

# Harbours Board Annual Report

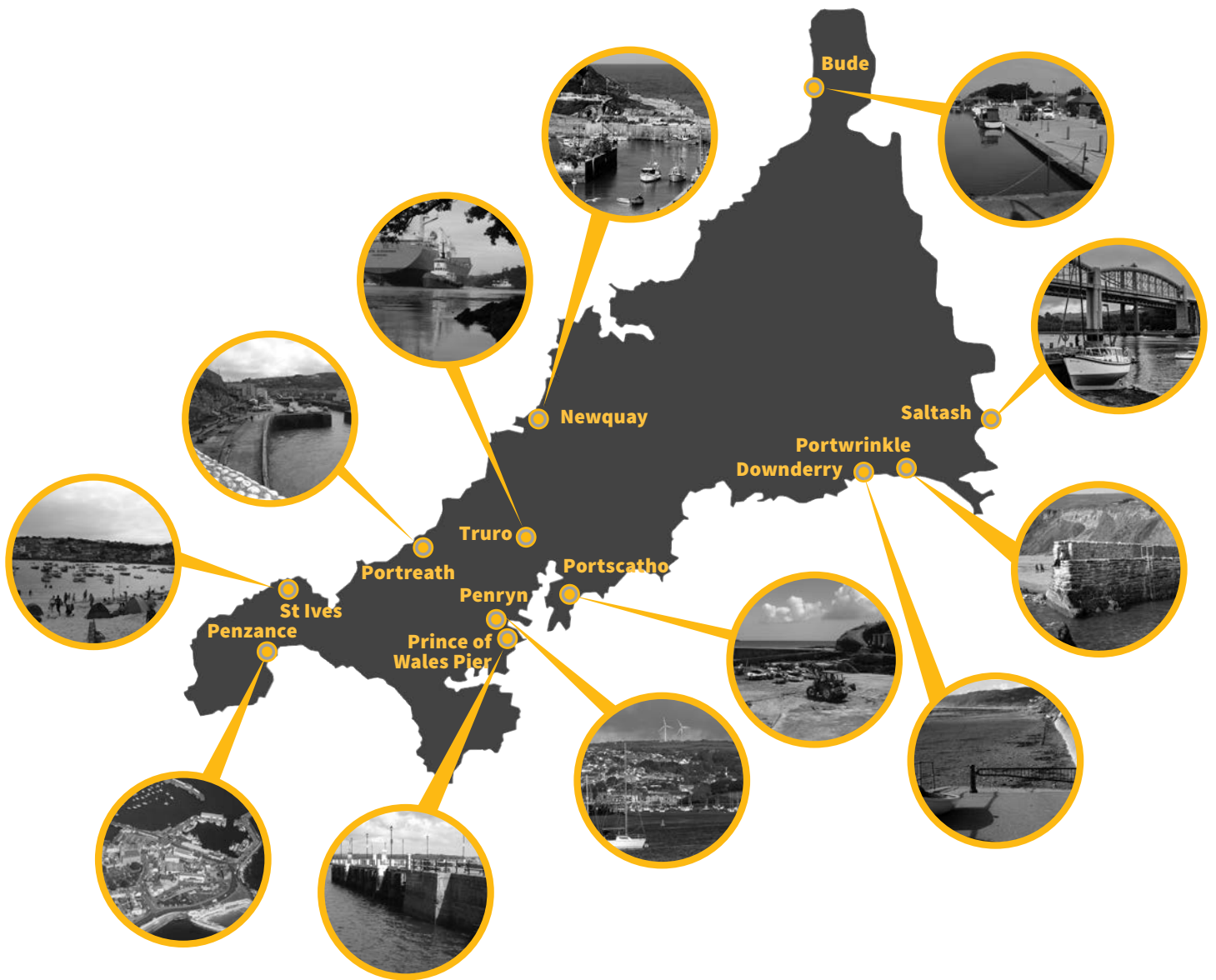
Financial Year 2022 to 2023



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# Ports and Harbours





# Chairmans' introduction

This is the 2022 to 2023 Cornwall Council Harbours Board Annual Report. As a Municipal Port Authority, we manage a range of Harbours and Maritime Assets across Cornwall. This report highlights our activities and sets out the framework and context in which we operate. I hope you will find it useful, informative, and comprehensive.

Running a harbour demands skilled, competent, and knowledgeable staff, as well as teamwork, aptitude, and a significant degree of selflessness. For the vast majority, if not all our staff, it is a certain way of life as much as it is a job, to be a maritime professional.

It is thanks to our maritime team then, that our Ports and Harbours are in good financial health, as well as being efficient, productive, and safe places for work and recreational activity.



**Councillor Loic Rich,**  
Harbours Board Chairman





# Governance of our Ports and Harbours

## Harbours Board

The Harbours Board, a Harbour Management Committee, is responsible for the operation of all of the municipal ports and harbours in Cornwall which includes Bude, Newquay, Portreath, St Ives, Penzance, Prince of Wales Pier (Falmouth), Penryn, Truro, Portscatho and Portwrinkle. Other assets that the Maritime Service is responsible for include Saltash and Downderry.

The Harbours Board consists of 12 members, with six being Councillors and six Independent Board members who are appointed following a skills audit. There are also non-voting, co-opted members, who are stakeholder representatives, appointed to it. The Harbours Board reports to the Full Council who are the Duty Holder. Information on Harbours Board Members can be found on the Cornwall Council Website.

The Harbours Board was set up following best practice, identified in the DfT Ports Good Governance Guidance, and it operates as a committee of the Council.

The Harbours Board role and function is described in the Memorandum of Understanding (MoU) between the Council and the Board, last reviewed in 2015. It is a requirement under the MoU that the Harbours Board will provide an annual report to Cornwall Council on how it is governing the Ports and Harbours in a manner that is consistent with relevant policies, plans and legislation.

## Ports Good Governance Guidance (Municipal Ports Review)

The Department for Transport (DfT) published the Ports Good Governance Guidance in March 2018 which is focussed on corporate governance for all statutory harbour authorities in England. It includes sections relevant to all types of ports with specific detailed guidance on trust and local authority owned ports. This guidance will now be for all ports and harbours irrespective of whether they are managed as a trust, municipal or private port.



## Review of local authority ports and harbours in Cornwall

In October 2014 a study was completed which looked at the municipal ports and harbours in Cornwall and then advised on governance, staffing, income potential and assets and liabilities.

It concluded that there were twelve main harbour facilities hosted within the ownership of Cornwall Council ranging from small facilities to extensive harbours. It found that there were very strong local community and socio-economic links and functions with strong support for social inclusion and that some harbours are indivisible from the local tourism identity.

The recommendations of this report have been adopted and the Council is in the process of gaining a new Harbour Revision Order for all of its ports and harbours. This requires a new Cornwall Harbours Board to be established and will also create a single ring-fenced account for the harbours through the act of Parliament. Some harbour limits have also been redrawn as part of this process, formalising management of the harbour areas further and Portreath, Portscatho and Portwrinkle will become Statutory Harbours Areas as part of this process. This order has been made in 2023.

## Sustainable Strategy

A Sustainable Strategy was developed in November 2014 and adopted by the Harbours Board. The

objective of this document is to meet the needs and aspirations of the present without compromising the ability to meet those of the future and is based around five key elements which are:-

- A successful and long term financially self-sustaining harbours portfolio.
- Achieved through strong governance and management with an active localism agenda, based on a modern fit for purpose regulatory regime.
- Contributing to prosperity.
- Balanced with environmental stewardship in its widest sense.
- Subject to an absolute requirement for safety for all users.

## Port Marine Safety Code

The Port Marine Safety Code sets out a national standard for every aspect of port marine safety. Its aim is to enhance safety for everyone who uses or works in the UK port marine environment. It is endorsed by the UK Government, the devolved administrations and representatives from across the maritime sector and, while the Code is not mandatory, these bodies have a strong expectation that all harbour authorities will comply. The Code is intended to be flexible enough that any size or type of harbour or marine facility will be able to apply its principles in a way that is appropriate and proportionate to local requirements.





“ The Port Marine Safety Code sets out a national standard for every aspect of port marine safety. ”

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 should be read in conjunction with its companion Guide to Good Practice on Port Marine Operations. This Guide underpins the ethos of

the Code by providing additional guidance and practical examples and has been written and approved by maritime professionals to assist organisations in promoting and executing safe, efficient and accountable port marine operations based on industry best practice.

## Pilotage

The Harbours Board as the Competent Harbour Authority (CHA) for Truro, Penryn, Penzance and St Ives has a duty to keep the need for pilotage under review (Section 2 (1) of the Pilotage Act 1987). It also has to consider the authorisation of pilots, employment arrangements for its authorised pilots, the approval of pilot launches, the issue of pilotage directions and the issue of exemption certificates.

As a result of this the Pilotage Agreement with Falmouth Harbour Commissioners for the provision of pilotage services within the Ports of Truro and Penryn was signed on 1 January 2021 for a period of 5 years, continuing the long-standing agreement.

Pilotage Directions applicable to the Ports of Truro and Penryn are those for vessels over 60 metres loa, carrying dangerous or polluting goods, using the services of harbour tugs, having chart deficiencies and/or when directed by the harbour master in the interests of safety of the vessel, other vessels, persons, the port or its infrastructure.





A member of the Harbours Board sits on the Pilotage Standards Committee and is involved directly with the authorising and re-authorising of pilots. Additionally, the Harbour Master attends relevant Pilotage Assessment Panels and attends the Fal Estuary Marine Safety Committee.

St Ives is covered by the St Ives (Pilotage) Harbour Revision Order 1988 and is able to make pilotage compulsory for ships within the area covered by the Order. The requirement for Pilotage was reviewed by the Harbours Board in January 2022 and following consultation with Hayle Harbour, it was agreed that there is no need for pilotage at St Ives Harbour at the present time. The CHA status will be retained and the pilotage requirement at St Ives Harbour will be reviewed by the Harbours Board on a 3 yearly basis.

Penzance Harbour is covered by the Penzance and Newlyn (Pilotage) Harbour Revision Order 1988 and is also able to make pilotage compulsory for ships within the area covered by the Order. The requirement was last reviewed in 2019 when it is considered that CHA status should be retained, and the pilotage requirement reviewed on a 3 yearly basis, or less should there be a change in harbour use.

## Business Plan

The Business Plan describes the objectives, strategies, activities and financial forecasts for all of the Ports and Harbours managed by the Harbours Board. The Memorandum of Understanding (MoU) between Cornwall Council and the Harbours Board considers that Plans should promote the ports and harbours to be financially self-sustainable bodies in the long term, reducing the risk of the need to call upon the Councils General Fund. The Business Plan was last updated in January 2022.

## Port and Harbour Master Plans

A Port Master Plan has been adopted for Truro, Penryn and Penzance which reflect the physical but flexible expression of the future vision for the harbours. The goal has been to develop a vision that is consistent with the Sustainable Strategy and permit the harbours to be managed in a financially self-sustainable way in the long term.

At Penzance the Master Plan has been updated and funding secured from Town Deals Fund which will enable a number of projects to be progressed.

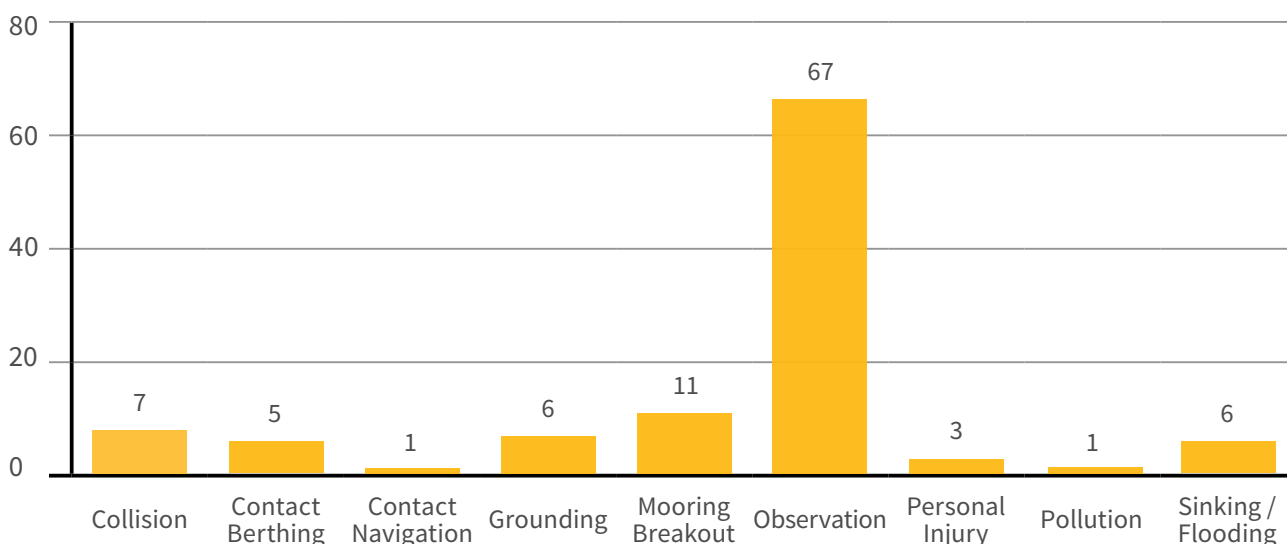


# Compliance at our Ports and Harbours

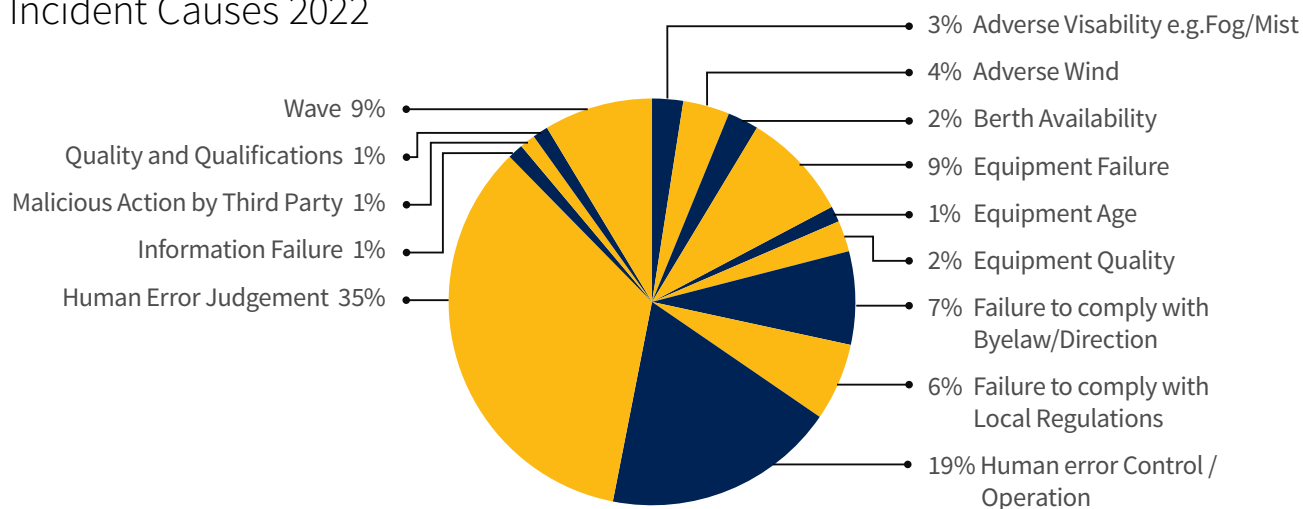
## Marine Safety Management System

A Safety Management System and with associated Manual has been developed to ensure compliance with the Port Marine Safety Code. Navigation Safety Assessment for Truro and Penryn was undertaken in October 2010 and updated in July 2018. A further update took place for Penryn in May 2019. Penzance Harbour underwent a Navigation Safety Assessment in April 2011, Newquay Harbour in March 2012 and St. Ives Harbour in March 2013 with all marine hazards in the harbour assessed to be 'as low as reasonably practicable' (ALARP) or below at that time. From 2021 these Navigation Risk Assessments have been loaded onto Hazman, a live database linked to incident reporting, and remain under regular review.

## Incident Report Types 2022



## Incident Causes 2022



A letter of compliance with the Code, which is renewed every three years, has been sent by Cornwall Council to the Maritime and Coastguard Agency on 5 March 2021.

## Port Facility Security Plan

Regulation (EC) No. 725/2004 of the European Parliament, together with the Ship and Port Facility (Security) Regulations 2004 and the Ship and Port Facility (Security) (Amendment) Regulations 2005 are the principle pieces of legislation that have relevance to the International Ship and Port Security (ISPS) Code in the UK. Compliance with this legislation is required by virtue of the Ports of Penzance and Truro handling vessels greater than 500GT engaged on international voyages.

The Port Facility Security Plan for Penzance has been updated in 2021 and valid for a period of five years. A return of cruise calls to the harbour will mean the plan is regularly used and exercised. At Truro the plan was issued in 2018 and recently updated following changes to management. In addition, there is a requirement to have a Port Facility Security Officer (PFSO) for each of the ports together with the need for training.

## Oil Spill Contingency Plan

These five year plans are a requirement under the Merchant Shipping (Oil Pollution Preparedness, Response and Co-operation Convention) Regulations 1998 which requires contingency plans for any harbour or oil handling facility offering berths alongside, on buoys or at anchor, to ships of over 400 GT or tankers (oil or chemical) of over 150 GT.

There is a need to be capable of responding to a Tier 1 oil spill, together with holding the

appropriate stock of equipment, have a formal agreement in place for a Tier 2 response together with adequate training and exercising of the plan.

The plan for Truro, (The Falmouth Bay & Estuaries Oil Spill Contingency Plan) was issued in September 2022 following review and the plan for Penzance remains valid until July 2024.

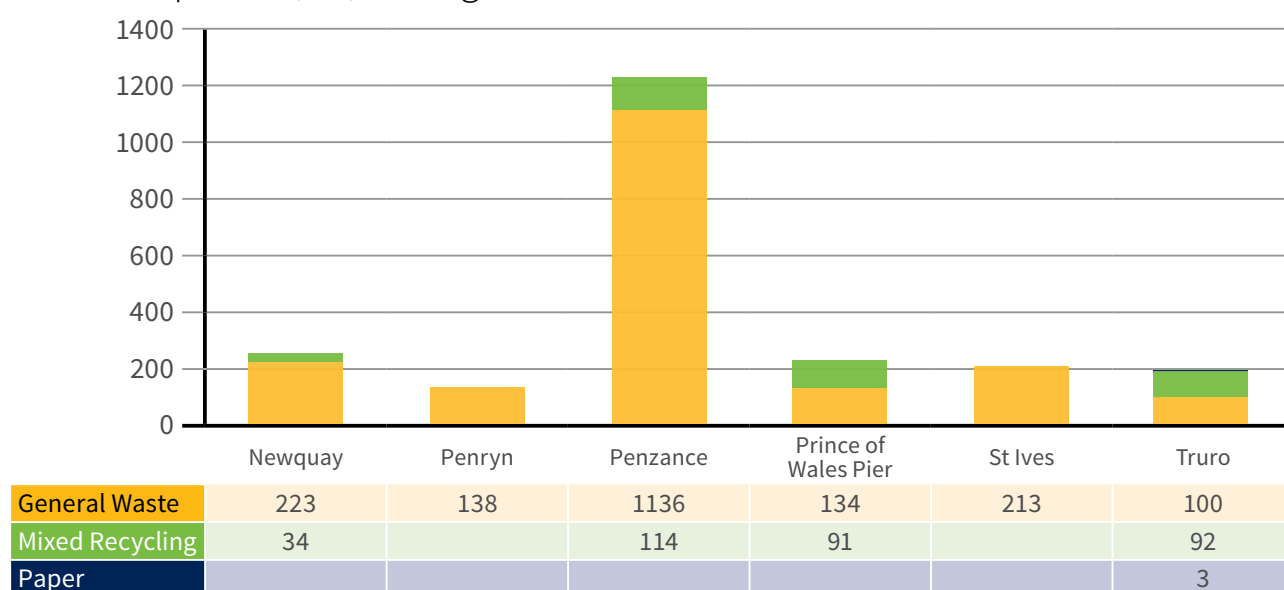
Harbour Staff in Truro, Penryn and Penzance have been involved in oil spill training as part of their obligations to existing legislation and to exercise their incident management team and practical roles in responding to a pollution incident within their areas of jurisdiction.

## Port Waste Management Plan

The Merchant Shipping and Fishing Vessels (Port Waste Reception Facilities) Regulations 2003 are applicable to any harbour or terminal within the UK. Every harbour authority operator has to provide waste reception facilities adequate to meet the needs of ships normally using the harbour or terminal in question, without undue delay to ships.

In addition to the provision of facilities, there is also a requirement to produce Port Waste Management Plans, valid for three years, for the various ports and harbours managed by the Council. Truro and Penryn plan was reviewed in April 2021. Newquay plan was approved by the MCA in February 2023 and St Ives new plan submitted to the MCA at the same time. Penzance's plan was reviewed in October 2019.

## Waste Disposed (m<sup>3</sup>) during 2022



\* 96.6% of General Waste diverted from landfill and recycled





## Emergency Plans

Plans are prepared in accordance with the legal obligations placed on Harbour Authorities as a Category 2 responder within the Civil Contingencies Act 2004. The Fal Estuary Marine Emergency Plan includes the Ports of Truro and Penryn.

## Inspection of Local Aids to Navigation

As a local lighthouse authority we exercise our functions in accordance with our safety management system. The provision and level of aids to navigation provided is based on formal risk assessment. The characteristics and availability of all aids to navigation comply with internationally agreed guidelines, applied in consultation with the General Lighthouse Authority (Trinity House).

It is a requirement under the Merchant Shipping Act 1995 that an inspection of the Local Aids to Navigation in all harbours is carried out annually by an officer from Trinity House. Inspections were undertaken by Trinity House at Bude, Newquay, St Ives, Penzance, Truro & Penryn. All were found to be compliant. Monthly inspections are undertaken through Harbour Assist.

## Harbour Byelaws and Directions

Harbour byelaws and Directions for the ports and harbours are an integral part of the Port Marine Safety Code and need to be reviewed and updated when required.

Updated byelaws for St Ives were submitted to the Department for Transport in 2018 but remain unapproved by them. A provision of the proposed Cornwall Harbours Revision Order is for the ability to make General Directions which will significantly enhance the legislation to manage the ports and harbours in a safe and efficient manner.

## Environment

There are a number of areas around, and in, a number of the harbours that are designated Special Areas of Conservation, Special Protection Area or Marine Conservation Zones.

The Conservation (Natural Habitats &c) regulations 1994 require relevant authorities (those organisations with statutory powers and duties for the marine environment) within, or adjacent to a European marine site to be responsible for the management of the site.

Under the Countryside and Rights of Way Act 2000 the harbour authority, as a relevant authority, shall have regard to Areas of Outstanding Natural Beauty.

The ISO 14001:2015 accredited Environmental Management System for all of the ports and harbours, was updated in March 2021 and recertification gained. This is subject to 6 monthly external audits.

# Activity within our Ports and Harbours

## Commercial Sector

Truro continued to export bulk scrap metal to the UK and Near Continent however ships of a suitable size for passage are becoming fewer, but we continue to encourage use of transport of cargo by sea from this facility. Commercial lay-up moorings in the River Fal continue to be offered providing ship owners with a cost-effective option. During 2022 a tug and motor yacht were making use of the facility.

Penryn's Exchequer Quay continues to be used as a commercial facility and has been used for loading stores for vessels at anchor. It also continues to be the homeport of a number of small commercial vessels

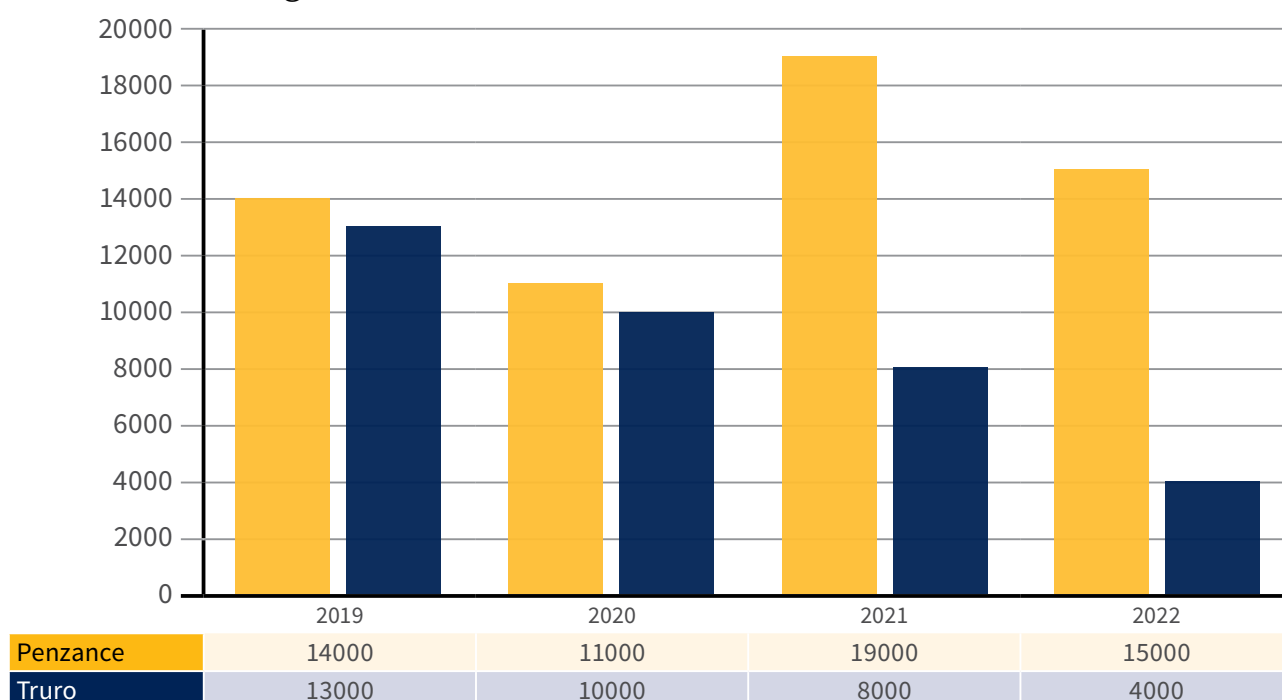
Penzance Harbour offers facilities for the handling of passengers and a wide variety of freight to and from the Isles of Scilly. During 2022 - 111,132 passengers were handled by the harbour. During 2022 we also saw a return of cruise ship calls with passenger landing via tender, the harbour being approved by the DfT for this purpose.



Furthermore, the harbour has also received a number of sail cargoes and supported other commercial activity.

At St Ives there are 17 passenger boats offering a variety of sightseeing trips. These have a capacity of 233 passengers and operate up to 10 trips daily between April and October.

## Commercial Cargo Volumes (tonnes)



\*Source Department for Transport





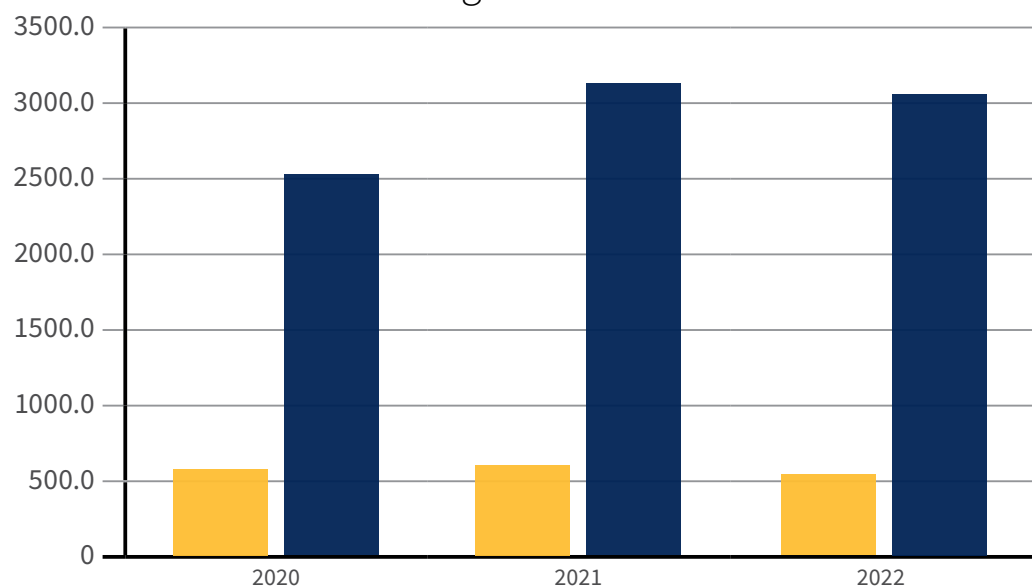
## Fishing Sector

Penzance, Newquay and St Ives are heavily used by the fishing industry for the landing of fish and shellfish. There are also fish landings at Portreath, Portscatho, Penryn, Mylor (Port of Truro) and Bude. There are currently 89 registered fishing vessels in our harbours.

Facilities provided for the sector at our harbours include ice machines, fish landing davits, bait stores and fridges. At Penzance fish is landed directly to lorries for onward transport to market and an established Marine Engineering Business is heavily involved in supporting the fishing industry.

Fuel facilities are provided at Newquay & St Ives which are available out of hours.

## Cornwall Harbours Combined Fish Landings



Sum of Landed Weight (tonnes)	678.3	712.6	588.9
Sum of Value (£000s)	£2,566.021	£3,251.968	£3,167.627

\*Source Marine Management Organisation.

## Leisure Sector

All of the ports and harbours cater for the leisure market to varying levels, some exclusively so. Facilities include spaces for small dinghies or kayaks, swinging moorings, pontoon berths, quay berths, storage ashore and lay up facilities for large superyachts.

Malpas Marina, near Truro was purchased in 2018 in order to protect access to the water, to continue to provide for pleasure boat landings and to safeguard mooring facilities for its existing customers. The pontoon system was expanded to enhance facilities for visiting vessels and a small café and farm shop is now located in one of the commercial units on site. Shower and toilet facilities are also available.

Fees and charges are reviewed by the Harbours Board on an annual basis and then recommended to the Full Council for adoption. The policy is to collectively manage the ports and harbours as a financially self-sustaining enterprise with prices set appropriately considering other objectives. To promote the ports and harbours a new website was launched in early 2021 – [www.cornwallharbours.co.uk](http://www.cornwallharbours.co.uk)

In some harbours, areas are leased to clubs and associations to manage their own facilities themselves, although they will continue to be within harbour limits and subject to the normal rules and regulations contained within harbour byelaws and other legislation.

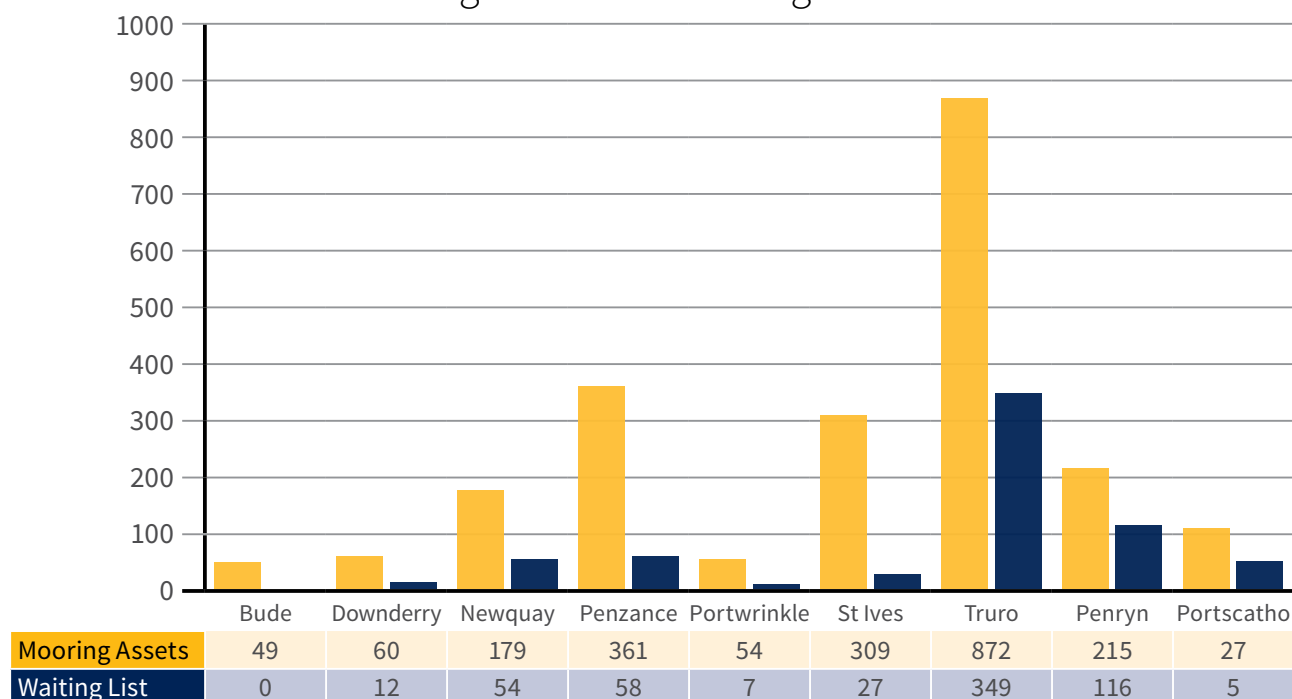


Additionally, there are a large number of businesses operating within the harbours including boat hire companies, pleasure boat trips, marinas and boatyards. Fuel facilities are provided at Newquay, St Ives and Penzance.

## Licensing of Boats and Boatmen

The Licencing of Boats and Boatmen is also undertaken in a number of locations in Cornwall whereby any vessel let out for hire or carrying up to 12 passengers, and not going beyond categorised waters, has to have an inspection and examination. Over the last year there have been approximately 200 vessels (including kayaks) licenced and 80 Boatmen examined for a licence or having a renewal.

## Cornwall Harbours Mooring Assets and Waiting Lists



\*Source Harbour Assist (Harbour Management Software)



# Financial information

Financial Year 1 April 2022 to 31 March 2023

## Bude Harbour

	2022/23	2021/22	2020/21
Operating Income	(£76,556)	(£65,036)	(£18,318)
Expenditure	£78,896	£75,041	£48,874
Operating Deficit/(Surplus)	£2,340	£10,005	£30,565
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	(£377)
Interest	£0	£0	£0
	£0	£0	(£377)
Net Deficit/(Surplus)	£2,340	£10,005	£30,179

## Newquay Harbour

	2022/23	2021/22	2020/21
Operating Income	(£317,571)	(£237,829)	(£180,462)
Expenditure	£306,683	£236,595	£165,569
Operating Deficit/(Surplus)	(£10,888)	(£1,234)	(£14,893)
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	£7,696
Interest	£0	£0	£0
	£0	£0	£7,696
Net Deficit/(Surplus)	(£10,888)	(£1,234)	(£7,197)

## Portreath Harbour

	2022/23	2021/22	2020/21
Operating Income	(£12,755)	(£20,206)	(£11,755)
Expenditure	£5,603	£53,571	£20,454
Operating Deficit/(Surplus)	(£7,152)	£33,365	£8,699
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	£0
Interest	£0	£0	£0
	£0	£0	£0
Net Deficit/(Surplus)	(£7,152)	£33,365	£8,699

## St Ives Harbour

	2022/23	2021/22	2020/21
Operating Income	(£384,051)	(£323,989)	(£179,312)
Expenditure	£311,621	£274,381	£145,648
Operating Deficit/(Surplus)	(£72,430)	(£49,608)	(£33,664)
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	£5,995
Interest	£0	£0	£0
	£0	£0	£5,995
Net Deficit/(Surplus)	(£72,430)	(£49,608)	(£27,669)

## Penzance Harbour

	2022/23	2021/22	2020/21
Operating Income	(£674,212)	(£578,525)	(£460,898)
Expenditure	£526,473	£509,482	£415,756
Operating Deficit/(Surplus)	(£147,739)	(£69,043)	(£45,142)
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	£15,846
Interest	£0	£0	£0
	£0	£0	£15,846
Net Deficit/(Surplus)	(£147,739)	(£69,043)	(£29,296)

## Prince of Wales Pier, Falmouth

	2022/23	2021/22	2020/21
Operating Income	(£73,168)	(£74,251)	(£61,908)
Expenditure	£49,547	£65,332	£74,024
Operating Deficit/(Surplus)	(£23,621)	(£8,919)	£12,116
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	(£119)
Interest	£0	£0	£0
	£0	£0	(£119)
Net Deficit/(Surplus)	(£23,621)	(£8,919)	£11,997



## Penryn Port and Harbour

	2022/23	2021/22	2020/21
Operating Income	(£187,823)	(£157,242)	(£149,819)
Expenditure	£113,710	£148,977	£120,231
Operating Deficit/(Surplus)	(£74,113)	(£8,265)	(£20,588)
Contribution To Reserves	£76,776	£10,854	£44,087
Bad Debts Movement	£0	£0	£2,893
Interest	£0	(£2,589)	(£547)
	£76,776	£8,265	£46,433
Net Deficit/(Surplus)	£2,663	£0	£25,845

## Truro Port and Harbour

	2022/23	2021/22	2020/21
Operating Income	(£590,117)	(£665,793)	(£599,735)
Expenditure	£478,676	£560,128	£497,657
Operating Deficit/(Surplus)	(£111,441)	(£105,665)	(£102,078)
Contribution To Reserves	£114,573	£187,790	£114,559
Drawdown To Reserves	£0	(£80,000)	£0
Bad Debts Movement	£0	£0	£18,369
Interest	£0	(£2,125)	(£547)
	£114,573	£105,665	£132,281
Net Deficit/(Surplus)	£3,132	£0	£30,303

## Portscatho Harbour

	2022/23	2021/22	2020/21
Operating Income	(£14,465)	(£13,621)	(£12,565)
Expenditure	£17,564	£24,059	£19,032
Operating Deficit/(Surplus)	£3,099	£10,438	£6,467
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	£0
Interest	£0	£0	£0
	£0	£0	£0
Net Deficit/(Surplus)	£3,099	£10,438	£6,467

## Saltash, Downterry and Portwrinkle

	2022/23	2021/22	2020/21
Operating Income	(£30,003)	(£27,415)	(£26,519)
Expenditure	£27,247	£15,183	£22,806
Operating Deficit/(Surplus)	(£2,756)	(£12,232)	£3,713
Contribution To Reserves	£0	£0	£0
Bad Debts Movement	£0	£0	£2,835
Interest	£0	£0	£0
	£0	£0	£2,835
Net Deficit/(Surplus)	(£2,756)	(£12,232)	(£878)

**If you would like this information in another  
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