

HAYLING ISLAND INCIDENT PLAN

Introduction

Hayling Island is an Island and 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 the 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 effect the provision of services and utilities to the Island and essentially isolate the island from the mainland.

Purpose

The purpose of this plan is to provide an initial framework to enable the relevant agencies and organisations to make 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 and egress the Island. The bridge and the highway is managed and maintained by Hampshire County Council as Local Highways Authority.

Size of bridge; 310m long, 10.5m wide and the weigh limit is 70 tonnes.

The issue 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 the 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 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 will struggle to transverse this road.

Hayling Ferry

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

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. Identified landing sites are recreation grounds, school grounds and the seafront common. Additional control measures would be required to secure the landing areas.

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.

Hovercraft

Havant Borough Council (HBC) has been in discussion with Hovertravel who may be able to support the community and the emergency services in maintaining key services on Hayling Island in case of loss of access to the Island. A number of departure and landing sites have been identified for the use of hovercraft: specific permission would be required to use a hovercraft in Langstone Harbour from Langstone Harbour Master. The Pilot of the hovercraft will have the final say as to the use and the landing site in case of emergency.

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

Vessels and landing crafts

The issues using large ships and boats to access the island are the harbours: these are the mud flats at low tide.

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

Emergency Services

Police

Hampshire Police maintain a small unmanned Police Station at South Road, which is not staffed 24 hours.

Fire

Hampshire Fire and Rescue Service (HFRS) has a Fire Station at Elm Grove staffed by retained personnel with two fire appliances. Personnel available would be dependent on time of day. All retained fire crew live on Hayling Island and part of the HFRS planning has always been to ensure that the 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.

Harbour boards

Both Langstone Harbour Board and Chichester Harbour Conservancy have access to small boats. Langstone Harbour Board is based on the island with access to two large

slipways. A limited amount of red diesel is available from the Harbour Board's in an emergency. Both harbours have emergency plans.

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.

Public Utilities

Gas

Southern Gas (SGN) has a gas pipe under the bridge and another in the harbour on the east side of the bridge.

Electricity

Southern Electric has 2 x 33kv buried cables next to the bridge supplying the island and 1 x 11kv across Langstone Harbour from Eastney, Portsmouth.

Water

Portsmouth Water has three water mains supplying the Island, only one of which is supported by the bridge.

Foul Sewage

Sewage on Hayling Island is managed by Southern Water Authority (SWA). All foul sewage from Hayling Island is pumped by electric pumps to the mainland where it is treated at Budds Farm sewage works. Once treated the sewage is then pumped under Langstone Harbour to the 3 km outfall opposite Portsmouth.

Surface Water, Tidal and Drainage

Surface water on the highway is managed by Hampshire County Council (HCC). Most surface water is fed into roadside ditches, which are then directed out to sea via tidal flaps. Most of the tidal flaps and ditches are owned by HCC, there are a number also privately owned.

In heavy rain this system can be tide locked causing surface water flooding across the island.

Southern Water Authority has two fixed pumps which over pump sea water at the entrance to Hayling Island Sailing Club. These are critical to Eastoke area to remove any tidal flooding.

Telephone

Telephone and mobile telephone services are provided by a number of providers so mobile coverage should not be affected. There is a direct BT landline running from Portsmouth to Hayling Island by the Hayling Ferry terminal.

Media (Warning and Informing)

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.

Consider implementing the Local Resilience Forum (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 be 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.

HBC needs to consider the impact of social media and have a planned response.

Hayling Island Councillors can also help to keep local residents informed of the Emergency Services and the Council's response, as there may be only 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 these are managed by HCC Emergency Planning Resilience Unit (EPRU) with the support of HBC.

The Beachlands office may be used as a control room and a rendezvous location. Havant Borough Council contractors Norse South East (NSE) work in conjunction with HBC on any emergency and they can access certain resources and staff; they are located in Southmoor depot, Havant.

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

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

Public health Issues

The demographics of Hayling Island indicate that 70%+ of the residents are over 60 years of age. As a result, failure of access to Hayling Island would create issues with emergency health calls for the ambulance service. So the need for a helicopter response would be required, which would be dependent on the weather conditions.

Managing the public during an event

There is a traffic management plan in place. This considers 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 Havant Borough and surrounding area; these are regularly exercised.

Traffic control would be lead by the police and be supported by Hampshire Highways (Traffic Gridlock Plan). The response time to put the traffic plan in place could take a number of hours.

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 Hampshire to support each other in a major event.

Possible Incidents

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

Utilities failure occurs occasionally; a power cut, burst water main, or 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 the 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 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 cable onto the Island and this should reduce the risk of loss of power.

Telecommunications 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 preventing 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 create congestion and delays on the 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. However the road and the bridge have only been closed twice in 20 years, for two hours on each occasion. This was before the reconstruction of the 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 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.

The flood maps for the area are produced and maintained by the Environment Agency (EA). These are based on predicted flooding without any defences in place.

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 Chime (website) and the National Oceanography Centre storm surge website page.

Actions

If the access to Hayling Island is denied for 4 – 6 hours depending on time of day or reason, a Tactical Co-ordinating Group (TCG) and or a Strategic Co-ordinating Group (SCG) would 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 (ERA) plan. The key organisations are:

- Police
- Havant Borough Council (HBC)
- Hampshire Fire and Rescue Service (HFRS)
- Ambulance Service (SCAS)
- Coastguard (MCA)
- 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)
- Southern Water Authority (SWA)
- Southern Electric Power Distribution (SSE)
- Southern Gas Network (SGN)
- The Military
- Langstone Harbour Board
- Chichester Harbour Conservancy
- Voluntary Sector
- Hovertravel.

The TGC/ SCG location will be decided at the time of the incident and depending on the incident and could be at any of these locations:

- Netley Police Head Quarters
- The Public Service Plaza Havant
- Penns Place Petersfield
- HCC Winchester EPU.

HBC would set up its Emergency Control Centre in the Plaza.

HBC may be requested to take action in support of the community by the Emergency Services or the utilities involved.

HBC, HCC and other emergency services will work with the TCG or SGC 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 and 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.

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 (although it could still take a long period of time for traffic to clear).

Factors to be considered:

- Traffic management for the local area including access to Hayling Island.
- 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 which daily busy periods the closure period runs into.
- Time of year, summer weekends and holidays see a large increase in the Island's population.
- Commuters.
- Schools.
- Weather conditions.
- Media response and information to the public.
- Resources available; prepared Rest centres, Beachlands, voluntary agencies etc.
- Assistance from HCC via the Emergency Planning Unit.
- Mutual aid from surrounding Authorities.
- Other means of access; ferries, boat owners, low tide causeway.
- Military assistance through Military Aid to the Civil Community (MACC) which would be by discussion and be arranged by the HCC Emergency Planning Officer.
- Length and location of road closure.
- Depending on the time of any closure the supply of food, water and essential services will be required.
- Undertakers; with the demographics of the Island there could be a need to store bodies for several days. There are only two undertakers on the island with very limited body storage on the Island.

Additional information

- Size of bridge; 310m long, 10.5m wide.
- Weight restrictions; 70 Tonnes.
- Maximum width of single item to cross the bridge without traffic control is 4.3 metres.

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 worse case scenario it could take years to recover fully as a new / another bridge would be required this 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 Community 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 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 2014 and 2001 at high tide only.
- Resurfacing of Langstone Road (2013) (there was specific traffic control in place during the works).
- Bridge maintenance work generally takes place over winter when the traffic flow is reduced.

Links to other plans

HBC Plans

Emergency Response plan
HBC Oil Pollution Plan

HCC EPRU Plans

HCC Oil pollution plan

LRF Plans

Mass causalities plan
Evacuation and shelter plan
Warning and informing plan
Emergency Response Arrangements plan (ERA plan)

Military

Military Aid to Civil Authorities

Police

Traffic Gridlock plan

Ambulance

Fire

Other Plans

Langstone Harbour Board

Langstone Harbour Board Emergency Plan
Langstone Harbour Board Oil pollution Plan

Chichester Conservancy

Chichester Conservancy Oil pollution Plan