



NOTICE OF MEETING

CABINET

TUESDAY, 31 OCTOBER 2023 AT 2.00 PM

COUNCIL CHAMBER - THE GUILDHALL, PORTSMOUTH

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If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

Membership

Councillor Steve Pitt (Chair)

Councillor Suzy Horton (Vice-Chair)

Councillor Dave Ashmore

Councillor Kimberly Barrett

Councillor Ian Holder

Councillor Lee Hunt

Councillor Hugh Mason

Councillor Darren Sanders

Councillor Gerald Vernon-Jackson CBE

Councillor Matthew Winnington

(NB This agenda should be retained for future reference with the minutes of this meeting.)

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Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.

AGENDA

- 1 Apologies for Absence**
- 2 Declarations of Interests**
- 3 Record of Previous Decision Meeting held on 3 October 2023 (Pages 3 - 12)**

A copy of the record of the previous decisions taken at Cabinet on 3 October 2023 is attached.
- 4 Update on cost of living and Household Support Fund provision (Pages 13 - 22)**

Purpose

1. To provide an update on the support the council is providing to residents to help with the rising cost of living, including the assistance being provided to residents of Portsmouth in financial hardship through the administration of the Household Support Fund.
2. To highlight the work to complete a needs assessment to understand and make available information on the cost of living, poverty and wider deprivation.
3. To outline how this activity will help to inform future action against this priority.

5 Water Safety Management Policy (Pages 23 - 126)

Purpose

To inform Cabinet of a new draft Water Safety Management Policy which has been written to reflect the island status of the city and to seek approval to share the draft policy for wider consultation.

RECOMMENDED that the Cabinet

- 1. Approve the wider distribution of the draft Water Safety Management Policy for consultation.**
- 2. Agree that following consultation, the strategy will be reviewed following receipt of any responses and brought back to Cabinet at a future date for adoption.**

Members of the public are permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting nor records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

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Agenda Item 3

RECORD OF DECISIONS of the meeting of the Cabinet held on Tuesday, 3 October 2023 at 2 pm at the Guildhall, Portsmouth

Present

Councillor Steve Pitt (in the Chair)

Kimberly Barrett
Ian Holder
Lee Hunt
Hugh Mason
Darren Sanders
Matthew Winnington

72. Apologies for Absence (AI 1)

Apologies for absence were received from Councillors Suzy Horton, Dave Ashmore and Gerald Vernon-Jackson.

73. Declarations of Interests (AI 2)

There were no declarations of interest.

74. Record of previous decision meeting - 5 September 2023 (AI 3)

The record of decisions from the meeting held on 5 September 2023 was approved as a correct record.

75. Sea Change (Shore Power and ZEVl update) (AI 4)

Eleanor Toyer, Environmental and Sustainability Co-ordinator, introduced the report and highlighted the key points of the Sea Change project, funded by a grant of £19.8m. Out of the £80m from government there was one other project of similar value to Portsmouth's. Brittany Ferries hybrid ships coming from France or Spain could switch to battery propulsion and recharge in the Port without running their engines, thereby improving air quality. The Port was believed to be the first one in the UK that was able to secure the volume of power that could offer simultaneous charging of vessels with different voltages and connection requirements. During a three-year demonstration period there would be updates to the Department of Transport and the wider maritime industry.

Councillor Pitt said £3m had been allocated to Sea Change as part of the capital programme in February 2023 to get power to the gate. He asked all those present to join in a round of applause for the groundbreaking project. Members were thrilled progress had happened so quickly and noted it was an example of the council completing actions it had said it would do. It was also an example of partnership working, in this case with the University of Portsmouth and Brittany Ferries. The Port was very important for the city and employment, particularly as the council owned it and was responsible for it. It was vital for Portsmouth to keep moving forwards, set standards and do as much as possible for residents and the economy. It was very exciting to have an innovative UK "first" which went so far beyond accepted technology. Members thanked Port officers for attending and all those involved in Sea Change.

Mike Sellers, Port Director, said 1,400 people had already registered for the Port's Open Day on 7 October. There were activities for all the family and opportunities to see sustainable features in the new carbon neutral cruise terminal such as sea water harvesting for heating and cooling the building, solar panels and battery storage.

DECISIONS

The Cabinet

- 1. Noted and recommended that Full Council note the importance of investing in shore power at Portsmouth International Port (PIP).**
- 2. Noted and recommended that Full Council note the existing funding for shore power in the capital programme, and the revised funding requirement for shore power.**
- 3. Subject to a satisfactory financial appraisal approved by the Director of Finance and Resources & S.151 Officer, recommended that Full Council approves investing in shore power at a capital cost of £26.1m to be funded as follows:**
 - Grant: £18,474,158**
 - Prudential Borrowing: £4,625,842**
 - Corporate resource: £3,000,000**

76. Portsmouth Greening Strategy and Delivery Plan (AI 5)

Daniel Williams, Public Health Principal (Wider Determinants), introduced the report. The Strategy needed to focus on outcomes rather than activity, be strategic in space and time and take a long-term approach in order to have a resilient green environment. Although some areas of the city had been identified as high priority it did not preclude greening activity in others. There was a workshop for internal stakeholders on 17 October.

A deputation from Trish Bell, Tree Warden Co-ordinator, was read out, requesting Tree Wardens to be included in the Delivery Plan. Deputations are not minuted but can be viewed on the council's website

[Agenda for Cabinet on Tuesday, 3rd October, 2023, 2.00 pm Portsmouth City Council](#)

Councillor Barrett, Cabinet Member for Climate Change and Greening the City, said cross-Directorate research had informed the strategy, which identified the areas where most work was needed. Feedback was welcome, including from community groups, and could add to and modify the Strategy. She thanked officers for the maps and visuals, for example, of tree canopy cover. Felicity Harris, Green & Healthy City Co-ordinator, was making a big impact on greening work.

Members noted the links to the Carbon Action Plans and how the Strategy linked to others such as the Health & Wellbeing Strategy through the role of the Green & Healthy City Co-ordinator. The Health & Wellbeing Strategy focused on the "causes of the causes" and how they were linked. For example, the maps showed tree cover was worst in more deprived areas, often because of designs from 40 to 60 years ago. Changing environments

made better outcomes for residents. Members thanked officers as they realised how much work was involved and looked forward to future work.

DECISIONS

The Cabinet approved the Greening Strategy and Delivery Plan, recognising that the greening agenda is broad, with significant activities being undertaken across Council directorates and in collaboration with partner organisations.

77. Portsmouth City Council's Carbon Action Plans (AI 6)

Kristina Downey, Principal Strategy Adviser, Carbon Management, introduced the report.

Councillor Barrett noted the huge amount of collaboration on the Plans and thanked Ms Downey. A 55% decrease in carbon emissions has saved 11,500 tonnes of CO₂. The council had a duty of care to residents and biodiversity but now the initial work had been done it could proceed faster. The council was doing what it could to meet the 2030 target of net zero but government U-turns put local authorities, especially those who had declared a climate emergency, in a difficult position. The U-turns also caused difficulties for residents and businesses. Net zero should not be played against the cost of living. For example, the U-turn on requiring rental properties to have an energy performance certificate of C or above would put residents in a harder situation. In addition, the LAD (Local Authority Delivery) funding to improve fuel efficiency and decrease carbon in over 2,000 properties in the city had been withdrawn.

Members hoped the good work would continue and were keen to meet the net zero target despite the U-turns. Portsmouth was on the frontline because of rising sea levels and was now fighting against the sea that had previously protected it. They wanted Portsmouth to be as liveable as possible for children and grandchildren. Older houses had been built when green issues were less prominent but the government had scrapped the energy efficiency task force. Focusing on motorists in a city like Portsmouth would harm residents' health and the economy would grind to a halt as no-one could move. Members were sad rather than angry with the government's approach.

DECISIONS

The Cabinet approved the Carbon Action Plans for publication.

78. Portsmouth Youth Justice Strategic Plan 2023-2025 (AI 7)

Keely Mitchell, Head of Adolescents & Young Adults, introduced the report, noting the Good grading from the HMI Probation inspection. The team's name had changed to Youth Justice from Youth Offending to remove stigma and labelling.

Councillor Pitt said the Plan was an important piece of work as early intervention was essential to turn around young people's futures. The Plan was proactive as it was better to invest funding where it mattered and in positive outcomes rather than in acute services further down the line. Portsmouth protected youth services such as the adventure playgrounds

through the Housing Revenue Account and other work through the Youth Investment Fund.

Councillor Winnington, Cabinet Member for Community Wellbeing, Health & Care, thanked officers for the report and said it linked with Portsmouth's partnership approach. Measuring negative outcomes, or something that did not happen, was a real issue with central government. Portsmouth's approach permeated to areas connected with youth justice such as education and health so it needed to be considered holistically. Investing in preventative measures achieved better outcomes and positive feedback from young people who had not gone down the same road as friends and relatives. If the government's approach did not change then more would be spent on acute services such as incarceration and health issues. He supported the council in anything they said to the current or next government that would back preventative measures.

Members reiterated Councillor Winnington's views and mentioned what was happening as opposed to what government data said was happening. For example, according to the government anti-social behaviour was declining but residents saw it was increasing. The council delivered activities for young people such as a new swimming pool in Bransbury Park and tennis courts at Priory School and in Southsea. £500,000 from BAE Systems had been given to a new play park in Stamshaw. The University had a new sports complex and sports science created jobs. Issues such as youth justice, greening and fairness all led to creating a healthy city.

DECISIONS

The Cabinet

- 1. Approved the Plan and the priorities set out within it.**
- 2. Recommended for Full Council to give final approval of the Plan in line with local governance processes.**

79. Memorial for Her Majesty Queen Elizabeth II (AI 8)

James Daly, Cultural Development and Projects Officer, introduced the report.

Councillor Pitt acknowledged that very limited progress could be made until the national Queen Elizabeth Memorial Committee had begun work on a legacy programme. However, it was important to give an update on the Notion of Motion raised at Full Council in October 2022.

DECISIONS

The Cabinet noted the report.

80. Draft Equality, Diversity and Inclusion Strategy (AI 9)

Lee Todd, Head of Marketing Communications & Engagement, introduced the report.

Members agreed it was a very important piece of work and there were many communities in the city to reach out to. The world was a very different place, for example, in that LGBT people did not have to be secretive and diversity was more celebrated. On the other hand, transgender people seemed to be

under attack so the work needed to proceed so that everyone could live their lives as they chose. As well as recognising its statutory duty, it was important for the council to consult with stakeholders. Progress was threatened when people stayed silent when hatred was raised and so it needed to champion against such behaviours. They noted about 22% residents were other than White British and people were proud of where they came from, for example, as shown by the recent Nigerian National Day.

DECISIONS

The Cabinet approved the draft Equality, Diversity and Inclusion strategy be consulted on before a final version of the strategy is brought to a future meeting for adoption.

Members agreed to consider items 10 and 11 together.

81. Tipner West and Horsea Island East Regeneration (Principles) (AI 10)

Tom Southall, Assistant Director, Property & Investment, introduced the reports for items 10 and 11. He was accompanied by two consultants - Emma Davies (Atkins Realis) and Gavin Hall (Savills Planning). Since October 2022 the principles had been strengthened and clarified. The Regeneration team planned to give a presentation prior to and at the next Full Council on the project.

Members thanked officers for the detailed reports which highlighted areas where there had been dissent. The effect on people's lives and employment must not be overlooked. The area was about the only location in the UK that could provide such a large amount of marine industrial space. They realised the project was complex but sea defences were necessary to protect homes in the area. They hoped the project could now proceed.

In response to questions from Councillor Pitt, Mr Southall confirmed that at a cross-party working group meeting there was no dissent from other groups and the minutes had been sent to all members. Two comments in support were received and none against. The report was going to Full Council as the Full Council resolution in October 2022 had set the principles so it was appropriate for Full Council to make the decision to amend and update them.

Since October 2022 there was now an overarching principle for Full Council to approve relating to the Habitats Regulation Assessment (HRA). Mr Hall explained the principle was necessary because the final option needed to be tested through the HRA; this was a statutory requirement when there could be a significant impact on a Special Protection Area (SPA) or a European designated site. As part of the process alternative solutions to the proposal had to be tested to see which was the least damaging. Any alternative had to meet the same objective so unless there was an overarching objective specifying what was trying to be achieved then alternative solutions could not be worked out. The purpose of the overarching objective was to set the scheme's aim. The principles were guidance for the scheme's delivery.

Ms Davies said that as part of the sifting process the team were currently looking at base options and variants. The variants sought to improve where

the options were not faring well, for example, how to lessen impact on the interterrestrial area or how to increase density in compliance with the Local Plan and ensuring adequate open space. The chosen way forward might be a variant of an option so putting figures forward now would be premature. The team would assess and grade the options to understand the direction of travel and then formulate one that included the best aspects, was financially viable and had the least harm to the environment.

With regard to the timeline, Mr Southall said the process was iterative. Appendix D of the Principles report gave the best guess as to how the project would proceed and how it intertwined with the Local Plan, with which it needed to synchronise. Failure to meet the timeline would incur additional costs for the local authority so the team had to ensure work already done such as surveys was still meaningful with regard to the relevant time limits.

Councillor Pitt said some aspects were part of the Local Plan and some were required by the City Deal so it was important to tease out the pathway accurately. The council was being open and transparent as everyone was sighted on the process. The final decision for the master plan would not be taken at Full Council as it may not need to as currently it was not known what it would look like. Mr Southall confirmed the master plan could still go to Full Council for endorsement if there was support. The proposed presentation to party groups was likely to reduce the number of options.

Members noted options 6 and 13, which proposed the most land reclamation, had the least support. The key issue was maritime employment space. The idea of a bridge from Horsea Island was longstanding and illustrated the principle of opening up the employment space and linking it to buses and active travel networks, including perhaps to Portchester, Paulsgrove and Fareham. Councillor Pitt reminded members there were other options for Horsea such as a replacement SPA or employment use. Although there were two options which the cross-party working group had given a clear steer were not supported, everyone's views needed to be heard, including the Planning Committee. Therefore, members could give an indicative view but could not pre-determine the outcome of discussions.

DECISIONS

The Cabinet recommended that Full Council:

- 1. Note the content of this report.**
- 2. Consider and endorse the revised principles advanced by the cross-party steering group set out in Appendix A as a strategic brief to bring forward a scheme for development on Tipner West and Horsea Island East.**
- 3. Note the single overarching project objective in Appendix B that provides a high-level vision of what the Council is seeking to achieve.**
- 4. Note the masterplan options sifting process and regulatory engagement that is underway to create a shortlist of viable development options.**
- 5. Note the thumbnail options in Appendix C, which are to be worked up and sifted leading to a preferred masterplan option for the area**

known as Tipner West and Horsea Island East to be subsequently developed.

6. Note the proposed programme for progressing the project in Appendix D.

82. Tipner West and Horsea Island East Regeneration (Preparatory Steps) (AI 11)

Item 11 was discussed together with item 10.

DECISIONS

The Cabinet

1. Noted the update on the progress in respect of the Project of:
 - i. work being undertaken by the Council (as promoter of the Project) for the purposes of obtaining the necessary planning permission(s) and other consents likely to be required, and
 - ii. land assembly and land referencing;
2. On the basis of the Cabinet and Full Council resolutions contained within the contemporaneous report to the Cabinet and the Full Council titled "Tipner West & Horsea Island East Regeneration" for meetings on 08/10/2023 and 17/10/2023 respectively (the Contemporaneous Report), approved the taking by the Council (as promoter of the Project) of all steps required to progress each aspect of the consenting strategy for the Project. This strategy is likely to require the Council (as promoter of the Project): (1) to make and thereafter promote an application for an order to be made under the Transport and Works Act 1992 (the TWAO application), which would include seeking inclusion in the TWA Order of compulsory acquisition powers where necessary, (2) to make and thereafter promote an application(s) for a Marine Licence(s), and (3) to make and thereafter promote an application(s) for a planning permission(s) under the Town and Country Planning Act 1990 (the TCPA application). This includes:
 - (a) the preparation of all relevant documentation for the above applications and the service of all necessary pre-application statutory notices; and
 - (b) seeking and obtaining information in respect of all relevant land and interests in land in relation to the applications referred to in this paragraph 2.2. The intention is to seek and obtain this information by making voluntary 'requests for information' and then, where appropriate, by issuing statutory requisitions for information in connection with interests in land under section 16 of the Local Government (Miscellaneous Provisions) Act 1976;
3. Delegated authority to undertake all steps and actions referred to in paragraph 2 above to the Director of Regeneration;
4. Delegated authority to the Director of Regeneration to negotiate and complete agreements for the acquisition of relevant land and interests in land for the delivery of the Project. These negotiations will be in accordance with the Compensation Code and advice will be sought from the City Solicitor, in consultation with the Leader;
5. Delegated authority to the Director of Regeneration to confirm the instruction of / instruct land referencing agents to identify all the

third-party land and land interests required to deliver the Project and inform discussions with landowners as a precursor to negotiations to acquire land / interests based on voluntary agreements;

6. Noted that Officers may need to seek a future resolution in respect of the Council seeking compulsory purchase powers in relation to the development to be authorised by the TCPA application (as the TWAO application will separately seek authorisation, where required, for compulsory purchase powers in relation to development it relates to) by the Council making a compulsory purchase order under section 226 of the Town and Country Planning Act 1990 (as well as, where necessary, under section 17 of the Housing Act 1985 and sections 239 and 240 of the Highways Act 1980) should the land referencing exercise identify third party land or rights that the Council is unable to purchase by agreement;
 7. Noted that Officers may need to seek a future resolution to grant the Director of Regeneration and the City Solicitor authority, in accordance with section 122 of the Local Government Act 1972, to declare that any land acquired or held and required for the delivery of the Project scheme is, where they conclude that it is no longer needed for its present purpose, appropriated for such statutory purpose as necessary to deliver the Project, and to authorise the overriding of such easements, rights, or other adverse matters burdening the land, where that is needed to deliver the scheme, in reliance on section 203 of the Housing and Planning Act 2016; and
 8. Noted that prior to and after the making of the TWAO application, resolutions of the Full Council under s.239 of the Local Government Act 1972 will be required, following publication of the requisite public notices.
 9. Recommended that Full Council note the content of the report.
83. **Revenue Budget Monitoring 2023/24 (First Quarter) to end June 2023 (AI 12)**

Richard Webb, Deputy Director, Finance, introduced the report.

Councillor Hunt, Cabinet Member for Resources, said reviews to reduce the overspend in the portfolio would in due course benefit the council's overall budget.

Members noted the council was fortunate to be in its current position due to good financial management over the last 40 years and thanked officers, especially finance colleagues, for their level-headed views and keeping finances on an even keel. The council was not facing the swingeing cuts in health and social care that some others were. Members would like to see a proper financial settlement for local authorities from the next government. It was unsustainable for some local authorities to manage but not others as any could find themselves facing the same situation. If the council had proceeded with the VSEL energy company it could have been facing serious financial problems. Members suggested that being in no overall control enabled a more collegiate approach and yearly elections led to vigilance which was beneficial for taxpayers. At the recent LGA Conference some councils wondered why Portsmouth did not have the financial problems that others had. It was

because over the years it had taken difficult decisions such as not promising to fund the Stroke Recovery Service for five years. It gave one year of funding and then entered into discussions with the Integrated Care Board for it to commission services. The council did not make pronouncements about finding money “down the back of the sofa” or breach its own fiscal rules. Other councils that used general reserves or put off making tough decisions were now in trouble.

DECISIONS

- 1. Noted the General Fund Forecast Outturn for 2023/24 (as at 30th June 2023).**
- 2. Noted that in accordance with approved policy as described in Section 6 any actual overspend at year end will in the first instance be deducted from any Portfolio Reserve balance and once depleted then be deducted from the 2024/25 Cash Limit.**
- 3. Agreed that Directors, in consultation with the appropriate Cabinet Member, consider options that seek to minimise any forecast overspending presently being reported and prepare strategies outlining how any consequent reduction to the 2024/25 Portfolio cash limit will be managed to avoid further overspending during 2024/25.**

84. Treasury Management Outturn report 2022/2023

Richard Webb, Deputy Director, Finance, introduced the report. In response to questions, he explained that investment returns were slightly higher as they were higher in the market. As the market changed investments would fluctuate and officers would monitor the situation very carefully. When there was surplus cash it would be invested carefully and when newer investments came up for renewal they had higher returns because of the current higher interest rates.

DECISIONS

- 4. Noted the actual prudential and treasury management indicators based on the unaudited accounts, as shown in Appendix B (an explanation of the prudential and treasury management indicators is contained in Appendix C).**
- 5. Noted that the report go to Full Council for noting.**

The meeting concluded at 3.40 pm.

Councillor Steve Pitt
Leader of the Council

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Agenda Item 4



THIS ITEM IS FOR INFORMATION ONLY

(Please note that "Information Only" reports do not require Integrated Impact Assessments, Legal or Finance Comments as no decision is being taken)

Title of meeting:	Cabinet
Subject:	Update on cost of living and Household Support Fund provision
Date of meeting:	31 October 2023
Report by:	James Hill, Director of Housing, Neighbourhood and Building Services
Author:	Mark Sage, Tackling Poverty Coordinator
Wards affected:	All

1. Requested by Cabinet

- 1.1. This report was requested to update Cabinet on Portsmouth's delivery of its Household Support Fund provision, and support for residents affected by the cost of living crisis, under the council's Mission One: We will improve lives.

2. Purpose

- 2.1. To provide an update on the support the council is providing to residents to help with the rising cost of living, including the assistance being provided to residents of Portsmouth in financial hardship through the administration of the Household Support Fund.
- 2.2. To highlight the work to complete a needs assessment to understand and make available information on the cost of living, poverty and wider deprivation.
- 2.3. To outline how this activity will help to inform future action against this priority.

3. Information Requested

3.1. Supporting people with the cost of living

- 3.1.1. In June, Cabinet received a report on Round Four of the Household Support Fund (HSF), provided to local authorities by the Department for Work and Pensions (DWP), outlining the council's plan to use this resource to support residents in financial hardship.

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- 3.1.2. The delivery plan outlining how the available funding will be distributed across a range of provision is attached at Appendix 1.
- 3.1.3. The guidance for this round included a new requirement for councils to extend the provision of application-based support, where instead of identifying residents in need of additional support, the council would invite residents to apply for assistance.
- 3.1.4. As in previous rounds, Portsmouth's scheme has four main principles:
 - 3.1.4.1. To make full use of the funding available;
 - 3.1.4.2. To fund a range of provision to meet different needs;
 - 3.1.4.3. To target assistance towards those missing out on other forms of support;
 - 3.1.4.4. To provide a holistic offer of support where possible.
- 3.1.5. The requirement for councils to extend the provision of application-based support was not achievable within existing resource, and required the creation of a new delivery team.
- 3.1.6. Portsmouth's HSF delivery team (4 x FTE) is now fully operational, consisting of a project lead, two local welfare assistance officers and a business support officer, with the tackling poverty coordinator providing the overall strategic lead. The team are complemented by dedicated support from city helpdesk and the cost of living support worker.
- 3.1.7. These are fixed term posts funded by the Household Support Fund grant under administration costs, and therefore this service to residents is dependent on continued funding from the DWP.
- 3.1.8. Delivery is assisted by the digital customer team, who build and manage the application systems, marketing and communications, and other corporate services, including finance, legal and procurement support.
- 3.1.9. The team have launched the first two application-based schemes; Household Support Fund Family Vouchers and Household Support Fund Cost of Living Payments. Full details of these schemes and how customers can apply are published at portsmouth.gov.uk/household-support and via the dedicated HSF helpline 023 9268 8010.

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- 3.1.10. The team are working at pace to develop further application-based provision, including a warm home payment for disabled people and a discretionary grant scheme for people in hardship.
- 3.1.11. The focus of these schemes is to reach people who are missing out on other forms of support, who are struggling financially but do not qualify under other means-tested provision.
- 3.1.12. The schemes are being developed in partnership with a number of agencies that support people in financial hardship, and uptake will be cross-referenced with needs identified in the cost of living dashboard, to ensure assistance is reaching residents in need.
- 3.1.13. Alongside the application-based provision, HSF is being used to support and extend the food support offer, including foodbanks, larders and pantries, holiday activities and food provision, and support for people at risk of fuel poverty.
- 3.1.14. The new delivery team is funded through our HSF grant, and the council's ability to continue delivering this kind of local welfare support depends on further HSF funding from April 2024.
- 3.1.15. The council also delivers additional hardship support through Discretionary Housing Payments (DHP) to assist with rental costs, and the Council Tax Support Exceptional Hardship Fund.
- 3.1.16. DWP funding for DHP was insufficient in 2022-23, and the council provided an additional £40,000 to meet the needs of residents. DWP funding has been frozen at £428,432 in 2023-24, so the council has allocated additional funding of £50,000 from its Cost of Living Hardship Fund.

3.2. Needs Assessment

- 3.2.1. Although inflation shows signs of beginning to fall, the higher prices caused by inflation and interest rate pressures are not expected to reduce rapidly. Wages and welfare benefit entitlements have not kept pace with inflation, leaving an ongoing shortfall in household spending power.
- 3.2.2. Two of the primary causes of cost of living pressures for lower income households since 2022 have been energy prices and food prices.
- 3.2.3. The energy price cap from October is £1,923 a year for a typical dual-fuel household paying by direct debit. This has reduced from £2,074 in July, and

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£2,500 for the period October 2022 to June 2023, under the Energy Price Guarantee¹.

- 3.2.4. However, the price cap this October remains 50% higher than in 2021, and the standing charge element of the price cap has increased, so the less energy households use, the less money they will save under the new price cap.
- 3.2.5. The Resolution Foundation has estimated that a third of households will face higher energy bills this winter compared to last year², following the removal of the Energy Bills Support Scheme, which provided every household paying energy bills with payments totalling £400 last winter. Therefore energy bills and cold homes continue to be a significant concern.
- 3.2.6. Food price inflation peaked at 19.2% in March this year, the highest rate in over 45 years³. Since then it has slowed, and was at 13.6% in the year to August 2023. Although inflation is reducing, this only means that prices are increasing at a slower rate; food prices remain one of the biggest pressures on household budgets.
- 3.2.7. The Bank of England's Monetary Policy Committee has been increasing interest rates since December 2021⁴, in an attempt to curb inflation. This increases the cost of borrowing including mortgages, which increases housing costs for homeowners and places additional pressure on the rental market, with increased demand from those unable to afford a mortgage, and higher mortgage costs being passed on to tenants in rent increases.
- 3.2.8. With many mortgage holders in fixed term deals, rising mortgage rates affect households at different times, so some household budgets will not yet be affected, but will face a sudden increase when their fixed term expires.
- 3.2.9. Interest rate rises feed through more quickly into unsecured personal borrowing, with the Money Charity reporting that nationally average credit card debt stood at £2,376 per household in July 2023, an increase of 8% on the year before.
- 3.2.10. To inform the local response to the cost of living crisis, the council's Public Health Intelligence Team created a cost of living dashboard, bringing together key local and national data. This has now been published on the council's Joint Strategic Needs Assessment webpage⁵, providing statutory,

¹ <https://commonslibrary.parliament.uk/research-briefings/cbp-9714/>

² <https://www.resolutionfoundation.org/publications/gotta-get-through-this/>

³ <https://www.ons.gov.uk/economy/inflationandpriceindices/articles/costoflivinginsights/food>

⁴ <https://commonslibrary.parliament.uk/research-briefings/sn02802/>

⁵ <https://www.portsmouth.gov.uk/services/health-and-care/health/joint-strategic-needs-assessment/>

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voluntary and private sector organisations and residents with access to data, to better understand the impact of the crisis and needs in the city.

- 3.2.11. The Director of Public Health's Annual Report was presented to the Health and Wellbeing Board (HWB) in September, and comprises an updated needs assessment on poverty and the cost of living crisis in Portsmouth that provides the evidence-base to support the city's tackling poverty work and its response to the cost of living challenges facing many residents.
- 3.2.12. The report examines in detail why poverty is a problem in Portsmouth, how it has been made worse by the cost of living crisis which has put many more households in a position of financial stress or vulnerability, and what that means for our communities. It explores how the city council and its partners have responded and what has been tried in other areas, and makes recommendations for how people across the system can work best to maintain a focus on the underlying causes of poverty whilst addressing the immediate issues arising from the current cost of living crisis.
- 3.2.13. Tackling poverty is one of the priority 'causes of the causes' in Portsmouth's health and wellbeing strategy, and the November meeting of the HWB will receive a report on progress against this priority area, and the next steps following the recommendations in the Annual Report.
- 3.2.14. The cost of living crisis means that increasing numbers of residents are struggling to afford essential expenditure, and those already living in poverty are pushed further into hardship.
- 3.2.15. This has an impact across our community and on all services that are supporting residents in need. This increases demand for services and the cost of delivering services, for example through increasing the number of people at risk of homelessness due to affordability.
- 3.2.16. However, there are also opportunity costs for residents and services, where time and effort is spent reacting to the cost of living crisis that could otherwise have been used to improve other outcomes, including education, leisure and cultural participation and community development.

3.3. Future Action

- 3.3.1. The HSF delivery team will continue to develop and administer additional schemes to support people in financial hardship, working in partnership with other services in the city to provide a holistic offer, ensuring that HSF is aligned with the wider support offer around the cost of living, so that all residents receive the right support for their circumstances.

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- 3.3.2. The government has to date made no announcement of whether further HSF funding will be made available to local authorities, and therefore there is a significant risk to the future viability and capacity of local welfare provision.
- 3.3.3. A decision not to extend HSF would remove the opportunity to learn from and further develop new forms of application-based assistance that are implemented during this round.
- 3.3.4. It seems likely that the announcement of whether or not HSF will be extended into the next financial year will be included in the government's Autumn budget statement, to be held on Wednesday 22 November.
- 3.3.5. If HSF is extended for a further period, it is unlikely that funding will increase in line with inflation, as there has been no increase in the funding formula since the launch of the schemes that preceded HSF, so it will be important to continue targeting those in greatest need and those missing out on other forms of support.
- 3.3.6. If HSF funding ends, local authorities will not have this grant funding available to support residents with the cost of living. Any future funding to replace the loss of HSF, would have to come from existing council resources and given the funding pressures being felt by all local authorities including Portsmouth, this will be a very significant challenge.
- 3.3.7. The tackling poverty steering group, as a formal sub-group of the Health and Wellbeing Board, will continue to hold the work against the Health and Wellbeing Strategy priority of tackling poverty, one of the 'causes of the causes' for health outcomes, and to provide a voice for taking action collectively as a city to tackle poverty and the cost of living crisis.
- 3.3.8. Building on the evidence base provided by the Director of Public Health's Annual Report, the steering group and action plan will be refreshed and re-focused, to address the urgent challenges and opportunities identified in the report.
- 3.3.9. Action against these priorities will continue to be reported into Cabinet and the Health and Wellbeing Board, for scrutiny and oversight, with those bodies providing the political and strategic leadership for this agenda.

.....
Signed by Director of Housing, Neighbourhood and Building Services



THIS ITEM IS FOR INFORMATION ONLY

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Appendices:

Appendix 1 - Household Support Fund delivery plan April 2023 to March 2024

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Cabinet Report June 2023	Household Support Fund.pdf (portsmouth.gov.uk)
Household Support Fund guidance for county councils and unitary authorities in England	1 April 2023 to 31 March 2024: Household Support Fund guidance for county councils and unitary authorities in England - GOV.UK (www.gov.uk)
Public Health Annual Report 2023: Poverty and the cost of living crisis in Portsmouth - Needs Assessment	Director of Public Healths Annual Report - Full report.pdf (portsmouth.gov.uk)

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Appendix 1 - Household Support Fund delivery plan April 2023 to March 2024

Scheme	Provision	Estimated cost
Family voucher for children eligible for free school meals	£150 supermarket vouchers per eligible child, distributed over two rounds, summer and autumn/winter	£1,365,000
Family voucher for low income parents whose children don't qualify for free school meals	Up to £150 supermarket vouchers per eligible child, available to apply for over two rounds, summer and autumn/winter	£300,000
Extending provision of HAF Fun Pompey holiday activities to children from low income families who do not qualify for free school meals	Additional free place on holiday schemes for Easter, Summer and Christmas holidays 2023	£50,000
HSF Cost of Living payments to households missing out on additional DWP cost of living support	Up to £240 per eligible household, available to apply for over two rounds, summer and autumn/winter	£450,000
Warm home payment for disabled people	Up to £300 per eligible household, available to apply for over two rounds, summer and autumn/winter	£60,000
Exceptional hardship grant	Supermarket and energy top up vouchers for households in severe financial hardship	£776,000
Essential furniture and white goods grants	Vouchers and essential household items for homeless families and other vulnerable households	£150,000
Extending provision of small energy saving measures, white goods, replacement boilers	Delivered in partnership with Agility Eco via LEAP home energy advice visits	£110,000
Funding for services assisting people with the cost of food and other household essentials	Grants to foodbanks, community meals, larders and pantries to strengthen their offer for people in need	£245,000
Food equipment distributed via affordable cooking projects	In partnership with the Play and Youth service and Independence and Wellbeing Team	£10,000

Discretionary grant payments for bankruptcy / DRO fees	Via specialist money advisers, to enable people to access sustainable debt solution	£10,429
Money advice	Provided to people applying for assistance from HSF, to ensure they receive a holistic offer of support	£20,000
Delivery of HSF support and advice	Helpline information, advice and support with HSF applications Processing applications, responding to queries, administering payments Providing additional advice and signposting to specialist support	£230,000
TOTAL ESTIMATED SPEND		£3,776,429

Agenda Item 5



Title of meeting:	Cabinet
Date of meeting:	31 st October 2023
Subject:	Water Safety Management Policy
Report by:	Director of Culture, Leisure, & Regulatory Services
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

1.1 To inform Cabinet of a new draft Water Safety Management Policy which has been written to reflect the island status of the city and to seek approval to share the draft policy for wider consultation.

2. Recommendations

2.1. That approval is given for the wider distribution of the draft Water Safety Management Policy for consultation.

2.2. That following consultation, the strategy will be reviewed following receipt of any responses and brought back to Cabinet at a future date for adoption.

3. Background

3.1 As the country's only island city the close proximity of water is a high risk all through the city and, as the Council is responsible for the majority of the interface between the land and the water with a small number of exceptions, a Water Safety Policy is felt necessary to ensure that we are putting in place the best practice to a common standard across all areas of open water. The Council remains responsible for the management of the land to the mean highwater mark.

3.2 Whilst not a Government requirement internal water safety audits in recent years have concluded that the operational delivery in place is of a good standard however the overall policy of the council in this area of delivery was not clear and a recommendation was made that an overarching policy was required.

3.3 Through the work of the Water Safety Forum which the Council chairs and co-ordinates we have seen increasing public use of open water for recreational purposes especially since the pandemic. This includes people of all skills and abilities - from those



who are strong sea swimmers to those who are trying paddleboarding for the first time. The Water Safety Forum provides all those with a direct interest in public water safety within or around Portsmouth, Gosport or the wider area an opportunity to share good practice and keep up to date on all areas of this diverse topic to ensure our standards and approach to Water Safety remains high.

3.4 The Water Safety Forum meets a minimum of four times per year with a concentration of meetings between March and September and involves key organisations in supporting water safety, representatives of the harbour authorities, local authorities and on-water groups.

3.5 In 2019 the Maritime and Coastguard Agency published 'Managing Beach Safety' the first guide to assist both those who may have duties prescribed in law or who are in effective control of a beach to help ensure that safety is at the forefront of the provision. It is the Council's responsibility to manage the risk on the areas of foreshore which fall under our jurisdiction. This proposed Water Safety Management Policy, commissioned from independent national specialist Cliff Nelson, is the first overarching policy to consider all open areas of water across the city in a strategic document.

3.6 The purpose of the Water Safety Management Policy is to establish a foundation for managing all council open water environments and to demonstrate a pro-active and responsible approach to water safety. By having a Water Safety Management Policy in place we anticipate it will help the Council mitigate against risk and potential future challenges

3.7 The policy includes a systematic analysis of drowning risks across zones of the city coastline and inland open water bodies and the activities taking place within that zone. The policy references the recognised water safety organisations from which best practice guidance is obtained in relation to risk assessment and appropriate control measures at open water locations

3.8 The policy references legal compliance and responsibilities under the following key legal instruments

- Health & Safety At Work Act 1974
- Management of Health & Safety At Work Regulations 1999
- Occupiers Liability Act 1957

3.9 The Water Safety Management Policy will sit above the existing operational practices for areas such as lifeguard provision, beach risk assessment and water safety signage and provide a reference framework for other directorates in order to ensure the highest quality provision across all our areas of responsibility.

4. Reasons for recommendations

4.1 Internal audit report PCC-2122-018 Water Safety (Coastal & Inland waters) highlighted that whilst PCC has an informal strategy for water safety management it has no definitive guidance as to responsibility for water safety across all coastal and inland open water bodies across the city.



5. Integrated impact assessment

5.1 An Integrated Impact Assessment is included as Appendix 4.

6. Legal implications

6.1 The Legal requirements surrounding this policy are set out at Section 5 of the Policy itself and identify the key areas of legislation that relevant to the Council's obligations and responsibilities as owners of water sites.

6.2 There are no further legal implications.

7. Director of Finance's comments

7.1 There are no direct financial implications arising from the recommendations in this report.

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Signed by: Director of Culture, Leisure, & Regulatory Services

Appendices:

- Appendix 1 - Draft Water Safety Management Policy
- Appendix 2 - Risk Assessment of Coastal Zones - June 2023
- Appendix 3 - Risk Assessment of Inland Sites
- Appendix 4 - Integrated Impact Assessment

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Water Safety (Coastal & Inland Waters) PCC-2122-018	2021-22-018 PCC Water Safety Final Report signed.pdf

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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Appendix 1

Water Safety Management Policy



October 2023

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1. Introduction and Terms of Reference

Portsmouth City Council (PCC) is responsible for the majority of open water within their jurisdiction, including beaches, estuaries and inland water. Areas of open water that are not the responsibility of PCC, for example the military base, are identified. PCC recognise the need for an independent audit of their water bodies and development of a Water Safety Management Policy (WSMP). The Council have also commissioned a Drowning Prevention Strategy (DPS), which forms part of the WSMP, to include the individual zones and to come up with general water safety principles and consistent messaging.

The WSMP is the foundation for managing all of the Councils water environments and activities, demonstrating a proactive and responsible approach to water safety, mitigating against risk and ultimately litigation challenges.

The policy includes a systematic analysis of drowning risks across a site/zone and associated activities, including key hazards, people at risk for example visitors, residents, staff and contractors and design of cost effective proportionate control arrangements. The policy will also have reporting and recording procedures. The DPS addresses each link of the 'International Life Saving Federation' Drowning Prevention Wheel, to identify areas of risk and ensure that these are managed effectively, balancing risk, cost and benefit, see Figure 1 below.

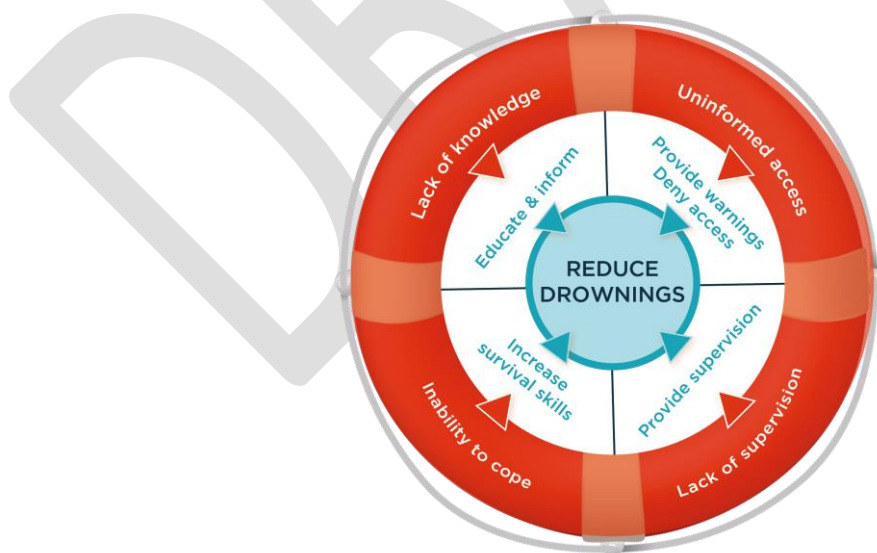


Figure 1 : ILS Drowning Prevention Wheel

1.1 Scope

The audit will comment on:

- Legal Responsibility
- Risk Management
- Generic Principles and Messaging
- Control arrangements

1.2 Purpose

The purpose of this report is to give a clear indication to Portsmouth City Council of the extent to which it is meeting its water safety obligations and of opportunities to improve the suitability and performance of control measures. The report advises as to current best practice and future options.

In the recommendations that follow Atlantic Crest has endeavoured to identify all the significant risks at key locations. However, it is essential that equipment, signage, risk assessments and operating procedures are continually developed and reviewed in response to changing legislation, best practice documents, active monitoring and the investigation and outcomes of accidents and near misses.

The Council will provide appropriate arrangements for the management of areas of open water under its control. These arrangements should ensure that, 'so far as reasonably practicable', all open water facilities and other water-based facilities for which the Council is responsible, are maintained in a safe condition for the benefit of the users and the safety of staff.

This report is supported by a risk management survey conducted in April 2023 and provides guidance on the individual zones. It is recommended that PCC staff undertake water risk assessment training, to keep the risk assessments up to date and amend as applicable. It is imperative that maintenance and continual monitoring of both coastal and inland water hazards and controls are integral to the Council's management systems.

1.3 Limitations

To determine key areas and locations to risk assess, direction was taken from Mark Collings, appointed by PCC. This project focuses solely on the sites listed and does not form a definitive list of all open waters and hazards within the City.

In carrying out this safety review Atlantic Crest would point out that audits and reviews are by nature a sampling exercise – based on observations made during a single site visit and environmental conditions at that

time and on information provided and gathered as part of the audit. Therefore, the reviewer cannot guarantee to identify all safety hazards around the sites. Opinion is formed by a review of the site at the time of the visit, and in prior and subsequent dialogue with council officers.

The absence of comment on any issue should not be taken to imply the absence of risk from that issue. It is implicit in these recommendations that PCC pro-actively monitors and reviews safety arrangements in the light of operational, environmental, activity or behavioural changes.

Representatives of PCC are responsible for making known any information of relevance to this audit.

DRAFT

2. Water Safety Policy

The Water Safety Management Policy is a strategic working document, designed to manage water safety through effective risk management. The policy identifies a management structure of responsibility and maps key water safety locations and recommends measures to mitigate against risk as part of a drowning prevention programme. The policy should link to the Council's Health and Safety Policy.

This document relates to the coastline, estuaries and inland open water bodies managed by or under the responsibility of PCC. It does not cover water bodies within the borough that are not the responsibility of PCC.

2.1 Why have a policy

Any drowning is tragic and the emotional cost is immeasurable, impacting not only the victim but family and friends. PCC have taken a very responsible and proactive approach to developing a drowning prevention strategy, to minimize the risk of drowning within the community. The benefits of this policy includes:

- A proactive approach to water safety management
- Fewer drownings
- Effective risk management
- Development of water safety principles
- Effective and consistent messaging and signage
- Compliance with the law
- Development of a water safety culture

2.2 Responsibility

The policy should be the responsibility of an appointed senior manager, with a support team or working group that meets regularly and includes key stakeholders. Typical composition includes an operational manager, representatives from health and safety, environmental health, emergency planning and seaside officers, outside stakeholders and water safety experts. It is recommended that PCC invite the RNLI and MCA to be part of the working group. This group will be responsible for planning, action and reviewing of the document including revision of risk assessments, maintenance of signage and public rescue equipment.

3. Methodology

The water safety audit Atlantic Crest were commissioned to conduct by PCC included:

- 1 Risk assessment of all water bodies presented by
- 2 Provision an assessment of public rescue equipment at key coastal locations identified by PCC staff
- 3 Provision of key water safety management recommendations
- 4 Development of a Water Safety Management Policy

Following initial communications with the Council, the field work was conducted with Mark Collings on the 24th and 25th of April 2023. Mark provided the key locations and background at each site.

The field work focused on specific locations. Photographs and notes were taken of relevant features of the water sites and a risk management plan produced for each site. On completion of the field work, Mark was contacted again for a final review of the sites visited.

This policy document was compiled based on discussion, observations and comparison with industry best practice standards.

3.1 Best Practice Guidance

Advice and guidance about the range, nature, severity, risk rating and appropriate control options are drawn from best practice guidance found in RLSS UK Publications Safety on Beaches¹, Safety at Inland Water Sites² in addition to the HSE Risk Management³ and ISO 31 000 Risk Management⁴ standards. Please refer to the reference section.

The opinion of the Consultant, based on training and operational experience is also expressed where appropriate.

4. Sites and Locations

4.1 Water Sites

The schedule of coastal/estuary sites and inland water sites reviewed are listed in below.

Coastal Locations
Zone 1 Hotwalls to Clarence Pier
Zone 2a Hovertravel to Pyramids
Zone 2b Pyramids to Coffee Cup
Zone 3 Coffee Cup to Eastney
Zone 4 Eastney Peninsula
Zone 5 Milton Common
Zone 6 Eastney
Zone 7 Portsbridge Creek
Zone 8 Tipner Lake
Zone 9 Commercial & MOD
Zone 10 Southampton Road
Zone 11 Stamshaw Coastal Path
Zone 12 The Hard, Portsmouth Harbour

Inland Locations
Baffins Pond
Canoe Lake
Great Salterns Pond
Hilsea Lines
Hilsea Watersports
Paulsgrove Chalkpit

5. Legal Requirements

In addition to safeguarding lives, a key function of this policy document is to ensure compliance with legal requirements. Various pieces of legislation place statutory duties on the site owners of water-sites, or the person responsible for the sites, to provide for the safety and well-being of visitors, which includes employees, contractors and members of the public. The Consultant has highlighted those issues which directly relate to the recommendations which follow in this report. However, this does not constitute a complete list of all relevant law and regulation. Both statute and civil law are of relevance to PCC. Although not a complete legal description, here are extracts of applicable legal instruments, pertaining to managing water safety.

5.1 Statutory Health and Safety Requirements

5.1.1 Health and Safety at Work Act 1974:

The Health and Safety at Work Act 1974 (HASWA) is a primary piece of legislation which covers occupational health and safety. This is an enabling Act with the aim of securing health and safety in the workplace. Regulations made under the Act place more specific duties on employers than employees.

It sets out the general duties which:

- employers have towards employees and members of the public
- employees have to themselves and to each other
- certain self-employed have towards themselves and others

Section Three of the 74 Act specifically requires every employer to ensure, so far as is reasonably practicable, that he/she takes the necessary steps to ensure the safety of non-employees affected by his/her activities.

5.1.2 The Management of Health and Safety at Work Regulations 1999:

These were made under the enabling powers of the HASAWA. They require that health and safety is suitably managed so as to control risks effectively and present no harm to people. The regulations require that adequate and suitable assessments of work related hazards should be carried out to determine the preventative and protective steps that must be taken.

The Regulations state, with relation to organisations and companies:

'Their main duty is to plan, manage and monitor the work under their control in a way that ensures the health and safety of anyone it might affect (including members of the public).'

They also require employers to have access to competent advice, to monitor and review their systems, to have emergency procedures and to provide information and training. Individually and in combination the Act and

Regulation (and others) have to apply directly to both users of (customers) and employees of (commercial) water sites.

5.1.3 Occupiers Liability Act 1957:

This states that the occupier must take reasonable steps to ensure the safety of visitors to his/her land or premises. However, the Act does not place an obligation to a visitor who chooses to willingly accept risks.

This duty is particularly onerous where children are concerned, as they do not perceive risk the same way as most adults. The Act assumes that parents will take responsibility for children's safety if dangers are obvious to a parent or is given a warning.

5.2 Civil Law

Under Liability to negligence may arise from the breach of fundamental duty, known as a 'duty of care'. The duty is described as follows, and applies to members of the public, employees and anyone and everyone who may be 'affected by your undertaking'.

'To take reasonable care to avoid acts or omissions which you can reasonably foresee would be likely to cause injury to your neighbour'.

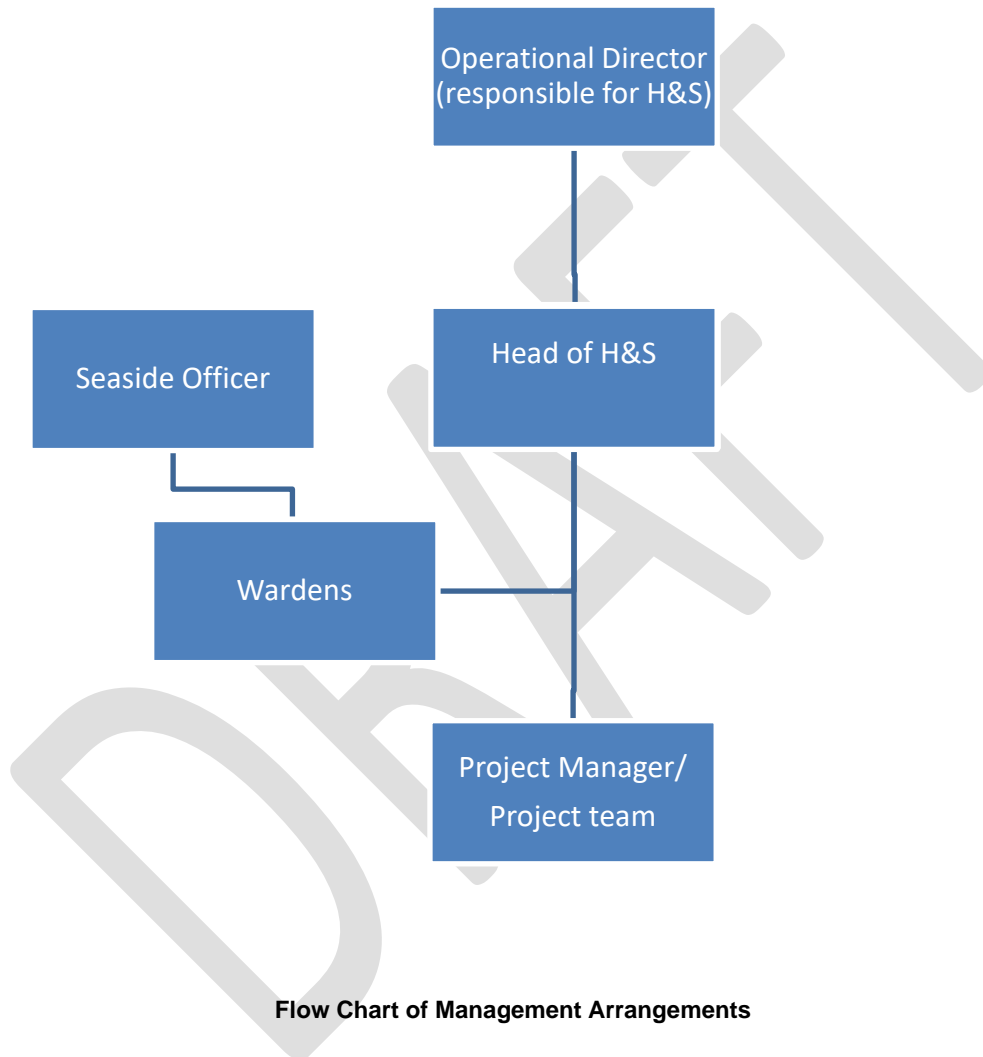
The duty specified is 'to take reasonable care'. This can be defined as 'what the reasonable man/woman would have foreseen as necessary'. A certain level of risk is acceptable and it is expected that safety measures will be applied 'as far as is reasonably practicable'. In other words, practicable measures have to be technically feasible and costs in time, money and effort should be reasonable.

5.3 Enforcement

In the event of breaches of law, injury or death it is likely that enforcement action would be taken by either (Local Environmental Officers) or HSE Inspectors who have wider ranging Investigative and enforcement powers. They may issue Prohibition or Improvement notices and may prosecute. The Police may initiate separate or combined investigations and will take action in the normal way if a criminal act has been or is suspected of being committed. Failing to comply with an Act or Regulation is a criminal act. Private individuals may sue for damages.

6. Management Arrangements

6.1 Organisational Structure



6.2 Staffing and Contractors

All Portsmouth City Council staff and contractors responsible for open water sites are required to implement the Council's Health and Safety Policy and to undertake suitable and sufficient risk assessments in relation to activities carried out adjacent to water.

7. Hazard Categories

7.1 Generic Categories

Hazards arising from being in, on or near coastal/estuarial/inland water locations fall into three generic categories, listed below. Each category will be examined independently. Of significant importance, when considering open water risks, is the dynamic nature of environmental hazards. Clearly, the natural environment is subject to change and quickly in addition to the magnification of risks, when certain environmental hazards interact. When preparing safety systems for open water, it is imperative that weather conditions and tidal state/water levels are taken into account including nationally available weather predictions, such as provided by the Environment Agency. PCC has a wide range of open water from coastal, estuarial and inland ponds.

- Environmental
- Operational/Occupational
- Human

7.2 Environmental Risks

The table below lists significant hazards associated with open water (this is not exhaustive). For each location consideration must be given to the key hazards at that site.

Water temperature	Water quality	Water depth and flow
Height of freeboard	Bank stability	Access/Egress
Submerged objects	Entrapment Sediment/ Structures/Vegetation	Slip hazards (trips and falls)
Tides	Waves	Animals

7.3 Operational/Occupational Risk

Operational risk includes risk to both personnel and equipment. Where personnel are operating close to the water's edge and using equipment, management measures need to be in place to minimise risk of injury or damage to equipment. Risk assessments should be provided by PCC for work operations. All workers on the coast must be aware of the changing nature of open water hazards and have received training to dynamically risk assess the operations undertaken and make informed decisions to ensure the safety of the team.

7.4 Human Risk

By very nature, humans make errors of judgement that can lead to injury or have negative financial implications. When designing safety processes, management systems need to take into account not only the dynamic nature of open water hazards but also provide an error margin to account for human error and the interaction between environmental and human hazards. Examples of human hazards include, collision between machines and personnel, and foolhardy behaviour, such as making a conscious decision to enter the water, ignorant of the temperature and danger. Research highlights the vulnerability of young people and the impact of both peer pressure and alcohol on drowning statistics.

7.5 Personnel at Risk

The main purpose for conducting risk assessments is safeguarding the welfare of the general public and council officers. Risk management needs to account for work operations where the general public are likely to be present and there is potential for injury.

The risk assessment needs to consider:

- Employees and contractors
- General public

8. Significant Risk Outcomes

8.1 Drowning

Let's start by clarifying our understanding of the nature of open water hazards. Water presents many hazards, which can lead directly or indirectly to drowning. The International Life Saving Federation (ILS) defines drowning as 'The process of experiencing respiratory impairment from submersion/immersion in liquid'.

This means that the drowning process doesn't always result in fatality. A tragic consequence of recovery from drowning can be permanent impaired brain function. Our challenge is to ensure appropriate arrangements are in place to prevent accidental immersion. We must be absolutely clear about the hazard from entering cold water and its potential for great harm.

There are four defined outcomes of drowning, these are:

- Death
- Morbidity (injury)
- No morbidity (no injury)
- Delayed drowning

The national 'Water Incident Database'⁵ (WAID), managed by the National Water Safety Forum records on average over 600 people drown per year, including intentional drowning. Although each of these may be a contributory factor, the major cause of potential risk on any site is likely to be ignorance or misjudgement of the danger. Analysis consistently shows that up to 47 per cent of people who drown do not intend to be in the water. That is to say they fell in or went in to assist someone else or an animal in difficulty.

One particular higher risk group are males between 20 and 29, especially where alcohol has been consumed and is linked to warm weather and impromptu waterside activity. These drownings are likely to occur close to home. The WAID database also identifies that 83% of drownings are male and 32% of drownings involve alcohol and or drugs. In terms of education and awareness this group presents difficulties as they are more likely to be swayed by peer pressure in the heat of the moment rather than by formal water safety messages.

Once the drowning process has begun, with the submersion/immersion of the casualty's airway, an intervention must be made as soon as possible to prevent the drowning resulting in a serious injury or death. Personal survival, self-rescue and rescue are interventions that can interrupt the drowning process. However, it is important to note that even after the drowning process is successfully interrupted, the drowning may still result in short or long term injuries to the casualty. For casualties

that have inhaled water they can experience Delayed Drowning which is when the lung function is impaired due to excessive liquid accumulation in the tissue and air spaces of the lungs. This affects the gas exchange leading to hypoxemia and respiratory failure. The medical term for this is pulmonary edema.

8.2 Cold Water Shock

The largest contributory risk factor that leads to drowning in cold water, is 'Cold Water Shock', particularly. This is due to the difficulty in maintaining a clear airway during hyperventilation (rapid breathing) and the effect on the heart (cardiac arrest) with sudden immersion in cold water. The casualty quickly loses the ability to function, the colder they become. Cold Water shock is the body's response to immersion in cold water and can be observed from temperatures as moderate as 25°C, although the severity of the body's response increases significantly in colder water.

The effects of Cold Water Shock has the following responses:

- Loss of performance
- Swim fatigue and swim failure
- Hypothermia

All rescues described in this policy are land based. There are no direct in-water rescue skills provided to the work team and they will be explicitly told that they are not to attempt an in-water rescue as this would immediately heighten the risk and the rescuer would also be subject to cold water shock.

8.3 Hypothermia

Water is a good conductor of heat and conducts heat away from the body four times faster than air. Hypothermia is when the body's temperature falls below 35°C. Immersion in UK waters, in particular in winter months, can result in hypothermia. The onset of hypothermia will take approximately 30 minutes and can result in unconsciousness and heart failure.

8.4 Impact Injury and Unconscious Casualty

Any fall can result in an impact injury. Any trip or fall that leads to an impact injury is compounded when falling into water. Limb injury can inhibit movement in the water and make extraction difficult. The biggest dangers are actually head injury, which could lead to unconsciousness and ultimately drowning and or spinal injury.

8.5 Infection from polluted water

Water can contain a range of pollutants and microbes that can lead generally to ear, nose and throat infections, sickness and skin infections. A particular hazard at inland water sites is leptospirosis, a bacteria that causes sickness and can lead to Weils disease which can be fatal.

Casualties who have been immersed in water must be taken to hospital if they have:

- Been unconscious
- Inhaled water
- Received a head injury or spinal injury

9. Drowning Prevention Control Measures

It is not practicable or reasonable to prevent drowning by denying access to water sites or employing supervision across every water's edge. The purpose of a water safety policy is to ensure a planned approach to actively considering and managing risk by applying appropriate control measures.

The overall strategy considers the array of options available and application of specific measures for each assessed zone. Control measures will depend on a number of factors, including demographics, environmental hazards and associated risks, accessibility, footfall and human activities.

9.1 Education

PCC education programme.....

9.2 Public Information and Signage

Signage can be used to highlight water dangers to the public and should be considered as part of a coordinated approach. Signs should be designed in accordance British Standards.

The RNLI have done a great deal of work in developing a comprehensive guide and format to beach safety signs⁶ which is now used at the majority of UK beaches.

Water safety signs need to consider:

- Prohibition notices (e.g. no swimming)
- Warning messages (e.g. strong currents)
- Location (grid reference number)
- Emergency Action

Additional information can include location of nearest telephone and a map detailing help points.

Those responsible for water safety signage are advised to read this document carefully before deciding on additional signage. Any new signage is recommended based on three classifications and linked to categories of activity.

9.2.1 Primary Signs

Places where the public visit because of an associated water based-amenity value.

Primary signs should be located at either entrance/gateway or at a most logically central point where the greatest number of visitors will see it. Key information on primary signs will include the safety message, e.g. 'Danger of Drowning' and /or 'No Swimming', location grid reference and reference to emergency services with pictorial diagrams for those who find reading difficult or do not have a conversant knowledge of English. Height of the sign needs to consider people in wheelchairs.

It is advised that primary safety signs do not include additional information, such as local amenities.

9.2.2 Secondary

Secondary signs are located where people are near to water and/or walk on known paths alongside waterways. These locations are not necessarily amenity sites in their own right. Secondary signs should be located at the main access points to walkways and possibly along the way particularly at locations where risk levels might increase.

9.3 Public Rescue Equipment

Public rescue equipment (PRE) has become the default response to providing control measures at coastal and inland locations, especially when a drowning incident has occurred.

There is little evidence to suggest that PRE alters perception of risk or that installations improve water safety. The most common types of equipment installed are the Lifebuoy, a circular floatation device, attached to a rescue line and a throw line. The Lifebuoy was designed for marine purposes, where somebody goes overboard and the rescuer can lower the Lifebuoy down to the casualty, through a vertical drop. Lifebuoys were not designed to be thrown horizontally to casualties, as this may well create injury through collision with the head.

A lifebuoy is not recommended for gentle shelving beaches or where there is a high tidal range and the PRE is only accessible for a small amount of time. A life ring is recommended for man-made coastal features described. The RNLI have a very useful guide 'Public Rescue Equipment'⁷. There are two sizes of lifebuoy: a small to medium-sized ring and a large-sized

ring. The large sized Lifebuoy, 25-32" diameter, is to be used where there is vertical drop to the casualty and a medium sized lifebuoy, 18-24" diameter, for steeply shelving beaches⁷.

The RNLI note 'throw bags or small to medium-sized lifebuoys are recommended PRE devices for rocky coastal locations, tidal inlets and estuaries. However, throw bags should only be used if there is at least 40N of positive buoyancy at the end of the line to assist the casualty. Throw bag devices are most suitable at swift-water locations such as river mouths, estuaries and areas around rocky coasts where frequent strong currents are present' and where the casualty is not far from safety.

Lifebuoys are best suited for vertical drops, where there is a steep edge, e.g. locks and marinas or where the casualty is not far from the bank. Research conducted by the RNLI on coastal PRE, confirms that horizontal throwing of Lifebuoys carries risk to the casualty. Both the use of lifebuoys and throw lines require training to use.

In addition, for PRE to be effective the following factors must exist (RLSS UK Safety at Inland Waters Sites²):

- the casualty must be seen by someone
- the casualty must be recognised as being in danger
- the casualty must remain afloat and within reach until rescue arrives
- appropriate rescue equipment must be to hand and in operational condition
- the rescuer must retrieve the PRE
- the rescuer must have the ability, judgement, strength and skill to effect a rescue
- there must be adequate length of rope with which to reach the casualty
- the weather conditions must be conducive to the rescue and
- the casualty must be able to co-operate, i.e. swim to towards the rescue device, if necessary, grasp it and maintain hold until towed towards the edge

In some areas PRE is used as a fun floatation device by people using them to throw in and use them as a float, which entices people to enter the water. In addition, provision of PRE encourages a member of the public to engage in a rescue which creates its own safety issues, during an incident. Theft is also a major concern, with PRE being taken from site, in particular throw lines being regularly stolen.

In this context, the Consultant believes that provision of PRE needs careful consideration at each site.

9.4 Recording

Risk assessment is not a one off exercise but a process. To ensure that all risk assessments are up to date, it is important to review and record all assessments and logs, including.

- Risk assessments
- Training logs
- Equipment logs
- Accident logs
- Lessons learnt

DRAFT

10. Consultant

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atlantic crest

Appendix 2

Risk Management of Coastal Water Sites



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Zone 1 - Hotwalls - Clarence Pier

Zone Area

This extends from the Round Tower to Clarence Pier shown by the blue line. The zone covers different sections of coastline including:

- The Round Tower
- Hot Walls beach
- Victoria Pier
- The new sea wall at Long Curtain
- Long Curtain Moat
- Clarence Pier Car Park wall



Map of Zone 1

Demographic and Activities

This is a high tourist area with a mix of local tourism but and out of town tourists due to proximity to Gunwharf, historic places of interest and vibrant harbour entrance activity. Locals - retired wealth – use this area for dog walking. Hotwalls beach is very popular for sunbathing and socialising - all age groups.

There is a youth culture and associated anti-social behaviour in this area. The Round Tower, Photograph Plate Z1.1, is used by youths for jumping into the sea. There is signage prohibiting jumping from tower, Photograph Plate Z1.2.

Local residents are passionate sea swimmers off Hot Walls Beach. This not a recognised swimming area due to the tides and there is signage to note this at the entrance top Hot Walls beach, Photographic Plate Z1.3. A section of the local sea swimmers have knowledge of the tides.

There is expectation that the newly opened sub-frontage section will be used for jumping off the sea wall.

Significant Hazards

There are very strong tides due to narrow harbour entrance, exacerbated by recent dredging to accommodate aircraft carriers. The harbour is both a busy commercial and MOD shipping lane. In addition there are varying depths of water below the Round Tower with submerged rocks.

Jumping

The Round Tower is used by youths for jumping which includes height of jump, tides, submerged objects and shipping. The beach is used by sea swimmers.

Swimming at Hot Walls

Hot walls is not a swimming beach with very strong currents into and out of the harbour entrance, Photographic Plate Z.1. 4. People do swim here, particularly locals, and people have drowned at this beach.

Victoria Pier

The pier is used for jumping which creates a risk and is dangerous for weak swimmers or when the tide is out, Photographic Plate Z.1.4.

Long Curtain promenade beach

The beach on the seaward side of the wall is not for access and can create a cut-off for people access the beach, Photographic Plate Z.1.5.

The Moat

The moat is not used for swimming and is visibly shallow, Photographic Plate Z1.7.

Clarence Pier Car Park sea wall

Continued seawall with no hidden hazards, see Map of Zone 1.

History of incidents

History of incidents both as a result of jumping and swimming near strong tide. One person drowned whilst rescuing two young girls who got into trouble in the tide in July 2012.

Management

Edge Protection

At the Round Tower there are railings that create a barrier from people falling into the water, Photographic Plate Z.1.1.

The Long Curtain promenade has a new engineered sea wall and flood gates Z.1.5.

Signage

There are two signs on the entrance to the Round Tower, Photographic Plate Z1.2., prohibiting climbing, jumping and diving in addition to a danger warning of death from jumping and diving. There also 2 signs on upper level by Round Tower stairs including 'don't jump' and you will be fined for doing so. There are no signs on top of the Round Tower.

There are two signs to the entrance to Hot Walls, Photographic Plate Z1.2, highlighting the hazards and clearly stating this is not a swimming beach and not lifeguarded. RNLI signage at PRE points + no jumping sign at V shaped path.

PRE

There are a number of PRE life rings situated in this zone:

- 1x lifering on beach closest to Round Tower - rope length inadequate
- 1x lifering by Sally Port gate - enclosed ring holder and re-locate to Victoria Pier
- 2x liferings on SF1 by flood gate stairwells, Photographic Plate Z.1.6

Recommendations

Jumping

The signage for the Round Tower and jumping risk is adequate with appropriate edge protection. No additional signage is required for the upper deck of the Round Tower.

Swimming at Hot Walls

There is adequate RNLI signage at the entrance to Hot Walls. There is a PRE device near the Round Tower which is in the correct location. The line is too short and needs to be replaced.

Victoria Pier

Second PRE needs to be located close to the pier and a sign on the pier to say no jumping or diving.

Long Curtain Promenade Beach

There is strong engineered edge protection and PRE at each flood gate. There needs to be sign on each gate stating no access and tidal cut-off. Beneath this signage include 'risk of tidal cut-off'. There is a symbol for tidal cut-off. Consider whether there is a need for a sign regarding jumping at the V-shaped section.

Moat

The moat does not present a major issue as it is not used for any water activity and not inviting but also is shallow. For any particular incident there are PRE located on the Sub-frontage sea wall.

Clarence Pier Car Park sea wall

There is no need for any further control measures.



Photograph Z1.1: View from Round Tower



Photograph Z1.2: Signage Leading to Tower



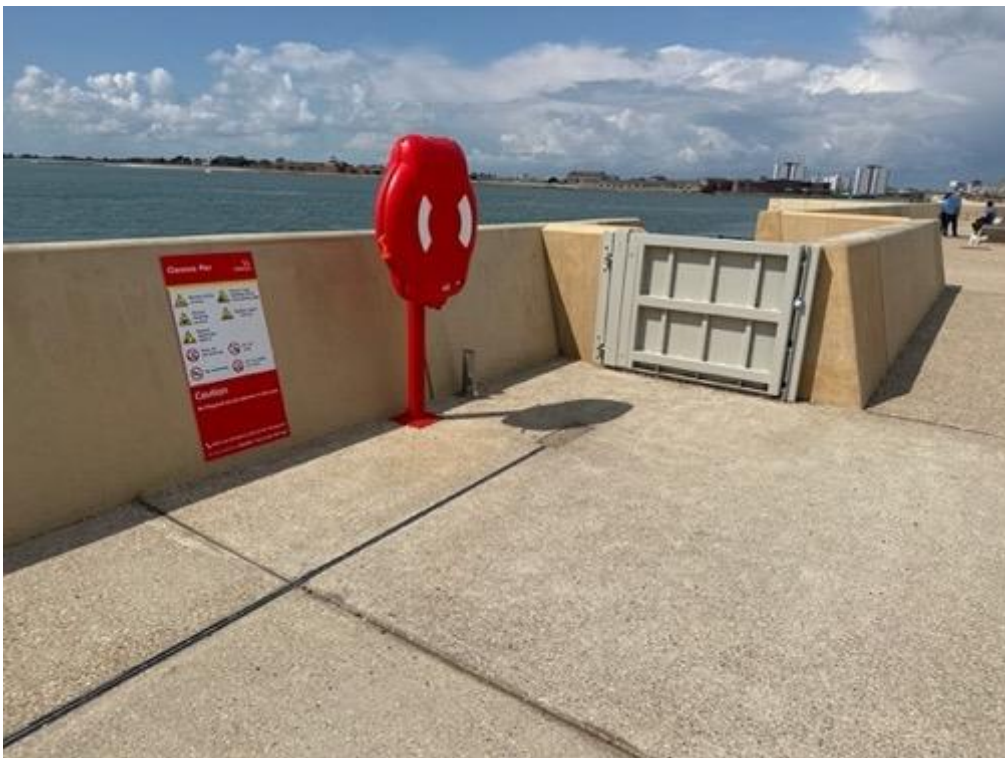
Photograph Z1.3: Entrance to Hotwalls with RNLi Signage



Photograph Z1.4: Hot Walls Beach



Photograph Z1.5: Sub-Frontage Beach and Sea Wall



Photograph Z1.6: Sub-Frontage Flood Gate



Photograph Z1.7: Moat

Zone 2a - Hovertravel - Pyramids

Zone Area

This area stretches from the Hovercraft docking zone to the Pyramids.



Map of Zone 2a

Demographic and Activities

This is a popular zone with a mix of locals and visitors due to the fairground attractions, concessions and food sales such as ice cream and chips. There is high footfall on the promenade.

The hovercraft docks at the Hoverport zone and ferries to and from the Isle of Wight through the day and is popular with out of town tourists, Photographic Plate 2a.1. The beach is used for sunbathing and paddling in the summer but is not safe for swimming and is not a designated swim zone, Photographic Plate 2a.2.

Significant Hazards

There are strong tides due to narrow harbour entrance, exacerbated by recent dredging to accommodate aircraft carriers. The beach is noticeably eroding away with low tide presenting a scattering of large bricks and debris.

Hovercraft movements create a hazard.

History of Incidents

History of incidents unknown

Management

Edge Protection

The beach and tides are natural processes. There are no hidden hazards. The Hoverport has edge protection, see below, Photographic Plate Z.2a.1.

PRE

There is a mix of life rings and rescue lines along this stretch, like Photographic Plate Z.2a.3 by Hoverport. Trials of using the rescue line were not effective and the green sign with the rescue line was not obvious. In line with the RNLI guidance on public rescue equipment and to create a consistent approach all PRE will be life rings.

Signage

The RNLI signage highlights the beach hazards and make clear that swimming is prohibited and that the beach is not lifeguarded.

The First sign is by the Hoverport and close to the high level of beach activity/traffic feeder point from fair/F&B. There are also danger warning signs on the Hoverport barriers, Photographic Plate Z.2a.1. Identical signage each side of rowing club - consider effectiveness, remove both or one during SF3 works, Photographic Plate Z.2a.4 and Photographic Plate Z.2a.5.

Hovercraft

The Hovercraft movement is well managed with staff presence during arrive/depart and has edge protection sectioning off the landing zone and manned personnel to keep the landing space clear.

Recommendations

Change rescue lines to life rings for consistency. Remove one signage post next to the rowing club.



Photograph Z.2.a.1: Hoverport with Edge Protection and Warning Signs



Photograph Z.2.a.2: Beach



Photographic Plate Z.2a.3.: Rescue Line



Photographic Plate Z.2a.4: RNLI Signage on Beach



Photographic Plate Z.2a.5: RNLi Signage on Beach

Zone 2b - Pyramids to Coffee Cup

Zone Area

This stretch of coast begins at the Pyramids goes past Clarence Pier and finishes at Coffee Cup.



Map of Zone 2b Pyramids to Beach Café



Map of Zone 2b Beach Café to Coffee Cup

Demographic and Activities

There is a mix of visitors attracted to South Parade Pier and Ice Cream/Fish & Chip type F&B concessions.

Further east you go the demographic of local changes from working class to middle class. Activities include dog walking and strolling such as parent and buggy, WFH break taking.

Beach West of Pier

This is a sandy plateau at low spring tide. Attractive for families due to presence of sand on historically shingle beach, Photograph Plate Z.2b.1.

Beach East of Pier

This section is less sandy but the busiest due to being the narrowest strip between the prom/parking and water, Photograph Plate Z.2b.2. Beach users can walk underneath the pier, Photographic Plate Z.2b.3. There is no obvious hazards presented by the pier or cut-off from the tide.

In addition, there are people transiting between the beach and Canoe Lake.

There is a dedicated buoyed swim zone - used by growing sea swimming community all year round which limits the risk of a boat going in that area.

During July and August this section is lifeguarded at 3 locations which are Pier West, Pier East and and Coffee Cup.

Significant Hazards

On the West side of the Pier the beach sediment is shingle with a gently gradient and a sandy plateau at low tide. This section of beach lends itself to swimming.

At low water the Second World war submarine barrier is visible, made up of blocks. These can provide a slippery surface.

Beach users can walk under the pier. There is no history of issues under there. There is an obvious path beneath to follow but should you choose to go further out amongst the legs you could get back with ease.

History of incidents

History of incidents unknown including the beach and underneath the pier.

Management

Edge Protection

The beach and tides are natural processes. There are no hidden hazards. The Hoverport has edge protection, see below, Photographic Plate Z.2b.1.

Signage

Main RNLI primary signage – Photographic Plate Z.2b.4

PRE east of pier no longer has ring symbol

PRE

Beach West of Pier

Throw lines with ring symbol installed along this stretch- review spacing and consider positioning near Prom steps.

Beach East of Pier

PRE more spaced out, one on step by canoe lake and one at Coffee Cup, where people congregate and open water swimmers enter.

Recommendations

Retain current RNLI water safety signs and PRE at Canoe Lake and Coffee Cup. Replace sign with life ring symbol east of Pier.

Working group to assess whether PRE is required between Canoe Lake and Coffee Cup.

Change throwlines to life rings for ease of use, efficacy and consistency.



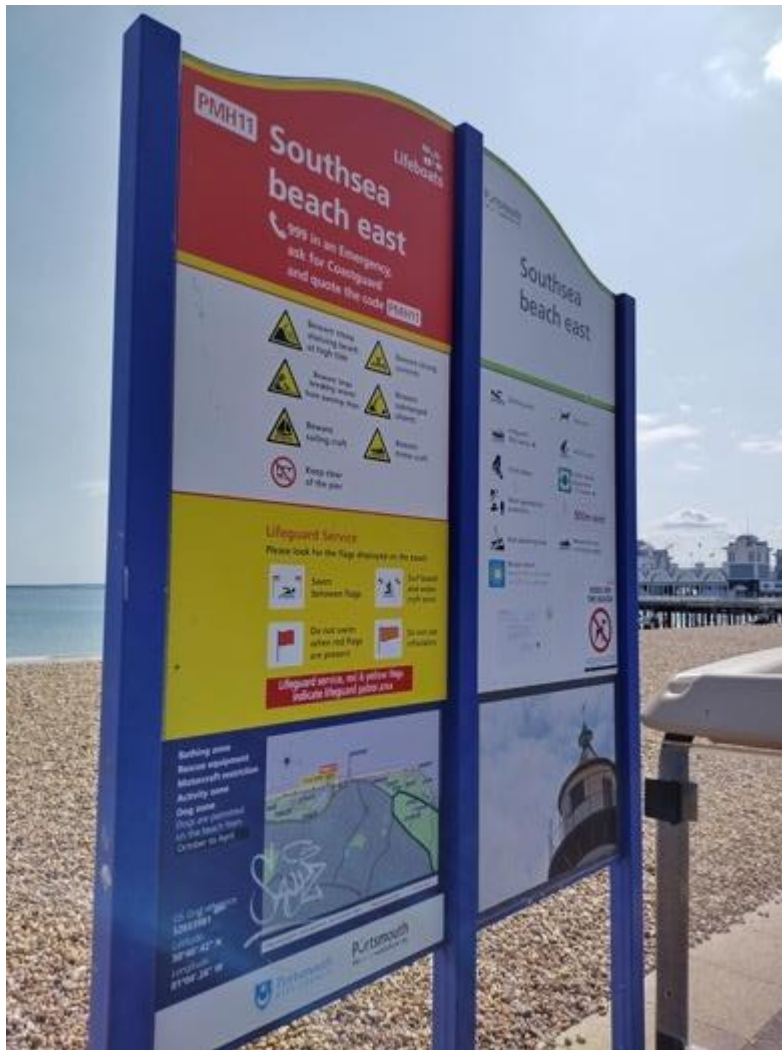
Photograph Z.2b.1 : Beach Showing Lifeguard Hut and Rescue Line



Photograph Z.2b.2 : Beach View Down to Clarence Pier



Photograph Z.2b.3 : South Parade Pier from the Beach



Photograph Z.2b.4: Primary RNLi signage

Zone 3 - Coffee Cup – Eastney/Naturist Beach

Zone Area

This zone stretches from Coffee Cup to Eastney.



Map of Zone Coffee Cup to Eastney

Demographic and Activities

This is a more remote part of Southsea beach front used mostly by local residents including dog walking, running, and peace and quiet. There is a promenade running along the beach. The beach is gently shelving, Photographic Plate Z.3.1.

The area starts with Coffee Cup which creates a central point and there is a PRE life ring adjacent, Photographic Plate Z.3.1. There are beach huts along this stretch. Dog walking during the summer is restricted west of Coffee Cup.

There is a naturist beach at eastern-most end, Photographic Plate Z.3.3.

This is the designated water sports zone although there are not specific water sports facilities provided. Some sea swimming takes place all year around.

Significant Hazards

Distance between water and promenade approx. 100m
Crest of shingle means water's edge not visible from promenade.

History of incidents

History of incidents unknown.

Management

Edge Protection

There is no need for edge protection as this is a natural beach with a promenade running alongside.

Signage

Main primary signage noting hazards and states no lifeguard presence on this section.

Nothing at naturist beach/path cut through.

PRE

Mix of life rings and throw lines located on crest of shingle - marked on promenade by green ring symbol on post.

No PRE present east of Henderson Road corner.

Recommendations

Map out the PRE appliances

Place ring where path joins beach as swimming activity by naturists.



Photograph Z.3.1: Coffee Cup and PRE



Photograph Z.3.2: RNLi Signage



Photographic Plate Z.3.3: Naturist Beach

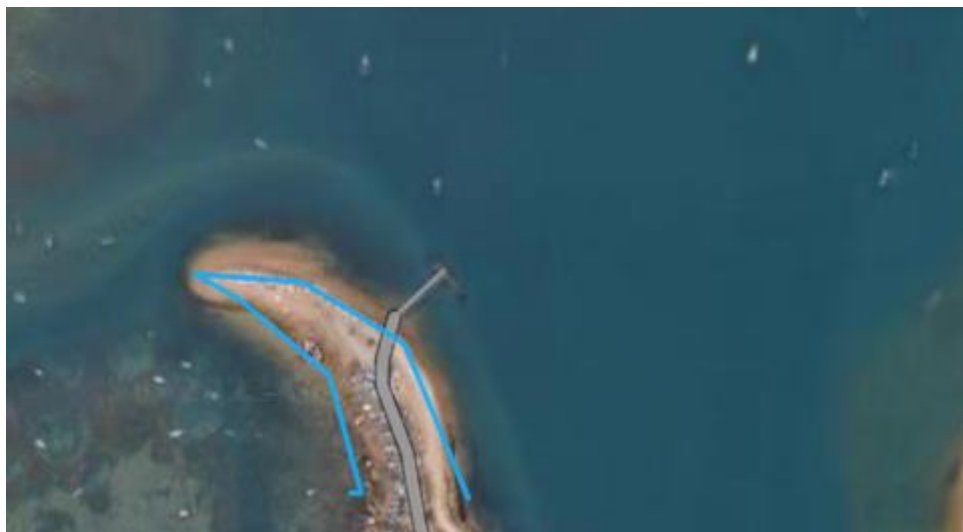
Zone 4 - Eastney Peninsula and Langstone Harbour

Zone Area

Eastney Peninsula, shown on the map is opposite Hayling Island with strong tides. In this file we are covering both sides of the peninsula, including the beach side and Langstone Harbour.



Map of Zone 4 with Southern Water Outflow



Map of Zone 4 with Langstone Harbour

Demographic and Activities

The beach is used by local residents for dog walking and/or isolated sea views. There is a foot passenger ferry to Hayling Island.

On the other side of the peninsula to the beach, there are marinas and boating activity. The marinas are privately operated and slipway is managed by Langstone Harbour Board.

There is also an 'off grid' houseboat community.

Significant Hazards

Beach

A very strong tide runs along this stretch and combined with steep gradient of beach, creating a drowning risk. There are a number of PRE appliances, e.g Photographic Plate Z.4.1.

The beach is eroding with significant underwater hazards at high tide.

Southern Water outfall pier with walkway on top, Photographic Plate Z.4.2.

Marina

There is little evidence that this would be used for swimming.

The slipway is not the responsibility of PCC, Photographic Plate Z.4.3.

History of incidents

History of incidents unknown

Anecdotal incidents relating to students in the water on spring outgoing tide after rave on beach by Southern Water pier.

Management

Edge Protection

The beach and tides are natural processes so there is no edge protection. There is adequate edge protection on the Southern Water outflow pier.

PRE

There are a number of PRE appliances, including the one shown in Photographic Plate Z.4.1.

1x life ring in car park

1x life ring on pier

1x life ring by ferry gangway

Marina

This is not the responsibility of PCC but there are railings in place on the slipway and a prohibition no access sign. The edge of the water way opposite the slipway is shallow with no obvious hazards.

Signage

Beach

There is a main RNLI primary signage at the car park and a danger sign at the Southern Water Outfall, noting tides and outfall with no swimming, Photographic Plate Z.4.2.
No other signage present relating to beach conditions.

Harbour

The water on the other side of the peninsula has a prohibition notice stating no swimming, diving or fishing.

Recommendations

Beach

Place a life ring on the outfall, either halfway down or at the end if this is not possible.



Photograph Z.4.1 PRE on top of Beach at Car Park



Photograph Z.4.2 Outfall and Signage



Photograph Z.4.3. Slipway Managed by Langstone Harbour Board

Zone 5 - Milton Common

Zone Area

This covers Swan, Duck and Frog lakes plus the coastal strip on Milton Lake.



Map of Zone 5

Demographic and Activities

This is a remote area without heavy footfall. There is a footpath between the inland lakes, Photographic Plate Z.5.1 and Milton Lake Photographic Plate Z.5.2.

Activities are predominantly local residents dog walking and taking rural walks. People do not use the inland lakes or Milton Lake for swimming.

Significant Hazards

The three ponds are not more than 0.5m deep at perimeter. Occasional uneven ground access points between foliage. Risk of falling into deep water is minimal at the inland lakes.

History of incidents

History of incidents unknown

Management

Edge Protection and Path

The path is well managed and in good condition, running between the inland lakes and Milton Lake, PP.Z.5.1. Access to Milton Lake is defined by the rock armour PP.Z.5.2. Access to large sections of the lakes is restricted by natural vegetation, PP.Z.3. There are a number of access points between the vegetation.

PRE

There are a number of PRE appliances:

- 1x life ring at path junction
- 2x life rings serving pond - either no ropes or short ropes. 1x lifering on pond

Signage

2x RNLI signs - both totally inappropriate for location with irrelevant symbols. They do make clear that there is no lifeguard present.

Recommendations

Review need for PRE and Locations. Working group to consider removing PRE completely. Remove inappropriate signs and consider signs at main access points or removing signs completely.



Photograph Z.5.1: Path between Swan Lake and Milton Common



Photograph Z.5.2: Milton Lake



Photograph Z.5.3: Edge Protection



Photograph Z.5.4: RNLi Signage

Zone 6 - Eastern Road

Site not visited in person due to coastal works

Demographic and Activities

This area is used by local residents for coastal walks and dog walking with tranquil view.

There is a sailing club and watersports activity centre with slipways.

There is also a commercial operation, an aggregates transport site which is inaccessible to public from land.

Significant Hazards

To be determined once accessible.

History of incidents

History of incidents unknown

Management

Edge Protection

Signs

Removed due to works

PRE

PRE removed during works - number of life rings stored in works compound.

Recommendations

Comms with Coastal Works team to discuss re-location upon opening.

Zone 7 - Portsbridge Creek

Zone Area

Portsbridge Creek runs between a wooded area and the M27 motorway



Map of Zone : Portsbridge Creek West



Map of Zone: Portsbridge Creek East

Demographic and Activities

Band of rural wooded area to the south of creek offering country walks in an urban setting. Local residents use this area for dog walking and country walks. Despite pleasant setting area known for vagrant and drug user activity and some anti-social youth behaviour.

Significant Hazards

Maintained coastal path on north of creek poorly lit and car headlights from motorway can be blinding. Steep slope into water at high tide or mud at low tide. Unmaintained narrow path on south of creek.

History of incidents

History of incidents unknown

Management

Edge Protection

Intended public paths away from creek but edge can be traversed. Small vertical drop to mud or water, Photographic Plate Z.7.1.

PRE

Frequent life ring presence along maintained pathways

West End -

1x life ring on inside of roundabout where creek cuts under Hilsea roundabout (inaccessible due to foliage)

1x life ring by slipway on south side of creek at Hilsea roundabout

1x life ring westernmost access point to path north of creek.

1x life ring by steps down from Peronne Road footbridge over creek/motorway

1x life ring between Peronne Road Bridge & Highbury Estate underpass

1x life ring where Highbury Estate underpass meets foot bridge over creek

1x life ring on south side of footbridge over creek

East End -

3x life rings in north east corner of creek within 50m distance

1x life ring on north creek path by pumping station

1x life ring on Eastern Road road bridge over creek

4x life rings along maintained path to the south edge of creek at east end. Spacing approx. 250m

Signage

RNLI signs at slipway by Hilsea Roundabout, Peronne Road Bridge, both sides of footbridge across creek by Highbury underpass, and easternmost access point to coast path on south side.

Signage at footbridge defaced on both side of creek.

Recommendations

Appropriate signage and PRE - no changes required.



Photo Z7.1: PRE at Hilsea Roundabout obstructed by foliage



Photo Z7.2: PRE & Signage at Highbury Motorway Underpass



Photo Z7.3: 3x PRE locations over 50m distance - East end of Creek



Photograph Z.7.4. : Portsbridge Creek



Photograph Z.7.2. : Portsbridge Creek with PRE and Signage

Zone 8 - Tipner Lake

Zone Area

The areas under consideration around Tipner Lake are primarily the inland lake with the Wakeboard Park, the Tipner Lake sea edge and opposite side alongside the Motorway.



Map of Tipner Lake

Demographic and Activities

Popular walking area following improved path and play spaces after coastal defence works, including dog walking and coastal walks.

Proximity to social housing neighbourhoods sees increased anti-social activity compared to other locations.

Significant Hazards

Shallow water at high tide, Photographic Plate Z.8.1.

Egress steps down to the lake and access down to the water, Photographic Plate Z.8.2.

History of incidents

History of incidents unknown - bridge at roundabout known to be a frequent jumping location.

Management

Edge Protection

Chest height coastal wall creating robust edge protection, Photographic Plate Z.8.3. There are numerous egress steps in good repair. These are necessary for people to exit the lake. On the motorway side the lake is shielded by fencing, Photographic Plate .Z8.4.

Signage

There were two RNLI signage posts, 1 at the egress ramp and by the bridge at the roundabout used as a for jumping point, Photographic Plate Z.8.5.

PRE

No PRE noted at this location and on the wakeboard side there is not a need for PRE.

Recommendation

Access to the majority of this site is restricted by engineered edge protection. The sign near the bridge could be replaced with the Chalk Pit sign and consideration be given to a PRE life ring appliance.



Photograph Z.8.1 : Tipner Lake



Photograph Z.8.2. Egress Access to Tipner Lake



Photograph Z.8.3. Hard Engineered Edge Protection



Photograph Z.8.4. Hard Engineered Edge Protection



Photograph Z.8.5. RNLI Sign at the Bridge

Zone 9 - Commercial & MOD Coast

Demographic

Southwest quarter of city covering International Port, MOD naval base, privately owned shopping centre and waterfront, and some transport link structures.

Activities in the area

Ports and transport areas under private managements and inaccessible to general public

Significant Hazards

N/A

PRE

N/A

Signage

N/A

History of incidents

N/A

Zone 10 - Southampton Road - Portsmouth Harbour North

Zone Area

This is the section of coastline at the northern end of Portsmouth Harbour that borders the A27 Southampton Road from Portchester to Port Solent. Features include

- Coastal path separated from main road by grassed areas
- Historic but currently unused small boat launch slipways
- A small viewpoint car park



Demographic and Activities

This is a very quiet section of coast bordering a main road. Footfall would be very light all year round and limited to local dog walkers. A viewpoint car park is present but small in capacity.

Significant Hazards

The path has a 1.5m drop to a mixed surface shoreline of shingle, old bricks/blocks, and mud.

History of incidents

No known incidents

Management

Signage

There is 1x RNLI standard sign at the viewpoint car park.

PRE

PRE checked by Seafront technicians on weekly basis.

There are three PRE life rings situated in this zone:

- 1x life ring at westernmost end of coastal path
- 1x life ring halfway along the path by the viewpoint car park
- 1x life ring at the easternmost end of coastal path by the corner slipway

Recommendation

No requirement to change anything



Photograph Z10.1: Southampton Road RNLI sign

Zone 11 - Stamshaw Coastal Path - Portsmouth Harbour East

Zone Area

This is the section of coastline on the east side of Portsmouth Harbour running parallel with the M275 between Whale Island bridge and Tipner motorway junction. Features include

- Coastal path adjacent to motorway
- Fishing/Boat Club tidal tunnel under motorway
- Shallow gradient shingle shoreline



Demographic and Activities

This is a very quiet section of coast bordering the motorway. Footfall would be very light all year round and limited to local dog walkers. At the south end a tunnel exits from under the motorway linking the harbour to the Stamshaw Fishing/Boat Club compound.

Significant Hazards

No significant hazards

History of incidents

No known incidents

Management

Edge Protection

The path is in good repair.

Signage

No signage present

PRE

PRE checked by Seafront technicians on weekly basis.

No PRE along path but 2x life rings on MOD bridge to Whale Island at south end.

Recommendation

No requirement to change anything.



Picture Z11.1: Stamshaw Coastal Path

Zone 12 - The Hard - Portsmouth Harbour

Zone Area

This is a small section of public access shoreline situated between the Historic Dockyard and The Hard transport interchange. The area features

- Presence of small boat moorings, associated dinghy storage, and collection of unseaworthy vessels at the highwater line
- Mixed surface shoreline of shingle, bricks/blockwork, and mud
- Mud area beneath bus and railway station accessible at low tide.
- Historic slipway



Map of Zone 12

Demographic and Activities

This is a busy hub for both local transport networks and tourism due to proximity of Historic Dockyard and Gunwharf Quays shopping Centre. Prior to development at the turn of the millennium the area was a deprived residential area and remains so from 50m behind the promenade areas.

Historically the area attracted the famous 'Mudlark' children who would play in the mud beneath the station and beg from the passing locals/tourists at the transport hub above. Over time this local activity has ensured a cross-generational rite of passage exists and the area still attracts a certain demographic of young person who now jump from the transport hub into the harbour.

Significant Hazards

Area of accessible mud foreshore beneath transport hub accessible at low tide but covered at high tide.

History of incidents

No known incidents.

Management

Edge Protection

Steel railings.

Signage

Heavily signed over a small 30m radius, Photographic Plates Z12.1 and Z12.2.

1x RNLI sign on slipway, partly submerged at high tide.

1x small RNLI sign referencing not to go under the transport hub.

1x sign on public promenade close to Dockyard

1x sign on railings where slipway meets promenade

PRE

PRE checked by Seafront technicians on weekly basis

Strong PRE presence, e.g. Photographic Plate Z12.3.

3x well spaced life rings along edge of transport hub

1x life ring on promenade adjacent to Dockyard entrance

Recommendation

Consider consolidating signage



Picture Z12.1: Signage at top of Slipway



Picture Z12.2: Signage on approach to area beneath transport hub



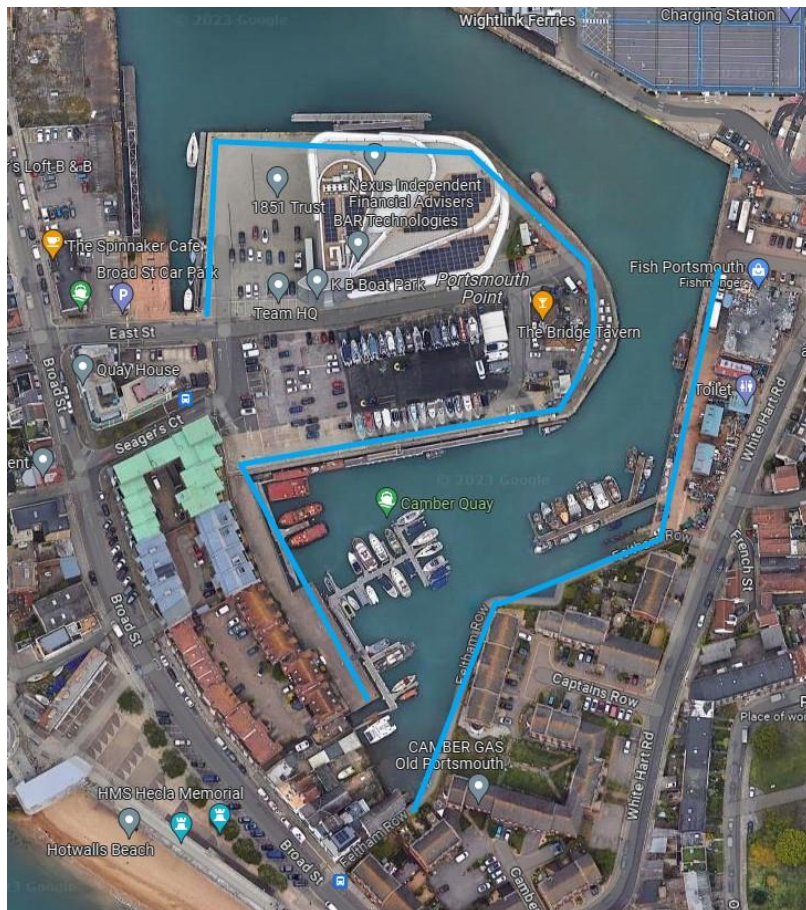
Picture Z12.3: PRE along transport hub

Zone 13 - The Camber - Old Portsmouth

Zone Area

This is an area of working commercial port under the governance of Portsmouth International Port. The area starts by a public slipway and follows the dock edge round the peninsula, including a fishing port and ferry terminal on the east and north edges. The area features

- Restricted access pontoon for Commercial Port pilot boat operations
- Public access slipway for launching and recovering small vessels
- Pontoon space and dockside craneage facility for the local yacht club
- 300m of open dockside for commercial vessels of varying types
- Drystack launch & recovery facility
- Private leisure boat moorings
- 100m of open dockside fishing port
- Busy Ro-Ro ferry terminal serving Portsmouth - Isle of Wight ferry service.



Map of Zone 13

Demographic and Activities

This is an area of working commercial port under the governance of Portsmouth International Port. Historically the heart of industrial Portsmouth and a vibrant dockside for fishing and cargo vessels. The eastern and northern perimeters remain active with a fish market and Isle of Wight ferry terminal.

Since the 80's this area has become gentrified with modern high value housing replacing old industrial buildings and the construction of an ultra-modern building for Americas Cup yacht racing projects (originally BAR) with adjacent wide open dockside space for craneage of racing yachts in and out the water.

The peninsular is also home to a modern dry-stack facility for small boats and a public house. The area has always been open to the public and whilst not an official right of way does have strong local opposition to any form of restricted public access to the dockside areas due to the historical precedent of unrestricted public access.

A significant length of dockside around the former BAR complex has limited edge protection so as not to obstruct commercial port functions, however, the minimal commercial activity along some sections makes the area attractive to youth activity including jumping and in water activity. This attraction is historic and so the jumping activity and associated negative youth behaviours is ingrained in the fabric of the location.

Significant Hazards

Publicly accessible dockside with low level (foot height) edge protection for vehicle mitigation. No higher level edge protection due to active port dockside accessibility requirements.

Public Slipway

Accessible pontoon infrastructure

Yacht club static crane with accessible maintenance platform at height

History of incidents

High level of jumping activity (daily between late May and end of September) between 11am and dusk.

Frequent anecdotes of dangerous occurrences and safety issues relating to persons in the water obstructing leisure vessels and on occasion the ferries coming and going from the terminal.

Management

Edge Protection

Concrete block protection at ground level providing an element of protection for vehicles. Pedestrian only areas such as Feltham Row footpath have edge protection fencing along entire length

Signage

No bathing sign above a selection of port and slipway specific signage, Photographic Plates Z13.4 and Z12.2.

No jumping sign on lamp post above yacht club pontoon access ramp, Photographic Plate Z13.5

No jumping sign on neighbouring post to the above at 90 degree angle

Risk Awareness information panel at entrance to Feltham Row footpath by Fish Dock. Provided by International Port who have jurisdiction for the Camber Dock.

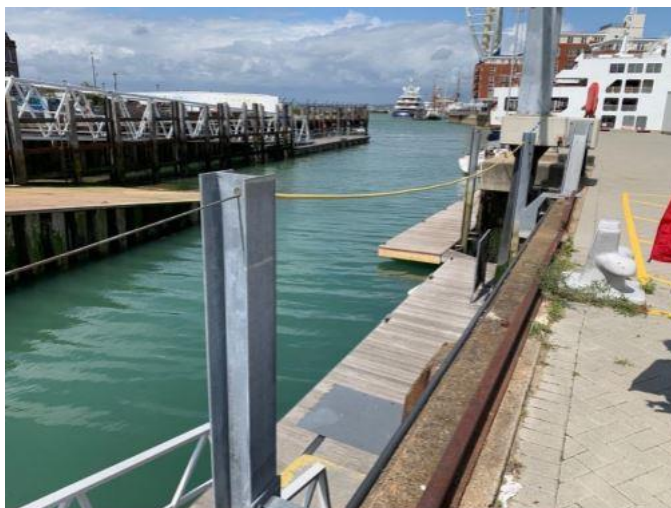
PRE

Appropriate PRE presence, e.g. Photographic Plate Z13.3.

Well spaced life rings around dock edge, approximately 50m apart

Recommendation

Add pictorial signs near jumping location warning of deep water, no bathing and no tombstoning.



Picture Z13.1 - Camber Dock Yacht Club Pontoon



Picture Z13.2 - Camber Dock - Jumping location



Picture Z13.3 - Example PRE at Camber



Picture Z13.4 - Bathing Prohibited Signage



Picture Z13.5 No Jumping signage - Camber



Picture Z13.6 Risk Awareness Sign - Fish Dock



atlantic crest

Appendix 3

Risk Management of Inland Sites



Index

Baffins Pond 3



Canoe Lake 5



Great Salterns Pond 7



Hilsea Lines 9



Hilsea Watersports Lake 12



Paulsgrove Chalkpit 15



Inland Water - Baffins Pond

Zone Area

Baffins Pond is a shallow water body in a community park.



Map of Baffins Pond

Demographic and Activities

This pond is well used by local residents for dog walking. This park space has ramped access and access to fishing pegs designed for fishing or bird feeding. This is a well managed community park space and pond. The area is used for short walks, the kids play area and feeding the ducks. This not a swimming pond and the general public do not regularly enter the water.

Significant Hazards

The pond is shallow, approximately 0.5ms at all points across the pond. I completely dries in summer. There are no significant hazards.

History of incidents

History of incidents unknown.

Management

Edge Protection

There is good, delineated edge protection with no hidden drops into the water, Photographic Plate 1 and there is also natural edge protection, Photographic Plate 2.

PRE

Frequent life ring presence, Photographic Plate 2, on 3x fishing platforms and 2x duck feeding area.

Signage

No noted water safety signs.

Recommendation

Consider removing the PRE life rings because it is shallow. Continually monitor for changes to the environment with at least quarterly visits.



Photograph 1. Clear : Edge Protection



Photograph 2 : Liferings around the Pond

Canoe Lake

Zone Area

Canoe Lake is in Southsea and very close to Southsea Beach.



Map of Canoe Lake

Demographic and Activities

Popular lake in park setting and receives high footfall. Visited all year round by residents and local tourists. Well lit space and visited at night. All manner of leisure activities from dog walking, bird feeding, coffees & ice creams, mother and child, picnics, BBQ's etc. Not a swimming site and the general public do not regularly enter the water.

Significant Hazards

There are no significant hazards at Canoe lake. The depth is approximately 0.5m at all points meaning that adults can stand in the lake and support a child that were to fall in.

History of incidents

Numerous unlogged children falling in incidents but no known serious incidents or fatalities

Management

Edge and Footpath

There is a clearly delineated edge to the lake and in a good state of repair, Photographic Plate 1.

PRE

There are 5x life rings.

Signage

No H&S signage noted

Recommendation

Remove the 5 PRE life rings. Continually monitor for changes to the environment with at least logged quarterly visits.



Photograph 1 : Canoe Lake with Good Edge Protection

Great Salterns Pond

Zone Area

Great Salterns Lake is approximately 400m in length by 200m in width on the Eastern side of Portsmouth. The lake is close to the sea and adjacent to Great Salterns Recreation Ground.



Map of Great Salterns Lake

Demographic

Hidden pond in wooded area north of Great Salterns open recreational field.
Local use only.

Activities in the area

Nearby open recreation ground used by local dog walkers and weekend youth sports.
Dog walking takes place largely on open space and more obvious paths.

Significant Hazards

Remote pond and shallow depth circa 0.5m.

History of incidents

No known incidents

Management

Edge Protection

Half of the pond has natural edge protection. There are no hidden drops into the water. The water margin is clear, Photographic Plate 1.

PRE

1 PRE lifebuoy on post but inaccessible and not usable, Photographic Plate 1.

Signage

No noted water safety signage.

Recommendation

Remove PRE life buoy and do not replace. Continually monitor for changes to the environment with at least quarterly visits.



Photograph 1 : Shallow Pond with Natural Edge Protection and PRE

Hilsea Lines

Zone Area

Series of 3 long narrow lakes within wooded green space bordering Portsbridge Creek.



Map of Hilsea Lines

Demographic and Activities

Local recreation space, dog walking, and general walking round area of natural interest. Woods known to be frequented by vagrants and drug users from time to time.

Significant Hazards

Shallow depth - knee to waist deep. No significant water hazards.

History of incidents

No known incidents but suspect numerous un-recorded incidents of people falling in at points where path borders water through play rather than misdemeanour.

Management

Edge Protection

There are access points which are clearly marked, Photographic Plate 1. The lake has natural edge protection along a wide length of the lake, Photographic Plates 1 and 2.

PRE

Life rings present at certain points, but often missing or in pond through vandalism, Photographic Plate 3.

Signage

No signage observed in relation to water safety.

Recommendation

Create working group and consider removing PRE due to location, vandalism and no history of water activity. Continually monitor through the year with quarterly audits.



Photograph 1 : Clearly Defined Access to Water



Photograph 2 : Natural Edge Protection and Fishing Peg



Photograph 3 : Life Ring

Hilsea Watersports Lake

Zone Area

The lake is at the north edge of the city - west side of northern edge of island.



Map of Hilsea Water Sports Lake

Demographic and Activities

This is not surrounded by house and does not receive high footfall but is a popular destination for walking. There is a path around perimeter and picnic benches on sections of the perimeter path and a kids play area and splash pool adjacent. Two thirds of the lake is occupied by a wakeboarding facility. This is not a swimming area and generally not used apart from the wakeboard park. Hilsea lido adjacent is under refurbishment as part of project to develop the whole area.

Significant Hazards

Shallow depth measured circa 0.5m. No hidden drops.

History of incidents

No known incidents but suspect numerous un-recorded incidents of persons entering the water either by accident or jumping from decorative bridge.

Management

Edge Protection

The path around the water body is away from the water margin and in general stable, Photographic Plates 1 and 2.

There is grass bank gradient down to narrow block ledge before water. There is natural edge protection on south side, Photographic Plate 3. There is limited risk that you could fall into the water. Any immersion would be through choice.

PRE

Life rings present at certain points, but often missing or in pond through vandalism.

Signage

Only one sign re-positioned and not secured.

Recommendation

Place a similar sign to the chalk pits on either side of the foot bridge and at seating positions, Photographic Plate 2.

Place one PRE at the bridge and one at the seating positions which covers access points and congregation point.



Photograph 1 : Wakeboard Park



Photograph 2 : Bridge Across Waterbody



Photograph 2 : Lake Banks

Paulsgrove Chalkpit

Zone Area

This is a hidden shallow pond at base of the chalk cliff to the north and off Portsea Island.



Map of Paulsgrove Chalkpit

Demographic and Activities.

This area is used mainly by locals. There is a nearby open recreation ground used by local dog walkers. Likely youth hang out area given proximity to local housing estate.

Significant Hazards

Remote pond. Very shallow depth circa 0.5m. Possible poor water quality.

History of incidents

No known incidents

Management

Edge Protection

The pond is shallow with no hidden drops into the water. The water margin is clear, Photographic Plate 1.

PRE

There are no PRE at this site.

Signage

PCC info sign advising site of natural interest and not to go in the water. 'These waters are not suitable for paddling or swimming. Do not enter the water', Photographic Plate 2.

History of incidents

No known incidents but suspect numerous un-recorded incidents of people falling in at points where path borders water through play rather than misdemeanour.

Recommendations

No changes. Continually monitor for changes to the environment with at least quarterly visits.



Photograph 1: Clear water edge



Photograph 2: Water Safety Sign

Form name	Integrated Impact Assessment
Reference	IA555604178
Date	19/10/2023



Policy details

Request date	19/10/2023 12:45
Directorate	PCC Culture Leisure and Regulatory Services
Service	Seafront Services
Title of policy, service, function	Water Safety Management Policy
Type of policy, service, function	New
What is the aim of your policy, service, function, project or strategy?	To have in place a policy which guides the departments responsible for open water safety in the best practice for managing the various elements and processes that go into keeping the public safe when interacting with or near to open water environments around the coast and any inland water bodies such as ponds and lakes.
Has any consultation been undertaken for this proposal?	no

Equality & diversity - will it have any positive/negative impacts on the protected characteristics?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
--	-------------------------------------

Crime - Will it make our city safer?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
--	-------------------------------------

Housing - will it provide good quality homes?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
---	-------------------------------------

Health - will this help promote healthy, safe and independent living?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
---	-------------------------------------

Income deprivation and poverty - will it consider income deprivation and reduce poverty?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
---	-------------------------------------

Carbon emissions - will it reduce carbon emissions?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
---	-------------------------------------

Energy use - will it reduce energy use?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
---	-------------------------------------

Climate change mitigation and flooding - will it proactively mitigate against a changing climate and flooding?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
--	-------------------------------------

Natural environment - will it ensure public spaces are greener, more sustainable and well-maintained?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
--	-------------------------------------

Air quality - will it improve air quality?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
--	-------------------------------------

Transport - will it make transport more sustainable and safer for the whole community?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
--	-------------------------------------

Waste management - will it increase recycling and reduce the production of waste?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Culture and heritage - will it promote, protect and enhance our culture and heritage?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Employment and opportunities - will it promote the development of a skilled workforce?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Economy - will it encourage businesses to invest in the city, support sustainable growth and regeneration?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Social value

<p>Please explain how your policy, service, function, project or strategy delivers Social Value</p>	<p>Over 75% of Portsmouth's coastline is a designated leisure space designed for members of the public to enjoy the benefits of outdoor space. Our inland water locations such as ponds and lakes also sit within outdoor spaces available for leisure use such as parks or woodland.</p> <p>This Water Safety policy delivers social value by ensuring there is a focus on actively managing our open water spaces and with appropriate levels of information and signage to allow our residents and visitors to make informed decisions on how best to enjoy leisure space next to the water. Our active management and visibility of safety signage and rescue equipment gives people confidence in their ability to enjoy the benefits of being by the water.</p>
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Involvement

Who was involved in the Integrated impact assessment?	Mark Collings
Name of the person completing this form	Mark Collings
Date of completion	2023-10-19

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