

## Maintaining the safety of the public and staff on coastal beaches during COVID-19

Guidance for local authorities, owners, managers and operators



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## Current state and challenges

Photo credit: David Walker

## Introduction

This document has been produced for coastal beach managers and landowners, including councils and private organisations, and reflects the current experience of members of the National Water Safety Forum (NWSF), and other interested parties, who seek to reduce drowning and water-related harm in the UK. In developing this document, we have also sought the views of international colleagues facing similar challenges.

Specifically, it is concerned with the following aspects of beach safety:

- i. Mitigating the risk of fatal and non-fatal drowning and water-related injuries.
- ii. The challenges and practical considerations of seeking to maintain social distancing at the beach.
- iii. Assisting duty holders with the obligation to update their risk assessments and to consult with staff/volunteers on the implications.

This document is in two parts: a discussion document that highlights current challenges and uncertainties, and practical considerations for managers and communities.

Given the rapidly changing nature of the challenge posed by COVID-19, and changes in national advice, it is likely that this document will evolve rapidly. Readers are advised to check the publication URL for the latest edition and updates, and to assure themselves of the content we have linked to before decision making.

This document has been developed and issued by members of the National Water Safety Forum. The principal authors and working group are listed at the end of this document. It is not UK Government advice.

This document is assured for the publication date only and will be considered not current beyond 01 October 2020.

#### 1.1 How to use this document

This document contains both commentary on the challenges and uncertainties, actions to consider and possible interventions.

Throughout the document, we have highlighted key content as follows:

Actions to consider, such as using a checklist or risk assessment advice, are presented in a box with a green background.

Emerging projects or ideas that might impact positively are presented in a box with a grey background. These will be largely untested.

Key or critical uncertainties are highlighted in an amber box and typically include or are followed by a short section outlining the impact.

## Principal objectives and considerations

Objective	Considerations		
Provide a safe working environment for staff/volunteers	<ul> <li>Ensure that an updated risk assessment is conducted, and the necessary operating procedures are revised</li> </ul>		
	• Ensure that adequate steps, including physical measures, training and equipment, are in place		
	Ensure that a staff/volunteers safety consultation has taken place		
Seek to reduce the risk	Assess the beach risk factors during COVID-19		
	Share the assessment with workers and contractors		
Help visitors to keep themselves and others safe	<ul> <li>Information about the status of the beach and services on offer</li> </ul>		
	<ul> <li>Clear water safety messaging, especially if lifeguards are not in attendance</li> </ul>		
	Clear messaging to ensure people understand the need to maintain social distancing		
Maintain social distancing	Steps to keep total visitor load on beaches to a manageable level		
wherever possible	Reinforce social distancing on beaches		
	<ul> <li>Maintaining social distancing at 'pinch points', including access points to beaches and car parks</li> </ul>		
	Maintaining social distancing between the public and staff/volunteers working at the beach		
Keep the beach and associated facilities clean	• Ensure the beach and surrounding areas are kept clean from litter that may include potential clinical waste (e.g. discarded face masks)		
	<ul> <li>Ensure toilets and other shared facilities have an enhanced level of cleaning, commensurate with the risk</li> </ul>		
	<ul> <li>Identify and manage possible touch or transmission points (e.g. handrails, handles, benches)</li> </ul>		
	• Ensure that public welfare facilities are available, clean, and sufficient for expected usage rates		

## UK Government advice and pre-conditions

#### 3.1 COVID-19 recovery strategy

The UK Government strategy sets out the Government's approach to re-opening, with conditions for the re-introduction of restrictions if necessary. The stated aims are to: "return to life as close to normal as possible, for as many people as possible, as fast and fairly as possible... in a way that avoids a new epidemic, minimises lives lost and maximises health, economic and social outcomes."

The strategy can be accessed on the gov.uk website.1

#### 3.2 Advice for people with COVID-19 symptoms

The UK Government advice states: "Do not leave home if you or someone you live with has any of the following: a high temperature; a new, continuous cough; a loss of, or change to, your sense of smell or taste."

The advice in full can be accessed at <u>www.gov.uk/coronavirus</u>. For more information on the symptoms of coronavirus, visit the <u>nhs.uk</u> website.<sup>1</sup>

#### 3.3 Workers in outdoor settings

Government occupational advice centres on each organisation completing a risk assessment with the aim of enabling a 'COVID-19 secure' workplace (read on gov.uk site). The advice outlines a hierarchy of measures to adopt.

The two key duties highlighted are to: (i) complete a risk assessment; (ii) consult with staff/volunteers on the implications (read on gov.uk site).

#### 3.4 Public visits to open spaces and public gatherings

The UK Government advice is provided in section 6 of its guidance: Staying alert and safe (read on gov.uk site).

#### 3.5 Coronavirus (COVID-19): Safer public spaces – Urban centres and green spaces

This guidance is beyond the scope of beaches, but does provide a useful framework for identifying issues in public spaces where social distancing is required (read on gov.uk site).

<sup>1</sup> www.gov.uk/government/publications/our-plan-to-rebuild-the-uk-governments-covid-19-recovery-strategy/our-plan-to-rebuild-the-uk-governments-covid-19-recovery-strategy#the-current-situation

## 4 Manage the beach environment

#### 4.1 Powers and decision authority

The Civil Contingencies Act 2004 enables emergency responders and other specified duty holders in emergency situations to plan for and takes steps to mitigate harm.<sup>2</sup> The Act has been used to clear and close sites, and provide warnings, in addition to the use of search and rescue (SAR) assets where there have been *immediate* threats to life, such as those posed by rock falls and flooding.

Under the Coronavirus Regulations 2020 (England), authorities such as the Police have powers to disperse groups of people not maintaining social distancing. Powers are also provided to close premises; however, facilities including toilets have been allowed to remain open.<sup>3,4</sup>

Workplace law and landowner duties are provided through a number of Acts. These require that the duty holder should consider the risk and take proportionate measures that offer staff/volunteers and visitors some protection from everyday hazards at the beach.

If a scenario arises where a beach is considered or proved to be a significant transmission location, beyond the above-mentioned powers to disperse groups, it is not clear that the local community possesses or has clearly defined legal power to restrict or close the space.

In this situation, the Director of Public Health, members of the Health and Wellbeing Board and the Local Resilience Forum are the most likely local authority officers to inform such a decision.

- 2 www.legislation.gov.uk/ukpga/2004/36/section/1
- 3 www.legislation.gov.uk/uksi/2020/350/contents/made
- 4 www.legislation.gov.uk/uksi/2020/350/schedule/2/made



#### 4.2 Provision of lifeguard cover

During the 2020 season, national levels of beach lifeguarding cover are likely to be lower than in previous years. There are considerable efforts underway to maximise the available cover.

There are steps to increase surveillance capacity at some beaches with the principal aim of identifying people who are in trouble in the water and of alerting the emergency services. Examples of these are provided later in this document.

Notwithstanding the above:

Informing visitors of the status of lifeguarding at the beach is a central mitigation measure – especially if this was a previously lifeguarded site.

This is in addition to informing visitors about the current safety measures in place at the beach.

# Practical steps in the beach environment

In this section, we outline the practical and planning steps to reduce risk from drowning and water-related injury, and to assist in maintaining social distancing.

Photo credit: Malcolm French

Maintaining the safety of the public and staff on coastal beaches during COVID-19

## Seek to reduce the risk

#### 5.1 What are the risks?

There are two principal risks we are concerned with:

#### i Drowning and water-related harm in the coastal zone

Annually, there are on average 65 accidental drowning fatalities along the UK coastal zone and beaches.<sup>5</sup> Further, there are approximately 22,000 annual SAR missions in coastal waters.<sup>6</sup> At beaches lifeguarded by RNLI, there were 3.4 million 'preventive actions' and 19,449 incidents responded to in 2018: an average of 73 incidents a season per lifeguard unit.<sup>7</sup>

#### ii Transmission of COVID-19

Public Health England states that: "The transmission of COVID-19 is thought to occur mainly through respiratory droplets generated by coughing and sneezing, and through contact with contaminated surfaces.

...There is an increased risk of aerosol spread of infectious agents irrespective of the mode of transmission (contact, droplet, or airborne), and airborne precautions must be implemented when performing aerosol generating procedures (AGPs), including those carried out on suspected as well as confirmed cases of COVID-19.

Initial research has identified the presence of COVID-19 virus in the stools and conjunctival secretions of confirmed cases. All secretions (except sweat) and excretions, including diarrhoeal stools from patients with known or possible COVID-19, should be regarded as potentially infectious".<sup>8</sup>

The following mitigations seek to reduce the risks from drowning and water-related harm, and limit the transmission of COVID-19.

#### 5.2 Consider and assess risk

Beach managers should have pre-existing risk assessments in place covering the usual foreseeable risks of activities on the beach.

The HSE provides a range of tools to assess risk - see www.hse.gov.uk/simple-health-safety/risk/index.htm

Government has published specific advice for outdoor workers during the pandemic – see <a href="https://www.gov.uk/guidance/working-safely-during-coronavirus-covid-19/construction-and-other-outdoor-work">www.gov.uk/guidance/working-safely-during-coronavirus-covid-19/construction-and-other-outdoor-work</a>

The MCA has previously published advice for beach and coastal managers to help improve the management of beach safety risks.

The advice includes cases studies and practical risk assessments aligned with the 'plan, do, check, act' cycle – see <a href="http://www.gov.uk/government/publications/managing-beach-safety">www.gov.uk/government/publications/managing-beach-safety</a>

5 www.nationalwatersafety.org.uk/waid/reports-and-data

<sup>6</sup> https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\_data/file/882256/MCA\_Annual\_Report\_and\_Accounts\_2017-18\_final\_v1.pdf

<sup>7</sup> RNLI Operational Statistics 2018 www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKEwjwu\_nA-vXpAhX\_ A2MBHcZpAYQQFjABegQICxAD&url=https%3A%2F%2Frnli.org%2F-%2Fmedia%2Frnli%2Fdownloads%2F181280\_lifeguardannualreport\_2018\_a4\_ aw.pdf%3Ffd%3Dtrue&usg=AOvVaw3C\_SK22ueVDtLMzodaMK19

<sup>8</sup> www.gov.uk/government/publications/wuhan-novel-coronavirus-infection-prevention-and-control/transmission-characteristics-and-principles-of-infection-preventionand-control (12 June version)

The following flowchart provides a useful structure for assessing COVID-19 factors when reviewing public and beach spaces:



Figure 1: Social distancing: factors to consider for beaches (adapted from UK Government public space guidance)

#### 5.3 Consult and train staff/volunteers on the new arrangements

At an early stage, discussing the findings and implications with affected staff/volunteers is advised. Subsequent training may be required, both in the core safety elements and the additional demands such as communication and customer skills.

## 6 Help visitors to keep themselves and others safe

#### 6.1 Improve awareness of the risks

Campaigns with the objectives of raising awareness and behaviour change may help influence safer choices at the beach. The current challenge for beach managers is to ensure that two sets of messages are delivered – those for social distancing and those water safety advice.

It is recommended that beach managers utilise the following campaign messages.

#### Coastal messages as of 31 May 2020:

- · Follow safety advice and protect your family
- Beach lifeguards can't be everywhere this summer
- If in trouble, FLOAT to live
- In an emergency, call 999 and ask for the Coastguard

#### Example campaigns:



Supporting and amplifying key national messages with minimal variance from the original will help with recall.

The joint MCA and RNLI campaign will run during summer 2020.

#### For more information and support, please contact Water\_Safety@rnli.org.uk

It is advisable to consult with your communications specialist or lead on the content and media to be used. This is to enable a coherent and appropriate set of messages.

#### 6.2 Provide clear information about the safety provisions and expected norms for the beach

Upon arrival in the community, at car parks, transport hubs and the main access routes, there must be clear information for visitors, as a minimum, on the following topics:

- Information about the status of the beach and services on offer
- · Clear water safety messaging, especially if lifeguards are not in attendance
- · Clear messaging to ensure people understand the need to maintain social distancing

#### The following are examples of messages in use during March to May 2020:



- 9 Image credit: RNLI/Steve Instance (@Sinstance) /Twitter, with permission
- 10 Image credit: Aberystwyth Police



- 11 Accessed 31 May 2020 https://sls.com.au/covid-19
- 12 Assessed 8 June 2020 https://twitter.com/DorsetCouncilUK/status/1268965914273288195?s=20 (Published 5 June 2020)
- 13 Accessed 8 June 2020 https://news.dorsetcouncil.gov.uk/2020/05/12/our-message-to-visitors-thinking-of-visiting-dorset-now-please-think-twice (Published 12 May 2020)

#### 6.3 Improve surveillance capacity

**Beach wardens** – typically, these are skilled and knowledgeable staff or volunteers who can help with swift identification of people in distress, raise the alarm, and help coordinate SAR support. They can provide a community-led resource for locations where lifeguards are not available.

They are distinct from lifeguards; as such, there is no direction, provision or expectation for them to undertake a contact rescue, or provide first aid services for the public.



Image credit: Newquay Surf Lifesaving Club (@NewquaySLSC)Twitter<sup>14</sup>

If deploying beach wardens:

The standard information about 'No lifeguard' provision must remain. A further aspect to communicate is that beach wardens are not lifeguards.

There should be no ambiguity on these points for the public.



Example 'No lifeguard sign' Image credit: RNLI/MorgansConsult

There are a number of programmes that can be used to help develop local capacity. These are listed in 'Further information'.

## Maintain social distancing wherever possible

#### 7.1 Manage demand

The possible positive implication for beach safety during summer 2020 is that adjusting demand may help direct visitors toward a more appropriate or safer location.

#### 7.1.1 Transport to the beach

This is a particularly challenging issue. There are number of options that could be explored, such as:

Steps to reduce visitor load on beaches through public transport to beaches; limiting car park spaces; closing car parks. Careful consideration should be given as to the undesirable impacts of this policy.

A number of local authorities in the UK and abroad are exploring measures to affect the inbound flow of visitors by repurposing near-time information on the capacity of car parks and, in turn, beaches.

#### Emerging practice: Smarter pre-arrival driver information

Authorities have a range of insight from staffing, traffic cameras and car park fee income, to predict traditional service levels. In emergencies and expected high-visitor situations such as public events, warnings about closures and avoidance alerts are used to good effect.

When car parking capacity is almost full, as determined by a pre-agreed level, the officer requests via highways, to place alerts on local motorways and key routes to inform visitors who are travelling toward the beach – enabling visitors to make better-informed choices on which location to visit.

Historical factors that are known to drive domestic tourism can be used with the above to inform planning and approach, including seasonal parking levels; the previous 10 days' weather, plus the forecast for the immediate 1-3 days ahead; and traditional holiday windows.

This in part relies upon good coordination within the LRF, and staff/volunteers responsible for parking management and the beach. It seeks to combine insight and data from road traffic cameras, and local knowledge of car parks/overflow/street parking, to bring a new information point for decisions at the beach.

### Emerging practice: Pre-booking and parking enforcement

To help manage high visitor numbers, social distancing challenges and longer-term challenges with regard to visitor behaviour, the Lulworth Estate, Dorset Council and partners are piloting measures – including pre-booking, increased use of civil enforcement measures and active monitoring of arrivals – to closely manage visitors to the coastline during June 2020. These are aligned with targeted messages around 'tombstoning'.



#### 7.1.2 Manage car park entry and exit points

The creation or adjustment to entrance/exit flow, with specific entry and exit points, can help to adjust norms and users' expectations of the site. The unwanted effects of this policy will need careful consideration – particularly if a closed car park transfers the risk onto the road, resulting in poor parking and limiting access for emergency services.

Examples of signage during March to May 2020:



Image credit: Edinburgh Live, 3 June 2020<sup>15</sup>



Image credit: Your Local Paper<sup>16</sup>

15 www.edinburghlive.co.uk/news/edinburgh-news/beach-bound-groups-hammered-parking-1835373716 www.yourlocalpaper.co.uk/2020/05/22/gallery-visitors-make-a-return

#### 7.1.3 Manage foot routes and reallocate space

An amendment to the General Permitted Development Order (2015) enables emergency development by local authorities and health service bodies, and can be used make adjustments to structures.

The following tactics have been utilised:

- Provide signage to encourage pedestrians to wait and to allow others to pass at entryways or along footpaths.
- Ensure arrangements are in place, such as designated areas, signage and barriers or screens, to separate staff from beach visitors.
- Widen footways to accommodate distancing between pedestrians, including through the use of temporary barriers, changes to parking bays, and cycle lanes.
- Reduce unnecessary obstacles, e.g. planters, and add markings/tape on seating to maintain social distancing.

Security considerations and the impacts of measures on people with disabilities and other groups need to be kept under consideration and may call for a balanced approach.

#### **Emerging practice: Physically demarking space**

Although the effectiveness of the measures are untested, simple physical measures using ropes and posts have been used in some European resorts to aid social distancing, such as the following design used in Nice, France (May 2020).



Feedback from managers and public reports indicates some early success, although managing inbound demand, such as at car parks, and the wider resort demand management, such as a traffic light system, were noted as complementary measures.<sup>17</sup> Many of the resorts are in pre or early-season, so greater visitor numbers have not tested this approach.<sup>18</sup>

17 Correspondence with colleagues within internal drowning prevention and lifesaving networks (June 2020)

18 Image credit: AFP via Getty Images as published in The Daily Mail

#### 7.1.4 Considering 'loading' calculations

The Institute of Place Management (IPM) indicates that the use of static distancing and dynamic space calculations are more appropriate to enable true distances in public spaces. IPM's working paper is a useful model for discussion if a beach manager wishes to adopt a 'loading' number for a beach.<sup>19</sup>

The working paper is focused on retail and built outdoor space, so has limited direct application to beach spaces.

Appendix 1 in the working paper provides figures for the 'lower bounds' of dynamic space.<sup>18</sup>

19 www.placemanagement.org/media/175312/IPMWP001-UNDER\_REVIEW-3.pdf

## Provide a safe working environment for staff/volunteers

If it's not possible to maintain a 2m separation, implement other mitigation measures, such as screens or set pairings.

The HSE has provided advice for workplaces – see <a href="https://www.gov.uk/government/publications/guidance-to-employers-and-businesses-about-covid-19">www.gov.uk/government/publications/guidance-to-employers-and-businesses-about-covid-19</a>

## Keep the beach and associated facilities clean

To limit transmission of the virus:

- Increase regular cleaning of toilets and shared facilities.
- Ensure staff/volunteers have access to hand washing facilities.
- Carry out regular removal of litter.
- Increase the provision of litter bins.
- Increase the number of toilet facilities.
- Identify and clean touch points.

Guidance on cleaning in non-healthcare settings can be accessed at <u>www.gov.uk/government/publications/covid-19-decontamination-in-non-healthcare-settings/covid-19-decontamination-in-non-healthcare-settings</u>

Guidance on transmission and survivability of coronovirus can be found at: <u>www.gov.uk/government/publications/wuhan-novel-coronavirus-infection-prevention-and-control/</u> <u>transmission-characteristics-and-principles-of-infection-prevention-and-control</u>

## <sup>10</sup> Further information

Accessed 08 June unless otherwise stated.

#### **Government advice**

Coronavirus (COVID-19): guidance. www.gov.uk/government/collections/coronavirus-covid-19-list-of-guidance

Coronavirus: guidance for employees, employers and businesses. www.gov.uk/government/publications/guidance-to-employers-and-businesses-about-covid-19

Coronavirus: cleaning of non-healthcare settings. www.gov.uk/government/publications/covid-19-decontamination-in-non-healthcare-settings

Guidance for UKSAR Responders – COVID-19 v2. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\_data/file/884971/UKSAR\_ COVID-19 v2 120520.pdf

Managing beach safety: a guide from the Maritime and Coastguard Agency. www.gov.uk/government/publications/managing-beach-safety

Our plan to rebuild: the UK Government's COVID-19 recovery strategy. <a href="http://www.gov.uk/government/publications/our-plan-to-rebuild-the-uk-governments-covid-19-recovery-strategy">www.gov.uk/government/publications/our-plan-to-rebuild-the-uk-governments-covid-19-recovery-strategy</a>

Staying safe outside your home. www.gov.uk/government/publications/staying-safe-outside-your-home

Staying safe outside your home: face coverings. www.gov.uk/government/publications/staying-safe-outside-your-home/staying-safe-outside-your-home#facecoverings

#### Sector advice and information

Beach warden scheme (SLSGB) news item and process. www.slsgb.org.uk/2020/05/slsgb-beach-safety-warden

Guidance for beach operators managing lifeguards during COVID-19 (pre-publication link). Accessed 06 June. <a href="https://www.rlss.org.uk/guidance-for-beach-operators-managing-lifeguards-during-covid-19">www.rlss.org.uk/guidance-for-beach-operators-managing-lifeguards-during-covid-19</a>

Proposing the lower bounds of area needed for individuals to social distance across a range of town centre environments (Working draft for the High Streets Task Force, Institute of Place Management). Accessed 09 June. <a href="http://www.placemanagement.org/media/175312/IPMWP001-UNDER\_REVIEW-3.pdf">www.placemanagement.org/media/175312/IPMWP001-UNDER\_REVIEW-3.pdf</a>

Resuscitation of the drowned person in the era of COVID-19 disease: A common ground for recommendations, identification of research needs and a global call to action. www.researchgate.net/publication/342122818 Resuscitation of the drowning person in the era of COVID-19

#### About this document

#### **Version control**

This is a controlled document that will update rapidly. Amendments and authorisation will be acknowledged on this page.

Version	Status	Details	Ву	Authorised	Date
1.0	Working draft – not published	Internal draft for working group	PD,DJW,KP	-	May 2020
2.0	Late draft for CG				
3.0	Authorised	Initial public copy	DJW,KP,PD NWSF CG + WG		June 2020

Change	Section(s)	Summary
1.0	All	
2.x		Structure and stance of document. Scope of considerations.
3.0	All	Feedback from working group, typos and imagery changes.

#### **Publication and citation**

This document will be published at the following page: <u>https://nationalwatersafety.org.uk/advice-and-information/</u><u>covid19</u>. To enable readers to access the latest edition, please cite the webpage rather than the document URL.

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Drafting authors: Peter Dawes, RNLI; Kirsten Pointer, MCA; David Walker, RoSPA.

With thanks to the following members of the National Water Safety Forum Coastal Group: BCP Council, ESFRS, MCA, NCI. MPA, RLSS UK, RoSPA, RNLI.