

# Decision Pathway – Report



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 12 July 2022

<b>TITLE</b>	<b>Western Harbour vision and next steps</b>	
<b>Ward(s)</b>	Harbourside and Hotwells. Due to the size of the project, it also will have an impact on the adjacent wards of Southville, Bedminster & Clifton. The wider city has been engaged with the project through the Harbour Hopes campaign.	
<b>Author:</b>	<b>Emily Price</b>	<b>Job title: Regeneration Manager</b>
<b>Cabinet lead: Mayor</b>	<b>Executive Director lead: Stephen Peacock, Executive Director Growth &amp; Regeneration</b>	
<b>Proposal origin:</b> Mayor		
<b>Decision maker:</b> Mayor <b>Decision forum:</b> Cabinet		
<b>Purpose of Report:</b>  To seek Cabinet endorsement of the Western Harbour Vision that has been developed through extensive community engagement and consultation. It sets out the need for a masterplan and delivery strategy for the area and authority to apply for external funding for the next stage of the work.		
<b>Evidence Base</b>		
<ol style="list-style-type: none"> <li>1. There is a need to provide new homes for Bristol. There were around 16,000 people on the Bristol City Council housing waiting list in 2021 and demand for housing in the city is steadily rising. Bristol's Western Harbour is identified as a Growth and Regeneration Area within the Local Plan Review.</li> <li>2. Western Harbour is a way of meeting this need in a sustainable location. It is within easy reach of both the centre of Bristol and the green of Ashton Court by foot or by bike. By building in central locations like this, we can support more sustainable travel options, as well as building homes close to jobs, public spaces and leisure activities.</li> <li>3. Much of Western Harbour is brownfield, previously developed land. Currently 49% of the land is currently taken up by roads, parking and other hard surfaces</li> <li>4. There is a need to update or replace the Cumberland Basin road system. As the infrastructure of this road has become older, maintenance has become increasingly costly and the replacement of large parts of the system will be necessary in the near future.</li> <li>5. There is a need to respond and address the Bristol River Avon Flood Strategy in Western Harbour to protect the city (existing and new developments) from risk of flooding.</li> <li>6. From September to December 2021, Bristol City Council hosted new conversation about the future of the Western Harbour area, engaging with local and Bristol wide residents, businesses and interest groups to help develop a vision for Western Harbour.</li> <li>7. During this time the team has: <ul style="list-style-type: none"> <li>• Run over 20 workshops, listening labs, and visioning days with local residents, businesses and history groups and city-wide groups</li> <li>• Hosted a month-long interactive exhibition capturing people's ideas for 'Place Principles'</li> <li>• Generated online engagement with 4687 unique visits to HarbourHopes.co.uk and set up an Instagram channel</li> <li>• Worked with 5 Bristol based Creative Ambassadors who captured what this part of the Harbour means to</li> </ul> </li> </ol>		

people through stories, portraits, film and illustration.

- Undertaken a consultation on the draft vision
8. A full Engagement Report can be found in Appendix B1.
  9. The result of the engagement was a draft vision document which was published for consultation between 10 March – 22<sup>nd</sup> April 2022. The results and analysis of the consultation can be found in Appendix B2.
  10. The vision document has been amended as a result of the consultation by (further detail can be found in Appendix B2):
    - a. Amending the ‘Celebrate Heritage’ commitment to refer to the dominance of the Bonded warehouses
    - b. Amending the ‘Provide Vantage points’ commitment to refer to key views from within the area and across the city
    - c. Amending the ‘Increase Biodiversity’ to ‘Biodiverse Built Environment’ to ensure a distinction between this and ‘Nurture Ecology’
    - d. Amend ‘Welcome Visitors’ to ‘Welcome to all’ and to refer to visiting by land or water
    - e. Amend ‘Welcome to All’ to ‘Inclusive places’ and refer to space for free fun.
  11. The Council will ensure there is an ongoing dialogue through further engagement and consultation with the city and key stakeholders to ensure there is a transparent, common and consistent understanding of what is being proposed at all times. The masterplan commission will include the requirement for extensive engagement and consultation.
  12. Residents of Ashton Avenue (8 residential properties within the project area) will be offered regular meetings as the masterplan is developed.
  13. In consultation with the Mayor, the Western Harbour Advisory Group will be revised to increase participation and diversity.
  14. The draft vision document that was consulted on reflects the aspirations of those who contributed to it, and reflects the feedback given during engagement and consultation but it does not include detailed plans or set housing numbers, as this stage has not yet been reached.
  15. If Cabinet endorses the draft vision document, it will be used to help guide and shape masterplanning starting later in 2022. This will set out in detail where the new homes, jobs and infrastructure that Bristol needs could go and will consider how the scheme could be delivered and funded. Further engagement and consultation with the community will take place as the masterplan is developed.
  16. An outline business case will be developed to agree the full scope and indicative costings of the masterplan and external funding sought from WECA and / or Homes England. Cabinet approval will be sought to spend external funding once received.

## Recommendations

That Cabinet:

1. Endorses the Western Harbour vision (Appendix A)
2. Approves, subject to external funding being secured, the use of the Western Harbour Vision as the basis of the brief to appoint a multi-disciplinary masterplanning team to develop a masterplan and delivery strategy for Western Harbour as outlined in this report.
3. Authorises the Executive Director of Growth & Regeneration, in consultation with the Deputy Mayor for Finance Governance and Performance and the Section 151 Officer, to work with Homes England and WECA to explore, apply for and secure (including agreeing grant terms and conditions), funding to progress the masterplanning and delivery strategy for Western Harbour up to the value of £3m.
4. Notes that a further report will be brought to Cabinet to seek approval to spend any external funding which is secured and procure a multi-disciplinary design team.
5. Authorises the Executive Director Growth and Regeneration to spend up to the value of £480k to develop an outline business case as outlined in this report.
6. Notes the outcome of the engagement and consultation at Appendix B1 and B2 and that further engagement and consultation will take place as part of the development of the masterplan

**Corporate Strategy alignment:**

This proposal is aligned to the following Corporate Strategy themes:

- 1) Regeneration – the vision takes a place based approach to regeneration, and through the extensive engagement to date with the city it sets out the commitments for the area. The masterplan will identify the area and city’s infrastructure, housing and employment needs and will promote high quality developments, public realm and place making.
- 2) Environmental sustainability – the vision sets out the commitment for the future development to be net zero in operation, supporting the city’s priority to decarbonise the city, support the recovery of nature and lead a just transition to a low carbon future. The future masterplan will set out how we will achieve this.
- 3) Homes and communities: creating the opportunity and facilitating the delivery of new homes and thriving communities, and setting the commitment of achieving 50% affordable housing in the Western Harbour area.
- 4) Community Participation – the vision has been developed following an extensive community engagement process – details of which are set out in Appendix B. Throughout the masterplanning process, the community will have an opportunity to engage and discuss proposals as they are developed.
- 5) Transport and Connectivity – the future masterplan will address how Western Harbour is connected into the city and beyond and address the infrastructure needs.

**City Benefits:**

1. Western Harbour sets out to deliver new homes (50% affordable)
2. The Western Harbour masterplan will identify the infrastructure requirements for the city
3. The masterplan process will include significant opportunities for engagement and consultation.

**Consultation Details:**

The vision document is the result of an extensive community engagement programme. The full engagement report is included in Appendix B1 and can be found on the project website – [harbourhopes.co.uk](http://harbourhopes.co.uk)

The draft vision document was consulted upon from 10 March 22 to 22 April 22. The results and analysis of the consultation can be found in Appendix B2.

**Background Documents:**

5 November 2019 – Western Harbour Cabinet Report

<https://democracy.bristol.gov.uk/ieListDocuments.aspx?Cid=135&Mid=3689>

<b>Revenue Cost</b>	<b>£0.480million</b>	<b>Source of Revenue Funding</b>	Earmarked Reserve – Feasibility Funding
<b>Capital Cost</b>	<b>£-</b>	<b>Source of Capital Funding</b>	
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:**

The report seeks Cabinet approval to endorse the Western Harbour vision (Appendix A) and to approve the development of an outline business case to agree the full scope and indicative costings of the masterplan.

The early nature of this project means no financial information has been provided within the report or appendices to support the overall estimated cost of £3m which may be subject to change following development of the OBC. As a result, a subsequent report will need to come to Cabinet, once the outline business case has resulted in a successful bid for external funding and before procurement can be progressed.

The follow-on report will provide Cabinet with sufficient details of the implementation costs and seek delegated authority to progress with the necessary steps to produce the Masterplan for the western Harbour.

The capital programme has set aside £0.480 million funding for Western Harbour project. The report requests approval to spend this to develop an outline business case for the project. At this early stage in development of the project it is unlikely this spend can be capitalised as an asset and therefore £0.480 million of the £2.0m Feasibility Fund will be held to fund this spend. If the capital scheme subsequently progresses and the these initial costs can be capitalised the feasibility fund can be returned. If the initial feasibility spend is deemed not to be capital the £0.480m set aside in the capital programme can be released to the capital contingency.

**Finance Business Partner:** Michael Pilcher, Chief Accountant 01/07/2022

## 2. Legal Advice:

The submission of bids for funding does not raise any specific legal implications, although careful consideration will need to be given to any conditions attached. It is noted that the delegation to the Executive Director includes agreeing grant terms and conditions. Legal services will advise and assist officers with regard to the terms and conditions of any grants for external funding.

The current consultation is in respect of the vision only at this stage. As more specific proposals are developed, further consultation will take place in line with the legal principles that have been established in case law as set out below.

The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, give sufficient reasons for any proposal to permit intelligent consideration and allow adequate time for consideration and response.

There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision. The degree of specificity regarding the consultation should be influenced by those who are being consulted and the demands of fairness are likely to be higher when the consultation relates to a decision which is likely to deprive someone of an existing benefit.

**Legal Team Leader:** Husinara Jones, Team Leader/Solicitor 20 June 2022

**3. Implications on IT:** There are no internal IT implications evident in this proposal. However, if a future project involves taking on of additional staff, the OBC should account for the full cost of employment including the provision of IT equipment, licenses and support. Further advice and indicative costings can be obtained from IT services during business case development.

**IT Team Leader:** Tim Borrett, Director: Policy, Strategy and Digital, 30 June 2022

## 4. HR Advice:

The report seeks approval from Cabinet to endorse the Western Harbour vision, and to use that approval to develop the brief for a multidisciplinary team to deliver the next stage of the project. The report does not contain information on the nature or number of the people resource required at this stage. When this information is available, a request for updated HR commentary on the implications for the workforce should be sought from the HR team.

**HR Partner:** Celia Williams 22 June 2022

<b>EDM Sign-off</b>	Stephen Peacock, Executive Director Growth and Regeneration	23 June 2022
<b>Cabinet Member sign-off</b>	Mayor's Office	23 June 2022
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	23 June 2022

<b>Appendix A – Further essential background / detail on the proposal</b> 1. Vision for Western Harbour	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b> <b>B1 <a href="#">Engagement Report September – December 2021</a></b> <b>B2 Feedback from Consultation 10 March – 22 April 2022</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b> - 28 February 2022 – Update to Scrutiny (see scrutiny papers: <a href="#">ModernGov - bristol.gov.uk</a> )	<b>YES</b>

<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>No</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>
<b>Appendix L – Procurement</b>	<b>NO</b>