

**HAYLING ISLAND EMERGENCY  
PLANNING  
FRAMEWORK**

**2021**

## **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 demographics of Hayling Island is over 70% of the population are over 60.

Key risks for Hayling Island include coastal flooding, severe weather, Highways issues as a result of limited access routes and loss of utilities.

The LRF Community risk register provides more detail for Hampshire-wide risks.

## **Purpose**

The scope of this framework is to identify key local issues and risks for Hayling Island and provide guidance to responding agencies. This is a publicly available document to be used alongside plans held by responsible agencies.

Havant Borough Council can use this document in conjunction with the Borough Emergency Response Plan for planning, preparation and response to an incident.

## **Access**

Highways: 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 to the Island. The bridge and the highway are managed and maintained by Hampshire County Council (HCC) as the Local Highways Authority.

Any traffic issues on Hayling can lead to knock on impacts on the A27 and A3M as well as local roads. There is an HCC traffic management plan, which details use for planned or emergency works and events. It may be implemented in full for congestion.

The only north-south through-road on the island is the A3023. There are several smaller roads which are generally unsuitable for HGV's.

### **Hayling Ferry**

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

### **Slipways**

There are many slipways on the island which could be used by suitable vessels, hovercraft and vehicles. These are identified by Chichester Harbour and Langstone Harbour authorities

### **Helicopters**

Landing sites for a variety of helicopters have been identified by the relevant authority.

The air ambulance, search and rescue, and MOD have plans in place for emergency use.

### **Hovercraft**

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, as the operator of hovercraft in the Solent, may be able help to supply hovercraft 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.

Smaller private vessels frequently access Hayling Island

## **Emergency Services**

### **Police**

Hampshire Police do not have a permanent 24/7 presence on Hayling Island. Police have public access points in Mengham Library that operate during shift patterns.

### **Fire**

Hampshire Fire and Rescue Service (HFRS) have a Fire Station at Elm Grove, Hayling Island staffed by retained personnel with two fire appliances. All retained fire crew live on Hayling Island. HFRS ensure constant cover on Hayling Island.

### **Ambulance**

South Coast Ambulance Service (SCAS) maintains Community First Responders on the Island with Ambulances and Paramedics being made available, as required. Helicopters are available to SCAS for severe cases and emergencies.

### **Coastguard**

There is a Coastguard station on Hayling Island which is not manned 24 hours. Several Coastguard officers live on or close to Hayling Island. There is an RNLI Lifeboat Station on the island, manned by local volunteers.

### **Harbour boards**

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

Langstone Harbour Board is located on the island and has access to two large slipways and a pontoon accessible at all levels of the tidal range.

### **Health Services providers**

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

**Electricity**

SSEN is responsible for the supply of electricity to Hayling Island.

**Water**

Portsmouth Water is responsible for supplying and managing drinking water to Hayling Island. They have a 4", 10" and 15" supply to the island.

**Foul Water**

Foul water and sewage on Hayling Island are managed by Southern Water. All foul water 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 HCC Highways (HCC). Most surface water is fed into roadside ditches, which are then directed out to sea via tidal flaps. The drainage and tidal flaps are owned and maintained by HCC, private landowners and other agencies. In case of emergency HCC would work with the landowner to clear any grills 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 delivered by several providers.

**Media (Warning and Informing)**

Communications to the public will be initiated by the lead agency. Clear communications on a variety of channels is important, including social media.

The Communications Team for the lead agency will be responsible for ensuring consistent messaging.

Depending on the incident, advice given to the public will need to be discussed with the relevant responding agencies.

Consideration will be given to using Hayling Island Councillors to keep local residents informed of an event and the Council's 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. Rest Centres will be activated by Hampshire County Council if required.

In addition to this depending on the incident other community locations may also be used.

The Beachlands office could be used as a control room and a rendezvous point. Norse SE and representatives of HBC have keys to the office including out of hours access.

Under the Civil Contingencies Act (2004), HBC, HCC and other agencies have a duty to respond to any large incident and support the community.

## **Possible Incidents**

- As long as vehicular access is maintained along the A3023, any problem involving the provision of essential utilities would be the same as on the mainland. We would continue to maintain access through A3023 wherever possible to ensure essential utilities can be maintained.
- Utilities failure i.e. electricity, water, gas, telecommunications, sewage 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.
- Highways: roadworks, planned or emergency, traffic accident, general volume of traffic, bridge access, harbour incident, property fire of incident.
- Flooding is a major concern as the area is tidal and in storm conditions it is possible for Havant Road to be closed north and 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. Northney Road and West lane are impacted by high tides and coastal flooding.
- Coastal Flooding and surface water flooding (large puddles) has occurred on the highway south of the fuel station. This was due to the tidal flaps on Northney foreshore being jammed open. These are maintained and inspected by HCC Highways.

## **Response**

If a major incident is declared, this would be managed by Blue Lights Services and other Category 1 and 2 responders (e.g. Council, Utilities, EA) as set out by CCA 2004. This would also include any requests for military support. Responding agencies would work with community groups where appropriate. Smaller incidents would be managed by individual agencies as required.

## **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. The recovery phase of an incident is the final phase from an emergency planning perspective. The type of incident will determine the timescales from initial response to subsequent return to normal.

## **Community 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  
And others, this is not an exhaustive list

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.

The Councillors role in a civil emergency as stated in the LGA 'A Councillors' guide to civil emergencies' is not to be involved in the operational response led by officers unless requested to do so, but to provide a focal point for the local area during an emergency situation, to help support the local community during the emergency and to be a representative when communication representation is required

### **This framework should link to other organisations emergency plans**

#### **HBC Plans**

Emergency Response Plan  
HBC Oil Pollution Plan  
Out of Hours Services (procedures)

#### **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

### Trigger Table for Hayling Island Specific Considerations

Risk		Potential Impact	Recovery Time Expectation	Trigger Considerations/Mitigations	Responsibility
Flooding	Coastal	<p>Coastal flooding is as a result of high tides and/or adverse weather.</p> <p>This risk occurs on a regular basis.</p> <p>Properties at high risk should have property level flood protection.</p> <p>If the flooding exceeds the normal expectations, then responding agencies may be required to support public welfare.</p>	1 day	<p>Height and duration of tide.</p> <p>Number of people impacted.</p> <p>Duration of impact.</p> <p>Use of flood mitigation.</p> <p>Cause of coastal flooding.</p>	<p>Coastal Partners (CP) – Coastal Incident Officer, tide alerts</p> <p>Environment Agency - flood alerts</p> <p>HBC - support to residents if required</p> <p>Norse – sandbag provision</p> <p>HCC Highways – road signage and traffic management</p> <p>HCC EP – evacuation of residents to rest centres</p> <p>Blue Light Services – emergency response where there is a threat to life</p>
	Surface Water	<p>Surface water flooding may occur as a result of high tides or severe weather.</p> <p>If the surface water is on the highway it is the responsibility of HCC Highways and the clearing of tidal flaps maybe required.</p>	1 day	<p>Infrastructure impacted</p> <p>Maintenance of tidal flaps</p> <p>Weather warnings</p> <p>Access implications</p> <p>Number of properties impacted</p>	<p>Environment Agency - flood alerts</p> <p>HBC - support to residents if required e.g. sandbags, temporary relocation.</p> <p>Norse – sandbag provision</p>

		If the surface water is not from the highway and is impacted property then it is the responsibility of the home owner to ensure the protection of their property.			<p>HCC Highways – road signage and traffic management</p> <p>HCC EP – evacuation of residents to rest centres</p> <p>Blue Light Services - emergency response where there is a threat to life</p>
Utility Loss	Gas	Loss of mains supply would be inconvenient for residents that use gas for heating and cooking. Emergency repairs could impede the highway and cause a traffic issues.	1 day	<p>Consequence management dependant on number of properties off supply and time of year.</p> <p>If the impact is over the capability of the gas supplier to respond, then other agencies will become involved.</p> <p>Gas companies should alert Local Authorities to any long term impact on the highways.</p>	<p>SGN/Gas network – emergency response/engineers</p> <p>HBC - support to residents, if required</p> <p>HCC Highways – invoke Road Traffic Management plan, location dependant</p> <p>HCC EP – evacuation of residents to rest centres</p> <p>Blue Light Services - emergency response where there is a threat to life</p>
	Electricity	Loss of electricity supply for a significant period could have a considerable impact including knock on effects.  Potential considerations include; vulnerable people, heating,	12 hours	<p>Consequence management dependant on the timeframe, scale of repairs and number of people impacted.</p> <p>If the impact is over the capability of the electricity</p>	<p>SSEN/Electricity network provider – emergency response/engineers</p> <p>HBC - support to residents, if required e.g</p>



		<p>lighting, street lighting, welfare implications, foul water pumping, lifts etc</p> <p>Emergency repairs would impede the highway and cause traffic issues.</p>		<p>supplier to respond, then other agencies will become involved.</p> <p>Electricity distributor should alert Local Authorities to any long term impact on the highways.</p>	<p>communications and supporting the electricity company</p> <p>HCC Highways – invoke Road Traffic Management plan, location dependant</p> <p>HCC EP – evacuation of residents to rest centres, if required</p> <p>Blue Light Services - emergency response where there is a threat to life</p>
Water	<p>Water to the island is gravity fed by 4 inch, 10 inch and 15 inch pipes.</p> <p>Loss of water for a significant length of time would impact residents, specifically those with vulnerabilities.</p> <p>Loss of water would cause issues for the fire service and their ability to response.</p> <p>Emergency repairs would impede the highway and cause traffic issues.</p>	1 day	<p>Consequence management dependant on the loss of water, the timeframe, scale of repairs and number of people impacted.</p> <p>If the impact is over the capability of the water supplier to respond, then other agencies will become involved.</p> <p>Water companies should alert Local Authorities to any long term impact on the highways.</p>	<p>Portsmouth Water/ Water network provider – emergency response/engineers</p> <p>Notification to Police and Fire service (due to impacts on water supply in the event of a fire)</p> <p>HCC EP – evacuation of residents to rest centres, if required</p> <p>HCC Highways – invoke Road Traffic Management plan, location dependant</p>	

					HBC - support to residents, if required
	Foul Water/Sewage	<p>Foul water is pumped off the island to a treatment works.</p> <p>Loss of pumps or electricity could cause internal flooding or environmental impacts.</p> <p>Emergency repairs could impede the highway and cause traffic issues.</p>	1 day	<p>Consequence management dependant on the timeframe, scale of repairs and number of people impacted.</p> <p>If the impact is over the capability of the water supplier to respond, then other agencies will become involved.</p> <p>Water companies should alert Local Authorities to any long-term impact on the highways.</p>	<p>Southern Water/ Water network provider</p> <p>Notification to Police and Fire service (due to impacts on water supply in the event of a fire)</p> <p>HCC EP – evacuation of residents to rest centres, if required</p> <p>HCC Highways – invoke Road Traffic Management plan, location dependant</p> <p>HBC - support to residents, if required</p>
	Telecoms	<p>Telecoms is available for landlines and mobiles through a number of providers. Complete loss of telecoms for all providers is unlikely.</p> <p>Due to the demographics of the island landline usage is likely to be higher than mobiles.</p>	1 day	<p>Alternative communication methods for 999 calls etc to be relayed to public in the case of loss of telecoms.</p> <p>Telecoms providers are responsible for restoring the service.</p>	<p>Various providers on the island.</p> <p>Initial report to the Police</p> <p>HCC EP</p> <p>HBC support to residents, if requested by Police or HCC EP</p>

Access to Island	Traffic	<p>Traffic is a regular issue on the island. Summer pressures cause frequent issues, as well as the timings of the traffic lights at the Havant/A27 roundabout.</p> <p>Significant road closures can have an impact for several hours across a large part of the road network.</p>	12 hours	<p>Implement traffic management plan. Communicate with public. Consider places that people can leave cars if necessary. Timescale of cause of traffic. Time of year and welfare implications.</p>	<p>Initial report to the Police</p> <p>HCC EP – coordination if required</p> <p>HCC Highways - invoke Road Traffic Management plan</p> <p>HBC - support to residents, if requested by Police or HCC EP</p>
	Loss of bridge	<p>This is a low likelihood, high risk scenario. The bridge could be temporarily closed for highways purposes, utility repairs or as a result of an incident. Permanent loss of the bridge is unlikely but would cause widespread issues for the island as the only access route.</p>	3 days	<p>The traffic considerations would be in place for a temporary closure of the bridge.</p> <p>For a loss of bridge scenario, alternative access to the island would need to be considered. This would involve delivering any welfare, managing public interest, managing public movements, concerns such as schooling, healthcare, 999 services. The MOD would need 3 days to construct a temporary bridge.</p>	<p>Initial report to the Police</p> <p>HCC EP</p> <p>HCC Highways - invoke Road Traffic Management plan</p> <p>HBC - support to residents, if requested by Police or HCC EP</p>
Highways	Planned Closure exceeds dates specified	<p>Planned closures are usually overnight, communicated in advance with diversion routes in place where possible.</p>	1 day	<p>Risk of over-running and impact on traffic. Road closures are communicated to blue lights services. Some businesses might be</p>	<p>Initial report to the Police</p> <p>HCC EP</p>

				inconvenienced by day or night closure (farms, shop delivery).	HCC Highways - invoke Road Traffic Management plan  HBC - support to residents, if requested by Police or HCC EP
	Emergency Closure	Emergency closures can be the result of utilities failure, flooding, RTC management or another emergency situation (i.e. fire truck access to a building)	1 day	<p>Consideration of impact on traffic, communication to the public, how to manage access/egress to the island, alternative parking places for residents that wish to continue by foot, impact on surrounding road network, timescale of repair/incident, time of year, traffic management plan. Public transport would be impacted, but could be used to transport residents parking on the mainland.</p> <p>If the island is cut off, blue light services will be severely compromised.</p> <p>If the closure is deemed to have a significant impact then an emergency response should be considered.</p>	<p>Initial report to the Police</p> <p>HCC EP</p> <p>HCC Highways - invoke Road Traffic Management plan</p> <p>HBC - support to residents, if requested by Police or HCC EP</p>

				<p>Utilities companies should alert the Highways agency to any emergency closures.</p> <p>Blue lights services would dynamically manage a road closure, but can request assistance from highways authority.</p>	
Severe Weather	<p>Surface water flooding</p> <p>Trees down</p> <p>Impact on access</p> <p>Bridge usage</p> <p>Coastal flooding</p> <p>Utility loss</p>	1 day	<p>Consequence management dependant on number of people/infrastructure impacted.</p>	<p>Coastal Partners (CP) – Coastal Incident Officer, tide alerts</p> <p>Environment Agency flood alerts</p> <p>HBC support to residents, if required</p> <p>Norse – sandbag provision</p> <p>HCC Highways – road signage and traffic management</p> <p>HCC EP – evacuation of residents to rest centres</p> <p>Blue Light Services</p>	
Other	Other risks contained within the Community Risk Register would be managed dynamically by the responding agencies				

## Scenarios

### Coastal Flooding

#### Key considerations:

Flooding along the coastline at South Hayling usually appears with long period swell waves with a southerly direction wind. With overtopping of the beach defences and storm boards, causing flooding on to the prom, car parks and footpaths. The tides should be closely monitored for action on site when you have a combination of these triggers:

Wave period is between 10 and 18 seconds (indicating the swell)  
Wind speed is Force 6+ with any southerly directions (SE/S/SW etc.)  
Tides of 5m CD and above (tables or with a surge forecast)

Storm boards are placed in situ at the start of the autumn.

#### HBC Considerations:

CP Coastal Incident Officer monitors the above and notifies the Safety and Emergency Planning Officer (SEPO) of any concerns, following the Eastoke Flood Response Guide. (if SEPO on leave DUTY Corporate Management Team (CMT) Officer will be notified out of hours if required)  
Environment Agency also notify us of areas of concern well in advance.

If several properties affected and evacuation required:

- SEPO/CMT notify HCC EP Duty Pager for support to move residents to rest centre if required (some residents may make their own arrangements)
- Police should also be notified  
CMT Duty Officer to follow the check list and consider impacts on other Council services, during the working day, waste collections if roads closed.

#### Command and Control Resources Required / Specialist Knowledge:

HBC lead, with support from Norse, HCC EP, HCC Highways, Police  
If requiring multi-agency support escalate through HCC EP for any multi-agency meetings

#### Responsibilities:

- Sandbags are deployed by Norse as and when required at Eastoke Corner, prior to notification of an event.
- Call for assistance may come to HBC out of hours, request Norse duty officer attend site and assess the situation.
- OOH's coordinator notifies SEPO
- SEPO or OOH's coordinator notifies CMT Duty officer
- If large scale event CMT duty officer may decide to open up ECC. OOH's coordinator is the Link Officer role and will instigate calls to staff ECC.

## Burst Water Main, with disruption to supply

### Key considerations:

Initial responsibility is Portsmouth Water (PW) to report to the Police, who should notify HCC EP Duty Pager, who then notify HBC.

The Police will make other Blue Light services aware, especially the Fire Service who may have limited water supply on the island.

Road closure is the responsibility of PW and traffic management at the scene.

### HBC Considerations:

HBC role is to monitor the situation and support PW/HCC EP where it can, this may be with communication. HBC needs to consider if Norse are carrying out waste collections on the island on that day.

There are alternative means of emergency evacuation by air/sea should there be a medical emergency.

### Command and Control Resources Required / Specialist Knowledge:

If requiring multi-agency support escalate through HCC EP for any multi-agency meetings

### Responsibilities:

HCC Highways may instigate their Road Traffic Management plan, depending on the location of where the repairs are required.

PW are responsible for the distribution of emergency water supply (bottled water) to residents but may seek support from HBC. Vulnerable locations are pre identified by PW, care homes, Dr's surgeries etc..

## Road Traffic Collision on the bridge

### Key considerations:

Initial responsibility Blue Light services, with the police taking the lead.

Repairs to the carriage way will be for HCC Highways, with traffic management jointly between Highways and the Police.

HCC EP will be notified, if going to be a long duration event and HBC may be required to support.

If the closure is deemed to have a significant impact, then an emergency response should be considered.

Utilities companies should alert the Highways agency to any emergency closures.

### HBC Considerations:

- Impact on traffic
- Communication to the public
- How to manage access/egress to the island
- Alternative parking places for residents that wish to continue by foot
- Impact on surrounding road network
- Timescale of repair/incident
- Time of year
- Traffic management plan
- Public transport would be impacted, but could be used to transport residents parking on the mainland.

### Command and Control Resources Required / Specialist Knowledge:

If requiring multi-agency support escalate through HCC EP for any multi-agency meetings

If the island is cut off, blue light services will be severely compromised.

### Responsibilities:

- Warning and informing
- Support to residents as required
- Alternative transportation



<b>Incident Action Checklist</b>		
<b>Action/Consideration?</b>	<b>Status</b>	<b>Notes</b>
Initial information required from any requesting control room/reporting individual: <ul style="list-style-type: none"> <li>• METHANE (or equivalent)</li> <li>• Where (including postcode)</li> <li>• When (including timings of any key actions)</li> <li>• How many people are impacted (include any specific needs)</li> <li>• Phone number for the key contact at the scene</li> <li>• What action are they expecting from you?</li> </ul>		
Have you referred to the District Emergency Response Plan for scenarios and numbers?		
Consider the wider implications of the incident. Refer to the trigger table.		
Do you need an ILO?		
Do you need the support of HCC Emergency Planning?		
Have you started a logbook?		
What council services do you need to contact? e.g. Housing, Waste (Norse), Coastal Partners		
Contact comms to make them aware. <ul style="list-style-type: none"> <li>• Do you have any specific comms requests i.e. rest centre location, lead agency etc</li> <li>• Do you need social media scanning?</li> </ul>		
What other agencies do you need to talk to for the big picture or to make them aware? <ul style="list-style-type: none"> <li>• HCC</li> <li>• Utilities</li> <li>• Highways Authority (HCC or HE)</li> <li>• Blue Lights</li> </ul>		
Do any individuals require shelter? <ul style="list-style-type: none"> <li>• Does it require a rest centre?</li> <li>• Does it need housing support?</li> </ul>		
Do you need any maps or GIS?		
Do you need to open the ECC?		
Any other considerations?		