



## Business Plan 2020/21

## Index

1. Executive Summary
  2. Introduction
  3. SWOT Analysis
  4. Compliance with the Ports Good Governance Guidance
  5. Strategic Objectives and Core Values
  6. Priorities, Outcomes and Actions
  7. Budget and Financial Planning
  8. Targets and Performance Indicators
  9. Business Plan Acceptance Statement
- Appendix 1 - Plan of Tor Bay Harbour

## 1. Executive Summary

Torbay Council, as the statutory Harbour Authority, manages Tor Bay harbour through its harbour committee, which is a committee of the full council. It oversees the strategic management of the harbour and ensures the safe and efficient operation of the harbour estate.

In particular it sets the harbour's budget, its fees and charges, and fulfils the *duty holder* role for the purposes of the Port Marine Safety Code. This is undertaken within the framework of council policy with special attention being given to the aspirations set out within the *Port Masterplan*.

There is a strong commitment to continually improve its services to its stakeholders, to develop its role in supporting the local economy and as a focus both for the local community and visitors to the Bay.

## 2. Introduction

In operational terms the harbour authority controls over 22 miles of coastline and 16 square miles of open sea. Appendix 1 show the limits of Tor Bay Harbour.

Bay-wide harbour controls permit the regulation of shipping, control over pollution risks, management of the harbour estate and zoning of small craft activity. Marine operations regularly dovetail effortlessly with beach, coast and environmental issues, often with a common aim.

Torbay, as a single harbour entity which encapsulates its 3 enclosed ports, is well suited to best serve the needs of all the relevant stakeholders.

**Vision** - *'To ensure safe and efficient harbour operations within an improving commercial and natural environment'*.

***"Better Services – Safer Harbour – Enhanced Environment"***

**Mission Statement** – *'to provide high quality facilities and services that improve the physical safety and natural environment of Tor Bay Harbour'*.

To deliver this vision, the harbour authority continuously challenges the way it delivers its services to ensure that the most cost effective and efficient approach is adopted. Wherever possible the harbour authority works with the private sector, external agencies and other organisations to deliver coherent high quality services. A well-trained, motivated and well-equipped harbour and beaches team is central to the delivery of these objectives.

Facilities within the harbour are provided for residents, tourists, day visitors, clubs, organisations and businesses throughout Torbay. The extent to which individual facilities serve different user groups and individuals is dependent upon the facility type and operation. The service is responsive to the unique make up of Torbay's resident and visiting population.

Our main customers and stakeholders include:

- Resident and visiting commercial fishing vessels and their crews;

- Brixham Trawler Agents, fish merchants & fish processors;
- Visiting commercial vessels;
- Owners and users of private pleasure and recreational vessels;
- Owners, skippers and crew of certified passenger carrying pleasure craft, including chartered angling vessels, dive boats, heritage boats, etc;
- Residents, tourists and visitors;
- Commercial marina operators;
- Emergency services including the Royal National Lifeboat Institution (RNLI);
- Regulatory bodies such as:
  - Marine Management Organisation (MMO);
  - Devon & Severn Inshore Fisheries & Conservation Authority (IFCA);
  - Maritime & Coastguard Agency (MCA);
  - UK Hydrographic Office (UKHO);
- Organisations involved in waterborne sports and activities (e.g. Yacht and sailing clubs, training organisations, Scouts, Sea Cadets, divers, rowing clubs, youth groups etc);
- Marine & Towage Services Group (contracted pilotage service provider);
- Businesses and charitable organisations, including various individuals and groups providing entertainment and events on the harbour estate;

### 3. SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Harbour is a recognised port of refuge and provides shelter from prevailing conditions, with good anchorages for ships</li> <li>4<sup>th</sup> largest fishing port in UK with excellent reputation for quality</li> <li>The harbour is a developing cruise vessel destination</li> <li>Outstanding natural environment with variety of designations eg UNESCO geo-park</li> <li>A vibrant and commercially viable harbour estate abutting the waterfront</li> <li>A single governance regime encompassing the 3 enclosed harbours and the Bay</li> <li>Comprehensive provision of leisure and recreational boating facilities, including a number of active yacht clubs</li> <li>Financial self-sufficiency of harbour</li> </ul>	<ul style="list-style-type: none"> <li>Lean harbour staffing levels limit services offered (eg patrol boat)</li> <li>Lack of waterfront space hampering further harbour business growth, particularly commercial fishing industry</li> <li>Aging critical infrastructure eg piers, quays, mooring ground chains, slipways etc</li> <li>Harbour infrastructure is vulnerable to effects of climate change</li> <li>Infrastructure &amp; water depth are insufficient to accept cargo/ cruise vessels alongside</li> <li>Lack of vessel repair and lift-out facilities</li> <li>Road network congestion in high season</li> <li>No rail connections to the enclosed ports</li> <li>Paucity of car parking</li> <li>Shortage of maritime skills</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Future UK-EU trade deal may provide opportunities eg additional landing quota/TAC and greater numbers of MFV fish landings</li> <li>Rising political interest in the fishing industry</li> <li>The Bay has potential to be an aquaculture 'centre of excellence'</li> <li>Growth in the cruising and 'green' tourism sectors</li> <li>Feasibility study into installation of a floating breakwater in Brixham</li> <li>Potential for multi-storey parking in Brixham</li> <li>Links to regional Higher and Further Education establishments</li> <li>External development funding opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Increasing size of financial contribution to council's General Fund effectively prohibits harbour authority ability to fund harbour development projects</li> <li>Climate change and coastal erosion</li> <li>Unknown consequences of Brexit on fishing and tourism industries</li> <li>Increasingly onerous legislative and regulatory environment could stifle development</li> <li>Competition from other harbours/ fishing ports/ cruise destinations</li> <li>Change in fishing patterns</li> <li>Unpredictability of fish toll income post BREXIT implementation period</li> </ul>

Note: unusually, BREXIT appears as an opportunity and a threat because there is presently insufficient detail to identify the risks and opportunities that the future UK-EU trade deal (or lack of) may occasion.

### 4. Compliance with the Ports Good Governance Guidance

The Ports Good Governance Guidance (DfT, 2018) applies to all statutory harbour authorities in England. While not legally binding, DfT expects harbour authorities to implement its principles, *inter alia*:

- the need for port businesses to be headed by an effective board which is collectively responsible for long-term success of the business;
- effective stakeholder engagement to improve understanding of the harbour;
- operating in an open, transparent and accountable way, making a range of information available to stakeholders about their organisation and activities;
- ensuring marine safety;
- environmental conservancy

The harbour authority complies with these principles through its harbour committee, which manages and governs the harbour and its enclosed ports within the limits articulated in the council's policy framework, including the setting of the harbour's budget, fees and charges, and capital expenditure.

The relationship between the council (the owning authority) and the harbour committee (the managing body) is detailed in published terms of reference and the Council's constitution. In effect, the Tor Bay Harbour Authority is an internally commissioned service.

The harbour committee is also the Port Marine Safety Code '*duty holder*'.

Two stakeholder fora (the Brixham harbour liaison forum, and the Torquay/Paignton harbour liaison forum) give advice on operational matters and provide a conduit on such matters to the harbour committee. Both meet prior to each committee meeting where their meeting minutes are discussed.

The government may provide further policy advice to municipal ports in future years but for now Torbay Council has created an accountable, expert and responsive form of governance and the harbour management has an appropriate level of independence and flexibility.

## **5. Strategic Objectives and Core Values**

### **Tor Bay Harbour Strategic Objectives**

To maintain, protect and enhance the harbour whilst at the same time deriving the full range of sustainable environmental, economic and social benefits outlined in the Tor Bay Harbour Port Masterplan.

### **Harbour Authority Priorities**

1. Maintain safety
2. Improve harbour infrastructure
3. Improve customer experience
4. Stewardship of the harbour's built and natural environment
5. Engage with the community and harbour users
6. Encourage local prosperity

### **Links to Corporate and priorities**

This plan contributes directly and indirectly to the targeted actions set out in the Council's *Partnership Memorandum*:

- **Thriving people and communities**
- **A thriving economy**
- **A climate fit for the future**

## 6. Priorities, Outcomes and Actions

### Council Ambitions – Thriving people and communities

<b>Priority 1: Maintain Safety</b>		
<b>Outcomes sought:</b>		
<ul style="list-style-type: none"> <li>• Fulfil the council’s statutory obligations as a Competent Harbour Authority</li> <li>• Manage safety of navigation, and overall harbour safety, through the enforcement of applicable byelaws and appropriate legislation</li> <li>• Comply with the Port Marine Safety Code through the use of a robust Marine Safety Management System</li> </ul>		
<b>ACTIONS</b>	<b>Timescale</b>	<b>Who</b>
Pass annual audit / inspection from Trinity House and file quarterly reports	Quarterly	Harbour Master
Review and exercise the Tor Bay Harbour Emergency Response Plan	April	Harbour Master
Issue local Notices to Mariners and enforce Harbour Byelaws	As required	DHM
Manage a seasonal beach / harbour response craft	May to September	DHM Torquay
Operate the Safety Management System Improvement Plan	November	All
Audit the Safety Management System and agree an Improvement Plan	December	Harbour Master

<b>Priority 2: Improve Harbour Infrastructure</b>		
<b>Outcomes sought:</b>		
<ul style="list-style-type: none"> <li>• Investment to fund infrastructure improvement projects</li> <li>• Limit or reverse consequences of infrastructure aging</li> </ul>		
<b>ACTIONS</b>	<b>Timescale</b>	<b>Who</b>
Develop robust business case for Brixham fish market expansion and northern arm breakwater and seek central government support if possible	March-May	Harbour Master, Business Manager
Undertake limited dredging campaign on approaches to Brixham MFV basin	May-July	Harbour Master
Improve fendering on MFV berths	September	AHM Brixham
Engage with TDA and EA to secure funding guarantees for pier and quay wall repairs	Ongoing	Harbour Committee, Harbour Master

### Priority 3: Improve Customer Experience

#### Outcomes sought:

- Maintain and improve the quality of service that we provide to our customers
- Tailored services that meet the changing needs of our customers
- Marine and harbour facilities made available to as many users as possible
- Delivery of a professional and caring service, that is fit for purpose
- Courteous and fair treatment of our customers
- Undertake our duties in a fair and equitable manner
- Ensure equality and diversity in service delivery together with equality of opportunity

ACTIONS	Timescale	Who
Continue benchmarking via the British Ports Association, UK Harbour Masters Association, RYA, BMF & SW Regional Ports Association	Ongoing	Harbour Master
Review the Tor Bay Harbour Operational Moorings Policy	March	Business Manager
Monitor and support staff through induction and appraisal reviews (RADARs)	March/April	All Managers
Complete Equality Impact Assessments	November	HM Paignton
Implement Equality Impact Assessment Improvement Plans	November	All Managers

### Priority 4: Stewardship of the Harbour's Built And Natural Environment

#### Outcomes sought:

- A sustainable approach to harbour management in recognition of climate change
- Increase public awareness of the maritime environment as a valuable environmental, economic and social asset
- Minimal environmental impact of harbour activities
- Improving quality of life by creating a clean and attractive environment that is valued by residents and visitors

ACTIONS	Timescale	Who
Work with partners to help deliver the English Riviera Destination Management Plan	2017 ~ 2021	Harbour Committee, all Managers
In partnership with S&D IFCA, develop a Tor Bay aquaculture strategy	May-Jun	Harbour Master
Seek external funding for climate change counter-measures eg sea/flood defences	Ongoing	Harbour Committee,



### Priority 5: Engage With the Community and Harbour Users

**Outcomes sought:**

- To consult with all relevant user groups and stakeholders
- To provide an open, accountable and transparent management of Tor Bay Harbour
- A higher percentage of people who feel they can influence harbour management decisions
- Influence, respond and contribute to the economic, voluntary, community, cultural and environmental agendas

ACTIONS	Timescale	Who
Support and engage with the local Coastal Partnerships	Ongoing	Harbour Master, DHMs
Hold quarterly meetings with harbour users & stakeholders (Liaison Forums)	Quarterly	Harbour Master

### Priority No. 6: Encourage Local Prosperity

**Outcomes sought:**

- Capitalise on Torbay's maritime setting
- Support for the local economy and economic growth
- Regeneration of the enclosed harbours of Brixham, Paignton and Torquay
- Enable a strong and sustainable Fishing Industry

ACTIONS	Timescale	Who
Contribute to tourism by working to support event organisers	Ongoing	All Harbour Staff
Work collaboratively with the English Riviera BID Company, especially in respect of marketing and promoting Tor Bay Harbour	Ongoing	Harbour Masters & ERBC
Engage with TDA, the LEP the Mayor and the Council to maximise the potential benefits of marine/waterfront projects	Ongoing	Executive Head & Harbour Committee
Identify potential grant funding opportunities, including any new European funding programmes and Environment Agency flood defence options	Ongoing	Harbour Master & TDA
Work with the Economic Development Company (TDA) and the Local Enterprise Partnership (LEP) to help deliver the Marine Economy Action Plan, including projects like the Fish Processing Park and marine related development at Oxen Cove	Ongoing	Executive Head & Harbour Committee
Contribute to tourism by providing visitor mooring facilities	May ~ Oct	Harbour Masters

## 7. Budget and Financial Planning

Expenditure	2019/20	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
	Base Budget £ ,000	Projected Outturn £ ,000	Provisional Budget £ ,000	Provisional Budget £ ,000	Provisional Budget £ ,000	Provisional Budget £ ,000	Provisional Budget £ ,000
Harbour Employee Costs	630	601	651	668	685	703	721
Operations and Maintenance :-							
Repairs and Maintenance	319	453	322	343	290	290	290
Rent Concessions	11	14	14	14	14	14	14
Other Operating Costs	585	784	689	703	713	723	737
Management and Administration :-							
Internal Support Services	175	181	185	188	192	196	200
External Support Services	47	47	48	49	50	51	52
Other Administration Costs	95	87	85	87	88	89	90
Capital Charges	498	498	536	536	536	536	536
Contribution to General Fund - EHO	25	25	25	25	25	25	25
Contbn to General Fund (Asset Rental)	802	802	802	802	802	802	802
	<b>3,187</b>	<b>3,492</b>	<b>3,356</b>	<b>3,415</b>	<b>3,395</b>	<b>3,429</b>	<b>3,467</b>
<b>Income</b>							
Rents and Rights :-							
Property and Other Rents/Rights	549	566	607	607	607	607	603
Marina Rental	442	463	463	472	482	491	501
Operating Income :-							
Harbour Dues	151	149	154	157	160	163	167
Visitor and Slipway	64	64	65	66	67	68	69
Mooring fees	203	218	207	211	215	219	223
Pontoon Berths	588	588	599	611	623	636	649
Fish Tolls	978	925	925	925	925	925	925
Recharged Services	103	111	136	139	141	144	147
Boat and Trailer parking	44	44	45	46	47	48	49
Harbour Facilities charges	41	36	37	37	38	39	40
Licences & Contractor passes	28	28	29	29	30	30	31
Reserved Car Parking	37	37	38	38	39	40	41
Miscellaneous & Administration charges	27	29	30	30	31	31	32
Contributions from Reserve		205					
	<b>3,254</b>	<b>3,463</b>	<b>3,334</b>	<b>3,370</b>	<b>3,406</b>	<b>3,443</b>	<b>3,476</b>
<b>Operating Surplus /(Deficit)</b>	<b>67</b>	<b>(29)</b>	<b>(22)</b>	<b>(45)</b>	<b>11</b>	<b>14</b>	<b>9</b>
Gain share contribution to General Fund	(42)	0	0	0	(11)	(14)	(9)
Gain share contribution to Harbour Reserve	(25)	0	0	0	0	0	0
<b>Net (Deficit)</b>	<b>0</b>	<b>(29)</b>	<b>(22)</b>	<b>(45)</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>RESERVE FUND</b>							
Estimated Opening Balance as at 1st April		741	229	62	23	28	33
Interest Receivable		7	6	6	5	5	5
Net Surplus / (Deficit) from Revenue Account		(29)	(22)	(45)	0	0	0
Withdrawals - Harbour Schemes		(490)	(150)	0	0	0	0
Expected Closing Balance as at 31st March		<b>229</b>	<b>62</b>	<b>23</b>	<b>28</b>	<b>33</b>	<b>38</b>

### Contribution to the General Fund and Reserves

The size of the contribution to the Council's General fund via an asset rental has been stabilized at £802,000 pa (23% of turn-over) following an agreement in 2018 that the council and harbour authority would employ a 'gain share' arrangements of any trading surplus over this figure instead of continually raising the size of the contribution which placed too great a financial risk to the harbour authority's ability to remain financially self-sustaining should revenues not meet budgeted incomes.

The harbour reserve, which stood at £741,000 on 1<sup>st</sup> April 2019 has been reduced to £229,000 to fund a number of investment and schemes which have included:

Harbour Light (Paignton) redevelopment:	£27,000
Installation of water meters (Brixham):	£110,000
Study into northern breakwater feasibility:	£40,000
Remedial infrastructure repairs:	£165,000
Replacement CCTV system (Brixham)	£75,000
Replacement forklift truck (Brixham)	£33,000

In 2020/21 the reserve will again be used to fund a limited dredging campaign (£150,000).

Note that the 2020/21 budget forecasts a £29,000 deficit but this is predicated on a conservative level of fish toll income; if these are exceeded then the overall budget is likely to return to a balanced position.

## 8. Targets and Performance Indicators

The following are a selection of targets and performances indicators that are tracked on the Council's corporate performance management system – SPAR.NET.

### Brixham Harbour Fish Tolls

Year	Target	Actual	Status
2017/18	£571,000	£1.05m	Well above target
2018/19	£960,000	£960,000	On target
2019/20	£925,000		On target

### Navigation Lights Availability

Year	Target	Actual	Status
2017/18	95%	98.4%	Well above target
2018/19	95%	97.87%	Above target
2019/20	95%	97%	Above target


### Harbour estate lettings occupancy

Year	Target	Actual	Status
2017/18	98%	100%	On target
2018/19	98%	98%	On target
2019/20	98%	98%	On target

**9. Business Plan Acceptance Statement**

**Business Plan Acceptance**

<b>Service Area - Tor Bay Harbour Authority</b>	<b>Business Plan 20/21</b>
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<b>Signed and accepted by Head of Tor Bay Harbour Authority &amp; Tor Bay Harbour Master</b>	<i>Print and Sign</i>  <b>Captain Adam Parnell</b>
<b>Date</b>	<b>March 2020</b>

<b>Signed and accepted by Harbour Committee Chairman</b>	<i>Print and sign</i> <b>Councillor Nicole Amil</b>
<b>Date</b>	<b>March 2020</b>

# APPENDIX 1

## Plan of Tor Bay Harbour

