

Propagating the aftermath: the Cumbrian experience of using a community development approach to build resilience to flooding



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The emBRACE Project www.embrace-eu.org

BUILDING RESILIENCE AMONGST COMMUNITIES IN EUROPE

Five Case Studies



1. **River floods** in Central Europe (Germany, Poland, Czech Republic)
 2. **Earthquake** in Turkey
 3. **Multiple (Alpine) Hazards** in South Tyrol, Italy & Grisons, Switzerland
 4. **Heat-waves** in London
 5. **River and surface water flooding combined** in the north of England (Morpeeth, Northumberland and Cumbria)
- *“Building on long-standing study locations and relationships to develop an advanced understanding of what resilience to disasters ‘looks like’ in a range of different socio-economic, cultural and governance contexts”*

Aims and Objectives



Main project aim

- Build resilience to disasters amongst communities in Europe

Specific Cumbria case-study objectives

- a) To identify the resources and capacities required by a community to build resilience against flood hazards.
- b) To assess how social factors such as trust, accountability, cooperation, power and influence interact to influence the mobilisation of resources.

Disaster Risk Governance

Laws, Policies, Responsibilities





UK-Civil Protection

- Civil Contingencies Act (2004):

- Local Responders

- ✦ Category 1 (e.g. Blue lights, LA, Health)

- ✦ Category 2 (e.g. Utilities, infrastructure)

- Local Resilience Forum

- Integrated Emergency Management (IEM)

- ✦ **Response** – Police Lead

- Command & Control

- ✦ **Recovery** – Local Authority Lead

- ✦ “...supporting affected communities...”



Actions



- **Recovery** – LRF led by Local Authority
 - “...supporting affected communities...”

Actions

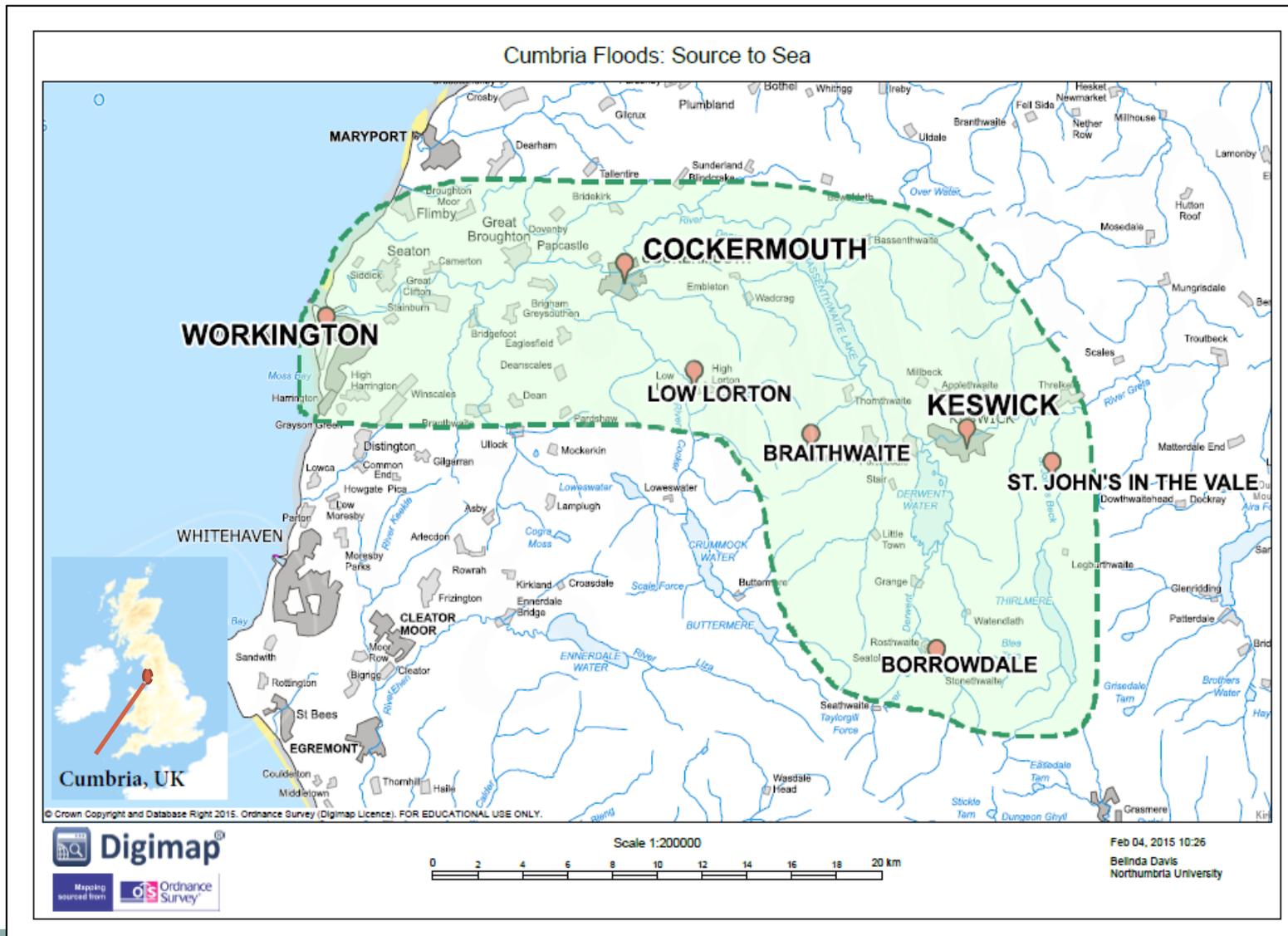


- **Recovery** – LRF led by Local Authority
 - “...supporting affected communities...”

*“...the **recovery gap** emerges during the longer process of recovery at the point where the legally-defined contingency arrangements provided to the affected community by its local authorities diminish and where the less well-defined services provided by the private sector (e.g. insurance, building industry) start.”* Whittle et al. (2010: p.120)

*...so is that **Social Protection**?*

Context – Derwent Catchment Cumbria



Disturbance – The 2009 Flood

Keswick



Population: **4,984**
Properties flooded: **300**

Workington



Population: **19,884**
Properties Flooded: **60**

Cockermouth



Population: **7,877**
Properties flooded: **800**

Resources and Capacities



- Focus on **Recovery** Actions...
- ...and on the **Socio-political**



Resources and Capacities

Natural / Place-based
Socio-political
Financial
Physical
Human

“...the frontline often emerges in unexpected places”

Convery et al. (2008: p.114)

Frontline Recovery Work



- Community Development Work (CDW) is...
“...instrumental in setting up groups, supporting forums and networks, and organising events and activities that enable people to work together across organisational and community boundaries” Gilchrist (2009: p.41)

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“Our role was to coordinate the uncoordinatable”

Cumbria Council ‘Community Team’ Member

CDWs as Frontline Recovery Workers



- **Positive**
 - ...feeling personally empowered, by the perceived success of their brokering/enabling work
 - ...feeling positive about sensing themselves part of a community that was perceived to have come back stronger, more capable and more connected from the experience.

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- **Negative**

- The unanticipated nature of the new FLRW role that emerged from the event, i.e. it required much more than the 'day job'
- The variety of the brokerage activity that these staff were involved in
- The length of time the activity continued after "all the other organisations left"
- The sheer intensity of the work (never feeling 'off duty' for months)
- The pressure this intense work placed on the workers' home life

Institutional Learning



- Cumbria's 'Community Team' had operated...
 - ...with 'Control Slack'
 - ...with 'their' communities' trust (embedded social trust)
- ...and in their capacity as 'Brokers' (Wenger, 2000).....
 -with invisibility!

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- ...and in their capacity as 'Brokers' (Wenger, 2000).....
 -with invisibility!
- 'Emergency' tasks now detailed in Team 'Role profile'
 - This incentivises...
 - ✦ Employer to train and resource staff for those roles
 - ✦ Employee to seek out information and prepare
 - ...potential for innovative CP/SP crossovers



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The European Community is not liable for any use that may be made of the information contained in this presentation.

Context – Change – Disturbance

Disaster Risk Governance

Laws, Policies, Responsibilities



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