

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO SUBJECT OVERVIEW AND SCRUTINY COMMITTEE 3

20 FEBRUARY 2023

REPORT OF THE CORPORATE DIRECTOR - COMMUNITIES

PORTHCAWL REGENERATION

1. Purpose of report

- 1.1 The purpose of this report is to provide Subject Overview and Scrutiny Committee 3 (Scrutiny Committee) with an overview of the Porthcawl Regeneration Programme.

2. Connection to corporate well-being objectives / other corporate priorities

- 2.1 This report assists in the achievement of the following corporate well-being objectives under the **Well-being of Future Generations (Wales) Act 2015**:-

1. **Supporting a successful sustainable economy** – taking steps to make the county borough a great place to do business, for people to live, work, study and visit, and to ensure that our schools are focussed on raising the skills, qualifications and ambitions for all people in the county borough.
2. **Helping people and communities to be more healthy and resilient** –Taking steps to reduce or prevent people from becoming vulnerable or dependent on the Council and its services. Supporting individuals and communities to build resilience, and enable them to develop solutions to have active, healthy and independent lives.
3. **Smarter use of resources** – ensure that all resources (financial, physical, ecological, human and technological) are used as effectively and efficiently as possible and support the creation of resources throughout the community that can help to deliver the Council's well-being objectives.

3. Background

- 3.1 The Porthcawl Regeneration Programme incorporates a wide range of past, current and future planned projects of various scales. Where appropriate projects are subject to non statutory and statutory consultations.

3.2 Reports providing updates and seeking approval are provided to Cabinet and Council at the appropriate times. Notable reports to Cabinet and Council in recent times are listed below and form background documents to this report. This suite of reports demonstrates the decision making process that has been applied to projects that form part of the programme.

- 15 September 2020 Report to Cabinet: Porthcawl Waterfront Regeneration Scheme Salt Lake and Sandy Bay Sites
- 15 December 2020 Report to Cabinet: Cosy Corner
- 19 January 2021 Report to Cabinet: Porthcawl Waterfront Regeneration Scheme Sale of the Food Store Site
- 20 July 2021 Report to Cabinet: Porthcawl Waterfront Regeneration Scheme Proposed Compulsory Purchase Order
- 19 October 2021 Report to Cabinet: Cosy Corner Tourism Attractor Destination Funding
- 8 March 2022 Report to Cabinet: Porthcawl Waterfront Regeneration Placemaking Strategy and Programme Update
- 14 June 2022 Report to Cabinet: Levelling Up Fund Priority Projects
- 20 July 2022 Report to Council: Report of The Chief Officer – Finance, Performance and Change Capital Programme Outturn 2021-22 and Quarter 1 Update 2022-23
- 18 October 2022 Porthcawl Waterfront Regeneration: Appropriation of Land at Griffin Park and Sandy Bay
- 19 October 2022 Report to Council: Replacement Local Development Plan Submission Document
- 8 February 2023 Report to Council: Porthcawl Metrolink

3.3 The October 2022 Cabinet decision in connection with the appropriation of land at Griffin Park and Sandy Bay was subject to call in by Scrutiny. Following due

consideration by Scrutiny Committee 2 at its meeting on 3 November 2022 committee resolved to not refer the matter back to Cabinet.

- 3.4 Whilst the June 2022 Cabinet decision in connection with the Porthcawl Pavilion Levelling Up Fund was not subject to call in, a report on the Levelling Up Fund Proposals and Application process was presented to Scrutiny Committee 3 on 26 September 2022.
- 3.5 In addition to the aforementioned Cabinet reports BCBC local members are regularly briefed on projects that form the Porthcawl Regeneration Programme in order to ensure they are fully informed in relation to progress and key updates. This allows for local members to provide up to date and accurate information to their constituents. In addition to such briefings local members have recently been led by officers on a site walkover which allowed members to further understand the framework for development outlined within the Porthcawl Placemaking Strategy.
- 3.6 Whilst comprising various individual projects of varying scales the Porthcawl Waterfront Regeneration Area (PWRA) collectively seeks to deliver large scale transformational regeneration of the Porthcawl Waterfront. As outlined through the placemaking strategy future development of the PWRA is proposed to include provision of circa 1100 homes, new open space, transport infrastructure community facilities, commercial / leisure development and a new school. Whilst a number of individual projects will continue to be delivered by BCBC, such as the improvements to Eastern Promenade and Western Breakwater and Cosy Corner, a substantial amount of this large scale development is expected to be delivered by third party developers. Such developers will be appointed following compliant public sector disposal and procurement processes that will take place in due course. Cabinet and, where appropriate, Council approval will be sought prior to any such procurement or disposal taking place and any such future cabinet decisions will be able to be called in by scrutiny as appropriate.

4. Current situation/proposal

Overall Programme Update

- 4.1 The Porthcawl Placemaking Strategy was approved by Cabinet in March 2022 and provides a framework to guide high quality mixed use development across the Porthcawl Waterfront Regeneration Area (PWRA). The Porthcawl Placemaking Strategy builds upon the Local Development Plan (LDP) and proposed Replacement Local Development Plan (RLDP) allocation for the Porthcawl Waterfront Regeneration Area.

- 4.2 The Placemaking Strategy was formulated in order to ensure that the future development of the PWRA is aligned with the Council's aspirations to deliver development of the highest quality and responds to the wide-ranging needs of both the current community and future generations
- 4.3 Whilst the Placemaking Strategy provides a framework for future phases of development and informs the next steps to be taken in the programme, significant progress has already been made in relation to several key projects that represent the first phases of the regeneration and are intended to act as catalyst for future phases. Summary updates of each of these recently completed and ongoing projects have been provided under separate headings below. Overviews of the Porthcawl Placemaking Strategy, Compulsory Purchase Order, Appropriation of Land and Open Space Concept Design are also provided under separate heading within this report.

Compulsory Purchase Order (CPO)

- 4.4 On 20 July 2021 Cabinet gave approval to make, advertise, notify and progress confirmation of a Compulsory Purchase Order (CPO) in order to acquire land to deliver the Porthcawl Waterfront Regeneration Scheme. The CPO was subsequently published on 8 October 2021 and formally submitted to Planning and Environment Decisions Wales (PEDW). The publication of the CPO was followed by a statutory objection period between 21 October 2021 and 26 November 2021, during which a wide range of representations were submitted to PEDW. PEDW have now confirmed that the CPO is to be subject to a Public Inquiry which will take place in due course.

Appropriation

- 4.5 Whilst the October 2022 Cabinet Decision appropriation has already been considered by Scrutiny via call in, an overview of the appropriation process and decision making has been included below. Following consideration of the October 2022 Cabinet Decision regarding appropriation Scrutiny resolved to not refer the matter back to Cabinet.
- 4.6 On 20 July 2021 Cabinet authorised the Corporate Director – Communities and the then Chief Officer Legal, HR and Regulatory Services to advertise the Council's intention to appropriate the open space land at Griffin Park and Sandy Bay that is identified on the appropriation plan provided as Appendix 1 (Minute 692) to support the Porthcawl Waterfront Regeneration Scheme. As detailed within the 20 July 2021 Cabinet Report, the process of appropriation allows for the Council to transfer the land from its current use to a use for planning purposes. Before appropriating open

space to planning purposes the Council was required to advertise its intention to appropriate for two consecutive weeks in a newspaper circulating in the local area before considering whether the land is no longer required as open space and any objections received to the appropriation. Minute 692 of the Cabinet meeting on 20 July 2021 required officers to report back to Cabinet to consider any objections received to the appropriation.

- 4.7 In order to avoid any confusion that could arise from multiple consultations taking place at the same time, the advertisement of the intention to appropriate land at Sandy Bay and Griffin Park was not progressed whilst the CPO and subsequent Placemaking Strategy consultations were ongoing. Following the completion of these two consultations and subsequent approval of the Porthcawl Placemaking Strategy by Cabinet (Minute 813) on 8 March 2022, advertisement of the proposed appropriation commenced on 6 June 2022.
- 4.8 On 18 October 2022 Cabinet approved the appropriation for planning purposes of the land at Griffin Park.

Porthcawl Placemaking Strategy

- 4.9 As outlined previously, the Porthcawl Placemaking Strategy was prepared in order to ensure that the future development of the PWRA is aligned with the Council's aspirations to deliver development of the highest quality and responds to the wide-ranging needs of both the current community and future generations. As such, a key element of the work to prepare the strategy consisted of initial stakeholder engagement followed by public consultation. A summary of the consultation process has been provided below.

Emerging Themes and Opportunities Presented at Consultation Stage

- 4.10 Following a thorough review of the constraints, opportunities and planning policy considerations that apply to the PWRA and a series of engagement sessions with key stakeholder groups, a series of consultation boards were produced by Austin Smith Lord (ASL) to reflect the emerging themes and opportunities for consideration as part of the placemaking strategy.
- 4.11 The consultation boards focused on what may be an appropriate response to the key themes which included active travel and connectivity, green space, public realm, sustainability and mix of uses. Diagrams were included to show how the development could possibly be laid out in order to positively respond to these key themes, with areas of potential development and connecting routes identified on the consultation boards. These diagrams were supported by further illustrative design material and

precedent images in order to stimulate thought, conversation and responses from the public.

- 4.12 The public consultation was undertaken over a 3 week period from 24 November 2021 until 17 December 2021. The consultation included a two day public exhibition in the Grand Pavilion Porthcawl which was attended by in excess of 1,000 members of the public. This exhibition was followed by the consultation material being displayed on the cosy corner site hoarding for 3 weeks and being made available online on the BCBC *website*.

Outcome of Public Consultation and Draft Strategy Proposed

- 4.13 In summary, the consultation reflected the continued levels of public interest in the future development of the PWRA. This interest ranged from full support of the emerging strategies and opportunities to full opposition of any new development. Based on the consultation responses it was evident that the majority of the public fall between these two contrasting positions with a clear trend that although there is acceptance of, and indeed support for regeneration, there remained significant concern in relation to the following key areas:

- Amount of residential development.
- Compensatory car parking provision.
- Provision of leisure facilities.
- Provision of community facilities.
- Extent of public open space.

- 4.14 Whilst the above matters represent some of the core areas of concern it was equally evident that the following proposals were either fully or broadly supported:

- Pedestrianisation of Eastern Promenade.
- Extension of Dock Street with associated piazza.
- Delivery of housing to meet local needs.
- Extension of Griffin Park.
- Construction of a multi storey car park.

- 4.15 In response to the consultation officers worked to investigate what potential amendments to the indicative approach identified at consultation stage could be explored, in order to ensure the nature and scale of development identified within the

draft placemaking strategy responds to the concerns and aspirations of the public. When considering any such potential amendments it was incumbent on the Council to ensure the framework for development identified within the placemaking strategy remained in accord with matters such as planning policy and the need for any strategy to be credible, deliverable and financially viable. Within this context the following core amendments were made to the indicative mix and distribution of uses identified within the PWRA.

- Creation of a circa 200m long and 70m wide linear park along the Salt Lake seafront.
- Enlarged area of open space adjoining the pedestrianised extension to Dock Street and adjoining piazza.
- Reduction in the area of land on Salt Lake earmarked for housing by approximately a third.

4.16 The aforementioned amendments to the approach to the nature and extent of various uses within the Placemaking Strategy are considered to represent a significant shift in response to the key aspirations of the public as conveyed through the consultation process. With particular reference to the linear park proposed along the Salt Lake seafront, this area is capable of accommodating a variety of recreational, leisure and community uses for both current and future generations.

4.17 The outcomes of the public consultation and revisions to the Placemaking Strategy were reported to Cabinet in March 2022 with Cabinet subsequently resolving to approve the draft placemaking strategy and authorise the Corporate Director - Communities to publish a final copy of the placemaking strategy, for the purposes of establishing a coherent framework to guide the delivery of future development within the PWRA.

Open Space Concept Design

4.18 Following the preparation and approval of the Porthcawl Placemaking Strategy an open space concept design has been commissioned. This next stage of work provides an opportunity to focus on the significant areas of new open spaces proposed and opportunities to enhance existing areas of open space. An important phase of the open space concept design work is conducting several engagement sessions with representative organisations to discuss the aspirations and concerns of key stakeholders in the area. These engagements sessions are scheduled to take place on 13 and 14 February 2023. This initial engagement will then be followed by a

wider public consultation exercise commencing in early March 2023 which will include an exhibition open to the public. The primary purpose of the Open Space Concept Design Work is to further define the future uses of key open spaces within the PWRA through consultation with key stakeholders and the public and capture a shared vision.

Eastern Promenade and Western Breakwater Sea Defences

- 4.19 Works to complete the improvements to the existing Eastern Promenade and Western Breakwater sea defences are now substantially complete onsite with full completion expected by March 2023. The completion of this infrastructure project represents a significant programme milestone, as once complete existing properties in the surrounding area will benefit from an enhanced level of coastal defence protection. In addition to existing properties benefiting from the enhanced level of protection the completion of the works will ensure protection for any new developments that are delivered as part of the regeneration of Porthcawl.

Porthcawl Resort Investment Focus (PRIF): Cosy Corner

- 4.20 In December 2020 the following were proposed to, and agreed by, Cabinet as a set of guiding principles for the way forward for Cosy Corner, based on information available at the time:

- Desire to ensure funding allocated for Cosy Corner is retained for Cosy Corner.
- There is potentially funding still available through the Tourism Attractor Destination (TAD) programme for Cosy Corner
- Adopting a partnership approach with key stakeholders
- Taking action in a suitable timeframe
- Minimising the period of time that Cosy Corner remains in its current condition
- Minimising the on-going maintenance requirements and costs for Bridgend County Borough Council (BCBC)
- Enhancing the tourism offer of Porthcawl

- 4.21 In May 2021 BCBC concluded a procurement exercise and appointed architects with the required consultancy support to progress the project. The architects began producing the remaining information required by Welsh European Funding Office (WEFO) and Welsh Government taking the project up to RIBA stage 3. In October 2021 a report was presented to cabinet outlining that a proposal was submitted to WEFO and Welsh Government in August 2021.

- 4.22 A planning application for a multi purpose development consisting of a play area, public amenity space, commercial units, Harbour Master office, and toilet / changing facilities was submitted on the 2 November 2021 with planning permission subsequently granted on the 11 February 2022.
- 4.23 Following the grant of planning permission the contract for construction of the project was tendered in March 2022. Following a period of evaluation John Weaver Construction were awarded the tender and construction commenced in August 2022. Completion on the building is currently forecast for the end of May 2023 with remaining public realm installations completed during the summer of 2023.
- 4.24 The commercial units within the scheme are currently being marketed by EJ Hales with a view to having tenants secured and ready to start fit out the respective units by the end of May 2023.

Food Retail Store

- 4.25 As detailed within a report to Cabinet in January 2021 Aldi Stores Limited were appointed as the successful bidder to bring forward a new food retail store on the northwestern portion of Salt Lake Car park. Following extensive dialogue with officers, and a public consultation exercise, planning permission was granted for the new foodstore on the 22 December 2021. Aldi have since made significant progress onsite with a view to being a position to open the store by the summer of 2023.
- 4.26 As outlined within the January 2021 report to cabinet, the capital receipt for the sale of the land has been received from Aldi and is included within the capital programme to be used to undertake infrastructure works within the PWRA.

Metrolink Bus Terminus

- 4.27 Detailed design work has now been completed on the proposed Metrolink Bus Terminus to be located on the eastern side of the Portway. This design work culminated in the submission of a planning application on the 12 December 2021 with planning permission subsequently granted in May 2022. The proposed Metrolink, which is to be delivered utilising Cardiff Capital Region (CCR) and Welsh Government grant funding, consists of a new four bay bus terminus and a single storey enclosed structure together with associated highways alterations, landscaping and public realm works. Once delivered the Metrolink will enhance public transport links to Pyle train station and in turn the wider South Wales Metro network. In addition to the enhanced linkages to Pyle, it will act to facilitate improved public transport frequency and accessibility in and out of Porthcawl and across the local network.

- 4.28 The contract for construction was tendered in October 2022 and tender returns were received in December 2022. At the time of writing this report a formal decision to award the contract is due to be made imminently.
- 4.29 On 8 February Council gave approval for the transfer all remaining funds for the Metro programme (£961,613 from the Penprysg Road Bridge scheme) to the live Porthcawl Metrolink project, in order to maximise the available CCR spend, and to vire £571,221 from the Porthcawl Regeneration capital budget, also to the Porthcawl Metrolink project, to fund this essential infrastructure project.

Grand Pavilion

- 4.30 On 14 June 2022 a report was presented to Cabinet that provided a background on the UK Government Levelling Up Fund (LUF), and an update to Cabinet on the development of projects previously endorsed by them to be developed for this and future rounds of the fund.
- 4.31 Part of this Cabinet Report focused specifically on the Grand Pavilion Project, outlining that the LUF prospectus sets out a clear agenda to support cultural investment. The aim is to maintain, regenerate, or creatively repurpose museums, galleries, visitor attractions (and associated green spaces) and heritage assets as well as creating new community-owned spaces to support the arts and serve as cultural spaces.
- 4.32 Within this context officers advised Cabinet that they were confident that the Grand Pavilion project continues to strongly meet the objectives of the fund and that the pace of development work will enable a robust application to be made.
- 4.33 By way of background, the project has been in development since 2016 when Awen Cultural Trust (Awen,) in partnership with BCBC, commissioned a study on the options for enhancing and re-developing the Grade II Listed building. The study considered the physical, artistic and social significance of the Grand Pavilion; provided a high level appraisal of its condition; considered the possible treatment of the historic building for renovation and concept designs that could unlock new social and commercially sustainable benefits.
- 4.34 The principal objectives of the renewal of the Grand Pavilion have been to address the issues of risk to the building fabric that exist in the condition of the concrete structure whilst also meeting the needs and aspirations of local people for extended and improved arts, heritage and library services.
- 4.35 The new facilities proposed within the most recent feasibility work on the Grand Pavilion include:
- New function spaces at first floor (Esplanade) level,

- New rooftop function and cafe spaces offering elevated sea-views across the Bristol Channel,
- New Studio theatre and ancillary facilities,
- Increased and improved welfare facilities including new changing places facility,
- Business incubation or workshop spaces to street level,
- New office facilities.

4.36 At the time of writing the June 2022 Cabinet Report it was outlined that BCBC had already committed a sum of £200,000 to the development for this project from BCBC's Feasibility Funding budget. It was reported that the RIBA Stage 3 design work was progressing at pace and will be packaged to present a well progressed and detailed application to the LUF.

4.37 In June 2022 Cabinet were advised that the project costs were expected to be circa £14m, and that further detailed work on costing was being undertaken to be completed in advance of the submission on the 6 July 2022. This work was principally to ensure that the cost of inflation and the recent significant increase in the costs of materials could be taken into consideration. Since the June 2022 Cabinet report further work was completed to inform estimated project costs which were estimated at circa £20 million.

4.38 A formal application to the LUF was made for funding of £18 million with the match requirement of £2 million having been reported to and agreed by Council in July 2022. On 19 January 2023 confirmation was received that the Grand Pavilion Project has been awarded LUF funding.

4.39 Since confirmation of the award of funding officers are working closely with UK Government in order to ensure the terms and conditions of the funding, including any work milestones are appropriate. Once such terms are finalised a report will be brought back to Cabinet to provide an update and obtain any further approvals that may be required.

4.40 In addition to the LUF funding work now needs to be progressed in connection with identifying the preferred procurement mechanism for the delivery of the project. Further design development work and applications for planning permission and listed building consent will also follow in due course.

5. Effect upon policy framework and procedure rules

- 5.1 The continued progression of projects that form part of the Porthcawl Waterfront Regeneration Scheme will positively support the Council's policies and procedures.
- 5.2 The PWRA is currently allocated for mixed development within the existing Local Development Plan. Policy PLA3 of the Adopted Local Plan sets out the Council's objectives for mixed use regeneration of brownfield under utilised sites and identifies the Porthcawl Regeneration Area as being a significant part of this strategy through its allocation as site PLA3(8). This allocation is supported by adopted Supplementary Planning Guidance (SPG), often referred to as the "Seven Bays Project – Porthcawl Waterfront SPG".
- 5.3 In addition to the allocation in the Adopted Local Plan the site is identified as a Mixed-Use Strategic Development Site within the Replacement Local Development Plan Deposit Plan which was approved by Council 19 October 2022. The Replacement Local Development Plan Deposit Plan will be subject to an Examination in Public due to commence on 28th February 2023.
- 5.4 Specifically, Policy PLA1 of the Replacement Local Development Plan Deposit Plan sets out that the Land at Porthcawl Waterfront is allocated for a comprehensive, regeneration-led, mixed-use development that will deliver circa 1,115 homes (including 30% / 335 units of affordable housing), incorporating a new one form entry Welsh medium primary school, a four classroom block extension at the existing English medium primary school, a new food store, leisure facilities, a bus terminus, recreation facilities, public open space, plus appropriate community facilities and commercial uses. Policy PLA1 goes on to set out a series of placemaking and master planning principles that apply to the site.

6. Equality Act 2010 implications

- 6.1 An initial Equality Impact Assessment (EIA) screening has identified that there would be no negative impact on those with one or more of the protected characteristics, on socio-economic disadvantage or the use of the Welsh Language. It is therefore not necessary to carry out a full Equality Impact assessment on this proposal.

7. Well-being of Future Generations (Wales) Act 2015 implications

- 7.1 The Well-being of Future Generations (Wales) Act 2015 Assessment based on the 5 ways of working has been considered and there are no significant or unacceptable impacts upon the achievement of well-being goals/objectives as a result of this report.

- Long term - The Porthcawl Waterfront Regeneration is a strategic development scheme which has the potential to add vibrancy to the locality through the provision of new housing, leisure and tourism opportunities, as well as retail and commercial developments; set within appropriate open space, parking and public realm.
- Prevention – the current Waterfront sites are largely unoccupied and under-utilised and detract from the attractiveness of the area.
- Integration – the Waterfront development will integrate with and access the existing town centre, sea front and leisure developments.
- Collaboration – the Council will continue to collaborate with residents, visitors and end users of this project to ensure successful and sustainable development and outcomes.
- Involvement – ongoing engagement with the community will be an important facet of this project.

8. Financial implications

- 8.1 There are no direct financial implications arising from this report which provides an overview and update to Scrutiny.
- 8.2 Whilst the placemaking strategy includes a significant number of large scale individual and interlinked development projects, its endorsement by Cabinet in March 2022 did not constitute approval of any additional capital or revenue expenditure and therefore there are no direct financial implications arising for BCBC from this report. All financial considerations will need to be considered on a project by project basis and further reports will be taken to Cabinet and/or Council as appropriate. Given the nature and scale of projects that form part of the overall regeneration programme it is important to recognise that their delivery will be reliant on a combination of external grant funding and capital receipts generated by the Council when disposing of parts of the site.
- 8.3 Given the purpose of this report is to provide an overview and update to Scrutiny it is pertinent to acknowledge that the receipt from the sale of the food retail site remains ring fenced to invest in infrastructure improvements within the PWRA and is currently included within the Council's capital programme. As outlined within the report to Council on 9 February 2022 the capital budget was increased from £2.553 million to £3.488 million to reflect the enhanced receipt the Council secured for this land. This ring-fenced investment in infrastructure is in addition to in excess of £20 million invested in Porthcawl through Council projects within the last decade, including more recently circa £3 million of investment on the Cosy Corner development which is nearing completion.

8.4 In addition to the above, circa £20 million will be invested in the Grand Pavilion, comprising £18 million from the Levelling Up Fund and £2 million of match funding from the Council.

9. Recommendations

9.1 It is recommended that the Committee note the report and information relating to the projects.

9.2 Note that scrutiny members will be invited to attend a site visit.

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February 2023

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Background Documents:

15 September 2020 Report to Cabinet Porthcawl Waterfront Regeneration Scheme: Salt Lake and Sandy Bay Sites

15 December 2020 Report to Cabinet: Cosy Corner

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8 March 2022 Report to Cabinet: Porthcawl Waterfront Regeneration Placemaking Strategy and Programme Update

14 June 2022 Report to Cabinet: Levelling Up Fund Priority Projects

26 September 2022 Report to Subject Overview & Scrutiny Committee 3: Levelling Up Fund Priority Projects

20 July 2022 Report to Council: Report of The Chief Officer – Finance, Performance and Change Capital Programme Outturn 2021-22 and Quarter 1 Update 2022-23

18 October 2022 Porthcawl Waterfront Regeneration: Appropriation of Land at Griffin Park and Sandy Bay

3 November 2022 Report to Subject Overview and Scrutiny Committee 2 Call-In of Cabinet Decision: Porthcawl Waterfront Regeneration Appropriation of Land at Griffin Park and Sandy Bay

19 October 2022 Report to Council: Replacement Local Development Plan Submission Document

8 February 2023 Report to Council: Porthcawl Metrolink