



To: Executive Councillor for Community Well-being:
Councillor Sarah Brown
Report by: Director of Environment
Relevant scrutiny committee: Community Services 10/10/2013
Scrutiny Committee
Wards affected: All Wards

DEVELOPER CONTRIBUTIONS: SECOND PRIORITY-SETTING ROUND Not a Key Decision

1. Introduction

- 1.1 Developer contributions are payments received by the council from property owners/developers to help address the impact of greater demand for facilities arising from development. The council has a devolved decision-making process so that area committees set priorities for the local use of contributions from local developments. Meanwhile half the payments from major developments determined by the Planning Committee go into a city-wide fund for strategic projects in Cambridge to create or improve facilities that would benefit residents more widely. The second priority-setting round is now under way, planning ahead for the next set of projects to be taken forward once first round and on-going projects are completed.
- 1.2 Taking stock of the recent consultation update and analysis of available developer contributions, this report considers the refreshed list of strategic project ideas for the use of community facilities and outdoor & indoor sports facilities contributions. The key points are that:
- a. The use of city-wide developer contributions is already making a difference, for example with the completion of improvements at the Cherry Trees Centre and the Centre at St Paul's. Given the extensive allocation of city-wide funding in the first priority-setting round, there are fewer options for second round at this stage.
 - b. The developer contributions in the city-wide fund for sports facilities can make a big difference to Cambridge but (as has been said before), aspirations for multi-million pound major sports facilities are beyond the reach of this funding.
 - c. Given the likelihood that the council may wish to fund a range of projects from the city-wide developer contributions, it would be advisable for prospective grant recipients to take forward other funding-raising to meet these overall costs of their proposed projects.

- d. Making the best use of the sports facilities contributions in the city-wide fund will require careful consideration of needs and resources as well as aspirations. The Sports Strategy for 2014-17, currently being developed, will provide important context for these decisions.
- e. The responses from the recent consultation in support of existing strategic project ideas are welcomed and noted (see Appendices B and C). These ideas for new/improved sports facilities will be considered alongside other proposals coming out of this autumn's Sports Strategy consultation.
- f. Beyond the specific recommendations which are in a position to be prioritised and taken forward now, the short-listing of proposals for the use of sports facilities contributions will be deferred until the Sports Strategy is developed and reported to this Committee (in March 2014).

2. Recommendations

That the Executive Councillor for Community Well-being:

- 2.1 allocates an additional £40k (community facilities) & £25k (outdoor sports/formal open space) to the existing strategic priority project for the Rouse Ball Pavilion development (to which £185k has already been allocated);
- 2.2 prioritises a £25k outdoor sports grant for improved cricket net provision at Netherhall School, so that this can be taken forward now;
- 2.3 defers the second round short-listing of other project ideas for the use of sports facilities contributions in the city-wide fund until the Cambridge Sports Strategy for 2014-17 has been developed; and
- 2.4 notes the consultation feedback on other strategic project ideas relating to the Community Well-being portfolio.

3. Background

- 3.1 Reports on setting-up devolved decision-making and the strategic project options for the first priority-setting round were reported to this Committee in June 2012 and January 2013. Since then, scrutiny of the overall process has moved across to the Environment Scrutiny Committee, which received a report on the arrangements for the second round last June (Appendix A of that report provided an overview of the council's approach). The Environment Scrutiny Committee has been brought up-to-date with a report to its meeting on 8 October 2013. More details can be found on the Developer Contributions web page (www.cambridge.gov.uk/s106).

3.2 In the first priority-setting round last January, the Executive Councillor at the time identified the following strategic priorities from community facilities and sports facilities contributions in the city-wide fund:

- Extension of St Andrew’s Hall (£140k community facilities);
- Centre at St Paul’s development: phase 3 (£50k comm. facilities);
- Cherry Trees Centre development (£44k community facilities, alongside £36k from East Area Grants Programme);
- Rouse Ball Pavilion development (£100k of outdoor sports/formal open space and £85k of community facilities), alongside seeking external funding for the overall costs of this long-term project.

Note: Outdoor sports/formal open space contributions are no longer allocated to the Jesus Green drainage project (replaced by informal open space contributions).

4. Availability of developer contributions in the city-wide fund

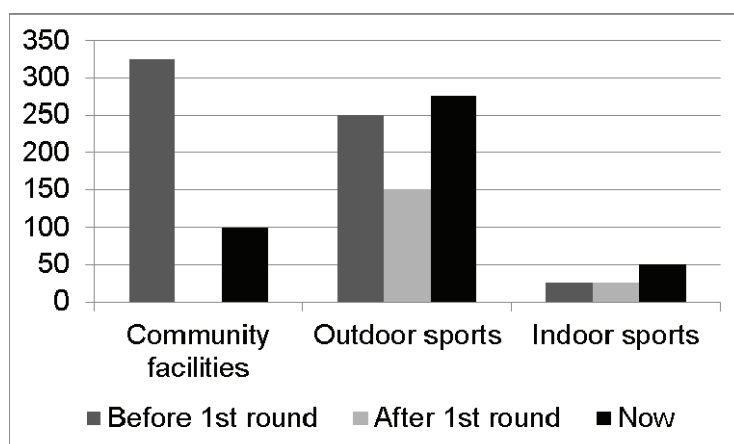
4.1 Priority-setting needs to be set firmly in the context of the levels of developer contributions available. That is, the project ideas that are prioritised have to be affordable within the unallocated funding already received in the appropriate contribution types.

4.2 Table 1 sets out the availability of city-wide and devolved developer contributions as at late August 2013 (rounded down to nearest £25k). Table 2 shows how availability has changed before and after the first round strategic priority-setting and as further payments have been received in the city-wide fund since then (prior to the second round).

Table 1: Availability of city wide and devolved contributions

| Contribution type | City-wide | North | East | South | West/Central |
|----------------------|--------------|-------|-------|-------|--------------|
| Community facilities | £100k | £200k | £250k | £125k | £300k |
| Outdoor sports | £275k | £50k | £150k | £150k | £225k |
| Indoor sports | £50k | <£25k | £75k | <£25k | £50k |

Table 2: How the availability (£k) of city-wide funding has changed



- a. Although contributions cannot be counted until they have been actually received, over £125k more outdoor sports facilities (formal open space) contributions are expected to arrive in the city-wide fund shortly as these agreed payments have recently been triggered by a major development in the South Area.
- b. Appendix A gives examples of the Section 106 conditions that apply to unallocated community facilities and sports facilities contributions in the city-wide fund. Previous allocations to already prioritised/approved projects mean that there are no unallocated contributions in the city-wide fund with expiry dates (for contracts to be put in place) before November 2017.

5. Strategic project ideas in the Community Well-being portfolio

- 5.1 A summary of the response to the recent ‘refresher’ consultation in relation to strategic project ideas seeking community facilities or sports facilities contributions funding can be found in Appendix B. The refreshed list of proposals is set out in Table 3, signposting officer comments in paragraphs 5.2 – 5.9.

Table 3: Strategic project ideas (Community Well-being)

| | Project ideas | Go to |
|---|--|-------|
| A | Support for mind sports | 5.2 |
| B | Ice rink for Cambridge | 5.3 |
| C | Create a velodrome / professional cycling track | 5.3 |
| D | Create adult size swimming pool in North Area | 5.3 |
| E | 3G pitch at Cambridge Rugby Club | 5.4 |
| F | Upgrade changing rooms at Cambridge Rugby Club | 5.4 |
| G | Access road for Cantabrigian Rugby Club | 5.4 |
| H | Initiatives to extend season at Jesus Green pool | 5.5 |
| I | Supplementary funds for local sports facilities in Areas | 5.6 |
| J | Cricket nets at Netherhall School lower school fields | 5.7 |
| K | Expansion of Cambridge Arts Theatre | 5.8 |
| L | Further funding for Rouse Ball Pavilion development | 5.9 |

Other consultation feedback received shortly before the publication of this report can be found in Appendix C.

- 5.2 The support for mind sports proposal is not eligible for developer contributions, which is for capital projects. Details of community centres available for hire and community development grants can be found on the council’s website (see section 9 of this report).

- 5.3 The likely costs of proposals for an ice rink and a velodrome in the city and a swimming pool in North Cambridge would run into millions of pounds, which is beyond the reach of the developer contributions available in the city-wide fund. Even part-funding might use of all or most of the available sports facilities contributions in the city-fund, leaving little for a range of other sports facility proposals in the city.
- 5.4 The proposals that have been received from Cambridge Rugby Club and Cantabrigian Rugby Club can be considered for short-listing but, as explained in paragraph 1.2, this is being deferred until next March in order to put this in the context of the Sports Strategy for 2014-17. As has been recognised in the arrangements for the second round, it is important that a wide range of community groups and organisations have an opportunity to put forward their project ideas through the Sports Strategy consultation, which is now taking place this autumn. This will also give a chance to those organisations and clubs who have already made suggestions to provide further updates. For both both new and existing ideas, it would be helpful to know, for example:
- a. what new/improved facilities are proposed, and what works this would entail;
 - b. what needs the proposed project would address / how it would benefit people, who it would benefit (ie, people in the local area or from across the city) and how it would be open for community use;
 - c. how plans for the project are being taken forward, what progress has been made, what still needs to be done (eg, making a planning application, if appropriate) and what are the timescales for delivery;
 - d. how much it would cost, how fund-raising is going and how much developer contributions funding might be needed (remembering that it cannot be used for running/maintenance costs).
- 5.5 It remains to be seen whether initiatives to extend season at Jesus Green pool would involve a capital project funded by developer contributions or measures that could be put in place by the leisure management contractor. This could be considered further as part of the development of the Sports Strategy.
- 5.6 As the Executive Councillor for Public Places has overall responsibility for developer contributions and related devolved decision-making, the Environment Scrutiny Committee on 8 October has been asked to consider the circumstances in which developer contributions assigned to the city-wide fund could be used to supplement devolved funding for new/improved local facilities. If the principle is accepted, this could widen the range of project ideas that could be considered for short-listing from city-wide sports facilities contributions.

- 5.7 This report recommends that the installation of new 4-lane cricket nets at Netherhall School be given a grant of £25,000 now. The proposal is already 'ready to go', having secured planning permission and a £15k grant from the ECB. Applications for the remaining funding needed for this £55k project are also being made. The council already has community use agreements with the school for the sports centre, which could be extended to cover the cricket nets.
- 5.8 Cambridge Arts Theatre has requested community facilities (as well as public art) contributions to support the expansion of its front-of-house area. Members would need to consider whether they would wish to prioritise this proposal over other projects that might have a more definite community benefit (eg, where groups could hire meeting space). The café proposal is effectively commercial. Please note the project would not be eligible for public art contributions, but has already received £150k of council funding.
- 5.9 Last January, the development of the Rouse Ball Pavilion on Jesus Green was prioritised as a first round strategic priority project for delivery in the long-term. The Executive Councillor at the time agreed that at least £100k of outdoor sports facilities/formal open spaces contributions and £85k of community facilities contributions should be allocated to the project, which will also need external funding to meet the estimated overall project costs of more than £500k.
- a. A report to the Environment Scrutiny Committee on 8 October has recommended that the Executive Councillor for Public Places instruct officers to consult on a range of options for the future of the Rouse Ball Pavilion, to seek external funding to support these options, and to prepare a project appraisal for a future scrutiny committee meeting.
 - b. It is recommended that, to demonstrate the council's commitment to the project and encourage other organisations to provide financial support, the overall allocation should be increased to £250k (£125k each from both contribution categories). The proposed additional allocations of £25k (outdoor sports facilities) and £40k (community facilities) would still leave substantial contributions available in those city-wide funds for other projects.
 - c. The suggestion of an 'open spaces' centre could be incorporated into the development of proposals for the Rouse Ball Pavilion.

6. Implications

- 6.1 Financial implications: The importance of ensuring that priority projects are affordable within the devolved contributions available has already been stated in paragraph 4.1.

- 6.2 Staffing implications: These priority-setting recommendations take account of the need to ensure that the projects are deliverable within the staffing capacity that is available to take forward the range of priority projects (including those identified by the area committees using devolved funding) and other on-going/approved schemes.
- 6.3 Equality and environmental impacts, along with community safety and procurement implications of the Rouse Ball Pavilion project will be addressed in a project appraisal in due course.
- 6.4 Communication and consultation implications: Managing expectations continues to be important, not least given some suggestions from consultees for multi-million pound projects. Throughout the last year, the council has communicated clear messages about the (limited) availability of developer contributions, the need for priority-setting and tough decisions and the importance of making sure that the overall programme of projects is manageable and achievable within available staffing capacity. That local residents and community groups are keen to champion particular proposals is welcomed, but officers are mindful that realistically not all proposals can be considered in this second round. Officers will continue to communicate these messages.

7. Conclusions

- 7.1 It is little more than a year since the implementation of devolved decision-making commenced with area consultation workshops. A lot has been achieved in that time, most importantly evidenced by more and more projects coming to completion.
- 7.2 There has been a learning curve for everyone, which still continues. The experience of implementing the first round has enabled officers to sharpen the process for the second round. There will be further opportunities to develop this approach and there is the prospect of further priority-setting rounds to pick up emerging project ideas that need some further scoping.

8. Appendices

- A. Developer contributions with specific conditions
- B. Summary of consultation feedback on strategic project ideas (Community Well-being)
- C. Consultation feedback shortly before report publication

9. Background papers

The following reports on developer contributions and devolved decision-making were used in the preparation of this report.

- ‘Developer contributions – second round priority-setting’ report to Environment Scrutiny Committee – 8/10/13
- ‘Update and proposed next steps’ report to Environment Scrutiny Committee – 6/6/13
- ‘Options for the use of city-wide developer contributions’ report to Community Services Scrutiny Committee – 17/1/13
- ‘Second round short-listing’ reports to Area Committees: West/Central (5/9/13); East (12/9/13); South (16/9/13), North (3/10/13).

This and other background information can be found on the Council’s Developer Contributions web page (www.cambridge.gov.uk/S106).

Also:

- Responses on strategic project ideas relating to Community Well-being from the Developer Contributions ‘refresh’ consultation, summer 2013.
- Community centres web page (www.cambridge.gov.uk/community-centres) and Community development grants web page (www.cambridge.gov.uk/community-development-funding).

10. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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Developer contributions with specific conditions (relating to Community Well-being portfolio)

Most contributions collected by the council are for providing or improving or better access to facilities in Cambridge related to particular contribution types. Some S106 agreements stipulate more specific conditions. Here are some examples (figures rounded to the nearest £500).

CITY-WIDE CONTRIBUTIONS

Community facilities contributions

- £5,000 to be contractually committed by April 2023

Outdoor sports facilities (and formal open space) contributions

- £128,500 to be contractually committed by November 2017
- £23,500 to be contractually committed by March 2022
- £3,000 to be contractually committed by October 2022
- £1,500 to be contractually committed by December 2022
- £500 to be contractually committed by January 2023
- £1,500 to be contractually committed by April 2023

Indoor sports facilities contributions

- £23,000 to be contractually committed by September 2022
- £500 to be contractually committed by January 2023
- £1,500 to be contractually committed by April 2023

Some of the agreements listed above may also have devolved amounts due to be contractually committed by the same expiry date.

DEVOLVED CONTRIBUTIONS WITH EXPIRY DATES BEFORE 2017

These have to be contractually committed before the dates shown. The intention is that these contributions will be amongst the first to be allocated to appropriate second round priorities set by the area committees.

| Area | Type | Expiry date | Value |
|--------------|----------------------|---------------|---------|
| North | Community facilities | June 2015 | £60,500 |
| West/Central | Community facilities | July 2015 | £4,000 |
| East | Community facilities | January 2016 | £500 |
| North | Community facilities | November 2016 | £3,000 |
| North | Indoor sports | November 2016 | £1,500 |

Note: this list does not include contributions already allocated to existing projects/programmes, which are being taken forward.

Summary of consultation feedback on strategic project ideas relating to Community Well-being

A. Support for mind sports

Cambridge Junior Chess & Go Club suggests that some space at a community centre or sports pavilion be made available for mind sports (chess, bridge, scrabble etc). Research shows that mind sports benefit disadvantaged children and elderly people. There are an increasing number of national and international mind sports events, and it would be great to be able to attract this sort of event to Cambridge. This could be done relatively cheaply (for suitable space, storage, computers with internet access). There are many mind sports clubs in the City which I'm sure could find volunteers to run events. The space could be used for other purposes at other times.

B. Ice rink for Cambridge

13 replies in support, which highlighted these points:

- it would be popular (like the temporary rink at Parker's Piece);
- it is needed/feasible, particularly given the growth of Cambridge;
- it would help people exercise and get fit;
- it would be used by the University ice hockey team and would encourage new local ice hockey/ice skating clubs too;
- it would be good for the community, particularly young people;
- it would be so much more convenient than having to go to London or Peterborough to go skating;
- funding would also come from the University (the Cambridge Leisure Ice Centre group could commit more than £2 million to this project);
- it would tap into the long history of skating in East Anglia.

C. Create a velodrome / professional cycling track

5 replies in support, which highlighted these points:

- it would build on Cambridge's status as a 'cycling capital' of the UK;
- it would benefit cyclist & multi-sports athletes living in/around the city;
- it would make training a lot easier than having to travel far to indoor and outdoor cycling facilities;
- it would encourage more young people/budding athletes to take up cycling, building on the current momentum around cycling.

D. Create adult size swimming pool in North Area: 1 reply in support.

E. 3G pitch at Cambridge Rugby Club

Cambridge Rugby Club would welcome funding support for a 3G pitch, which it estimates would cost around £400k-£500k.

Proposals [E] and [F] attracted 26 replies, mostly from members of Cambridge Rugby Club or from parents/carers whose children receive coaching at the club. The main points in support of the 3G pitch are that:

- it would enable training sessions and playing rugby in all conditions, helping to avoid missed sessions and fixtures;
- it would allow more use by school & local club sports teams;
- the intense use of 3G facilities at the community colleges proves that demand for this type of all-weather pitch is not yet satisfied.

F. Upgrade changing rooms (incl. female facilities) at Cambridge RFC

Cambridge RFC would also welcome funding support for changing facilities. Redesigned proposals have brought the likely costs down to £600k. The much-needed improvements would not only benefit the club but would also transform it into a community resource for the whole city. Other main points in favour, mentioned in the 26 replies, are that:

- the current facilities are in a poor/off-putting state: new changing rooms would give more privacy & attract more players;
- female changing facilities are crucial if the club is to offer a wider range of outdoor sport (not just rugby) to women and girls - the club is keen to start rugby teams for ladies, under 18 girls and under 15 girls;
- it would enable playing male & female sporting events to take place on the same day;
- it would enable better support for children at the club and improved community outreach to schools, holiday sports camps and other sports tournaments (football, volleyball, American Football);
- it would provide an environment where girls and boys have equal opportunity to receive the best sports coaching.

General support for Cambridge Rugby Club's proposed improvements:

- 400 children (or more) participate in, and benefit from, first rate coaching sessions every week between September and May;
- the rugby club provides a friendly and safe environment for young people to be active and develop their individual & team skills. The values of community spirit, courage and dedication that it engenders help many youngsters to become better people;
- this is a great opportunity to widen the current offer of outdoor sport in the city. It would improve health and fitness, inclusiveness, community use and year-round availability to sporting facilities;
- the improvements would help the rugby club to become a centre of excellence in the county/region and reach out to the local community.

G. Access road for Cantabrigian RFC

Cantabrigian Rugby Club has received requests for the narrow access to its ground & clubhouse from Sedley Taylor Road to be closed and replaced with a new access road off Long Road. The club does not

currently have the funds for the works, which would exceed £50k. If developer contributions were available, the club would be keen to explore this opportunity.

H. Initiatives to extend season at Jesus Green pool

Two replies in support, highlighting that:

- Jesus Green Pool is a rare and valuable asset;
- a cover and solar thermal panels would enhance the throughput of the pool and also enable the season to be extended. This could reduce the amount of subsidy required for the operation of the pool.

I. Supplementary funds for local sports facilities in Areas

Area Committee Chairs have asked whether further funding would be available from appropriate categories in the city-wide fund to support devolved funding for local priority projects. In the South Area, for example, provisional estimates of the costs of project ideas suggest that its devolved funding for outdoor sports facilities could be 3 times over-subscribed (and community facilities over 4 times). Local Members are concerned this might mean that it may not be possible to take forward popular proposals (supported by local need) for new or refurbished sports pavilions, which could require funding from both categories. Similar concerns are likely to be raised by the North Area Committee, which only has around £50k of devolved outdoor sports funding.

J. Cricket nets at Netherhall School lower school fields

Netherhall School has highlighted that there is huge demand from cricket clubs in the city, coming from further afield than just the South Area. The cricket nets would be available for use/hire by everyone.

K. Expansion of Cambridge Arts Theatre

Cambridge Arts Theatre seeks S106 funding (public art and community facilities) towards a £4 million, four-year project to expand the theatre's Front of House spaces, creating new public areas and increasing the provision of art for the community. The project will involve creating: a small stage in the new front-of-house area for short performances; a new café restaurant; and a welcoming and more accessible frontage.

L. Further funding for Rouse Ball Pavilion development

1 reply in support: The money set aside by the council is probably less than half what is needed. The more public money is made available, the more readily other sponsors may help. The work cannot wait much longer.

Also, the Friends of Midsummer Common would be very interested in having an 'open spaces' centre with a part-time greens warden and space to develop projects and a small cafe, if one of the houses became available.

Consultation feedback shortly before report publication

The following responses have been received in late September and early October 2013, but it has not been possible to compile officer comments on these project ideas prior to the publication of this report. An oral update of officer comments will be provided at the Scrutiny Committee meeting on 10 October.

Disability Consultative Panel

[The discussions with the Disability Panel have highlighted the constraints on how city council developer contributions can be used (eg, in terms of the availability of funding and that revenue costs are not eligible). That said, all the ideas relating to the Community Well-being portfolio are summarised here so that the Committee can be aware of them.]

The city's Disability Consultative Panel has highlighted the following needs:

- a. Need a central community hub for disability groups, including office space & storage for disability charities (some of which are struggling to afford their own office space) and interview and meeting rooms.
- b. Turn the Howard Mallett Centre back into a community centre
- c. Provide more support for the running of Dial-a-Ride.

Please note: references to the Howard Mallet Centre were made in the report to the East Area Committee on 12 September 2013. This report explained that: "A number of other local residents have forwarded to the Developer Contributions consultation their responses on the draft Local Plan, particularly comments relating to....the Howard Mallett Centre. As these proposal sites are still to be tested through the Local Plan process over the next two years, it would be premature for those sites to be considered for devolved developer contributions funding now."

Cherry Trees Centre

[The redevelopment of the centre has recently been completed as a first round strategic priority project, funded partly from city-wide funding and partly from the East Area Grants Programme.]

"It has been suggested recently that Cherry Trees could put in a bid for community facilities funding as part of the second round. Our architect has done drawing to include a vestibule area, hard standing and car park spaces and cycle racks. Would it help to send in more details?"

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