

WATERFRONT ENTERPRISE BOARD

**Lodged au Greffe on 2nd February 1993
by the Island Development Committee**



STATES OF JERSEY

STATES GREFFE

PROPOSITION

THE STATES are asked to decide whether they are of opinion -

- (a) to approve the establishment of a Waterfront Enterprise Board to be responsible for the implementation of the St. Helier Waterfront Plan as outlined in the report of the Island Development Committee dated 21st January 1993;
- (b) to charge the Policy and Resources Committee, in consultation with the Island Development Committee to submit recommendations to the States for the non-executive appointments to the Waterfront Enterprise Board, such appointments to be on terms agreed by the Policy and Resources Committee.
- (c) to authorise the Board to appoint a full-time Executive Director to the Board, subject to the necessary funds being made available;
- (d) to charge the Board within three months of its appointment to make recommendations to the States through the Policy and Resources Committee on the matters referred to in paragraph 13 of the Island Development Committee's report.

ISLAND DEVELOPMENT COMMITTEE

NOTE: The Finance and Economics Committee supports, in principle, the setting up of the Waterfront Enterprise Board but wishes to draw the attention of the States to the fact that no financial resources have been made available for the Board's use. Such resources will have to be provided if the States support this proposition.

REPORT

Implementation of the St. Helier Waterfront Plan - Organisation and structure

1. Throughout the debate on the St. Helier Waterfront, the Island Development Committee has tried to address the planning issues separately from matters of implementation, believing that it is essential first to discuss and reach agreement on the development plan.
2. Now that the Masterplan, which sets out the statutory planning framework for development, has been substantially approved by the States it is appropriate for the Committee to bring forward its proposals for the organisational framework of implementation. It proposes to re-examine the broad implementation issues and put in place a framework where the feasibility of developments could be examined as soon as possible.
3. The Andrews Downie report set out some broad principles which are useful to set early implementation objectives -

To achieve at an early date sufficient development to establish a new image and direction, and to provide momentum

The States to fund the infrastructure projects for land reclamation, roads, harbours, and main services to enable key sites to be developed

The key sites to be funded either privately or jointly with the States

Optimising the amenity value of the Waterfront, raising the perception of the area and business confidence to invest in it.

Andrews Downie also recognised that the Masterplan would need to be examined for feasibility in the market place, and this

important point has been consistently made by subsequent advisers, and has to be carried out as soon as possible.

4. In the view of the Island Development Committee, Jersey's public sector has had very little experience in working successfully in partnership with the private sector. The Policy and Resources Committee agreed with that view in its comments to the States on the Waterfront report as the following extracts show -

'At the present time there is no organisation or structure within the States framework that will be able to direct and co-ordinate a long term project such as that being proposed. This is particularly so given the need for private sector involvement. The States does not have the expertise to negotiate and reach agreement with entrepreneurs wishing to undertake component parts of the Plan, such as the Island site, the marina east of La Collette, etc. The Policy and Resources Committee therefore believes that where States land and property is concerned it is vital that, if private enterprise is to be involved, the interests of the Public of the Island should be fully protected within any agreement or contract'.

5. Following discussions between the Island Development Committee and the Policy and Resources Committees, it was agreed that we should examine United Kingdom experience with Waterfront developments. The Island Development Committee commissioned Coopers and Lybrand Deloitte in January 1992 to identify and evaluate the options for a suitable organisational structure in Jersey and their report was presented to Policy and Resources Committee on 2nd June 1992. That report has provided valuable advice on matters of principle.
6. Since then the Island Development Committee has sought a second opinion from its Property Services advisers, London based chartered surveyors Drivers Jonas, who have considerable experience in acting for United Kingdom waterfront development organisations. They have expressed the view that their experience showed that the type of organisation

established would be dependent on the powers and functions which the States propose to delegate and the implementation objectives set for the Waterfront development. The Island Development Committee have considered the lessons which can be learnt from development experiences in the United Kingdom and have prepared its detailed proposals following these principles. The proposals were then discussed with the Policy and Resources Committee and were agreed in principle for submission to the States.

7. The lessons for Jersey which United Kingdom Waterfront developments have shown can be summarised as follows -
 - (a) The successful schemes have been led by a dynamic Board and an executive with a clear remit.
 - (b) Success follows where the public sector undertakes reclamation, puts in infrastructure, carries out landscaping and sells off plots for development by the private sector, subject to tight development briefs.
 - (c) The proposals must be founded on a sound Masterplan, one which is acceptable in design and planning terms but is also flexible. It is important to cross-subsidise social and community uses from more profitable ones.
 - (d) The proposals must fit into the planning policy for the surrounding area. Development should be complementary to those for St. Helier and Jersey as a whole.
 - (e) Development must be acceptable to the community and meet environmental standards.

Island Development Committee proposals

8. The Policy and Resources Committee have agreed that successful development of the Waterfront requires -
 - (a) effective co-ordination of the many Committee interests involved;

- (b) a single point of contact for private developers;
 - (c) a body capable of 'making things happen';
 - (d) entrepreneurial expertise to assist in promoting private development and to ensure that the States obtain a fair deal.
9. To achieve these four objectives, the Island Development Committee proposes that the States approve the setting up of a Waterfront Enterprise Board to be responsible for promoting and securing appropriate development.
10. We propose that the States establish a Waterfront Enterprise Board of seven people with the majority of its members being non-politicians. The Board should have an independent chairman, similar to the Waterfront Advisory Group which was chaired by Sir William Whitfield, with proven experience of property development and management and without vested interests. Three non-States members would also be required to serve on the Board, who are drawn from the Island and have proven entrepreneurial skills. Representing the public interest on the Board would be two members of the States appointed to ensure political accountability. Completing the Board would be an Executive or Managing Director.
11. It is recommended that the non-executive appointments to the Board, of both States and non-States members, be made by the States on the nomination of the Policy and Resources Committee in consultation with the Island Development Committee. Once appointed the Board would be accountable to the States through the Policy and Resources Committee. It is particularly important to select the right people for the Board, especially in the important role of Chairman. It is proposed that the non-political appointments of the Board's Chairman and three non-States members would be appointed on terms to be agreed by the Policy and Resources Committee. It is also proposed that the Board members once appointed would be authorised to appoint an Executive Director to complete the

Board's membership, all such appointments to be subject to funding.

12. The Board would not be exempt from the normal planning and States property procedures.
13. The Board would be charged to make recommendations through the Policy and Resources Committee to the States within three months of appointment, on the following tasks -
 - (a) considering the constitution, powers, organisation, delegated authority, financial and executive resources required for the Board to achieve its objectives;
 - (b) assessing the expertise available within the Island. Examining organisational options and making recommendations for the Board's preferred modus operandi;
 - (c) examining the financial arrangements it requires to discharge its functions and how it can co-ordinate the States capital investment in infrastructure which is so essential to pump-prime the entire development process;
 - (d) advising whether any changes are required in the board structure to provide for effective implementation of the development programme.

The Board will need to undertake an initial strategic assessment of the project to assist in preparing its recommendations.

14. Having completed its recommendations to the States, the Board will need to address the task of preparing a business plan for the implementation of the Waterfront Development Plan in those areas where development can be accommodated within the next five to ten years (e.g. West of Albert, Weighbridge Island site, south of La Collette). This should examine the commercial, engineering and environmental feasibility of the Waterfront Plan for those projects envisaged for development during the first five to ten years. The task of project appraisal is substantial

as shown in Appendix B to this report which lists all of the skills required by the Board.

15. To address these tasks the Board will require at the outset clear terms of reference. The objectives and statement of responsibilities proposed by the Island Development Committee is attached at Appendix A. The objectives sets out the Board's purpose, based on the aims of the Waterfront Plan, and also the Board's responsibilities, the means of achieving those objectives.
17. In conclusion, the Island Development Committee believe that it is essential to make early progress in implementing the Waterfront Plan, and seeks the approval of the States to the initial step of setting up the Waterfront Enterprise Board on the lines proposed.

21st January 1993.

**PROPOSED TERMS OF REFERENCE FOR
WATERFRONT ENTERPRISE BOARD**

Objectives

- (i) Promote and secure the comprehensive and integrated development of the Waterfront area.
- (ii) Unite the Waterfront area with St. Helier town centre.
- (iii) Create an attractive environment in which people will live, work and play.
- (iv) Ensure that the highest standards of design and quality are secured in the built form and landscaping of the area.
- (v) Ensure development in the Waterfront meets local economic, social and environmental needs and aspirations.
- (vi) Integrate the needs of existing users of the Waterfront area with those of new users and uses.
- (vii) Ensure the Waterfront plays a full part in maintaining the competitive position of Jersey's leading industries, particularly tourism, financial services and port operations.
- (viii) Promote the Waterfront as a major gateway to Jersey, and encourage an attractive environment for visitors and investment.
- (ix) Secure substantial private sector investment in a wide range of uses in the Waterfront supported by public sector pump priming land reclamation and infrastructure programmes.
- (x) Ensure development of the Waterfront proceeds in accordance with Jersey's strategic and planning policies.

Responsibilities and accountabilities

- (i) Undertake detailed financial, engineering and environmental appraisal of project proposals, to test their viability, funding requirements, phasing and mix.
- (ii) Prepare development briefs for appropriate areas/sites in the Waterfront in consultation with relevant States Committees and focus on areas likely to come forward in the next five to ten years.
- (iii) Keep proposals and plans for the Waterfront under review.
- (iv) Prepare an annual Waterfront business plan setting out key tasks, objectives, performance measures, implementation programmes and resource implications. Prepare an annual revenue and capital budget.
- (v) Prepare a programme for States capital expenditure in consultation with relevant Committees for submission to the States through the Policy and Resources Committee. Ensure the execution of a capital programme for infrastructure investment in the Waterfront area.
- (vi) Monitor expenditure and income and provide quarterly management accounts to the Treasurer of the States.
- (vii) Submit annual accounts to the States for information.
- (viii) Ensure the Board has the necessary executive support to promote, market and implement its proposals and programmes.
- (ix) Establish appropriate public consultation procedures to ensure the views of local residents and business communities are fully taken into account.
- (x) Promote and market development opportunities to the private sector, ensuring the States receive the most desirable proposals in terms of their quality, financial attractiveness, achievability

and contribution to social, economic and environmental objectives.

- (xi) Co-ordinate all aspects of plan and programme implementation.
- (xii) Enter into negotiations in consultation with the Property Management Office with the private sector on land and property transactions and recommend appropriate agreements for approval under relevant States procedures.
- (xiii) Assist the private sector to obtain necessary planning consents from the Island Development Committee which retains all statutory planning powers.
- (xiv) All other States Committees to retain their roles relating to the Waterfront area, subject to the Board's co-ordinating function and the Board controlling a capital budget for infrastructure investment in the Waterfront area.
- (xv) Provide a single point of contact for the private sector in respect of all matters related to the development of the Waterfront area.

APPENDIX B**SKILLS REQUIRED BY THE WATERFRONT
ENTERPRISE BOARD****Planning and Development**

Mid and long-term planning
Development briefs
Submitting planning applications
Managing capital projects
Project management
Landscaping design

Property

Surveying and valuation
Development agreements
Land sales and leases
Joint venture agreements
Project appraisal
Market assessment of plans
Land transactions
Marketing and communications
Consultations and information to private sector

Support

Administration
Accounting
Public relations
Legal services

Management

Strategic planning
Business planning
Financial management
Co-ordination
Direction and leadership.