



**DOCKYARD PORT OF PORTSMOUTH**

**DOCKYARD PORT OF PORTSMOUTH MARINE SAFETY PLAN**

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## GLOSSARY

SEMS	Safety and Environmental Management System
ALARP	As Low As Reasonably Practicable
CHA	Competent Harbour Authority
DP	Designated Person
DPMSP	Dockyard Port Marine Safety Policy
DPF	Dockyard Port Forum
DPPO	Dockyard Port of Portsmouth Order 2005
DPoP	Dockyard Port of Portsmouth
DPRA	Dockyard Port Regulation Act 1865
DPAB	Dockyard Ports Advisory Board
DPB	Dockyard Ports Board
GD	General Direction
HAZID	Hazard Identification
IALA	International Association of Lighthouse Authorities
LNTM	Local Notice to Mariners
MAIB	Marine Accident Investigation Branch
MarNIS	Marine Navigation Information System
MCA	Maritime and Coastguard Agency
MOD	Ministry of Defence
NBC	Naval Base Commander
NAVWARN	Navigation Warnings
PWC	Personal Water Craft (Jetski)
PMSC	Port Marine Safety Code
PSO	Port Safety Officer
PSOA	Port Safety Officer Assistant
QEC	Queen Elizabeth Class (Aircraft Carriers)
QHM	Queen's Harbour Master
RIB	Rigid Inflatable Boat
RN	Royal Navy
SoS	Secretary of State
SNPCC	Solent Navigation and Pilotage Coordination Committee
SHA	Statutory Harbour Authority
VTMS	Vessel Traffic Management System
VTS	Vessel Traffic Service

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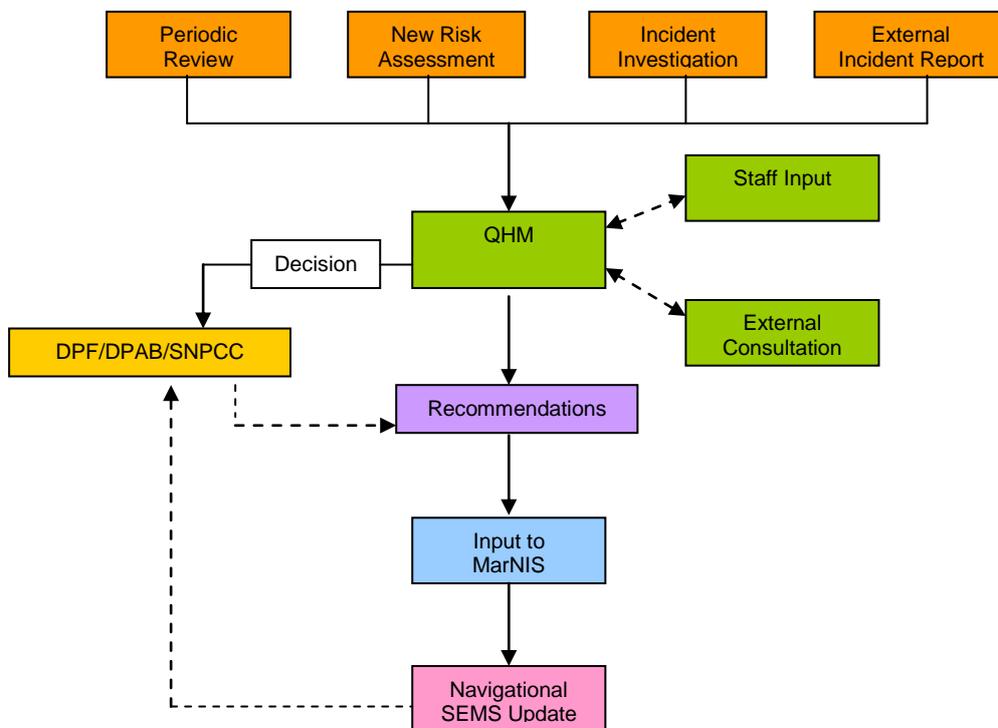
## 1. INTRODUCTION

The Queen’s Harbour Master Portsmouth’s (QHM) primary responsibility is to serve the defence interests of the UK and in discharging these duties, to facilitate the safety of navigation for all water users within the limits of the Dockyard Port of Portsmouth (DPoP). These responsibilities overlap with those of the Portsmouth International Port, which holds both Competent Harbour Authority (CHA) and Statutory Harbour Authority (SHA) responsibilities for various areas within the Dockyard Port limits and ABP Southampton who have overlapping CHA responsibilities and Vessel Traffic Service (VTS) responsibilities via a local memorandum of understanding.

At the heart of QHM’s responsibilities is adherence to Director Naval Support’s Dockyard Port Marine Safety Policy and through it, the Port Marine Safety Code (PMSC). In support of these, QHM Portsmouth’s Navigational Safety Policy sets out the overarching principles by which this is achieved and the Safety and Environmental Management System sets out the detail. This Dockyard Port of Portsmouth Marine Safety Plan is designed not to repeat the procedures set out in the above documents, but instead to set out how their key tenets will be further developed over the next three years – the period 2018 to 2021, in consultation with port users and stakeholders.

## 2. SAFETY AND ENVIRONMENTAL MANAGEMENT SYSTEM

The process used to implement, modify or develop the SEMS is shown in **Figure 1** below.



**Fig 1 - SEMS Development Process**

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At the time of publication of this plan, the DPoP Safety Management System is at version 6 and has evolved into the Safety and Environmental Management System (SEMS). Version 6 involved a complete revision of the previous version and is based on widespread consultation with port stakeholders at a HAZID event held in Autumn 2016 that enabled QHM staff to revise and refresh the port's suite of Risk Assessments and in turn, to review the underpinning processes and procedures involved in operating the port; these procedures make up the supporting documentation and annexes to the SEMS. With the newly revised SEMs now in place, a continual process of refinement and checking will occur including an annual SEMS Management Review and further annexes will be added as required.

As part of the SEMS, QHM Portsmouth has revised this plan (previously known as the Harbour Safety Plan) of which the strategic objectives are to:

- Identify Risks and Hazards within the port and reduce risk to a level that is “as low as is reasonably practicable” (ALARP) or eliminate it;
- Ensure conformance with the navigational safety and marine policies, associated operating controls, applicable port and marine legislation and the spirit of non-statutory obligations;
- Conduct a rolling review of QHM's powers and legislation, ensuring its relevance and effectiveness in achieving navigational safety and the operational requirements of the port;
- Periodically review data gathered from audits, inspections, incidents and any concerns raised to evaluate and determine where improvements and changes need to be made;
- Maintain employee competence training and SEMS awareness programmes;
- Facilitate port user involvement in the maintenance of the SEMS and the overall improvement in the provision of navigational safety;
- Communicate QHM's ongoing efforts and challenges regarding navigational safety to all stakeholders and seek their assistance with implementing policies and procedures where appropriate;
- Ensure the ongoing development and compliance of equipment and infrastructure used in the provision of navigational safety;
- Review the effectiveness of and continually improve the SEMS.

This plan and its strategic objectives will be reviewed in consultation with port stakeholders through the Dockyard Port Forum (DPF) and members of the Dockyard Port Advisory Board (DPAB), at least three yearly.

### **3. RISK MANAGEMENT**

A risk management approach for the identification, assessment and control of risks within the port is laid down in the SEMS. This approach is consistent with the DPMSP and the PMSC with the underlying principle being to reduce significant risk associated hazards over which the QHM and other regulatory stakeholders have control to a level that is ALARP. This risk assessment process enables port staff to ensure that risk control strategies remain

effective and that new measures are implemented where identified as necessary or beneficial. Following the HAZID event in Autumn 2016, all risks were re-categorised under hazard titles using QHM's MarNIS risk management database. With a suite of approximately 55 risk assessments, they are reviewed at least annually on a rolling basis, although risk assessment reviews may be brought forward in response to incidents or external reports such as from the Marine Accident Investigation Branch (MAIB) and stakeholders may be invited to take part in these risk assessment reviews as appropriate. In addition to existing risk assessments, where new or novel processes are introduced to the port it is QHM policy to conduct further HAZID to identify where new risk assessments may be required or which existing risk assessments require reviewing in order to ensure they contain suitable control measures for the activity in question. It is planned to hold a further overarching HAZID event with port stakeholders in the final quarter of 2019.

In some instances, commercial companies or organisations may be the most appropriate authority to lead on marine risk assessments for an activity that they conduct within the boundaries of the DPoP; this is particularly the case when they directly manage the control measures in place or have responsibility for dealing with the outcomes of an incident associated with their activity. QHM strives to collate all relevant risk assessments for these activities and will continue to canvas companies and organisations through the twice yearly Dockyard Port Forum (DPF) and by direct invitation to submit their risk assessments so that QHM can be assured that suitable measures are in place and understand the hazards that may come out of them that require further assessment by QHM staff.

Event organisers for regular and one-off leisure events are also required to submit risk assessments to the Port Safety Officer (PSO) for oversight purposes and so that an event calendar can be maintained in order to monitor conflicting and concurrent levels of activity, and to ensure suitable risk control measures such as local notices are published where appropriate. With 177 notified organised events having taken place over 2016 and 208 during 2017, it is still believed that a number of events go un-notified to QHM. QHM's newly established Port Safety Officer Assistant (PSOA) has been employed to engage with the marine leisure community and through liaison with local clubs, marinas and event organisers will be striving to improve the notification of events to QHM and to ensure that organisers are assisted in the production of high quality event risk assessments; these can be produced using the QHM Risk Assessment Template<sup>1</sup> available on the website.

#### **4. CONFORMANCE WITH AND REVIEW OF POLICY, LEGISLATION AND GUIDANCE.**

In accordance with the requirements of the PMSC, QHM Portsmouth strives to ensure compliance with navigational safety and marine policies, associated operating controls, applicable port and marine legislation and non-statutory obligations.

A key area for legislative review over the period of this plan is a revision of the Rules and Regulations contained in Statutory Instrument 2005 No 1470 (Dockyard Port of Portsmouth Order 2005 (DPPO)). As the core legislative document affecting safety and port efficiency, amendment is needed in order to: reflect changes in operating procedures, infrastructure

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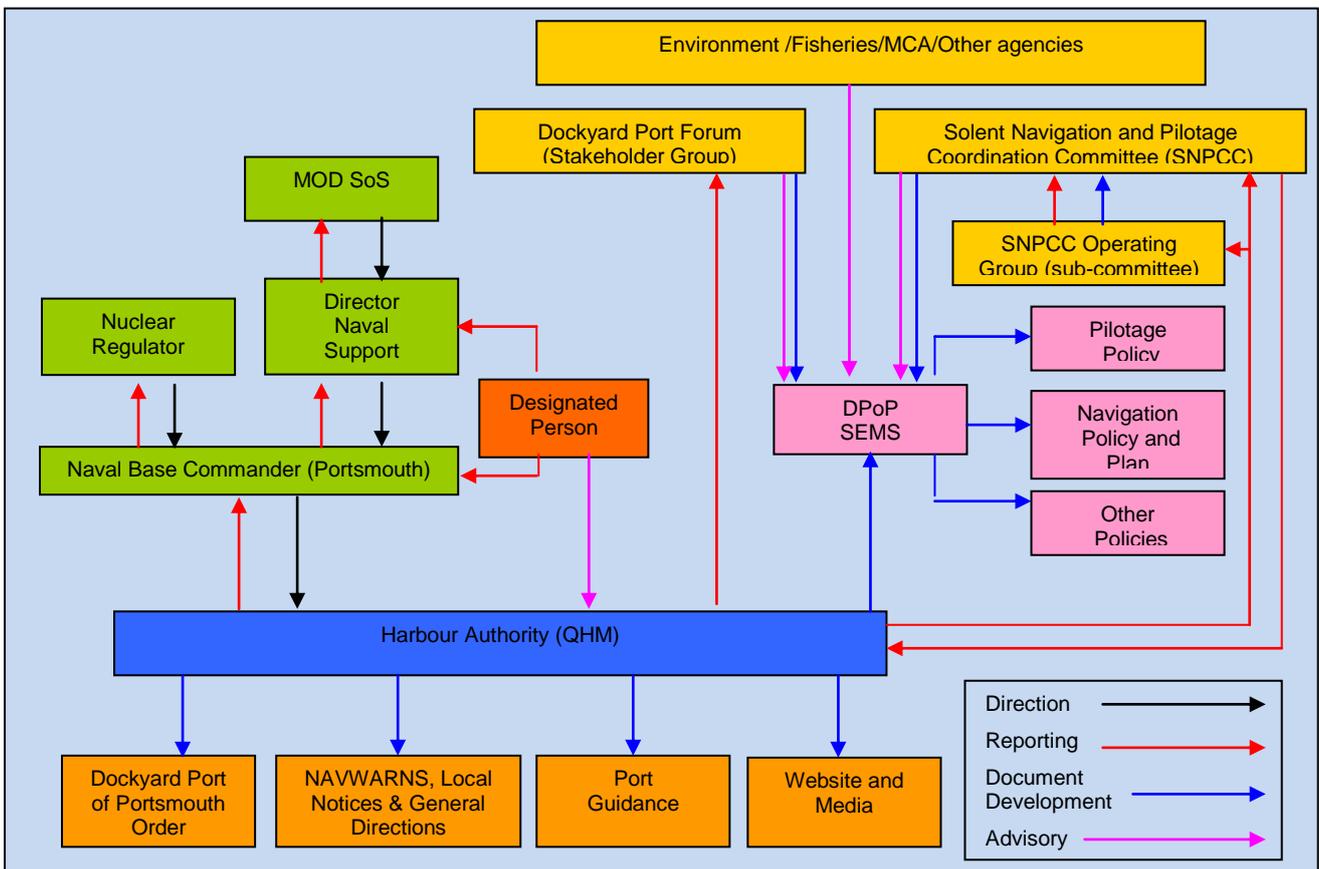
<sup>1</sup> [www.royalnavy.mod.uk/qhm/portsmouth/leisure](http://www.royalnavy.mod.uk/qhm/portsmouth/leisure).

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and security procedures, predominantly in support of the new Queen Elizabeth Class aircraft carriers (QEC); clarify ambiguities that exist within the current Port Order that could compromise safety; introduce a new man-of-war anchorage reserved for QEC; consider rationalisation of port limits to best match appropriate and available resources against the requirements of Defence . Measures under consideration will be widely consulted with adjacent harbour and local authorities, and port users to ensure the safety implications of any changes are ALARP.

More widely, the DPMSP requires that QHM liaises with and involves local practitioners, port users and other interested parties in the management of marine operations and navigational safety in the port. As such, an organisational structure has been developed in Portsmouth and the Solent that includes but is not limited to a number of routes for consultation, legislation, reporting and guidance.

The Organisational structure for the development and oversight of safety policy and regulation for the DPoP is shown in **Figure 2**.



**Fig 2 - Oversight of Safety Policy and Regulation**

## 5. PERIODIC REVIEW OF DATA

QHM periodically reviews data gathered from a wide range of sources including audits, inspections, incidents, near miss reports and concerns/observations raised to monitor performance and identify any trends or developing risks that may require a review of the related risk assessments and/or control measures to be implemented. These processes

are detailed in the procedural annexes to the SEMS and pertinent information is published in QHM's Annual PMSC Report published on the QHM website.

One of the metrics used to contrast and compare with industry standards, is a ratio based on numbers of navigational incidents per 1000 moves. The challenge with using this metric is ensuring accuracy of reporting (both levels and quality) across such a diverse and geographically wide area as the DPoP, and understanding relative levels of activity at any given time. This requires a degree of judgement and the Port Safety team have been working to ensure that reports are assessed and either included in the MarNIS database for investigation and/or statistical information, or if scant and deemed insufficient for warranting inclusion in MarNIS, are recorded within a Complaints and Reports database. Quality statistics could be further aided by improved levels of reporting, particularly from the leisure sector, and also a greater understanding across all stakeholders of the importance of near miss reporting which is a vital tool in understanding trend development and risk. Through liaison with the Dockyard Port Forum and the public, the Port Safety team will be working over the period of this plan to continue to develop the culture of reporting incidents and near misses.

## **6. EMPLOYEE COMPETENCE TRAINING, NAVIGATIONAL & SEMS AWARENESS**

QHM will regularly conduct employee competence training and SEMS awareness programmes to keep staff properly trained. In particular for marine staff, QHM will continue to:

- Identify operational and safety training needs;
- Work to the MOD Maritime Skills Framework of competency levels required for key tasks;
- Plan how training requirements are to be met and when; and,
- Establish a process to appraise the effectiveness of training.

With a number of tenets of the SEMS now revised as well as a wide-ranging legislative review, QHM will ensure provision of briefs and workshops for staff to ensure appraisal of:

- An overview of all relevant legislation, SEMS, General Directions and QHM Standing Orders;
- A review of the Navigational Safety Policy;
- An outline of Management and Operating procedures, and their provisions;
- The principles of individual accountability and responsibilities;
- An outline of response to emergencies and contingencies; and,
- Health and safety.

## **7. PORT USER INVOLVEMENT**

QHM facilitates port user involvement in the maintenance of the SEMS and the overall improvement in the provision of navigational safety via the Dockyard Port Forum (DPF) which openly invites participation from across the marine commercial and leisure community within and around the DPoP. Additionally, stakeholders from all sectors are invited to attend risk assessment reviews where appropriate.

In the last two years, a high degree of consultation and coordination has been required with adjacent and overlapping CHAs while Portsmouth has undergone a major capital dredge and infrastructure project to prepare for HMS QUEEN ELIZABETH's arrival in the Naval Base. Following considerable change to the shape of Portsmouth's navigable channels, aids to navigation characteristics, and traffic management measures, this consultation will continue in order to assure the ongoing effectiveness of the changes and safety implications.

Over the coming period, the forthcoming review of the Dockyard Port of Portsmouth Order (see section 5) will require a variety of public consultations as well as rigorous risk assessment for which port user involvement will be sought.

## **8. COMMUNICATION OF NAVIGATIONAL SAFETY TO ALL STAKEHOLDERS**

QHM routinely publishes General Directions (GDs), Local Notices to Mariners (LNTMs) and Navigation Warnings (NAVWARNs) on the website and these are distributed to a mailing list signed up to by a wide range of stakeholders and port users. Most of the content on the website is dedicated to navigational safety information and in 2016, it was visited over 800,000 times. With this level of coverage it is an ideal medium through which to communicate navigational safety information to stakeholders and as such, through the period of this plan, QHM staff will be working to routinely revise the content of the website, to improve on population of the news area and to include more links to other sources of navigational safety information including relevant M Notices published by the MCA; where information particularly pertinent to local mariners is published by the MCA, QHM may choose to highlight it in a LNTM.

The DPF is well attended by a wide variety of stakeholders including harbour authorities, commercial operators, marinas and clubs and has been used as a means to disseminate information to their customers and members. With the new post of PSOA established with a remit to engage with the small boat community, QHM staff will be increasing the number of talks conducted to organisations around the Dockyard Port. Following the infrastructure change previously described, the short-term priority has a particular focus on proper adoption of the traffic measures in place in the harbour entrance and approach channel where some of the greatest risk to navigational safety exists.

The QHM Volunteer Harbour Patrol operates in Portsmouth Harbour entrance to advise and assist vessels less than 20 metres operating in the small boat channel. Additionally in 2017, QHM acquired a RIB and increased the frequency of safety and enforcement patrols. A key tenet of QHM's enforcement policy is education and over the coming seasons, the PSOA will be developing a regular patrol routine with assisting and educating water users being the main effort, as well as evidence gathering for investigation and prosecution purposes where more stringent controls are needed in order to manage safety on the water.

The current licensing regime for Personal Watercraft<sup>2</sup> will remain in place for the time being as a key means for monitoring identities of local operators and allowing QHM to disseminate relevant rules and regulations. The process will, however, be reviewed,

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<sup>2</sup> <https://www.royalnavy.mod.uk/qhm/portsmouth/leisure/personal-watercraft>

including consideration of a licence renewal policy in order to keep an up to date list of details and email addresses through which to disseminate important safety information and bulletins.

The yachting and boating media paid a keen interest in Portsmouth Harbour during the capital works to prepare for QEC and were a useful means of disseminating safety information. QHM aims to maintain engagement with these media channels in order to reinforce safety measures and changes as they arise.

## **9. EQUIPMENT AND INFRASTRUCTURE**

In order to maintain compliance with IALA requirements for VTS providers, QHM Portsmouth has updated its Vessel Traffic Management System (VTMS) to a new system, but throughout 2017 was operating from a temporary location while construction works took place on the Harbour Control office. At the same time, VTS Southampton has updated their system, and this, together with the QHM system, is designed to have shared feeds from some of the radar heads in the Solent. A medium term goal for this period is to re-establish full capability back in the permanent Harbour Control location; to continue to share information effectively between VTS Southampton and QHM; and to establish a new radar head to give improved coverage of the central Solent in vicinity of the dedicated QEC anchorage.

The port will also be undertaking further infrastructure works to develop a second Aircraft Carrier berth and will be working with the Portsmouth International Port to ensure jetty works can take place safely while also providing safe passage for large vessels transiting the harbour.

## **10. EFFECTIVENESS OF AND CONTINUAL IMPROVEMENT OF THE SEMS**

In considering the safe operation and management of the harbour, QHM will monitor and review performance against key indicators as described in Section 5 as well as progress implementation of measures and areas for development set out in this plan. Progress will be reported annually at the Dockyard Port Forum and through the QHM's PMSC Annual Report which will be published on the QHM website<sup>3</sup>.

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<sup>3</sup> <https://www.royalnavy.mod.uk/qhm/portsmouth/sms>