Portsmouth CITY COUNCIL

Multi Agency Flood Response Plan

Civil Contingencies Unit

www.portsmouth.gov.uk

Foreword

The Multi-Agency Flood Plan for Portsmouth describes the management structures and actions of local responders in response to a flooding event in Portsmouth.

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
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Guildhall Square
Portsmouth
PO1 2AL

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By telephone to: 023 9284 1498

By fax to: 023 9283 4425

Amendments

Amendment number	Date incorporated	Signature

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

Internal	
Chief Executive	1 each
Strategic Directors and Portsmouth International Port	1 copy (6)
Heads of Service	1 pdf (19)
Civil Contingencies Unit	1 copy
Emergency Response Centre	1 copy
Transport and Environment Services • 3 x Assistant head of service • Engineer	4 copies
Havant and Portsmouth Coastal Partnership	3 copies
GIS	1 copy
Corporate Communications	1 copy
City Help desk	1 copy
Colas	1 copy
External	
Hampshire Constabulary HQ Emergency Planning Officer Eastern Area Ops Planning	2 copies plus EA map CD
Hampshire Fire and Rescue Service HQ Contingency Planners Portsmouth Group Manager	2 copies plus EA map CD
South Central Ambulance Service	1 copy plus EA map CD
Environment Agency	1 copy
NHS Portsmouth	1 copy plus EA map CD

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Part 1
Flood response policy

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1.1 Introduction

The Multi Agency Flood Plan for Portsmouth (MAFPP) is a specific hazard plan required to comply with DEFRA guidance *Developing a Multi-agency Flood Plan* version 5.1 dated May 2010. It outlines the multi-agency response to flood events and is supported by LRF and individual organisations' operational plans.

Key actions for responders are at Part 4

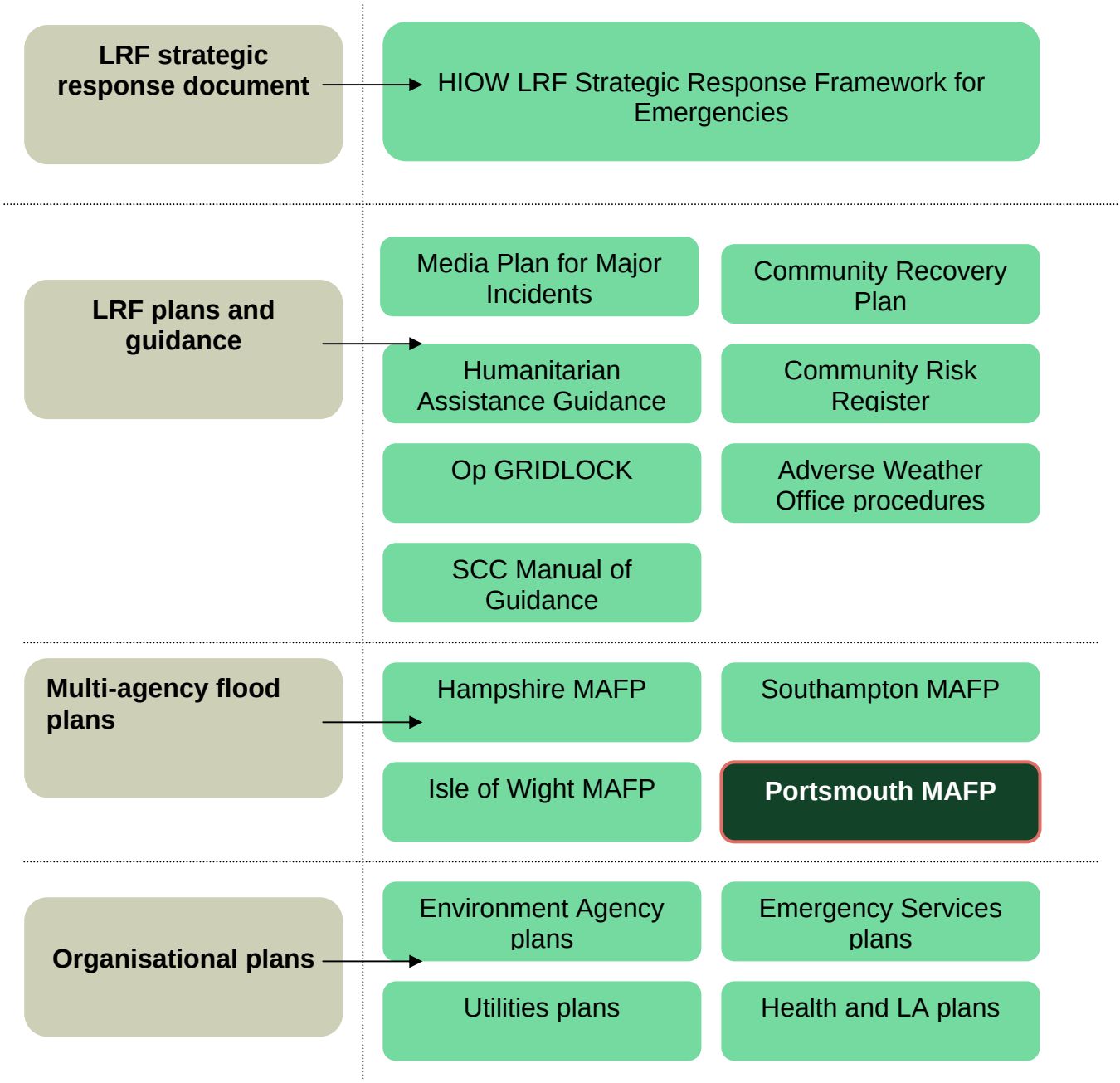
Key response information for flood warning areas is at Annex A

1.2 Purpose of the plan

The purpose of the plan is to describe the tactical multi-agency management and response arrangements in preparation for, and response to, a flood event in Portsmouth. It is produced for Category 1 and 2 responders in the HIOW LRF.

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

Flood response framework



1.3 Strategic outcome and objectives of the plan

The **strategic outcome** of the plan is to mitigate flood risk by:

- Identifying the procedures and organization necessary to ensure a coordinated response to a flood event in Portsmouth
- Minimizing the impact and consequences of a flood event to people, infrastructure and the environment
- Identifying recovery and remediation measures

The **objectives** of the plan are:

- To describe the flood and weather warning systems.
- To outline the actions taken by responders in preparation for, and in response to, flood events.
- 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 Portsmouth City Council is responsible for the production and publication of the MAFPP on behalf of local responders. It is produced in line with the requirements of the *National Flood Emergency Framework for England 2010* published by DEFRA.

The plan covers the unitary authority area of Portsmouth City Council. The *Fareham to Portchester* flood warning area covers both Portsmouth City Council and Hampshire County Council, whilst the *North Harbour to Farlington* flood warning area is adjacent to Hampshire County Council areas. The management of a response in these sites needs to a joint operation to ensure the most effective outcomes.

The plan is a site-specific response document for a particular hazard, and should be used in conjunction with other LRF and organisation plans depending on the severity and impact of the event. Individual responder organisations are responsible for producing their own supporting procedures to this plan.

The plan is primarily designed for events where there is a threat to life or property. It does not cover flood risk from foul sewage, burst water main or localised accumulations of surface water. The risk from these sources is not considered to be significant and can be handled in most cases through normal service response arrangements.

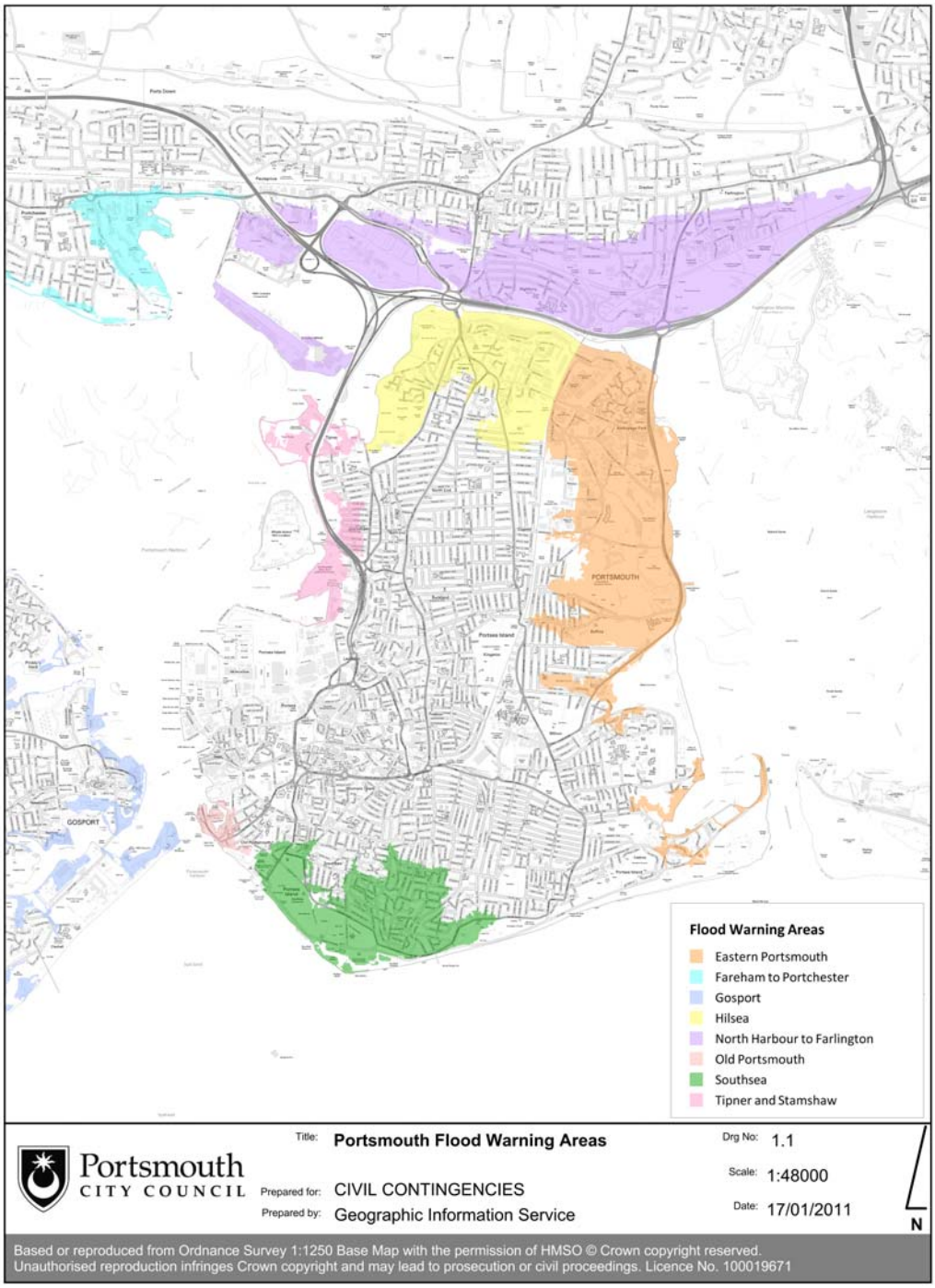
The plan does not provide in-depth coverage of the following topics, which are covered in other plans:

- Operation of local authority rest centres (PCC Rest Centre Plan)
- Operation of multi-agency management structures, which are covered in LRF plans.
- Environmental consequences (Community Recovery Plan)
- Site clearance (Community Recovery Plan)
- Recovery and reconstruction (Community Recovery Plan)
- Environmental consequences (assessment at the time)

The plan excludes details of water rescue operations, which will be undertaken by the Emergency Services in accordance with current operational procedures and risk assessments.

It is not the responsibility of Category 1 responders to manage flood risk for private enterprises or domestic properties. Support may be offered where the failure of a critical site or resource may put a community at risk.

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
Portsmouth City Council	
Urgent Support Plan for CCTV	Civil Contingencies Unit
Emergency Response Plan	Civil Contingencies Unit
Emergency Traffic Plan	Traffic Management
Flood Response Plan	Civil Contingencies Unit
Rest Centre Plan	Civil Contingencies Unit
Portsmouth Oil and Chemical Pollution Plan	Civil Contingencies Unit
Old Portsmouth Floodgate Guide	Coastal Protection
City Help Desk Emergency Response Document	City Help Desk
Multi-agency	
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 Incidents	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 Community Recovery Plan	Hampshire and Isle of Wight Local Resilience Forum

Hampshire and Isle of Wight Local Resilience Forum Adverse Weather Office Op Manual	Hampshire Constabulary
Hampshire Constabulary Action Plan	Hampshire Constabulary
SCC guidance	Hampshire and Isle of Wight Local Resilience Forum
SCG and TCG manuals	Hampshire and Isle of Wight Local Resilience Forum

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.

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 the operational level 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 pre-identified multi-agency TCG location is generally located in Fratton Police Station. The actual location will be determined at the time of the incident depending on conditions.

- 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 group 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 Centre (SCC) will form, with a Strategic Co-ordinating Group (SCG) 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.

- Hampshire Constabulary is responsible for activation of the SCG and SCC.

1.8 Planning assumptions

The plan outlines response and coordination arrangements:

- For predicted and spontaneous flooding events.
- Based on costal zone flood warnings providing an 8 hour lead time for over-topping of coastal defences from storm tides

- Where flood rescue assumes the use of flood rescue teams listed on the Flood Rescue National Enhancement database
- Where there is a functioning telecommunications, power supply and transport system.

Portsmouth City Council is the Operating Authority for:

- **Flood defences on ordinary watercourses**
- **Coastal protection on 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 Portsmouth local authority area.

There are no critical ordinary watercourses in the Portsmouth authority area.

There is no local authority 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 Health and safety

Individual agencies are responsible for the health and safety of their staff, contractors working for them and other agency personnel placed under their command.

1.10 Training and exercising

Each responding agency with a role in the plan is responsible for the operational and role-based training required to support its duties in the plan. Agencies are to maintain records of their training programme.

Joint training and exercising at the tactical level is co-ordinated by the Civil Contingencies Unit Portsmouth City Council. A multi-agency tactical exercise based on a flooding scenario is held every 3 years.

Strategic and wide-area training and exercising is managed through the HIOW LRF training and exercise calendar. The calendar is published on the HIOW LRF National Resilience Extranet pages.

Individual aspects of the plan, and supporting plans, can be tested through other exercises where the capability is demonstrated, for example activation of the rest centre or SCC activity.

1.11 Plan approval

The plan has been prepared in consultation with local responders and partner agencies. It has been peer reviewed by the HIOW LRF Multi-Agency Flood Plan Task and Finish Group.

1.12 Plan review

Portsmouth City Council 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.

1.13 Post-event debriefs

Individual agencies will complete internal debriefs, capturing and implementing lessons learned for future events. For multi-agency events, where the SCG/SCC has operated, the police will co-ordinate a multi-agency debrief session for responders.

Debriefs should follow the format of HIOW LRF'S Debriefing Guidance

1.14 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 all agencies with a role in the plan as per the distribution list and published on the National Resilience Extranet.

1.15 References

- *Developing a Multi-Agency Flood Plan (MAFP): Guidance for Local Resilience Forums and Emergency Planners (2010)* DEFRA/EA/Civil Contingencies Secretariat

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

- *National Flood Emergency Framework for England (2010)* Defra

- *National Recovery Guidance* Civil Contingencies Secretariat

- *Identifying People Who are Vulnerable in a Crisis: Guidance for Emergency Planners and Responders (2008)* 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

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 the *National Flood Emergency Framework for England*.

2.2 Community Risk Register

The HIOW LRF Community Risk Register[1] has identified the following flood risks applicable for the Portsmouth area:

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

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

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 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.

Portsmouth has a combined sewer system so surface and waste water is taken away through the same main sewer system. Surface water flooding onto the highways or property flooding through backed up drains and waste water outlets may be contaminated.

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 (also at risk from affected by groundwater)
- Twyford Avenue, Penrose Close area.

2.6 Risk scenarios

Immediate impact events

- Flash flooding with no prior warning. Caused by heavy rainfall or breach of defences
- The impacts are likely to cause a risk to life and property due to water depth/velocity

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
- Infrastructure renewals
- Use of attenuation and/or Sustainable Urban Drainage Schemes
- Assessment of potential sources of surface water flooding
- 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

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; 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 **Health:** 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; 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 **Health:** 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 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; 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 **Health:** 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; 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 **Health:** 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*'.

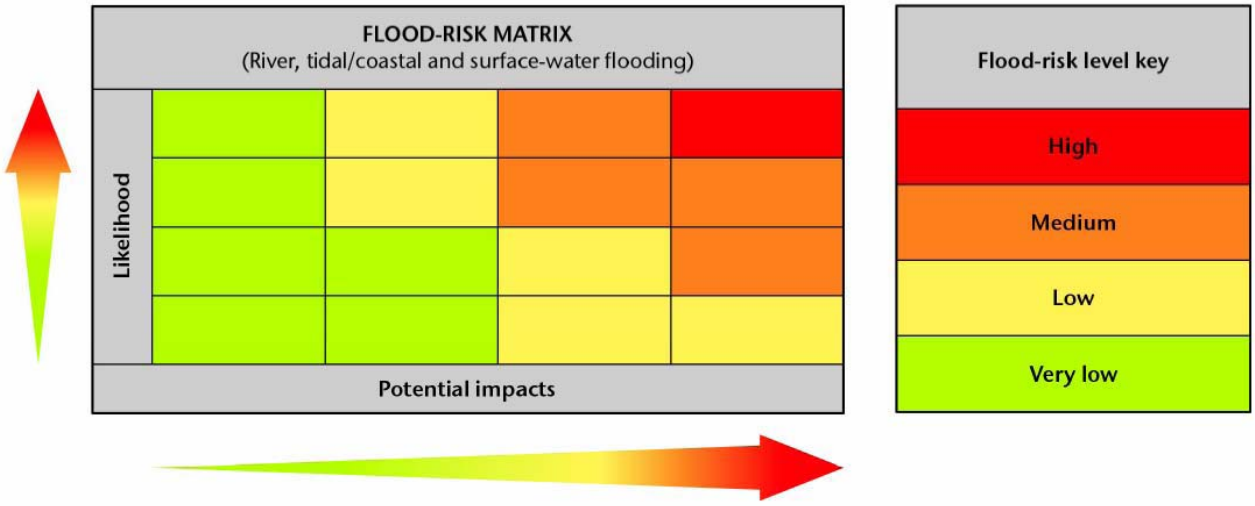
If a Flood Warning or a Severe Flood Warning is issued for any coastal warning area in Portsmouth the EA Flood Warning Duty Officer will inform partner agencies of the forecast tide level and which map to use from the CD provided with this plan. Partner organisations should not act on the information in this section until confirmation has been received from the EA.

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:

LIKELIHOOD	**HIGH**						**Basic Colour Code Messages**	
	MED							**NO SEVERE WEATHER EXPECTED** *N.B. This does not preclude some minor impacts.*
	LOW							**BE AWARE** *Remain alert and ensure you access the latest weather forecast.*
	VERY LOW							**BE PREPARED** *Remain vigilant and ensure you access the latest weather forecast. Take precautions where possible.*
		VERY LOW	**LOW**	**MED**	**HIGH**			**TAKE ACTION** *Remain extra vigilant and ensure you access the latest weather forecast. Follow orders and any advice given by authorities under all circumstances and be prepared for extraordinary measures.*
		IMPACT						

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 will 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	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. The AWO will provide advice and co-ordination to enable agencies to respond effectively with an agreed method of escalation for events that become more serious. 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. 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 Strategic Response Framework for Emergencies.

The table below describes the response levels, triggers and generic actions:

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 or EA Operational Instructions in force • 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 • 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 via 999 to 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. 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 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 local event in Portsmouth 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 the Environment Agency 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

Internal alert and standby procedures

Individual agencies are responsible for the placing of their personnel on standby and any internal cascade call out required to complete the actions in this plan.

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

Individual agencies are responsible for ensuring that incident rooms are maintained and can be activated and resourced in accordance with the triggers in this plan.

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 station as required
PCC	Portsmouth City Council Civic Offices, Conference Room B	Under review
NHS Portsmouth	Trust HQ Committee Room, St James' Hospital	Other offices at St James; Meeting rooms in PHT education centre, E level (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 Introduction

This section of the plan summarises the actions taken by Category 1 and 2 responders in the planning, response and post-event phases of a flooding event. Actions are linked to the local flood warning triggers described in Part 3.

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

- **Preventative actions** taken in advance of actual flooding:
  - Operation of floodgates and barriers
  - Closure of shoreline roads where over topping may be a hazard to people and vehicles
  - Distribution of sandbags to stand-by locations
  - Warning and informing of the public
  - Protection of critical infrastructure
  - Plans for evacuation

- **Response actions** to actual flooding:
  - Opening emergency control centres
  - Implementing business continuity plans
  - Road diversions and closures
  - Establishing emergency helplines
  - Flood rescue operations
  - Evacuation
  - Request for military support in the event of hazard to life.

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.

See Annex A for key response information for each flood warning area

4.3 Surface water flooding on the highways

PCC Transport and Environment Service run a co-ordinated response to highways and other surface water flooding issues. The TES meeting room on Floor 4 of the Civic Offices 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 from the emergency services and through the PCC City Help Desk from the public are sent to the TES Flood Response Room via the automated 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

4.4 Tidal flooding

Portsmouth City Council Coastal Team is responsible for:

- Assessing tidal risk based on information and operational messages form the EA
- Disseminating warning and response information to council and partner agencies
- Monitoring flood risk
- Directing 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

4.5 Recovery and restoration

Recovery procedures are detailed in the following documents:

- HIOW LRF Strategic Response Framework for Emergencies
- HIOW LRF Community Recovery Plan
- Portsmouth City Council's Emergency Response Plan Part 4
- Portsmouth City Council's Flood Response Plan

Recovery procedures may be activated whilst the emergency response is ongoing. The local authority leads the recovery phase in partnership with other agencies and the private sector. Whilst recovery from a minor flood will usually form part of normal operations a severe flood affecting many people and properties will require a co-ordinated response.

Issues following flooding include:

- Clean up and waste disposal
- Repairs to public assets
- Restoration of power, communications and water
- Domestic and business insurance issues
- Displaced businesses and public services
- Humanitarian assistance

4.6 Actions by responding agencies

The following lists detail specific agency actions by response level:

- Preplanning /business as usual
- Standard operating procedures
- Co-ordinated response
- Major incident
- Recovery

The actions will be taken in conjunction with individual agency statutory responsibilities, generic roles and responsibilities and existing multi-agency arrangements.

Hampshire Constabulary			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	No specific police operational actions		
2	Continuous review of business continuity plans for police premises		
3	Maintenance of Major Incident Boxes		
4	Maintenance of documentation team boxes		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	The Environment Agency will determine whether to activate the remote teleconferencing with partner agencies (Adverse Weather teleconferencing), contacting OPPU (office hours) or CWUN control room (out of hours) direct.		
2	OPPU to brief Critical Incident Cadre, OCU Commander(s) (office hours), CWUN control room and Operational Inspector		
Coordinated response		**Flood warning or severe weather warning issued; reports of flooding received; Flood Guidance Statement Amber issued**	**Substantial flood risk**
1a	OPPU to brief Critical Incident Cadre and consult with partners about activating the Adverse Weather Office/escalating multi-agency management, through teleconference. Environment Agency may advise OPPU (office hours) or CWUN control room (out of hours) direct to activate Adverse Weather Office. OPPU/CWUN to activate the Adverse Weather Office if required		

And/or	
1b	OPPU to brief Critical Incident Cadre and consult with partners about need for a local tactical (Silver) suite. Affected OCU to open Silver suite if required.
2	Critical Incident Cadre should consult with Police Gold Commander for decision whether to escalate and form a SCG
3	Assist with risk-assessed evacuations
4	RPU to liaise with PCC Highways and co-ordinate resources to minimise disruption on the highways (road closures, diversions, emergency access)
5	Consider logistical movement of vehicles suitable for use in flooded areas, for example 4x4s with high ground clearance
6	Establish a Community Impact Assessment at the earliest opportunity
7	SIO to issue policy reference use of vehicles

Major incident	**Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received**	**Severe flood risk**
1	Activate HIOW LRF strategic multi-agency management	
2	Provide chair of SCG	
3	Co-ordinate media and public information in accordance with HIOW LRF Media Plan for Major Incidents	
4	Liaise with Highways Agency, local authority highways authorities and co-ordinate RPU resources to minimise disruption on the highways and maximise emergency services access.	

5	Assist with co-ordinated risk assessed evacuations	
6	Set up casualty bureau documentation teams as appropriate	
7	Notify Special branch who will assess the potential impact on any Critical National Infrastructure sites within HIOW	
Recovery	**Flood warnings removed; no weather warning**	**Flood water receding**
1	Assist with recovery activities	
2	Assist with the mass return of evacuees	
3	Maintain law and order in evacuated areas	

Hampshire Fire and Rescue Service			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	No specific Fire and Rescue operational actions		
2	Continuous review of business continuity plans for Fire and Rescue premises		
3	Maintenance of operational readiness		
4	Maintenance of operational readiness standards		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	The Environment Agency will determine whether to activate the remote teleconferencing with partner agencies (Adverse Weather (teleconferencing).		
2	Consider staffing levels for Major Incident Room if necessary		
3	Consult Control and Level 5 Water Rescue Incident Managers as required		
4	Provide assessments/emergency response where requested where flood water affects property		

Coordinated response	Flood warning or severe weather warning issued; Flood Guidance Statement Amber issued; reports of flooding received	Substantial flood risk
1	Consult with partners about activating the Adverse Weather Office/escalating multi-agency management through teleconference. Environment Agency may advise Control (out of hours) direct to activate AWO. If AWO activated: • Mobilise an officer to AWO • Activate Major Incident Room and associated protocols • Mobilise Flood Rescue Response as required • Check on availability of Incident Managers and Water Rescue first responders • Develop priorities and establish command and control procedures	
2	Consult with partners about need to set up a local tactical (Silver) suite	
3	Consult with Police Gold Commander for decision whether to escalate and form a SCG	
4	Carry out risk-assessed evacuations and maintain flood response	
5	Consider logistical movement of vehicles suitable for use in flooded areas, for example 4x4s with high ground clearance	
6	Establish a Community Impact Assessment at the earliest opportunity	

Major incident		Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received	Severe flood risk
1	Activate HIOW LRF strategic multi-agency management		
2	Assist in the co-ordination of media and public information in accordance with HIOW LRF Media Plan for Major Incidents		
3	Continue with co-ordinated risk assessed evacuations, implement long term flooding protocols		
Recovery		**Flood warnings removed; no weather warnings**	**Flood water receding**
1	Assist with recovery activities		

Portsmouth City Council			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Prepare and maintain Portsmouth multi-agency flood plan and council flood plan		
2	Maintain flood management processes		
3	Maintain flood defences		
4	Undertake routine preventative activities such as gulley clearance and flood gate maintenance		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	Implement Flood Alert procedures in council Flood Response Plan		
2	Implement Old Portsmouth/seafront tidal procedures as required		
3	Contact local police and health and consider whether local multi-agency co-ordination required		
4	Contact HQ police OPPU and other partners and consider whether the Adverse Weather Office should be activated		
5	Compile latest GIS resources for risk assessment and impact planning		
6	Respond to reports of: • Properties at risk of flooding from highways • Highways surface water flooding		
7	In conjunction with the police implement road closures and diversions as required		
8	Provide advice to the public		

Coordinated response	Flood warning or severe weather warning issued; Flood Guidance Statement Amber issued; reports of flooding received	Substantial flood risk
1	As per Flood Alert procedures plus:	
2	Implement Flood Warning procedures in council Flood Response Plan	
3	Consult with partners about need to set up a local tactical (Silver) suite	
4	Consult with HQ police OPPU for decision whether to escalate and form a SCG	
5	Consider opening the Emergency Response Centre and place staff on standby	
6	Review risk assessment and impact planning	
7	Consider warning vulnerable communities at risk	
8	Open Rest Centres as required and assist with evacuations	

Major incident	Severe flood warning or severe/flash weather warning received; Flood Guidance Red issued; Reports of significant flooding received	Severe flood risk
1	As per Flood Warning procedures plus:	
2	Implement Severe Flood Warning procedures in council Flood Response Plan	
3	Provide officers for HIOW LRF strategic multi-agency management	
4	Assist in the co-ordination of media and public information in accordance with HIOW LRF Media Plan for Major Incidents	

Recovery	Flood warnings removed; no weather warnings	Flood water receding
1	Implement recovery procedures in council Flood Response Plan and Emergency Response Plan	
2	Provide lead officer for multi-agency recovery management. If impact minimal and health related, public health service to lead	
3	Assess scale of damage and priority areas for action	
4	Provide advice and information the public	

NHS Portsmouth			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Prepare and maintain NHS Portsmouth flood response action cards. Implement flood risk control measures where indicated		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	Implement internal and external alert cascade to health services		
2	Consult with partners about need to set up the Adverse Weather Office		
3	Contact local police and Portsmouth City Council and consider whether local multi-agency co-ordination required		
4	Liaise closely with Portsmouth City Council and Environment Agency Contact, monitoring situation and potential vulnerable areas		
5	In conjunction with Health Protection Agency and Portsmouth City Council, provide health advice to the public. GIS resources for risk assessment and impact planning		
Coordinated response		**Flood warning or severe weather warning issued; Flood Guidance Amber issued: reports of flooding received**	**Substantial flood risk**
1	Implement internal and external alert cascade to health services		
2	Liaise with local police and Portsmouth City Council to implement appropriate multi-agency level of management		

3	Consider activating the NHS Portsmouth Executive Management Team, opening the Emergency Control Centre and place staff on standby.
4	In liaison with health partners and Portsmouth City Council consider warning vulnerable communities at risk
5	Review risk assessment and impact planning

Major incident	**Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received**	**Severe flood risk**
1	Implement internal and external alert cascade to health services	
2	Liaise with police and Portsmouth City Council to implement appropriate multi-agency level of management	
3	Activate the NHS Portsmouth Major Incident Plan including the Emergency Control Centre and Executive Management	
4	In liaison with health partners and Portsmouth City Council assess the impact on vulnerable groups at risk and implement measures as appropriate	
5	Monitor health economy service pressures and implement measures as appropriate	
6	Implement health surveillance mechanisms where appropriate	
7	Provide health advice to the public as developed and agreed by the STAC	

Recovery	Flood warnings removed; no weather warnings	Flood water receding
1	Implement recovery procedures in NHS Portsmouth Major Incident Plan	
2	Provide health input to multi-agency recovery activities and management	
3	In conjunction with the Health Protection Agency and Portsmouth City Council provide health advice to the public	

Environment Agency			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Prepare and maintain Hampshire Local Flood Warning Plan		
2	Contribute to multi-agency plans		
3	Maintain EA duty officer procedures		
4	Update flood risk maps for coastal and fluvial flooding		
5	Maintain EA flood defence		
6	Maintain and operate Eastern Road pumping station		
7	Maintain and clear grills on Great Salterns Lane		
8	Monitor fluvial and coastal conditions		
9	Respond to pollution incidents		
Standard operating procedures		**Flood alert or weather warning issued; Flood Guidance Statement Yellow issued**	**Moderate flood risk**
1	Issue Operational Instructions to Portsmouth City Council indicating levels reached for gate closure		
2	Issue Flood Alerts to professional partners on flood risk		
3	Provide advice to professional partners on flood risk		
4	Consider contacting HQ police OPPU and other partners to discuss activation of Adverse Weather Office		
5	Record details of flood events		

Coordinated response		**Flood warning or severe weather warning issued; Flood Guidance Amber issued: reports of flooding received**	**Substantial flood risk**
1	Issue Flood Warnings to professional partners, media and at risk members of the public via Floodline Warnings Direct		
2	Contact HQ police OPPU to discuss activation of Adverse Weather Office		
Major incident		**Severe flood warning or severe/flash weather warning received; Flood Guidance Statement Red issued; Reports of significant flooding received**	**Severe flood risk**
1	Issue Severe Flood Warnings to professional partners, media and at risk members of the public via Floodline Warnings Direct		
2	Contact HQ police OPPU and other partners to discuss activation of the SCG		
Recovery		**Flood warnings removed; no weather warnings**	**Flood water receding**
1	Review EA duty officer procedures		
2	Record locations of coastal/fluvial flooding		
3	Advise on waste disposal issues		

Utilities			
Preplanning/business as usual		**No alerts or warnings issued**	**Low flood risk**
1	Maintain existing emergency procedures. Maintain daily operations.		
Standard operating procedures		**Flood alert or weather warning issued**	**Moderate flood risk**
1	Implement flood alert or weather warning procedures.		
2	Consult with operations on the ground, commence flood warning checklists		
3	Contact Portsmouth City Council and consider whether local multi-agency co-ordination required		
4	Liaise closely with Portsmouth City Council and Environment Agency Contact, monitoring situation and potential vulnerable areas		
5	Check availability of additional staff/contractors and confirm standby lists.		
Coordinated response		**Flood warning or severe weather warning issued; reports of flooding received**	**Substantial flood risk**
1	Complete severe weather and flood checklists.		
2	Consider taking vans/equipment home.		
3	Consider activating incident team to co-ordinate response.		
4	Prepare emergency plant.		
5	Check standby generators, test run and check fuel levels.		

Major incident		Severe flood warning or severe/flash weather warning received; Reports of significant flooding received	Severe flood risk
1	Implement incident team.		
2	Incident team liaise with police and Portsmouth City Council to implement appropriate multi-agency level of management		
3	Activate severe weather plan.		
4	If activated, send representative to SCG.		
5	Increase standby staff if possible.		
6	Check plans for detailed actions for high risk assets/areas.		
7	Provide advice to the public as developed and agreed by the STAC		
Recovery		**Flood warnings removed; no weather warnings**	**Flood water receding**
1	Stand down staff/contractors as required.		
2	Assess damage and report.		

Part 5
Communications, media and public information

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5.1 Inter-agency communications

Command and control

In the event of an incident inter-agency communications will be in accordance with standard operating procedures within and between services and agencies. Participating agencies in a TCG and/or SCG are responsible for cascading information to their internal control rooms and responding teams. For more information on the set up of the SCG/SCC see the **HIOW LRF SCC Manual of Guidance.**

Telecomms

HIOW LRF is developing a resilient telecommunications plan to form part of its suite of plans for dealing with a range of major incidents or significant emergencies.

In the meantime, in the event of any of the public networks failing to the extent where they hindered co-ordination between responders the following measures may be utilised depending on the cause of the failure.

- Activation of the Mobile Telephone Privileged Access Scheme (MTPAS). All Category 1 Responders have access to MTPAS SIM cards for key mobile phones

- Activation of the Government Telephone Preference Scheme (GTPS or Fixed Telecommunications Privileged Access Scheme (FTPAS) as required.

- Interoperability of Police Airwave sets with other responders at Operational and Tactical levels.

- Maximise use of Voice Over Internet protocol (VOIP) where practicable and utilising commercially available products/ Skype / Windows messenger and Live where appropriate.

- Joint close proximity of command and control organisations to allow exchanges of information in person, and deployment of liaison officers

- Category 1 Responders satellite phone capability.

- National Resilience Extranet

5.2 Media communications

Arrangements to warn and inform the public and media handling are detailed in the HIOW LRF **Media Plan for Major Incidents**.

Although the plan is designed for major incidents, and in particular where the strategic level is invoked, the principles of co-ordinated, consistent and timely public and media information apply to smaller scale events. A limited response may only require communications from the responsible agency, whilst at the co-ordinated and tactical level agency communications officers will work together following the guidelines of the Media Plan for Major Incidents. The principle adopted in the plan is that the lead agency for the response or recovery co-ordinates media communications.

The theatre in the Central Library is a suitable location for press conferences.

5.3 Public information

Prepared announcements for the public are at **Annex C**, together with local and national helpline information. The statements cover:

- Pre-warning material for a predicted flooding event
- Event information
- Recovery guidance

Public advice should include the following information:

- Instructions on any evacuations
- Road closures
- Public health advice
- Status of essential services and utilities
- Security of evacuated areas
- How to obtain help

Portsmouth City Council has the capability to set up emergency help lines through the City Help Desk. The following people can authorise the set-up of help lines:

- Portsmouth City Council Senior Management Team
- Duty Executive
- City Contact Officer
- Civil Contingencies Unit staff
- Head of Customer, Community and Democratic Services
- City Help Desk manager and senior supervisors

5.4 Internal communications

Internal communications within agencies have 2 functions:

- To provide information to staff about working arrangements and business continuity arrangements
- To provide updates on response activities so that consistent messages can be given to the public

Business continuity messages should tell staff whether it is safe to come to work, health and safety considerations, alternative work locations if necessary and where to report

5.5 Triggers for warning and informing

Warning and informing the public needs to take place in a timely and targeted way if it is to be effective. The Environment Agency issues Flood Warnings direct to members of the public and the media, along with professional partners, as outlined in Part 3.1. The 3 day flood risk forecast is also published on the EA website. The decision to warn the public in advance of a predicted flooding event will depend on a risk assessment of the available information, using the flood warning codes/local flood response levels as a guide.

Flood warning codes	**Local flood response level**	**What message**[2]	**Who approves**	**Promoted by**	**Audience**
Flood alert	Standard operating procedures	Pre-warning material to target areas	Portsmouth City Council CCU to advise on further promotion of EA alert in target areas	• EA • PCC • Emergency Services • PCT	• Geographic area • Vulnerable people and closed communities • Transport operators • Staff • Businesses
Flood warning	Co-ordinated response	Combination of pre-warning and event material	Local responders through Tactical Co-ordinating Group or on advice of AWO	• EA • PCC • Emergency Services • PCT	
Severe flood warning	Major incident	Event material	Strategic Co-ordinating Group, or local responders if timescale requires	• EA • PCC • Emergency Services • PCT	
After the event	Recovery	Recovery guidance	Recovery Co-ordinating Group and/or Portsmouth City Council Corporate Comms in limited event	• EA • PCC • PCT	

[2] See Annex D for suggested content

5.6 Warning the public directly

The majority of warning and information to the public will be provided as written content for print media and websites. Other methods include:

- Media interviews by community leaders (Police Area Commander, Leader of the Council, EA spokesperson)
- Announcements in public buildings, shopping centres, sports venues, area offices, day centres, GP surgeries
- Cascaded through housing management and warden schemes
- Automated telephone/fax/email/text messages to existing networks
- From car by loudhailer (see list at **Annex C**)
- Electronic/variable messaging boards. Contact Portsmouth City Council Traffic Management Centre to implement.

There are no flood warning siren schemes in Portsmouth.

In some cases (such as an evacuation) door knocking is the most effective method as it is direct, does not rely on the availability of power and telecommunications, and allows the public to receive a message from a known source. However, door knocking may require large numbers of personnel and may not be practical when flooding has actually occurred.

Resources for door knocking include:

- Police and Community Support Officers
- Portsmouth City Council street and housing personnel
    - Community wardens
    - Streetscene team
    - Enforcement
    - Housing management

Part 6
Vulnerable people

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6.1 Introduction

This section outlines the general process for identifying vulnerable people who may be at risk during a flood event. Whilst everyone caught up in a flooding event can be classed as vulnerable, planning and response arrangements will focus on those who are assessed or self-identified as not being self-reliant and who may need external assistance to become safe.[3]

6.2 Vulnerable groups and individuals

The Flood Risk Summary sheets at Annex A list specific facilities located within flood warning areas where there is a known population of vulnerable people:

- Schools and education establishments
- Council care and residential homes
- Day centres
- Hospitals

Information on the location and needs of vulnerable individuals is held by different agencies and organisations. A list of agencies and the client groups they manage is at Annex F.

[3] *Identifying people who are vulnerable in a Crisis*, Civil Contingencies Secretariat

6.3 Information sharing

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 against the need to act. Considerations include:

- The risks and potential harm that may arise if agencies do not share the information
- If the objective can 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 take action without reference to others.

Part 7
Rescue, evacuation and sheltering

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7.1 Rescue

When there is an immediate threat to life rescue operations may be undertaken by Hampshire Fire and Rescue Service or military assets if available. These actions will be taken in accordance with services' operational procedures and will be co-ordinated by the police.

7.2 Evacuation

The decision to evacuate individual properties or an area will be taken by the police in consultation with Portsmouth City Council and other responding agencies. Portsmouth City Council's **Evacuation Guidance** provides planning guidance for evacuations, whilst rest centre selection and operation procedures are detailed in the council's **Rest Centre Plan**.

The map at **Annex B** indicates potential evacuation routes. The police and Portsmouth City Council are responsible for establishing evacuation routes and traffic management arrangements. **Given the level of flood risk in the city the indicated routes are advisory only, and their use should be risk assessed against the reality of each flood event.**

It is important to keep records of who evacuates and who stays in a property. If possible the evacuation team should provide a visual indication on properties showing that premises have been checked, to avoid duplication of effort and wasted time. Any markings made should not damage the property and be designed to limit the risk of looting. Evacuations forms and a premises marking guide are at **Annex D**.

Planned evacuations

Responding agencies should walk the area to be evacuated and contact as many residents as possible. As well as handing out information sheets (leaflet at **Annex D**), responders can collect details about people who are vulnerable and require assistance to evacuate. The information should be passed to the evacuation planning team at the TCG.

Vulnerable residents can also be given an Assistance Card (at **Annex D**) to display in a window. This is for emergencies only to attract the attention of passers-by, and does not replace telephone assistance through 999 or emergency helplines.

Evacuations during flooding

If there is insufficient time to evacuate people before flooding occurs responders should:

- Check agency client lists for details of people who may be vulnerable and require immediate or specialist help
- Where possible enter flooded area to evacuate residents unable to get out
- Direct spontaneous evacuees to Rest Centres if they have no other place to go
- Physically check properties to ensure people are evacuated/safe

7.3 Rest Centres

There are 44 prepared rest centre locations in Portsmouth, with varying levels of facilities. The flood warning area maps in **Annex A** show rest centre locations within each area. Portsmouth City Council is responsible for the activation of Rest Centres. Arrangements are in place with neighbouring local authorities if additional rest centres are required outside the Portsmouth City Council area.

Rest Centres have very limited facilities and are not suitable for prolonged stays – for example, people will be sleeping on floors and have only minimal privacy. Evacuees should be encouraged strongly to stay with family and friends outside the affected area.

Given the level of flood risk in the city the indicated rest centres are advisory only, and their use should be risk assessed against the reality of each flood event. It may be safer to take people to a rest centre in an adjacent neighbourhood where the flood risk may be less acute.

7.4 Shelter

In some situations, and where safety allows, in-situ shelter may be appropriate due to the potential hazards and health risks associated with moving people in floodwater. This is an option if flooding is predicted to be of short duration, shallow depth and limited impact, or if there is no time to evacuate people or if main utilities such as the electricity and water supply remain unaffected. It may also be the most realistic option for wide-area flooding where large numbers of people are affected and alternative accommodation is limited or not accessible.

Welfare issues may arise during longer periods of shelter, generating the requirement for an emergency response at a time when responders are already fully committed. Whilst responders will make best efforts to support residents in their homes resources are limited and will be focused on supporting the vulnerable.

Alternative accommodation outside the affected area may be needed for returning commuters, school children etc who cannot reach their homes. Portsmouth City Council and neighbouring authorities can set up rest centres if required.

Portsmouth
CITY COUNCIL

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