



# **HAYLING ISLAND EMERGENCY PLANNING FRAMEWORK**

## **2017**

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## Introduction

Hayling Island is an Island which is surrounded by the sea; it has harbours on three sides and a shingle coastline on the southern side. The harbours are tidal and have very large expanses of mudflats at low tide.

The only fixed access onto Hayling Island is via Langstone Bridge.

The likelihood of the fixed bridge between the mainland and Hayling Island being completely severed is considered to be unlikely, but not impossible.

The greater probability is an event occurring which either blocks or damages the road bridge and/or blocks the main access point to the bridge. Of particular consideration is that the single road across the bridge then immediately links to the A27. This would affect the provision of services and utilities to the Island and essentially isolate the island from the mainland.

## Purpose

This document provides an initial framework in an emergency situation. This will enable the relevant agencies and organisations to provide an integrated response to support Hayling Island's community until, either, normality is restored or the situation is sufficiently stabilised to allow the continuation of community functions and services.

## Access

The Island is accessed by a two lane metalled highway carried by a bridge from Langstone on the mainland to Northney on Hayling Island. The road bridge is the only fixed means of gaining vehicular access the Island. The bridge and the highway is managed and maintained by Hampshire County Council as the Local Highways Authority.

The one of key issue in an emergency situation which will require specific consideration is the traffic flow on and off Hayling Island, and the impact of any highway incident that could lead to delays to the local transport systems. This could be as a result of a road closure or traffic congestion in Havant area or on Hayling island and on the A27 and/or the A3M.

The main highway onto Hayling Island is the A3023 which travels south from the Langstone roundabout at the junction to the A27 at Havant. Once across the bridge the road then becomes the Havant Road. This is the only north-south through road on the Island. There is a road on the left hand side as you enter the Island (Northney Road) and this leads back to the Havant Road south of Stoke. Northney Road is a narrow road, which includes sharp bends. Heavy Goods Vehicles struggle to transverse this road.

## Hayling Ferry

Hayling Ferry is a small passenger ferry which runs between Eastney and Ferry Road, Hayling Island.

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## Slipways

There are a large number of slipways on the island which could be used by suitable vessels, hovercraft and vehicles

## Helicopters

Helicopters regularly land on Hayling Island at various locations. Landing sites have been identified.

The Maritime and Coastguard Agency (MCA) have access to a helicopter based at Lee on Solent but this helicopter covers most of the south coast.

The MOD is investigating possible landing sites for large helicopters.

## Hovercraft

Havant Borough Council (HBC) has been in discussion with Hovertravel who may be able to support the community and the emergency services to maintaining key services on Hayling Island in the event that there is loss of access to the Island. A number of departure and landing sites have been identified for the use of hovercraft; however, specific permission would be required to use a hovercraft in Langstone Harbour from Langstone Harbour Master.

The Pilot of the hovercraft will make the final decision as to the use and the landing site in case of emergency.

Hovertravel may also be able help to supply other hovercrafts in an emergency.

## Vessels and landing crafts

It would be difficult to use large ships and boats to access the island due to the mud flats at low tide.

In storm conditions it would be impossible to use landing craft due to wave action landing on the southern foreshore.

## Emergency Services

### Police

Hampshire Police do not have a permanent presence on Hayling Island but they have identified a share area in Mengham Library for public access.

### Fire

Hampshire Fire and Rescue Service have a Fire Station at Elm Grove staffed by retained personnel with two fire appliances. Personnel available would be dependent on the time of day. All retained fire crew live on Hayling Island and included within the HFRS planning has always been the ability to ensure that Hayling Island has fire cover on the Island (i.e. During the fire service strike action staff were located on the island)

### Ambulance

South Coast Ambulance Service (SCAS) maintains Community First Responders on the Island with Ambulances and Paramedics being made available, as required, SCAS using a dynamic deployment system to provide cover.

### Coastguard

There is a Coastguard station on Hayling Island which is not manned 24 hours. A number of Coastguard officers live on or close to Hayling Island and there is an RNLI Lifeboat Station on the island. This is manned by local volunteers.

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## Harbour boards

Both Langstone Harbour Board and Chichester Harbour Conservancy have emergency plans in place. These emergency plans include access to a number of small vessels.

Langstone Harbour Board is located on the island and has access to two large slipways.

## Health Services providers

There is a Health Centre at Elm Grove staffed by doctors and a range of other healthcare clinicians, which is staffed during the working day. There is no specific health provision overnight

## Public Utilities

### Gas

Southern Gas Network (SGN) is responsible for the supply of natural gas and the gas infrastructure to Hayling Island. There are various supply pipes feeding Hayling Island.

### Electricity

Southern Electric is responsible for the supply of electricity to Hayling Island. There are various cables supplying power to Hayling Island.

### Water

Portsmouth Water is responsible for supplying and managing drinking water supplied to Hayling Island, they have various water feeds to Hayling Island.

### Foul Sewage

Sewage on Hayling Island is managed by Southern Water Authority (SWA). All foul sewage on Hayling Island is pumped by electric pumps to the main land, where it is treated at Budds Farm sewage works.

### Surface Water, Tidal and Drainage

Surface water on the highway is managed by Hampshire County Council Highways (HCC). Most surface water is fed into roadside ditches, which are then directed out to sea via tidal flaps. Some tidal flaps and ditches are owned by HCC. There are also a number of privately owned tidal flaps and grills. In case of emergency the council would work with the landowner and would try and clear any grill to ensure free flow of water via their contractor.

In heavy rain this system can become tide locked (heavy rain and high tides combined preventing surface water escaping out to sea) which can cause surface water flooding across the island.

### Telephone

Telephone and mobile telephone services are provided by a number of providers so mobile coverage should not be affected.

## Media (Warning and Informing)

Limited or no access to the island will attract a significant amount of media attention. Problems involving the island being cut off will become newsworthy very quickly. Early consultation with the lead authority / services is both vital and necessary to ensure that any information given to the press is appropriate and shared with all agencies / services / authorities involved in the response.

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Consider implementing the LRF Warning and Informing plan. Information is a two-way street and it may be necessary to use all aspects of the media to get information to residents and visitors on and off the Island. Initially this should to reassure people that actions are being taken and then, if a long closure is involved, explain how people will access the mainland for work, school etc. and how supplies and services will be maintained.

We need to consider the use of social media and have a planned response.

Consider using Hayling Island Councillors to keep local residents informed of an event and the Council's response. There may be a limited number of responders on the Island during the initial response.

## **HBC and HCC Emergency Planning resources**

The Island has a prepared rest centre in place at Hayling Community Centre and this site was exercised in 2015. There are two further rest centres identified in Havant which are managed by HCC EPRU with the support of HBC.

The Beachlands office could be used as a control room and a rendezvous point.

Havant Borough Council contractors (Norse South East (NSE)) work in conjunction with HBC on any emergency and they can access certain resources and staff. The relevant NSE Duty Officer would be contact in case of an emergency.

HCC Highways contractor has a salt depot in Havant, but their local office is located in Petersfield.

HBC has a Service Level Agreement (SLA) with HCC Emergency Resilience Planning Unit (HCC EPRU) to support Havant in any emergency. HCC EPRU have access a large variety of services and as such, they would have an important role in any emergency.

The Local Resilience Forum (LRF) is an overarching arrangement between category one responders, category two responders and other organisations, who work together to plan for and manage an event at senior management level.

## **Public health Issues**

The demographics of Hayling Island have identified 70%+ of the residents are over 60 years of age. Failure of access to Hayling Island would create issues with emergency health calls for the ambulance service. The need for a helicopter response may be increased due to the age profile of residents on the island. Access to a helicopter will be dependent on the weather conditions).

## **Managing the public during an event**

There is a traffic management plan in place which has taken into consideration the population demographics of Hayling Island and those who cannot access the Island. Rest centres may be required on the mainland and on Hayling with parking for a large number of personal vehicles. There are a number of designated rest centres in HBC and surrounding areas, these are regularly exercised.

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Traffic control would be led by the police and supported by Hampshire Highways. The response time to put a traffic plan in place could take a number of hours, so this must be factored into any emergency plans.

Additional staff and resources will be required if this was a major event and possibly national resources maybe required. HBC has a Memorandum of Understanding (MOU) with all other Local Authorities (LA) in HCC to support each other in a major event.

## Possible Incidents

As long as vehicular access is maintained any problem involving the provision of essential utilities would be the same as on the mainland.

Utilities failure occurs occasionally i.e. power cut, burst water main, failure of a sewer pipe are the most likely problem with, (to date) the failure of the gas supply being the most infrequent. The response by the utilities companies would be their standard response to restore supplies as soon as possible with other agencies and organisations involved if required.

Failure of power would create issues with sewage as the sewer system is a pumped system on the island with limited holding facilities. Failure of the sewage pumping system in the past has required the use of tankers to transfer the sewage to a disposal site on the mainland.

There is more than one power cable onto the Island so this should reduce the risk of loss of total power loss.

Telecommunications failure may be an issue due to the age profile of the Island and resident's limited use of IT and mobile telephones.

Other than some catastrophic event severing the bridge, the most likely cause of no road access to the Island is a road traffic incident on the bridge or its immediate access point. For example in the event of a road traffic fatality or an incident involving a large goods vehicle, it could be some time before the vehicles involved could be removed. The impact to the local area and transport system would be significant and congestion and delays on A27 and A3(M).

Flooding is a major concern as the area is tidal and in storm conditions it is possible for Havant Road to be closed south of the Hayling Bridge. The road and the bridge have been closed several times in 20 years, due to very high tides for a limited time only; this was before the reconstruction of new sea defences at Northney foreshore.

Surface water flooding (large puddles) has occurred on the highway south of the fuel station and this was due to the tidal flaps on Northney foreshore being jammed open. These are maintained and inspected by HCC Highways.

Northney Road floods regularly due to the minimal height of the privately owned foreshore defences and the animal holes in the banks. Additional signage has been erected to warn the public about the risk of flooding again this is of a limited time only during some high tides.

The EA produces maps showing locations of possible flooding

The EA and the Met Office regularly send out warning messages to the public about the possibility of flooding. Live information also can be found on the EA (website) and

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additional information can be obtained via other web sites (Chimet and the National Oceanography Centre storm surge).

## Actions

If access to Hayling Island is denied for significant period a Tactical Co-ordinating Group (TCG) and/or a Strategic Co-ordinating Group (SCG) could be set up. This would involve a meeting of key organisations chaired by the police to ensure an integrated response. As defined by the LRF Emergency Response Arrangements plan (ERA).

Expected attendees could include -

- Police
- Hampshire Fire and Rescue Service (HFRS)
- Ambulance Service (SCAS)
- Coastguard (MCA)
- Havant Borough Council (HBC)
- Hampshire Emergency Planning Unit (HCC EPU)
- HCC Children Services (if schools are effected)
- Hampshire Highways
- Highways England
- Environment Agency (EA)
- Natural England (NA)
- Portsmouth Water (PWC)
- Sothorn Water Authority (SWA)
- Southern Electric Power Distribution (SSE)
- Southern Gas Network (SGN)
- The Military (MOD)
- Langstone Harbour Board
- Chichester Harbour Conservancy
- Voluntary Sector
- Hovertravel

HBC would set up their Emergency Control Centre.

Community groups and other organisation may be requested to support the community by the Emergency Services.

HBC, HCC and other emergency services will work to ensure planned response is in place and recovery is planned. The response and the recovery phase will depend on the incident and the time line:

### **A major incident declaration would also need to be considered depending on.**

- The type of incident
- The length of time the incident is expected to last
- The time of day / year
- Weather conditions

If the bridge is compromised and it will take sometime to restore to full usage then consideration would be given to formally requesting the support of the MoD for a temporary Bailey bridge to the Island. A major incident would need to be declared to enable this option to be considered. An investigation was undertaken into the feasibility of this several years ago. The MoD has been asked to review their plans for the constructions of a Bailey bridge.

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**Information:**

With an incident involving the road bridge, accurate information concerning the length of time that the road link may be out of action could be scarce for all but the most minor incidents such as a minor road traffic incident, for which the road will be reopened quickly (this still could take a long period of time for traffic to clear).

**Some factors to be considered:**

- Issue effecting the surrounding area i.e. flooding
- Traffic management for the local area including access to Hayling Island i.e. Length and location of road closure
- The population involved especially elderly residents or people with special needs, i.e. nursing homes, rest homes or people receiving medical treatment in their homes
- Time of day, including daily busy periods including school opening and closures
- Time of year, summer weekends and holidays see a large increase in the Island's population
- Depending on the time of any closure the supply of food, water and essential services will be required
- Commuters and school users
- Weather conditions Other means of access; ferries, boat owners, low tide causeway
- Media response and information to the public
- Resources available; prepared Rest centres, voluntary agencies etc.
- Assistance from the county via the Emergency Planning Unit
- Mutual aid from surrounding Authorities
- Military assistance through MACC which would be by discussion and be arranged by the County Emergency Planning Officer.

**Recovery**

HCC/HBC will lead the recovery of Hayling Island following any incident.

Recovery will depend on the length of time, the type of incident and what is required to support the community.

In the worst case scenario it could take years to recover fully as a new / another bridge would be required. This risk is very unlikely to occur in the short term. HCC bridges department regularly carry out risk assessments on the structure and complete failure of the bridge is deemed to be very unlikely.

**Additional Resources on Hayling Island**

Holiday villages  
 Hayling first responders  
 Hayling Island Round Table local bus  
 Neighbourhood watch  
 Langstone flood group  
 Help the Aged  
 Personal vessels

The use of Councillors and Community groups will be invaluable to help and support the community in any event. HFRS are working with the community, HCC, the LRF and HBC to build community resilience on Hayling Island.

**Bridge closures**

It is understood that Hayling Bridge has only ever been closed for short periods.

- A road traffic incident with a van blown over on the bridge in 1980's
- Flooding south of the bridge in 2001 and 2014 at high tide only

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- Resurfacing of Langstone Road (2013) (there was specific traffic control in place during the works)
- Bridge maintenance work generally take place over winter when the traffic flow is reduced

## **This framework would link to other organisation emergency plans**

### **HBC Plans**

Emergency Response Plan  
HBC Oil Pollution Plan

### **HCC EPRU Plans**

HCC Oil Pollution Plan

### **LRF Plans**

Mass Casualties Plan  
Evacuation and shelter Plan  
Warning and informing Plan  
Emergency Response Arrangements plan (ERA plan)  
Flooding Part 1 and 3

### **Military**

Military Aid to Civil Authorities

### **Langstone Harbour Board**

Langstone Harbour Board Emergency Plan  
Langstone Harbour Board Oil pollution Plan

### **Chichester Conservancy**

Chichester Conservancy Oil pollution Plan

This is not a definitive list

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