

Salcombe Harbour Board – 12 July 2010**BOAT PARK – STORAGE OPERATIONS****Report of Head of Service Salcombe Harbour****Statutory Powers: Pier and Harbour Order (Salcombe) Confirmation Act 1954**

Financial Implications: There will be a capital financial investment of £150,000 and an annual operating cost of £11,000 for the District Council with an initial estimated additional income of £45,000 per annum. There will be an additional workload on the Harbour Authority staff which will be re-charged to the Council of up to £6,000, which is included within the annual operating costs.

Purpose

To set out the changes to the operation of the SHDC Boat Storage activities.

The Harbour Board's activities support the South Hams objectives for good jobs (CP2), retention of the district's character (CP3), an accessible council (CP5) and value for money (CP6).

Recommendations**That the Harbour Board RESOLVES to:**

- a. note the content of this report;
- b. recommend to Council the scale of charges for the Boat Park operation set out in paragraph 10-12 be adopted and that the principal of Value for Money described in paragraph 9 be considered when the charges for 2011/12 are reviewed.

Background

1. The Harbour Board recognised the problems with the winter storage arrangements and recommended to the Council that they seek expressions of interest to operate all aspects of the winter storage arrangements on 10 July 2007 (SH19/07), 4 January 2008 (SH53/07) and 16 January 2009 (SH46/08). On 28 April 2010 the Prosperity Policy Development Group Recommended to Council that the winter storage service should be operated in house by South Hams District Council from September 2010 (PPDG 34/09). Council delegated the decision to the Chief Executive in consultation with a working group of Members. In accordance with Council Minute 17/10, the Chief Executive exercised his delegated authority and, after consultation with relevant Members, decided to approve the actions set out in the report to Council.

Method Statement for Boat Park Storage Operations on Batson Boat and Shadycombe Car Park

2. SHDC is operating a boat storage facility not a boatyard. Customers requiring more than boat storage should take their boat to a boatyard which has the facilities and capabilities the customer is likely to require. SHDC will execute the lift, storage and launch and provide facilities for contractors and customers to scrub hulls after lift out, water for wash down and limited electrical connections, waste disposal and a level of security for boats stored.
3. The lifting and storage of boats is a year around activity, but the level of activity and the emphasis between boat operating and boat storage change with the seasons.

Winter Activity (October – April)

During the winter months the emphasis is on boat storage. This involves the lifting of boats, facilitating environmentally sustainable power washing of hulls, storing, enabling access for owners and contractors to conduct routine maintenance in a safe environment and the ultimate re-launch.

Summer Activity (April – September)

During the summer months the car park reverts to car parking and the boat park operates for small motor boats and sailing dinghies offering weekly and daily parking for boats and trailers and a launching and recovery service for vessels from trailers. In addition, SHDC offers an emergency lift out facility for vessels up to 10 tonnes, access to a repair berth and a lift out and bottom scrubbing facility for owners and contractors.

4. **Hull Scrubbing.** The scrubbing facility is a new service which is being introduced to reduce the level of polluting toxins from scrubbing antifouling from boats hulls re-entering the estuary. The long term implications of the continuation of the practice of indiscriminate scrubbing is damage to the marine environment within the Site of Special Scientific Interest (SSSI) and to prejudice any future maintenance dredging operations in the Batson Channel to the fish quay and slipways. The scrubbing facility has a closed loop water system which removes the toxins from the water and drastically reduces the volume of water consumed in the process. To ensure the environmental benefits are realised, all vessels wishing to scrub their hulls at Batson will have to use the facility and the practice of scrubbing on the slipway and the use of bleach will have to be prohibited.

Risk Assessment

5. The boat storage activities break down into the following discreet activities, for which risk assessments have been prepared at Annex A:
 - Booking
 - Preparation of the Boat Park
 - Lifting
 - Washing
 - Transportation within the car/Boat Park
 - Chocking
 - Ongoing checking/care of vessel
 - Lift in
 - Storage of equipment

Describing Risk.

6. The Risk Evaluation Table at Annex A describes the risk as:

The Risk that X occurs (the issue)
Because of Y (the likelihood)
Resulting in Z (the Reasonably Foreseeable Worst case Impact
RFWCI and not the worst case scenario)

7. **Risk Rating.** The risks are rated to ensure clear priorities for action and ensure that the Harbour Authority acts appropriately to the level and spread of risk. Ranking is achieved by a factor (Low 1, Medium 2, High 3) to the Impact Consequence and the Likelihood and multiplying them together to achieve the Risk Rating.

Impact Consequence x likelihood = Risk

IMPACT Consequence		
L1	M2	H3
X		
LIKELIHOOD of Exposure		
L1	M2	H3
=		
RISK		
Low 1,2	Medium 3,4	High 6,9

Control Measures

8. The following list is a summary of the control measures emanating from the risk assessments which need to be implemented to ensure the risk of operating the boat park is as low as reasonably practicable:
- Review and re-issue of the Code of Practice for storage of boats.
 - Review and re-issue of Storage Booking procedure and associated forms
 - Terms and conditions of parking contract require compliance with the Code of Practice
 - Bookings checked before confirmation to ensure lift and storage are within the capabilities of equipment and staff before a booking is accepted
 - Communicating lift in times and dates to customers
 - Agree closure/access restrictions with fishermen
 - Agree closure dates of car Parks
 - Advance notice to users, posting notices for change of usage
 - Posting of suitable signs to prohibit public access from boat storage area
 - Staff to be trained
 - De-Activation/covering of car park pay machines
 - Re-design access to fish quay to reduce conflict between boat park and fish quay users

- Staff to wear appropriate PPE:
 - Hard hats
 - High Vis jackets
 - Waterproofs
 - Life jackets
 - Eye Protection
 - Protective Gloves
 - Safety footwear
- Chocks to be available in case hoist has to stop on slipway
- Sign to indicate end of slipway
- Window of operation around tide
- Safety boat on slipway pontoon
- Cubi pontoon on inboard side of slipway to improve access
- Area of operation to be cordoned off
- Customer/agent to agree/point out lifting points
- No personnel on hoist or boat whilst it is in operation
- De-conflict slipway activity
- Pollution containment booms to be available
- Minimum crew – operator and banks man
- Scrubbing area established clear of main thoroughfare with appropriate signage and cordoning to keep public clear.
- Prohibition on the use of bleach
- Prohibition on power washing of hulls on car park or slipway.
- Scrubbing grid only available when trained member of staff available.
- Environmental levy on use of scrubbing grid to support maintenance and replacement filters
- Working area segregated and appropriately signed to exclude pedestrians and other activities
- Weight limit of 10 tonnes for vessels being stored
- Draft limitation 2.8m
- Beam restriction 4.3m
- Great care and awareness of possibility of “the Run” swamping hoist air inlet if hoist deployed too deep when the run is in evidence
- Vehicles and hoist approaching wash down lagoon to be alerted to position of bilge pump, possibly with placing traffic cone in line with bilge pump.
- Regular surveys of the condition of the car park surface.
- Contract experienced banksmen/chocking to support boat park operations
- Strict quality control of customers cradles and props
- Sufficient stock of cradles etc to support operations
- Boats to be parked on suitable ground
 - Vessels in cradles or stands on level ground (ie main car park)
 - Bilge keel vessels may be stored on land with a gentle slope (ie dinghy compound)
 - Vessels on trailers to be kept as level as possible, trailers to be chocked to level (Dinghy park an option)
- Regular checks of vessels chocking arrangements and specifically before forecast gales
- Sails spray hoods and dodgers to be removed to reduce windage.
- Petrol and gas to be removed from stored vessels.
- Fencing (heras) to be erected to prohibit/prevent public access but to allow reasonable access for customers and contractors
- Customers to be responsible for keeping boat storage area clean and tidy and free of trip hazards

- Customer or contractor to check sea cocks on launch, before boat removed from slings
- Customers cradles to be removed immediately after launch.
- Car park to be left clean and tidy by boat owner
- Hoist and scrubbing grid to be stored securely within a compound which prohibits public access with appropriate signage at access points.
- 20' container or similar area for storage of props and chocks.
- All SHDC equipment to be readily identifiable with 'SHDC' and or special colour paint.
- Plant and equipment to be subject to planned maintenance schedule.

Value for Money

9. South Hams District Council has offered a winter boat parking facility on the car park for many years. This facility does not and can not compete with a fully found boat yard for facilities; however every effort is made to provide a professional but basic facility. The Council Boat Park's unique selling point was that, it is an inexpensive alternative to a boatyard for a customer who does not need or require boat yard facilities. However over the past several years the charges for the use of the Council's storage facility have reached a level that does not represent value for money and the numbers using the facility have dropped by 12% between 2007/08 and 2008/09, coincident with a 19% rise in the Council's charges. The prices have already been set for 2010/11 (Zone 1 £53/m, Zone 2 £75.50/m), which are £0.70/m/week less expensive than a representative boatyard for the Zone 1 storage (Oct to Mar) and £0.25/m/week for Zone 2 storage (Oct to Apr). To re-establish the Council's boat storage facility at the most appropriate and sustainable level in comparison to boatyards, it is recommended that the current charges are frozen for a 3 year period or until such time as the 25% differential against boat yard charges is re-established and then maintained. The correct pricing of the Council facilities will define the success or failure of the Council's boat storage facility and the consequent success of local businesses servicing vessels stored.
10. The lifting and launching of vessels, which is a new service the District Council will be offering from October 2010, is proposed to be priced at £11/m. This is slightly below the price previously charged at Batson and is comparable with boatyard prices for lifting in Plymouth.
11. Most boat owners have their own cradles or props to store their boat ashore, for customers who wish to hire these facilities, it is proposed to charge £200.00 for a yacht cradle and £150.00 for boats stands and props.
12. It is further proposed to offer a lift out service, outside of September - November and March - April (the main lift out and lift in periods) for boats requiring short term maintenance for the price of just the lift out, providing the boat remains in the hoist and is re-launched within two hours. This will enable boats to wash their hulls and carry out minor maintenance such as removing a rope from a propeller or changing anodes at a very competitive price.
13. The environmentally friendly hull scrubbing facility will be made available for use by customers' or contractors to scrub hulls immediately after lift out. It is proposed to charge all vessels making use of this facility £1.00/m. This

environmental levy will cover the cost of providing the facility, the cost of water and ongoing maintenance.

Conclusion

14. The operation of the Council's Boat Park will be operated by the Council from October 2010. The main changes are that vessels will be lifted by a slipway hoist rather than a crane and the scrubbing of hulls will be required to be done over the scrubbing grid which will prevent the antifouling polluting the estuary.
15. Pricing the services competitively against boat yard facilities, will be the key to the ongoing success of the Council's winter storage facility and its unique selling point. The Council is looking to provide a cheaper alternative to a boat yard for customers who simply wish to store their boats and do not require access to boat yard facilities.
16. As the operation will be different from previous years, particularly with the introduction of the scrubbing grid, the lift out operation will be more protracted, but the environmental gains will more than outweigh this minor inconvenience.

Ian Gibson
Head of Service Salcombe Harbour

Salcombe Harbour Board
12 July 2010

Background Documents:

PPDG Report on Boat Park Operations – Strategy for the Future dated 28 April 2010

Annex:

- A. Risk Assessments

**ANNEX A
12 July 2010**

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Booking In	<p>Overbooking for a particular day due to inexperience of staff. Limited. Booking vessels beyond the capabilities of equipment to lift and the weight limit of the car park. Overbooking facility. Under utilisation of facility due to overpricing of service considering limitations of the service and facilities</p>	<p>Poor service delivery and consequent damage to the Council's reputation</p>	<p>Disruption to the service delivery and a slow service which, under pressure, could lead to taking short cuts resulting in an accident which causes injury to staff or members of the public and damage to equipment or customer's property.</p>	2	2	4	<ul style="list-style-type: none"> • Review and re-issue of the Code of Practice for storage of boats. • Review and re-issue of Storage Booking procedure and associated forms • Bookings checked before confirmation to ensure lift and storage are within the capabilities of equipment and staff before a booking is accepted

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Preparation of the Boat Park	Risk of conflict of usage between fishermen and the crab lorries accessing the fish quay, car parking and pedestrians if the area is not properly cordoned off and signed. The most dangerous time is the transition from car park to boat park as this is when there is the greatest possibility of conflicting demands, the construction of the heras fencing.	Conflict of interests between fishermen, car parks, pedestrians and the storage operation. There is the possibility of damage to property, injury to staff and members of the public.	Disruption to car park operations and or the operation of the fish quay whilst the boat storage area is being prepared. Possibility of a road traffic accident and the associated damage and injury arising from the use of the FLT moving piles of fencing and from members of the public colliding with obstructions as the car park transformation is underway.	2	2	4	<ul style="list-style-type: none"> • Agree closure/access restrictions with fishermen • Agree closure dates of car Parks • Advance notice to users, posting notices for change of usage • Posting of suitable signs to prohibit public access from boat storage area • Staff to be trained • De-Activation/covering of car park pay machines • Re-design access to fish quay to reduce conflict between boat park and fish quay users • Staff to wear appropriate PPE: <ul style="list-style-type: none"> ○ Hard hats ○ High Vis jackets ○ Waterproofs ○ Protective Gloves ○ Safety footwear

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Lifting	<p>Damage to customers boats, SHDC equipment. Injury to staff, contractors, customers or members of public because of ability of staff and inexperience of such operations, possibility of hoist running away on slipway and running off the end of the metalled section, possibility of hoist being swamped from the run, strops positioned incorrectly. Interference with other slipway activity because of too much planned and unplanned activity on slip. Man overboard from boat or hoist.</p>	<p>Injury to personnel, damage to customer's property and or SHDC equipment. Damage to the reputation of the Council. Pollution from hoist into the estuary.</p>	<p>Slipway hoist drives off the end of the slipway and loses traction, subsequent damage to equipment and potential for pollution in the estuary. Collision with boat on slipway, further possibility of hoist running away down the slipway and injuring personnel and or property. Boat slips off strops or strops damage the underwater fittings</p>	3	2	6	<ul style="list-style-type: none"> • Staff to be trained • Staff to be dressed correctly with PPE. As above + lifejacket • Chocks to be available in case hoist has to stop on slipway • Sign to indicate end of slipway, aware of the run swamping hoist if deployed too deep. • Window of operation around tide • Safety boat on slipway pontoon • Cubi pontoon on inboard side of slipway to improve access • Area of operation to be cordoned off • Customer/agent to agree/point out lifting points • No personnel on hoist or boat whilst it is in operation • De-conflict slipway activity • Pollution containment booms to be available • Minimum crew – operator and banks man

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Washing Hulls	Risk of Polluting the estuary, from antifouling run off, risk of injury to members of the public, staff and contractors from high pressure water jets and particles in water jet and possibility of damage to the scrubbing grid "lagoon" from metal wheels and to the scrubbing grid plant from misuse. Risk of damage to lagoon bilge pump from vehicle or hoist running over it.	Damage to the environment, inability to dredge as silt contaminated injury to staff or public, particularly eyes. Washing grid out of action with disruption to lift out operations.	Dredging prohibited because of contamination of dredge materials from anti-fouling toxins, injury to personnel, particularly eyes and disruption to service should grid not be available for washing.	2	3	4	<ul style="list-style-type: none"> • Staff trained in use of scrubbing grid. • Equipment serviceable and serviced regularly • Personnel dressed correctly with appropriate PPE: As above + safety eye protection. • Scrubbing area established clear of main thoroughfare with appropriate signage and cordoning to keep public clear. • Prohibition on the use of bleach • Prohibition on power washing of hulls on car park or slipway. • Scrubbing grid only available when trained member of staff available. • Vehicles using lagoon to avoid bilge pump, possibly by placing traffic cone in front of it. • Environmental levy on use of scrubbing grid to support maintenance and replacement filters

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Transportation of vessels within the Boat Park	Collision between hoist and another boat or vehicle brought about by conflict of activities, fishermen, car parking and pedestrians. Dropping a vessel caused by incorrect slinging of vessel on hoist. Damage to car park surface caused by subsidence on reclaimed land from weight of hoist and vessel.	Injury to staff or public, damage to equipment and or property. Damage to reputation of the Council. Requirement for major repairs to car park surface.	Collision with another parked boat or vehicle. Injury to member of the public Subsidence damage to car park surface.	3	2	6	<ul style="list-style-type: none"> • Staff to be trained • Staff dressed correctly • Working area segregated and appropriately signed to exclude pedestrians and other activities • Weight limit of 10tonnes for vessels being stored • Regular surveys of the condition of the car park surface.

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Chocking	Risk of vessel falling over because of unsuitable and or damaged cradles being used, or failure of cradles following storm conditions. Staff experience and training need to be addressed. Traditionally most customers storing boats have used their own cradles.	Resulting in damage to vessels and or injury to staff and customers. Damage to the Council's reputation.	Vessels topple over due to inappropriate or unserviceable cradles provided by customers. Staff experience levels will initially be low so training and contracting experience will be important. The failure of cradles could in a worst case scenario cause a domino effect to other stored boats.	3	3	6	<ul style="list-style-type: none"> • Staff to be trained • Contract experienced banksmen/chocking to support boat park operations • Strict quality control of customers cradles and props • Sufficient stock of cradles etc to support operations • Revision of Code of practice • Boats to be parked on suitable ground <p>-Vessels in cradles or stands on level ground (ie main car park)</p> <p>-Bilge keel vessels may be stored on land with a gentle slope (ie dinghy compound)</p> <p>-Vessels on trailers to be kept as level as possible, trailers to be chocked to level (Dinghy park an option)</p>

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Care of Vessel in Storage	<p>Vessel falling over caused by cradles /chocks working loose because of severe weather or inappropriate activity by contractor or customer and or collision from motor vehicles.</p> <p>Flood of vessel caused by collection of rain water in cockpits/leaking boats superstructure.</p> <p>Fire or explosion caused by gas leak or petrol fumes ignition.</p> <p>Customer falling off boat onto car park caused by climbing unsecured ladders or tripping over trip hazards.</p> <p>Electrocution from unprotected electrical cables.</p>	<p>Damage to property, Injury to personnel and damage to the Council's reputation.</p>	<p>Boats fall over and cause domino effect in gale conditions</p> <p>Fire or explosion from use of flame/electrical equipment in the vicinity of gas and petrol.</p> <p>Member of the public/pedestrian trips and falls between boats, boat falling onto member of the public.</p> <p>Customer tries to get too close to parked boat with their vehicle and collides with cradle or knocks over fencing causing damage.</p>	3	2	6	<ul style="list-style-type: none"> • Revise and re-publish the Code of Practice • Terms and conditions of parking contract require compliance with the Code of Practice • Regular checks of vessels chocking arrangements and specifically before forecast gales • Sails and dodgers to be removed to reduce wind age • Petrol and gas to be removed from stored vessels. • Fencing (heras) to be erected to prohibit/prevent public access but to allow reasonable access for customers and contractors • Customers to be responsible for keeping boat storage area clean and tidy and free of trip hazards • Appropriate signage to warn public of dangers

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Preparations for Lift In	Damage to property and injury to personnel caused by conflict of interest/activity during period of transition from boat storage to car park. The careless removal of fencing and the possibility of failure of equipment	Injury to personnel, damage to property, adverse impact on other car park and fish quay activities and damage to the Council's reputation.	During the removal of fencing to provide access for lift in, the boat storage area is opened up to potential for unregulated activity. Fencing whilst it is being dismantled is unstable and could fall onto parked vessel or vehicle damaging property and potentially causing injury. Possibility of members of the public wandering into the storage area, putting themselves into a dangerous area.	2	2	4	<ul style="list-style-type: none"> • Close liaison with other agencies using the car park for access to fish quay and for car parking. This will include customers and contractors preparing their vessels for launch. • Full service of all lifting equipment prior to lift in. • Training of all staff involved in lifting operations • Communicating lift in times and dates to customers

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Lift In	<p>Risk of Collision between hoist and parked vessels or vehicles, because of inexperience of operators or cluttered working area. Dropping vessel and or damage to underwater fittings due to failure of hoist or incorrect slinging. Interference/conflict with other slipway/boat park activity because of inappropriate or unregulated ancillary activity. Man overboard, falling from vessel and or hoist. Risk of boat sinking on launch because of problem with through hull fittings following maintenance.</p>	<p>Damage to vessels, property and equipment, potential injury and drowning, pollution from sunk vessels with associated damage to the Council's reputation.</p>	<p>Boat dropped because of failure of equipment or incorrect slinging of boat, boat hoist ruins away down slipway, potential to run off the end of the slipway and or collide with another vessel or vehicle, boat sinks on launch because of incomplete checks following hull and hull fittings maintenance.</p>	3	2	6	<ul style="list-style-type: none"> • Staff Trained • Equipment serviced • Appropriate clothing and PPE • Liaison with other car park users • Appropriate signage, including temporary signs for when fencing is down • De-conflict ancillary activity • Customer or contractor to check sea cocks on launch, before boat removed from slings • Safety boat available • Cubi pontoon available on inboard side of slipway for main lift in period. • Customers cradles to be removed immediately after launch • Car park to be left clean and tidy by boat owner

Risk	Description of Risk (X,Y)	Description of Impact (Z) (RFWCI)	Description of Likelihood factors	Impact rating	L'hood rating	Risk rating	Additional Controls/Mitigation
Storage of Equipment	Risk of injury to public if public interferes with stored equipment. Damage to equipment from public interference, the weather and or incorrect storage. Theft of stored equipment.	Injury to members of the public, damage to or loss of equipment with associated financial implications	Member of the public climbs onto and or tampers with slipway hoist, damaging it and or injuring themselves. Equipment damaged by the elements if not correctly stored.	2	2	4	<ul style="list-style-type: none"> • Hoist and scrubbing grid to be stored securely within a compound which prohibits public access with appropriate signage at access points. • 20' container or similar area for storage of props and chocks. • All SHDC equipment to be readily identifiable with 'SHDC' and or special colour paint. • Plant and equipment to be subject to planned maintenance schedule.