

REVIEW OF LOCAL AUTHORITY PORTS

AND HARBOURS IN CORNWALL

PREPARED FOR

CORNWALL COUNCIL

FINAL REPORT: OCTOBER 2014

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1. Scope of Work

2. Harbours

4

3. Review of Maritime Section

18

4. Key Advice

26

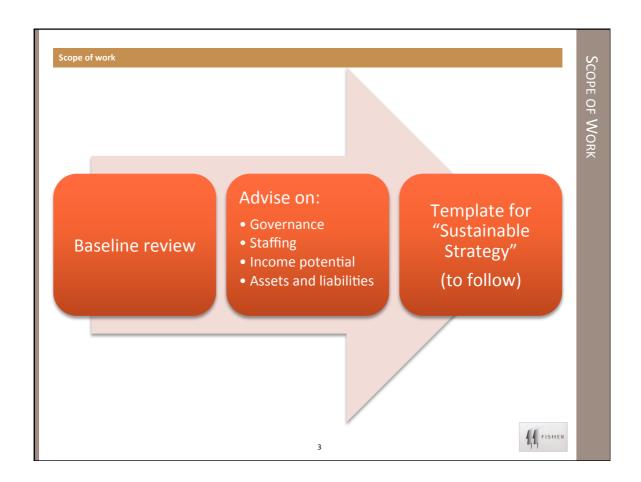
5. Key Findings

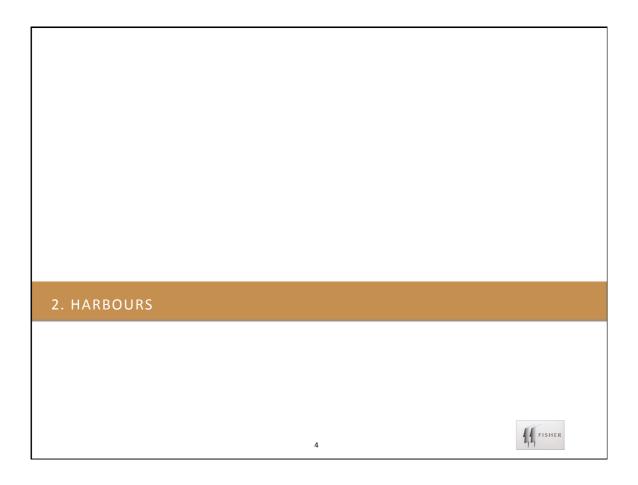
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Annex 1: Harbour Order Revenue Provisions

52

Annex 2: Assets











Elderly pier structure





Issues

- No apparent Harbour Order
- Some revenue for use of facilities not collected
- One part-time employee terms of employment need to be more tailored to demand / tides
- Maintenance supported by Truro & St Ives based staff
- Potential for more active marketing / management
- Local stakeholder group struggling to maintain interest at times
- Safety / jumping



7

New pontoons



Workboats on Exchequer Quay



Waterfront business



Issues

- Daily presence in office from Truro team
- Visitor landing facilities provided free of charge
- Town Council perceives itself as disenfranchised







- Harbour User Group in formative stages
- Requirement for staff to manhandle vessels within the Dock ... including workboat for towing
- Possible limit Dock to daytime / seasonal opening
- Improve lifting of boats in Drying Harbour
- Finances not ring-fenced despite provisions of HO
- Significant deferred maintenance
- Admin also supports St Ives
- Staff working conditions very poor
- Potential for more active marketing / management
- Safety / jumping



PORTREATH

Portreath Harbour







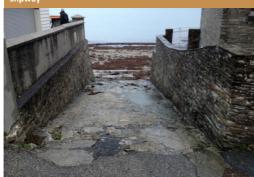
- No apparent Harbour Order
- Strong local stakeholder group: Portreath Harbour Association
- Good model for some other locations
- No staff on site effectively run by volunteers
- Harbour on 25 year lease to above at very low
- Old exposed outer Pier is a key flood defence and expensive to maintain
- Safety / jumping













- No apparent Harbour Order
- Fees collected via private contractor



PORTWRINKLE







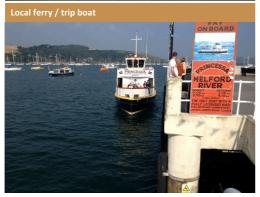


- No apparent Harbour Order
- Storm damaged breakwater \rightarrow funding secured for repair
- Boat storage devolved to local Council
- Peripherality to Truro
- Downderry, Portwrinkle, Saltash managed by Liskeard based part time staff









Harbours staff



Issues

- One part time employee
- Maintenance supported by Truro and Penryn based staff
- · Busy seasonal facility



13

St Ives Harbour



Harbour stakeholders



ow tide access



Issues

- Local stakeholder group can struggle during busy summer periods
- Two FT staff plus admin support ex Penzance, and seasonal car park attendant
- Potential for more deployment to other Harbours for maintenance work
- Potential to tailor staff presence to demand / tides / weekends
- Potential for more active marketing
- Safety / jumping









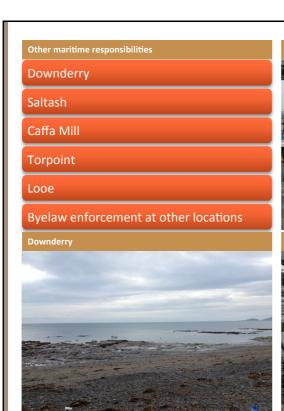
Issues

- Very large area
- Close working relationships with Falmouth
- Subject to vagaries of laid up shipping
- Significant land assembled and investment leveraged at Lighterage Quay
- Truro office acts as "head office"
- Potential to tailor staff presence to demand / tides / weekends
- Staff work occasionally in St Ives, Newquay and Portreath
- City Council perceives itself as disenfranchised

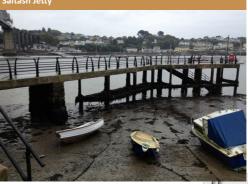


OTHER MARITIME RESPONSIBILITIES

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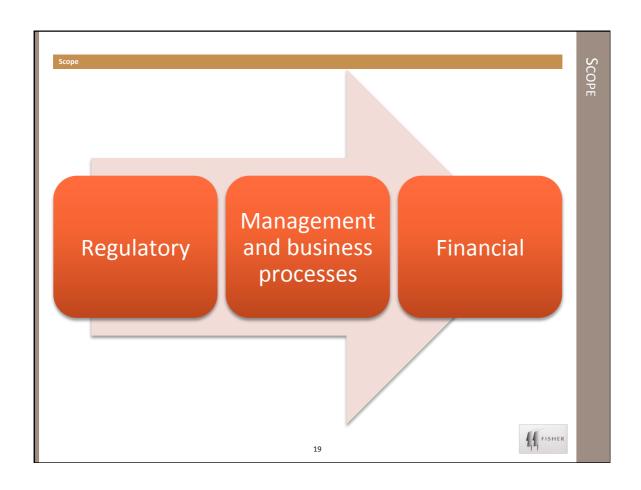


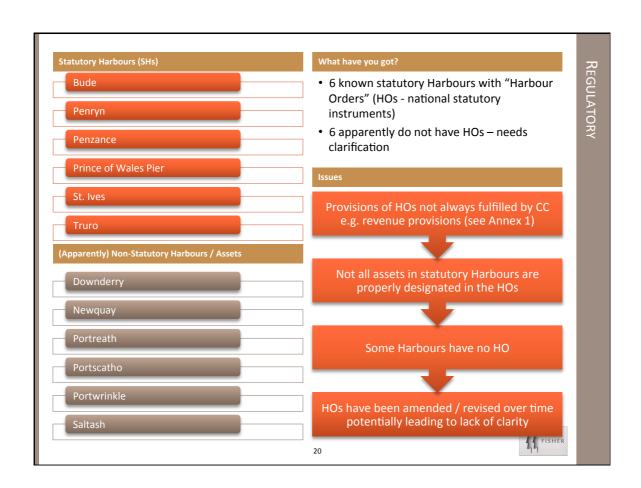


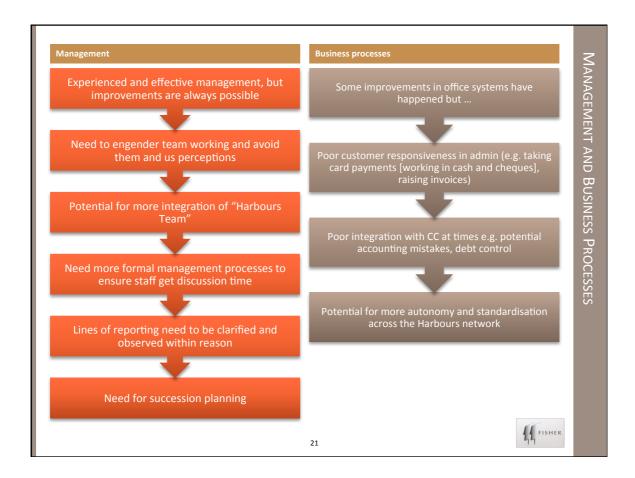


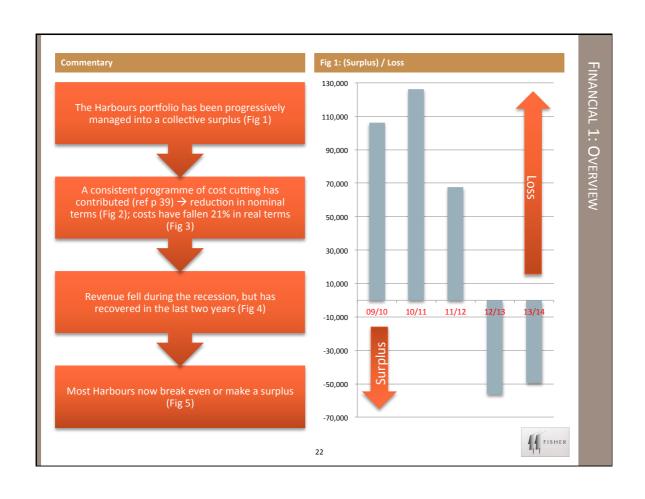


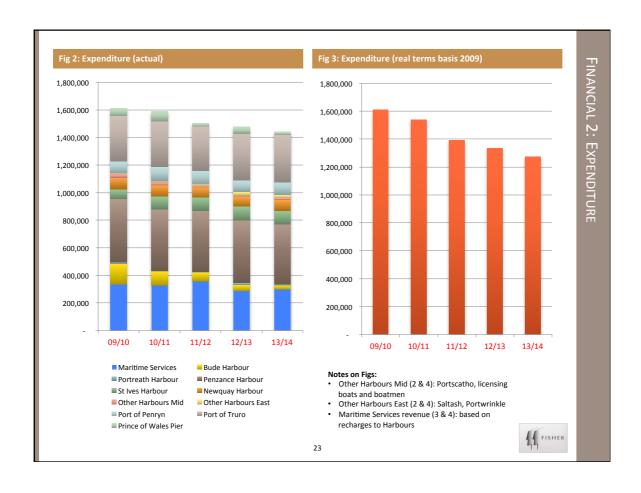
3. REVIEW OF MARITIME SECTION

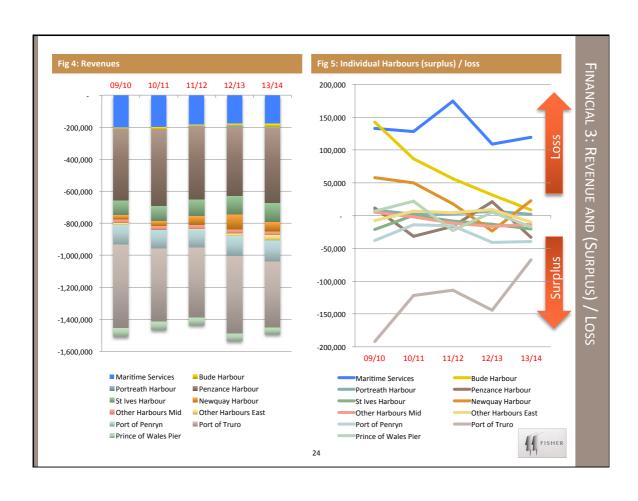


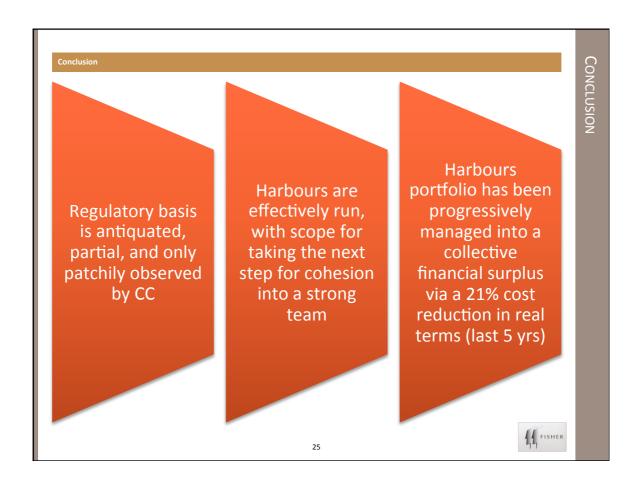


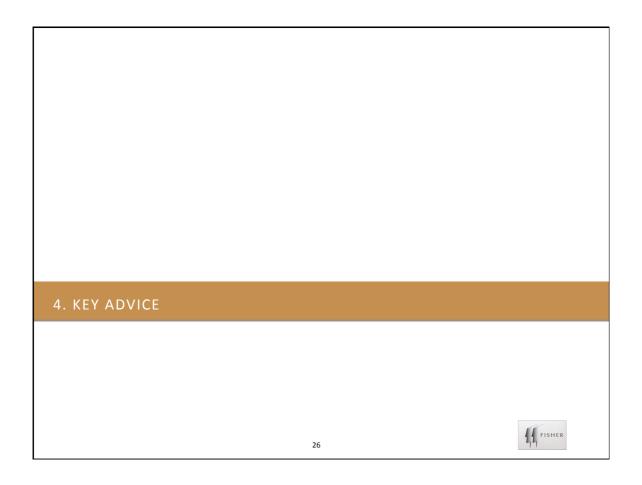


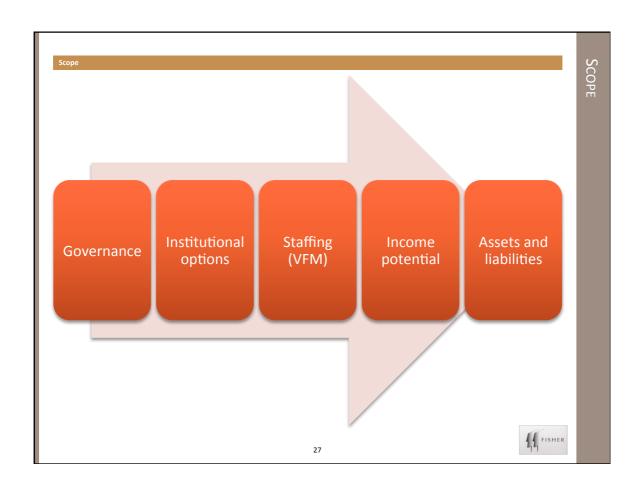


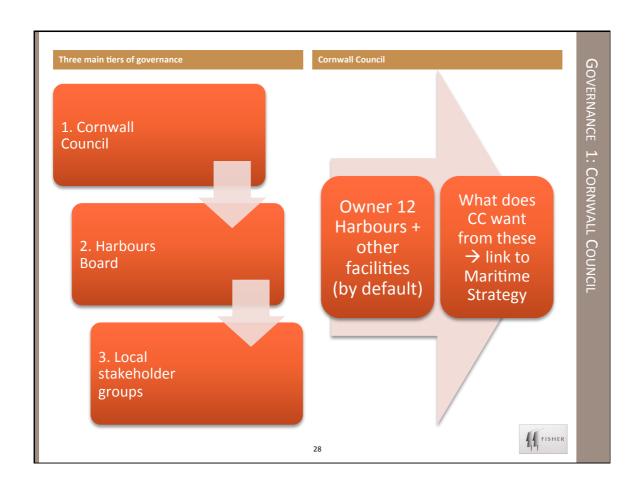












Headline points

Cornwall's marine industry sector generates around £500M to the Gross Domestic Product of Cornwall and supports over 14,000 jobs.

Vital to Cornwall's character ... harbours are important contributors to the economy serving as gateways into and out of the region and provide a base for trade and employment.

Cornwall's ports, harbours and rivers play an important role in the transportation of goods, services and passengers.

Objective F: To better connect Cornwall's coastal communities and destinations and support sustainable, low carbon transport

F1 Where appropriate, further develop and promote low carbon water-based movement, for freight, commuting, access to services and leisure.

F4 Ensure efficient use of waterfront infrastructure and improve functional connectivity between land and sea, for example through investigating the shared use of facilities, re-use of historic assets and multifunctional role of ports and harbours.

Objective E: To recognise, protect and further develop the 'working barbour' role of Cornwall's estuaries, ports and barbours

E1 Consider the strengths, issues and opportunities in relation to Cornwall's ports and harbours to gain a better understanding of their roles.

E2 Future-proof maritime areas for maritime related business and community uses through protecting waterfront land in urban environments and ensuring that port infrastructure and waterfront

locations are at the heart of regeneration schemes.

E3 Protect and develop port infrastructure where it is sustainable and economically viable to do so, so that they continue to be an important part of modern and future maritime Cornwall.

E4 Work towards more coordinated management of and advocacy for ports and harbours, to encourage further economic development whilst balancing the operational, leisure and environmental uses.

E5 Where appropriate, promote port development that facilitates the expansion of other economic activities, including renewable energy, leisure, fishing, freight handling, ship repair, yacht and boat construction.

E6 Ensure that ports and the coast accommodate the promotion of leisure/ recreational activities and coastal access without adverse effects on economic activity and environmental quality.

E7 Maximise the opportunities for supporting and promoting sustainable local fisheries and aquaculture; including the provision of shore side facilities for handling and processing landings.

E8 Promote the role of Cornwall's large and small ports and harbours in creating job and business opportunities for the development of the marine energy industry, its supply chain, technology development, manufacture and maintenance.





GOVERNANCE 4: INSTITUTIONAL OPTIONS

1. Do nothing

- •Regulatory issues
- •Harbours likened to small pebbles on the CC beach

statutory HOs / "owned by themselves")

- •Can go bankrupt (no funder of last resort → dowries required)
- Perceived loss of local accountability
- · Loss of economies of scale
- Loss of skills pool

3. Merger?

- •Truro, Penryn, PoW Pier with Falmouth Harbour Commissioners
- ullet St Ives combine with Hayle ullet St Ives Bay Harbour Authority
- Penzance Harbour combine with Newlyn Harbour Commissioners to become Mounts Bay Harbour Authority
- Potential for cost sharing
- •Requires negotiations with multiple parties
- •What happens with the rest?

4. Community Interest Companies

- Possibly useful for smaller Harbours
- •Relies on having access to Community funding pots in the future
- · Loss of economies of scale
- •Loss of skills pool

5. Divestment to local Town Councils (i.e. remain Municipal Ports)

- Truro Council wishes to investigate becoming the owner of the Port of Truro
- Penryn ditto: aspiration to spend surpluses on the Town
- . Most Town Councils too small to sustain?
- Loss of economies of scale
- Loss of skills pool

6. Municipal / Trust hybrid ("Langstone" model") (see p 32)

- Can be kept together to achieve economies of scale / skills pool
- One new HO to deal with all the anomalies
- Ring fencing and pooling of all finances → reinvestment pot suited to lumpy / occasional Harbour capital needs; spreads risks
- CC remains funder of last resort

7. Sale (individual or en bloc)

- Little value / some likely to have negative value
- Likely to be widely opposed

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31

has similar provisions to a Trust Port including arrangements for Board

> operation for hybrid (mostly) independent / self contained

Hybrid is not an independent self-owned entity that can go bankrupt

Local Authority stands behind the organisation as funder of last resort

Local Authority sets financial policy and Board implements this by approving budgets proposed by management and monitoring performance

Municipal Port: SIMILARITIES to hybrid

Harbour hosted / owned by **Local Authority**

Local Authority bears the financial risk of Harbour

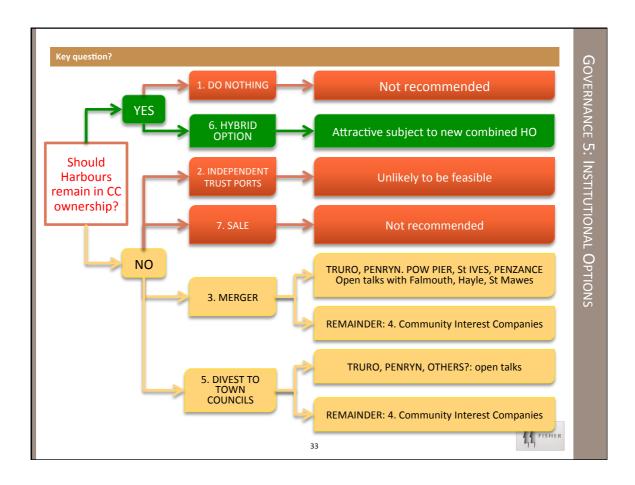
Municipal Port: DIFFERENCES to hybrid

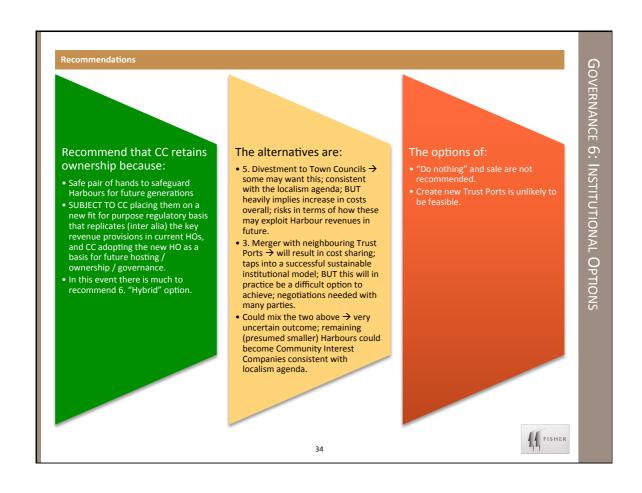
Provisions for governing Board set out in statute (the Harbour Order)

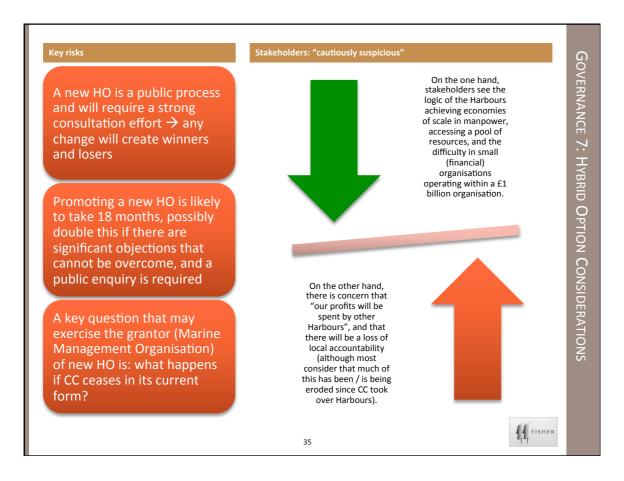
Hybrid offers clear separation between ownership of Harbour, and its governance / management / operation

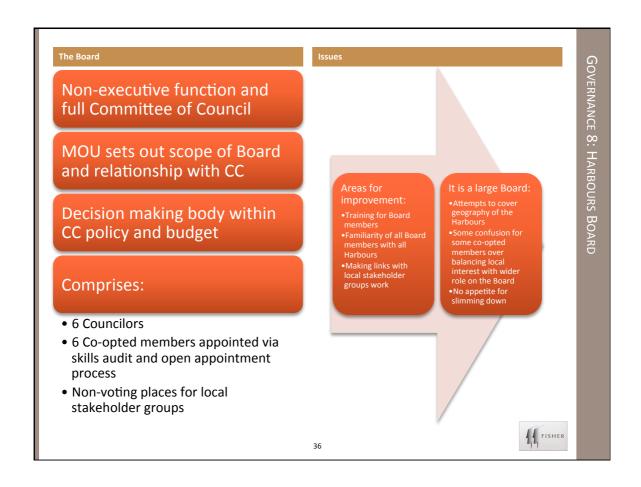


HYBRID OPTION V MUNICIPAL / TRUST PORT

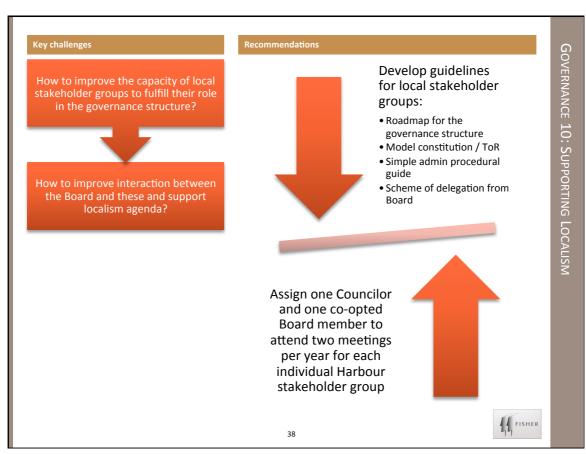












STAFFING 2

Fig 6: FTE employee distribution (2014)

Manpower has reduced significantly since CC took over Harbours:

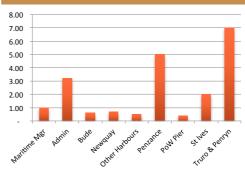
- Truro and Penryn: Less 1 FTE (Assistant Harbour
- POW Pier: Less 1 PT Seasonal Employee from
- Portscatho: Lost part of a Seasonal HM and brought Admin 'in house'
- Newquay: Less 1 FTE HM & 1 Seasonal AHM and PT Admin; replaced with 1 PT HM and brought Admin 'in
- Bude: Reduced from 1FTE to one PT HM and brought Admin 'in house'
- SE Cornwall: Reduced from 1 FTE to PT Maritime Assistant and brought Admin 'in house'
- Removal of Helford River patrol

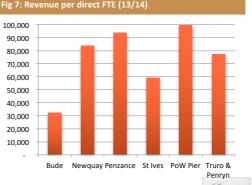
Past staffing / cost reductions

Large savings in central services costs compared to the former individual LAs

Current manning distribution Fig 6 → variations in revenue per employee (Fig 7)

Comments on value for money follow

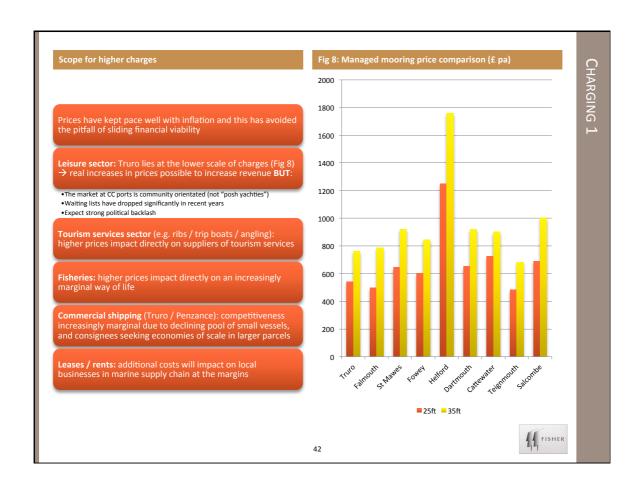


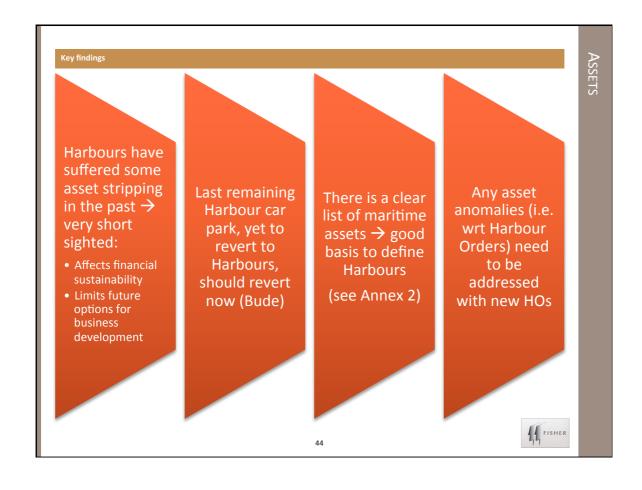


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	Economy	Efficiency	Effectiveness
Admin		3.2 FTE administer a £1.5 million business with approx. 2,000 customers in multiple locations	Customer responsiveness can be improved → make Harbours more autonomous and improve systems and standardisation Truro office "central Harbours response" function needs recognition
Bude	Minimum resources applied to meet obligations Strong volunteer support	Working hours tailored to the tidal task	Strong hands-on effectiveness e.g. building maintenance Opportunity to make more of lock and service marine leisure
Newquay	Minimum resources applied to meet obligations Limited volunteer support	Working hours should be better tailored to the weekend / tidal task	Some revenue not collected 3 rd party revenue collection needs support
Penryn	Manned most week days from Truro based labour pool	Working hours could be better tailored (season / weekends / tides)	
Penzance	Impounded tidal dock: possibility of reducing operating hours (possibly seasonal) → full study on cost saving and revenue impact needed	Working hours of 3 watchkeepers well tailored to the tidal task Inevitably slack times when little to do on watch → make better use of time?	Strong commitment to revenue → manhandling of boats in dock Concerns on H&S and use of workboat
PoW Pier	Minimum resources applied to meet obligations	Working hours well tailored to busy seasonal task	
St Ives	Relatively well manned	Working hours could be better tailored to the weekend / tidal task	Potential for greater contribution to maintenance elsewhere
Truro	4 staff on maintenance duty 1 Moorings Officer + 1 FTE seasonal patrol support	A large area with lots of moorings Working hours could be better tailored (season / weekends / tides)	Staff deployed to assist with maintenance at several Harbours Possibly some revenue not collected







Maintenance liabilities

Many structures have suffered in the past from a lack of maintenance → some in only fair or poor condition

Regular need for annual maintenance of structures (e.g. pointing)

Long run maintenance / rehab of quays required over time

Dredging at Penzance regularly required – has been deferred and funds taken to point where it can no longer pay for this

Recommendations

- Audit and Condition Survey of all maritime assets required
- Long run liabilities should be selffunded by Harbours, plus EA and other grant support where possible
- Maintenance dredging needs to be taken seriously and funds retained for this
- Overall planned maintenance system required



CONTINGENT LIABILITIES

15



Risks related to storm damage ever present

Some assets obviously also flood defences, and in effect underwritten by EA grants after the event

Maintenance of Breakwater at Bude and Pier at Portreath cannot be self-financed by Harbours in the event of major breaches → cannot be regarded as core Harbours assets wrt self-financing

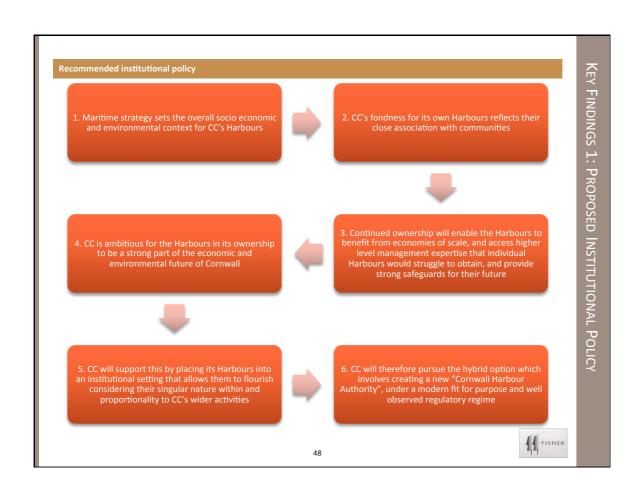
Strong track record in obtaining finance for Harbour infrastructure from various pots

Storm action



Typical damage





Recommended business principles

The long run costs of operating and maintaining Harbours will be met by Harbour users

Harbours will be collectively managed as a financially self sustainable enterprise, maximising their community and economic potential

Prices will be set appropriately to achieve these objectives

All revenue will be ring fenced in future

All operating costs will be met from within Harbours, including long term maintenance, but risks due to failure to key flood defences underwritten externally



49

Management / Board objectives



Management's job is to implement by:

- Reducing operating costs as low as is sensible, subject to balancing the ability to collect revenues, and ensuring that Harbours operate safely
- Increasing revenues through improved revenue collection and packaging and marketing of "Cornwall Harbours"



The Board's job is to monitor management performance in this, recommend pricing, and set appropriate parameters for gauging / ensuring cost-effectiveness

Organisation structure

Consistent with the findings detailed on p 21 and improving value for money on p 41, recommend that the Maritime Section / Cornwall Harbour Authority be structured to achieve key objectives:

- The principle of a cohesive "Harbours Team" for all CC's Harbours
- Clarify lines of reporting and achieve sensible spans of control, reducing these where they are too wide, and increasing these where opportunities lie
- Improve the resource applied to setting strategy and optimising commercial opportunities via business development and marketing etc.
- \bullet Provide for succession throughout the organisation
- Address terms and conditions to overcome disparities, and increase flexibility to deploy staff at times appropriate to the regulatory or revenue collection task

A training needs analysis covering all aspects of service delivery including customer care, financial literacy, ICT skills etc. should be undertaken in the context of the improved structure



Regulatory & governance Regulatory basis for apparently non-statutory Harbours requires clarification CC needs to fulfill provisions in current HOs Recommend continued CC ownership of Harbours and implementing "hybrid" option as basis for new fit for purpose regulatory regime

Governance arrangements between Board and

local stakeholder groups and support for

localism agenda to be improved (p 38)

Managing the business

- Management improvements identified (p 21)
- Business process review and improvements required (p 21)
- Focus on improving strategic / commercial business management
- More effective use of staff by better matching staff working hours with the seasonal / weekend / tidal task, and collecting more available revenue
- Structure the organisation to achieve these and other objectives (p 50)

Assets and financia

- Harbour assets to be protected for Harbours' use
 → audit and condition survey required
- Contingent liabilities for Bude Breakwater and Portreath Pier need to be carried externally
- Harbours should be self financing in the long run applying commercial accounting principles
- Costs will be met by Harbour users, and prices set to achieve this
- Real price increases (above inflation) not recommended in future unless Harbours need this for financial self-sustainability after other measures

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51

ANNEX 1: HARBOUR ORDER REVENUE PROVISIONS

Penrvr

- 23. "... the Corporation shall apply the revenue received from rates or otherwise ... for the purposes and in the order following and not otherwise ...":
- 1. The cost of the Order itself
- 2. "In paying the expenses properly chargeable to revenue of the maintenance repair management and regulation of the harbour" and of authorised works
- 3. and 4 pay interest and principle on loans
- 5. "In paying the cost of constructing and subsidiary works ...
- 6. The surplus income (if any) may be applied in the further general improvement of the harbour and works"

St Ive

- 11. "The Corporation shall apply all the rates, dues and duties received ... for the purposes and in the following order and not otherwise ...
- 1. In paying the expenses of the maintenance and repair and the management and the regulation of the harbour and the works ..."
- 2., 3., 4. and 5. pay interest and principle on loans "or in creating a sinking fund"
- 6. In the general improvement of the harbour'

Penzance

- 32. "The Corporation shall apply all the rates rents and sums received ... for the purposes and in the order following and not otherwise ...:
- 1. In paying the expenses of the maintenance repair management and regulation of the harbour pier docks and other works"
- 2. and 3. pay interest and principle on loans
- 4. "In repayment to the Corporation of all sums advanced or expended ... for the for the purposes of the harbour ... with interest
- 5. The surplus (if any) shall be applied for the general improvement of the harbour pier dock and works or for other shipping purposes connected with the harbour"

Truro

- 10.2 "The harbour revenue shall be applied for the purposes and in the order following and not otherwise:
- i) In paying the expenses of the maintenance and repair f the harbour and all works buildings and conveniences connected therewith and the management and regulation of the same and in defraying all other expenses of the Corporation properly incurred in relation to the harbour"
- ii) and iii) paying interest and principle on loans
- iv) "In repaying to the city fund and city rate of the city all moneys and interest which may have been paid thereout respectively for the purposes of the harbour
- v) In the general improvement of the harbour..."



ANNEX 2: ASSETS



- Lighthouse Pier
- North Arm
- Albert Pier
- Floating Dock with Access Gate
- Harbour Office
- · Berthing Masters Office
- 2 x Showers and Toilets
- · Shed 3 Harbour Stores
- Permanent Boat Storage Pen on Wharfside Car Park
- Temporary Boat Pen on Car Park 1st October to 30th April annually
- · Harbour Craft 'Two Sisters'
- Workshop Equipment and Materials
- Slipways Albert Pier and Wharf Road
- Landing Pontoons Albert Pier
- Lighthouse and Navigation Lights
- · Tender Storage Racks Albert Slipway
- Outer Drying Basin
- Inner Turning Basin for Dry Dock
- · Diesel Tank 2500 litres for resale
- Waste Oil Tank 2500 litres
- 3 x Painting Rafts
- · Rank Building
- Buccaneer Shell Shop
- Buccaneer Café

- Shed 1, Wharf Road Dry Dock
- Shed 2, Wharf Road Penwith Marine Services
- · Shed 4, Wharf Road Penwith Marine Services
- Waterside Meadery Rob Leaworthy
- Gas House, South Pier Isles of Scilly Steamship Company
- Old Dockers Rest, South Pier Isles of Scilly Steamship Company
- Weighbridge Office, Wharf Road Isles of Scilly Steamship Company
- Lifeboat Shop, Ross Bridge
- Penzance Sailing Club and Pens, Albert Pier
- Middle Sheds on Albert Pier:
- 1st Isles of Scilly Steamship Company
- 2nd MJ Marine Services
- 3rd Bite adventures
- 4th Canoe Club
- Diving Club House Albert Pier
- Old Albert Pier Engineering:
- $\bullet \quad 1^{st} Elemental \ Tours Rory \ Goodall$
- 2nd Awaiting tenant
- Old Ammo Shed Albert Pier Mojo Mac Mac Johns



ASSETS 2

- · Fundus and Foreshore
- · Lighterage Quay
- Worth's Quay
- · Garras Wharf Town Quay
- · Harbour Office
- Workshop and Compound
- · Offices at Newham
- Floating Plant, Land Rover and Pontoons
- Workshop equipment and materials
- Mooring Buoys for laid up vessels
- Pontoon and Landing Stage at Trelissick
- Landing Stage and pontoon at Boscawen Park Slipways at Boscawen Park, Sunny Corner and Malpas
- Buoys, Beacons, Navigation Lights and Signage

- · Smeaton's Pier
- Two Lighthouses (including room leased to St Ives Sailing Club)
- Ice Making and Ice Storage Room
- Fuel Store
- Harbour Master's Store
- 2 x Fishermans Stores
- · New Pier, Slipway and Groyne
- West Pier
- Slipway with Steps
- Groyne
- Beach/Foreshore
- Smeaton's Pier Car Park
- · Ice Cream Concessions
- Harbour Masters Office
- Deck Chair Concession



Penrvn

- · Fundus and Foreshore
- Exchequer Quay
- Landing Pontoons at Ponsharden
- Public Pontoon
- Harbour Office
- Dinghy Park, Church Beach
- Slipway at Church Beach
- Workshop equipment and materials
- Navigation buoys and navigation lights

Saltasi

- Jubilee Green Dinghy Park
- Jubilee Green Slipway
- Ashtor Wharf
- (Boathouses on Ashtor Wharf are administered & maintained by Property as they receive the income Dougal Mclachlan)
- Old Ferry Slipway
- Concrete Revetment
- Jubilee Green Pontoon
- New Town Pier
- Old Town Quay
- Sand Quay Beach
- Waterfront Beach

Newquay

- North Quay
- Central Island
- South Quay
- Harbour Office
- Freezer Rooms
- Fuel Store
- Slipway
- Storage Areas
- · Boatman's Kiosks
- Newquay Sailing and Rowing Club Lease
- RNLI
- SWW Pumping Station
- Car Park and steps to Towan Beach and top of North Quay Hill
- Sailing Club Storage Area
- Active Cellars Stores, Disused Toilet, Shelter (Net Loft) and Bait Storage Area.
- Fly Cellars Shelter, Promenade and Steps to plinth
- Ice Cream Van Concession



ASSETS 4

- Breakwater/Chapel rock
- Slipway
- Bridge to Summerleaze Beach
- · Workshop/Office
- North Pier Head/Lock Gates
- Leading Wall
- Inner Harbour

Downderr

57

Gate Access Permit System, Padlock & Slipway

Portwrinkle

• Harbour, Slipway, Dinghy Spaces, Moorings

Prince of Wales Pier

Pleasure Pier consisting of solid and suspended structures

Pier Master Kiosk

Boat Operators Kiosks (6) Fish Strand Quay

Portreath

Finger Pier Outer Harbour Inner Basins Dry Storage Area Storage Shed Slipway

Portscatho Harbou

Breakwater

Slipways at three locations in harbour

Winch House Concrete Shelter



