



States of Jersey Severe Weather Plan

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Document Control

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This document is suitable for disclosure under the directions of the Freedom of Information guidelines. Any personal information enclosed in this document should be redacted on publicly released copies.

Acknowledgements

The Emergency Planning Board would like to acknowledge the assistance received from partners and stakeholders in the writing of the plan.

The contents of the Severe Weather Plan 2015 has been drafted in accordance with the latest agreed procedures of the States of Jersey Emergency Services and recognise good practice agreed by the Joint Emergency Services Interoperability Principles (JESIP).

Amendments and Version Control

A review of this document will take place every three years, led by the EPO. Partner organisations must notify the EPO of any amendments or additions they seek to have included. These can be sent by email to the EPO at EmergencyPlanning@gov.je

Amendment	Date	Name
States of Jersey Severe Weather Plan	16.02.15	Joseph Carnegie EPO
Inclusion of Orange Snow Warning as trigger for IRG	06.01.16	Mark James EPO
Inclusion of Jersey Water contact details	10.01.17	Chris Love EPO Asst
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Table of Contents

Document Control	2
Title and Ownership	2
Distribution	2
Protective Marking	2
Acknowledgements	2
Amendments and Version Control	2
SECTION 1 INTRODUCTION	5
1.1 Executive Summary	
1.2 Aim	
1.3 Plan Objectives	
1.4 Scope	
1.5 Critical Success Factors	
SECTION 2 THE RISK OF SEVERE WEATHER OR FLOODING INCIDENT	7
2.1 Background	
2.2 Forecasting Severe Weather and Flooding	
SECTION 3 PLANNING ASSUMPTIONS	8
3.1 Severe Weather and Generic Flooding	
3.2 Specific Coastal and Tidal Flooding	
3.3 Specific Fluvial (stream) Flooding	
3.4 Specific Pluvial (surface water) Flooding	
SECTION 4 COMMUNICATION PLAN	10
4.1 Multi-Agency Communication Arrangements	
4.2 Media	
4.3 Warning the Public	
SECTION 5 PLAN ACTIVATION	11
5.1 Protocol for convening a Strategic / Tactical Co-ordinating Group Meeting	
5.2 No Notice Flood Event	
SECTION 6 COMMAND AND CONTROL	14
6.1 Principles of Command and Control	
SECTION 7 VULNERABLE PEOPLE AND GROUPS	14
7.1 Vulnerable People	
7.2 Data Sharing and Handling Protocols	
7.3 Vulnerable Group Locations	
7.4 Prolonged Cold Weather	
SECTION 8 KEY INFRASTRUCTURE	15
8.1 Critical National Infrastructure	
SECTION 9 EVACUATION AND SHELTERING OF PEOPLE	16
9.1 Evacuation and Shelter Plan	
9.2 Emergency Reception Centres	
9.3 Evacuation Assembly Points	
9.4 Transport Arrangements	
SECTION 10 RECOVERY	18

10.1 Recovery

10.2 Handover of Strategic Co-ordination

ANNEX A	Organisations required at Severe Weather SCG	19
ANNEX B	Severe Weather SCG Agenda	20
ANNEX C	Types of Severe Weather Warnings and Potential Effects	21

SECTION 1 INTRODUCTION

1.1 Executive Summary

Severe weather refers to any dangerous meteorological phenomena with the potential to cause damage, serious social disruption or loss of human life.

The States of Jersey Severe Weather Plan provides a strategic overview of actions, roles and responsibilities to be undertaken in order to prepare and mitigate for periods of severe weather.

The Community Risk Register (3rd Edition, February 2014) identifies the following severe weather risks:

- Storms and Gales – Very High Risk
- Low temperatures and heavy snow – Medium Risk
- Major reservoir / dam failure or collapse – Medium Risk
- Major pluvial / fluvial flooding – Medium Risk

1.2 Aim

The aim of this plan is to set out the principles that will govern the multi-agency response to a significant severe weather or flooding incident in Jersey.

1.3 Plan Objectives

- Provide a procedure for the assessment and escalation of severe weather warnings to Tactical or Strategic Co-ordination Group
- To set out the response issues that should be considered at Strategic and Tactical levels in responding to a major severe weather incident.
- Provide planning assumptions to assist any multi-agency co-ordination group meeting to respond to a severe weather incident
- Provide guidance for Recovery and Regeneration following a severe weather incident

1.4 Scope

This document is intended for organisations in Jersey that would participate in and support the response and recovery of the communities affected by severe weather or flooding.

This plan should be read in conjunction with the States of Jersey Community Risk Register, the States of Jersey Emergency Measures Plan (EMP) and the Department for Infrastructure (DfI) Severe Weather Conditions Manual. The EMP outlines the roles and responsibilities of organisations which may be involved in an emergency within the Island, with the DfI Severe Weather Conditions manual providing specific guidance on key contacts, decisions and operational matters.

1.5 Critical Success Factors

The effectiveness of this plan is dependent on the following critical success factors:

- An effective protocol for alerting agencies to Severe Weather Incidents and convening timely multi-agency meetings
- Inclusion of all stakeholders at multi-agency meetings (including non-States organisations as necessary – e.g. Liberty Bus)
- An effective public information and warning system (media)
- A dynamic risk assessment of the developing situation to determine the need, timing and priorities for implementing evacuation or shelter measures
- The timely mobilisation of staff
- The timely provision of transportation for evacuees, especially the vulnerable
- An effective traffic management plan to divert non-essential traffic away from flood risk areas.
- Effective and timely recovery plan for each affected community

These should be considered in line with the response objectives.

SECTION 2 THE RISK OF SEVERE WEATHER OR FLOODING INCIDENT

2.1 Background

The Community Risk Register highlights four main risks from severe weather or flooding incidents. Whilst the island has, in the main, relatively benign climatic conditions the potential for severe weather conditions, including heavy, prolonged rainfall, snow or high winds, which can be coupled with tidal storm surges, have led to previous occasions of severe disruption to the island community. Other events, such as the risk from climate change, increased urbanisation and use of polythene sheeting on cotils or water catchments have increased the likelihood of flooding.

Jersey does have well developed coastal defences and man-made drainage systems but these do not eliminate the risk of flooding and require considerable maintenance. The majority of parishes still have large numbers of their community living in areas where roads can quickly become blocked by debris or snow, with the consequent risks to vulnerable people. In some cases, evacuation of affected individuals / communities may be the only option to ensure public safety but the difficulties with this action will be magnified by the effects of the weather and a comprehensive risk assessment should be carried out before any major evacuation is undertaken.

2.2 Forecasting Severe Weather and Flooding

In Jersey, the Meteorological Office (Jersey Met) provides weather forecasting and a system of alerting procedures for severe weather. Detailed below is the alert warning system operated by Jersey Met. Warnings from Jersey Met are widely distributed amongst States Departments and Emergency Services and are available online (<http://www.gov.je/weather/Pages/Jersey-Forecast.aspx>).

COLOUR	PREPARATION LEVEL	LIKELY ACTIONS REQUIRED
YELLOW	BE AWARE	NO ACTION LIKELY BEYOND NORMAL PRECAUTIONS.
ORANGE	BE PREPARED	NORMAL DEFENCES SHOULD BE IN PLACE. BE READY IF THE WARNING HAS TO BE UPGRADED TO RED
RED	TAKE ACTION	PLAN CONTINGENCY FOR DEFENCE. FOR FURTHER DETAILS AND SEVERITY OF THE WARNING CONSULT JERSEY MET

SECTION 3 PLANNING ASSUMPTIONS

The following bullet points are possible characteristics of severe weather or flood incidents and should form part of planning assumptions for any multi-agency response.

3.1 Severe Weather and Generic flooding

- There will likely be a warning period prior to severe weather. There may be little or no warning prior to a flooding incident.
- People stranded over a large area (potentially affecting entire island e.g. severe snow) with some in need of rescue. This may only be possible using boats, helicopters or 4 x 4 / high-clearance vehicles. Rescue efforts may be hampered by severe weather or availability of personnel.
- People requiring evacuation and/or shelter.
- Fatalities and casualties may occur and locating missing persons (reuniting people) could be necessary, requiring States of Jersey Police Casualty Bureau operations.
- Structural damage and significant debris (including sediments) is likely to block roads, leading to significant transport disruption and the closure of primary transport routes within the affected areas.
- Contamination of water supplies and loss of other essential services (water; electricity; telecommunications) for a period.
- Drainage systems would 'back-up', forcing water to spill out of foul sewers and inside homes and buildings leading to health hazards.
- Flooding of homes and businesses may create a requirement for temporary accommodation for up to 18 months.
- Cordoned off areas may need to be maintained for several days. Many individuals will try to return to hazardous areas to collect belongings.
- There may be a significant movement of people. Many will self-disperse but there will be those who require assistance both to move and to find accommodation.
- Death of livestock and, consequently, dead animals requiring disposal.
- In addition to the immediate consequences of flooding, it may take between 6 and 18 months before business as usual conditions are restored due to the time required to dry-out buildings and repair the damage caused.

3.2 Specific Coastal and Tidal Flooding

- Inundation from breaches in defences would be mostly unpredictable, rapid and dynamic with minimal warning and less than 1 hour to evacuate. The depth and flow velocity would be unpredictable.
- Inundation from overtopping of defences would be predictable at some locations but unpredictable in many others. Emergency services may have up to 8 hours to evacuate but is likely to be less, depending on forecast information.

- Salt damage to infrastructure and some destruction of property leading to people needing alternative accommodation. In coastal flooding scenarios residents are at direct risk from tidal flooding. However, more residents may be at indirect risk due to loss of essential services such as water, sanitation and electricity.
- People (including tourists) evacuated from flooded sites will require assistance with sheltering or returning home. In Jersey, during the peak season, there are an estimated 11,000 bed nights in the Island for tourism (to give an indication of transient population). In addition there are 3 known licensed caravan and camp sites located within the Island, (Blue Soleil, Rozel Camping Park and Beuvelande Campsite) all well above sea level and not in zones normally associated with specific Coastal or Tidal flooding.

3.3 Specific Fluvial (stream) Flooding

- The event may include major flooding of a large built up area.
- Inundation from overtopping of defences would be predictable at some locations but unpredictable in many others. Emergency services may have up to 3 hours to evacuate in some catchments but this is likely to be considerably less in most locations.
- Properties could be flooded within built up areas and across a wide rural area.
- The water depth and flow velocity would be variable and fast flowing water could necessitate the closure of roads.
- Most people would try to evacuate themselves and some could become stranded. Certain groups of affected people may need to be evacuated, some of whom could require assistance with sheltering for a significant period of time.
- There are several catchments/areas susceptible to flash flooding and, without a Jersey Met Office Warning, many properties could be flooded due to very heavy local rain, typically thunder storm conditions. Deep water and high velocities could be experienced with very little warning posing a significant risk to life.

3.4 Specific Pluvial (surface water) Flooding

- Flooding occurs very rapidly and often without warning. Flood waters may be deep and fast flowing depending on the local topography but are likely to subside quickly, usually within minutes rather than hours.
- This type of flooding is most common in built up areas where large impermeable areas are unable to absorb excess water, however, can also be a problem in rural areas. This is particularly when catchments are saturated causing water to run-off fields onto roads and into property or where there are rapid response catchments with settlements situated downstream from steep valleys where heavy localised rainfall occurs.
- Forecasting of this type of flooding is difficult

SECTION 4. COMMUNICATION PLAN

4.1 Multi Agency Communication Arrangements

Multi-agency communications arrangements will be as detailed in the EMP.

4.2 Media

The media interest in any significant severe weather event, based upon historical experience, is likely to be very high. The Strategic Co-ordination Group's media response will be in line with the EMP to ensure a common communications message is produced.

4.3 Warning the Public

The Jersey Met Office will issue weather warnings 24/7 via e-mail to fixed distribution list of States Departments and other Key Stakeholders. They will also publish weather warnings online at <https://www.gov.je/Weather/Pages/warnings.aspx> and via social media at https://twitter.com/Jersey_MetCI

The States of Jersey and key Departments deal with raising public awareness to flooding, including details of what the public should do to help themselves prior to, during and post a flooding incident. Advice is published on the Emergency Planning web pages at <https://www.gov.je/StayingSafe/EmergencyPlanning/Pages/SevereWeather.aspx>

Vulnerable people may require different and specialist communication methods.

Gold/Silver should consider the most appropriate agency / agencies to set up a help line to respond to queries from members of the public.

The issuing of guidance and information to the public following a flood incident will be co-ordinated by the police, with advice from the organisations represented at the Strategic Co-ordination Group.

SECTION 5. PLAN ACTIVATION

5.1 Protocol for convening an Initial Review Group (IRG) and a Strategic / Tactical Coordinating Group (SCG / TCG) meeting prior to a flood or severe weather incident.

5.1.1 On the issuing of a RED warning of risk of any severe weather or an ORANGE warning for snow or at the request of Jersey Met or Dfl, the EPO will arrange and initiate a discussion (by phone or face-to-face) with SoJP Duty Inspector (or nominated senior officer), Jersey Met and Dfl nominated Duty Officer (or nominated senior officer). This group will be known as the Initial Review Group (IRG). In the event of the EPO's absence from the island, the responsibility for coordinating the IRG will default to the Assistant EPO. Key other agencies may be considered during the initial review phase if they will have specific information that may influence the agenda. These other agencies may include Education, Jersey Water or other Emergency Services.

5.1.2 The following agenda should be covered by the IRG:

- Nature of Severe Weather forecast and likely outcomes
- Lead in time to weather event or related outcome (e.g. flooding)
- Communities/areas likely to be affected
- Departments / utilities / services that may be affected or require to respond
- Decision on requirement to hold a SCG or TCG, with 'no later than' time and agreed list of attendees
- Decision on requirement to monitor and reconvene telephone conference
- Decision on no additional measures required

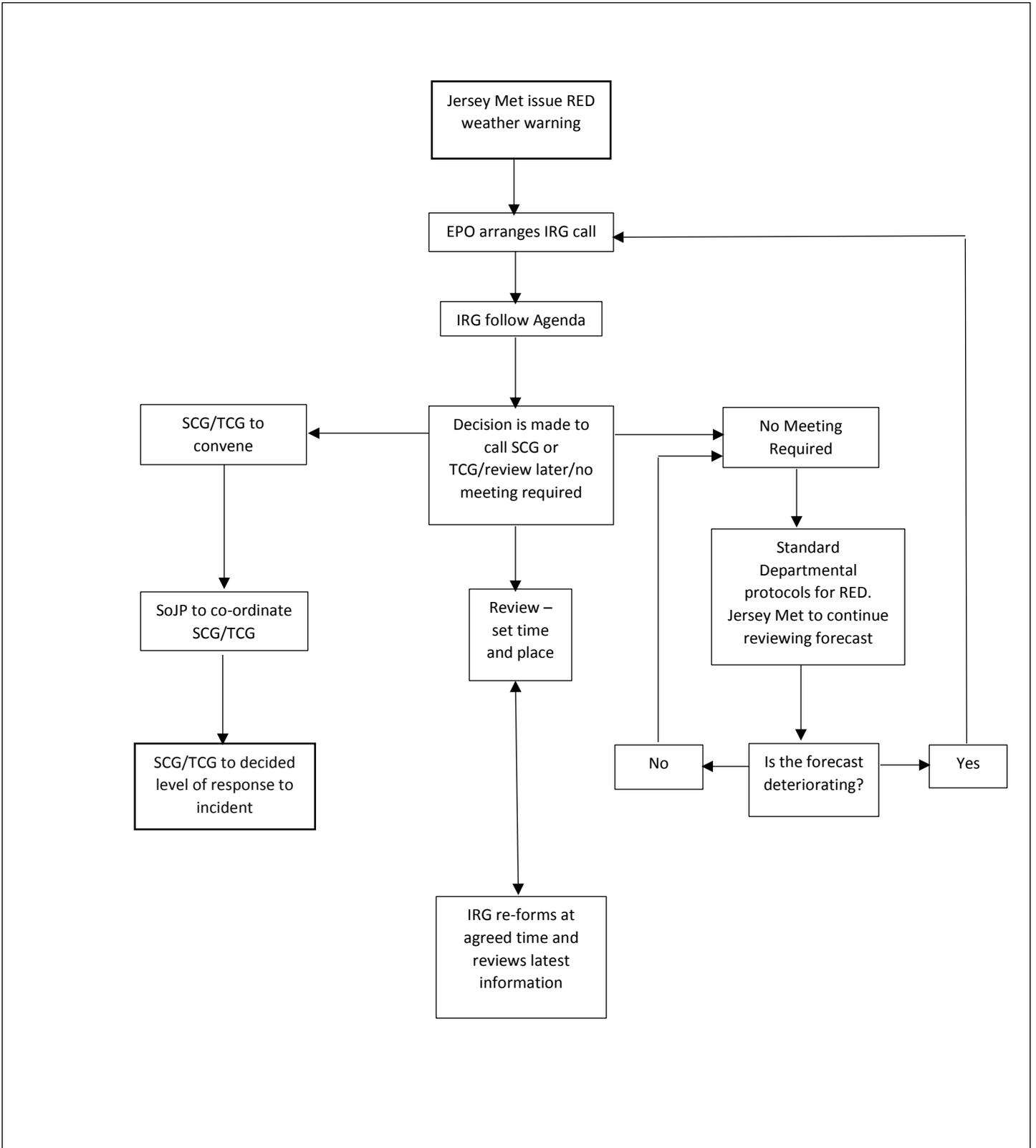
5.1.3 In the event that a decision is made to convene a SCG or TCG, the States of Jersey Police will convene and chair this meeting.

5.1.4 If the decision is to monitor the situation, a specific time should be agreed for reconvening of the IRG and the same agenda should be followed.

5.1.5 If the decision is that no TCG/SCG meetings are required, individual department actions and protocols for a RED weather alert should still be followed. Jersey Met will continue to monitor and if the weather conditions or likely outcomes are likely to deteriorate, the IRG should be reconvened.

5.1.6 Consideration must be given to the timescale for subsequent individual agency conference calls and concurrent activity, which may need to be held by responders to cascade this information and allow them to perform tasks effectively.

PROTOCOL FOLLOWING ISSUE OF RED WEATHER ALERT:



5.2 No Notice flood event

- 5.2.1 In the event of a major no notice flood, the command and control as outlined in the EMP should be implemented and all relevant agencies notified by the police.
- 5.2.2 Partners should contact the Police Force Control Room and request TCG/SCG (as appropriate) is established immediately (unless notification has already been received).

SECTION 6. COMMAND AND CONTROL

6.1 *Principles of Command and Control*

The States of Jersey Emergency Measures Plan (2014) details the command and control structure for dealing with a major incident.

SECTION 7. VULNERABLE PEOPLE AND GROUPS

7.1 *Vulnerable People*

Vulnerable people are those defined as 'less able to help themselves in the circumstances of an emergency'. Vulnerable people lists are held and maintained by individual organisations and establishments and will be made available to the SCG upon request.

7.2 *Data Sharing and Handling Protocols*

The States of Jersey data sharing and handling protocol is in place to ensure effective sharing of information prior to and during the emergency response.

This protocol document outlines the principles of identifying and building relationships with bodies responsible for vulnerable people, so that the potential scale and mechanism for a response can be agreed before an emergency occurs. The procedures are flexible and able to adjust to changing circumstance and will provide clear triggers between responders.

7.3 *Vulnerable Group Locations*

Detailed locations of facilities / buildings for vulnerable groups (e.g. schools, nurseries, care homes) but not individuals' homes are contained, where necessary, within the High Risk Communities Annexes.

7.4 *Prolonged Cold Weather*

Particular groups, such as the elderly, low income households or those occupying low standard accommodation can be more vulnerable during periods of prolonged low temperatures. Jersey Met should consider discussion with the IRG in the event that a period of prolonged severe cold weather is forecast, even if this may not result in a RED weather warning.

SECTION 8. KEY INFRASTRUCTURE

8.1 *Critical National Infrastructure*

Details of critical national infrastructure sites on known flood zone areas are held securely by States of Jersey Police and will be made immediately available upon request by the SCG. Due to the nature of some flooding incidents not all critical infrastructure sites may be included.

Some work in this area is contained in the document “Emergency Planning Coastal / Pluvial / Fluvial Flood Modelling for Jersey”. It is mainly Pluvial / Fluvial flooding for known hotspots in the Island that have a few key Critical National Infrastructure items mapped onto this work, plus major roads affected.

For Coastal Flooding, as the areas modelled to be affected by this form of flooding can be very large, the suggested approach is to identify critical infrastructure dependant on the areas localised by flooding. Emergency Planning and States of Jersey Police and the key utility companies have details of infrastructure that may be affected (Gas, Electricity, Telecoms, Water).

Other special sites in the Island should be evident, such as Old Peoples’ Homes, Schools or Hospitals. Additionally the Dfl Severe Weather Conditions Manual contains details of priority transport routes in the event of snow / ice and tidal defences.

SECTION 9. EVACUATION AND SHELTERING OF PEOPLE

9.1 *Evacuation and Shelter Plan*

The decision to evacuate or shelter elements of the community should be taken at an early stage, with information being supplied by all relevant agencies. The needs of **vulnerable people** must be considered early, as this may reflect the priority of those who need to be evacuated and the time this process will take. Due to the complexities associated with the evacuation of communities and the inherent risks associated, a needs based analysis must be rigorous in focussing on the risk to life or health, denial of access to homes during a flood or severe weather incident and care and support of those households evacuated.

9.2 *Emergency Reception Centres (ERC's)*

As soon as the decision is made to evacuate, the Police should request the relevant local authority (be it States of Jersey or Parish) to open rest centres to shelter displaced people.

Information should also be provided on the approximate number of people being evacuated and the estimated length of time shelter will be required.

The decision as to which ERC's will be used will be reached by discussion between the Police and relevant authority (States or Parish).

Staffing of these centres would come from either Parish or the States of Jersey dependant on whose location was being used. Once households have been safely evacuated, efforts should be made to assist with or arrange alternate accommodation with the wider family or friends of evacuees or by utilising hotel accommodation. Evacuees who move to alternate safe accommodation will be required to provide contact details so the authorities can advise of when it is safe to return to their property.

9.3 *Evacuation Assembly Points (EAP)*

The Police, in conjunction with the Fire and Rescue Service, will identify as many EAP's as necessary to achieve a controlled and co-ordinated evacuation of the area. Note that there could be "multiple bronze" locations if flooding affects a wide area and could result in several areas of activity / EAP's.

The States of Jersey will need to be informed early in this process to arrange transport for those being evacuated.

The aim of the EAP is to provide locations for evacuated persons to RV before moving to a Rest Centre or other accommodation.

The Police will advise the States of Jersey which locations will be used as early as possible.

All evacuation assembly points will be managed by the police, assisted by other relevant organisations

9.4 Transport Arrangements

If transport, specialist or otherwise, is required by the Police for the evacuation they will ask the States of Jersey to arrange this, potentially in conjunction with other organisations including private sector providers.

In most cases travel is likely to be in evacuees own vehicles or on foot accepting the need for additional support for vulnerable persons.

All agencies should be aware that roads which may be required for transporting their own staff or evacuees may not be passable, prior reconnaissance may be required.

SECTION 10. RECOVERY

10.1 Recovery

At, or shortly after, the declaration of a Major Incident the SCG will convene a Recovery Co-ordination Group led by the States of Jersey to prepare for the management of the post response activity that is aimed at restoring and rebuilding affected areas of the Island in the aftermath of a major flood or severe weather event.

10.2 Handover of Strategic Co-ordination

At the end of the immediate emergency response and relief phases of an emergency, where there is no longer threat to life and property, the responsibility for co-ordination of multi-agency response will transfer from the Police to a lead States of Jersey Department for the remediation and reconstruction of the community.

The transition is likely to be formalised through the multi-agency Strategic Co-Ordination Group. This may occur within hours, days, or even weeks of the incident. At this time, the Police will hand over co-ordination responsibility to the most appropriate lead in the States of Jersey to continue recovery actions through the Recovery Co-ordination Group (RCG).

It is important, prior to this being agreed, that the effects on designated area are evaluated and that there is no threat from secondary issues, such as loss of utilities etc.

ANNEX A – Organisations required at Severe Weather SCG

1. The following organisations will be required for any SCG related to Severe Weather:
 - States of Jersey Police (Chair)
 - Fire and Rescue Service
 - Ambulance Service
 - Department for Infrastructure (ex. TTS)
 - Jersey Meteorological Department
 - Emergency Planning Officer
 - Education Department
 - Ports of Jersey (including Coastguard)
 - Utilities (Jersey Electricity, Jersey Gas, Jersey Telecoms, Jersey Water)
 - SoJP Media Comms
 - Representative of Chef de Police
 - Andium Homes

2. The following organisations should be considered for inclusion in an SCG, dependant on the type of weather or outcome risk being considered:
 - SoJ Business Continuity Officer
 - Environment Department
 - Ferry / freight operators
 - Health and Social Security (including Environmental Health)
 - Liberty Bus
 - Treasury
 - Chair, Volunteers Co-ordination Group

ANNEX B – Severe Weather SCG Agenda

1. The following agenda is to be used for a Severe Weather SCG:

(Pre-meeting – seating allocation and name / organisation plates in place for attendees)

- Introductions (by exception and only when deemed necessary) – SoJP Chair
- Declaration of items for urgent attention – Chair
- Confirmation of decisions on urgent items - Chair
- **Adjourn as necessary to action urgent decisions**
- Situational Briefing
- Review and agree strategies and priorities - Chair
- Review outstanding actions and their effect - Chair
 - Determine new strategic actions required
 - Allocate responsibility for agreed actions
- Confirm date and time for next meeting (alongside an established meeting rhythm) - Chair

Post meeting – Distribute record of decisions, ensure decision log is updated and complete.

Annex C – Types of severe weather warnings and potential effects

Warnings are issued according to a fixed set of weather criteria for the whole of the Channel Islands.

Weather Element	Colour State	Criteria	Possible effects
Wind	Strong wind - Yellow	Mean wind between 22 and 33 kt and/or gusts between 28 and 40 kt.	<ul style="list-style-type: none"> Loose tree branches may be dislodged. Increased leaves on roads may lead to localised flooding if winds are associated with heavy rain.
Lead time 6 hours	Gale - Orange	Mean wind between 34 and 47 kt and/or gusts between 41 and 55 kt.	<ul style="list-style-type: none"> High-sided vehicles at risk of being blown over or difficult to control on coastal routes Some trees uprooted Tiles, slates and chimneys dislodged from some buildings
NB Wind warnings are issued for the Channel Islands' sea area. The worst of the wind may be out at sea and to the north of the islands. Always seek advice from Jersey Met.	Gale - Red	Mean wind of 48 kt or more and/or gusts of 56 kt or more	<ul style="list-style-type: none"> Cars blown out of lanes on roads Widespread removal of branches from trees; many trees uprooted Tiles, slates and chimneys dislodged from many buildings; some structural damage <p>Where wind is forecast above 80 kt the following may occur:</p> <ul style="list-style-type: none"> Collisions whilst driving Widespread uprooting of trees Injury due to flying debris Widespread damage to buildings; some buildings collapse
Snow Alerts	Snow Alert Cancellation - Green	Cold conditions have ceased, are not now expected or a significant mild spell of weather is forecast.	<ul style="list-style-type: none"> Standby preparations can be halted
Lead times 24 hours			
4 to 6 days	Snow Alert - Yellow	Advice that a cold spell of	<ul style="list-style-type: none"> Be alert - start any standby preparations that might be needed in the event of snow.

Weather Element	Colour State	Criteria	Possible effects
6 to 12 hours (only issued if there has no previous alert)	Snow Alert - Orange	weather is likely and that snow of some type could be expected within the next 4 to 6 days.	
Snow Warnings Lead time 12 hours NB Level of warning may well differ between Jersey and Guernsey.	Snow - Yellow	Light snow, less than 1" expected or more likely to be sleet	<ul style="list-style-type: none"> ▪ Increased journey times ▪ Minor accidents
	Snow Orange	Moderate or heavy snow, with accumulations likely to be greater than 2".	<ul style="list-style-type: none"> ▪ Hills and country lanes likely to become impassable ▪ Local loss of overhead power and telecommunication lines
	Snow - Red	Heavy snow or blizzard conditions winds in excess of 25 kt and visibilities likely to be below 200 m	<ul style="list-style-type: none"> ▪ Major routes impassable ▪ Transport infrastructure paralysed ▪ Regional loss of overhead power and communication lines
Ice Warnings Lead time 12 hours	Ice - Yellow	Surface ice patches or rime / hoar frost.	<ul style="list-style-type: none"> ▪ Damage to power and telecommunication lines ▪ Driving difficulties ▪ Minor accidents ▪ Difficulty when walking
	Ice - Orange	Moderate risk of Widespread icing	
	Ice - Red	High risk of widespread icing	
Freezing Precipitation	Freezing PPN - Yellow	Freezing PPN unlikely to be prolonged and	

Weather Element	Colour State	Criteria	Possible effects
Lead time 6 hours		followed by a quick thaw	
	Freezing PPN - Orange	Prolonged but of no great extent	
	Freezing PPN - Red	Prolonged, of great extent and likely to be widespread	
Heavy Rain Lead time 6 to 12 hours	Rain - Orange	Continuous rain greater than 5 mm hr ⁻¹ expected lasting for 2 hours or more	<ul style="list-style-type: none"> ▪ Aquaplaning ▪ Flooding
	Rain - Red	Continuous moderate or heavy rain leading to 24 hour total of 25 mm or more	
Fog Lead time 12 to 24 hours NB Generally issued to aid Airport operations.	Fog - Yellow	Visibility below 200 m for less than 3 hours.	<ul style="list-style-type: none"> ▪ Difficulty identifying distances and speed of movement leading to increased journey times ▪ Road traffic accidents