

Wolverhampton Resilience

Local Flood Plan Project Briefing

PREPARING FOR EMERGENCIES



Distribution List

Name	Job Title	Organisation

Version Control

Version	Amendment	Date
001	New document	

Governance

This document has been developed by the Wolverhampton Resilience Team and is subject to a review in line with the project milestones.

Reviews or updates to this document should be prompted by:

1. Changes to planning assumptions
 2. Lessons identified.
 3. Project milestones achieved.
 4. Alterations as directed by the Resilience Board.
- N.B. This list is not exhaustive.

Equality and Diversity

Wolverhampton Resilience Team is committed to promoting an environment that values equality and diversity. All individuals required to complete any preparatory, response or recovery on behalf of Wolverhampton Resilience; must ensure they treat anyone involved equally and fairly, ensuring they are not discriminated against on the grounds of the Equality Act 2010.

Storage of the Document

The electronic version of this document is located here:

- SharePoint
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1.0 Introduction

1.1 Project Title

City of Wolverhampton Council Local Flood and Surface Water Management Plan.

1.2 Start Date

The official commencement date for this project is 18th June 2018.

1.3 Responsible Board

Resilience Board

1.4 Portfolio Holder

Councillor Hazel Malcolm.

1.5 Strategic Links

- National multi-agency flood plan.
- The Black Country Local Strategy for Flood Risk Management.
- Key Infrastructure identification and location.

1.6 Project Sponsor

Resilience Board

1.7 Project Team

Emma Smallman – Senior Resilience Officer

2.0 Project Background

2.1 Background

[Explain the context of the project and why it is needed. If this project is intended to be part of a wider programme, indicate how it will support the programme's objectives].

The City of Wolverhampton Council (CWC) Multi-Agency Flood Plan, requires extensive review following the release of the review of National Guidelines, Commissioned by the Secretary of State for the Department of the Environment, Food and Rural Affairs (DEFRA).

The review found that approximately 5.5 million properties are currently at risk from several types of flooding, including surface water, and this number will increase because of climate change and an increase of individuals living in flood risk areas.

This review examined the effectiveness and consistency of current flood plans. The Local Resilience Forum has the responsibility to produce a Strategic level plan for the West Midlands, whilst it is the responsibility of CWC to produce a Tactical Level Local Flood Plan, that incorporates elements of surface water flooding.

The review makes it clear that cross-boundary working is central to flood resilience work. Findings from the review concluded that we simply cannot answer the question;

Do Local Resilience Forums (LRFs) in England have robust plans in place to respond to flooding incidents in their respective areas?

Each flood event is unique and there is no way to predict how each LRF will react to floods of different intensity, scale, suddenness and longevity. It does however, make this assessment.

Small to Medium Flood
(tens to hundreds of properties)

Assurance
Given

Overall most LRFs can respond effectively, although, a rapid onset incident such as sudden surface water flooding, has the potential to overwhelm local resources.

Areas that are not used to flooding or have never experience flooding previously, may be particularly vulnerable.

Recovery for individual properties after a flooding event is likely to take months.

Large Flood Incident
(thousands of properties
and consecutive events)

Assurance
Given

Provided that outside assistance is given and flooding forecasts are received in advance of the event to enable precautionary measures to be taken.

Single LRFs are unlikely to manage alone and will rely on mutual aid from other LRFs and potential national assistance.

A rapid onset flood will overwhelm local capabilities with recovery posing substantial challenges and lasting years.

**Very Large and
Protracted Flood Incident**
(tens of thousands of
properties and consecutive,
widespread events)

No
Assurance
Given

Regardless of notice period and regional and national resources made available, LRFs would not be able to respond effectively to a widespread flooding incident.

Recovery will pose serious long-term challenges, lasting many years.

In all cases, current planning does not fully consider flooding recovery. Often, recovery is protracted and complex, requiring dedicated resources and poses a separate challenge. It must be considered at notification of an incident, with all agencies working jointly with the flooded community, local businesses and the third sector.

Flooding is a truly multi-agency response; therefore, pre-planning is crucial if all the required organisations are going to work together effectively. Often, flooding comes with advanced warnings, resulting in time to prepare, however a well thought out plan is the basis of an effective response.

Many of the effects of flooding are predictable; and, providing the risks are clearly understood, responders can be clear of the likely impacts, acting decisively to protect the community.

This review has advised that any future plans regarding flooding, focus on three components.

1. **Physical** – resources possessed.
2. **Conceptual** – understanding the resources and how to get the best out of them.
3. **Moral** –ethos, culture, leadership and personal resilience of staff and City of Wolverhampton residents.

In essence, any flood plan review should now consider:

- **Risk** – types of flooding likely within the area, with appropriate risk assessments, including mapping and information of the impact of historical flooding and the effect of any defence work (being) undertaken.
- **Responders** – the roles and responsibilities of all likely responders to a flooding event, including voluntary organisations; how they are to work together and any mutual aid arrangements.
- **Impact** – detail flood risk zones and areas that are susceptible to flooding, with numbers of people, especially vulnerable individuals, at risk.
- **Infrastructure** – a map of key infrastructure at risk of flooding, including COMAH¹ sites, electrical substations etc.
- **Response** – potential response mechanisms that may be activated with planned activation thresholds and triggers. Any linked responses/plans such as humanitarian welfare plans or communications plans must be included. How will resources be mobilised? What assistance will be offered to those impacted by the flooding.
- **Warning and Informing** – methods that will be used to warn and inform communities.
- **Mutual Aid** – what assistance can be offered from other organisations? Are there any local, regional or national assets available? How are these activated?
- **Media** – ensure speed, compassion and resilience. How will social media be both used and monitored throughout the event.
- **Recovery** - how will this be handled? What considerations need to be made by the Recovery Co-ordinating Group.
- **Training and Exercising** - a well written local plan is dependent on training and exercising

2.2 Project Aim

The project will ensure the succinct development of a full local flood plan that accounts for all aspects of flooding and its recovery.

2.3 Project Objectives

1. The identification of a specific flood events for the City of Wolverhampton Council and their likely locations.
2. The development of specific response tools for flash/surface water flooding.
3. The development of materials for distribution amongst the residents of the City of Wolverhampton.
4. The development of specific communications material in the event of a flooding event within the boundaries of the City of Wolverhampton.

¹ Control of Major Accident Hazards

5. The development of a specific Recovery strategy in the event of a flooding incident affecting the City of Wolverhampton.

2.4 Project Scope and Exclusions

This project will reflect the Black Country Flood Risk Management Strategy but will not include a review of the document.

It will consider all aspects of a local response to a flood event within the boundaries of the City of Wolverhampton.

2.5 Project Deliverables

The project will deliver a well thought out flood plan that will be activated by the City of Wolverhampton Council in the event of a flooding incident. Products will include materials that can be handed out to the residents of the City of Wolverhampton to assist in the development of community resilience, as well as a comprehensive risk profile for all wards.

Other products that will need to be delivered include, but are not limited to:

1. Dedicated communications messages to warn and inform the public in the event of:
 - Flood warnings received
 - What to do in the event of a flood
 - Holding statements during a flood
 - Response and Recovery statements.
2. Specific action cards designed for use 'in anger'.
3. Summary of Command and Control (C²) during a local flooding event.
4. Detailed sections, regarding planning for, response to and recovery from a flooding event within the City of Wolverhampton.

2.6 Project Constraints

The project must operate under the DEFRA flood response standards (under development, due for release Summer 2018) and be completed within 12 months of the official commencement date.

2.7 Project Interdependencies

This project will link directly with the following plans²:

1. Recovery Plan
2. Service Level Business Continuity Plans
3. Major Incident Response Plan (if necessary)
4. Other service, flooding specific plans.

² All plans listed are owned by City of Wolverhampton Council.

2.8 Project Assumption

The following assumptions have been made to meet all identified project constraints.

1. That staff will have adequate capacity to be able to deliver this plan within the 12-month time constraint.
2. That the Resilience Board do not re-direct staff attention to other projects.
3. That DEFRA will release national planning assumptions, standards and guidance by Summer 2018.
4. If the above is not released, the review will go ahead and any recommended changes will be considered at the next available opportunity a Resilience Team member will review the plan.

2.9 Project Stakeholders

- Residents of the City of Wolverhampton
- Elected Members
- Resilience Board
- Duty Directors
- Duty Managers
- All City of Wolverhampton Council Services

3.0 Expectations

It is expected that at the end of this project a user-friendly plan will be developed, that will become synonymous with the Resilience Team of City of Wolverhampton Council.

To ensure that the plan meets this fundamental requirement, a working group will be established. It will be the responsibility of this working group to ensure all of the relevant individuals and services are represented and that this plan, 'dovetails' with the pre-identified plans above. At all times it is crucial that this plan does not repeat any previous work already completed by other services within the authority.

It is expected that this working group remain internal, however support from external agencies, such as the emergency services may be required on an ad-hoc basis. These representatives will need to be given significant notice to complete any tasks, such as attending meetings or consulting on documents.

The plan will consider all legislative requirements, mandatory for the authority to complete in the event of a flooding incident, as well as mapping out the risk profile for the entirety of the City of Wolverhampton.

The plan will be broken into two halves, the first will be all legislative and background information. Detailed information regarding roles and responsibilities of all agencies that may respond to a flooding incident and the response tools and mechanism available to the City of Wolverhampton Council. It will detail a Recovery strategy and nominate appropriate job titles to form a specialist Recovery Group.

This is designed to be read in slow times, not at the point of an incident. Should an incident occur that meets the triggers for the plan, then the second half, a toolkit, will give quick reference action cards for consideration or action.

Once complete, the plan will need to be trained. All staff who are required to have a response or recovery role within the authority, will need to receive training on the plan, and the opportunity to consult on the document.

Once comfortably trained, all staff will be expected to take part in a desktop exercise, designed to exploit any weaknesses within the plan. At no point are staff being 'tested'. It is crucial that any weaknesses in the planning are found before the plan is activated in anger.

A formal debrief from the desktop will be run to identify any areas of good practice, weaknesses and gaps; and suggestions as to how these can be filled. Finally, the plan will be subjected to a live exercise, again designed to identify any areas of good practice, weaknesses and gaps; and suggestions as to how these can be filled.

4.0 Acceptance Criteria

Current³ acceptance criteria of the project include:

Target date: 18th June 2019.

Major functions: To enable the City of Wolverhampton Council minimises the impact of a flooding event on the residents of the area and ensure that they are fully equipped to respond to an incident at any time.

Appearance: The document will be the first produced within the new Resilience Team and will be the first that incorporates the new style of documents.

Personnel level required to use: This document will be targeted at Operation, Tactical and Strategic levels of staff.

Availability: All resources outlined within the response and recovery sections of this plan will need to be available 24/7 and 365 days a year.

Reliability: All organisations and internal services, will need to ensure that they are able to deliver their agreed responsibilities as outlined within the final plan.

Security: There will be two versions of this document, OFFICIAL, will be open to the public, elected members, all staff within the Council. OFFICIAL – SENSITIVE, is a restricted version of the document, only open to the working group and any incident response team (at the time of an incident) due to the information that it will contain.

Ease of use: The document will need to be used in the event of a flooding incident. It is crucial that the document is laid out chronologically, in the order of issues most likely to occur during an incident, and is designed for the end user, not the ease of the Resilience Team when reviewing, amending or updating the document.

³ As the project progresses it be necessary to amend these criteria.

5.0 Estimated Financial Costs

Currently not applicable. Any costs accrued will be added at each milestone review.

Estimated Expenditure Items	Financial Year				
	2016/17	2017/18	2018/19	2019/20	2020/21
Estimated Total Costs:					

Estimated Financial Costs

Proposed expenditure items to consider may include:

Product

- Technology/other hardware purchases
- Cyclical replacement (e.g. depreciation costs into Year 5)
- Software purchase
- Licences & licence renewal

People

- Employees (e.g. Project Manager/Project Team, contracts, expenses)
- Training & skills transfer
- Ongoing employee costs for running the new state (post-project stage)

Other

- Professional fees (e.g. external assurance & consultancy)
- Project team facilities
- Ongoing office facilities & equipment costs
- Maintenance & support
- Marketing & Comms (e.g. events, collateral, web development)
- Contingency at 20% (Low risk projects with no IT or construction element may use 15%)

6.0 Risks and Uncertainties











Key:

¹ Likelihood: 1 = Rare and 5 = Almost Certain

² Impact on time, cost and quality of project deliverables: 1 = Insignificant and 5 = Catastrophic

Risk & Description	Likelihood (1-5) ¹	Impact (1-5) ²	Initial Mitigating Actions
Delay of national guidance.	4	2	Review of current local flood plan to be completed. Incorporation of any national changes, once guidance is complete.
Completion delay due to shifting priorities of the Resilience Team.	3	3	Project timeline has been extended to mitigate any potential deadline 'slips'.
Flooding incident before the completion of the plan.	1	5	Previous plan will remain in place until validated and approved by the Resilience Board.
Other services or agencies not co-operating with the production of the plan.	2	5	Flood working group to be developed.
Plan not approved by the Resilience Board	1	5	Resilience Board will be updated on all stages of the plan.

7.0 Project Milestones

<div>1. Full review of current plan and National Guidance.</div> <div>2. Identification of National Planning Assumptions.</div> <div>3. Identification of current planning gaps.</div>		<div>1. Completion of planning for and responding to a flood event section.</div> <div>2. Completion of associated toolkit documents.</div>		<div>1. Draft complete and formatted in preparation for consultation.</div> <div>2. Draft plan out for consultation amongst key colleagues.</div>		<div>1. Completion of desktop scenario.</div> <div>2. Incorporation of lessons identified from desktop scenario.</div>			
									
Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
									
<div>1. Development of new City of Wolverhampton Local Flood Plan template.</div> <div>2. Identification of members of Flood Working Group.</div> <div>3. Development of Terms of Reference.</div>		<div>1. Completion of recovery from a flood section.</div> <div>2. Completion of associated toolkit documents.</div>		<div>1. Incorporation of potential plan amendments from consultation.</div> <div>2. Plan validation planning.</div>		<div>1. Submission for approval by Resilience Board and Strategic Executive Board (SEB).</div>			