer (if outside of normal working hours) and advise who to direct calls to if a call for assistance is received.
- Consider notifying Corporate Director.
- Consider setting up a Flooding control room, located at Fleet Street Depot, Fleet Street, Nelson.
- Bring in additional resources as required.
- Notify vulnerable contacts.
- Consider opening rest centres if conditions deteriorate.
- Mobilise resources as necessary, including plant, sandbags etc.
- Consider the need for further resources from external organisations. Consult with the Emergency Planning Team, Business Continuity Group, Chief Executive Officer as appropriate.
- Consider the need and prepare for the possible evacuation of the public in areas of risk.
- Maintain a record of events, and ensure all assistants maintain a detailed personal log (see Appendix C).

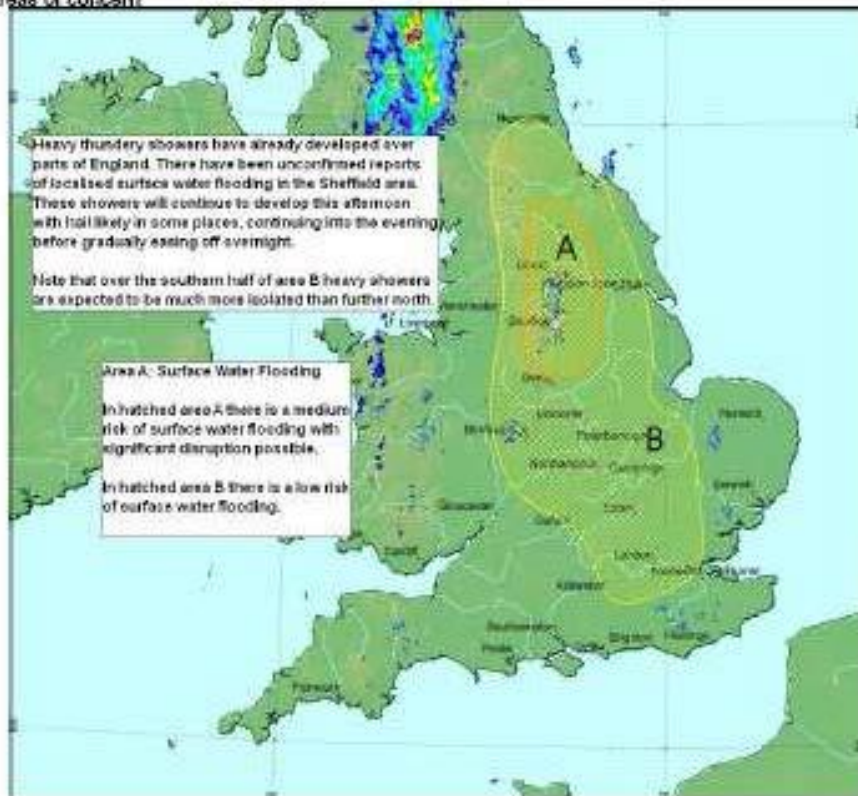


As above, plus

- Open appropriate rest centres.
- Put Council's Emergency Plan into action.
- Consider establishing an Emergency Co-ordination Centre. (Wilson Room) Major Incident Control Room.
- If the flooding event is expected to continue for an extended period, arrange a shift rota for all staff to ensure continuity of cover.



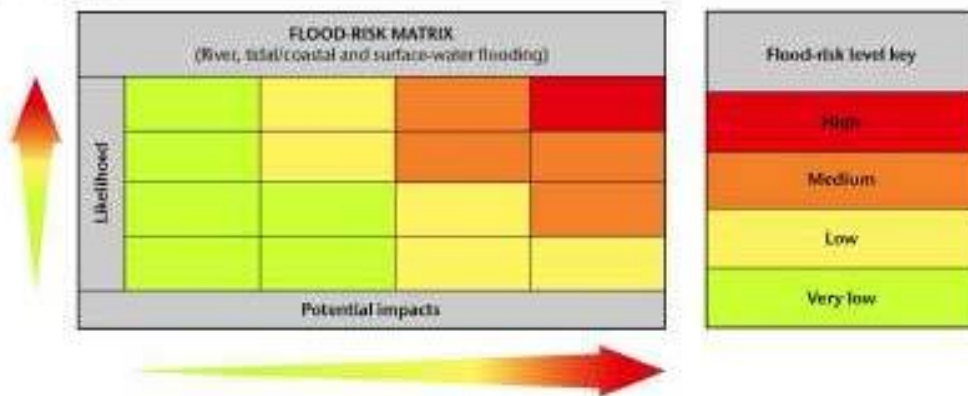
Specific areas of concern



Next Statement Due: 10.30hrs Sunday 24 April 2011

Contact Details: Flood Forecasting Centre Duty Hydrometeorologist. 0300 12345 01

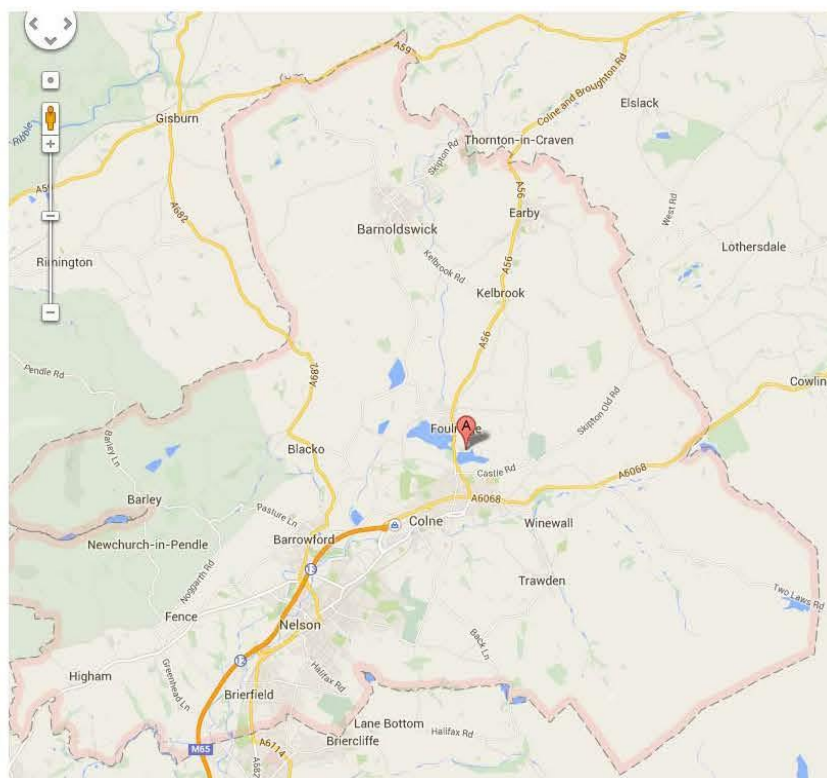
All Times are Local



For the detailed version of the Flood Risk Matrix [click here](#)

# BOROUGH OF PENDLE LOCAL CIVIL EMERGENCY PLAN

**Personnel information listed in this document, particularly private addresses and telephone numbers, shall be treated in strict confidence and used only during an emergency.**



# Pendle Flood Plan



**This plan has been marked as protected because it contains names and personal details of employees at Pendle Borough Council**

**Please treat the plan accordingly.**

<b>Date</b>	<b>22<sup>nd</sup> January 2016</b>
<b>Current Version</b>	<b>Version 1.03</b>
<b>Review Date</b>	<b>January 2017</b>
<b>Document Control</b>	<b>Draft for consultation</b>
<b>Plan Prepared by</b>	<b>Peter Atkinson, Neighbourhood Services Manager</b>

**Note to add when published externally to partners and intranet**

**All sensitive information and personal contact details must be removed from this plan for data protection purposes**

## **Summary from David Walker: Environmental Services Manager and Pendle Civil Emergency Plan Holder**

I think overall we delivered as much as we could, bearing in mind that the floods hit during a period of a three-day public Bank Holiday closure for many businesses.

I recall time was spent by myself over the course of the weekend trying to source sand, sandbags and assistance with little outcome. An example being that I could order sand and sandbags from B&Q but they were not delivering until the New Year. We also had an issue with contacting our backup supplier who had also shut for Christmas. Compounding this, contact with LCC unless you were involved in the teleconferences was hard to achieve. I would not call this a criticism though as the Emergency Planning Officer was having to deal with County-wide flooding.

I have since met with LCC officers who have reported they could have done things differently to improve communication and with hindsight they would now start to pull staff into their call centre to deal with calls. They repeat my earlier message though about how hard this would have been due to the time of year and the holidays.

The actions of Pendle are summarised below. Other agencies, such as the police, Lancashire Fire and Rescue and LCC were active over the course of the event as well.

On 25 December 2015 we started to receive EA alerts about river levels across the Borough. I recall both myself and Peter were in contact with each other during the evening as alerts came in.

**Saturday, 26 December 2015:** Victoria Road, Albion Street and Water Street area of Earby had flooded during the early hours of the morning. I was on site at around 06.30 assessing the aftermath and considering what action was required.

My inspection moved onto Colne via Foulridge and I noted that flooding had occurred on the A56 at two locations: one being the road past the Indian restaurant and the second being by the reservoir. These were County issues and other than requesting that flood signs were erected there was little the District could do.

My inspection moved to Barrowford where I met up with the two on-duty operatives who were delivering sandbags to properties on Wilton Street, Barrowford. The residents had received the EA warning advising them that their property was at risk of flooding and they had started to contact the console requesting sandbags. At that time, the operatives had been answering calls for sandbags for several hours. I initially remained on site with the team taking the opportunity to assess the water level whilst delivering bags.

The crew returned to the depot and we started to replenish the skip. Calls were still being received and at that point I started to call in additional staff to meet the demands.

Duty operatives were sent home to rest.

The number of requests were exceeding the resources I had available at the time and I took the steps of calling in further staff to start filling sandbags. By 11.00 we have seven further staff on site employed in the collation of requests, delivery of bags

and the filling of new bags. I think we remained on site until 18.00. During this time we had exhausted our supply of sand and sandbags and had resorted to filling sacrificial sacks with rock salt in order to keep up with requests for assistance and produce some stock for the duty operatives to use over the night.

I have got a “rough count” of around 1,000 sacks being delivered through records provided from the console. This, however, does not include the sacks delivered to the Wilton Street area of Barrowford as we only show one request for this street. However, the team was inundated with requests from residents whilst on site. I would say this could have been repeated elsewhere as well. To cover this, I would add a figure of another 500 onto this. The skip holds 250 sacks and was taken to the area twice. This alone shows the extent of our response. Prior to Boxing Day, we held a stock of 750 sandbags at Fleet Street.

**Sunday, 27 December 2015:** Early morning inspection again undertaken. I covered Lomeshaye, Foulridge, Wycoller, Laneshaw Bridge, Earby and Barnoldswick on this occasion. By 09.00 I had returned to the depot and had called in five staff to start with the removal of debris from the public highway and flood-damaged waste presented by householders. We remained in site mainly in Earby throughout the day for a period of seven hours.

**Monday, 28 December 2015:** Telephone calls and checks took place. One team called in at 13.00 to assist residents on Victoria Street and Albion Road with the removal of flood-damaged furniture/waste.

**Tuesday, 29 December 2015:** We continued to respond to requests for collections of flood-damaged items and delivered sandbags when requested. We also managed to gain access to our backup supply and transferred everything we had in stock into the depot. I think we had also managed to get sand and sandbags from Jewsons/B&Q at some point in the day and had started filling bags to put back into stock.

### **Summary from Peter Atkinson: Neighbourhood Services Manager and Pendle Flood Plan Holder**

I took part in multi-agency teleconferences commencing 23 December 2015 and continuing over Christmas.

Checked the Meteorological Office weather forecasts.

Checked the Environment Agency’s website river level information and carried out “reality checks” on site.

Concentrated on the south of the Borough (Laneshaw Bridge to Reedley) and liaised with the Earby Flood Defence Group and Luke Edwards (Senior Engineer, Drainage), who is an Earby resident.

Visited Earby and Ghyll Meadows, Barnoldswick.

Was in constant contact with David. Both of us were in frequent contact with Dean Langton.



## SANDBAG POLICY

1. This document details Pendle Borough Council's policy with regard to the deployment of sandbags for use to mitigate the damage from flooding.
2. It should be noted that the Council has no legal liability for providing sandbags to homes or commercial premises; however, it has been the practice of Pendle BC to assist residents and businesses of the area during flooding from any external source.
3. The Council will continue to provide sandbags during flooding emergencies, within available resources.
4. The deployment of sandbags will be decided with regard to the following priorities:
  - (a) To prevent loss of life or serious injury
  - (b) To maintain access for emergency services
  - (c) To protect homes within the borough
  - (d) To protect commercial property within the borough
  - (e) To protect transportation routes
5. The deployment of sandbags will depend on the severity of flooding, the number of properties affected in each location and the number of locations.
6. The number of sandbags sent to each location will depend on availability and an assessment of needs in the area.
7. Localised flooding in a small number of areas:

Sandbags to be deployed to the individual properties affected by flooding or threatened by flooding as requested by property owners or the emergency services.
8. Major flooding in one location:

Sandbags will be deployed to the area. Every effort will be made to assist in placing sandbags especially for the elderly or disabled; however, this may not always be possible.

9. Major flooding in more than one location:

The Emergency Planning Team will be convened to assess the requirements and sandbags will be deployed to the affected areas in order of priority. It is unlikely that assistance will be available to help in placing sandbags.

10. After the incident, sandbags will be collected at the request of the resident/ owner or if the sandbags are considered to be a hazard for the general public.
11. Any property owner within the flood risk areas as indicated upon the current Environment Agency forecast will be expected to consider their own provision for flood defence and not rely on assistance from the authorities to defend their properties.
12. It should be noted that sandbags will not totally prevent flood water encroaching into property and property owners should remove articles to a safe location above the anticipated flood level. People building flood defences with sandbags should also be aware of the building methods to employ in order to make an effective seal and the health and safety implications of manual handling sandbags as they are exceptionally heavy especially when wet.

PGS/PGS 28/03/07