

## **A TOR BAY HARBOUR AND MARITIME STRATEGY 2007 – 2017** **‘CATCHING THE WAVE’**

### **Executive summary**

There is an increasing recognition that the major asset of Torbay and the attribute that uniquely defines its character is – the Bay. However no strategy, to date, has been formulated for this major attribute covering the various uses possible for the Bay, the stewardship of the maritime environment and defining its potential contribution to the economy and to the quality of life for residents and visitors alike.

This strategy identifies the issues and opportunities facing Tor Bay Harbour and the Bay’s maritime environment in the future, and sets out a cohesive and forward thinking plan to ensure that the harbour not only operates effectively, but that appropriate use is made of all water and harbour side facilities and opportunities are maximised.

The Torbay Development Agency (which manages Tor Bay Harbour) strives to enhance Torbay’s maritime offer by:

1. Maintaining the highest standards of safety and operational effectiveness.
2. Using the statutory powers of the Harbour Authority to fulfil its statutory duties for the purpose of improving, maintaining and managing the harbour.
3. Managing the harbour in a financially sound and sustainable manner, maximising income generation to deliver a wider range of services and therefore, support a variety of maritime activities. Including fishing, shipping, estate management, marinas, mooring provision and marine leisure facilities.
4. Exploring all opportunities to develop the enclosed harbours of Brixham, Paignton and Torquay.
5. Undertaking responsible stewardship of the marine environment and delivering sustainable development of our coast, which allows both the use and protection of our marine resources.
6. Raising the profile of Tor Bay Harbour in key areas, including the importance of the local fishery and the quality of that catch; the importance

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

of the sailing and sea conditions for marine leisure pursuits; the ease of access for a range of recreational boating activity; the overall unique mix of maritime activity combined with an excellent safety record.

7. Measuring and monitoring the needs, wants and expectations of harbour users, the local community and visitors through clear research, which will focus future delivery.
8. Developing robust partnerships with the various stakeholder groups, including both commercial and leisure interests, and other marine based organisations to ensure a proactive and joined up approach to attract and deliver additional port business, and provide further maritime contribution to the local economy.
9. Pro-actively invigorate the harbours, widen their catchment and appeal, through sponsorship packages, performance and music, harbour dressing and branding.

This strategy, like the Tourism Strategy, serves as a daughter document to the Torbay Economic Regeneration Strategy (2006-2016) prepared by “GHK Consulting”, commissioned by the Torbay Development Agency. It also effectively links to the ambition for Torbay set out by the Torbay Strategic Partnership, within the Torbay Community Plan. The Plan presents a long-term vision for the future of Torbay called ‘Turning the tide’. It has four key themes, which are ‘Pride in the Bay’, Learning for the Future’, ‘Safer and stronger communities’ and ‘The new economy’. This strategy has its strongest links with the new economy theme by supporting and developing traditional businesses such as marine and tourism. However, connections can also be made with the other three themes, especially as this strategy will assist to create an attractive destination for visitors and investors. The Tor Bay Harbour and Maritime Strategy will be the platform for delivering a number of elements from the Community Plan.

Appendix I outlines the importance of the interrelationship between this and other strategies and Council priorities, including significant planning documents. Apart from the Economic Strategy and Tourism Strategy, this strategy will contribute towards Torbay Council’s Sports Strategy and the Children and Young People’s Plan.

This strategy will be fully consulted with stakeholder participation, taking into account advice offered by the Harbour Liaison Forums, the Harbour Committee, Torbay Council and the local community. The Harbour Authority will continue to look to the UK government for advice and guidance on the implementation of

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current ports policy, integrated coastal zone management (ICZM), marine spatial planning and environmental management.

This strategy will ensure we put in place a better system for delivering sustainable development of the marine and coastal environment, allowing both the use and protection of our marine resources. The objective of the strategy would be to protect and enhance what we have whilst at the same time deriving sustainable economic and social benefit. The underlying principle is that this strategy will have sustainable development at its core, so that we can deliver our economic, social and environmental objectives.

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## **TOR BAY HARBOUR – INTRODUCTION**

The Maritime Strategy aims to outline the delivery of the operational and statutory elements of Tor Bay Harbour, whilst developing and enhancing the commercial, leisure and tourism opportunities.

Section one: History

Section two: Current position

- physical attributes
- governance
- the fishing industry
- finance
- operational structure
- statutory services
- discretionary services
- harbour users
- maritime events

Section three: Core principles

Section four: Future potential

Section five: Key actions

Appendix I: Strategic linkages; the interrelationship between this and other strategies

Appendix II: Marine Services – Tor Bay Harbour – Environmental Policy Statement

Appendix III: SWOT analysis

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## SECTION ONE – HISTORY

Tor Bay provides a natural refuge for shipping when there are South Westerly gales, and there are few days when there is not a vessel of some kind anchored for shelter or awaiting orders, but the Bay itself is exposed to the East.

During the days of the Spanish Armada the flagship of the Andalusian Squadron was the 1000-ton 'Nuestra Senora del Rosario'. In 1588 she was captured by Sir Francis Drake on board the Revenge. The crippled Rosario was immediately towed to Tor Bay where the majority of sailors and soldiers aboard were taken ashore and held prisoner in the old tithe barn. For two weeks there were 397 Spanish prisoners held in what has come to be known as the Spanish Barn at Torre Abbey.

Prince William of Orange landed in Brixham, with his army, on November 5<sup>th</sup> 1688. He arrived in the Bay with 600 ships and came ashore in Brixham on the shoulders of a local fisherman. His army of 15,500 soldiers were invited to invade England to depose the unpopular King James II (William's father-in-law). James II eventually fled the country and William became King of England, Ireland and Scotland during 1689.

Before the completion of the great breakwater sheltering Plymouth Sound in 1840, Tor Bay provided one of the few safe anchorages for the Navy's Western Fleet. In those days Brixham was an important victualling port to the ships, which re-provisioned every six weeks. In addition to food, fresh water was also taken out to the ships from a Naval Reservoir situated in Brixham, which opened in 1800. During the early part of the nineteenth century the Royal Navy made frequent use of Tor Bay as an anchorage for the Channel Fleet during the Napoleonic Wars. The primary duty of the fleet was to blockade the French ports and thus prevent Napoleon's army from crossing the Channel. In 1815 HMS Bellerophon anchored in the Bay with the captured Napoleon on board. His presence in the Bay caused a great deal of local interest and ultimately this led to some alarm and embarrassment within government. Consequently, Napoleon was transferred to HMS Northumberland, locally in St. Mary's Bay, to be taken to exile on St. Helena, where he died in 1821.

The Napoleonic wars meant that the rich elite could no longer visit abroad and looked for local destinations to visit instead. Wives and relatives of naval officers visited Torquay to be near their loved ones in the Channel Fleet. The mild winter climate and good air attracted many visitors who came for health reasons. During the whole of the 19th century Torquay was considered a health resort where the wealthy would come in winter to recover from illness. By the mid nineteenth century the railway had reached South Devon bringing with it an era of prosperity.

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1902 saw the first advertising campaign to bring healthy visitors to Torquay - rather than people recovering from illnesses. After the Great War an effective advertising campaign by the Great Western Railway Company was responsible for starting the process that has made Torbay the major holiday resort it is today.

Queen Victoria reviewed the entire British Fleet in the waters of Tor Bay. Also, a Fleet Review was held in Tor Bay in 1910, when over 150 warships of the combined Atlantic and home fleets gathered to be reviewed by King George V and Queen Mary. Another Review took place in 1969, attended by Queen Elizabeth II. Due to its size, sheltered location and adequate depth, Tor Bay, is one of a handful of locations that has hosted a Royal Naval Review.

During the 1920s and 30s magnificent 'J' Class yachts raced in Tor Bay and used Torquay as a safe haven.

There are records showing small-scale fishing by hand line and seine-net in Tor Bay since the Middle Ages. The fishing industry in Brixham boomed at the end of the 18<sup>th</sup> century, when the method of catching fish by trawling along the sea-bed with a weighted net was successfully introduced and developed. Brixham is often called 'the Mother of Trawling'. It was deep-sea fishing that developed the harbour area in the 19<sup>th</sup> century and by the mid 1900's the Brixham trawler fleet was the largest in England, with nearly 310 sailing trawlers based in Brixham before World War 1.

It is significant that 6 heritage vessels are still based in Brixham [Leader (1892), Pilgrim (1895), Golden Vanity (1910), Provident (1924), Vigilance (1926) and Regard (1933)] and the Brixham Museum houses the Brixham Sailing Trawler archive which has details of all of the sailing trawlers built in Brixham.

Following the announcement that London will host the 2012 Olympics, it is worth remembering the fact that Tor Bay hosted the sailing event for the 1948 Olympic Games.

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## SECTION TWO – THE CURRENT POSITION

### Physical attributes

The enclosed harbours, the Bay and coastal waters around Tor Bay are vitally important to the sustainable future of the local community. Our coast and adjacent seas are an obvious resource and the Bay itself is a valued asset. The harbour area is used by shipping as well as many smaller craft, with numerous tourism and recreational opportunities, as well as sites of cultural and historic interest, which meet many of our economic and social needs.

At the same time the Bay contains distinctive and important habitats and these support a diverse range of species, which we need to protect and conserve. Integrating socio-economic and environmental/ecological factors is crucial to our long-term sustainability and already features in several sectoral strategies of relevance to the Harbour and our coast. A wider maritime and harbour strategy will in part provide a better bond between those sectoral approaches, helping us to grow Torbay's economy and create jobs.

### Governance

There is a strong commitment on behalf of Torbay Council both to improve the service provided by the Harbour to its direct users and to develop its role in supporting the local economy and as a focus both for the local community and visitors to the Bay. To this end the Council has formed the Torbay Development Agency (TDA) which is made up of local authority staff working in Tourism, Economic Regeneration and Marine Services. The TDA, although part of the Council's establishment, works uniquely with the Board of a company called the Torbay Development Agency Limited (TDAL); this arrangement represents an exciting private, public partnership for Torbay.

Tor Bay Harbour has existed successfully as a statutory entity since 1970 and it has served the community well. The move, over thirty years ago, to create a new harbour was both brave and visionary and since 1970, Tor Bay Harbour has shown that it can operate successfully, efficiently and economically, and subsequently not become a burden on Torbay Council resources. Torbay Council is the 'harbour authority' for Tor Bay Harbour and the advising body on all matters relating to the strategic management of the Council's function as the 'harbour authority', is the Harbour Committee. The Harbour Committee is a committee of the full council and is both open and accountable (see para 3.21 Opportunities for Ports in Local Authority Ownership <sup>1</sup>). In particular this Committee advises on the matter of

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harbour charges and the Council's role as Duty Holder for the purposes of the Port Marine Safety Code.

The Harbour Committee is aware of the government's Review of Municipal Ports<sup>1</sup> and it expects to make recommendations to the full Council regarding the future governance of the harbour.

To have the jurisdiction of a 'harbour authority' that mirrors the Council's land boundaries and which includes its entire coastline, is almost exceptional among maritime local authorities, placing Torbay in a stronger position than many other coastal authorities.

In operational terms it allows control over 22 miles of coastline and 16 square miles of open sea. This control has proved to be invaluable when issues of water safety combined with sound marine management, impact so clearly on the image of the Bay, and can be seen as both crucial and integral to the tourism product. The Bay wide harbour controls have allowed regulation of shipping, management of pollution risk and zoning of small craft activity. Marine operations regularly dovetail with beach, coast and environmental issues, often with a common aim. However, strong partnership working with relevant stakeholders allows for the resolution of conflicts as and when they arise.

It is noticeable that the 'coastal agenda' is steadily growing at a local, regional, national and European level. UK government has issued a Marine Stewardship initiative and is concerned about coastal development. The European Commission has already recommended the principles of Integrated Coastal Zone Management and has recently launched a green paper on European Maritime Policy. Our national approach to coastal management is currently fragmented with various government departments involved. However, the UK government now has plans to introduce a Marine Bill along with the concept of marine spatial planning.

At a local level Torbay Council has the opportunity to put forward a united front; this is clearly a position of strength. Tor Bay as one harbour is well suited to best serve the needs of all the relevant stakeholders.

### **The fishing industry**

Today, Brixham is the most important fishing port in England and Wales measured by the value of catch landed. The harbour provides areas for the safe and efficient conduct of the fishing industry, including the provision of fish landing facilities and a fish market [for the conduct of fish auctions] for which the Harbour Authority are responsible for the upkeep and maintenance.

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Fish tolls form an important part of harbour income [*£412,000 in 2005/06*], the improved quota allowances for certain parts of the south west fishery combined with the wide range of south west species, including valuable non-pressure stocks, have helped keep the landings buoyant. To maintain a clear picture of the fishing industry, the TDA is an active member of the Fishing Strategy Steering Group set up by the Regional Development Agency, and takes part in regular benchmarking with the British Ports Association (BPA) Fishing Ports Working Group. Regular working links are also maintained with the Devon Sea Fisheries Committee and the Marine Fisheries Agency (MFA).

The TDA is working on plans to regenerate Brixham and the harbour related projects will enable and facilitate a strong and sustainable fishing industry. Working in partnership with Brixham 21, a programme is in place to develop the existing facilities to maintain the viability of the fishing industry and seek funding for proposals to develop the outer harbour at Brixham to create a new 'state of the art' fish landing, storage and trading facility. This programme also aims to facilitate the regeneration of Brixham harbour including the provision of a northern arm; particularly given its vital importance to the commercial development of the outer harbour. Local Plan policies TU1, E7 and E8 support the regeneration of Brixham Harbour as described in more detail in Appendix I.

## **Finance**

### **• Financial Profile**

The Harbour Accounts are operated on a 'ring-fenced' basis with surpluses and deficits impacting on the separate harbour Reserve Funds. Consequently, the harbour service does not impact directly on the Council's Budget and there is no call on the Council's General Fund. The Government believe that municipal ports should have 'assured accounts' (ring-fenced), which are protected from outward virement, to ensure that the interests of the port and its users are properly safeguarded.<sup>1</sup>

The Harbour Authority manages two operational accounts, one for Brixham harbour and another to cover Torquay and Paignton harbours. Income generated from outside the enclosed harbours is shared proportionately between the two accounts.

Major development and extensive regeneration programmes, such as the Torquay Waterfront/Beacon Quay Redevelopment (Phases 1 and 2) and the Public Realm/new slipway (Phase 3), lead to a short term reduction in harbour charges income and rental income in order to compensate for inconvenience. However, the rationale for, and outcome of, these types of projects, the wider strategic/policy

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context of which is provided in Appendix I, will ensure a more sustainable and profitable future for the harbour. The proposal for a Town Dock development at Torquay Harbour would also improve the harbour offer and increase income.

The Brixham Harbour Account has funded the covenant debt used to finance the existing Fish Quay and Market and provision has been made to support further capital financing, of approximately £5m through the existing revenue budget. Anticipated future levels of fish toll income remain at a prudent level to reflect the continued pressures on the fishing industry caused by the Common Fisheries Policy, for example possible future cuts in fish quotas and/or fleet decommissioning.

- **Harbour Reserve Funds**

Two Harbour Reserve Funds exist and both reserves reflect any past surplus on trading. The reserve funds are used to support any deficits on trading and provide a source for capital spend in relation to the harbour service. The harbour has significant infrastructure, which is continually exposed to the elements with the potential of severe storm damage occurring without notice. A contingency figure based on 20% of turnover plus £250,000, is required for each Reserve Fund, to provide financial cover to fund repairs and trading deficits without call on the Council's General Fund. The reserve will remain relevant while the Harbour Revenue Accounts are "ring-fenced" and have no call on the Council's General Fund Revenue Account. The balances are reviewed annually to establish future withdrawal requirements. Management and control of the reserve funds, including monitoring of the funds to ensure they are maintained within target range, is the responsibility of the Director of Marine Services in conjunction with the Director of Finance.

Torquay & Paignton Harbour Reserve Fund

The target range for this Reserve Fund, based on understanding of needs and risks, is between £348,000 to £1,000,000. The contingency figure is therefore currently £348,000.

Brixham Harbour Reserve Fund

The target range for this Reserve Fund, based on understanding of needs and risks, is £394,000 to £1,000,000. The contingency figure is therefore currently £394,000.

Therefore, the normal level of reserve fund for the whole of Tor Bay Harbour is between £742,000 and £2 million.

This reserve is also retained to help fund any harbour improvement costs associated with key projects, such as the Waterfront Development at Torquay.

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In addition, reserves can be used to fund capital repairs and make a contribution towards the cost of feasibility work associated with harbour development plans. i.e. the new fish quay and market in Brixham.

- **Harbour revenue and facilities**

Brixham is the most important fishing port in England and Wales measured by the value of catch landed, in recent years this catch has been worth between £14m and £18m annually; fish tolls represent an important part of harbour income (£412,000 in 2005/06). Improved quota allowances for certain parts of the south west fishery combined with the wide range of south west species, including valuable non-pressure stocks, have helped keep the landings buoyant and support confidence in the expectation of a sustainable south west fishing industry.

- **Fish Market**

The harbour provides areas for the safe and efficient conduct of the fishing industry. This includes the provision of fish landing facilities and a fish market, for the conduct of fish auctions, for which the Harbour Authority are responsible for the upkeep and maintenance. The TDA is working on regeneration plans to enable and facilitate a strong and sustainable fishing industry. Working in partnership with Brixham 21 we will seek funding for proposals to develop the outer harbour at Brixham to create a new 'state of the art' fish landing, storage and trading facility.

- **Harbour estate**

The harbour estate consists of various breakwaters, quays and piers, together with associated harbour property including numerous buildings. In total there are currently over 130 different lettings on the harbour estate and these obviously provide a valuable source of income but they also play a vital role in supporting the overall harbour offer. Parts of the harbour estate are also used to serve wider community interest, such as public car parking; however, currently the harbour does not benefit from this income. *[Total property income amounted to £329,000 in 2005/06]*

- **Marinas**

The harbour currently hosts two large marinas, one in Brixham and one in Torquay. In both of these enclosed harbours the water space is leased out to the independent marina operator and in combination the two facilities provide for over 900 berths as well as visitor and event facilities. *[Total income from the two marinas amounted to £323,000 in 2005/06]*

The indirect revenue and benefit to the wider business community is significant, but not currently measured.

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- **Small vessel moorings and visiting vessels**

The harbour provides a full range of moorings, berths and boat park spaces. In total there are over 800 such facilities across the Bay [*Income of £213,000 in 2005/06*]. Each enclosed harbour also attracts many visiting vessels, especially during the summer months, with visitors arriving by sea or by road with trailers. Throughout the year there are on average over 2000 slipway launches and the Bay hosts over 8,000 visitor nights. (includes visitors to the marinas)

This activity generates significant visitor spend which has a positive impact on the wider economy; the TDA is currently working on research programmes to assess this value.

- **Other commercial activity**

Other commercial activity includes boat lifting operations, winter storage of boats, drying-out grids, pilotage, cruise ship visits [Destination South West], trailer parking, small passenger craft activity, event facilitation, commercial shipping and small craft pressure washing. It is crucial to note that the full range of commercial activity and benefits of the harbour as a whole [pleasure craft operations, eco-tourism, angling boats, dive support vessels, sailing schools, the heritage fleet, shipping agency] all generate part of Torbay's GDP.

## **Operational structure**

Tor Bay Harbour has existed successfully as a statutory entity since 1970 and it has served the community well. The arrangement in Torbay places the council, as the Harbour Authority, in a stronger position than other coastal authorities and in operational terms it allows direct control over 22 miles of coastline and 16 square miles of open sea. This control has proved to be invaluable when issues of water safety combined with sound marine management, impact so clearly on the image of the Bay, and can be seen as both crucial and integral to the tourism product.

### **Locally**

The Tor Bay Harbour limits start from Maidencombe in the north and finish at St. Mary's Bay in the south. This area includes the three enclosed harbours at Torquay, Paignton and Brixham. Although Tor Bay Harbour was created over 35 years ago it is still necessary to recognise the overall benefits and needs of one large harbour, whilst balancing the obvious parochial aspects of the individual enclosed harbours, which serve the immediate and adjacent local community.

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### **Staffing levels**

The challenge of manning and running the harbour is met by 21 full time staff, 8 seasonal employees and one part-time member of staff. The harbour service is delivered through 3 harbour offices, one located in each of the enclosed harbours. *It follows from the need for clear and accountable decision making and sound business planning, that municipal ports should be managed in a way which promotes efficiency and flexibility, ensuring that managers are able to manage their business in a way which best supports strategic and business objectives agreed with the Council.*<sup>1</sup>

### **Operational activity**

Acting in a businesslike manner the Harbour Authority seeks to maintain its current level of operational activity to meet the needs of the harbour users, the community and wider stakeholder groups. Further it keeps these activities under review to ensure they are meeting the needs of the harbour customers and providing sufficient income to enable a sustainable port business.

### **Safety record/conservancy functions**

The harbour enjoys a very good safety record across the full range of maritime activity undertaken in the Bay. It is a constant challenge to maintain this record and this can only be achieved if the Harbour Authority, the staff, the harbour users and the public remain vigilant and safety conscious at all times.

In respect of the aids to navigation provided by the harbour, the authority is required to pass regular audits and inspections by Trinity House. Also, a bilateral agreement has been signed with the UK Hydrographic Office, which relates to the exchange of data and products. More recently the harbour authority has been working in partnership with the RNLI to jointly promote key safety messages to the public using the Bay.

### **Regionally**

Currently bench marking takes place within the South West Regional Ports Association and with relevant groups operating across neighbouring coastal local authorities and adjacent County Councils.

Specific harbour comparisons are made with Plymouth, Dartmouth, Salcombe, Newlyn, Fowey, Truro, Padstow, Weymouth and Teignmouth. Although like for like performance indicators have not been identified, ports and harbours are by their very nature, operating in a competitive environment.

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Charges for visiting private craft are among the most attractive in the West Country and the thriving fishing industry in Brixham demonstrates a consistent level of success. In recent years Brixham has been the most successful fishing port in England and Wales by value of catch.

This strategy offers Tor Bay Harbour the opportunity to consider new approaches to current service provision.

### **National connectivity**

The TDA will monitor equivalent, similar or associated policies and strategies delivered by organisations at a national level, to ensure that this strategy positions Tor Bay such that it can maximise the benefits of associated strategies (related local and regional strategies/policies are detailed in Appendix I). This will include various government departments, non-governmental bodies and other agencies. We will endeavour to integrate relevant aspects of related documents within our own local strategy.

Benchmarking will also continue through membership of specific trade associations and industry bodies such as the British Ports Association (BPA) and Ports Skills and Safety Ltd. In the BPA comparisons are made through individual Working Groups including Leisure Ports, Municipal Ports and Fishing Ports. Further networking is conducted via the UK Harbour Masters Association.

Comparisons will also be made with any maritime and/or coastal based activity undertaken by the Local Government Association.

### **Statutory services provided**

Torbay Council as the Harbour Authority is bound by law to conserve the Harbour of Tor Bay to a reasonable state for use as a port and in a fit condition for a vessel to resort to. Specifically we will:-

- Take hydrographic surveys of Tor Bay and its enclosed harbours as and when required so as to provide accurate data for navigation.
- Place sea marks where they will be of advantage to navigation (marked appropriately by day and night)
- Keep a 'vigilant watch' for any changes in the seabed affecting the depths of berths, channels or harbour approaches and move or renew seamarks as appropriate. Where necessary and possible, dredging of channels and berths will be undertaken.

<sup>1</sup>Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

- Keep available and open for inspection proper hydrographic records.
- Fulfil a duty of care to the environment and as such produce and keep under review an Environmental Policy Statement. (Appendix II)
- Produce and hold a Port Waste Management Plan for Tor Bay Harbour in accordance with the provisions of the Merchant Shipping (Port Waste Reception Facilities) Regulations 1997.
- Produce and hold an Oil Spill Response Plan for Tor Bay Harbour in accordance with the Merchant Shipping (Oil Pollution Preparedness, Response and Co-operation Convention) Regulations 1998.
- Exercise the power to collect dues and fees from harbour users to pay for the statutory discharge of the Council's functions as a Harbour Authority.
- Comply with the Port Marine Safety Code, oversee safety of navigation and operate a formal safety management system.

### **Discretionary services provided**

Discretionary facilities provided by the Harbour Authority include:

- The use of Grids and Inner Harbour berths to enable smaller vessels to safely and effectively dry out in order to carry out essential maintenance work.
- The provision of various pontoons and chain moorings in the enclosed harbours for the safe berthing of fishing boats, commercial vessels, yachts and leisure craft.
- A substantial and operational harbour estate, which includes stores, offices and business space.
- Areas for the safe and efficient conduct of the fishing industry. This includes the provision of fish landing facilities and a fish market, for the conduct of fish auctions, for which the Harbour Authority are responsible for the upkeep and maintenance.
- Storage of boats including cranes for lifting and launching of vessels.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

- Automatic weather stations that record hourly meteorological data.
- Quayside areas for the safe landing of goods and passengers.
- Automatic tide gauge and data logger
- A pressure washing service for boats.
- Leasing harbour water areas to a private Marina operator.
- Providing input and professional advice to government departments, relevant agencies, the community and other stakeholder groups on various maritime matters, including issues relating to navigational safety, maritime strategy and waterfront regeneration.
- These services are monitored by way of the annual harbour users survey.

### **Harbour users and stakeholders**

The harbour and maritime facilities are provided for commercial customers, residents, 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. It is the aim of the harbour authority to have an open and accountable relationship with its various stakeholders.

The main harbour customers are as follows:-

- Fishermen, including those from locally based vessels and vessels from other ports (UK and Europe), including owners, skippers and crew
- Fish Merchants and Fish Processors
- Brixham Trawler Agents
- Ships visiting Tor Bay (owners of the vessels, masters 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 and heritage boats
- Marina operators at Torquay and Brixham - Marina Developments Ltd.
- Organisations involved in waterborne sports and activities (Yacht and sailing clubs, training organisations, Scouts, Sea Cadets, divers, rowing clubs, youth groups)
- Torbay and Brixham Shipping Agents (contracted pilotage service provider)
- Businesses and organisations with tenancy agreements within the Harbour Estate

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com



- Various businesses, organisations and individuals conducting their affairs on the Harbour Estate

Other beneficiary and non-beneficiary stakeholders include: -

- Harbour staff
- Visitors to the English Riviera who enjoy its enclosed harbours, waterfront and coastline
- Diverse organisations (Charitable and religious), including various individuals and groups providing entertainment and events within the Harbour Estate
- Trade Unions
- The Government
- Investors, lenders and creditors
- The national and regional economy
- Specific interest groups e.g. environmental, conservation, transport, etc.
- The general public and residents of Torbay

Specific partnership understandings exist with the Maritime and Coastguard Agency (MCA), Torbay and Brixham Shipping Agents, the UK Hydrographic Office, Marina Developments Ltd, the Environment Agency, the Torbay Coast and Countryside Trust and other external agencies and Voluntary Sector groups.

There are a number of stakeholder groups which are also used to consult on the quality and performance of the harbour service these are the Brixham Harbour Liaison Forum, the Torquay/Paignton Harbour Liaison Forum, various Ward Partnerships and the Viewpoint Panel.

The Harbour Authority intends to undertake an annual users survey; this coupled with the complaints and compliments feedback system, gives a good indication of which harbour/maritime services are meeting the customers expectations and which are below the quality expected, and this enables the development of improvement actions.

Results from the 2006 survey have set a benchmark (the bracketed figures are from a survey undertaken in 2002) and show :

- Harbour Users are generally satisfied with harbour facilities; 82% (73%) were satisfied with Moorings, and 83% were satisfied with the provision of Navigational Lights/Marks. The Visitor's pontoon gained the lowest satisfaction level with 16% but 84% supported the installation of pontoon moorings in Torquay Outer Harbour.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

- 82% (82%) of those surveyed think that harbour safety is properly managed by Marine Services. However, 10% (18%) did not think safety is properly managed, and this has led to greater communication of safety measures.
- 38% (32%) of users thought Tor Bay charges were favourable, compared to the 11% (24%) who don't. However, the majority, 47% (43%) of users did not know whether Tor Bay harbour charges compared favourably to other harbours – this will lead to more communication of benchmarking results which highlight how Tor Bay charges compare with other similar harbours. 56% (77%) of respondents however, were not prepared to pay more for an improved service but 33% would.
- Although 85% of customers stated that they had internet access, and 64% were aware of the harbour website, over 50% said they had not used the site, however, 48% of those who used the site gave it a good or excellent rating.
- 52% of respondents stated that the overall quality of the service was 'good', 21% believed that it was 'average' and 11% saw the service as 'excellent'. Encouragingly, 19% (17%) had seen an improvement in service since the last survey.
- In this and other related surveys, the question of management and service provision is asked. The majority of respondents, over 86% in all cases (85%) stated that the harbour service should be provided by Torbay Council.
- Individual service responses are detailed in the following table :-

Service Area	Excellent	Good	Average	Poor
Customer Service	36%	43%	12%	1%
Safety Information	21%	41%	23%	3%
Events Information	8%	29%	32%	15%
Forms	15%	34%	33%	1%
Publications	11%	34%	30%	5%

- 93% of respondents were male and all were over the age of 31. Similarly 93% described their ethnic origin as white British, 16% have a disability. Only 22% of customers reside outside of Torbay.

<sup>1</sup>Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

### **Maritime Events and activities**

Tor Bay has traditionally been a venue for organised maritime events. In the past the Harbour Authority has successfully worked in partnership with many organising bodies, local clubs and other groups, together with the English Riviera Tourist Board, in promoting a full calendar of maritime events.

It is clear that where possible plans should be made at least 6 years ahead for the more prestigious events, and that an objective assessment is required of what benefit each event actually brings to the Bay. The funding of these events, potential partnerships [yacht clubs, and existing institutions] and their relevance to Torbay should also be considered; it would naturally follow that key events would receive the highest profile, promotion and support.

Young people are encouraged to use harbour facilities, both by working with youth organisations (such as Sea Scouts, Sea Cadets and Sea Rangers) and individually. The harbours recognise the importance of the youth market and this is reflected in concessions on fees and rents and also through additional land based support.

In addition, it is important to note that the locally based Heritage Sailing Trawlers continue to provide a significant tourist attraction and contribute to youth sail training.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

## SECTION THREE – THE CORE PRINCIPLES

### Policy and statutory requirements

There is a public right to use the harbour for the shipping and unshipping of goods and the boarding and landing of passengers. This is called the 'open port duty'. Parliament has charged harbour authorities with ensuring that port users are able to exercise this right safely and efficiently. The harbour must succeed not only to meet the immediate demands of its customers, but also to invest in new facilities, in safety, and to safeguard the community and the environment. Over many years the harbour has been developed and managed on the principle that users pay for the facilities. The harbour operates in competition with other ports and providers of similar services.

The Harbour Authority operates a safety management system that includes preparation for emergencies. Potential emergencies are identified, as far as practicable, from a process of formal risk assessment.

The Harbour Authority recognises its duty of conservancy for the harbour such that it is fit for use as a harbour, and the duty of reasonable care to see that the harbour is in a fit condition for a vessel to use. The Harbour Authority recognises the extent of its duty and powers as a local lighthouse authority together with its specific powers in relation to wrecks.

The Harbour Authority has a general duty to exercise its functions with regard to nature conservation and other related environmental considerations. The Harbour Authority has rules in byelaws and directions, which every user must obey as a condition of his or her right to use the harbour. The Harbour Authority and its Harbour Master recognise their duty to make proper use of the powers to make byelaws, and give directions (including pilotage directions), to regulate all vessel movements in their waters.

As the competent Harbour Authority the Council is accountable for the duty to provide a pilotage service; and for keeping the need for pilotage and the service provided under constant and formal review. The Harbour Authority will have a safety management system that covers the use of harbour craft and the provision of moorings. A formal safety assessment will be used to identify the need for, and potential benefits of use of harbour craft for safety management.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

**The Harbour Authority faces rising expectations, not only from users, but also from the local community and the wider public, including our many visitors. People are looking for a more open and accountable approach from those entrusted with legal duties and powers to run the harbour. They demand ever higher safety and environmental standards. The government has provided clear guidance on how municipal ports can achieve an accountable, expert and more responsive form of governance.<sup>1</sup>**

It is important to have a clear overall picture of trends affecting the harbour and especially of the potential need for new harbour development.

### **Prosperity and opportunity**

Clearly the harbours of Tor Bay have a massive positive impact on the economy of Torbay and this should be further enhanced to generate more income, wealth and opportunity for Torbay. Government accept that ports operate in a competitive commercial environment and must be flexible, responsive and managed on a commercial basis if they are to survive and grow<sup>1</sup>. The enhancement of the offer, and further focussing on key elements of product development will ensure that the harbour is positioned to attract new, higher spending yachtsmen and crew from visiting vessels, as well as offering an improved service to current harbour users and local residents alike.

The TDA vision and goals are focussed on stimulating the development of a prosperous economy and creating increased employment in Torbay for a more sustainable future. In relation to Tor Bay Harbour, the key goals state:

- Develop business support measures and organisations to stimulate an entrepreneurial culture, to encourage the creation of new businesses and the high growth of appropriate existing businesses.
- Develop our national and international marketing strategy for tourism to enhance the appeal to higher spending tourists in parallel with the improvement in the Torbay 'product' for all visitors through regeneration projects.
- In support of tourism provide the infrastructure and resource to expand events and attractions, and promote expansion of the tourist season by these means.
- Promote the Bay itself as the unique selling proposition for Torbay through the use of its waters, harbours and waterfronts.

<sup>1</sup>Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

- Work with the fishing industry to develop a strategy for sustainable development including the regeneration of the fishing infrastructure as needed.

### **Environment, coastal zone management and sustainability**

There is an ever-present threat from marine and coastal pollution from ships and other coastal industry. Oil pollution is a potential risk that can result in high clean up costs with a significant and highly damaging short term impact on tourism. However, transfers of light oil within the Bay can be managed safely with minimum risk to the environment and with obvious local economic benefit. Beach cleaning of marine and coastal litter is an expensive but vital service to maintain the quality of the coastal environment for the benefit of the local community and visitors.

Our coast is vulnerable and sensitive to natural coastal evolution, such as coastal erosion, flooding, and instability. These problems will be exacerbated by climate change as sea levels rise and storm events are expected to increase in frequency and severity. The land at risk from coastal erosion and flooding represents a considerable proportion of our coastline, which includes both human and economic assets, as well as vulnerable infrastructure.

The natural assets of the coastal zone include its scenic beauty and its tourism and recreational potential. Over 50% of the population take a day trip to the coast in any one year; this equates to an estimation of about 170 million trips \*. Coastal tourism has been a key economic activity for many areas with both positive and negative effects, with over 45% (£6.2 billion) \* of domestic spend on tourism being spent on the coast; this naturally includes visitors enjoying boat trips and the more niche sector of geological and eco-tourism.

However, there are a number of potential conflicts between commercial, recreation and tourism pressures and nature conservation, which we are keenly aware of and we seek to ensure they are understood and where necessary, addressed, within Torbay Council strategies, and our own management plans.

### **Product development, events and promotion**

Torbay could be doing so much more in this arena, and have a much higher national and international profile; looking at examples from other ports and harbours both nationally and internationally gives Tor Bay the opportunity to develop activities and events which will achieve this.

Torbay is a particular geological showcase, and the potential 'Geopark' status would further stimulate the development of new products and events.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

## SECTION FOUR – THE FUTURE POTENTIAL

Whilst Tor Bay Harbour is a self sustaining Harbour Authority, with clear statutory and operational roles and responsibilities, it also presents a perfect development opportunity in terms of improving service delivery and also in terms of increasing the waterside offer to a wider market, and promoting the natural asset in a more cohesive manner.

With over a quarter of the UK adult population (12.5 million) now spending some of their leisure time in ways closely linked to our coasts and inland waterways (boating activity, water skiing, windsurfing, surfboarding, angling, swimming, sub-aqua diving, cliff climbing, coastal walking, kitesurfing and beach activity), there is clearly a large potential market for boating and watersports enthusiasts. <sup>∞</sup>

This strategy sets out to outline those areas where Tor Bay Harbour can more actively contribute to the overall destination offer and the economic development of Torbay. It is clear that the operational requirements should be given precedence, but the opportunities to realise the potential of Tor Bay should also be grasped.

### **Increase event potential and access to the water**

#### ***Raise the profile of Tor Bay and the English Riviera as a destination for events and waterbased activities***

- It is essential that local people, especially young people, feel able to access and use harbour facilities and are able to enjoy maritime events and activities
- Major boating events are an additional source of vital income to waterside communities<sup>1</sup>

*For example, the old Naval Air Station at Osprey Quay, Portland, has been developed into a World Class Sailing Academy, with support from the National Lottery (£3million) and the South West Regional Development Agency (£3.34 million). This development includes a brand new clubhouse, new external facilities including 30 pontoons, new slipways and much expanded room for boat storage and car parking. Following this investment, the Weymouth and Portland National Sailing Academy (WPNSA) was chosen to host the sailing events for the London 2012 Olympic Games.*

*The Academy exists for 3 main reasons:*

- 1. To promote the sport of sailing at all levels of competence and ability, through courses, training and events to include all people, especially those*

<sup>1</sup>Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

*with difficulties.*

*2. To provide a facility for the community to use, for example, actively encouraging Dorset schools to bring sailing into their outdoor activities, and providing services such as the boat hoist and storage.*

*3. To contribute to substantial economic regeneration. Since opening, the WPNSA has created a demand in service and marine industries worth in the region of £10m, and when the new facilities are complete, the WPNSA will be adding approximately £6m each year to the local economy.*

*The activities of WPNSA are providing sustainable benefits in terms of the environment, the economy and the community generally.*

### **Maritime watersports**

The proposal to develop a community maritime centre of excellence is fully supported within this strategy, and some suggested locations (Goodrington and Broadsands) enable a wider exploitation of event offer in Tor Bay. It is crucial for the success of this initiative that it is suitably integrated and located, without adding pressures on existing infrastructure [most people travel by car because of the quantity of equipment <sup>2</sup>], financially robust and relevant to the community.

- Today, approximately 7% of the adult population (3.5 million) take part in some form of boating activity <sup>∞</sup> and this strategy presents a clear opportunity to further develop this in Torbay, making access easier for locals and visitors alike.
- Whilst National Centres of excellence are important in pursuing success in competitive sailing, so are grass roots clubs and training centres where youngsters can learn to sail <sup>2</sup> i.e. Babbacombe & Corinthian Sailing Club, Royal Torbay Yacht Club, Paignton Sailing Club, Brixham Yacht Club, Grenville House, etc.
- Encourage sailing and the range of boating and watersports activities as a tool in achieving social inclusiveness
- The harbours will particularly increase work with schools and youth organisations, to encourage more young people to be increasingly active on the water.

### **Improve surrounding infrastructure**

One particular type of development where there has been a rapid increase in demand in the last 20 years has been in marinas and other facilities for boat mooring, parking and launching; this demand is likely to continue for the foreseeable future <sup>2</sup> and there must be adequate support infrastructure, including better road and rail links.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com



The harbours of Tor Bay can and are being used as catalysts for regeneration, and there are clear examples of best practice, which highlight and evidence this.

*For example, Gunwharf Quays is a £200 million mixed-use development at Portsmouth Harbour. The 33-acre site comprises of over 65 designer outlets, 20 bars and restaurants, an 11-screen cinema, a 26-lane bowling complex, a comedy club, 500m of berthing space, 310 homes, and 100,000 sq ft of office space.*

*The 210,000 sq ft of retail space houses a unique collection of high street and global brands from Paul Smith to Polo Ralph Lauren and French Connection to Gap, Nike, Levi's and adidas, complemented by homeware, toys, books and accessories. 20 cosmopolitan waterfront restaurants and bars take up a large part of the 190,000 sq ft of leisure space at Gunwharf Quays.*

*The mix of retail, restaurants and leisure is the key feature of the Gunwharf Quays masterplan. Other developments had demonstrated that by encouraging their stores to remain open later, visitors would shop at a leisurely pace, then remain to enjoy the evening atmosphere, visiting one of the many restaurants and bars, or taking in a film at the multi-screen cinema. Strolling performers, buskers, local bands and theatre groups create an exciting backdrop for a day out and a reason to keep coming back; wide boulevards, open spaces and Ships Berths were developed for Gunwharf Quays – to offer ad hoc performance venues, as well as to provide space for markets and temporary exhibitions.*

*Gunwharf Quays is now also home to an Express by Holiday Inn hotel, a Grosvenor Casino, and The Edge Health & Fitness club that overlooks historic Portsmouth Harbour. The car park has 1450 spaces, and is a two deck underground structure and Gunwharf Berths offers 500m of prime berthing space.*

*Over 10 million people have visited Gunwharf Quays since opening in March 2001; these include Day visitors living within a 60-minute drive time (6 million people), ABC1, 26 – 45 year olds and Families. 39% of visitors are from Portsmouth City (PO1 – PO6), 39% are from the PO postcode region, 19% are from other areas, principally within the Gunwharf Quays 60-minute drive time region. 2% are from overseas.*

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

*The largest customer group for Gunwharf Quays is the 26-45 year olds; these customers visit over four times per year, spend more than three hours per visit and spend more than average per visit (30% of these visitors spend over £50 per visit); only 13% of these visitors did not spend.*

*There are approximately 110,000 visitors per week at Gunwharf Quays, with key holiday times being peak times. Gunwharf Quays has a 3-day weekend, with 57% of visitors coming on a Friday, Saturday and Sunday. Visitors are split evenly over the year with 53% of visitors coming April – September, and the remaining 47% from October – March <sup>n</sup>.*

*Sutton Harbour Holdings have taken a leading role in the exciting regeneration of the Plymouth harbourside and surrounding areas. The award winning transformation of the old Fisheries building into the hugely popular Dartington Glass showroom and visitor attraction on the waterfront being just one example.*

*An exciting new waterfront development designed to breathe new life into Plymouth's harbourside has got the go-ahead, which will include delivery with residential developers Westbury Homes.*

Considering these examples, it is evident that the opportunities for similar (albeit, smaller) developments in Torbay include Victoria Parade, Beacon Quay, The Lanes, Brixham and South Quay, Paignton Harbour. However, when considering such opportunities an understanding must be had of the type of land adjacent to harbours and the land based facilities required for boating. *Local boat yards repair and maintain boats and provide winter storage ashore. Many clubs also have self-run facilities where members can work on their boats. All these facilities need to be at the water's edge. Many have been lost to development that does not need a waterside site and this trend needs to be reversed. Development of coastal sites in particular for housing is increasing and is an attractive option to the developer. This short-term economic gain is a long-term loss to those activities that require a coastal site and hence to the quality of life and economy of the area. Government planning guidance states that coastal sites should be safeguarded for activities that require a coastal location.* <sup>2</sup>

Planning policy as set out in the Adopted Local Plan and the emerging Local Development Framework (see Appendix I) covers strategic spatial planning issues. This new strategy together with the introduction of the concept of marine spatial planning will assist in the further development of planning policy documents.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

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<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

Torquay, Paignton and Brixham harbours lend themselves to a mixed offering for visitors and harbour users, this strategy aims to focus the development of these areas and harness their potential as leisure, recreational and maritime destinations. In addition to the surrounding infrastructure, the waterspace of the 3 enclosed harbours has the potential for further leisure offering, such as floating restaurants, vessels of special interest and further pontoon berthing.

The British Marine Federation state that development plans should be positive in identifying sites which are suitable for water-based activities related to sport, recreation and tourism, bearing in mind the unique requirements of such activities in relation to access to water <sup>2</sup>. In this strategy, the key development areas for consideration include Quay West, Broadsands, and Paignton, Brixham and Torquay Harbours, and Hollicombe.

Any improvement to the surrounding infrastructure will have planning policy implications and Appendix I gives details of the relevant planning policy documents. Where it is appropriate this new harbour and maritime strategy will influence the development of future planning policy documents.

#### **Increase landbased activities to support maritime events**

It is essential that all events and waterbased activities are supported by relevant and appealing land based events; events provide an attraction to visitors who may have no desire to participate on the water themselves, but enjoy it as a spectator sport <sup>2</sup>.

In 2005, the popular 'waterfront 2005' was launched to support 'SeaBritain 2005', and also to add additional impact to waterbased events, such as the Tall Ships Regatta. This type of programme will be further developed and this strategy will enable a new range of event, sponsorship and performance to take place on the harbour side.

In 2006, 118,000 people visited the huge range of exhibitors and features at the Southampton International Boat show. A similar Boat Show is held in London in January each year. This type of event attracts major sponsors and personalities <sup>2</sup>, and this type of focus is a clear opportunity for Tor Bay and the harbourside areas.

Maritime Festivals and Local Produce Markets also provide an important opportunity, along with activities and events organised by partner organisations. i.e. Torbay Coast & Countryside Trust

<sup>1</sup>Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

### **Increase offer for recreational boating**

In recreational boating, there is a significant overlap between sport, recreation and tourism<sup>2</sup>. Sport and recreation can encourage tourists to visit an area, and this strategy will take into account the needs of local people and visitors in terms of recreational boating, and where possible, develop facilities which benefit both.

Tor Bay is recognised as an area with major concentrations of boating activities; the majority of boating activity takes place in the UK's estuaries and sheltered waters. It is essential therefore, that action is taken to raise the profile of Tor Bay as an ideal location for waterbased activities [windsurfing, personal watercraft, sailing, motor boating, canoeing, waterskiing, sports boats and power boat racing], by seeking opportunities to "*protect existing and, where appropriate, increase provision of recreational boating facilities*"<sup>2</sup>. (see Appendix I for the local planning policy context) This promotion must connect to the overall destination marketing of the English Riviera and connect to its key tourism facilities – accommodation, attractions, events, retail and restaurants.

There are approximately 451,000 leisure boats (over 2.5 m) kept in the UK and 90,000 UK-owned boats are kept abroad. The number of foreign owned boats kept in the UK is estimated at circa 16,000 (British Marine Federation 2004 data following consultation with marine insurers, magazine publishers and the RYA).

In September 2005, British Marine Federation with MCA, RNLI, RYA sponsored by Sunsail carried out a survey amongst 12,000 people in the general population. This established that the UK watersport participation figure is up to 3.5 million people aged 16 and over. For most activities men participate more than women, and younger age groups exhibit higher participation rates than older ones. The socio-economic group AB records higher participation rates than the other socio-economic groups. ∞

Including working proprietors and seasonal staff the manpower figure for the leisure boat industry is about 30,000, recorded in 2004. 91% of manpower is permanent (source: BMF 2005 data).

Including the value of exports, the collective UK boating industry revenue for 2004 was £1,994 million (source: BMF 2005 data). In respect of the world market US retail sales for leisure marine products are estimated at \$26 Billion. The US market is about 4x bigger than the rest of the world. Thus the global figure is \$32.5 Billion (source: BMF analysis of NMMA data, 2004).

A relatively small minority of the population undertakes water-based sport and recreation activities. However, many of these activities are, or have the potential to

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

be, socially inclusive and, with a modest level of skills training, can be undertaken by a wide age and ability range (University of Brighton – research 2001).

### **Increase visiting yachts and other vessels and improve the welcome**

The positive impact of creating a good first impression and excellent welcome for visiting yachts and other vessels must not be underestimated. We must work to continually improve the welcome and offer of Tor Bay Harbour, ensuring that the English Riviera is a destination of choice.

This improved welcome must include a comprehensive harbour guide, active external promotional offers and dedicated work with relevant bodies such as Destination South West. Working closely with destination marketing, we will raise the profile of Tor Bay as a destination for yachtsmen and other boat users, through press, PR and targeted promotion.

The shore-based facilities (showers, toilets, laundry facilities) must also be improved in order to deliver the highest level of service, as well as increasing the pontoon berthing and access to pontoons.

### **Identify new opportunities for the fishing industry and aquaculture**

A thriving catching sector helps make ports viable for other commercial and leisure uses; it also contributes to the tourist economy, particularly in South West England, a region which has built a strong reputation for its fish cuisine<sup>a</sup>. The reputation and success of the current fishing industry in Torbay is well documented and this achievement and profile could act as a launch pad for new activity.

This strategy supports the sustainable development of the aquaculture industry, whilst there may be a limited availability of sites in Tor Bay, it is an important sector due to the quality of supply and the fact that growing shellfish requires minimum input. At all times the TDA will be mindful of the conflicting requirements of recreational and commercial activity and their impact on the environment. Also, the spatial requirements of an emerging aquaculture sector, will be considered whilst realistically appraising the economic benefits, which include employment numbers. We will be working closely with DEFRA as they work to develop the mariculture sector in England. This will include the drafting of a strategy that will assess the future of the English shellfish industry, identify development opportunities, research priorities for product development and identify export opportunities for shellfish.

The quality of the catch and wider onward distribution opens up opportunities to link to destination marketing; connecting quality food with a quality resort, and this will be further explored and maximised within this strategy and linked to the Torbay

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

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Tourism Strategy. Torbay has already been active in supporting the marketing of fisheries products in general terms through inclusion in events taking place in the Bay such as maritime festivals and local produce markets. We would support moves to increase the ability to promote local products particularly with regard to the export market.

Furthermore the national strategic plan for fisheries supports the improved promotion and marketing of fisheries products in the UK and overseas; in particular better exploitation of niche and premium markets and effective marketing of local food<sup>a</sup>. Torbay has been keen to explore how to develop the mariculture sector locally and the drafting of this strategy is therefore welcomed. Development opportunities for the sector would add strength to the processing and shellfish sectors locally and present new product development possibilities.

It is essential that the current industry is supported and sustained, the new Brixham Fishmarket is one step towards this sustainability, however, it is essential that trends and opportunities are considered and any threats responded to.

As an area with a heavily fishing dependent community we recognise a broad range of issues that contribute to the diversification and sustainability of the local economy. We believe that any economic development should be integrated with key local bodies such as responsible economic regeneration organisations as well as those at a regional level. Often it is the case that local bodies will hold more expertise and in depth industry knowledge than regional organisations.

The Torbay Development Agency is keen to see that any future intervention in fisheries dependent communities is structured effectively and complements the other plans for economic regeneration, which are currently under preparation.

### **Assess the potential of further waterbased transport and international routes**

Torbay has a long established passenger pleasure craft industry, mainly transporting visitors on local trips, connecting the 3 towns and linking to neighbouring destinations. This should be maximised to encourage more routes between the 3 towns, particularly with visitors and potentially the local population as part of an integrated transport strategy.

Torbay has operated cross channel ferry routes in previous years, and has the potential to re instigate such routes, given its strategic location on the South West peninsula. However, new routes would require significant infrastructure development and they must have the ability to compete with well-established

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<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

operations at Poole, Weymouth and Plymouth; this strategy will enable potential operators to assess and explore the possibilities.

The Local Transport Plan for Torbay (2006 – 2011) includes a 30-year vision statement of *“a high speed, all weather ferry service will link Torquay, Paignton and Brixham”*. Ferry services are therefore highlighted in the long-term transport strategy for Torbay but the document accepts that *“development of these services will, however, require substantial investment in conjunction with the private sector”*.

### **Consider the prospects for recreational diving**

We will also consider the possibilities of developing facilities for recreational diving, to ensure that Tor Bay has the widest offer for all waterbased recreation. Options could include the strategic placement of man-made wrecks and/or artificial reefs.

### **IMPACT FOR THE ENGLISH RIVIERA**

Clearly, a more focussed approach to waterbased activities and the associated landbased events will have a major impact for the profile of the English Riviera, and have a positive impact as an attractor for new visitors.

Waterbased activities and boating are key components to the tourism industry, underpinning the economy of Torbay, as well as other waterside communities. The economic impact is measured in terms of indirect local employment and spend in local businesses and services. British Waterways estimates that every year the inland waterways bring Britain over £1.5 billion in visitor income and that 10 million people visit the waterways every year (British Waterways, 2003)

The impact comes from not only the domestic market, but also given Tor Bay’s location, from overseas, which includes visiting yachtsmen and cruise liners. Chichester Harbour recently estimated that 10% of their visiting vessels came from overseas, in Tor Bay this figure is not currently measured.

The South East report that 70,000 yachtsmen visited marinas and harbours in the region, with a spend of £28 million – on a range of services from fuel to dining out in the area. It is essential that this potential is maximised in Tor Bay.

This form of tourism has long been recognised and supported by other European countries, and this strategy offers the opportunity to further exploit the impacts for the English Riviera, and the local economy.

The Tourism Strategy states that the physical infrastructure and product of the English Riviera can and should be developed to appeal to a wider market place,

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

this should include public realm improvements, maximising maritime and fishing heritage and [waterbased] events of regional, national and potentially international importance, whether these be focused on Torbay or part of a wider experience.

In addition the possibility of developing eco-tourism opportunities based on geology and marine biodiversity of Tor Bay should be considered; particularly linked to the potential 'Geopark' status and the economic benefit this would deliver.

It is clearly crucial to support tourism in Torbay in its widest sense, and realise the potential of all of the key elements [sports tourism, event tourism, business tourism, and cultural tourism]; the harbour and maritime strategy will therefore closely connect to the tourism strategy in terms of development potential, to drive the individual elements forward in a connected approach.

The connectivity between this strategy and other Council strategies and planning policies can be found in Appendix I.

### **IMPACT FOR TOR BAY HARBOUR**

The recreational boating sector makes an important contribution to the economy; nationally turnover figures for 2003 were £1.8 billion, employing over 30,000 people<sup>1</sup>.

In implementing this strategy, the impacts for Tor Bay as a harbour and a maritime destination will be extremely beneficial and positive. Particularly in terms of a higher local, regional and national profile through attracting new events, visiting vessels, and improving ease of access to the water for all visitors and local residents a like.

There will be further opportunity for development of appropriate facilities, that would also benefit to harbour users and ensure a more sustainable future for Torbay; particularly when considering the positive impacts of harbour regeneration and increased maritime activity in other areas of the country.

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>n</sup> www.gunwharf-quays.com



## SECTION FIVE – THE KEY ACTIONS

Tor Bay Harbour should operate effectively, efficiently and safely in accordance with statutory responsibilities. However, additionally this strategy will seek to position the Bay, and its waterside offer, as vibrant, exciting and interesting; providing quality events and activities, together with a warm welcome; whilst raising the profile and reputation of the excellent local catch – the fruit of the sea. To achieve this, a clear action plan must be in place and supported across Torbay. The main pillars of this action plan are:

### **Strategy and policy**

The TDA is clearly positioned with the responsibility for maritime service provision and activities, along with their connection to tourism, regeneration and economic development. This strategy will focus the work of the TDA and the Tor Bay Harbour Authority and act as a tool to stimulate support across Torbay.

Engaging the local community and offering a co-ordinated and focused direction, the TDA is best placed to maximise opportunities for further developing Tor Bay Harbour, and therefore ensuring its future sustainability.

The TDA will champion, lead and communicate all policies and ensure connectivity across Torbay. The TDA will also integrate this strategy with the Torbay Economic Strategy and the Torbay Tourism Strategy (2005 – 2015) and those of relevant agencies and authorities at county, regional and national level. (see Appendix I)

### **We will**

- Adopt a Safety Management System in compliance with the principles set out in the Port Marine Safety Code, including
  - o Policies for emergency plans
  - o Conservancy
  - o Environment
  - o Management of navigation
  - o Pilotage
  - o Marine service
- Endeavour to adopt best practice as set out in Opportunities for Ports in Local Authority Ownership <sup>1</sup>
- Provide users with adequate information about conditions in the harbour.
- Enter into a bilateral agreement with the United Kingdom Hydrographic Office relating to the supply of hydrographic, tidal and other survey data.
- Take account of nature conservation and seek to protect appropriate features of natural beauty and/or historic interest. Where it is compatible,

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

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<sup>n</sup> www.gunwharf-quays.com

this should be in connection with the Tor Bay Marine Biodiversity Action Plan.

- Invest in new harbour facilities where a need is identified and in particular seek to improve the quality and provision of moorings.
- Focus on the core elements of harbour activity, which are the fishing industry, commercial property, provision of moorings, leisure boating, and an anchorage for shipping.
- Endeavour to diversify the sources of harbour income especially where this also supports and strengthens the core elements of harbour activity.
- Aim to keep existing business and attract new activities.
- Seek to maximise quality and value for money in all our services by making the harbour cost-effective, efficient and streamlined, while maintaining high standards.
- Act as a consultee on planning policy documents and other related Strategies prepared by the Council, in order to ensure that all the documents prepared are broadly compatible and provide adequate reference to harbour and maritime issues.

#### **We will encourage others to**

- be responsible for their own health and safety and that of other harbour users and the general public, who may be effected by their acts or omissions
- comply with the regulations which are in place and aimed at ensuring the safe use of the harbour
- consider their future strategies and how we can link together
- adopt the principles of this strategy, and consider how they can play a part in realising the future potential of Tor Bay Harbour

#### **Operation and service delivery**

The TDA has a team of professional and well trained maritime staff who operate the 3 enclosed harbours of Tor Bay, using their wealth of experience to ensure smooth operation and the highest levels of service provision for users and visitors alike. The TDA is therefore, best placed to ensure the continued successful operation of Tor Bay and the maritime environment, whether it is in terms of daily operational activity or for the provision of services to visiting vessels and events.

The daily operational activity includes the servicing of the fishing industry, mooring provision, maintenance of infrastructure, estate management and other commercial maritime operations. The TDA will therefore, work to grow the commercial maritime leisure base, support and develop the crucial fishing industry and ensure

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

that the harbour estate offers services to the right mix of tenants to support future ambitions.

### **We will**

- operate a system of planned maintenance
- maintain existing buildings, plant and equipment, harbour facilities and quays in good serviceable order.
- ensure that all aids to navigation are functioning
- operate a Bay reporting scheme for shipping (in conjunction with partners)
- publish local weather information and act as a source of information on key marine related matters
- provide a relevant and customer focussed website to support harbour users

### **We will encourage others to**

- alert us to any damage or maintenance requirements
- support our continued efforts to improve service delivery by offering suggestions through the user survey
- provide feedback at all times on operation and service delivery

### **Research**

A programme of research of both local users and visiting vessels / yachtsmen will assess user satisfaction and future requirements. It will identify areas for development, improvement and opportunities which can be embraced to further develop the offer of Tor Bay Harbour.

### **We will**

- conduct an annual users survey
- introduce a short survey for visiting vessels and yachtsmen
- participate in benchmarking working groups, facilitated by the British Ports Association, including the Fishing Ports Working Group, Municipal Ports Working Group and the Leisure Ports Working Group
- measure the economic impact of harbour users, and visiting yachtsmen
- continually compare harbour charges with those of neighbouring ports and national benchmarking partners, to ensure that harbour charges in Torbay remain consistent and relevant
- inform users and non-users of the results of surveys and benchmarking, and provide other statistics where appropriate

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

### **We will encourage others to**

- provide us with key statistical information [such as Government Departments, SeaFish, Chamber of Shipping, Maritime and Coastguard Agency, RNLI, British Marine Federation and the RYA]
- react positively to the opportunities presented through the collection of key data
- participate in relevant data collection

### **Infrastructure development**

It is important to ensure that the harbour and surrounding infrastructure is relevant to the needs of users, visitors and the community in general. Also, its development should be compatible with the planning policy framework.

### **We will**

- improve and increase our mooring provision
- assess the potential for harbour expansion, particularly considering
  - o A Northern Arm, Brixham
  - o Improvements to Brixham Inner Harbour
  - o Extension of East Quay at Paignton Harbour
  - o Expansion of existing infrastructure to create additional sheltered waterspace
  - o A Town Dock
  - o Inner harbour pontooning at Torquay harbour
- support the development of the harbour as a commercial and recreational port
- endeavour to improve facilities for the embarkation and disembarkation of passengers from pleasure boats and visiting vessels
- consider best practice in harbour regeneration elsewhere to assess the potential for Tor Bay
- work with private sector operators to consider commercially viable opportunities for the enclosed waterspace, including floating restaurants, and vessels of special interest.
- Comment on other draft policy documents to avoid conflict between the policy framework and the objectives of this strategy.

### **We will encourage others to**

- propose private sector investment opportunities based on robust business plans and partnerships to improve infrastructure

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- maintain current infrastructure to a highest standard, reflecting the development aspirations of Torbay; to include lighting, flowers, clearance of litter ensuring that the harbours remain clean and attractive.

### **Coastal zone management and sustainability**

As the primary regulator for the coastal zone off Torbay the Harbour Authority will use its experience to encourage better communications with the local community, especially to help reconcile conflict that inevitably occurs as different sectors apply greater pressure on our finite maritime resource.

We will

- explore the benefits of coastal zone management and aim to adopt an integrated approach that will bring users and regulators together
- adopt a sustainable approach to harbour management and port development
- maintain existing buildings, plant and equipment, harbour facilities and quays in good serviceable order.

We will encourage others to

- recognise the importance of the maritime environment
- work together to identify key opportunities and threats within Tor Bay

### **Product development, events and promotion**

The waters of Tor Bay provide the playground for a wide range of sporting activity including sailing, rowing, power boating, water skiing, windsurfing, wake-boarding, kayaking, angling, scuba-diving and swimming. More recently watersports have become a focus for future development in Torbay through the proposal for a Watersports Centre of Excellence, as well as Torbay's aspiration to maximise the benefits offered by the successful London 2012 Olympic bid.

Mariculture, maritime events and other new opportunities can, and will be, further explored through development of this strategy

**We will**

- develop a quality of catch brand, and associated marketing campaign linked to destination marketing
- explore opportunities for all types of aquaculture, working with the private sector, research bodies, Devon Sea Fisheries Committee and DEFRA
- facilitate maritime events and act as a co-ordinating body
- stimulate opportunities for new events and activities, both waterbased and on the harbour estates

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>n</sup> www.gunwharf-quays.com

- Provide ongoing support for watersports clubs, including boat storage, launching and other facilities, consistent with the full range of harbour and maritime activities.
- encourage the development of a financially sustainable watersports/maritime centre that can deliver a range of maritime activity for the community.
- assist Torbay Council to establish a Water Sports Forum
- operate beach and coastal zoning to manage the water space and offer the right conditions for safe water sports activity
- provide, improve and maintain adequate access points to the waters of Tor Bay for all those engaged in watersports.
- facilitate appropriate access to the Bay away from the enclosed harbours to avoid congestion
- manage the Council's seasonal beach patrol boat service
- promote the use of harbour facilities and raise awareness of watersports opportunities
- endeavour to react and cater for new and extreme kinds of watersports
- support, through certain discretionary charges, young people and youth groups using harbour facilities.
- offer leases and consider grant support on rent to clubs occupying land on the harbour estate.
- offer professional advice and technical support to the Torbay Sports Council, relating to relevant maritime matters and watersports.
- link this strategy with the relevant sections of the Torbay Sports Strategy.
- disseminate information through the appropriate channels, including the Harbour Liaison Forums, the Business Forum and other tourism and maritime bodies.
- work with the owners of the heritage sailing trawlers to develop a sustainable strategy to maximise the potential of these heritage vessels (TDA tourism section)
- work with public sector partners when developing land based and supporting events; particularly when utilising Council land
- promote Torbay as a destination for recreational fishing, including advice about good sites and where not to fish.

We will encourage others to

- link all event opportunities to this strategy ensuring a co-ordinated programme and approach (see strategic linkages in Appendix I)
- raise the profile of Tor Bay as a destination for maritime events and related activities.
- Develop new products and services to maximise the maritime experience; including activities and services that link to new product areas, such as the

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<sup>n</sup> www.gunwharf-quays.com

potential 'Geopark' and associated boat trips, rangers, and information provision.

<sup>1</sup> Opportunities for Ports in Local Authority Ownership: A Review of Municipal Ports in England and Wales – DCLG & DfT May 2006

<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

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<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> [www.gunwharf-quays.com](http://www.gunwharf-quays.com)

## Consultation plan:

- |  |   |                |
|--|---|----------------|
| 1. Draft strategy to Harbour Committee           | – | March 2006     |
| 2. Draft strategy to Overview and Scrutiny Board | – | May 2006       |
| 3. Stakeholder consultation                      | – | June 2006      |
| - website and hard copy available                |   |                |
| - press coverage                                 |   |                |
| 4. TDAL board consultation                       | – | July 2006      |
| 5. Report to Harbour Committee                   | – | September 2006 |
| 6. Second draft developed                        | – | Sept/Oct 2006  |
| 7. Further consultation on second draft          | – | Nov/Dec 2006   |
| 8. Report to Cabinet                             | – | January 2007   |
| 9. Final version to Council                      | – | February 2007  |

## CONSULTATION PROGRAMME AND RESPONSES

The first draft consultation document was launched in March 2006, at the Harbour Committee; copies were available to users and non-users by June / July 2006. The first consultation period ran from March until August 2006. Overall, from the initial consultation questionnaires relating to the first draft strategy, stakeholders reported:

### SECTION ONE: HISTORY

73% of responses agreed or strongly agreed that this section accurately covered all of the information relevant to outline the history of Tor Bay harbour. Of the 18% who disagreed their comments have been reflected in this second draft.

One respondent suggested that referring to the Navy's Western Fleet was accurate, but it lacks the impact that reference to the support of the Brest Blockade would make. They also highlighted that it was important to mention that the Admiralty seriously considered building a breakwater across Tor Bay.

*Other comments included:*

Congratulations on your report – full of information and easy to read.

Mention the historic development of Torbay as a holiday resort or the significance of cruise liners and other passenger/leisure craft. This seems relevant given the emphasis in the Strategy on promoting tourism/leisure activities in the Harbour [this is covered in the Torbay Tourism Strategy to which this strategy links]

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<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

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<sup>n</sup> www.gunwharf-quays.com



## **SECTION TWO: CURRENT POSITION**

91% of respondents agreed or strongly agreed that this section accurately reflected the current position of Tor Bay Harbour. Particular comments and suggestions have been incorporated into the main body of the strategy.

Respondents highlighted that there was further scope under the Municipal Ports Review for stakeholder interaction and partnership, and that the enclosed harbours should retain a sense of their individual identity – this will be reflected in actions stemming from the strategy. Reference was also made to commercial businesses that are dependent on the harbour; again, these will be intrinsically linked to any further actions and developments.

In addition it was highlighted that the Maritime Strategy does not appear to need a Strategic Environmental Assessment (SEA) or Sustainability Appraisal (SA). Looking at the regulations, the SEA Directive (which brought in SA) does not apply to those plans not required by legislative, regulatory or administrative provisions, and therefore probably does not apply to the Maritime Strategy.

## **SECTION THREE: CORE PRINCIPLES**

### **Policy and statutory requirements**

82% of respondents agreed or strongly agreed with this sub-section.

### **Prosperity and opportunity**

91% of respondents agreed or strongly agreed with this sub-section.

One respondent suggested that the strategy should be divided into commercial sectors [the fishing industry, the leisure industry, the pleasure boat sector, the training sector, the tourism sector, the infrastructure] with an analysis of each in terms of current position and aspiration. This again will be reflected in the prioritisation and action planning which will be developed alongside this strategy.

### **Environment, coastal zone management and sustainability**

82% of respondents agreed or strongly agreed with this sub-section.

Comments included the need to highlight the significance of climate change in relation to the future of Tor Bay; raising the point that environmental and sustainability issues could be expanded on [these will be covered in annual action plans associated with this strategy].

### **Product development, events and promotion**

91% of respondents agreed or strongly agreed with this sub-section.

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

<sup>3</sup> Tourism in Torbay – Tourism Strategy 2005 – 2015

\* 1996 figures

<sup>a</sup> UK National Strategic plan for fisheries

<sup>∞</sup> Watersports and Leisure Participation Survey 2005 – BMF, MCA, RNLI, and RYA, sponsored by Sunsail

<sup>n</sup> www.gunwharf-quays.com

One respondent highlighted that this section required more information and focus, again, this will be covered in the detailed action planning which will be developed to support and implement this strategy.

#### **SECTION FOUR: THE FUTURE POTENTIAL**

##### **Increase event potential and access to the water**

100% of respondents agreed or strongly agreed with this sub-section.

##### **Improve surrounding infrastructure**

100% of respondents agreed or strongly agreed with this sub-section.

##### **Increase land based activities to support maritime events**

91% of respondents agreed or strongly agreed with this sub-section; 9% neither agreed nor disagreed.

##### **Increase offer recreational boating**

82% of respondents agreed or strongly agreed with this sub-section.

##### **Increase number of visiting vessels and improve welcome**

100% of respondents agreed or strongly agreed with this sub-section.

##### **Identify new opportunities for the fishing industry and aquaculture**

82% of respondents agreed or strongly agreed with this sub-section. 18% neither agreed nor disagreed.

##### **Assess the potential for further waterbased transport and international routes**

91% of respondents agreed or strongly agreed with this sub-section; 9% neither agreed nor disagreed

##### **Consider the prospects for recreational diving**

91% of respondents agreed or strongly agreed with this sub-section.

One respondent suggested that it would serve us well to look to, and encourage, what we have.

#### **SECTION FIVE: THE KEY ACTIONS**

The TDA will exploit the full range of marketing and product development expertise within its organisation.

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It is important to note that in many cases the 'we will' section refers to those activities and actions that are already underway, but can be further developed or improved through the implementation of this strategy, via separate action plans and business plans.

### **Strategy and policy**

91% of respondents agreed or strongly agreed with this sub-section; 9% neither agreed or disagreed

### **Operation and service delivery**

100% of respondents agreed or strongly agreed with this sub-section.

### **Research**

91% of respondents agreed or strongly agreed with this sub-section; 9% neither agreed or disagreed

It is noted that the TDA will utilise the full range of expertise available to implement this element of the strategy.

### **Infrastructure development**

91% of respondents agreed or strongly agreed with this sub-section.

One respondent noted that 'not all boats need a harbour' and this view is shared by the TDA and reflected within the spirit of this strategy.

### **Coastal zone management and sustainability**

100% of respondents agreed or strongly agreed with this sub-section.

### **Product development, events and promotions**

100% of respondents agreed or strongly agreed with this sub-section.

## **DETAILED RESPONSES**

In addition to comments received through the consultation questionnaire, detailed responses were gratefully received from:

### **Dr R I (Bob) Tricker, on behalf of the Board of Vigilance of Brixham Preservation Co Ltd**

We warmly welcome the formulation of a strategy for the future development of Tor Bay Harbour and the Bay's maritime environment. [a number of recommended additions have also been added to the body of the strategy]

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**Paul Moorhouse, on behalf of the English Riviera Association of Tourism**

It is hoped that all the membership of the English Riviera Association of Tourism would support an increase in the use of the waters of Torbay for both recreational and commercial purposes. [a number of recommended additions have also been added to the body of the strategy]

**Steve Turner, Service Manager, Strategic Planning, Torbay Council on behalf of the Strategic Planning Group.**

The Strategic Planning group welcomes the opportunity to comment on the Draft Tor Bay Harbour and Maritime Strategy for Tor Bay; the group's comments focus on the importance of the interrelationship between the Harbour and Maritime Strategy and other strategies. [ please see Appendix I ]

**John Coysh, Brixham 21**

I agree we need a strategy for Tor Bay. [a number of recommended additions have also been added to the body of the strategy]

**The Overview and Scrutiny Board, Torbay Council**

The Overview and Scrutiny Board would strongly oppose any future plans for the removal of the ring-fenced status of the harbour accounts. The Board also feel that greater opportunities for young people and the wider community, to utilise the harbour and Torbay's maritime environment, should be included in the final Harbour and Maritime Strategy.

Responses were also received from the following :-

<b>NAME</b>	<b>Organisation</b>
Keith Bower	Devon Sea Fisheries Committee
Chris Howell	Seaway Insurance Consultants Ltd
Mike Palfreman	Harbour Estates, Valuer, Torbay Council
Torquay Rowing Club	C/o Royal Torbay Yacht Club
Roy Williams	Grenville House
Michael Atkinson	Torbay Business Forum
Paul Hope	Torbay Council
John Grange	Torbay Council
Christina Vincent	Link Youth Support
Cllr Jean Turnbull	Torbay Council
Sarah Vickers	Living Coasts
John Turner	Marine Services, TDA
Alan Davies	Arts and Events Manager, Torbay Council
Elizabeth Raikes	Chief Executive, Torbay Council

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Dominic Acland	Torbay Coast & Countryside Trust
Barry Cole	Riviera Centre
Sandie Armstrong	Torbay Boat Construction Co. Ltd
Chris Bedford	Private (Brixham Harbour User)
Cllr Jennings	Harbour Committee

The second draft Tor Bay Harbour and Maritime Strategy was updated following the comments received, and the second consultation period (November and December 2006) shaped the final version. Although still widely available and posted on the Tor Bay Harbour website, the second draft was specifically targeted to those who responded during the initial round of consultation. Further comments were gratefully received from:

Cllr Dave Browne, Torbay Council – editorial detail in Section One.

Chris Bedford, Brixham Harbour User – editorial detail in Sections One, Three, Four and Five.

Robin Barrett, British Marine Federation South West & South Devon Marine – “We think the document is well thought out and we support it”.

Strategic Planning Group, Environmental Policy Division, Torbay Council – “The Strategic Planning Group welcomes the changes made to the Draft Harbour and Maritime Strategy in response to earlier comments, and the opportunity to comment on the Second Draft. In particular, the inclusion of the new Appendix I provides clearer outline of the interrelationship between the HMS and other strategies and planning policies. However, the Strategic Planning Group would like to see increased references to Appendix I and planning policy in the main body of the text to provide an improved picture of the way that this Draft Strategy interconnects with other important and related strategies and planning policies.” – editorial changes to Executive Summary, Sections Two, Three, Four and Five.

Torbay Coast & Countryside Trust - editorial changes to Executive Summary, Sections Two, Three, Four and Five.

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<sup>2</sup> Planning Guide for Boating Facilities – British Marine Federation and RYA

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## **Appendix I**

### **Strategic linkages; the interrelationship between this and other strategies**

It is important that this strategy addresses the way it refers to other important and related strategies. A clear picture of the way these interconnect is extremely important contextually.

In a recent review of all the Council's strategies, it was found that 18 had particular relevance to the Torquay Harbour area alone, these are listed in Appendix B of the **Torquay Harbour Area Action Plan (THAAP)** Regulation 25 Development Plan Document (DPD) produced by the Strategic Planning Group as part of its Local Development Framework (LDF).

The adopted **Torbay Local Plan (1995-2011)** and the emerging **Torbay Local Development Framework**, are considered extremely relevant to Tor Bay Harbour and its future development.

Many of the **Local Plan policies** are consistent with the approach to Tor Bay Harbour contained within the Harbour and Maritime Strategy. The Plan is generally supportive of the development of water-based tourist facilities and the regeneration of the enclosed harbours, provided that this does not undermine the working role of the harbour or adversely impact on other factors such as environmental quality, highway safety, visual appearance or marine wildlife.

The Torbay Local Plan policies considered particularly relevant to the Harbour and Maritime Strategy include:

#### **1. TU1 – Harbourside and waterfront regeneration**

This policy seeks to safeguard Torquay and Brixham harbours including the “protection of the economic, maritime, tourism and retail roles of the areas...”, whilst acknowledging their substantial opportunities for regeneration and supporting the introduction of new development which enhances the areas as locations for all round tourism and retailing.

#### **2. TU4 – Water-based tourist facilities**

The Plan acknowledges that Tor Bay Harbour has “great potential to satisfy the increasing demand for water-based leisure activity in all its varied forms. The natural maritime amphitheatre of the Bay provides an unrivalled setting for competitors, spectators and the media”. Policy TU4 permits the development of water-based tourist facilities

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in Torbay's harbours where it meets the criteria mentioned and listed in the policy.

**3. E7 – The Fishing Industry & the Port & Waterfront of Brixham**

**4. E8 – Northern Arm Breakwater**

These Brixham-related policies refer specifically to the development and regeneration of the fishing industry and diversification of the Port and Waterfront of Brixham, as well as the scope for improvement of the harbour facilities and possible introduction of a Northern Arm breakwater to encourage other port-related industries.

**5. EP12 – Coastal Protection Zone**

This is a coastal management policy which permits development within the Coastal Protection Zone in particular circumstances, including where it is demonstrated that they are appropriate for a coastal location and would not adversely affect or conflict with those aspects of the local economy which are dependent on the sea and a coastal location. However, the policy is not primarily intended to control landscape matters, which are covered by policy **L3 – Coastal Preservation Areas**.

The adopted Local Plan is gradually being replaced by a number of planning documents collectively known as the Torbay LDF. One of the Local Development Documents currently under preparation is the **Torquay Harbour Area Action Plan (THAAP)**, which seeks to provide a planning framework to facilitate the regeneration of the Torquay Harbour area. It recognises the 18 Harbour-related strategies prepared by various Council departments and the TDA, but acknowledges that as no unified approach to their delivery has existed to draw these strategies together, to date, regeneration has occurred on an incremental basis. The THAAP aims to complement the regeneration initiatives promoted by the TDA and other Council departments by providing a strategic, focussed and co-ordinated approach to regeneration. Consequently, it is considered very relevant to the Tor Bay Harbour and Maritime Strategy.

The preparation of an Area Action Plan involves a number of stages: **THAAP Issues and Options document** was published for consultation. This document outlines the reasons for the regeneration of the harbour area, as well as potential objectives and a vision by which to achieve them. It also identifies four options for the future role of the wider area around the harbour:

- a. To manage the current situation in the harbour area

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- b. To pursue a primarily leisure and tourism orientated role of the harbour area
- c. To pursue a primarily retail role for the harbour area
- d. To seek a mix of Options 2 and 3 (i.e. a Mixed-use role)

A **THAAP Preferred Option document** is due to be published for consultation [2006] which will outline the Council's revised vision, objectives and preferred future role for the wider harbour area, taking into account the comments received. It will also incorporate relevant planning policies to guide future development and a number of site-specific proposals. It is therefore essential that there is a co-ordinated approach between the THAAP and the Tor Bay Harbour and Maritime Strategy.

It is also worth mentioning that the THAAP will not be prepared in isolation. In addition to having regard to the local strategies mentioned above, it must also be consistent with national planning policy guidance and higher tier development plans. The national policy approach to coastal planning matters is currently set out in **PPG20 – Coastal Planning** and a new **Maritime Spatial Planning Bill** is being debated which will bring implications for how the coast and seas will be managed. At a regional level, the draft **Regional Spatial Strategy (RSS) for the South West (2006-2026)**, which will influence local planning authorities approach to coastal management, has recently been published for consultation.

Paragraphs 7.2.15 – 7.2.18 in Chapter 7 of the draft RSS refer to The Coast. It is recognised that the region's coast is nationally and internationally significant and adds greatly to the quality of life in the region and the region's tourism offer. However, the South West faces major future challenges as the coastline responds to climate change and rising sea levels, and the risk of flood and storm damage increases. This will require an integrated approach to the management of the whole coastal zone, including offshore developments relating to energy, minerals and fisheries. The relevant policies are **CO1 – Defining the Coastal Zone** and **CO2 – Coastal Planning**. Also relevant is policy **RE2 – Coastal Zones and Offshore Energy**, which states that Local Authorities should identify opportunities to enable appropriate off shore energy development. The advocated integrated management approach to the coast and these coastal-related issues may be worth considering in the drafting of a Harbour and Maritime Strategy.

In addition to the coastal issues the relevant policy on ports is **TR7** – this supports proposals at all regional ports that facilitate the development of markets for freight and passenger services. It also supports the growth of ports to provide facilities for new recreational passenger services and the fishing industry, as well as land for port growth, marine sectors and related uses.

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The marine sector is identified as being of regional importance and a priority within the South West Regional Development Agency's Regional Economic Strategy (2006 – 2015).

It is also important to make appropriate reference to the Devon Maritime Forum, the Marine Bio-Diversity Action Plan (Torbay Coast and Countryside Trust) and the Marine Nature Reserve on the Brixham coastline.

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## **Appendix II**

### **MARINE SERVICES - TOR BAY HARBOUR – ENVIRONMENTAL POLICY STATEMENT**

Torbay Council, as the Harbour Authority for Tor Bay Harbour, are committed to ensuring the best practicable protection of the Environment under its jurisdiction and responsibility, commensurate with its overall mission and that of sustainable development.

Marine Services will seek to maintain and improve, wherever possible, a high level of environmental quality through the strict adherence of U.K. environmental legislation and internationally agreed conventions, directives and resolutions intended to protect the environment.

The Harbour Authority recognises the need to conserve the natural environment of the Bay through sound environmental management. Environmental policies for the Harbours will ensure, wherever possible, that duties carried out by Marine Services staff as well as recreational and commercial activities within harbour limits, will take place without any adverse effects on the quality of the environment.

The waters of Tor Bay include and are adjacent to Sites of Special Scientific Interest, an Area of Outstanding Natural Beauty, a Special Area of Conservation and other sites with an environmental designation. Marine Services will work closely with environmental agencies to ensure that the quality of the environment is improved upon, thereby enhancing the natural resources for future generations.

Marine Services will encourage users of the Bay and suppliers of services to the harbours to adopt practices compatible with the aims of an evolving environmental management system.

The Council consider that educating and training employees, as well as the public, on the importance of conserving and enhancing the Bay will contribute to achieving environmental goals.

Torbay Harbour Authority is pledged to work towards a cleaner environment through implementation of effective management strategies, co-operation with relevant authorities and consultation with user and interest groups.

March 2000

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## **Appendix III**

### **Summary of Strengths, Weaknesses, Opportunities and Threats facing Tor Bay Harbour**

<p><b><u>Strengths</u></b>          Environment (physical and natural)          Tourism          Fishing industry          Diversity of revenue base          Extent of property on harbour estate          Self-financing and policy of ring-fenced harbour accounts          Partnerships – private and public sector</p>	<p><b><u>Weaknesses</u></b>          Influence of the natural and physical environment (NIMBY)          Extent of physical infrastructure (exposure to storm damage)          Transport infrastructure          Anti-social behaviour relating to drug migrants / drunks / beggars          Method and inconsistency of harbour governance          Resources diverted for provision of public amenity facilities</p>
<p><b><u>Opportunities</u></b>          Physical environment (Quality of life)          A catalyst for regeneration activity          Raise external profile and promote success          External funding routes (SWRDA, GOSW, Lottery, etc)          Maximise commercial use of assets          Integrated coastal zone management          Co-ordinated approach to harbour management with tourism &amp; economic development</p>	<p><b><u>Threats</u></b>          European fishing policies (restrictions with fish quota/depleted fish stocks)          Climate change – sea level rise          Storm damage to quays, piers &amp; breakwaters          Increasing user conflict over shared resource          Competition from other ports &amp; harbours          Oil pollution          Change of financial policy (removal of ring-fenced harbour accounts)          Unresolved regional &amp; national ports strategy</p>

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