Portsmouth CITY COUNCIL

Flood Response Plan

Civil Contingencies Unit

www.portsmouth.gov.uk

Foreword

The Flood Response Plan describes the management structures and procedures used by Portsmouth City Council in response to a flooding event in Portsmouth.

It focuses on the roles and responsibilities of the Council within the co-ordinated response of a number of agencies to an incident. The aim of any response is to mitigate the effects of an incident on people, infrastructure and the environment and aid recovery. It is the responsibility of owners and occupiers of properties to protect their property in the event of flooding.

Portsmouth City Council's Civil Contingencies Unit has produced the plan. An abbreviated version, minus operational and contact details, is available on the Portsmouth City Council website.

All amendments to the plan should be notified:

In writing to: Civil Contingencies Unit
Portsmouth City Council
Civic Offices
Guildhall Square
Portsmouth
PO1 2AL

By e-mail to: emergency.planning@portsmouthcc.gov.uk

By telephone to: 023 9284 1498

By fax to: 023 9283 4425

Amendments

Amendment number	Date incorporated	Signature
1.0	June 2009	
2.0	June 2011	

Glossary

CCU	Civil Contingencies Unit
CRR	Community Risk Register
EA	Environment Agency
ERC	Emergency Response Centre
ERP	Emergency Response Plan
FRP	Flood Response Plan
HFRS	Hampshire Fire and Rescue Service
HPA	Health Protection Agency
LA	Local Authority
LRF	Local Resilience Forum
PCC	Portsmouth City Council
PCT	Primary Care Trust
SSSI	Site of Special Scientific Interest
Gold/Silver/Bronze	See para 1.7 of main plan
Critical infrastructure	Assets that are essential for the functioning of a society or economy
Environmental damage	Damage caused by the event that adversely affects the environment, including physical (trees fallen down) and chemical (pollution and contamination from floodwater).
Lead time	The period of time predicted between the initiation of the warning and the incident occurring.
Responding agency	All organizations with a direct role and/or responsibility to the response of a flood event
Real threat to property	Any risk imposed on the property due to the flood event, including direct flooding of the property, affected utilities, and limitation of access.
Spontaneous evacuation	The unplanned evacuation of residents and/or visitors from a location. Often resulting from an impulse decision fuelled by panic.
Vulnerable people	Those individuals who are less able to help themselves, and require assistance from responding agencies, in the event of a flood.

Distribution

Chief Executive	1 copy
Strategic Directors and Portsmouth International Port	1 copy (6)
Heads of Service	1 pdf (19)
Civil Contingencies Unit	1 copy Plus EA map CD
Emergency Response Centre	1 copy Plus EA map CD
Transport and Environment Service • 3 x Assistant Head of Service • Engineer	4 copies Plus EA map CD
Havant and Portsmouth Coastal Partnership	3 copies Plus EA map CD
GIS	1 copy Plus EA map CD
Corporate Communications	1 copy
City Help Desk	1 copy
Colas	2 copies

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Part 1
Flood response policy

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1.1 Introduction

The Flood Response Plan is a specific hazard plan required by Category 1 responders under the Civil Contingencies Act 2004. It outlines the Council's response to a flood event and is supported by individual service procedures and other generic corporate plans. The plan is divided into 12 parts:

- Part 1 – outlines the aim and objectives of the plan and summary of the flood risk in Portsmouth
- Part 2 – outlines the flood risk in the city
- Part 3 – outlines the warning, activation and management arrangements for Portsmouth City Council in the event of predicted and actual flooding
- Part 4 - lists the actions of services
- Annex A – contains flood risk summary sheets for Portsmouth (protected)
- Annex B – shows indicative flood inundation by tide levels (protected)
- Annex C – shows potential evacuation routes (protected)
- Annex D - outlines media and public information (protected)
- Annex E - lists the roles and responsibilities of organisations (protected)
- Annex F – contains a staff health and safety statement (protected)
- Annex G – contains examples of evacuation forms (protected)
- Annex H – lists resources and sources (protected)
- Annex I – contains the Old Portsmouth floodgate guide (protected)
- Annex J - details the locations for sandbag distribution (protected)
- Annex K – list flood and weather warning recipients in the council (protected)

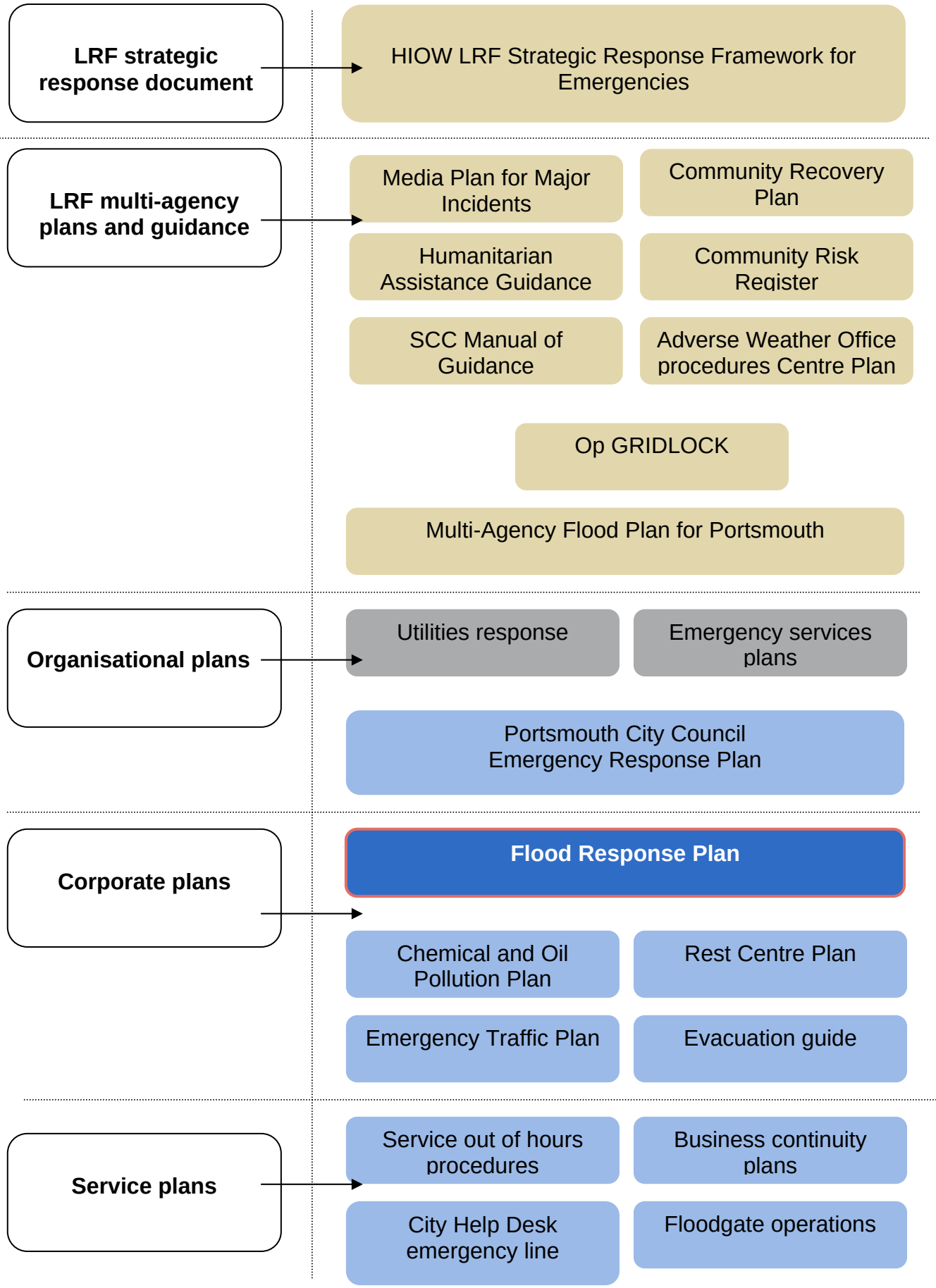
Information on vulnerable people and critical infrastructure is contained in the **Multi-Agency Flood Plan for Portsmouth**.

Contact details for the council are in the **Contacts Directory** issued by the Civil Contingencies Unit.

1.2 Purpose of the plan

The strategic purpose of the plan is to describe the management structures and procedures used by Portsmouth City Council in preparation for, and response to, a flood event in Portsmouth. It is part of the Council's overall response to emergencies, as set out in the **Emergency Response Plan**.

The plan sits within an overall response framework (below), which links related and supporting plans into a coherent and effective strategy of actions.


LRF strategic response document
HIOW LRF Strategic Response Framework for Emergencies
LRF multi-agency plans and guidance
Media Plan for Major Incidents
Community Recovery Plan
Humanitarian Assistance Guidance
Community Risk Register
SCC Manual of Guidance
Adverse Weather Office procedures Centre Plan
Op GRIDLOCK
Multi-Agency Flood Plan for Portsmouth
Organisational plans
Utilities response
Emergency services plans
Portsmouth City Council Emergency Response Plan
Corporate plans
Flood Response Plan
Chemical and Oil Pollution Plan
Rest Centre Plan
Emergency Traffic Plan
Evacuation guide
Service plans
Service out of hours procedures
Business continuity plans
City Help Desk emergency line
Floodgate operations

1.3 Aim and objectives of the plan

The **aim** of the Flood Response Plan is to:

- Identify the procedures and organization necessary to ensure the co-ordinated response to a flood event in Portsmouth, and minimize the impact and consequences of a flood event to people, infrastructure and the environment.

The **objectives** of the Flood Response Plan are:

- To describe the flood and weather warning systems.
- To outline the actions taken by Portsmouth City Council in response to flood events.
- To provide 24 hour call out details.
- To outline the requirements for co-ordination and communication
- To identify multi-agency roles and responsibilities
- To provide a flexible and scalable response system.

1.4 Ownership and scope of the plan

The Civil Contingencies Unit is responsible for the production and publication of the Flood Response Plan on behalf of Portsmouth City Council. It is produced in line with the requirements of the Multi-Agency Flood Plan (MAFP) guidance for Local Resilience Forums and Emergency Planners (2008).

The plan is a response document for a specific hazard and should be used in conjunction with the council's **Emergency Response Plan** and supporting plans and service procedures, depending on the severity and impact of the event. The plan is primarily designed for events where there is a threat to life or property. Minor events such as a burst water main or localised accumulations of surface water are handled through normal service response arrangements.

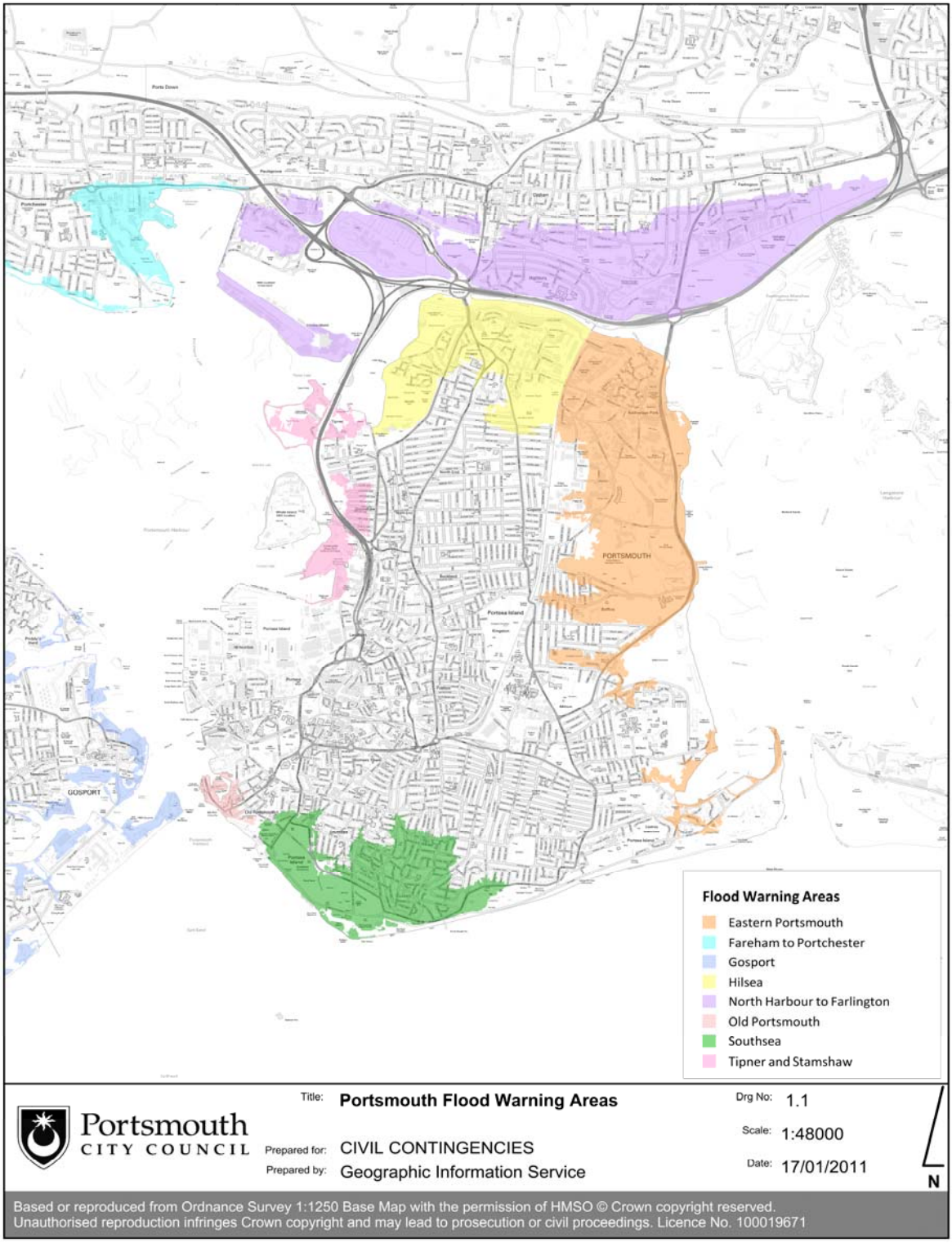
The plan does not provide in-depth coverage of:

- Community resilience and preparedness
- Environmental consequences
- Site clearance
- Recovery and reconstruction

The plan does not cover the flood risk from foul sewage, water mains or permanently contained water. The risk from these sources is considered minimal and localized and the appropriate utility company will respond to the event, with support from Portsmouth City Council if requested and available. In these circumstances Portsmouth City Council may seek to recover the costs incurred.

It is the responsibility of owners and occupiers of properties to protect their property in the event of flooding.

1.5 Portsmouth flood warning areas



1.6 Supporting plans

There are a range of related plans and procedures that can support a flood response, according to the impact of each event:

Plan	Owned by
Internal	
Urgent Support Plan for CCTV	Civil Contingencies Unit
Evacuation Guidance	Civil Contingencies Unit
Emergency Traffic Plan	Traffic Management
Rest Centre Plan	Civil Contingencies Unit
Portsmouth Oil and Chemical Pollution Plan	Civil Contingencies Unit/Coastal Defence
Emergency Provision of Sandbags policy statement	Coastal Protection
Old Portsmouth Floodgate Guide	Coastal Protection
City Help Desk Emergency Response Document	City Help Desk
Multi-agency	
Multi-Agency Flood plan for Portsmouth	PCC Civil Contingencies Unit
Hampshire and Isle of Wight Temporary Mortuary Plan	Hampshire and Isle of Wight Local Resilience Forum
Hampshire and Isle of Wight local Resilience Forum Strategic Response Framework for Emergencies	Hampshire and Isle of Wight Local Resilience Forum
Hampshire and Isle of Wight Local Resilience Media Plan for Major Emergencies	Hampshire and Isle of Wight Local Resilience Forum
Hampshire and Isle of Wight Local Resilience Forum Humanitarian Assistance Guidance	Hampshire and Isle of Wight Local Resilience Forum
Hampshire and Isle of Wight Local Resilience Forum Adverse Weather Office Op Manual	Hampshire Constabulary

1.7 Integrated emergency management

The Civil Contingencies Act 2004 outlines a generic national framework for managing emergency response and recovery. It is scalable and can be applied irrespective of the size, nature or cause of an emergency and remains flexible enough to be adapted to the needs of particular circumstances.

There are three management tiers in the framework; operational, tactical and strategic. All major agencies responding to the emergency will be represented at each of these levels.

The Operational Level

- The operational level or Bronze is the level at which the management of immediate "hands-on" work is undertaken at the site(s) of the incident. This is often the only level required to deal with most situations. Portsmouth City Council's Urgent Support Plan is activated at this level and the Council may participate through providing services such as Building Control, Traffic and Street Management etc.

The Tactical Level

- As an incident progresses and more resources are deployed or the consequences become more widespread, the level of co-ordination will increase. At this stage the tactical level of co-ordination will be implemented, usually by the police, with the primary objective of ensuring that the appropriate response is properly resourced.

- The purpose of the tactical level is to ensure that actions taken by bronze are co-ordinated and coherent in order to achieve maximum effectiveness and efficiency. The Tactical Coordinating Group (TCG) will usually comprise the most senior officers of each agency committed within the area of operations, who will assume tactical command of the situation, usually from an incident control point located nearby or directly adjacent to the scene.

- In Portsmouth the multi-agency TCG is generally located at Fratton Police Station. Portsmouth City Council will send a Local Authority Liaison Officer to the TCG.

- The TCG will address issues such as resourcing, the location of key functions or facilities such as a survivor assembly points, casualty clearing station and media liaison point.

- Certain types of incident may require more than one tactical location or a specific Silver dealing with a particular function, such as mass evacuation.

- In the initial stages of a major incident the TCG will assume the strategic function until the Strategic Coordinating Group (SCG) is established.

The Strategic Level

- In those cases where it becomes clear that resources, expertise or co-ordination are required beyond the capacity of the TCG it may be necessary to invoke the strategic level of management to take overall command and set the strategic direction. A Strategic Co-ordinating Group (SCG) will form, bringing together gold commanders from relevant organisations.

- The purpose of the SCG is to establish the policy and strategic framework within which the TCGs and operational levels will work. Chairing the SCG will normally fall to the police. In some circumstances it may be more appropriate for another agency to take the lead (for instance, the local authority may take the lead in the recovery phase).

- Depending on the nature, extent and severity of the emergency, either the regional tier or central government may become involved. The SCG will then become the primary interface with these other levels of response.

- Portsmouth City Council's Chief Executive or nominated deputy will attend the SCG.

1.8 Planning assumptions

The plan outlines response and coordination arrangements:

- For office hours and out of hours response.
- For predicted and spontaneous flooding events.
- Based on 8 hour warnings from the Environment Agency and Met Office.
- With the Emergency Response Centre operational in 1 hour (office hours) and 2 hours (out of hours). The Emergency Response Centre and its alternative location are outside the tidal flood zones.

There is one site of Critical National Infrastructure in the Portsmouth City Council area. Site details are not available in the unrestricted plan.

The plan excludes water rescue operations, which will undertaken by the Emergency Services. Portsmouth City Council staff and voluntary agencies do not have the necessary level of training or equipment for this task.

Portsmouth City Council is the Operating Authority for:

- Flood defences on ordinary watercourses.
- Coast protection on all frontages in the authority's area.

The Environment Agency is the Operating Authority for flood defences on designated main rivers:

- Great Salterns Drain
- Great Salterns Drain (tidal)
- Farlington Marsh Gutter
- Farlington Marsh Gutter (tidal)
- River Wallington (tidal)
- Hermitage Lake (tidal)

There are no ordinary watercourses in the council's area.

There are no critical ordinary watercourses in the council's area.

There is no internal drainage board in Portsmouth. Portsmouth City Council is responsible for the drainage system from the highways to the main utility owned sewer. A contractor (Colas) is responsible for the operation and maintenance of the system on behalf of the Council under a Private Finance Initiative arrangement. The contract includes a number of service delivery outputs regarding flooding, including:

- The removal of standing water within 2 hours of the cessation of a storm event.

- Maintenance of the system and removal of blockages.

- Warning measures for roads users when flooding occurs.

1.9 Training and exercising

Service managers have responsibility for specific actions as part of the preparation and response to a flood event and are responsible for training their staff in their operational duties.

The Civil Contingencies Unit is responsible for the delivery of an annual programme of corporate council and multi-agency training and exercising. The programme is based on the need to achieve generic capabilities and to train against specific hazards identified in the Community Risk Register and statutory requirements. The training and exercise programme is published on the Civil Contingencies Unit pages of Intralink.

1.10 Plan approval

Authority to issue the plan has been delegated to the Civil Contingencies Manager by the Chief Executive of the Council.

1.11 Plan review

The Civil Contingencies Unit is responsible for revising the plan when:

- A new risk assessment indicates the plan is out of date or a new risk is identified.
- Lessons learnt from experience, best practice or exercise of the plan indicates it is out of date.

- A restructure (organisational or changes to other responders) or other changes to the organisation e.g. technical indicates the plan is out of date.
- Changes in legislation occur.
- Changes in key personnel occur.
- Every 3 years from date of initial publication (January 2009).

1.12 Plan Distribution and Storage

Appropriate parts of the Plan (in line with data protection and freedom of information guidance) are published on Portsmouth City Council's website. A copy of the full plan is held by:

- The Chief Executive and Senior Directors
- Heads of Service
- Officers and/or services with a role in the plan
- The Emergency Response Centre
- The Civil Contingencies Unit
- Partner agencies

1.13 References

- *Developing a Multi-Agency Flood Plan (MAFP): Guidance for Local Resilience Forums and Emergency Planners (2008)* Civil Contingencies Secretariat

- *Checklist for Multi-Agency Flood Plans (2008)* Civil Contingencies Secretariat

- *National Recovery Guidance* Civil Contingencies Secretariat

- *Emergency Preparedness: Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements* Civil Contingencies Secretariat

- *Identifying People Who are vulnerable in as Crisis: guidance for Emergency Planners and Responders (Feb 2008)* Civil Contingencies Secretariat

Part 2
Flood Risk

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2.1 General description

Portsmouth is a densely developed, coastal, low-lying urban area. It is at risk from tidal flooding and localized surface water flooding if discharges of water to the drainage systems become overwhelmed by run-off, or sewers become tide-locked. These types of flooding may occur separately or in combination.

The general risk from flooding, based on likelihood and impact, is considered significant. Individual areas within the city may be more or less vulnerable according to their geography and topography.

There are 15 areas of known landfill fringing the shoreline of Portsea Island. Contamination risk studies have shown they represent a risk to the integrity of designated nature conservation areas within in Langstone and Portsmouth Harbours. The statutory nature conservation designations are:

- Portsmouth Harbour Special Protection Area
- Portsmouth Harbour Ramsar Site
- Chichester and Langstone Harbour Ramsar Site
- Solent Maritime Special Area of Conservation
- Solent and Isle of Wight Lagoons Special Area of Conservation

Local flood risk summary sheets are at Annex A. The sheets have been prepared using the methodology for risk assessments contained in *Emergency Preparedness*[1] and the *National Flood Emergency Framework for England*.

2.2 Community Risk Register

The HIOW LRF Community Risk Register[2] has identified the following flood risks applicable for the Portsmouth area:

Risk ref number	Hazard category	Likelihood	Impact	Risk rating
H19	Flooding; major coastal and tidal flooding affecting more than 2 regions	Medium	Catastrophic	Very high
HL16	Local coastal/tidal flooding affecting more than one region	Medium	Significant	Very high
HL17	Local coastal/tidal flooding in one region	Medium high	Significant	Very high
HL18	Local/urban flooding (fluvial or surface run off)	Medium	Moderate	High
HL19	Local fluvial flooding	Medium high	Moderate	High
HL20	Localised, extremely hazardous flash flooding	Low	Limited	Low

[1] *Emergency Preparedness: Guidance on Part 1 of the Civil Contingencies Act 2004*

[2] See *http://www.hiow-localresilienceforum.org.uk*.

2.3 Tidal flooding

Portsmouth has a shoreline of 44kms. The local authority is directly responsible for 23kms with the remainder in other ownership, predominantly the Ministry of Defence.

The open coast on the southern side of Portsea is the most exposed area of shoreline and runs for 8kms.

The coastal fringes of Portsea Island are low-lying and flat. In general land rises gently towards the centre of the landmass. There are few embankments or other features that can act as barriers to reduce the propagation of floodwaters once a breach or overtopping of defences has occurred. Ground levels inland of South Parade fall away - a feature known as the Great Morass - and in some cases property ground levels are up to 4m below the current crest level of flood defences. A breach in defences in this location could lead to fast onset flooding.

The Environment Agency aims to issue a warning 8 hours in advance of an event which risks overtopping coastal defences. The tidal defences for Portsmouth provide protection against a storm surge with a statistical return period ranging from 1 in 5 to 1 in 200 years. In Old Portsmouth, closing the floodgates reduces the risk of overtopping from a severe storm surge greater than that for which the defences were designed. Any floodwater from overtopping may not drain away naturally and in some areas recovery will necessitate pumping, with the consequence that floodwater could potentially be present for some time.

By its nature, a breach in defences is unlikely to be predictable, and it must be assumed that no advance warning will be provided. A breach will result in a torrent of floodwater affecting the area behind a defence and may present a threat to life and could cause damage to buildings. Additional hazards would be present in the form of large floating objects, such as cars, and hidden obstacles such as manholes.

In general tidal flooding presents a risk of over topping defences/shoreline in the following conditions (alone or combined):

- High tide is predicted to be 5m CD or more
- Gale force winds come from the south, south-east or south-west
- Pressure drops below 1000 mb, and in particular below 980 mb

2.4 Fluvial flooding

There are 2 areas of designated main rivers in Portsmouth: Great Salterns Drain and the drains flowing into Farlington Marshes. The likelihood and impact of fluvial flooding in these locations is low in comparison to coastal flood risk in Portsmouth. The Environment Agency own and operate Eastern Road Pumping Station which pumps water from the Great Salterns Drain into Langstone Harbour. Modelling work by the agency shows that the catchment area for Great Salterns Drain includes the golf course and industrial and residential properties in North End. The model shows that failure of the pumping station is not likely to have an immediate impact on roads or properties as there is large flood storage area.

2.5 Surface water flooding

Surface water flooding is a result of the inability of rainfall or overland flow to drain away at the rate at which it is accumulating. The most likely causes are blocked or tide-locked drains, insufficient capacity of sewer pipes and very high intensity rainfall of the type most usually associated with thunderstorms or prolonged and intense rainfall over a period. These causes are relatively unpredictable and may result in flooding without any prior warning. Water depths are rarely deep, but may give rise to significant water velocities. Surface water flooding, when accompanied by tidal or fluvial flooding, is only likely to trigger a major response when widespread occurrence is a threat to life or causes significant disruption.

Surface water flooding can occur anywhere in Portsmouth. In general the high risk areas are:

- The area around Clarendon Road, Brandon Road, Malvern Road, Florence Road, Southsea
- North part of Copnor Road,
- Portsbridge roundabout
- Binness Way (can also be affected by groundwater)
- Twyford Avenue, Penrose Close area

2.6 Risk scenarios

Immediate impact event

- Flash flooding with no prior warning. Caused by heavy rainfall or breach of defences

Slow onset events

- Based on flood and weather warnings before impacts experienced on the ground
- Impact of worsening situation with more sites or critical infrastructure affected, and more call on responding agencies

2.7 Risk mitigation

The risk from flooding is mitigated by various measures, including:

- Scheduled inspection, maintenance and clearance of the drainage system from the highways to the main utility-owned sewer

- Scheduled inspection, maintenance and clearance of coastal defences and barriers
- Operation of the flood gates in Old Portsmouth
- Warning, informing and advice to the public and businesses
- Coastal defence projects and policies for example, the Portsea Island Coastal Strategy Study
- Planning policies
- Implementing Surface Water Management Plan recommendations
- Assessment of potential sources of surface water flooding
- Infrastructure renewals
- Use of attenuation and/or Sustainable Urban Drainage Schemes
- Partnership arrangements with neighbouring local authorities
- Cooperation and sharing of information with utility providers
- Training and exercising

2.8 Flood risk summary sheets

Flood risk summary sheets for the following Environment Agency flood warning areas are at Annex A:

- Eastern Portsmouth
- Fareham to Portchester
- Hilsea
- North Harbour to Farlington
- Old Portsmouth
- Southsea
- Tipner and Stamshaw

The maps of the flood warning areas show the following locations:

Colas facilities	Chemists	Funeral directors
Ambulance stations	Dentists	Fuel station
Fire stations	GP surgeries	Mobile phone masts
Police stations	Hospitals	Telephone exchanges
Prison	Opticians	Pumping stations
Rest centres	Vets	Overflows
Train stations	Supermarkets	Community centres
Residential homes	Schools	Electricity sub-stations
Council offices	Sea defences	Industrial areas

Portsmouth City Council GIS hold this information for the city as a whole and this can be provided on request.

2.9 Risk Matrix

This table lists the most likely risks in the Portsmouth area and actions to mitigate the risk.

Scenario		Risk rating			Trigger	Response	
Area	**Risk**	**Likelihood**	**Impact**	**Rating**		**Consequence**	**Actions**
Flood warning areas	Flood warning system fails	1	1	Low	Informed by Environment Agency	Warnings not issued	Take advice from EA; Publish advice and warnings on website and through media; Police and council to consider door knocking on most vulnerable areas
M275/ Eastern Road/ Portsbridge roundabout	Flooding from over-topping/heavy rainfall	3	2	Medium	Flood warnings and/or severe weather warnings; Standing water slow to clear	Flooding of key access routes	**All**: Consider need for tactical multi-agency management; Police and council to implement emergency traffic management; Warn and inform the public **PCC**: consider setting up TES Flood Response Room

Southampton Road	Flooding from over-topping/heavy rainfall	3	2	Medium	Flood warnings and/or severe weather warnings; Standing water slow to clear	Low level flooding of key access route and properties, people at risk	**All**: Consider need for tactical multi-agency management; Police and council to implement emergency traffic management; Consider evacuation; Warn and inform the public Identify vulnerable people and groups in the area **PCC:** sandbags and gulley clearing pre-positioned before predicted event or deployed in response to actual flooding; Consider setting up the TES Flood Response Room; Advice on website; Identify and open rest centres as required; Inform home visiting social care services; Support to affected schools **Police**: disseminate flooding information; keep transport routes clear; maintain public order **PCT:** consider relocating affected surgeries and clinics; inform home visiting services.

Throughout city	Surface water flooding	3	3	High	Flood warnings and/or severe weather warnings; Standing water slow to clear; Reports from public	Low level flooding of properties and roads	**All**: Consider need for tactical multi-agency management; Police and council to implement emergency traffic management; Consider evacuation; Warn and inform the public Identify vulnerable people and groups in the area **PCC:** sandbags and gulley clearing pre-positioned before predicted event or deployed in response to actual flooding; Consider setting up TES Flood Response Room; Advice on website; Identify and open rest centres as required; Inform home visiting social care services; Support to affected schools **Police**: disseminate flooding information; keep transport routes clear; maintain public order **PCT:** consider relocating affected surgeries and clinics; inform home visiting services.

Eastney pumping station	Flooding of facility	2	4	High	Flood warnings and/or severe weather warnings; Standing water slow to clear	Diesel pumps can fail and standby electric pumps do not have same capacity. Potential for widespread flooding in Milton, Eastney and Southsea; Loss of waste and surface water disposal Loss of facility Environmental consequences Major flooding incident in 2000.	**All**: Consider need for tactical multi-agency management; Provision of support to utility company; Police and council to implement emergency traffic management; Consider evacuation; Warn and inform the public Identify vulnerable people and groups in the area **PCC:** sandbags and gulley clearing pre-positioned before predicted event or deployed in response to actual flooding; Consider setting up TES Flood Response Room; Advice on website; Identify and open rest centres as required; Inform home visiting social care services; Support to affected schools **Police**: disseminate flooding information; keep transport routes clear; maintain public order **PCT:** consider relocating affected surgeries and clinics; inform home visiting services.

Old Portsmouth	Flooding to residential and commercial properties High tide/storm surge event	2	4	High	High tide/storm surge event; Flood warnings and/or severe weather warnings	Flooding of properties, people at risk	**All**: Consider need for tactical multi-agency management; Provision of support to utility company; Police and council to implement emergency traffic management; Consider evacuation; Warn and inform the public Identify vulnerable people and groups in the area **PCC:** operation of floodgates**;** sandbags and gulley clearing pre-positioned before predicted event or deployed in response to actual flooding; Advice on website; Consider setting up TSM Flood Response Room: Identify and open rest centres as required; Inform home visiting social care services; Support to affected schools **Police**: disseminate flooding information; keep transport routes clear; maintain public order **PCT:** consider relocating affected surgeries and clinics; inform home visiting services.

Part 3
Warnings and plan activation

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3.1 Warnings

There are several types of warning for potential flood events:

Product	Who issues	Type of flooding	Importance
Daily flood guidance statements	Flood Forecasting Centre	All	**High** – trigger for action
Extreme rainfall alert	Flood Forecasting Centre	Surface water	**High** – trigger for action
Flood warning service	EA	River and coastal	**High** – trigger for action
Severe weather warnings	Met Office	All	Medium – will often need to be taken in context with other event triggers, such as tides

Flood Warning Service

The Environment Agency is responsible for managing warnings of potential tidal and fluvial flooding. The flood warning system is based on geographical Flood Warning Areas and indicates the level of predicted risk. It advises the public and responders on the likelihood of flooding through a staged approach to warning and taking action.

The Environment Agency has split the coastal floodplain in Portsmouth into warning areas, based on the level of defences and flood risk:

Area	EA reference	Floodline QUICK Dial
Eastern Portsmouth	071FWC1602	0845 988 1188 **0122137**
Fareham to Portchester	071FWC0801	0845 988 1188 **0122132**
Hilsea	071FWC1601	0845 988 1188 **0122136**
North Harbour to Farlington	071FWC0901	0845 988 1188 **0122138**
Old Portsmouth	071FWC1001	0845 988 1188 **0122134**
Southsea	071FWC1501	0845 988 1188 **0122135**
Tipner and Stamshaw	071FWC1701	0845 988 1188 **0122133**

The Environment Agency uses 3 flood codes to indicate the level of predicted risk: **flood alert, flood warning** and **severe flood warning**.

Environment Agency flood warnings are issued directly to the public, responders and the media through a 24 hour warning system called Floodline Warnings Direct. If a Flood Warning or Severe Flood Warning is issued in the Portsmouth area a recorded message is sent directly to all landline numbers, including ex-directory, in that flood warning area. Members of the public and businesses can also sign up to receive warning messages through phone, fax, text, email or pager.

Members of the public can also call the EA 24 hour phone line Floodline service, where they can listen to recorded information about flood warnings in force or speak to an advisor.

When the flood threat has receded the EA will issue Warning Removed messages. This will tell people the flood threat has passed and no further flooding is expected in their area. They will be issued through Floodline Warnings Direct, Floodline and the internet.

Code	Symbol	Description
Flood Alert		Issued when tidal levels and/or weather conditions dictate the possibility of flooding. The alert is targeted at specific areas and tells people they are risk from flooding and need to be alert, stay vigilant and make early preparations. It advises the emergency services and civil authority to be aware there is an increasing chance of flooding and to take appropriate preparatory action. Flood alerts will be issued 2 hours to 2 days in advance of predicted flooding. They will be issued through Floodline Warnings Direct, Floodline and the internet.
Flood Warning		Issued when flooding is expected. The warning is targeted at specific communities and tells people that flooding is expected and advises them on what actions to take. It advises the emergency services and the civil authority to consider implementing their emergency response plans. They will be issued to the public through Floodline Warnings Direct, Floodline and the internet. Flood Warnings tell people that a warning has been issued and advises them to 'Avoid *beaches, promenades, coastal footpaths and roads*' and '*Take action now to prevent water getting into your home. Move family, pets and valuables to a safe place*'.

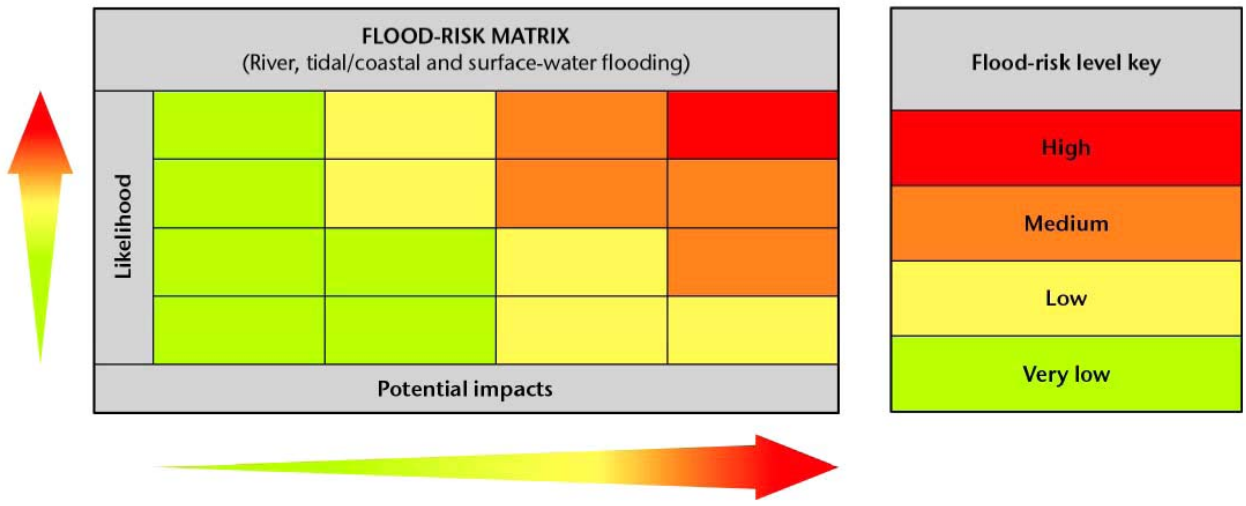
Severe Flood Warning		Issued when severe flooding is expected and there is extreme danger to life and property. This could relate either to extreme water depths or velocities. This warning is likely to involve an enhanced response and the commitment of significant resource. The EA may consult with partners before issuing a Severe Flood Warning to ensure it is the appropriate level of warning to issue. They will be issued to the public through Floodline Warnings Direct, Floodline and the internet. Severe Flood Warnings say '*Severe Flood Warning. Danger to life. This is a Severe Flood Warning from the Environment Agency for (Flood Warning Area name). You may be evacuated from your property. Co-operate with the emergency services and call 999 if you are in immediate danger*'.

Flood Guidance Statements

Flood guidance statements are issued by the Flood Forecasting Centre by email to Category 1 and 2 responders. They provide an overview of flood risk across England and Wales by county for the following 5 days. The risk is calculated from a matrix which rates likelihood and potential impacts.

The first 3 days of the Flood Guidance Statement are also published on the EA website for the public at http://www.environment-agency.gov.uk/homeandleisure/floods/125305.aspx

FLOOD GUIDANCE STATEMENT FLOOD RISK MATRIX, POTENTIAL IMPACTS KEY AND PUBLIC ADVICE KEY:



POTENTIAL IMPACTS KEY				
	VERY LOW	LOW	MEDIUM	HIGH
Typical impacts	**Minimal disruption** • Generally no impact, however there may still be • Isolated and minor flooding of low-lying land and roads • Isolated instances of spray/wave overtopping on coastal promenades • Little or no disruption to travel although wet road surfaces could lead to difficult driving conditions	**Minor disruption** • Localised flooding of land and roads – risk of aquaplaning • Localised flooding could affect individual properties • Individual properties in coastal locations affected by spray and/or wave overtopping • Localised disruption to key sites identified in flood plans (e.g. railways, utilities) • Local disruption to travel – longer journey times	**Significant disruption** • Flooding affecting properties and parts of communities • Damage to buildings/structures is possible • Possible danger to life due to fast flowing/deep water/ wave overtopping/ wave inundation • Disruption to key sites identified in flood plans (e.g. railways, utilities, hospitals) • Disruption to travel is expected. A number of roads are likely to be closed	**Severe disruption** • Widespread flooding affecting significant numbers of properties and whole communities • Collapse of buildings/structures is possible • Danger to life due to fast flowing/ deep water/ wave overtopping/ wave inundation • Widespread disruption or loss of infrastructure identified in flood plans (e.g. railways, utilities, hospitals) • Large scale evacuation of properties may be required • Severe disruption to travel. Risk of motorists becoming stranded

PUBLIC ADVICE KEY				
	VERY LOW	LOW	MEDIUM	HIGH
Public Advice	**No action required** • Keep an eye on the weather	**Flooding is possible - be aware** • Remain alert and ensure you access the latest weather forecast for up to date weather information. • Be aware of conditions and drive accordingly • Check flood warning page • Call Floodline 0845 988 1188 for the latest flooding information	**Flooding is expected - be prepared** • Remain vigilant and ensure you access the latest weather forecast • Consider re-scheduling your journey. Don't drive or walk through flood water • Think about preparing for flooding and take precautions where possible • Check flood warning page • Call Floodline 0845 988 1188 for the latest flooding information	**Significant risk to life - take action** • Remain extra vigilant and ensure you access the latest weather forecast • Avoid all non-essential travel or postpone journeys if at all possible • Follow advice given by authorities under all circumstances, and be prepared for extraordinary measures • Check flood warning page • Call Floodline 0845 988 1188 for the latest flooding information

Flood Forecasting Centre (FFC), Flood Guidance Statement (FGS) Flood Risk Matrix, Potential Impacts and Public Advice Key – November 2010

Extreme Rainfall Alert Service

Extreme Rainfall Alerts are issued by email to Category 1 and 2 Responders from the Flood Forecasting Centre. Extreme rainfall is quantified in the alerts as at least:

- 30mm in 1 hour
- 40mm in 3 hours
- 50mm in 6 hours

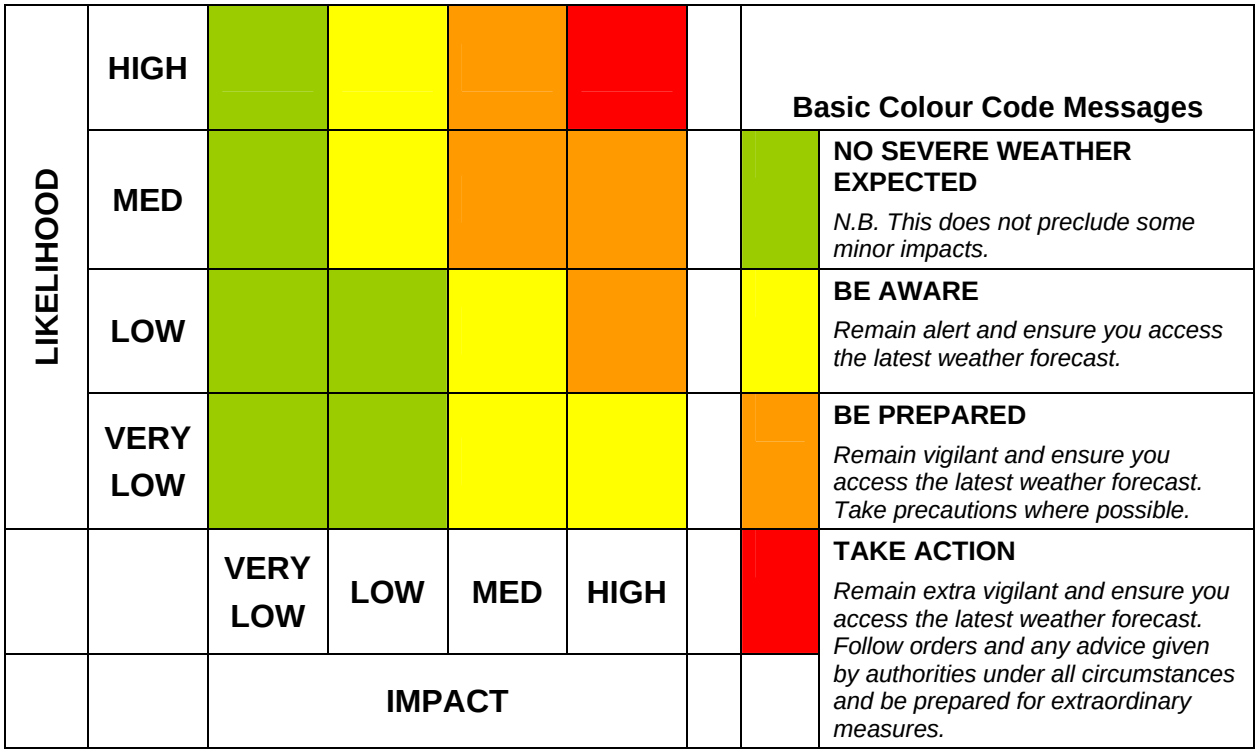
National Severe Weather Warning Service

The Met Office is responsible for sending warnings of severe or hazardous weather events with the potential to cause disruption. Whilst the warnings do not directly relate to flooding, they may provide indications of heavy rainfall or severe gales that, in conjunction with high tides and storm surges, may trigger preparation and response.

There are 2 categories of alert:

- **Alert** which indicate the risk of severe weather over the next 2 to 5 days
- **Warnings** which indicate the risk of severe weather during the next 24 hours

Alerts and warnings aim to give an assessment of both the impact the expected weather might have and likelihood of its occurrence:



Each alert and warning will include a Chief Forecaster's assessment of the alert/warning and giving any uncertainties in the forecast, such as timing, intensity, areas affected etc. Wherever possible alerts and warnings will be issued during normal working hours. Copies of alerts and warning classified as Amber or Red wil be sent to registered responders. All alerts and warnings are available on the Met Office public website and the *Hazard Manager* responder site.

Receipt of warnings

The following responders in Portsmouth receive flood and weather warnings:

Organisation	Flood warnings	Weather warnings
Hampshire Constabulary	EPOs OPPU	EPOs OPPU
Hampshire Fire and Rescue Service	Local stations	Local stations
NHS Portsmouth	EPLO	EPLO
Portsmouth City Council	CCU Coastal CCTV Corporate Comms Engineers Highways	CCU Coastal CCTV Corporate Comms Asset Management Highways City Help Desk Langstone Harbour Colas

The EA also issues operational messages to Portsmouth City Council as guidance for the operation of flood gates and road closures in Old Portsmouth and Southsea Esplanade. These messages are issued for high tides when predicted modelling indicates the tide will reach 5m CD or more. At this height the risk of over-topping increases and gates and roads may be closed as a precaution.

3.2 Response levels

Many flood events will be small in scale and dealt with by the responding emergency service, local authority or other agencies within normal operational response and resource plans. This level of response is generally limited to individual agency actions as **standard operating procedures**.

When the predicted or actual impact of flooding is more disruptive or requires additional resources, the emergency services will request the support of other agencies. Examples of assistance include road closures and diversions, evacuations and other support to the community. Hampshire Constabulary will activate the HIOW LRF Adverse Weather Office (AWO) on the advice of the EA or partners, to provide advice and co-ordination on highways issues. Individual agencies may also activate their emergency control centres to support their activity. Public warning and advice messages are likely to be issued. This level of response generally requires a **co-ordinated** response between agencies using the Multi-Agency Flood Plan for Portsmouth. The AWO or any agency involved in the response can request the activation of multi-agency tactical co-ordination through TCGs.

If widespread or extreme flooding is predicted or occurs, threatening life or property, the responding agencies may declare a **major incident** under the terms of the Civil Contingencies Act 2004. The response to a flood event will be co-ordinated within existing multi-agency incident management procedures, using the operational, tactical and strategic levels of command and control as described in the HIOW LRF Stratetgic Response Framework for Emergencies.

Response Level	Risk	Trigger	Actual or forecast impact	Response
Business as usual	Low flood risk	• No flood alerts or warning • No warnings of severe weather in force that may result in flooding • Flood Guidance Statement Green	No flooding occurring	• No specific response. Normal awareness of potential flood risk • Maintenance activities (gulley clearance, flood gate servicing) • Flood risk advice promotion to the public.
Standard operating procedures	Moderate flood risk	• FLOOD ALERT in force, or • Warnings of severe weather that may result in flooding, or • Reports of minor impact flooding • Flood Guidance Statement Yellow	Low impact flooding of minor roads, gardens and low-lying areas.	• Individual responders to consider standby, preparatory and response procedures, such as closure of Old Portsmouth floodgates and setting up of TES Flood Response Room • Trigger to consider activating the AWO • Warn and inform public
Co-ordinated response	Substantial flood risk	• FLOOD WARNING in force, or • Warnings of severe weather that is likely to result in flooding, or • Reports of property or road flooding • Flood Guidance Statement Amber	As for FLOOD ALERT and: High impact flooding which may result in risk to life, homes and businesses.	As for FLOOD ALERT plus tactical level of management: • Consider activating MAFP or specific actions within it as required • Trigger to consider the need for police-led multi-agency coordination at a TCG • Consider opening agency incident rooms/placing on standby • Warn and inform public.

Major incident	Severe flood risk	• SEVERE FLOOD WARNING in force, or • Warnings of severe weather that are highly likely to result in flooding, or • Flood Guidance Statement Red • Reports of significant, catastrophic flooding	As for FLOOD WARNING and: Very high impact flooding which may result in extreme danger to life and property	As for FLOOD WARNING plus strategic level of management: • Trigger to consider multi-agency response through SCC/SCG • Agency incident rooms open • Warn and inform the public
Recovery	Low flood risk	• Flood Warnings downgraded, or • No warnings of weather that may result in flooding • Flood Guidance Statement Green	Flood water receding	• Local authority initiate recovery action as per Community Recovery Plan • Assess scale of damage and priority areas • Advice and information to the public

3.3 Plan activation

A flood event may be localised or widespread, a flash flood or a gradual pre-warned event such as a spring high tide, or any combination. These scenarios are likely to have different activation and notification triggers.

Notification

- **Flash flood with no prior warning**

  In a flash flood emergency, notification is likely to come from the public to Colas, the City Help Desk, Civic Offices Security out of hours or from the Emergency Services. The responding Emergency Service will request appropriate support from partners, with escalation to a major incident should more services be required, or the impact becomes increasingly widespread or longer-term. Flash flooding could be caused by heavy rainfall or a breach of defences. The impacts are likely to cause a risk to life and property due to water depth and/or velocity. For a widespread event dealing with surface water on the highways Transport and Street management will set up the Surface Water Response Room to co-ordinate and prioritise the deployment of resources. With an immediate impact event it is likely the set up of multi-agency management structures may lag behind the initial response.

- **Gradual rise**

  Where flooding is likely as a result of a predicted event, responders will implement pre-planned mitigation measures based on the triggers provided by the flood/weather warning systems and reported flooding. A worsening situation may affect more sites or critical infrastructure, and generate more call on responding agencies.

Activation

The response to a wide-area or large impact flooding event will be co-ordinated within existing multi-agency incident management procedures, using the operational, tactical and strategic levels of command and control described in the **HIOW LRF Strategic Response Framework for Emergencies,** and the **Adverse Weather Office Operation Manual:**

- EA or other responder requests AWO or planning SCG
- Representative from Portsmouth City Council attends AWO/planning SCG
- Response levels, escalation triggers and command structure agreed, including requirement for SCC/SCG, TCGs and individual agency incident management structures
- Relevant MAFPs and response levels implemented and monitored during event and escalated as required

For a smaller local event requiring a multi-agency response, responders will follow a similar process:

- Portsmouth City Council Civil Contingencies Unit will call a local planning meeting with police, the fire and rescue service, NHS Portsmouth and EA as a minimum.
- Response levels, escalation triggers and command structure agreed, including requirement for TCG, TCG location and individual agency incident management structures
- The Portsmouth MAFP and response levels implemented and monitored during event and escalated as required

For an event where the response is limited to the council, the Civil Contingencies Unit will consult with Transport and Environment Service about the level of response.

- Transport and Environment Service will activate the TES Flood Response Room as required
- Customer, community and democratic services will provide updates to the public, internal services and councillors
- The Civil Contingencies Unit will set up corporate coordination as required
- Services will implement business continuity plans as required

3.4 Stand down procedures

Warning removed messages from the Environment Agency and the downgrading of weather warnings will indicate that there is no expectation of further water arriving or that water levels are receding. Standing flood water, however, may still be present in low lying areas or where water cannot escape, so the response and recovery phases may continue after warnings have been withdrawn.

For minor flood events local responders will determine when the situation has been resolved and services can stand down.

If the SCG/SCC has operated, then the handover from response to recovery will occur according to LRF procedures and when the threat to human life and welfare no longer exists.

3.5 Incident rooms

Agency incident rooms are located in the city as follows:

Organisation	Primary location	Secondary location
TCG	Fratton police station	Portsmouth City Council Civic Offices, 2nd floor conference room suite
Eastern Area Hampshire Constabulary	Fratton police station	CWUN or police stations as required
PCC	Portsmouth City Council Civic Offices, Conference Room B	To be developed
NHS Portsmouth	Trust HQ Committee Room, St James' Hospital	Other offices at St James; Meeting rooms in PHT education centre (mutual aid arrangement)
Portsmouth hospitals	Ops Room Level C, QA hospital	Lecture theatre or board room, education centre, E level
HM Naval Base	Semaphore Tower	As required

Part 4
Actions

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4.1 Council actions

The council's response to flooding is undertaken in its role as:

- A Lead Local Flood Authority under the Flood and Water Management Act 2010
- An organisation responding within its area of responsibility
- One of a number of responding agencies who are coordinating resources and decision-making in order to ensure public safety as far as possible and minimise disruption.

The actions in this plan sit alongside other established plans and processes and represent specific tasks and considerations associated with flooding.

The council has a range of pre-planned mitigation measures triggered by Flood Warning codes, severe weather warnings and reported flooding. These can be divided into 2 categories:

Preventative actions taken in advance of actual flooding:

- Operation of floodgates
- Closure of shoreline roads where overtopping may be a hazard to people and vehicles
- Distribution of sandbags to stand-by locations
- Warning and informing the public
- Protection of key infrastructure
- Plans for evacuation

Response actions to actual flooding:

- Implementing business continuity plans
- Gulley pumping
- Road diversions and closures
- Opening the TES Flood Response Room
- Opening the Emergency Response Centre
- Establishing the emergency helpline number
- Evacuation
- Opening rest centres for displaced residents

4.2 Priorities for action

The volume of calls for assistance during a flood event may overwhelm the support available from the authorities. In general priorities for action will be:

- **People**: action to protect life
- **Houses**: action to protect life and property
- **Roads**: action to protect life and properties
- **Infrastructure:** action to protect critical assets, especially utilities
- **Commercial property**: possible action to protect property
- **Gardens/land**: no action

Other factors may affect the level of a response. Priority will usually be given to assisting vulnerable people and protecting occupied residential property. In the event of roads flooding the response will take into account road classifications, the need to maintain strategic access routes and the risk presented to properties from water coming off the highway. Commercial properties may require protection depending on the risk from pollution if flooding occurred unchecked.

4.3 Sandbag policy

It is the responsibility of owners and occupiers of properties to protect their property in the event of flooding. Sandbags have limited benefit and the council has no statutory duty to provide or distribute sandbags to residents.

The council has established an emergency sandbag facility for extreme events. Sandbag policy and the decision to implement distribution is the responsibility of the Head of Transport and Environment Service.

Colas will distribute filled sandbags to sites in the city for residents to collect. The list of potential distribution points is at **Annex J**. The allocation of sandbags is 6 per doorway and provision will be made for delivery to those residents unable to collect. Disposal arrangements will be the responsibility of the householder unless the sandbags are contaminated with hazardous waste when the council will collect and arrange disposal.

The Head of Transport and Environment Service is responsible for sandbag policy and the decision to implement emergency distribution.

Hampshire Fire and Rescue Service do not clear flood water from properties. If resources permit they may provide advice on the extent of the damage.

4.4 TES Flood Response Room

Transport and Environment Service runs a co-ordinated response to highways and other surface water flooding issues. The TES meeting room on Floor 4 is the focal point for recording flooding incidents, co-ordinating the council and Colas response and providing updates on highways flooding.

Reports of flooding received by CHD from the public are sent to the TES Flood Response Room via the Public Enquiry manager (PEM) system. Council/Colas staff will attend each reported incident, investigate the cause and implement mitigation measures as appropriate. Each incident and action will be recorded. As a general rule the priority of response will be for:

- Reported flooding involving sewage
- Reported flooding from the highways into domestic properties
- Main transport routes

Potential evacuation routes for the city are at **Annex C**. The indicated routes are for guidance only and the traffic management for any evacuation activity will be determined at the time of an event by PCC, police and the Highways Agency.

4.5 Coastal Team

Portsmouth City Council is a member of a coastal partnership comprising Portsmouth, Havant, Fareham and Gosport local authorities. The role of the Coastal Team in an incident is to:

- Assess risk
- Disseminate warning and response information
- Monitor flood risk
- Direct Colas response teams

In particular the Coastal Team are responsible for the operation of the floodgates and tidal procedures in Old Portsmouth, and the Eastern Road floodboards. Closure of floodgates is a preventative action taken in advance of predicted flooding, based on operational messages from the EA. See **Annex I** for more details.

4.6 Service actions

Summary of triggers and council actions

Trigger	Actual or forecast impact	Response
• No warning of flood or severe weather that may result in flooding • Flood Guidance Statement Green	No flooding occurring	No specific response. Normal awareness of potential flood risk. Maintenance activities (gulley clearance, flood gate servicing) Flood risk advice and information available to public.
• FLOOD ALERT in force • Flood Guidance Statement Yellow • Warnings of severe weather that may result in flooding • Reports of minor impact flooding	Low impact flooding of minor roads, gardens and low-lying areas.	Consider Coastal Flood Risk Response Consider Flood Response Plan activation. Consider alert and standby procedures, including operation of floodgates. Warn and inform affected public.
• FLOOD WARNING in force • Flood Guidance Statement Amber • Warnings of severe weather that is likely to result in flooding • Reports of property or road flooding	As for FLOOD ALERT and: High impact flooding which may result in risk to life, homes and businesses.	Monitor critical locations. Monitor performance of flood defences, if safe to do so. Consider setting up the TES Flood Response Room Consider road closures in affected areas Consider opening Rest Centres Emergency Response Centre on standby Consider Multi-agency Flood Plan activation Warn and inform affected public as appropriate.
• SEVERE FLOOD WARNING in force • Flood Guidance Statement Red • Warnings of severe weather that are highly likely to result in flooding • Reports of significant / catastrophic flooding.	As for FLOOD WARNING and: Very high impact flooding which may result in extreme danger to life and property.	Open Emergency Response Centre. Rest Centres on standby, open as required/if evacuation decision taken. Consider strategic multi-agency management Warn and inform affected public as appropriate.
• Flood warnings removed • FLOOD WARNING no longer in force • Flood Guidance Statement Green • No warnings of severe weather in force that may result in flooding.	Flood water receding.	Initiate recovery activities. Assess scale of damage and priority areas. Facilitate rehabilitation of the community. Inform affected public as appropriate.

Transport and Environment Service/Colas			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Maintain flood defences		
2	Undertake routine preventative activities such as gulley clearance and flood gate maintenance		
3	Maintain Old Portsmouth flood gate operation and training		
4	Maintain emergency sandbag stock		
5	Maintain business continuity plans		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued; reports of minor flooding**	**Moderate flood risk**
1	Implement Coastal Flood Risk Response for low and high risk, as required		
2	Monitor sites at risk of flooding		
3	Respond to reports of: • Properties at risk of flooding from the highways • Highways surface water flooding Implement remedial measures: • Gulley clearing and cleansing • Sandbags • Emergency works		

4	Consider opening TES Flood Response Room if flooding is extensive
5	In conjunction with police and Colas implement road closures/traffic management/parking management as required
6	Standby to deploy sandbags to sites at risk
7	Inform Corporate Comms and affected council services of road closures and diversions

Coordinated response	**Flood warning or severe weather warning issued; reports of flooding received; Flood Guidance Statement Amber issued**	**Substantial flood risk**
	As per standard operating procedures plus:	
1	Implement Coastal Flood Risk Response for Serious Flood Incident	
2	Sandbags: • Deploy sandbags according to priority need. • Consider contacting Lions Club and Rotary for volunteers to help at distribution points • Advise Corporate Comms, City Help Desk, CCU and Councillors of distribution arrangements	
3	Re-order sand and sandbags as required	
4	Provide senior officers to council SMT and multi-agency TCG if operating	
5	Liaise with HIOW Adverse Weather/Highways Agency/HCC Highways as required	

Major incident		Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received	Severe flood risk
	As per coordinated response plus:		
1	Assist with public warning in areas at risk		
2	Provide assistance in protecting key infrastructure		
3	Provide a senior officer to multi-agency SCG if required		
4	Support corporate priorities and emergency management processes		
Recovery		**Flood warnings removed; no weather warning**	**Flood water receding**
1	Provide officers for recovery management		
2	Provide officers and information to the Humanitarian Assistance Centre, if operating		
3	Implement clear up of highways, footpaths, council owned car parks and sandbag distribution points		
4	Repairs: • Assess scale of damage to Transport and Street Management areas of responsibility • Identify priority actions		
5	Restock resources		

Civil Contingencies Unit/City Contact Officer/Emergency Response Centre			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Maintain council flood response plan and multi-agency flood plan for Portsmouth		
2	Deliver training and exercises to increase awareness of flood risk and response		
3	Attend LRF flood related groups		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued; Reports of minor flooding**	**Moderate flood risk**
1	Contact local police and heath and consider whether local multi-agency coordination required		
2	Contact HQ police OPPU and other partners and consider whether Adverse Weather Office should be activated. • Participate in AWO teleconferencing		
3	Inform CMB, TES and Corporate Comms if situation likely to escalate or affect council services		
4	Consider placing Emergency Response Centre, LALOs and Rest Centre volunteers on standby		
5	Provide internal co-ordination as required		
6	Monitor situation, assess risk and plan for further response		

Coordinated response	Flood warning or severe weather warning issued; Flood Guidance Statement Amber issued; reports of flooding received	Substantial flood risk
	As per standard operating procedures plus:	
1	Consult with partners about need to set up a local tactical (silver) suite	
2	Consult with HQ police OPPU for decision whether to escalate and form a SCG • If SCG is called advise Chief Executive/Duty Executive	
3	Consult with utility providers to check if situation is likely to disrupt their services	
4	Arrange SMT meetings as required	
5	Consider opening the Emergency Response Centre	
6	Open Rest Centres and assist with evacuations as required	
7	Advise adult and children's social care services to warn vulnerable people and communities	
8	Forward weather warnings, flood warnings and Met Office Public Weather Service announcements to CMB and Corporate Comms.	

Major incident	Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received	Severe flood risk
	As per coordinated response plus:	
1	Provide GOLD Away Team for SCG	
2	Consider need for RCG	
3	Plan with services for support to evacuees and those who choose to remain in flooded areas	
Recovery	**Flood warnings removed; no weather warning**	**Flood water receding**
1	Assist with initial internal co-ordination of recovery activities through ERC	
2	Implement HAC Plan if centre required	
3	Co-ordinate the return of evacuees with the emergency services and housing management (for social housing)	
4	Run internal debriefs to capture lessons learned	
5	Attend multi-agency debriefs	

Adult and Children's Social Care			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Maintain business continuity plan		
2	Maintain accessibility of vulnerable social care client information		
3	Encourage providers to develop robust business continuity arrangements		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	Undertake risk assessment to see if services and units at risk, advise them as appropriate		
2	Check residential availability		
3	Inform out of hours service of actions taken		
Coordinated response		**Flood warning or severe weather warning issued; Flood Guidance Statement Amber issued; reports of flooding received**	**Substantial flood risk**
	As per standard operating procedures plus:		
1	Assess impact of flooding on services, clients and providers • Prioritise need • Work with partner agencies to share vulnerable client lists and coordinate support to individuals • Implement BCM and contingency plans		
2	Work with QA to manage discharges to the community		

Major incident		Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received	Severe flood risk
	As per coordinated response plus:		
1	Continue to assess impact and prioritise services		
2	Provide senior officer to the SCG		
3	Plan for support to evacuees and those who choose to remain		
4	Support corporate priorities and emergency management processes		
Recovery		**Flood warnings removed; no weather warning**	**Flood water receding**
1	Provide social care support to those with identified needs who have been affected by the event		
2	Recover services to normal levels		
3	Provide officers for recovery management		
4	Provide officers and information to the Humanitarian Assistance Centre, if established		

Customer, Community and Democratic Services			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Maintain business continuity plan		
2	Support Environment Agency flood risk awareness campaigns through website links		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued;**	**Moderate flood risk**
1	Publish agreed multi-agency advice from the Adverse Weather Office		
2	Prepare to implement business continuity plan		
Coordinated response		**Flood warning or severe weather warning issued; Flood Guidance Statement Amber issued; reports of flooding received**	**Substantial flood risk**
	As per standard operating procedures plus:		
1	Implement business continuity plan as required		
2	Publish agreed multi-agency advice from the Adverse Weather Office/TCG		
3	Publish changes to council services		
4	Provide comms officers for SMT meetings		
5	Provide focal point for communications with councillors		

Major incident		Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received	Severe flood risk
	As per coordinated response plus:		
1	Provide comms officers to support SCG		
2	Support corporate priorities and emergency management processes		
Recovery		**Flood warnings removed; no weather warning**	**Flood water receding**
1	Recover services to normal levels		
2	Support services in providing information on recovery activities		

Other services			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	All: • Maintain service and team business continuity plans • Encourage providers to develop robust business continuity arrangements		
2	Services with responsibilities for buildings: • Maintain up to date flood risk assessments		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	Undertake risk assessment to see if services, units and clients are at risk		
2	Prepare to implement business continuity plans		
Coordinated response		**Flood warning or severe weather warning issued; Flood guidance Statement Amber issued; reports of flooding received**	**Substantial flood risk**
	As per standard operating procedures plus:		
1	Implement business continuity plans as required		
2	Inform Corporate Comms/CHD/partners/clients of any changes to services		
3	Undertake risk assessment for outdoor staff and modify service provision as appropriate		

Major incident		Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received	Severe flood risk
	As per coordinated response plus:		
1	Continue to assess impact and prioritise services		
2	Support corporate priorities and emergency management processes		
Recovery		**Flood warnings removed; no weather warning**	**Flood water receding**
1	Assess impact on services		
2	Recover services to normal levels		
3	Provide officers as required for recovery management		
4	Provide officers and information to the Humanitarian Assistance Centre, if established		

4.7 Communications

Forecast or actual widespread flooding may be classified as a major incident and trigger a county or regional response. In a major incident warning and informing the public and media handling will be co-ordinated through the **Hampshire and Isle of Wight Local Resilience Forum Media Plan for Major Incidents**. The Press Centre will be located at the SCG (usually the Hampshire Constabulary training school at Netley). If a centre is required in Portsmouth, the theatre in the Central Library is the first choice venue.

For any flooding event all media and public advice messages about council services are to be co-ordinated and released through Corporate Communications in accordance with the **Emergency Response Plan**. For a major event the City Help Desk will implement their emergency help line procedures.

For more details see the **Multi-Agency Flood Plan for Portsmouth**. The plan contains:

- Pre-scripted emergency broadcasts for the public and media statements
- Advice leaflet for people affected by flooding
- Evacuation disclaimer for individuals who choose to remain in a property
- Notice to householder
- Evacuation log sheet recording evacuation details for a building/street/area
- Premises marking guide
- Assistance Card for residents

4.8 Vulnerable people

It may be necessary to identify and warn vulnerable people whose circumstances place them at particular risk during flooding. Whilst everyone caught up in a major flooding event could be classed as vulnerable, planning and response arrangements will focus on those who are assessed as not being self-reliant and may need external assistance to become safe[3].

The HIOW LRF has an information sharing protocol to aid the timely exchange of sensitive information. The protocol is designed to balance the need to maintain confidentiality of information against the need to act. Considerations include:

- The risks and potential harm that may arise if they do not share the information.
- If the objective can still be achieved by sharing less personal data.
- The potential damage to the individual, balanced against the public interest in sharing the information.

In a fast-moving event, where speed is essential to protect life, the responding services may have to take action without reference to others.

Information on the location and needs of vulnerable individuals is held by different agencies: see the **Multi-Agency Flood Plan for Portsmouth**, Annex F for details.

If people are evacuated and accommodated in local authority Rest Centres, the Rest Centre manager will identify vulnerable people and those with special needs and arrange for the appropriate support from council and partner agencies.

4.9 Key infrastructure

A list of key sites in the city is included in the **Multi-Agency Flood Plan for Portsmouth Annex H**.

Utility providers are responsible for ensuring their critical infrastructure is maintained and protected. Portsmouth City Council may provide limited support if requested, subject to availability and other priorities.

The council has very limited capability to protect its buildings. The Civic Offices and the Paulsgrove Housing Office are the most critical assets as they house essential elements of the council's information services capability. Service business continuity plans identify minimum office requirements in the event that alternative accommodation is required. .

4.10 Evacuation and sheltering

This is a short summary of evacuation and shelter arrangements. Full details and procedures are in the **Multi-Agency Flood Plan for Portsmouth**.

Shelter

In some situations and where safety allows, in-situ shelter may be appropriate, due to the potential hazards and health risks associated with travelling through floodwater. This is a useful option if the flooding is predicted to be of short duration and limited impact, such as a high tide with minimal risk of over-toping.

[3] *Identifying people Who are Vulnerable in a Crisis* Civil Contingencies

Welfare issues may arise during longer periods of shelter and the needs of vulnerable people may not be met, generating the requirement for an emergency response at a time when responders are already fully committed. Basic needs such as food and clean water may also be required. Alternative accommodation outside the affected area may be needed for returning commuters etc who cannot reach their homes.

Evacuation

The decision to evacuate will be taken by the police in consultation with Portsmouth City Council. Rest centre selection and operation procedures are detailed in the **Rest Centre Plan**.

Given the level of flooding risk in Portsmouth, a number of prepared Rest Centre sites are located in flood zones. As a result the Rest Centre Plan has identified a large number of alternative venues. Arrangements are also in place with neighbouring local authorities if additional rest centres are required outside the Portsmouth City Council area. In the event of a spontaneous evacuation the situation will be assessed, and planned evacuation procedures will be initiated as required.

4.11 Portsmouth City Council tenants in Havant

There are approximately 4 500 units of housing stock in the Havant Borough Council area owned by Portsmouth City Council. In the event of a flooding event that affects Portsmouth City Council tenants and housing stock, the following roles and responsibilities apply:

Function	Provider agency	Roles and responsibilities
Evacuation/ Survivor Reception Centres	Havant Borough Council/Hampshire County Council	• Identify suitable location • Open, manage and resource centre • Advise Portsmouth City Council Civil Contingencies Unit or City Contact Officer
Prepared Rest Centres	Havant Borough Council/Hampshire County Council	• Identify Rest Centre • Open, manage and resource Rest Centre • Advise Portsmouth City Council Civil Contingencies Unit or City Contact Officer
	Portsmouth City Council	• **Deploy Housing Officers to the Rest Centre to assist tenants with accommodation needs**
Humanitarian Assistance Centre	Havant Borough Council/Hampshire County Council	• Identify suitable location • Open, manage and resource centre • Advise Portsmouth City Council Civil Contingencies Unit
	Portsmouth City Council	• **Deploy Housing Officers and specialist officers as required to support tenants with humanitarian assistance**
Temporary Mortuary	**Affected local authority**	• **As per local authority agreement**

4.12 Recovery and Restoration

Recovery is covered in detail in Part 4 of the **Emergency Response Plan** and the **HIOW LRF Community Recovery Plan.** This section provides a summary of key points.

High impact flooding

A multi-agency Recovery Co-ordination Group (RCG) will be established as part of the initial SCG set-up. The lead for recovery will in most cases rest with the local authority. Recovery and restoration co-ordination will take place alongside the response phase until the issue of a WARNING REMOVED message, when responsibility will be formally handed over from the police to the local authority. In Portsmouth the lead for the RCG will be a nominated Senior Director reporting to the Chief Executive.

Principles and arrangements to support the Recovery Co-ordination Group are outlined in Part 4 of the council's **Emergency Response Plan**, which draws on the guidance provided in the **National Recovery Guidance**. A number of sub-groups may be required to provide effective focus and co-ordination:

- Humanitarian Assistance
- Economic Issues
- Infrastructure Issues
- Environmental Issues

Immediate responsibilities of the RCG are likely to be:

- Establish priorities for action in consultation with other organisations.
- Re-establishment of remaining non-critical public services that have not been maintained in business continuity plans.
- Provision of advice and management of public housing issues.
- Welfare issues
- Provision of pumping and salvage assistance in close co-operation with Colas Ltd, Hampshire Fire & Rescue Service and any pump hire companies employed to assist in the recovery phase.
- Management of public health issues in close co-operation with Care Trusts and Health Protection Agency.
- Management of environmental issues in close co-operation with Environment Agency and Health Protection Agency.
- Provision of advice and support to affected persons.
- Co-ordinate voluntary sector involvement.
- Assistance and advice to local businesses affected by the incident.
- Management of transport and parking issues in close co-operation with Highways Agency.
- Support security measures required by Hampshire Constabulary.
- Liaise with utility companies to ensure that supplies are re-established.

The RCG will continue to meet until the recovery issues have been resolved or absorbed into the mainstream business of organisations.

Low Impact Flooding

The co-ordination of clean-up operations and small levels of re-housing will be carried out by individual services. If required the Civil Contingencies Unit will provide co-ordination or activate the Emergency Response Centre.

Recovery activity may be on going for several years. In the initial phases the Recovery Co-ordination Group may coordinate its tasks through the Emergency Response Centre, but eventually the work will be subsumed into normal business and service planning. Agencies should ensure they implement appropriate tracking mechanisms to monitor expenditure.

4.13 Stand down procedures

Warning removed messages from the Environment Agency and the downgrading of weather warnings will indicate that there is no expectation of further water arriving or that water levels are receding. Standing flood water, however, may still be present in low lying areas or where water cannot escape, so the response and recovery phases may continue after warnings have been withdrawn.

For minor flood events local responders will determine when the situation has been resolved and services can stand down.

If the SCG/SCC has operated, then the handover from response to recovery will occur according to LRF procedures and when the threat to human life and welfare no longer exists.

4.14 Post-event actions

All logs are to be given to the Civil Contingencies Unit. Records of expenditure by individual services and the ERC are to be given to respective finance officers. Rest Centre and Emergency Response Centre staff should submit call-out and overtime sheets to the Civil Contingencies Manager for authorisation. Other council services will follow individual service procedures for their staff.

Flood records are to be archived in PFRA format. The Civil Contingencies Unit will complete structured debriefs and a post-event report for the Chief Executive and Cabinet Member for Environment and Community Safety.

Portsmouth City Council may also be required to take part in multi-agency debriefs. Representation should be at Director level plus CCU staff.

In accordance with the Flood and Water Management Act 2010 Portsmouth City Council has a duty to investigate flood events, subject to resources and the severity of the flooding. The duty to investigate excludes flooding caused by burst water mains and water company infrastructure issues.

Portsmouth
CITY COUNCIL

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