



Business Plan 2019/20

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Tor Bay Harbour Authority - Business Plan 2019/20

1. Executive Summary

Torbay Council, as the statutory Harbour Authority, manages Tor Bay harbour through the Tor Bay Harbour Committee which consists of up to 9 Councillors and 5 external advisors who have been selected following a skills audit.

The Harbour Committee is a committee of the full council and oversees the harbour's strategic management of Tor Bay Harbour and ensures the safe and efficient operation of the harbour estate. In particular it sets the harbour's budget, determines the level of harbour charges and fulfils the Duty Holder role for the purposes of the Port Marine Safety Code. This management is undertaken within the framework of Council policy with special attention being given to the aspirations set out within the Tor Bay Harbour Port Masterplan.

There is a strong commitment by Torbay Council 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

Torbay Council's role as a strong maritime local authority is enhanced because the jurisdiction of the Harbour Authority mirrors the Council's land boundaries and it includes the Bay's entire coastline. Appendix 1 has a plan showing the limits of Tor Bay Harbour.

In operational terms it controls over 22 miles of coastline and 16 square miles of open sea. By taking a joined up and holistic approach to issues of water safety, sound marine environmental and safety management, tourism and the wider economy is essential, since many challenges have an impact both afloat and ashore, and overlap across the public, private and commercial sectors.

Bay-wide harbour controls have 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 one harbour 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 a high quality service that is committed to improve Tor Bay Harbour and provide a cleaner and safer environment'*.

To deliver its vision, the Tor Bay Harbour Authority continuously challenges the way harbour services are provided to ensure the most cost effective and efficient approach is adopted. The Harbour Authority continues to work with the private sector, external agencies and other organisations to deliver high quality services. To achieve this outcome the business unit will endeavour to ensure that all staff are well trained, dedicated and well-motivated.

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Harbour facilities 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:

- Commercial Fishermen, based locally as well as visitors from from other ports (UK and Europe);
- Brixham Trawler Agents, Fish Merchants & Fish Processors;
- Commercial vessels visiting Tor Bay, including the owners, skippers and crew;
- Owners and users of vessels for private pleasure and recreational purposes;
- Owners, skippers and crew of certified passenger carrying pleasure craft, including chartered angling vessels, dive boats, heritage boats, etc;
- Residents, tourists and visitors;
- Marina operators at Torquay and Brixham;
- Royal National Lifeboat Institution (RNLI);
- Marine Management Organisation (MMO);
- Devon & Severn Inshore Fisheries & Conservation Authority (IFCA);
- Maritime & Coastguard Agency (MCA);
- 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 (Torbay and Brixham Shipping Agents - contracted pilotage service provider);
- Charitable and religious organisations, including various individuals and groups providing entertainment and events within the Harbour Estate;
- Various businesses, organisations and individuals conducting their affairs on the Harbour Estate;
- Local Chambers of Commerce and the Torbay Business Forum.

Specific partnership understandings exist with the Maritime & Coastguard Agency (MCA), Marine & Towage Services Group, UK Hydrographic Office, Marina Developments Ltd, the Torbay Coast and Countryside Trust and other external agencies and Voluntary Sector groups.

A record of complaints and compliments, together with Users Surveys, all combine to give a good indication of which services are meeting the customers' expectations and those which might be seen as below the quality expected.

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3. SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> • Tor Bay Harbour is well protected with good anchorages for ships • Significant Harbour Estate that makes the harbour sustainable • English Riviera is a strong marketing and tourism brand • Unique character of the individual ports • Good provision of leisure and recreational boating facilities, including a number of active yacht clubs • 4th largest fishing port in UK with excellent reputation for quality • Tor Bay is recognised as a port of refuge • Attractive area for living and working • All ports come under one governing Authority • Outstanding natural environment with variety of designations eg MCZ • Excellent water quality • Safe road network which is continually improving • Paignton and Torquay connected to national rail network 	<ul style="list-style-type: none"> • Some unused and derelict harbour facilities • Aging critical harbour infrastructure eg piers, quays and harbour walls • Lack of waterfront space to expand harbour businesses, particularly fishing industry • Congested road networks, particularly in high season • Lack of lift out/repair facilities for vessels eg MFVs • Shortage of onshore marine leisure facilities • Lack of cargo handling facilities • Lack of cold storage and fish processing facilities • No rail connections to the enclosed ports • Tor Bay anchorages exposed to easterly weather • Infrastructure & water depth are insufficient to accept cargo/ cruise vessels alongside • Vulnerability to effects of climate change, particularly Paignton • Paucity of car parking • Shortage of maritime skills
Opportunities	Threats
<ul style="list-style-type: none"> • Growth in 'green' tourism, investment and research • Potential to run Tor Bay Harbour as an 'arm's length' company of the council similar to TDA • Space for development in Brixham harbour • Improvement potential for transport links • Installation of climate change defences could enhance built environment • Potential for further growth in visiting cruise and fishing vessel numbers • Brexit may provide opportunities eg additional landing quota/TAC • Introduction of electronic fish auction could increase volume/value of product landed • Installation of a floating breakwater in Brixham would attract cargo and passenger vessels to the Bay • Introduction of a hull-cleaning service would attract additional vessels into the Bay • Potential for multi-storey parking • Links to regional Higher and Further Education establishments • External development funding opportunities 	<ul style="list-style-type: none"> • Climate change and coastal erosion • Unknown consequences of Brexit on fishing and tourism industries (eg access to markets, loss of grant aid, disruption etc) • Lack of finance to fund harbour infrastructure developments /size of financial contribution to the Council • Risk of piecemeal development without a coherent overarching vision (eg like this document) • Increasingly onerous legislative and regulatory environment could stifle development • Competition from other harbours/ fishing ports/ cruise destinations • Introduction of electronic fish market auction could result in product landed to other ports instead of Brixham • Very lean staffing levels at each of the enclosed ports

Note: unusually, BREXIT appears as an opportunity and a threat because there is presently insufficient detail to identify the risks and opportunities that this might occasion.

4. Compliance with the Ports Good Governance Guidance

In 2018 The Department for Transport (DfT) published its Ports Good Governance Guidance which applied to all Statutory Harbour Authorities in England. While this has neither the force of law nor is legally binding, DfT expects Harbour Authorities to implement its principles if these are not already in place. They include:

- 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;

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- 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 Tor Bay Harbour Authority complies with these principles through the establishment of the Tor Bay Harbour Committee, which is a committee of the full Torbay Council to manage and govern Tor Bay Harbour, including the enclosed harbours of Brixham, Torquay and Paignton. Although the Committee cannot make decisions outside the Council's policy framework it does set its own budget, determines the level of harbour charges and has a capital spending limit of £25,000.

Up to fifteen people sit on the Harbour Committee: 9 voting members of the Council plus up to five external non-voting advisors appointed by the Committee on a four year term (maximum term 8 years). The external non-voting advisors are selected and appointed following a skills audit. Meetings are usually held every quarter with additional meetings as required; all are open to the public.

The relationship between the Council (as the owning authority) and the Harbour Committee (as the managing body) is determined by detailed Terms of Reference and a protocol which forms part of the Council's Constitution. In effect, the Tor Bay Harbour Authority service team is an internally commissioned service.

The Harbour Committee, which when required reports directly to the full Council, is also the '**duty holder**' under the Port Marine Safety Code.

There are two bespoke stakeholder groups set up to give advice on day-to-day operational matters and to provide a conduit on such matters to the Harbour Committee. They are the Brixham Harbour Liaison Forum, and the Torquay/Paignton Harbour Liaison Forum. Both meet approximately two weeks prior to the Harbour Committee meetings. Their minutes are standing agenda items for the Harbour Committee.

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.

Although currently working well, the Council may consider alternative delivery options for its harbour authority governance function.

5. Strategic Objectives and Core Values

Links to Corporate and Community priorities and objectives.

This plan links directly and indirectly to the three targeted actions contained within the Council's **Corporate Plan**. These are:

- **Working towards a more prosperous Torbay**
- **Promoting healthy lifestyles across Torbay**
- **Ensuring Torbay remains an attractive and safe place to live and visit**

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Tor Bay Harbour, the waterfront, the three enclosed harbours, the piers and the coastline are all central elements of our built and natural environment. Tor Bay Harbour Authority endeavour to keep the enclosed harbours, the harbour estate and the Bay clean, safe, tidy and attractive and by so doing the service remains crucial to the overall feeling of civic pride endorsed within the **Corporate Plan**.

Overall Objective for Tor Bay Harbour Authority

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 customer experience
3. Stewardship of the harbour's built and natural environment
4. Engage with the community and harbour users
5. Encourage local prosperity
6. Achieve financial strength

Shared Torbay Council Core Values

- We will be - forward thinking.
- We will be - people orientated.
- We will be – adaptable.
- We will - act with integrity when we deliver services and make decisions.

6. Priorities, Outcomes and Actions

COUNCIL AMBITIONS – A HEALTHY BAY AND A PROSPEROUS BAY

PRIORITY No. 1: MAINTAIN SAFETY

The outcomes we want to achieve are:

- To fulfil the Council’s obligations as a Competent Harbour Authority
- To responsibly manage safety of navigation, and overall harbour safety, through the enforcement of applicable byelaws and appropriate legislation
- To comply with the Port Marine Safety Code through the use of a robust Marine Safety Management System

ACTIONS	Timescale	Who
Provide the Harbour Committee with a summary of accident & incident data	Quarterly	Harbour Master
Pass annual audit / inspection from Trinity House and file quarterly reports	Quarterly	Harbour Master
Issue local Notices to Mariners and enforce Harbour Byelaws	As required	DHMs
Review and exercise the Tor Bay Harbour Emergency Response Plan	April	Harbour Master
Lay seasonal 5-knot buoys & navigational marks	May	DHM Torquay
Manage a seasonal beach / harbour response craft	May to September	DHM Torquay
Implement the Safety Management System Improvement Plan	November	DHMs
Audit the Safety Management System and agree an Improvement Plan	December	DHMs
Improve fendering on MFV berths	September	DHM Brixham

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COUNCIL AMBITIONS – A HEALTHY BAY AND A PROSPEROUS BAY

PRIORITY No. 2: IMPROVE CUSTOMER EXPERIENCE

The outcomes we want to achieve are:

- To 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
- The courteous and fair treatment of our customers
- To carry out our duties in a fair and equitable manner
- Ensuring 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

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COUNCIL AMBITIONS – A HEALTHY BAY AND A PROSPEROUS BAY

PRIORITY No. 3: STEWARDSHIP OF THE HARBOUR’S BUILT AND NATURAL ENVIRONMENT

The outcomes we want to achieve are:

- A sustainable approach to harbour management in recognition of climate change
- Investment to create high standards in existing and new harbour infrastructure
- 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
Influence decision making over the management measures of the new Special Area of Conservation in Tor Bay	Ongoing	Harbour Committee
Attend meetings with other coastal zone stakeholders. (Inshore Fisheries and Conservation Authority (IFCA), Torbay Coast & Countryside Trust, Devon Maritime Forum)	Ongoing	Chairman, Vice Chairman, Harbour Master, DHMs
Distribute information on good practice and regulations to boat owners (Green Blue Initiative) – improve recycling and reduce carbon emissions	Ongoing	Harbour Masters
Refurbishment of Harbour Light building	Ongoing	HM Paignton
Help provide appropriate sea/flood defences and raise awareness of sea level rise	Ongoing	Harbour Committee, TBC & EA
Support the implementation of the Coastal Zone Management Plan for Torbay	Ongoing	Harbour Masters
Replacement of Beacon Quay decking	April	DHM Torquay
Oxen Cove shellfish jetty (MMO licence permitting)	April-Sept	TDA

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PRIORITY No. 4: ENGAGE WITH THE COMMUNITY AND HARBOUR USERS

The outcomes we want to achieve are:

- 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
Improve understanding of the work of the Harbour Authority through talks, boat trips, open days, etc.	Ongoing	All Managers
Continue to encourage young people to engage in marine activities	As required	All Managers
Hold quarterly meetings with harbour users & stakeholders (Liaison Forums)	Quarterly	Harbour Master

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COUNCIL AMBITIONS – A HEALTHY BAY AND A PROSPEROUS BAY

PRIORITY No. 5: ENCOURAGE LOCAL PROSPERITY		
<p>The outcomes we want to achieve are:</p> <ul style="list-style-type: none"> • 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 Ltd, especially in respect of marketing and promoting Tor Bay Harbour	Ongoing	Harbour Masters & ERBC
Work with the Economic Development Company (TDA), the Local Enterprise Partnership (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
Produce a schedule of Maritime Events	January	HM Paignton
Investigate (with stakeholders) options to improve management of the Fish Market complex	March	Harbour Committee, HM, DHM Brixham
Agree the Tor Bay Harbour Authority Business Plan	March	Harbour Committee
Contribute to tourism by providing visitor mooring facilities	May ~ Oct	Harbour Masters

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COUNCIL AMBITIONS – A HEALTHY BAY AND A PROSPEROUS BAY

PRIORITY No. 6: ACHIEVE FINANCIAL STRENGTH

The outcomes we want to achieve are:

- **Effective financial management of the harbour**
- **To remain self-financing**
- **Full occupancy of harbour facilities**
- **100% of harbour estate properties let**
- **Effective management of all harbour assets**
- **Effective management of business risks**

ACTIONS	Timescale	Who
Keep existing businesses and attract new activities, including direct and indirect marketing and promotion.	Ongoing	Harbour Master & Harbour Committee
Maximise harbour estate lettings occupancy	Ongoing	Business Manager
Undertake spot checks on fish landing declarations	Ongoing	Harbour Masters & Audit Officers
Monitor variation on budgeted income	Quarterly	Harbour Master & Harbour Committee
Monitor variation on budgeted expenditure	Quarterly	Harbour Master & Harbour Committee
Produce an Asset Management Plan for Tor Bay Harbour	March	Harbour Committee
Review the Audit Plan for Tor Bay Harbour Authority	June	Harbour Committee
Test and review a Tor Bay Harbour Business Continuity Plan	July	Business Manager
Review the Tor Bay Harbour Risk Register	September	All Managers
Set the Tor Bay Harbour Charges and Harbour Budget	December	Harbour Committee

Key

TBC	Torbay Borough Council
ERBC	English Riviera BID Company
EA	Environment Agency
TDA	Torbay Development Agency (Economic Development Co.)

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7. Budget and Financial Planning							
Expenditure	2018/19 Base Budget £ ,000	2018/19 Projected Outturn £ ,000	2019/20 Current Budget £ ,000	2020/21 Provisional Budget £ ,000	2021/22 Provisional Budget £ ,000	2022/23 Provisional Budget £ ,000	2023/24 Provisional Budget £ ,000
Harbour Employee Costs	640	632	630	643	655	669	682
Operations and Maintenance :-							
Repairs and Maintenance	216	343	319	318	339	286	286
Rent Concessions	17	10	11	11	11	11	11
Other Operating Costs	580	606	585	592	602	612	622
Management and Administration :-							
Internal Support Services	162	177	175	179	183	186	190
External Support Services	51	46	47	48	49	50	51
Other Administration Costs	73	73	95	96	97	98	99
Capital Charges	498	498	498	593	593	593	593
Contribution to General Fund - EHO	25	25	25	25	25	25	25
Contbn to General Fund - Cash Dividend	171	171	171	171	171	171	171
Contbn to General Fund - Asset Rental	631	631	631	631	631	631	631
Gain share contribution to General Fund		57	42	32	59	85	87
Contribution to Harbour Reserve			25	10	50	89	94
	3,064	3,269	3,254	3,348	3,465	3,505	3,542
Income							
Rents and Rights :-							
Property and Other Rents/Rights	594	559	549	549	586	591	591
Marina Rental	403	451	442	450	460	469	478
Operating Income :-							
Harbour Dues	152	148	151	154	157	160	163
Visitor and Slipway	55	63	64	65	66	67	68
Mooring fees	216	199	203	207	211	215	219
Torquay Town Dock	313	313	319	326	332	339	346
Torquay Inner Dock	263	263	268	274	279	285	290
Fish Toll Income - Fish	755	960	925	930	930	930	930
Fish Toll Income - Mussels	20	20	33	67	112	112	112
Fish Toll Income - Other	4	20	20	20	20	20	20
Boat and Trailer parking	43	45	44	45	46	47	48
Recharged Services	81	96	103	105	107	109	111
Other Income	143	132	133	156	159	162	165
	3,042	3,269	3,254	3,348	3,465	3,506	3,542
Operating Surplus /(Deficit)	(22)	0	0	0	0	0	0
RESERVE FUND							
Estimated Opening Balance as at 1st April		812	717	666	618	609	638
Interest Receivable		5	4	2	1	0	0
Net Surplus /(Deficit) from Revenue Account		0	25	10	50	89	94
Withdrawals - Harbour Schemes		(100)	(80)	(60)	(60)	(60)	(60)
Expected Closing Balance as at 31st March		717	666	618	609	638	672

Cash Dividend and Asset Rental Charge to the Council's General Fund

Torbay Council continues to face significant pressures and in line with previous years the Harbour will contribute an asset rental and a dividend to the General Fund. These have been frozen at the levels set in 2018/19 and any trading surplus over £25K will be split via a gain-share arrangement with the Council 60%-40% in the Harbour's favour to enable the Harbour's reserve funds to be replenished

The Treasury Management Strategy 2019/20 is available on the Council's website. The combined balance of the Harbour Reserve Funds at 1st April 2018 was £717,000.

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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
2013/14	£650,000	£588,378	Below Target
2014/15	£650,000	£562,232	Well Below Target
2015/16	£510,000	£644,354	Well Above Target
2016/17	£571,000	£851,000	Well Above Target
2017/18	£571,000	£1.05m	Well Above Target
2018/19	£960,000	Estimated £960,000	On Target

Navigation Lights Availability

Year	Target	Actual	Status
2013/14	95%	99.99%	Well Above Target
2014/15	95%	99.91%	Well Above Target
2015/16	95%	99.85%	Well Above Target
2016/17	95%	99.45%	Well Above Target
2017/18	95%	98.4%	Well Above Target
2018/19	95%	Estimated 97.87%	Above Target

Harbour estate lettings occupancy

Year	Target	Actual	Status
2013/14	98%	98.31%	On Target
2014/15	98%	98.30%	On Target
2015/16	98%	98.30%	On Target
2016/17	98%	100%	On Target
2017/18	98%	100%	On Target
2018/19	98%	Estimated 98%	On Target

9. Business Plan Acceptance Statement

Business Plan Acceptance

Service Area - Tor Bay Harbour Authority	Business Plan 2019/20
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Signed and accepted by Head of Tor Bay Harbour Authority & Tor Bay Harbour Master	<i>Print and Sign</i>
	 Captain Adam Parnell
Date	18th March 2019

Signed and accepted by Harbour Committee Chairman	<i>Print and sign</i>
	Councillor Nick Bye
Date	18th March 2019

APPENDIX 1

Plan of Tor Bay Harbour

