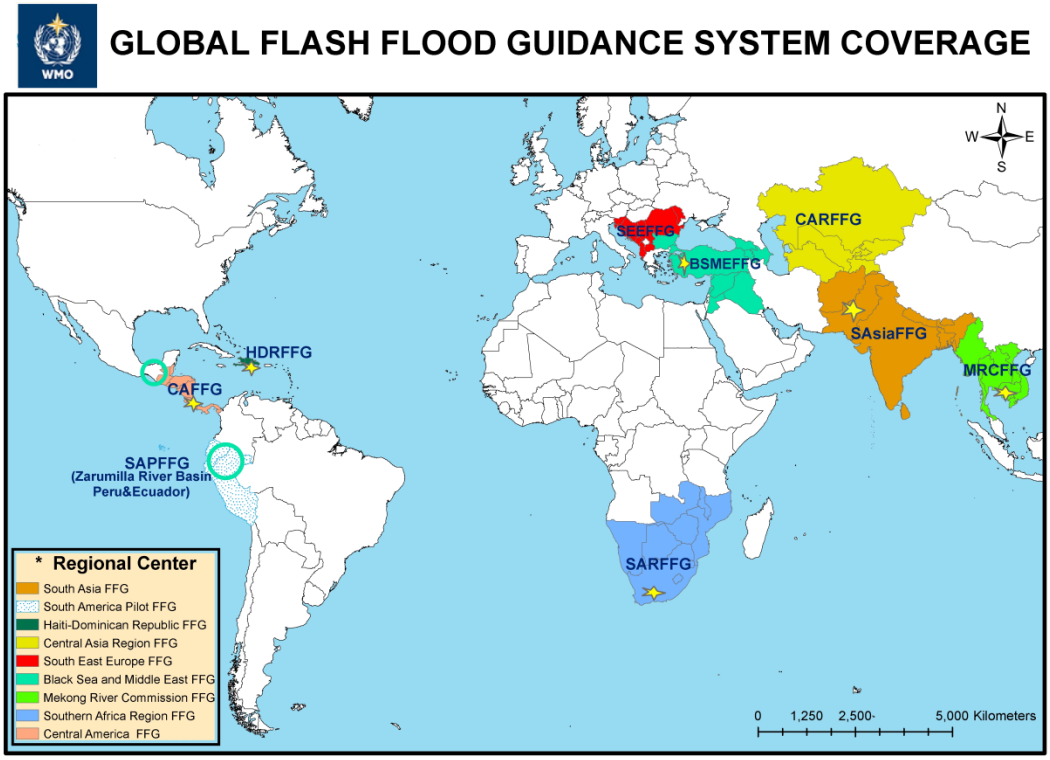
Development and Implementation of International and Regional Flash Flood Guidance (FFG) and Early Warning Systems

Project Brief



SUMMARY

The purpose of this project is the development and implementation of regional flash flood guidance and early warning systems. The approach will entail development of regional technology, training, protocols and procedures to address the issues of mitigating the impacts of flash floods and the application of such a system allowing the provision of critical and timely information by the National Meteorological and Hydrological Services (NMHSs) of the participating countries.

To accomplish this, the World Meteorological Organization (WMO) will cooperate with the Hydrologic Research Center (HRC), San Diego, USA to implement a flash flood guidance and early warning system designed along the lines of similar systems that have been made operational in different parts of the world. In cooperation with a designated Regional Centre, normally located within one of the participating countries, the project will be executed by the participating national hydrometeorological services with the HRC providing technical assistance in cooperation with NOAA/National Weather Service for the system implementation and training; and WMO providing technical backstopping and supervisory services including Monitoring and Evaluation of the project. USAID/OFDA is providing funding support for the project.

Based on estimation of rainfall from satellite imagery and available gauges, the system will provide the NMHS of each participating country with an estimate of the precipitation amount and an indication (guidance), based on physically-based hydrological modelling, as whether it would generate a bankfull discharge (e.g., minor flooding) at the outlets of small, flash flood prone basins throughout each country. The NMHSs will integrate local knowledge from other sources (their national networks, observers report, etc.) to validate the guidance and issue as required a warning through channels proper to each country.

Technical assistance includes the development and implementation of the flash flood guidance and warning system as well as research and development into system enhancements, including inclusion of infrared and microwave technology for satellite rainfall estimates, as needed for the different implementations, and training and capacity building on system operations and applications to disaster risk reduction (i.e., an end-to-end system approach). The approach will provide a tool for each country within the specified region to access the data and information needed to develop alerts and warnings for flash floods.

The main objective of this project is, therefore, to contribute towards reducing the vulnerability of the region to hydrometeorological hazards, specifically flash floods, by developing and implementing a flash flood guidance system to strengthen regional and national capacity to develop timely and accurate flash flood warnings.

1. Beneficiaries

In many areas of the world, flash floods are a regular phenomenon accounting for loss of human life and significant economic and social damages, adding up to hundreds of millions of Euros for a single event. Flash floods can affect not only mountainous and hilly rural areas with sparse settlements but also major urban areas. In addition, an increase in their frequency and magnitude is anticipated as a consequence of climate change. Implementation of a flash flood guidance system would provide benefits to all societal and economic stakeholders of each country.

A key benefit of the proposed system is that it is capable to provide early awareness of impending local flash flood threats for all potentially vulnerable communities. A true value of the system will be to provide rapid assessments of the potential of flash floods allowing

improvement of the early warnings for the occurrence of a flash flood and therefore allowing for more rapid mobilization of response agencies.

The system implementation also provides capacity building and cooperation for effectively mitigating disasters from flash floods. Training and capacity building will be a strong component of the implementation of this program. There will be opportunities in cross-training of hydrologists and meteorologists from countries within the region and with different backgrounds and skills in hydrometeorology, which forms the basis of flash flood detection and prediction.

The availability of the system guidance products will also help to improve the way flash flood events on trans-boundary Rivers are addressed, encouraging international technical cooperation and regional cooperation in preparing public awareness campaigns and response strategies.

Primarily aiming to improve national service delivery capabilities to deal with flash flood threats, the implementation of the flash flood guidance system will also provide the opportunity for enhancement of regional collaboration of disaster mitigation and response agencies and improvement of community awareness of flash flood disaster threat and mitigation.

Training programs will be designed to include NMHSs to develop strong scientific and technical capabilities to use the FFG system and further to include disaster management agencies where the responsible agencies will be involved in system validation programs which will require determinations of where flooding did or did not occur. The issuing of warnings based on flash flood guidance and flash flood threat products will conform to establish national practices, if existing; alternatively the project could provide support to a national dialogue for their development. The establishment of such criteria requires understanding of the hydrometeorological processes and prediction uncertainties, as well as capabilities of the population to take effective action. Such a process will encourage the national agencies to interact with local communities both in establishing such criteria, and in regular reviews of their effectiveness. The responsible agencies will need to design awareness campaigns for both municipal agencies and the public at large concerning the interpretation of flash flood warnings and effective action strategies (i.e., what to do in when flash flood warnings are received). To be effective, this effort will require input from local community representatives (emergency response agencies and the public at large). Maintaining these public awareness campaigns and information distribution as ongoing efforts required to reduce flash flood casualties will be needed.

The flash flood guidance system functions at one level as a disaster mitigation tool by mitigating loss of life and livelihoods, and by rapidly targeting disaster response agencies to potential problem areas. On another level it can be used to provide maps of flash flood probabilities, threats and decision-aiding for imminent actions. These maps can be used to provide a risk assessment tool and guidance concerning the development of infrastructure – that is, as a guide to where special care should be taken in the design and locations of particular facilities as the population expands to live in flash-flood prone areas.

All these agencies will be involved in system validation programs which will require determinations of where flooding did or did not occur. To be effective, this effort will also require input from local community representatives (emergency response agencies and the public at large).

2. Sector-Level Coordination

Through the project partners representing the technical aspects of the system implementation and operation will be brought together with agencies in disaster risk reduction to develop a detailed work plan that will enable operational engagement of technical and disaster risk reduction agencies for implementation of the system.

The work plan for disaster risk reduction will address activities such as joint training programs and public outreach and awareness programs. This effort will provide the opportunity for enhancement of regional collaboration of disaster risk management agencies and improvement of community awareness of flash flood disaster threat and mitigation. Training programs will be designed to include NMHSs and the disaster management agencies.

3. Technical Design

Flash floods are a hydrometeorological phenomenon that requires (a) integration of meteorology and hydrology in real time and (b) ingestion of local information and expertise for reliable warnings. The system design aims to allow for both. This system will serve as a catalyst to develop protocols in line with regional and country norms pertaining to other event warnings. The system allows that even within a region different countries will develop their own manner of system configuration and use adapted to local requirements as a tool for developing flash flood warnings and watches together with other local timely information.

Important technical elements of the Flash Flood Guidance and Warning System are the development and use of a bias-corrected satellite precipitation estimate field, high-resolution numerical weather prediction model outputs (where available), and physically-based hydrological modelling to determine flash flood guidance and flash flood threat. These system elements can now be applied anywhere in the world. Real-time estimates of high resolution precipitation data from satellite are now routinely available globally (and can be further enhanced with locally available radar estimates of precipitation). Global digital terrain elevation databases and geographic information systems may be used to delineate small basins and their stream network topology anywhere in the world. In addition, there are global soil and land cover spatial databases available to support the development of physically-based soil moisture accounting models (see flow chart in Figure 1). The real-time satellite precipitation estimates needed to drive the regional systems on a global scale (using global data provided by NOAA and the WMO) will be developed first followed by the development of specialized products.

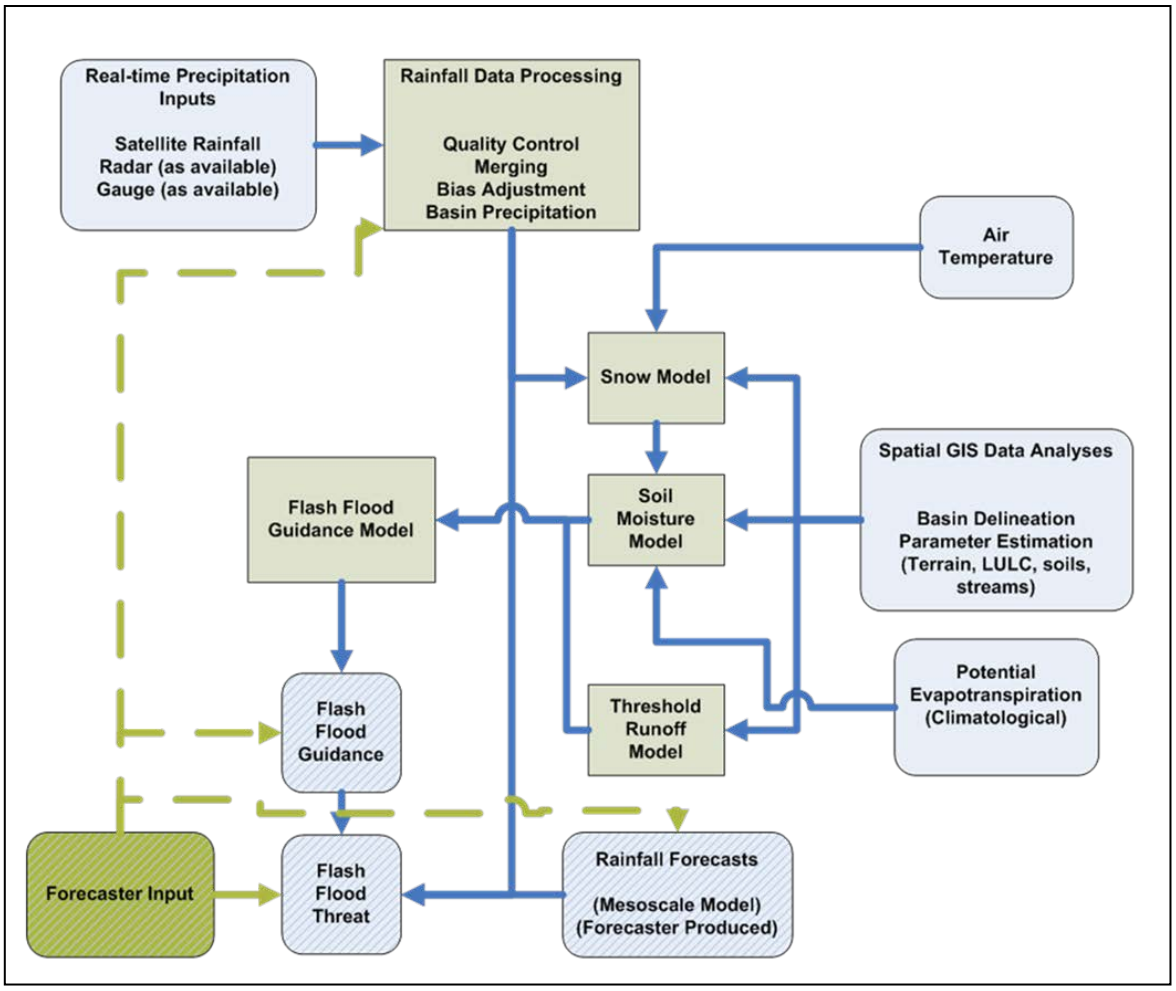


Figure-1 Schematic Flow Chart of the Flash Flood Guidance System

The system allows the NMHSs to use local nowcast/short-term-forecast methods they wish to use to issue the warnings, including (and strongly recommended) local forecaster adjustments. The system design allows this coupling with the existing or developing NMHS approaches on a national or even local scale.

System flexibility and system capability to engage local forecasters should help greatly towards the development of regional/local protocols for integration within existing warning dissemination systems.

The system will provide evaluations for the threat of flash flooding over time scales of hourly to six hours and for basins on the order of 150 sq. km. Given the computational burden and depending on available computational resources, it is very likely that the most valuable lead times for system use will be 3 - 6 hours. Efforts might also be undertaken through the application of numerical weather prediction model outputs to extend the range of threat prediction to 48 hours.

4. Implementation Approach

The system design is such that it allows for efficient global data ingest and it supports regional cooperation among NMHSs. The design is characterized by distributed operations and functions. Several centres of computation and product dissemination will support the

operational functions of the NMHSs through the timely provision of data, software, hardware and training. The overall organizational structure is shown in Figure-2.

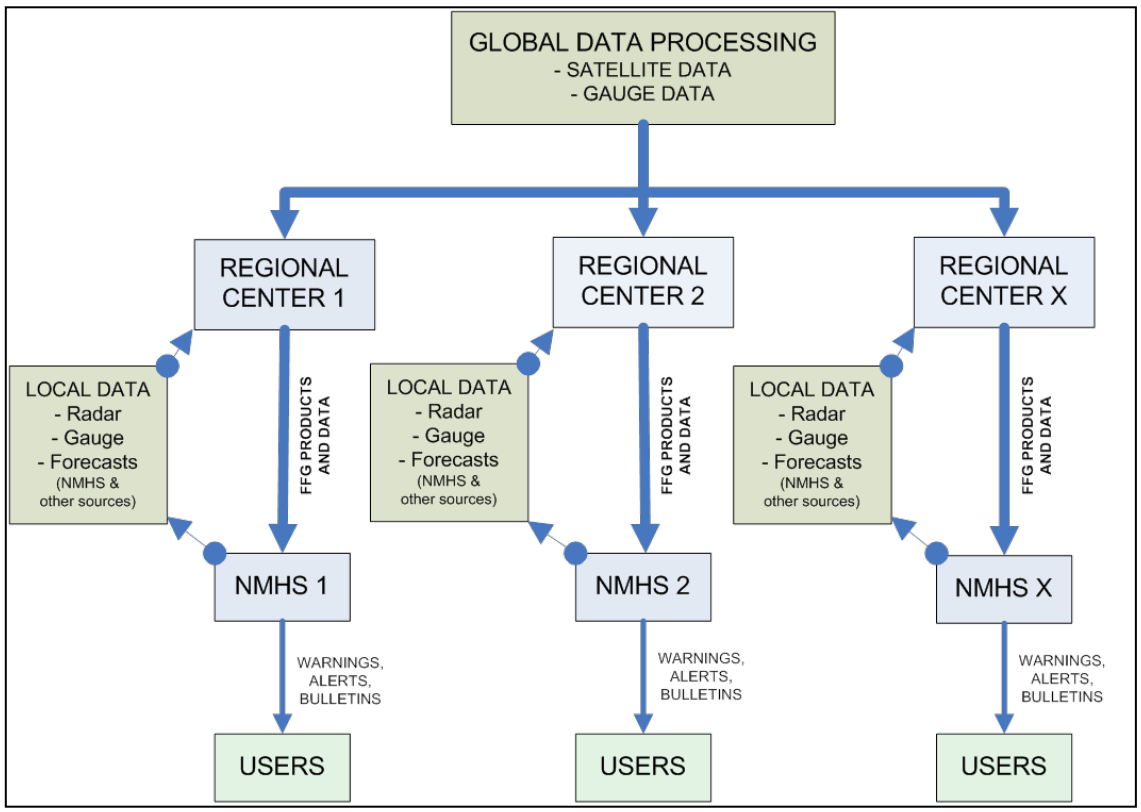


Figure-2 Flash Flood Guidance and Warning System as a distributed system of computer hardware, data and information to support NMHSs worldwide.

The interface with global information is the link to real-time global satellite precipitation estimates and global in situ observations will be through one or more of the World Meteorological Organization (WMO) Global Centres.

All requisite real-time data (global, regional, and local) are ingested at servers located at the Regional Centres where the FFG software is installed. Graphical and text products are then provided to the participating countries through a secure internet connection.

It is necessary to designate a focal institution (most probably an NMHS or an existing Regional Centre with proven scientific and technical capabilities) and with existing communications and infrastructure capabilities to support a Regional FFGS centre. Key operational Regional Centre responsibilities are:

- Disseminate real-time country graphical products from the FFGS for the NMHSs in the region;
- Collect available real-time local meteorological data for ingest to the FFGS for the development of regional products;
- Support regional flash flood operations by;
    - Provide regional validation of products and formulation of plans for improvements, and
    - Provide communications for system analyses to NMHSs of the region.
- Provide communications of regional system modifications necessary to system developers;

- Develop a historical archive of the system products;

- Support WMO and developers with regional training of NMHS representatives; and,
- Provide routine maintenance and IT support for the FFGS server.

NMHSs functions pertaining to the use of the flash flood guidance and warning system will include: country hydrometeorological analysis using the system products and information and other local products and information; country modifications of the regional-centre flash flood guidance and precipitation nowcasts on the basis of within-country most-recent data and information; development of local flash flood watches and warnings; monitoring of system performance (availability and effectiveness) and feedback to the regional centre; and links to within-country disaster management agencies for effective disaster risk reduction. Resources of country NMHSs will determine the actual configuration and type of software used in each case, given the provision of within-country baseline software and links to regional centre facilities as discussed previously.

It is expected that the products available from the Regional Centre will be adequate to support a range of processing capabilities at the NMHSs, from those that can be performed on a PC with Excel software to those that support interactive graphical generation of products. This provision will allow the NMHSs of all the countries to develop real time flash flood forecasts and watches/warnings using the global-data information and their local data and information. There will also be a provision for countries that are willing to share local real-time data to produce graphical products and updated guidance information for their areas to complement the locally produced products with the baseline configuration mentioned.

One key to sustainability is confidence in a reliable, accurate system. To accomplish this, reliability evaluations will be included in the concept of operations.

5. Transition and Exit Strategy

Upon completion of the project, each country within the region will have access to the flash flood guidance and early warning system data and products via the internet. The required data will be accessed and processed through the regional facilities. At the country level only a PC and internet connectivity will be required to access the data and products required to evaluate potential flash flood threat, making the system very sustainable. The regional centres will be selected based on resource requirements to ensure appropriate access to the required data and maintenance capacity.

Much of the effort to ensure sustainability of the flash flood guidance and early warning system will be through training and cooperative development efforts. This approach is intended to ensure ownership and full operations responsibility. In addition, a concept for the operation of the system within the existing operations protocols of the countries will be outlined for each country during training. A User Guide will be developed for the Regional Centre for system operations and maintenance.

6. Project Implementation

Project implementation is based on the basis of a Project Implementation Plan (PIP) that will be discussed during the initial regional planning meeting. The Plan will provide information with regard to essential requirements and criteria that need to be met for the successful implementation of the project. These requirements include: Availability and accessibility of critical input data and information including geo-spatial information, historical and near real-

time meteorological and hydrological data, basic institutional infrastructure and technical/professional expertise of participating meteorological and hydrological services.

The PIP including a work plan will be discussed during the initial planning meeting with principal stakeholders and beneficiaries of the project.

7. Institutional status

In February 2009, WMO signed a Memorandum of Understanding (MoU) with USAID, HRC, and NOAA on the implementation of the Flash Flood Guidance System with global coverage project. In June 2012, the MoU was renewed until the end of 2017. Funding is available from USAID as the principal donor organization.

As a result of the expression of interest of participating countries in the Central Asia Region in the Flash Flood Guidance System, an initial planning meeting has been arranged. This meeting will allow:

- Country experts to see first-hand the technical components of the FFG system;
- Country experts to assess the potential utility of adopting such a system within their operations;
- Understanding of the requirements of national centres and the regional centre;
- Understanding of national implementation requirements including professional staff;
- Understanding of the regional and national primary data collection required for the initiation of the project; and
- Countries to consider the overall project and whether each wishes to commit to undertaking and supporting the implementation of the project in the Central Asia Region.

Should countries wish to commit to the implementation of the project, countries would then decide on their national centres and the regional centre.

WMO in collaboration with financial, technical and regional partners now plans to organize the initial planning meeting where interested countries through the Permanent Representatives of WMO Members and their Hydrological Advisors or designated alternates are expected to discuss all aspects of the proposed project and eventually express whether they commit to participate and cooperate in the project activities and provide technical information that is critical for the successful implementation of the project in the region.

Aside from the commitments made by participating national agencies, it will be essential to have full details available on issues such as in-kind contributions through infrastructure and personnel, areal information specifying the area(s) to be covered by project activities in the region, availability of supporting data and information including geospatial and historical hydrometeorological information. Likewise, the governance of the project and the roles and responsibilities of national participating centres and a Regional Centre will be on the agenda of discussion with expected recommendations and decisions to be made during the meeting. This will be compiled through information received from countries and services on the basis of a Requirements Document to be developed.

The project will be phased over a period of several years that will be determined during the initial planning meeting, with the bulk of the development and implementation activities occurring during the first year to two years. The remaining years of the project will focus on training, system operations/evaluation and validation of system outputs to ensure on-going sustainability.