

Name of Committee:	Cabinet		
Committee Date:	20 December 2023		
Report Title:	South Hayling Beach Management Plan: 2024-2029		
Responsible Officer:	Lyll Cairns, Head of Coastal Partnership		
Cabinet Lead:	Cllr Liz Fairhurst – Cabinet Lead for Coastal		
Status:	Non-Exempt		
Urgent Decision:	No	Key Decision:	Yes
Appendices:	A - South Hayling Beach Management Plan: Executive Summary and Technical Document: https://coastalpartners.org.uk/static/media/resources/hayling-bmp-2024-2029.pdf		
Background Papers:	Adoption of North Solent Shoreline Management Plan. Full Council, 15 th December 2010. Hayling Island Draft Coastal Management Strategy (2023) https://coastalpartners.org.uk/project/hayling-island-coastal-management-strategy-2120/		
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Report Number:	HBC/061/2023		

Corporate Priorities:

High – Supports delivery of corporate priority coastal projects.

Supports Havant Borough Councils Corporate Strategy 'Pride in Place' aspiration, which is to *create a great place to live, work and enjoy*.

The South Hayling Beach Management Plan will ensure *continued delivery of coastal protection and management of flood and coastal erosion risk* to the Eastoke community, whilst allowing HBC to *maintain and enhance its coastline and harbours for wildlife and improve its public open space along the seafront whilst embedding environmental matters and considering environmental impacts in all its decisions to help tackle climate change*.

Executive Summary:

The new South Hayling Beach Management Plan (BMP) has been prepared to identify a clear programme to deliver a robust and sustainable beach management approach along the South Hayling open coastline over the next five years (2024-2029).

The implementation of beach management as an option for coastal flood and erosion risk management is identified in the Eastoke Point Sectoral Strategy (2006) and the draft Hayling Island Coastal Management Strategy (2023), which recommend Beach Management as the preferred option for delivering coastal flood and erosion risk

management to a 1 in 200 year Standard of Protection in the short term. In addition, the implementation of beach management aligns with the adopted North Solent Shoreline Management Plan (2010), which recommends a policy of Hold the Line for the South Hayling coastline.

The first Hayling Island Beach Replenishment Scheme was implemented in 1985 to help protect the Eastoke residents from coastal flood and erosion risk, with Beach Management Plans undertaken continually on Hayling Island since 1992. The existing South Hayling Beach Management Plan (BMP) expires on 31 March 2024, and there is currently no approved funding in place to follow the end date of this project. Under a 'Do Nothing' scenario, we would expect the flood risk at Eastoke to revert back to pre- 1985 within 10 years depending on storm intensity. Without a beach, the old seawall would then be at risk of undermining and breaching, resulting in frequent flooding and erosion at Eastoke.

This Cabinet Report seeks a mandate to submit the Outline Business Case to the Environment Agency (EA) for approval, and to permit expenditure if approved to allow beach management to continue until 2029 on Hayling Island. The Outline Business Case will request approximately £5.1m (including contingency) of Flood and Coastal Erosion Risk Management (FCERM) Grant in Aid (GiA), to continue with the BMP. Assessment of the project economics has been undertaken to understand the affordability against the Environment Agency criteria. Using the updated figures provided, an application to the EA will be made for the full cost of the project, including contingency. Should any funding gap remain following the EA approval process, the potential requirement has been reported and noted by the Havant Borough Council Infrastructure Delivery Board and has formed a capital bid this year to mitigate any remaining risk.

Implementing the BMP supports the Havant Borough Council Corporate Strategy 'Pride in Place' aspiration, which is to create a great place to live, work and enjoy. The beach management will ensure reduced flood and coastal erosion risk to our Eastoke community, whilst enhancing the environment over the next five years.

Recommendations:

- That Cabinet approve the recommendations of the South Hayling Beach Management Plan to implement a five-year programme of sustainable beach management activities to help reduce the risk of coastal flooding and erosion from the period 01 April 2024 to 31 March 2029, subject to securing the necessary funding.
- That Cabinet notes the application for funding made to the Environment Agency under the Land Drainage Act (1991) to the value of approximately £5.1million of Flood and Coastal Erosion Risk Management (FCERM) Grant in Aid (GiA) to fund the five year Beach Management Plan programme.
- That Cabinet gives delegated authority to the Executive Head of Coastal Partners, following consultation with the Cabinet Lead for Coastal and the S151 Officer, to implement the Beach Management Plan and subsequent activities, subject to securing the necessary funding.

1.0 Introduction

The South Hayling Beach Management Plan (BMP) has been prepared to identify a clear strategy and programme to deliver beach management along the Hayling Open Coast (between Black Point Spit and the Ferryboat Inn) between 2024 and 2029. This plan has been developed in line with existing strategies/studies and the adopted North Solent Shoreline Management Plan (2010) which recommended a Hold the Line option for this frontage and identify Beach Management as the preferred option in the short to medium term at Eastoke.

The Hayling Island BMP has been operational since 1992 following the 1985 beach replenishment scheme at Eastoke, and has evolved to produce the most technically, economically, and environmentally sustainable solution of maintaining the beach in line with recommended strategies for the Eastoke frontage. The BMP works with nature and potential climate change impacts by promoting a 'soft engineering' solution, using the beach at Eastoke as the main form of coastal defence to reduce the risk of coastal flooding and erosion to the properties at Eastoke. This supports the amenity value of the area.

Operationally this next five-year BMP will focus on the recycling of material from areas of accumulated beach material along the Hayling seafront and depositing it back to the residential frontage at Eastoke. It also allows for material to be brought on to the beach from other sources if required, such as import via road, or through a pump-ashore from a dredge. The BMP will support environmental and sustainability issues, alongside working in partnership with our neighbouring landowners to ensure no negative impact to their frontages.

This report seeks the mandate to bid for, and if successful implement, the South Hayling BMP (2024 -2029).

2.0 Background

The current BMP was approved in 2017, with a budget of £3.3m (including contingency) funded through Environment Agency FCERM GiA, over 5 years. In 2021 Coastal Partners applied to the Environment Agency for an extension of 2 years to an end date of 2024. This allowed time for the Hayling Island Strategy to be further developed, along with completion of research projects which would help inform the next BMP. This application was approved in August 2021, with the project contingency used to fund the final two years.

The next stage of the project is to produce a new BMP to cover the next five years, between 2024 and 2029. The technical BMP document is attached as Appendix A to this report and aims to continue to reduce flood and coastal erosion risk to the properties at Eastoke to the same standard of protection as the 2017 BMP.

Current cost estimations suggest that funding to the value of approximately £5.1m (including contingency) will be required to continue business as usual. The cost will include for construction and maintenance of the beach profile, alongside staff time, licencing and consenting, surveying, monitoring and analysis of data, and research

projects needed to further understand the South Hayling shoreline and its interaction with adjacent coastlines.

The BMP Outline Business Case will be submitted for approval to the Environment Agency on 15 December 2023. Assuming this is approved, and all the funding is secured, the project will then commence on 1 April 2024 and run for a five year period until 31 March 2029.

3.0 Options

Building on adopted council policy and previous studies which recommend beach management at Eastoke, the Draft Hayling Island Coastal Management Strategy assessed a variety of coastal management options to determine the most sustainable way of managing coastal flood and erosion risk at Eastoke. In the short to medium term the continuation of beach management activities is identified as the most appropriate solution, noting that in the medium to long term that robust coastal management structures will be required to complement the management of risk here.

The South Hayling BMP (2024-2029) further assessed the best way to implement beach management activities. The objectives, key technical recommendations of the BMP are outlined below along with details on how the works will be procured.

3.1 Technical Objectives

- a. Reduce the risk of coastal flooding to 751 residential properties and 27 commercial properties at Eastoke from wave overtopping.
- b. Provide a beach profile to withstand a 1 in 200 year (0.5% AEP) unimodal storm event, calculated using best practice guidance.
- c. Provide a scheme which is adaptable to sea level rise and climate change.
- d. Work with natural coastal processes to maintain movement of material along the frontage.

3.2 Environmental Objectives

- e. Avoid damage to human health in the form of danger to life during flooding, and adverse impact following flooding.
- f. Where appropriate enhance the human environment (e.g. human health, population and continued flood and coastal erosion risk management).
- g. Maintain the amenity value of the beach over the whole frontage for both the local population and holiday makers.
- h. Protect and where possible, enhance, biodiversity (flora and fauna), water quality, existing infrastructure (material assets), cultural heritage features and landscape character / visual amenity.
- i. Minimise disturbance to the community and natural environment through construction activities.

3.3 Key Technical Recommendations

- a. **The preferred option for maintaining the 1 in 200 year unimodal beach profile at Eastoke is beach recycling.** This includes bringing material back into the system from the open beach, Chichester Harbour Approach Channel and from Gunner Point, when available.

Should any additional material be needed, this will be sourced from recharge via offshore licenced aggregate sites and will be delivered either by road or through a dredge.

- b. **Beach Management Activities will be programmed twice a year.** These will take place in March and September annually where necessary. The ongoing monitoring of the scheme will help inform the requirements for the beach management and the timings throughout the year.
- c. **Appropriate trigger levels for works are defined in the BMP.** These levels have been assessed and designed to ensure that any rapid and sustained reduction in beach levels due to storms and extreme conditions are identified and mitigated against. In some cases emergency works to re-establish an acceptable standard of protection may be required. Should this occur, additional funding will be sought from the Environment Agency (FCERM GiA).

3.4 Procurement

It is proposed that the works will be undertaken through annual term service contracts, let via the Coastal Engineering Minor Works Framework, for the land-based beach recycling works and recharge delivered by road. It is also proposed that a five year term service contract be let to allow the dredging works to be undertaken as required. All Contracts will be let in accordance with procurement legislation, Havant Borough Council Standing Orders and Financial Regulations.

4.0 Relationship to the Corporate Strategy

Supports Havant Borough Councils Corporate Strategy 'Pride in Place' aspiration, which is to *create a great place to live, work and enjoy*.

The South Hayling Beach Management Plan will ensure *continued delivery of coastal protection and management of flood and coastal erosion risk* to the Eastoke community, whilst allowing HBC to *maintain and enhance its coastline and harbours for wildlife* and *improve its public open space* along the seafront whilst *embedding environmental matters and considering environmental impacts in all its decisions to help tackle climate change*.

5.0 Conclusion

The South Hayling Beach Management Plan has been in place since 1992, following the large recharge of beach material in 1985, to maintain the beach at Eastoke as the primary coastal defence helping to reduce the risk of coastal flooding and erosion to the properties behind.

The cost of a further five year BMP has been calculated at approximately £5.1million including contingency, which would allow all construction works alongside Coastal Partners staff time, monitoring, licences and consents and analysis to be undertaken. Assessment of the project economics has been undertaken to understand the

affordability of the project. Using the updated figures provided, an application to the Environment Agency will be made for the full cost of the project, including contingency.

Implementation of the Beach Management Plan would assist with Havant Borough Council's Corporate Strategy; helping to reduce the risk of coastal flooding and erosion to Eastoke whilst enhancing the environment in line with the 'Pride of Place' aspiration, whilst also supporting service improvement and delivering a corporate priority coastal project.

This Report recommends approval for the BMP be continued for an additional five years, from 2024 to 2029, to maintain the 1 in 200 year Standard of Protection for up to 741 residential properties and 27 commercial properties at Eastoke, with an application made to the Environment Agency in December 2023 for approval prior to 1 April 2024 – the start date of the next BMP period.

6.0 Implications and Comments

6.1 S151 Comments

Members should be aware that there is a potential funding shortfall within this proposal, but that this proposal does not commit Council budget to funding that shortfall. Any application for funding will be presented through the capital programme and agreed by the Council at a later date. The proposal allows the Coastal Partnership team to apply for the funding to be able to continue the necessary works into the future. I am confident that all efforts will be made to close any funding gap via alternative sources and/or through operational efficiencies.

6.2 Financial Implications

Through economic assessments of the project it is estimated that the total value of the works including contingency is approximately £5.1million. This includes for all construction, staff time, monitoring, analysis and licences and consents to allow the project to continue. A breakdown of the spend profile is set out below.

	Financial Year				
	2024/25	2025/26	2026/27	2027/28	2028/29
Spend Profile inc. risk (£k)	761	1,048	732	1,048	1,521

Updated flood modelling and economics have been delivered, and assessment of the impact of this on the project has been undertaken. Based on the current information the benefit cost of the scheme is high at 24.8:1, and the project is seen to be eligible for FCERM GiA. The application will be made to the Environment Agency (EA) to fully fund the project without any further contributions required. Should there be any funding

shortfall once the EA have made a decision on the project, this will be further discussed with Havant Borough Council.

The risk of this occurring has been discussed at the HBC Infrastructure Delivery Board, and a Capital Bid for the shortfall has been included in this years' round of applications to mitigate the risks of the Environment Agency not funding the works in their entirety. Should less funding be secured than required a reduced standard of protection to the community at Eastoke would have to be considered.

6.3 Monitoring Officer Comments

The Council is under a common law duty to regularly review and update plans and strategies of this nature and the timing of review in this case supports the making of an application for funding to assist in the delivery of the proposed Plan. Funding is not confirmed, and delivery Plans do not commit the Council to work until the funding application has been formally determined and an allocation of funding made.

6.4 Legal Implications

These works are currently undertaken under s.1 of the Localism Act 2011 (power of general competence), which enables a Local Authority to do anything that individuals generally may do, whether for a commercial purpose or otherwise (with or without charge) for the benefit of its area.

The Council has permissive powers to undertake sea defence and coastal erosion works under the Land Drainage Act 1991, Coast Protection Act 1949, and Water Resources Act 1991, and act in the public interest doing so only when there is:

- A clear economic benefit
- An appropriate engineering solution which can be achieved
- No contravention of environmental legislation

6.5 Equality and Diversity

Any works undertaken will be assessed in accordance with the pervasive duties under the Equalities Act 2010, and the Human Rights Act 1998, in particular with relation to Article 1; First protocol relation to the right to peaceful enjoyment of property.

6.6 Human Resources

n/a

6.7 Information Governance

Any data collected as part of the project will be held in line with Havant Borough Council's retention and data protection policies. Contractors will be made aware of the policies, with an additional clause added to all Contracts with relation to data protection. Any project specific data will be deleted at the end of each contract period.

6.8 Climate and Environment

Planning permission for the South Hayling Beach Management Plan was granted in perpetuity in 2017 by Havant Borough Council (ref: APP/17/00342). At the same time, a Marine Management Organisation (MMO) licence was granted for a 10 year period, ending in 2027 (ref: L/2017/00240/1). Funding has been built into the new Beach Management Plan to allow for application and consultation for a further 10 year licence. A licence from Chichester Harbour Conservancy is also in place. This will be renewed in January 2024 under the existing Beach Management Plan and will last for a period of five years.

Over the current BMP period we have worked with internal teams and our Contractors to identify savings with relation to carbon emissions, alongside reducing the overall impact of the works on the environment. Prior to each beach management campaign we ensure there is no negative impact to the existing environment through undertaking vegetated shingle surveys and bird surveys and ensuring avoidance of all protected habitats. We also monitor the growth of vegetated shingle throughout the whole BMP period, which is reported annually to Natural England, the MMO and other key stakeholders.

Our Contractors now use biodiesel in their machinery when working on site, and there is the option moving forward to trial HVO (hydrotreated vegetable oil) to reduce carbon emissions from all machinery further.

7.0 Risks

- 7.1 Since the last BMP funding application there have been significant changes in guidance and funding approaches within the sector.

The application to the Environment Agency has been made to request FCERM GiA funding for the project. Although current economics show that the project should be eligible for full funding through the Environment Agency, there is a remaining risk that this is not the case, and a shortfall may be identified. Should the funding gap remain once the project is approved, the potential requirement has been reported and noted by the HBC Infrastructure Delivery Board and has formed a capital bid this year.

Should a new BMP not be approved, up to 751 residential properties and 27 commercial properties at Eastoke may be left exposed to increased coastal flood and erosion risk.

Should less funding be secured than required a reduced standard of protection to the community at Eastoke would have to be considered and emergency plans reviewed and revised.

- 7.2 Coastal Partners have identified the resource needs for the project on their Business Plan/Action Plan. Allocation of Coastal Partners Research Team to lead the production and application of the BMP to the Environment Agency. Once approved the Engineering Team will

lead the construction on site, with input from the Environment Team as licences and consents are required. Estimated staff costs are included within the FCERM GiA application to the Environment Agency.

- 7.3 The works proposed as part of the BMP are a continuation of existing practices and therefore the risks are well known and documented. These risks have been compiled into a Risk Register for the project. Measures have been put in place to manage and mitigate these. The works will also be undertaken under existing licences and consents, which contain methodologies for mitigating any additional risks. All works on the beach will comply with the latest CDM Health and Safety regulations, which will address any potential health and safety implications for the general public, as well as those directly involved with the works.

8.0 Consultation

Key statutory consultees have been continually consulted throughout the life of the current BMP and will continue to be so going forwards as the new BMP becomes active. These include the Environment Agency, Natural England, Marine Management Organisation, Havant Borough Council (as landowners) and Chichester Harbour Conservancy, alongside other private landowners. Meetings are currently planned with the local community, and additional information will be uploaded to the website and shared with the community as the project progresses. The BMP Communications Plan identifies consultation carried out and proposed future consultation as part of the project.

9.0 Communications

A communications plan, including strategies for managing communications and public relations, has been produced as part of the Beach Management Plan. This will remain a live document that will be maintained over the life of the BMP. A webpage is also under production which will contain an overview of the new BMP along with the most Frequently Asked Questions with regards to the development and implementation of the scheme.

Agreed and signed off by:		Date:
Cabinet Lead:	Councillor Liz Fairhurst	26/11/2023
Executive Head:	Lyall Cairns	22/11/2023
Monitoring Officer:	Jo McIntosh	12/12/2023
Section151 Officer:	Steven Pink	11/12/2023