

# Statement in Support of Harbour Revision Order (HRO) Application

**Table 1: Application details** 

1.	Date application made to MMO	18 December 2020
2.	Name of primary contact	Ashfords LLP
3.	Contact details of primary contact	Lara Moore, Ashfords LLP I.moore@ashfords.co.uk
4.	Address of primary contact	Ashfords LLP, Ashford House Grenadier Road Exeter EX1 3LH
5.	Name of Statutory Harbour Authority	Chichester Harbour Conservancy
6.	Is this a Works Order?	No
	a. Brief description of proposed works	N/A
	b. Date when notification of intention was submitted to MMO	N/A
	c. Date when EIA screening	N/A

opinion was issued by MMO	
d. If screened in, date when scoping opinion was issued by MMO	N/A
e. If screened in and if an optional ES review was undertaken, date when review was completed by MMO	N/A
7. Non-technical summary  – please explain what you are seeking to achieve in this application in no more than 200 words.	The Order modernises the statutory harbour powers applying in relation to Chichester Harbour.  It extends the limits of the harbour to include those parts of the harbour premises currently outside the existing harbour limits. It also confers further modernised powers on the Conservancy considered conducive to the efficient and economical operation, maintenance, management and improvement of Chichester Harbour. In particular, the Order would confer modern powers on the Conservancy to give general directions to vessels using Chichester Harbour and to persons and vehicles using the harbour, together with powers exercisable by the harbour master appointed by the Conservancy to give special directions to vessels. These powers are required to support the effective management of Chichester Harbour as recommended in the Port Marine Safety Code. The Order also modernises the Conservancy's charging provisions.
8. Location (coordinates must be provided in WGS84 format if this is a works order)	Chichester Harbour.
9. State the title of all relevant charts/maps/plans included with application (if appropriate)	Plans of the current Harbour Premises contained in Annex 1 of this Statement of Support. Note this plan is not being deposited with the Order, it is included with the Statement of Support for clarity and information purposes only.

10. State the legislation relevant to the Harbour Authority and included with this application (if appropriate)	The Chichester Harbour Act 1971.
11. If you have received any pre-application guidance from the MMO in relation to this application please briefly describe this here.	N/A
12. Have you included the required fee for your application?	Sent by BACS with reference HRO/2020/00008

### **Table 3: Statutory Harbour Authority background**

Chichester Harbour ("the Harbour") is classed by the Department for Transport ("DfT") as a Trust Port. The Conservancy, as the Statutory Harbour Authority are governed by their own local legislation, the Chichester Harbour Conservancy Act 1971 ('the 1971 Act'). The Conservancy is responsible for the administration, maintenance and improvement of the Harbour which is more fully described below.

The Conservancy also has wider powers and duties in relation to the conservation, maintenance and improvement of the 'amenity area' (as defined under the 1971 Act). As these powers are wider than and apply over a larger area that the Conservancy's powers in relation to the 'harbour area' and less directly relevant to its activities as a harbour authority, they are not considered further in this Statement of Support. However, it is confirmed that the proposed Harbour Revision Order does not conflict with them.

The Harbour stretches from Fishbourne in the East to Langstone Harbour in the West, and to Eastoke Point in the South. The area of water currently within the jurisdiction of the Conservancy is approximately 2,850 hectares. The Conservancy's 'dry' real estate which forms part of the harbour premises largely consists of two Harbour Offices, a quay, an education centre, jetties and car parks.

Within Chichester Harbour there are no berths for commercial vessels and no cargo is shipped and unshipped through the Harbour annually. There is a limited amount of commercial fishing activity (including landing of fish) in the harbour. In addition, the harbour has a resident fleet of over 11,000 leisure vessels, representing about 25% of all the recreational craft in the Solent. There are 14 sailing clubs in the Harbour and each year an estimated

25,000 people enjoy the Harbour's waters for racing, cruising and fishing. In turn, Chichester Harbour supports a large number of marine-related businesses, providing jobs and making a valuable contribution to the local economy.

In managing the Harbour, the Conservancy strives to observe industry standards set out in Government guidelines. The Conservancy is committed to complying with the principles of the various codes and reports applying to the ports and harbours industry, except where not relevant to the Conservancy's constitution.

# Table 3a: Need and justification for order

## Port Marine Safety Code

As the harbour authority for Chichester Harbour, the Port Marine Safety Code (November 2016) published by the Department for Transport ("the Code") applies to the Conservancy as well as to all statutory harbour authorities and other marine facilities, berths and terminals in the UK. The Executive Summary to the Code explains that:

"The Code has been developed to improve safety in the port marine environment and to enable organisations to manage their marine operations to nationally agreed standards. It provides a measure by which organisations can be accountable for discharging their statutory powers and duties to run harbours or facilities safely and effectively. It also provides a standard against which the policies, procedures and performance of organisations can be measured. The Code describes the role of board members, officers and key personnel in relation to safety of navigation and summarises the main statutory duties and powers of harbour authorities. The Code is designed to reduce the risk of incidents occurring within the port marine environment and to clarify the responsibilities of organisations within its scope."

The Code identifies a number of tasks which harbour authorities should undertake in order to comply with the Code including reviewing and being aware of existing powers based on local and national legislation and advises that harbour authorities should seek additional powers if the existing powers are insufficient to meet their obligations to provide safe navigation. In particular, paragraph 2.5 of the Code states "... harbour authorities would be well advised to secure powers of general direction or harbour direction to support the effective management of vessels in their harbour waters if they do not have them already". The Conservancy is seeking to obtain modern powers of General Direction (covering both vessels and vehicles) to enable them to have a single set of General Directions covering the whole harbour instead of having separate byelaws and directions. Although the Conservancy has been designated with powers of Harbour Direction, Harbour Directions only apply to 'ships' and therefore are of limited use. The Conservancy does not currently have powers of General Direction.

# Harbours Act 1964

Section 14 of the Harbours Act 1964 ("the 1964 Act") confers powers which have been devolved to the MMO to make an order under that section (known as a harbour revision order) in relation to a harbour which is being improved, maintained or managed by a harbour authority in the exercise and performance of statutory powers and duties for achieving all or any of the objects specified in Schedule 2 of the 1964 Act.

Section 14(2)(a) of the 1964 Act requires that a written application be made to the MMO by the authority engaged in improving, maintaining or managing the harbour in question and section 14(2)(b) provides that the MMO must be:

"satisfied that the making of the order is desirable in the interests of securing the improvement, maintenance or management of the harbour in an efficient and economical manner or facilitating the efficient and economic transport of goods or passengers by sea or in the interests of the recreational use of sea-going ships".

The matters set out in Schedule 2 to the 1964 Act include, in particular, at paragraph 4:

"Imposing or conferring on the authority, for the purpose aforesaid, duties or powers (including powers to make byelaws), either in addition to, or in substitution for, duties or powers imposed or conferred as mentioned in paragraph 3 above".

# And, at paragraph 6:

"Settling (either for all purposes or limited purposes) the limits within which the authority are to have jurisdiction or altering (either for all purposes or for limited purposes) such limits as previously settled"

Because this is not an application for a harbour revision order which, directly or indirectly, authorises a project (within the meaning of paragraph 1 of Schedule 3 to the 1964 Act), prior notification to the MMO under paragraph 3(a) of Schedule 3 to the 1964 Act is not required.

The application for the Order under section 14 of the 1964 Act meets the conditions set out in that section. In particular, the application meets the requirements of:

- (a) section 14(1) of the 1964 Act because it is made in relation to a harbour which is being improved, maintained or managed by a harbour authority in the exercise and performance of its statutory powers and duties for the purpose of achieving objects falling within Schedule 2 to the Act.
- (b) section 14(2) of the 1964 Act because:
  - (i) the application is made upon the written application of a harbour authority engaged in improving, maintaining or managing the harbour; and
  - (ii) the making of the HRO is desirable in the interests of securing the improvement, maintenance or management of the harbour in an efficient and economical manner.

The proposed Order would modernise the powers of the Conservancy considered conducive to the efficient and economical operation, improvement, maintenance, or management of the Harbour.

An explanation of, and the need for, each substantive article in the Order are set out in the table below. Some examples of how the powers may be exercised are also described below. These examples are not intended to be exhaustive of the ways in which the powers may lawfully be exercised.

Articles 1 and 2 of the Order are not dealt with below since they are ancillary to the substantive provisions of the Order.

Table 2b: Justification for inclusion of provisions

Article in HRO	Summary of Provision	Requirement for provision
3 – 5 and 7	Power to make General Directions and associated procedure, publication requirements and penalty.	These articles provide the Conservancy with modern powers of General Direction and extend the standard power to cover vehicles and directions given for the ease, convenience or safety of harbour operations ashore (as defined under the Order). They also set out the consequences of failing to comply with a General Direction.
		The main purpose of the proposed Order is to provide the Conservancy with modernised powers of General Direction. The Port Marine Safety Code, advises at paragraph 2.5 of Chapter 2 that:
		"In particular, harbour authorities would be well advised to secure powers of general direction or harbour direction to support the effective management of vessels in their harbour waters if they do not have them already."
		The Conservancy does have powers of Harbour Direction. However, these powers only apply to 'Ships' and as such personal watercraft such as jet skis and other similar craft may not be bound by any Harbour Directions that the Conservancy may bring into force. Harbour Directions also cannot be exercised in an emergency. In addition, it means that the Conservancy would have to keep in place byelaws and harbour directions, which can be confusing for harbour users. The process for keeping General Directions up to date is also far more time and cost efficient than the byelaw making process, and due to the inclusion of the Chichester Harbour Advisory Committee (see below) as 'designated consultees' contains a strong local consultation requirement.
		Therefore, in line with the Port Marine Safety Code, the Conservancy is applying for a modernised power of General Direction that will enable the Conservancy to repeal its existing byelaws and instead have in place a single set of General Directions. In line with best practice, article 5 of the

proposed order provides a statutory right for 'designated consultees' to be consulted about proposed General Directions (see article 4(1)(a) and (b)).

The Chichester Harbour Advisory Committee (established under section 11 of the 1971 Act) will be a 'designated consultee' within article 4(1)(a) alongside the Chamber of Shipping and the Royal Yachting Association.

The proposed harbour revision order itself, only grants the power to make General Directions. Any future exercise of this power will be exercised in accordance with article 4. This means that representations received from the Chichester Harbour Advisory Committee and other designated consultees will be taken into account by the Conservancy and if they object to proposed General Directions and those concerns are unable to be resolved, there is a statutory adjudication process contained in article 4. The process contained in article 4 is likely to be acceptable to the Royal Yachting Association as a similar adjudication process is contained within the Shoreham Harbour Revision Order 2021, Fowey Harbour Revision Order 2021 and Dart Harbour and Navigation Harbour Revision Order 2021.

In terms of the precise scope of General Directions, it will be seen that article 3(1) would allow the Conservancy to give or amend directions "...for the purpose of promoting or securing directions conducive to the ease, convenience or safety of navigation, the safety of persons, the protection of property, flora and fauna and the ease, convenience and safety of harbour operations ashore in the harbour". Such a scope is consistent with the environmental duties placed on harbour authorities by virtue of section 48A of the 1964 Act and paragraph 16A of Schedule 2 to that Act, which enables a harbour revision order to confer powers for environmental conservation within the harbour.

Article 7 sets out the maximum fine level (level four on the standard scale) for failure to comply with a General Direction once made. Although the Conservancy does not currently have powers of General Direction it does have byelaw making powers (under section 83 of the Harbours Docks and Piers Clauses Act 1847 and section 83 of the Chichester Harbour Conservancy Act 1971) and it is already entitled to impose fines of up to level 4 on the standard scale (section 57 of the Criminal Justice Act 1988).

These articles are authorised by Schedule 2 to the 1964 Act include, in particular:

paragraph 3:

	1	
		Varying or abolishing duties or powers imposed or conferred on the authority by a statutory provision of local application affecting the harbour, being duties or powers imposed or conferred for the purpose of—
		(a)improving, maintaining or managing the harbour;
		(b)marking or lighting the harbour, raising wrecks therein or otherwise making safe the navigation thereof; or
		(c)regulating the carrying on by others of activities relating to the harbour or of activities on harbour land.
		paragraph 4:
		"Imposing or conferring on the authority, for the purpose aforesaid, duties or powers (including powers to make byelaws), either in addition to, or in substitution for, duties or powers imposed or conferred as mentioned in paragraph 3 above".
		paragraph 16A:
		"Imposing or conferring on the authority duties or powers (including powers to make byelaws) for the conservation of the natural beauty of all or any part of the harbour or of any of the fauna, flora or geological or physiographical features in the harbour and all other natural features."
6 – 8	Power to give Special Directions and associated procedure, penalty and enforcement.	These articles provide the Conservancy with modern powers of Special Direction and set out the level of fine (article 7 – see above). The Conservancy already has powers of special direction and the power to move vessels who do not comply with certain directions under sections 52 and 58 of the Harbours Docks and Piers Clauses Act 1847 respectively as incorporated by section 4(1) of the 1971 Act. Nevertheless, it is considered conducive to the management of the harbour in an efficient and economical manner for the Conservancy to be provided with a modern express power as set out under the Order.
		These articles are authorised by Schedule 2 to the 1964 Act include, in particular: paragraph 3:  Varying or abolishing duties or powers imposed or conferred on the authority by a statutory provision of local application affecting the harbour, being duties or powers imposed or conferred for the purpose of—
		(a)improving, maintaining or managing the harbour;
	•	•

		(b)marking or lighting the harbour, raising wrecks therein or otherwise making safe the
		navigation thereof; or
		(c)regulating the carrying on by others of activities relating to the harbour or of activities on harbour land.
		paragraph 4:
		"Imposing or conferring on the authority, for the purpose aforesaid, duties or powers (including powers to make byelaws), either in addition to, or in substitution for, duties or powers imposed or conferred as mentioned in paragraph 3 above".
9	Master's responsibility in relation to directions	Article 9 preserves the responsibility of the Master of a vessel to the Master's vessel, persons on board it, its cargo and any other persons or property.
10	Saving for existing directions, byelaws etc.	Article 10 provides a standard saving for existing byelaws, directions etc. This is a standard provision required to ensure that the provisions of the Order do not affect the status of existing byelaws, directions etc.
11	Amendment of the Act of 1971 to clarify the harbour limits	This article provides for the amendment of sections 3 and 82 of the 1971 Act to clarify the definition of the harbour limits to expressly include the harbour premises.
		The clarification is required, because the main definitions of harbour and the description of the harbour limits that apply to the Conservancy under its local legislation is contained in the 1971 Act. Although the 'land, buildings, works, plant, property and conveniences connected with the Conservancy's harbour undertaking as for the time being existing' are included within the definition of the 'harbour' in section 3 of the 1971 Act, section 82 of the 1971 Act which defines the 'harbour limits' does not expressly refer to the "'land, buildings, works, plant, property and conveniences" and instead defines the harbour limits by reference to the area outlined red on the plan deposited with that Act.
		This creates uncertainty in relation to the exercise of the Conservancy's enforcement powers over those parts of the harbour situated outside this area on land which nevertheless forms part of the harbour premises. Clarity is therefore required, and the proposed amendments have been included in the harbour revision order to provide this clarity, making it clear that enforcement powers can be exercised over the whole harbour, including the harbour premises. Both the Conservancy's existing enforcement powers and any General or Special Directions given under the powers and procedures contained in the proposed Order will be exercisable over the whole of the harbour area (including the harbour premises) following a positive determination of the Order.
		Plans of the harbour premises are included in <b>Appendix 1</b> of this Statement of Support. Those shaded blue or red sit inside the current harbour jurisdictional area of the Conservancy and those

		shaded green sit outside the area described in section 82 of the 1971 Act. The provisions of the proposed HRO mean that the green, red and the blue shaded areas would be harbour premises once the HRO is in force and the Conservancy would then be able to exercise its enforcement powers over all of those areas. In addition, in the future, were the Conservancy to buy for example a wharf adjacent to the harbour, the enforcement powers would also apply to it as it would become part of the harbour premises.  These amendments are necessary as part of the process of modernisation of the Conservancy's powers as a statutory harbour authority and to support its compliance with the Port Marine Safety Code.  This article is authorised by paragraph 6 of Schedule 2 of the Harbours Act 1964: "Settling (either for all purposes or limited purposes) the limits within which the authority are to have jurisdiction or altering (either for all purposes or for limited purposes) such limits as previously settled"
12	Further amendments of the Act of 1971	<ol> <li>This article amends sections 3, 71 and 72 of the Act of 1971 to modernise the Conservancy's charging provisions. In particular it:</li> <li>Updates the definition of 'vessel' contained in the 1971 Act so that it is substantially the same as the contained in the proposed Order and the Harbours Docks and Piers Clauses Act 1847 as incorporated with that Order (houseboats are not expressly included due to the fact the definition of houseboat under the 1971 Act already refers to the definition of 'vessel' and there is some additional wording in the list of types of craft (reflective of the list already contained in the 1971 Act) and at the end of the section which refers to specific provisions of the 1971 Act). The update has been included, firstly to align the definitions between the 1971 Act and the proposed Order as closely as possible and secondly to remove the word 'navigation' due to the fact some small craft such as Jet Bikes and other personal watercraft may not be 'navigated'.</li> <li>Deletes section 71 and replaces it with modernised charging powers as found in other Harbour Revision Orders. In particular the new section 71(1) provides that in addition to ship, passenger and goods dues under section 26 1964 Act, the Conservancy may demand, take and recover reasonable charges in respect of all vessels. It also expressly states that charges may be made in respect of a variety of other floating platforms etc. so that no dispute will arise as to whether such structures fall within the definition of vessel contained within the Order.</li> </ol>

		In relatively small harbours such as Chichester Harbour, it is important to future viability that all users of the harbours contribute to the cost of the management and maintenance of the harbours. It would be detrimental to the improvement, maintenance or management of the harbours in an efficient and economical manner if charging powers did not to exist in respect of one type of vessel or floating structure using the harbours (exemptions are provided in sections 79, 80 and 81 of the 1971 Act). The new Section 71(2) provides that in addition to ship, passenger and goods dues under section 26 of the Harbours Act 1964, the Conservancy may demand, take and recover reasonable charges for services and facilities provided by it. This provision is common as it is required for the harbours to be managed economically and efficiently.  3. Amends section 72 to delete the words 'may be navigated' and replaces them with 'could enter'. Again, this ensures that craft within the scope of the definition of 'vessel' which are not 'navigated' are caught within the scope of the provision.
13	Notices	This article has been included at the request of the Marine Management Organisation. It sets out how notices required under the Order are served.
14 and 15	Saving for Trinity House and Crown Rights	These articles contain standard saving provisions for Trinity House and the Crown.

In addition to the specific provisions of Schedule 2 to the 1964 Act mentioned in tables 3(a) and 2(b) above, paragraph 17 of Schedule 2 of the Act provides that a Harbour Revision Order may include provision for:

"Any object which, though not falling within any of the foregoing paragraphs, appears to the [MMO] to be one the achievement of which will conduce to the efficient functioning of the harbour."

For the reasons mentioned above, it is considered that to the extent that any provision contained in the Order does not fall specifically within any other paragraph of Schedule 2, the provisions of the Order would be conducive to the efficient functioning of Chichester Harbour and it is therefore within the scope of the 1964 Act for them to be included in the Order.

Table 4: Relevant policies, guidance and plans

Plan, p	olicy or guidance	Demonstration that application is compliant with relevant plan, policy or guidance.	
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# Relevant Marine Plan (or Marine Policy Statement if no plan or draft plan available)

#### COMPLIANCE WITH UK MARINE POLICY STATEMENT AND SOUTH MARINE PLAN

Chichester Harbour is situated within the South Marine Plan inshore area. The South Marine Plan was published and adopted in 2018. It is a material consideration and as such, it is considered in this Statement of Support in addition to the UK Marine Policy Statement.

The proposed Order is a relatively short, non-works HRO (i.e. it does not authorise a plan or project). Its provisions are focused on modernising the Conservancy's existing statutory powers to support the efficient and economical operation, maintenance, management and improvement of Chichester Harbour. Predominantly this modernisation of powers relates to the Conservancy's enforcement activities. The modernisation, amends the process by which such enforcement provisions can be made, amended and repealed (General Directions instead of byelaws).

The proposed Order also clarifies the existing harbour limits to expressly include the harbour premises removing uncertainty over the exercise of the Conservancy's enforcement powers above high water. As such it is expected that the effects of the proposed Order on the South Inshore Marine Plan area will be very limited and that any effects will be positive as the proposed Order supports the economic and efficient management of Chichester Harbour (including with respect to environmental considerations). A brief summary of compliance is nevertheless set out below.

# **Compliance with UK Marine Policy Statement**

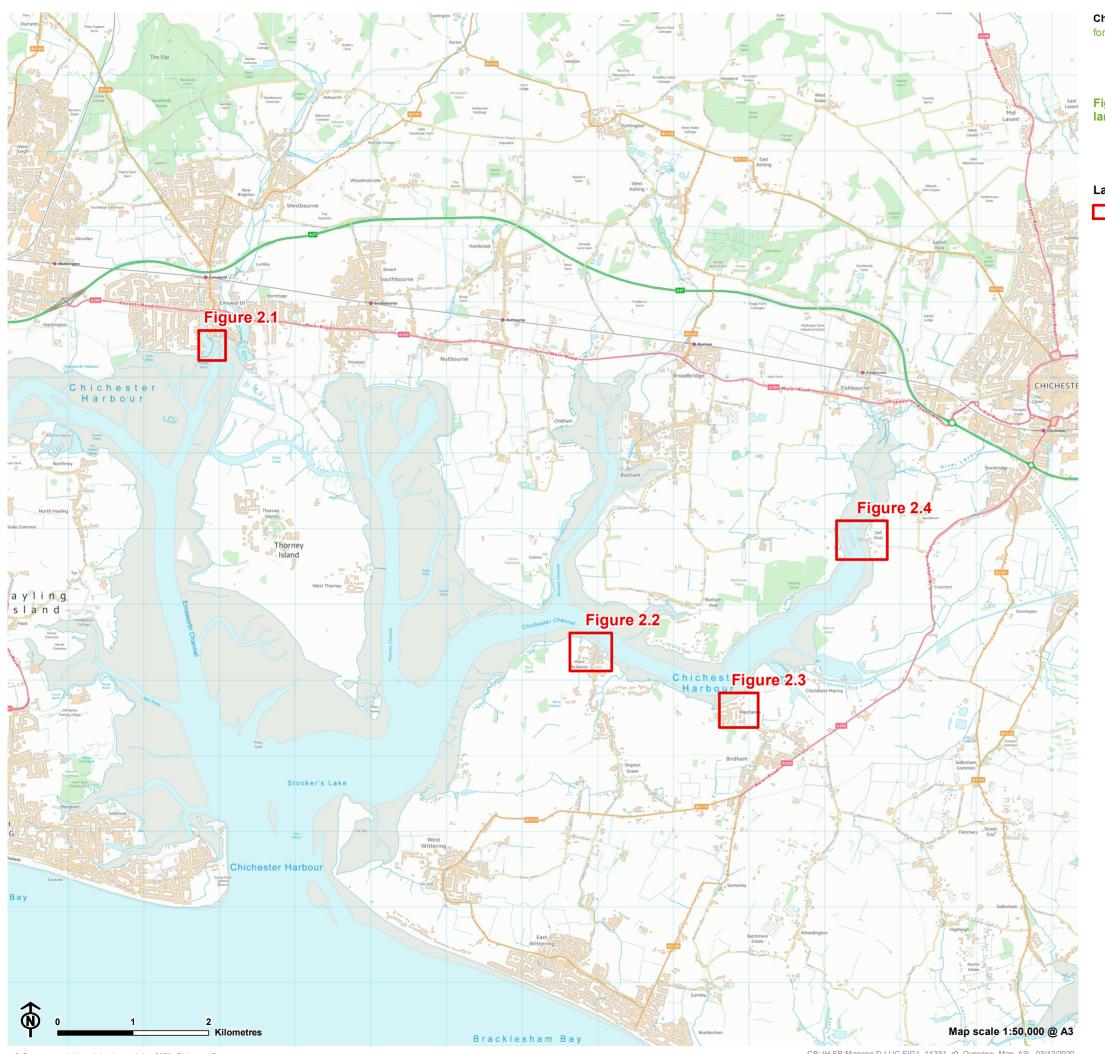
The UK Marine Policy Statement ('MPS') sets out (in section 2.1) that the UK vision for the marine environment is for 'clean, healthy, safe, productive and biologically diverse oceans and seas'. The core purpose of the proposed Order is to modernise the Conservancy's enforcement powers enabling them to keep their enforcement provisions under review and to update, amend and repeal them in a more timely and efficient manner than through byelaws. This will support the Conservancy in ensuring it meets, both its environmental duties under s48A of the Harbours Act 1964 and compliance with the Port Marine Safety Code. Both of which will support the vision of ensuring that the marine environment in around Chichester Harbour is kept ''clean, healthy, safe, productive and biologically diverse'. The provisions of the proposed Order also support the following high level objectives contained in the MPS:

- (a) **Achieving a sustainable marine economy:** Marine businesses are acting in a way which respects environmental limits and is socially responsible.
- (b) **Ensuring a strong, healthy and just society:** The coast, seas, oceans and their resources are safe to use.
- (c) **Living within environmental limits:** Biodiversity is protected, conserved and where appropriate recovered and loss has been halted.
- (d) **Promoting Good Governance:** Marine businesses are subject to clear, timely, proportionate and, where appropriate, plan-led regulation.

	Compliance with South Inshore and South Offshore Marine Plan
	The South Inshore Marine Plan was published in July 2018. Through its modernisation of the Conservancy's statutory powers, enabling the efficient and economic management of the harbours and the activities that take place there, the proposed HRO will support the following objectives contained in the South Marine Plan:  (a) <b>Objective 1:</b> To encourage effective use of space to support existing, and future sustainable economic activity through co-existence, mitigation of conflicts and minimisation of development footprints.  (b) <b>Objective 2:</b> To manage existing, and aid the provision of new, infrastructure supporting marine and terrestrial activity.  (c) <b>Objective 11:</b> To complement and contribute to the achievement of Good Ecological Status or Potential under the Water Framework Directive and Good Environmental Status under the Marine Strategy Framework Directive, with respect to descriptors for marine litter, non-indigenous species and underwater
	noise.  (d) <b>Objective 12:</b> To safeguard space for, and improve the quality of, the natural marine environment, including to enable continued provision of ecosystem goods and services, particularly in relation to coastal and seabed habitats, fisheries and cumulative impacts on high mobility species.
	In addition, the proposed HRO is supported by policy S-PS-1, which expressly supports competitive and efficient port and shipping operations, recognising that 'ports and harbours are essential to realise economic and social benefits for the south marine plan areas and the UK. S-PS-1 makes sure proposals do not restrict current port and harbour activity or future growth, enabling long-term strategic decisions, and supporting competitive and efficient port and shipping operations.'
Insert other relevant plans/policy/guidance in this section	Port Marine Safety Code See table 3A above.

# Table 5: Any other relevant information The Conservancy has consulted with its stakeholder Advisory Committee. The Committee was supportive of the proposed Order. No other formal pre-application consultation has been carried out in respect of this application due to the potential imminence of the proposed increase in Harbour Order application fees.

# Appendix 1: Plan of current harbour premises



# Chichester Harbour Conservancy Estate Plan

for Chichester Harbour Conservancy



Figure 1: Harbour Premises: Overview of Chichester Harbour terrestrial land ownership

# Land ownership

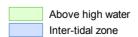
Area of Interest

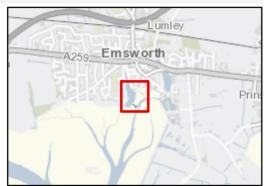




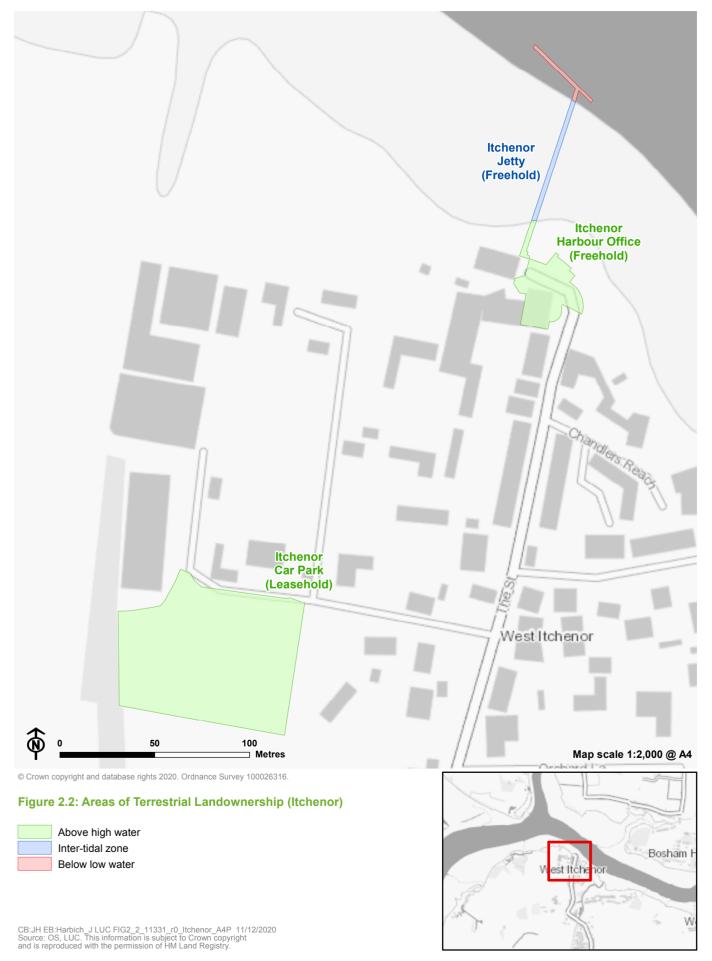
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Figure 2.1: Areas of Terrestrial Landownership (Emsworth)













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Figure 2.3: Areas of Terrestrial Landownership (Westlands)

Above high water







Figure 2.4: Areas of Terrestrial Landownership (Dell Quay)

