

	REPORT TO CABINET TO BE HELD ON 11 DECEMBER 2018
	Key Decision Forward Plan Ref No
Corporate Priority: People / Council	Cabinet Portfolio Holder Cllr M Cockerill – Portfolio Holder for Major Projects

REPORT OF: DIRECTOR (NE) - 18/293

WARDS AFFECTED: SCARBOROUGH ALL

**SUBJECT: MASTERPLAN AND FEASIBILITY STUDY FOR
SCARBOROUGH HARBOUR**

RECOMMENDATION (S):

Cabinet is requested to approve:

- 1) The procurement of masterplanning consultants to undertake a feasibility study and Masterplan for Scarborough Harbour in line with the brief identified within the report.
- 2) Subject to the receipt of compliant tenders within authorised financial limitations, and subject to contract; delegate authority to the Director (NE) in consultation with the Portfolio Holder for Harbours to enter into contract for the feasibility study and masterplan for Scarborough Harbour.

REASON FOR RECOMMENDATION (S):

To enable a holistic approach to the development and regeneration of Scarborough Harbour in accordance with the adopted Port Strategy and Strategic Business Plan for Scarborough Harbour.

HIGHLIGHTED RISKS:

Failure to develop and invest in Scarborough Harbour and ensure its future viability.

1. INTRODUCTION

- 1.1 In May 2018 Cabinet received the Overview and Scrutiny (O&S) Task Group report entitled Review of Fishing Sector at Scarborough Harbour (Ref: 18/99). As an outcome of this report Cabinet requested that the commission of a larger and more holistic review of Scarborough Harbour be referred back to the O&S Board to consider in consultation with the relevant Portfolio Holders.
- 1.2 Working with the Council's Regeneration Services Team the brief for this commission was drafted and presented to O&S Board for comment and recommendation to Cabinet at its meeting in October 2018 (Ref:18/261).
O&S Board Resolved: That the Board endorsed the proposed tender specification for consultants to develop a Masterplan, and undertake a Feasibility Study, for Scarborough Harbour.
- 1.3 Subsequently and subject to the inclusion of any additional comments of Cabinet, officers are now seeking authority to procure consultants in line with the brief/ specification and to enter into contract with the successful tenderer to undertake the study.

2. CORPORATE AIMS

- 2.1 Place: To protect and improve our environment, now and for the future.

Prosperity: To develop a prosperous and innovative borough, with a highly skilled and aspirational workforce.

Council: To be an efficient and effective Council which is financially sustainable for the future.

3. BACKGROUND AND ISSUES

- 3.1 In September 2017 Cabinet adopted the Strategic Business Plan for Scarborough Harbour. The plan had been written to provide the strategic framework for the delivery of future activity within Scarborough Harbour over the coming period up to 2030 and contained a number of key objectives and activities aimed at ensuring the Harbour's continued and sustainable operation as a mixed use port.
- 3.2 In an effort assist with the implementation and delivery of the Business Plan an O&S Task Group was established in November 2017 to undertake a review of the future role of the fishing industry within Scarborough Harbour. In May 2018 the outcome of this review was reported to Cabinet (Ref:18/99). Cabinet received the report and requested the commissioning of a larger and more holistic review of Scarborough Harbour be referred back to the O&S Board.
- 3.4 Accordingly a brief for this commission entitled "Masterplan and Feasibility Study for Scarborough Harbour" was drafted by the Council's Regeneration Services Team in consultation with the Harbour Authority and relevant stakeholders within the Council. O&S Board endorsed the brief in full

and recommended for referral on to Cabinet for approval and commissioning in October 2018 (Report ref: 18/261).

- 3.5 Subject to any additional input of Cabinet the brief will be used as the basis for the procurement of Masterplanning consultants. The brief is as follows:

OUTLINE BRIEF MASTERPLAN AND FEASIBILITY STUDY FOR SCARBOROUGH HARBOUR

OVERVIEW

Scarborough Borough Council is the Harbour Authority with responsibility for Scarborough Harbour. The Council is seeking to procure master planning consultants to undertake a comprehensive masterplan and accompanying fully costed feasibility and implementation plan to assist delivery of the regeneration of Scarborough Harbour.

The resulting masterplan will be in accordance with the objectives of the Strategic Business Plan for Scarborough Harbour and linked to the wider policies of the Borough Council including the Local Plan, Economic Development Strategy and emerging Town Centre Strategy.

BACKGROUND AND STRATEGIC CONTEXT

Situated at the foot of Scarborough Castle and in the lee of the Castle Headland, with a southerly facing entrance Scarborough Harbour offers direct access to the North Sea. The Port has been in existence in one form or another since the 13th century. In the 19th century the Port served as one of the east coast's principal ship building centres. Since that time it has served a wide range of roles including a major port for the herring fishery, a cargo port for timber and foodstuffs; and between the 1970-1990's a major regional port for the commercial North Sea fishing fleet.

Cargo trade has now ceased entirely within the Port and the commercial fishing industry has reduced and rationalised. Scarborough is now host to 35 commercial fishing vessels. The majority of fishing boats are smaller vessels, under 10m, predominantly serving the shellfish industry. However in recent years the Port has been a popular destination with visiting prawn trawlers and scallop vessels.

The number of leisure craft in Scarborough has increased in recent years with over 265 berths fully occupied in the Port and a healthy waiting list for future users.

Scarborough is the home of the first UK seaside resort and tourism in the town continues to grow in popularity. The borough sees more than 5 million visitors every year and tourism is increasingly a 365 day industry in Scarborough worth £100's of millions annually to the local economy.

Scarborough Harbour is host to a number of commercially operated pleasure and charter boats reliant on the tourism sector.

Public parking is available on Scarborough Harbour with approximately 110 spaces available in support of the tourism industry and the local community. The Harbour is also utilised by other tourism related operations such as retail kiosks and other permanent and temporary concessions.

The wharves and piers of the Harbour are open to the public and are considered to be part of the attraction of the town and are public promenades and visitor attractions in their own right.

The Harbour therefore has a very mixed role within the local economy and to the community in which it is located. Moving forward the Harbour is also ideally located to capitalise on the development of the North Sea offshore renewables sector by acting as complementary port to Whitby for the berthing of offshore wind support vessels.

The Council wish to build on this rich history, the current and future opportunities and to put in place proposals to secure a viable future for the Port.

STRATEGY FOR SCARBOROUGH HARBOUR

Mission

Scarborough Borough Council as the statutory Harbour Authority for Scarborough, and Whitby and managing authority for Filey Coble Landing, strives to support the economic and social progression of the Port undertakings on behalf of current and future stakeholders whilst maintaining the historic and social economic value of the Ports.

Vision

To continually improve the Ports of Scarborough, Whitby and Filey Coble Landing to make them the safest, most efficient and sustainable Port undertakings possible and to create value for our customers by developing a diverse and adaptable approach to management, operations, infrastructure and investment in order to capitalise on growth markets and secure the ongoing success of the Ports for generations to come. Ultimately, by working in partnership with our stakeholders to provide the country's leading Port undertakings of their kind by 2030.

Scarborough Harbour Strategy

Scarborough Harbour has a long and varied history serving the maritime community over hundreds of years. Over that time the harbour and its functions have changed dramatically as the economics of the maritime sectors and demands of the community and stakeholders have changed. Today Scarborough Harbour serves as a mixed socio-economic entity.

The Strategy sets the objectives which will optimize this mix of current roles in a way which will see the Harbour provide the best possible levels of service but also allow it to continue to adapt to changing markets and secure future opportunities sustaining the commercial viability and socio-economic value of the Harbour for the foreseeable future.

The strategic objectives of the Harbour are:

- 1. To provide the highest practicable levels of service to our customers and stakeholders.*
- 2. To consolidate and optimise operations and practice together with the utilisation of resources to drive up commercial viability of the Harbour undertakings.*
- 3. To invest in the overarching infrastructure necessary to secure sustainable and competitive current and future Port activity.*
- 4. To provide a significant focus of effort on the development of growth markets and opportunities in all sectors including commercial fishing, leisure, tourism and the renewables sector.*
- 5. To create a welcoming environment for innovation, business and investment.*
- 6. To maintain and improve the social and community value of the Port undertakings recognizing their historic and future role within the communities in which they are located.*

CONSULTANT'S BRIEF

Building on the Ports Strategy and Strategic Business Plan for Scarborough Harbour the consultant will be required to develop masterplan proposals and an accompanying fully costed feasibility study and action plan which meet the Strategic Objectives and provides a blueprint for regeneration and future development at Scarborough Harbour. In so doing the masterplan must demonstrate delivery of the following key elements:

- a) Redevelopment / regeneration of Scarborough's West Pier*
- b) Increased provision of retail and commercial concessions in and around the Port*
- c) Generate the resources for investment in port infrastructure to:*
 - 1. Resolve structural issues relating to the Listed Buildings on West Pier.*
 - 2. Undertake further works to North Wharf to increase load bearing capacity of the structure and allow heavy vehicle movement on/off the site.*
 - 3. Undertake sheet pile / facing repairs and corrosion protection to the pier structures to maintain their long term integrity.*

Furthermore the following key parameters must be considered when developing the Masterplan:

- maintain and/or enhance the operating capability of the Harbour as a commercial entity.*
- maintain a balance of operational and non-operational activities, community and tourist interests.*
- be in keeping with the character and heritage of Harbour, the wider environs and the town as a whole.*
- be cognisant of planning and permitted development regulations and requirements.*
- balance the commercial and policy interests of the Harbour with those of the town as a whole and contribute to the sustainability and economic growth of the wider borough.*
- make provision for rising sea levels and flood defences*
- ensure the retention of ownership and control over Harbour Land.*

SCOPE OF WORKS & ANTICIPATED OUTCOMES

The Council consider the following activities and work phases form the basis of the services provided by the consultant as a minimum.

1 Develop strategic framework / context report:

A review of the strategic aims and objectives of the Harbour and their relation to other related policies and strategic programmes and the physical regeneration of the area. This should consider a wider area than the spatial masterplan. This strategic framework will form the brief for the spatial masterplan.

2 Spatial masterplan:

Proposals for development and redevelopment of the harbour in cognisance of the physical, economic and social factors of the Harbour and the findings of stakeholder consultation. This will include drawings, plans and written documents describing the proposed design approach and development solutions.

3 Feasibility Study and Implementation plan:

A written Feasibility Study including: funding / finances sources, cost and programming relating to the implementation of the masterplan.

It is envisaged this work will be undertaken by way of the following key stages:

Stage 1: Scoping research, document review and site visit to the harbour.

Stage 2: Stakeholder workshops and discussions to identify views on key issues, constraints and opportunities to be considered in the Masterplan.

Stage 3: Drafting the Masterplan and indicative feasibility study including costed action plan.

Stage 4: Second stakeholder workshops to present indicative proposals and obtain views on these.

Stage 5: Finalisation of the Masterplan and fully costed feasibility study and masterplan for the port.

CONSULTATION

A full understanding of existing stakeholder and harbour user requirements as well as stakeholder ambitions and ideas will be key to establishing viable and deliverable proposals for the future development of Scarborough Harbour.

To date some initial work has been done with stakeholder groups to help define and draft the Strategic Business Plan for Scarborough Harbour. This includes developing an in-depth insight into the value and future function of the fishing industry within the Harbour.

The consultant will be required to carry out further and wider consultation with a number of stakeholder groups as part of this commission including but not limited to:

- *Harbour Staff, Council officers and Councillors relevant to the Harbour operation*
- *Fishing catching and processing sectors*
- *Leisure boat users, commercial and passenger vessel operators (other than commercial fishing)*
- *Other tenants of the Port (including concession operators and caf  s etc.)*
- *Local business proprietors (South Bay Traders Association etc.)*
- *RNLI, Civic Society, local tenants and residents etc.*
- *Other bodies such as Welcome to Yorkshire, Local Planning Authority, Highways etc.*
- *General public*

Consultation activity undertaken by the consultant will be supported and where required facilitated in conjunction with the Council's Community Regeneration Team and the Council's Overview and Scrutiny Board.

Programme / Timescales

It is the Council's intention to have completed the contract by the end of June 2019

Cost / Budget

TBA – subject to procurement and the agreement of Cabinet

END

4. CONSULTATION

- 4.1 Consultation has been undertaken in the drafting of this brief including the recent report to O&S Board where members of the public and stakeholders were invited to comment on the report.
- 4.2 A major undertaking of the successful Consultant in drafting the resulting Masterplan and Feasibility study will be to carry out further stakeholder and public consultation.

5. ASSESSMENT

- 5.1 The brief is intended to provide tenderers with an understanding of the strategic context of Scarborough Harbour and an outline of the expected outcomes of the study. The brief is not prescriptive in relation to the design approach, the perceived limitations of the port, nor the solutions to achieving the key goals of:
 - a) Redevelopment / regeneration of Scarborough's West Pier
 - b) Increased provision of retail and commercial concessions in and around the Port
 - c) Generating the resources for investment in port infrastructure.

It is envisaged these factors will emerge as a result of the study.

- 5.2 Cabinet are asked to note that it is also proposed that the Masterplan and Feasibility Study is substantially complete by the end of June 2019. This is an ambitious target and may have to be refined following the receipt of tenders.

Scheme Budget and entering into contract

- 5.3 The actual cost of the study will be determined through the receipt of compliant tenders. The Cabinet is asked to delegate authority to the Director NE in consultation with the Portfolio Holder with responsibility for Harbours to authorise entering into contract so long as the tenders received are within the financial authorisation thresholds of the Director as laid down within the Councils Constitution.
- 5.4 The cost of the study will be met through in year surpluses generated through Scarborough Harbour operations throughout the 2018/19 financial year. It was detailed within the Financial Monitoring Report to September 2018 (ref 18/266) that the anticipated £55k surplus previously reported would be exceeded.
- 5.5 Income has continued to exceed budget primarily through higher fish dues. Subject to the receipt of compliant tenders within authorised financial limitations it is therefore proposed that these additional surpluses in excess of the £55k previously identified be utilised for the procurement of the masterplanning consultants.

6. IMPLICATIONS

6.1 Policy

It is envisaged the Masterplan and Feasibility Study, once complete, will become part of the Council's Policy in relation to Scarborough Harbour.

6.2 Legal

Procurement of the commission will be in line with the Council's contract procedure rules.

6.3 Financial

An appropriate budget to undertake the commission will be allocated by the Director and Portfolio Holder responsible for Harbours, the actual budget required will be subject to tender.

6.4 Equalities and Diversity

Equalities and diversity issues have been taken into account when drafting this report.

6.5 Communications

6.5.1 The proposals in this report will be publicised through the Council's website and by reporting to the Cabinet.

6.5.2 I have considered whether the following implications arise from this report and am satisfied that there is no identified implication that will arise from this decision: Staffing, Planning, Crime and Disorder, Health and Safety, and Environmental.

7. ACTION PLAN

December 2018	Cabinet Approve Brief and Procurement and entering into contract.
December 2018	Commence procurement
Feb / Mar 2019	Receipt of tenders – assessment and award of contract
Mar - Jun 2019	Undertake Feasibility Study and masterplan
July 2019 onward	Publication and adoption of Masterplan for implementation.

Nicholas Edwards

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Background Papers:

- none

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT OR WISH TO INSPECT ANY OF THE BACKGROUND PAPERS, PLEASE CONTACT THE AUTHOR.

Risk Matrix

Risk Ref	Date	Risk	Consequences	Mitigation	Current Risk Score	Target Score	Service Unit Manager/ Responsible Officer	Action Plan
1	Nov 2018	Cabinet do not approve recommendation of the report	Development and or investment at the port proceed in an ad-hoc manner putting at risk the future viability of the port	The drafting of a holistic masterplan	B3	A2	Alex Richards	This report
2	Nov 2018	Tenders received outside delegated financial thresholds of the Director	<p>Masterplan does not proceed.</p> <p>or</p> <p>Re tender works with a revised brief</p> <p>or</p> <p>Report back to cabinet to request further finances delaying commencement of the study</p>	Much of the background work for the study has been undertaken through development of the strategic business plan. This should provide a significant reduction in the cost of the remaining areas of study.	C3	A2	Alex Richards	A concise brief and open competitive tender.

Glossary of Terms

Risk	An event which may prevent the Council achieving its objectives
Consequences	The outcome if the risk materialised
Mitigation	The processes and procedures that are in place to reduce the risk
Current Risk Score	The likelihood and impact score with the current mitigation measures

Target Risk Score
 Service Unit Manager
 Action Plan

in place
 The likelihood and impact score that the Council is aiming to achieve
 The Service Unit or Officer responsible for managing the risk
 The proposed actions to be implemented in order to reduce the risk to the target score

Risk Scoring

Impact	5					
	4					
	3					
	2					
	1					
		A	B	C	D	E
	Likelihood					

Likelihood:
 A = Very Low
 B = Not Likely
 C = Likely
 D = Very Likely
 E = Almost Certain

Impact
 1 = Low
 2 = Minor
 3 = Medium
 4 = Major
 5 = Disaster