

CAMBRIDGE CITY COUNCIL

REPORT OF: Director of Environment

TO: South Area Committee

14/12/2015

WARDS: Cherry Hinton, Queen Edith's, Trumpington

S106 DEVOLVED DECISION-MAKING: 2015/16 PRIORITY-SETTING

1. SUMMARY

- 1.1 Between June-August 2015, the council ran its latest S106 bidding round. Proposals were invited for projects that could help mitigate the impact of development in Cambridge through funding from generic, off-site developer contributions. This report considers twelve proposals for local projects in South Area. Eleven are recommended for S106 funding. Although the other one (Cherry Hinton community hub) is not yet ready to be considered, there is a further proposal to ring-fence some local S106 funding now to ensure that it is available if the project comes forward in future.
- 1.2 Section 3 sets the context, including an update on devolved S106 funding availability. Section 4 assesses the applications against the criteria (see Tables 3 and 4 on report pages 7-8). Section 5 highlights the next steps. The recommendations are set out in Section 2.
- 1.3 S106 funding available for devolved decision-making is tapering off and running down. Even though South Area has more devolved funds than any other area, it faces particular pressures caused by significant variations in availability between wards.
 - a. Trumpington has received around three times as much S106 income as the other two wards combined, given the amount of development in that ward.
 - b. Devolved decisions have enabled the Committee to spread S106 projects more widely across the Area, not least in Cherry Hinton. Given the need to fund projects from nearby developments, though, this has reduced funding availability, particularly in Cherry Hinton.
 - c. Care has been taken so that each ward gets as much benefit as possible from S106 contributions - to mitigate the impact of development - but that does not mean that S106 can be shared equally across all three wards.

2. RECOMMENDATIONS

It is recommended that South Area Committee

- 2.1 allocates its devolved S106 funding to the following local project proposals, subject to (as appropriate) project appraisal and community use agreement:
 - a. up to £200,000 (outdoor sports contributions) to phase 2 of refurbishment of pavilion at Cherry Hinton Recreation Ground, which is in addition to the £100,000 already allocated for phase 1;
 - b. up to £203,000 more (up to £170k outdoor sports and around £33k community facilities) for the new pavilion at Nightingale Avenue Recreation Ground, in addition to the existing £200,000 already earmarked (and now allocated) for the project,
 - c. a community facilities grant of up to £45,000 to improve community facilities at the Lutheran Church on Shaftesbury Road,
 - d. a community facilities grant of up to £16,000 to improve the community room facilities at Rock Road library,
 - e. a community facilities grant of up to £40,000 for a multi-purpose art space with improved storage at St Paul's Primary School,
 - f. £25,000 (informal open space) for a community green space on the former bowling green at Nightingale Avenue Rec Ground,
 - g. around £25,000 (£15k play areas and £10k informal open space) to improve Reilly Way play area, Cherry Hinton,
 - h. around £60,000 (£35k play areas and £25k informal open space) to upgrade Nightingale Avenue Rec play area,
 - i. up to £15,000 (play areas contributions) to provide junior 'fit kit' equipment at the Accordia development;
- 2.2 de-allocates an existing, devolved S106 funding (£20,000 of informal open space contributions) for an adult trim trail at the Accordia development, given that junior 'fit kit' is now proposed for that site;
- 2.3 allocates devolved informal open space S106 contributions to a grant of up to £35,000 for a footbridge across Hobson's Brook at the Accordia development, subject to project appraisal, planning approval and agreement to transfer the asset to the city council;
- 2.4 contributes £25,000 of devolved community facilities S106 contributions towards a £150k grant to the Greek Orthodox Community, to refurbish the Memorial Hall and church hall on Cherry Hinton Road, subject to project appraisal, community use agreement;
- 2.5 earmarks at least £10,000 of devolved community facilities S106 contributions to improved community facilities in Cherry Hinton, given that the proposal for the next phase of the development of the Cherry Hinton community hub is not yet ready to be considered.

3. BACKGROUND

3.1 **Purpose:** New development creates extra demands on local facilities. The council asks developers to pay S106 contributions to mitigate that impact. This funding has helped fund new and improved facilities. For more details, see www.cambridge.gov.uk/s106.

3.2 **Process:** Every year since 2012/13, the council has run a S106 priority-setting round, based on contributions received from off-site¹, generic² S106 contributions for broad infrastructure types.

- a. Each area committee has decision-making powers over the use of certain types of devolved S106 funding for local projects in its area. This relates to the informal open space, play area provision, community facilities and outdoor sports S106 categories.
- b. The devolved funding is based on all unallocated, generic off-site S106 contributions received from minor developments in the area and half those from major developments in the area.

3.3 Alongside devolved decision-making, executive councillors select strategic/city-wide projects benefitting more than one area of the city³. Appendix A outlines proposals for such projects in South Area which were considered as part of reports to the Community Services Scrutiny Committee last October. Four were agreed as priorities, subject to project appraisal and grant agreements (as appropriate).

3.4 **Project delivery:** Appendix B shows that a number of projects in the Area have been completed in the last year, including:

- Accordia junior scooter facility;
- Cherry Hinton Baptist Church family centre refurbishment;
- landscaping of Cherry Hinton and Trumpington war memorials;
- Netherhall School cricket nets (strategic S106 project);
- Rock Road library community garden public art; and
- Trumpington Bowls Club pavilion improvements.

Appendix B also highlights that project appraisal approval is being sought next month for carrying out £400k of further grounds improvements at Cherry Hinton Hall in 2016/17 and 2017/18.

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1. Off-site contributions are in lieu of mitigations on the site of a development. They do not include on-site planning obligations relating to the Southern Fringe growth sites.
 2. Generic contributions tend to be framed in terms of “for the provision of, improvement of or better access to” particular types of facilities.
 3. Strategic S106 funds for open space, play, community facilities & outdoor sports are based on the other 50% of off-site generic contributions from major developments. All public realm and public art contributions are held in separate city-wide funds.

3.5 **Devolved funding availability:** Table 1 shows the updated analysis (as at late November 2015) of off-site, generic devolved S106 funding that is available (received and unallocated) to South Area^{4,5}.

Table 1	OVERALL	% breakdown by ward (ie, where the contributions come from)		
	South Area	Cherry Hinton	Queen Edith's	Trumpington
Contribution types				
Outdoor sports	£450,000	7%	8%	85%
Community facilities	£175,000	4%	38%	58%
Informal open space	£275,000	10%	10%	80%
Play Areas	£200,000	9%	16%	76%

3.6 At first glance, South Area appears to be in a strong position. Across the four contribution types, South Area has over £1.1 million available in devolved S106 funding available for use on local projects. Comparisons with the other area committees⁶ show: £800,000 in East Area; £550,000 in North Area and £400,000 in West/Central Area.

3.7 Even so, the 'breakdown by ward' in Table 1 highlights significant variations, which need to be taken into account in priority-setting.

- a. This is important because government regulations require the projects/purposes for which S106 contributions are collected to be directly related to the developments that they come from⁷.
- b. To conform to these requirements, officers aim to fund a local project in a particular ward firstly from relevant S106 funding from the same ward before using contributions from developments in other wards in the Area which will benefit from the project⁸.

4. Local projects prioritised in previous rounds have already been allocated funding.

5. In addition to the generic contributions featured in Table 1, there are also some specific contributions. These include around £33k community facilities contributions for the benefit of residents on the new development on the Bell School site.

6. Based on the devolved S106 funding availability figures reported to the other area committees this autumn (before their 2015/16 priority-setting decisions)

7. The need for the use of S106 contributions to be directly-related to developments is set out in the statutory tests in the Community Infrastructure Levy (CIL) Regulations, which also require them to be necessary to make development acceptable in planning terms and fair and reasonable (in scale and kind) to the development.

8. This takes account of the nature, scale, impact and locations of the developments/ S106 contributions and the facilities being provided or improved (and their catchment areas). These catchment areas for these facilities can span across ward boundaries.

3.8 S106 funding is tapering off and running down across the city⁹. The South Area is not alone in experiencing S106 contribution shortages in particular wards¹⁰, but it is a particular issue here.

- a. Previous S106 reports have highlighted differences in the level of development (and amount of S106 contributions received) in different parts of the city: this certainly applies in South Area¹¹.

Table 2: S106 income received in South Area by ward

	Cherry Hinton	Queen Edith's	Trumpington
S106 income	£0.72 million	£0.95 million	£4.94 million
% of Area income	11%	14%	75%

- b. S106 devolved decision-making has enabled area committees to take forward projects which previously may have missed out. Over the last three priority-setting rounds, the South Area Committee has allocated around £841k of devolved S106 contributions. Of these:
- £380,000 have been for projects in Cherry Hinton (45%)
 - £231,000 have been for projects in Queen Edith's (27.5%)
 - £230,000 have been for projects in Trumpington (27.5%).
- c. Given that overall S106 funding availability has been relatively stable in recent years¹², assigning appropriate contributions to these local S106 projects was manageable until recently. This has become more problematic over the last twelve months, however, as opportunities for new contributions have dwindled¹³.

9. This has been a recurring theme in S106 reports since October 2014. On top of restrictions reported to the Area Committee last February, new S106 pooling constraints mean that, from 6 April 2015, any new off-site S106 contributions must be for **specific** projects with no more than five agreed for any particular project. The only off-site, generic contributions left to be paid are those for which S106 agreements were completed before 6/4/2015, but where payments have not yet been triggered.

10. Reports to other area committees this autumn have highlighted no devolved community facility contributions in both Abbey and Newnham and no devolved play area contributions in Arbury. Following this latest S106 priority-setting round, further shortages are likely to arise in more wards and for more contribution types.

11. Based on current S106 database records of income dating back over 12 years or so, this covers all contribution types (apart from city legal and monitoring fees) and does not make a distinction between devolved, strategic and city-wide funding.

12. Until the last year or so, despite considerable spend on S106 projects, overall S106 funding availability has been replenished by the receipt of new S106 income.

13. The Area Committee will recall that, at its meeting last February, before it decided to increase the devolved S106 funding allocation for Cherry Hinton Baptist Church family centre to £121,000 in February 2015, officers pointed out that S106 funding was finite, that the available pot would reduce in future and that further allocations would mean that there would be less available for future projects.

- 3.9 ***Making best use of available funding:*** In order to optimise the use of S106 contributions, over the last year, officers have carried out an extensive review to make sure that contributions are assigned to appropriate local projects. This has helped to ensure both that:
- a. more contributions from a ward are spent on local projects in that ward or on nearby projects in neighbouring wards
 - b. the level of available contributions from each ward are maximised by making sure that they are not spent in other wards where projects are not within reasonable proximity.

For example, of the £120,000 community facilities S106 contributions from Cherry Hinton that have so far been spent, £116,000 have helped to fund S106 community facility projects in Cherry Hinton.¹⁴

- 3.10 ***S106 contributions with expiry dates:*** The annual priority-setting rounds have helped to ensure that S106 contributions with expiry dates are used on time. The Area Committee needs to be aware that there is a £77k devolved outdoor sports contributions from Queen Edith's with a December 2016 end date (for it to be contractually committed by then). It is envisaged that this can be used on time by one or both of the recommended local projects relating to pavilions at Nightingale Avenue Rec Ground and Cherry Hinton Rec Ground.

4. CONSIDERATIONS: ANALYSIS OF S106 BIDS RECEIVED

- 4.1 The latest S106 bidding round ran from 22 June to 10 August 2015. It was publicised via: the council's website; news releases; social media; emails to local groups and residents who have enquired about S106 funding; and emails to councillors. Local project proposals were made by community groups, councillors and council services.

- 4.2 ***Assessment approach:*** At the outset, the council published clear eligibility criteria (see Appendix C) that proposals should be:

- specific;
- within the city of Cambridge;
- about providing additional benefit - not for repairs, like-for like replacement or running costs (ie, S106 compliant);
- accessible to all;
- affordable and financially viable.

The guidance for applicants also emphasises the need for bids to be feasible and ready to be considered. Officers have assessed the 12 proposals against the criteria and this is summarised in Table 3.

14. The other £4,000 or so (from a major development in Cherry Hinton) helped to pay for the redevelopment of The Junction (on Cambridge Leisure Park) in 2010.

Table 3: Assessment of local proposals against eligibility criteria		Ward	Specific	S106 compliant	Access for all	S106 available	S106 needed	Feasible	Ready	Overall
Key: ● = Yes. ◐ = Partly. ✘ = No. ? = Unclear. n/a = not applicable Wards: CH = Cherry Hinton. QE = Queen Edith's. T = Trumpington										
Outdoor sports										
S1	Phase 2 of pavilion refurbishment at Cherry Hinton Rec Ground	CH	●	●	●	●	●	●	●	YES
S2	New pavilion at Nightingale Avenue Recreation Ground	QE	●	●	●	●	●	●	●	YES
Community facilities										
S3	Cherry Hinton community hub (phase 2) at Cherry Hinton library	CH	◐	●	●	◐	●	?	✘	NOT YET
S4	Improve community facilities at Lutheran Church, Shaftesbury Rd	T	●	●	●	●	●	●	●	YES
S5	Refurbish Memorial Hall & Church Hall on Cherry Hinton Road ¹⁵	(QE)	●	●	●	●	●	●	●	YES
S6	Improve community room facilities at Rock Road library	QE	●	●	●	●	●	●	●	YES
S7	Multi-purpose art space & storage at St Paul's Primary School	T	●	●	●	●	●	●	●	YES
Informal open space										
S8	Footbridge across Hobson's Brook at Accordia development	T	●	●	●	●	●	●	●	YES
S9	Green space on former bowling green, Nightingale Ave Rec Ground	QE	●	◐	●	●	●	●	●	YES
Play areas										
S10	Improvements to Reilly Way play area	CH	●	●	●	●	●	●	●	YES
S11	Upgrade Nightingale Avenue Rec play area	QE	●	●	●	●	●	●	●	YES
S12	Install junior 'fit kit' at Accordia development	T	●	●	●	●	●	●	●	YES

15. The Memorial Hall and church hall on Cherry Hinton Road are on the Coleridge side of the South/East area border. The ward column shows (QE) in brackets, denoting that residents of Queen Edith's ward would particularly benefit from this facility.

4.3 A summary and commentary on all twelve local project proposals is set out below. Some applications are very detailed and the summaries may not always do justice to them. Please see the South Area application pack at www.cambridge.gov.uk/s106 for the full proposals.

Table 4: Project proposals index		Paragraphs
S1	Cherry Hinton Rec Ground pavilion	4.4-5, 2.1a
S2	Nightingale Avenue Rec Ground pavilion	4.6-9, 2.1b
S3	Cherry Hinton community hub	4.10-13, 2.5
S4	Lutheran Church community facilities	4.14-15, 2.1c
S5	Memorial Hall & Church Hall	4.16-18, 2.4
S6	Rock Road library community room	4.19-20, 2.1d
S7	St Paul's Primary School art space/storage	4.21-22, 2.1e
S8	Hobson's Brook footbridge	4.23-25, 2.3
S9	Nightingale Ave Rec Ground green space	4.26-28, 2.1f
S10	Reilly Way play area improvements	4.29-30, 2.1g
S11	Nightingale Avenue Rec play area upgrade	4.31-32, 2.1h
S12	Accordia development junior 'fit kit'	4.33-34, 2.1i, 2.2

Please note: three proposals (S2, S9 and S11) relate to Nightingale Avenue Recreation Ground.

S1. Phase 2 refurbishment of Cherry Hinton Rec pavilion
Overall assessment: YES recommended for priority-setting

4.4 **Summary of proposal:** A bid has been put forward by Cherry Hinton Football Club and Cherry Hinton Lions FC (working with local councillors and council officers) to upgrade and extend the current pavilion. Following the Area Committee's allocation of £100,000 of devolved outdoor sports contributions in the 2013/14 priority-setting round, up to £200,000 is now requested. This would add two more changing rooms, a kitchenette and an outdoor space for community gatherings. The facilities are needed:

- to meet the league requirements for adult teams;
- given increasing usage of the pitches by local football clubs; and
- to cater for growing numbers joining the local junior football clubs.

Planning permission was secured last July. If the S106 funding is approved, the full scheme (including phase 1 works) would be carried out after the end of the current football season (in May-August 2016).

- 4.5 **Officer comments:** This project is strongly supported. The timing of the works would enable timely use of the outdoor sports S106 contribution with the December 2016 expiry date, mentioned in paragraph 3.10. Although Table 1 shows that devolved outdoor sports contributions from Cherry Hinton are limited, this is not an issue here: the project could make appropriate use of some large-scale contributions from those parts of Trumpington which are nearer the city centre and closer to Cherry Hinton.

S2. New pavilion at Nightingale Avenue Recreation Ground

Overall assessment: YES, recommended for priority-setting

- 4.6 **Summary of proposal:** The Friends of Nightingale Park (with input from council officers and Cherry Hinton Lions FC) have put forward proposals to demolish the current pavilion (in a poor state of repair and regarded as an eyesore) and replace it with a new one. This would have an extended footprint and be more sustainable and attractive, in keeping with the natural surroundings of the park.
- 4.7 The Area Committee earmarked £200,000 of devolve outdoor sports contributions for this project in 2013/14. As well as confirming that allocation, up to a further £203,000 is sought (including up to £170,000 more outdoor sports contributions and around £33,000 community facilities contributions).
- 4.8 The main likely features of the new pavilion (which would be project managed by council officers) are as follows.
- a. The sports pavilion would include two changing rooms (including access doors, lockers, toilets and cubicle showers), a referees' room and, possibly, pitch (muddy) storage (eg, for goalposts).
 - b. There would also be a multi-use community meeting space, accessible kitchenette and new, secure, 'clean' storage;
 - c. Park users would benefit from: two outside-access toilets; an outside boot-cleaning area; accessible paths at either side of the building; entrance steps on the park-side; and a new sun-shaded and rain-sheltered outdoor space in front of the pavilion
- 4.9 **Officer comments:** This proposal is also strongly supported. Similar to the comments about Cherry Hinton Rec pavilion, outdoor sports contributions from Queen Edith's for Nightingale Avenue Rec pavilion would be supplemented by those from nearby parts of Trumpington. The community facilities contributions would be taken from the specific contribution (see footnote 5) from the nearby Bell School site. Assuming that this proposal is agreed, the next steps would be to

undertake more detailed design work, consultation¹⁶ and environmental assessments and to submit a planning application.

S3. Cherry Hinton community hub (phase 2)

Overall assessment: Not ready to be considered, but recommend ear-marking at least £10k for a project in Cherry Hinton

- 4.10 **Summary of proposal:** Since the Area Committee provided £11,000 of S106 funding in 2012/13 for the successful pilot scheme, Cherry Hinton Residents' Association has been working on its plans for the next phase of the community hub development.
- a. It now seeks a £127,000 community facilities grant in order to expand the library's current footprint to include modular meeting rooms, toilets, storage, kitchens, a new courtyard and a cafeteria.
 - b. Building on its consultation in 2012 (which highlighted local support for more community meeting space), the residents' association now has architect's designs for the layout of the expanded community hub and has secured a commitment of £23,000 towards the project from the county council.
 - c. The initial pilot community hub scheme has proved popular, with already over 500 bookings per year and the prospect that this will increase in future. The residents' associations also points to the knock-on positive impact of greater community use on the library as library loans have more than doubled¹⁷.
 - d. The proposals for the community hub have had to adapt to changing circumstances, including:
 - i. the limited availability of S106 community funding now from developments in and around Cherry Hinton;
 - ii. on-going negotiations between the residents' association with the Royal British Legion (RBL) about possible RBL funding (up to £200k) towards the expanded community hub following the sale of the RBL site on Fisher's Lane, Cherry Hinton;
 - iii. efforts to set up a charitable trust to enable the residents' association to secure the Royal British Legion funding;
 - iv. on-going discussions between the residents' association and the city and county councils about the relationship between the community hub and the library and/or other local facilities.

16. The Nightingale Avenue Rec pavilion application notes the need to consult further (not least around concerns about encroaching on green space) and address technical issues relating to the concrete slab on which the pavilion would be based.

17. The residents' association compares this to library loan figures across the county, which have remained static.

- 4.11 **Officer comments:** The applicant's original grant request for this grant proposal in the recent bidding round was for £250,000. In view of the limited, devolved S106 community facilities contributions available (see paragraph 3.5) officers met representatives of the residents association and a local ward councillor in November to explore possible options for project funding. These options include:
- a. allocating the remaining devolved community facility contributions from Cherry Hinton and other nearby developments in the area (at least £10,000¹⁸) that could benefit from the project;
 - b. exploring with the Executive Councillor for Communities the possibility of using related community facilities S106 contributions in the strategic fund (eg, around £34,000 from Cherry Hinton)¹⁹;
 - c. taking the same approach (as in [a] and [b]) to awaited generic, off-site community facilities contributions from Cherry Hinton (around £34,000²⁰) agreed before 6 April 2015²¹ (as and when received);
 - d. seeking specific S106 contributions for the Cherry Hinton community hub. One such contribution for around £15,000 is currently being negotiated. Under S106 pooling constraints, up to another four specific contributions could be agreed²².

Whilst the reduced (£127k) funding request is helpful, even if all the expected contributions come to fruition, there could still be a shortfall.

- 4.12 The on-going discussions mean that the situation is fluid and there are considerable issues to be addressed. It is not yet clear, for example:
- a. whether the proposals may need to be adapted and developed further and how this might affect (or be affected by) cost estimates;
 - b. how much external funding towards the project costs could be secured - and how this might affect the request for S106 funding;

18. This is based on around £7,000 available from Cherry Hinton and around £3,000 from neighbouring parts on Queen Edith's.

19. Consideration of this option will need to be set in the context of the review/audit of community facilities in Cambridge.

20. These contributions only become due once the 'trigger points' for payment (set out in S106 agreements) are met. In most cases, this is at the start of development. S106 funding cannot be allocated to a project until it has been received by the council.

21. That is, before the S106 pooling constraints came into effect.

22. Caveats: [a] It remains to be seen whether up to 4 more specific contributions from nearby developments will come forward; [b] The amount of contributions sought would need to be fair and reasonable in scale and kind to the development – at this stage, there is no way of telling how much that might be; [c] Not all developments, from which contributions are agreed, are built out (ie, not all agreed contributions are received); [d] Even where developments happens, there can be a 2-3 year delay between the S106 agreements and payments being triggered.

- c. what management arrangements would be appropriate, as the building is city council-owned and the library county council-run²³;
- d. which organisations should be party to any grant agreement, and on what terms;
- e. whether the project is viable and deliverable and, if so, what the timescales might be.

4.13 In view of these current uncertainties, officers have to conclude that the specific Cherry Hinton community hub proposal is not yet ready to be considered. Instead, it is recommended that an allocation of at least £10,000 related, devolved community facilities contributions (mentioned in paragraph 4.11a and footnote 18) should be earmarked for community facility improvements in Cherry Hinton.

- a. The available devolved community facilities contributions from Cherry Hinton and nearby developments will be ring-fenced until a way forward can be identified. There are no expiry date issues relating to these S106 contributions²⁴.
- b. The South Area Committee took a similar step in 2013/14 when it earmarked £200,000 of available devolved outdoor sports contributions to the Nightingale Avenue pavilion project, in advance of the proposals being ready to come forward.

S4. Improve community facilities at the Lutheran Church on Shaftesbury Road

Overall assessment: YES, recommended for priority-setting

4.14 **Summary of proposal:** The Lutheran Church seeks a £45,000 community facilities grant towards its wider £300,000 building improvement project (a single-storey extension and alterations. This would help to provide improved access to the building (including a lift), an accessible toilet²⁵ and a larger kitchen suitable for community use.

- a. As well as meeting the needs of existing building users, these improvements would make the church hall²⁶ and community room

23. The Community, Arts and Recreation service is in discussions with county council colleagues about the leadership of this project and how local community groups would be involved. Parallels can be drawn between this project proposal and the S106-funded Milton Road library community meeting space project and the East Barnwell community centre project, which are both being led by the county council.

24. One contribution will be subject to an expiry date once its final instalment is received, but this end-date will be 10 years after the final payment.

25. Both the lift and toilet would be suitable for people with a disability.

26. The church hall space can be partitioned into two spaces: a front hall of 30 metres² and a rear hall of 32metres². The community room is also around 32m².

(along with the kitchen) suitable for wider community use. The church currently has had to turn down requests for bookings).

- b. There is a high local demand for community facilities, arising from high levels of development in the vicinity. Other local community venues are also at full capacity at times.
- c. The church will offer the space to the community at affordable rates, with a higher rate for business/commercial use. It will also invest²⁷ in an improved website to advertise the meeting space.
- d. Of the other £255k needed, £233k has already been raised and external funding bids are being made for the remaining £22k. An architect has been appointed to manage the building project. Planning permission has been granted (14/2062/FUL) and the church has held a consultation meeting with neighbours.

- 4.15 **Officer comments:** This proposal is supported. The Community Funding and Engagement Officer had a positive meeting with the applicants and is satisfied with the additional information provided as a result. The way that the church has liaised with other local providers of community meeting space is particularly pleasing.

**S5. Refurbishment of Memorial Hall and Church Hall
on Cherry Hinton Road**

Overall assessment: YES, £25k contribution recommended

- 4.16 **Summary of proposal:** The Area Committee is asked to make a £25,000 contribution to a wider £150,000 grant to the Greek Orthodox Community towards this refurbishment project, which would provide a new community facility on Cherry Hinton Road.
- a. The applicants wish to: extend the small hall and install toilets (with baby changing facilities), heating and flooring and kitchen facilities. They have run out of their own capital funds, which they have spent on carrying out repairs needed to the Memorial Hall.
 - b. The new facilities will be used not only by the owners but by residents and community groups in the Coleridge and Queen Edith's wards as a community centre. Although the facility is not yet in a position to take community bookings, the church has already been approached by a number of residents who wish to book the space for various purposes.
 - c. The applicants are keen to publicise the multi-purpose space, once the works have been carried out. They also intend to contact all nearby community facilities to make them aware of their space and to work together. They specifically want to do some targeted work

27. Website improvements would not be funded from the community facilities S106 grant.

to host activities for older people in isolation, and said longer term they could have CAB/Credit Union sessions at the venue.

- d. It is envisaged that the space could be used by the community for 40-50 hours per week (9am-8pm, weekends open until 11pm). The need for a community use agreement – to ensure that the facility would be open to all - is understood.

4.17 **Officer comments:** Please note the background to this latest application and the approach taken in the current priority-setting round, which has already secured £100,000 for this project from S106 strategic funds and £25,000 from East Area Committee.

- a. An earlier grant application was reported to this Area Committee last February. Officers commented that it was not clear how far the proposals at that time (including roof repairs) would qualify for S106 funding and how far the refurbishment would provide additional benefit to the wider community. It was concluded that the proposals needed to be developed in more detail. The Area Committee agreed that the proposal was not ready to be considered.
- b. Although last February's report had highlighted that the Memorial Hall was on the South/East area boundary, a councillor pointed out subsequently that the site is actually in Coleridge ward. With this in mind, when a new, more detailed application (based on different proposals) this was first reported to last October's Community Services Committee, for consideration for strategic S106 funding²⁸.
- c. Whilst the scrutiny committee report confirmed that the new application was eligible for S106 funding, feasible and ready to be considered, it also pointed out that there was not enough **strategic** S106 community facilities funding from the Coleridge and Queen Edith's wards to meet the full £150,000 requested. As a result, the Executive Councillor agreed to allocate £100,000 to the project²⁹ on the condition that the East and South Area Committees between them agreed to fund the other £50,000.
- d. The East Area Committee on 29 October agreed to allocate £25,000 of its devolved community facilities S106 funding towards this project. The South Area Committee is invited to do the same from South Area devolved funding.

4.18 Officers would also offer the following observations:

28. Remember that proposals that could benefit more than one area of the city are considered for strategic S106 funding (based on 50% of contributions from major developments).

29. The Executive Councillor's £100k allocation and East Area Committee's £25k allocation are both subject to project appraisal and community use agreement.

- a. Do not be put off by misgivings about last February's application as the new proposals are different and now meet the eligibility criteria.
- b. Whilst this report also features other proposals for community facility improvements in Queen Edith's ward³⁰, please note that, before now, only £20,000 of S106 community facilities funding has been invested in Queen Edith's ward – and that was the initial funding for the Rock Road library community room³¹.
- c. If the Area Committee supports the recommendations for the Memorial Hall and Church Hall, it would be allocated related, devolved S106 funding from Queen Edith's ward. This would **not** reduce the availability of related devolved community facilities funding for other proposals in other wards.
- d. The approach taken to seeking funding for this project works well for both East and South Areas. Residents of Coleridge and Queen Edith's wards will both benefit from a £150,000 project whilst only having to use £25k each of their respective devolved S106 funds.

S6. Improve community room facilities at Rock Road library
Overall assessment: YES, recommended for priority-setting

4.19 **Summary of proposal:** The Friends of Rock Road Library seek a community facilities grant towards an £18.5k project to improve their community room for the benefit of all users. The community room has proved very popular since it was opened last year. It is used by a wide range of groups. Visitors to the building have increased by 75% and computer usage has gone up by almost 350%. A recent survey conducted by the Friends amongst library users highlighted that the facilities could be improved by access to a kitchen. The Friends' latest grant request therefore includes proposals for:

- a well-equipped kitchen with new units and energy-efficient equipment (fridge, microwave, dishwasher, water heater);
- refreshment facilities for groups holding classes/meetings there;
- an additional community room entrance, enabling easier access outside library opening hours;
- direct access to the kitchen and also toilet facilities (not having to go across to the one on the far side of the building); and
- secure storage units.

4.20 **Officer comments:** This proposal is supported. This is a way of improving an existing, very successful facility. The positive side-effects

30. That is, some community facilities as part of the new pavilion at Nightingale Avenue Rec Ground (S2) and improvements to the Rock Road library community room (S6).

31. This project received £20,000 S106 funding from the Newtown Community Development Programme, which existed prior to S106 devolved decision-making.

on computer usage at the library are also encouraging and support the council's approach to promoting digital inclusion.

- a. The Friends originally applied for £16.5k for this proposal, leaving them £1.5k to fund-raise (on top of £500 already secured). The county council has since confirmed that it will provide £2k.
- b. To enable the project to move forward straight away, officers recommend that the Area Committee makes £16,000 of devolved S106 contributions from Queen Edith's ward available for this project, so no further fund-raising is needed.

<p>S7. Multi-purpose art space/storage at St Paul's Primary School Overall assessment: YES, recommended for priority-setting</p>

- 4.21 **Summary of proposal:** The school seeks a £30,000 community facilities grant towards the £70k project, leaving £10k still to fund-raise. A small room within the school would be extended to provide a new 63 metres² multi-purpose space and 21 metres² of storage space.
- a. As well as enabling the school have whole class lessons for music education and art, it would also provide a good quality, configurable meeting space for the community (such as a rehearsal space for local musicians and for local music teachers to use for lessons).
 - b. The principal community use would be outside of school hours, on weekday evenings between 6pm and 10pm. Different hire rates would apply depending on whether it is for voluntary organisations, clubs, private functions or business use.
 - c. The application highlights the need to mitigate the impact of high levels of local development, not least the CB1 development, which is within the school's catchment area.
 - d. The application notes that the next steps include the need to: consult locally, apply to Ely Diocese and the Church Schools Trust for permission for the project and to make a planning application.

- 4.22 **Officer comments:** This is a good proposal. The liaison with other local providers of community meeting space (such as those at Hanover Court/Princess Court and the Centre at St Paul's) is particularly helpful. Given the strength of the proposal (related to local development in the area) and the levels of devolved community facilities contributions in Trumpington, officers would recommend that this proposal is funded up to £40,000 (not the £30,000 requested). This would help to move things forward and avoid the need for the school to fund-raise the outstanding £10,000.

<p>S8. Footbridge across Hobson's Brook at Accordia development Overall assessment: YES, recommended for priority-setting</p>
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4.23 **Summary of proposal:** The Accordia Bridge Group seeks a grant of up to £35,000 for installing a footbridge across Hobson's Brook between the Accordia development and Empty Common³².

- a. This would link the adopted public open space in the Accordia development east of Hobson's Brook (adjacent to the Oak Building on Kingfisher Way) and the public footpath running north-south on the west side of Hobson's Brook and the wider footpath network.
- b. The pedestrian footbridge would be 5 metres long and 1.2 metres wide, enabling easy access for wheelchair and pushchair users.
- c. The proposal also includes the installation of a kissing gate and new pathway³³ up to the footbridge on the Accordia side.

4.24 The application highlights that:

- a. the footbridge would open up access for Accordia residents to Empty Common (including the flourishing community garden) and give residents of neighbouring communities access to the Accordia shop, play area and garden space.
- b. it would also facilitate connectivity for south Cambridge residents to the railway station, bus routes, Addenbrooke's and the city centre;
- c. the Bridge Group has engaged with: councillors; city council officers (including the Nature Conservation Projects Officer); the county council rights of way officer; Cambridge Past Present and Future; the Hobson's Conduit Trust; BENERA (Bentley Road and Newton Road Residents' Association); and the Police;
- d. a reserved matters planning application relating to the footbridge is due to be considered;
- e. previous discussions with council officers over the earlier footbridge proposal led to development of a draft agreement whereby the footbridge, once installed would be transferred to the council for future maintenance;
- f. a grant is requested, so that the Bridge Group itself could commission the works, thereby reducing council workloads;

4.25 **Officer comments:** This proposal for a grant is supported. The current understanding is that the footbridge would not be located on

32. This latest proposal follows an earlier one where the footbridge on the west side would have abutted land owned by Clare College who declined to grant a licence for this purpose. This has been overcome by moving the bridge a few metres north onto land wholly owned by city council.

33. The pathway would be constructed from permeable rolled hoggin with edging to match the existing paths in the adopted Accordia public open space

Common Land. If this were the case, however, this could require Section 38 approval from the Secretary of State.

S9. Develop a community green space on the former bowling green at Nightingale Avenue Recreation Ground

Overall assessment: YES IN PART. Eligible components recommended for priority-setting.

4.26 **Summary of proposal:** The Friends of Nightingale Park highlights the objectives of improving accessibility, providing learning facilities, enhancing leisure use, increasing biodiversity and sustainability and ensuring safety. The green space would develop over time, involving many people and different communities coming together around the space. The intention is for the publically-owned green-space to be used by local residents and visitors to the park, but also by pre-arranged small groups such as school-age children and adults taking part in guided social and therapeutic horticulture (STH) and training.

4.27 The features for which the Friends seek informal open S106 contributions include:

- a modest-sized nature pond;
- new high-quality, anti-slip, wooden boardwalks;
- habitats for wildlife;
- willow (and hazel) low hurdles;
- high-quality long-lasting raised beds;
- full or part-covered walkways;
- re-planting and re-seeding;
- bare-root fruit trees, bushes & canes for a forest garden orchard;
- extension and adaptation of the club hut (insulation to the ceiling, solar panels, Velux-like windows, accessible mains supply, rainwater capture and storage for gardening use);
- moveable, folding or stacking seating and tables;
- at least one more fixed bench with armrests;
- secure storage space;
- safe-glazed, small lean-to 'greenhouse';

4.28 **Officer comments:** There are elements of this proposal that are eligible for S106 funding and which can be taken forward.

- a. This would be for a scheme focussed on: improved access; path improvements, landscaping and a new pond. It is recommended that £20,000 of devolved informal open space contributions should be allocated for these works.
- b. Other aspects of the project would not be eligible for S106 funding (eg, re-planting/seeding, extension and adaptations to the club hut).

- c. The project needs be viewed ‘in the round’, alongside the design for the new pavilion and the upgrade to the play area.
- d. There need to be further discussions with the Friends about whether they are seeking a grant or council project management.
- e. The application acknowledges a range of different views about the green space and uses of the park. Assuming that the recommendation is agreed, these issues will need to be taken into account as part of the consultation and project appraisal processes.
- f. Please note that a public art proposal for the community green space was considered by Community Services Scrutiny Committee last October. It was not taken forward by the Executive Councillor, however, as it did not mention the public art eligibility criteria.

S10. Improve Reilly Way play area

Overall assessment: YES, recommended for priority-setting

- 4.29 **Summary of proposal:** Suggested by council officers, the improvements would include two pieces of play equipment for children under 8, safety surfacing and a new gate and fencing for Reilly Way play area. Up to £15,000 of devolved play area contributions and up to £10,000 of devolved informal open space contributions (available from Cherry Hinton) would need to be allocated for these purposes.
- 4.30 **Officer comments:** This proposal has been made in the light of the recent update of the play area audit (part of the Outdoor Play Investment Strategy)³⁴. Reilly Way play area was given a 29% (low) score for its play value, compared to Cherry Hinton Rec Ground play area, which scored 78%. Reilly Way is an important local play site because neighbouring play areas are a considerable distance away.

S11. Upgrade Nightingale Avenue Rec Ground play area

Overall assessment: YES, recommended for priority-setting

- 4.31 **Summary of proposal:** Nightingale Recreation Ground was identified in the Outdoor Play Investment Strategy as a type B play area scoring 73% for play value. Officers recommend that this should be upgraded to become a type C (strategic site) to increase the neighbourhood play offer. This could involve more play equipment (say, four more pieces), safety surfacing, landscaping and fencing. Around £35,000 of devolved play area contributions and around £25,000 of devolved

34. This was agreed by the Executive Councillor for City Centre and Public Places after a report to the Community Services Scrutiny Committee in October 2015. Area committees are encouraged to use the play area audit scores (especially for ‘location’ & ‘play value’) to inform devolved decisions about the use of play area S106 funding.

informal open space contributions (available from Queen Edith's ward) would need to be allocated for this.

4.32 **Officer comments:** In line with previous comments, these proposals would need to be seen 'in the round' alongside the proposals for the pavilion and the community green space.

- a. For example, the play area may need to be extended towards the pavilion: this might have the benefit of allowing parents to be able to keep an eye on their children in the play area from the pavilion.
- b. Consultation would be sensitive to concerns about respecting the natural environment of the park and balancing this with opportunities to provide a greater play offers for children at the Recreation Ground.

S12. Install junior 'fit kit' at Accordia development

Overall assessment: YES, recommended for priority-setting

4.33 **Summary of proposal:** The Area Committee will recall that it prioritised a combined project for the Accordia development in 2013/14, which featured both a junior scooter facility and an adult trim trail (the latter was allocated £20,000 of devolved informal open space contributions). The scooter facility has now been completed.

- a. A new proposal has now been put forward, with the agreement of the Accordia Residents' Association committee, to not go ahead with the original adult trim trail proposal but, instead, to provide up to three pieces of junior fitness equipment for use by children.
- b. The junior 'fit kit' would need to be funded from devolved play area³⁵ contributions (up to £15,000). Both aspects of this are reflected in the recommendations.

4.34 **Officer comments:** This proposal is supported. Assuming that the recommendation is accepted, there will need to be local consultation, not least to identify a suitable location within the Accordia development for the junior 'fit kit'.

35. Otherwise known as 'provision for children and teenagers' contributions.

5. NEXT STEPS

- 5.1 The proposals prioritised by the Area Committee will be allocated appropriate S106 contributions and added to the council's 'projects under development' (PUD) list. Project appraisals³⁶ and community use agreements will be developed.
- a. Under current S106 devolved decision-making arrangements, project appraisals for local projects under £75,000 are expedited, with a report to the Area Chair, Vice Chair and Opposition Spokes.
 - b. Appraisals for local projects above £75,000 are reported back to the Area Committee.
 - c. Arrangements still need to be clarified for the project appraisal for the grant for refurbishing the Memorial Hall and church hall on Cherry Hinton Road, given that this could involve funding contributions from the Executive Councillor and two area committees. The aim is to keep the process as simple as possible. Local councillors for Coleridge and Queen Edith's wards will be included in the consultation.
- 5.2 It is envisaged that a further S106 bidding round, followed by priority-setting, will be run in 2016/17, albeit that specific timescales have not yet been finalised. Given the levels of devolved S106 funding from Trumpington, eligible project proposals from that ward will need to be particularly encouraged at the appropriate time.
- 5.3 To continue to make good use of the available S106 funding, officers are updating the council's evidence bases about facilities within the city and the capacity of those facilities to meet demands generated by new development.
- a. In addition to the updated play area audit (see footnote 34), evidence bases are currently being compiled/refreshed in relation to sports pitches, indoor sports and community facilities: the Community Services Scrutiny Committee is due to receive an update in March 2016.
 - b. This will help to provide a clearer basis for seeking new S106 contributions for specific projects to mitigate the impact of development (see footnote 9). In doing so, officers will be mindful of appropriate and eligible projects for new and improved facilities which are in need of capital funding.

6. IMPLICATIONS

36. Project appraisals set out the scope and design of the project and take account of local consultation (as appropriate), alongside more details on project costs and delivery timescales.

- 6.1 **Financial implications:** This report has emphasised the constraints on S106 funding. The allocation of devolved S106 contributions to prioritised projects (arising from this report) will reduce the amounts available to South Area. At the same time, receipts from already agreed off-site, generic S106 contributions are tapering off. Current variations in devolved funding availability between wards in the South Area are likely to widen.
- 6.2 **Staffing implications:** At least five of the recommended project proposals (S4, S5, S6, S7 and S8) are based on grants to other organisations to oversee/manage the implementation of the projects themselves. Council officers will need to co-ordinate project appraisals and community use agreements in these cases, alongside monitoring to ensure that the projects are implemented and run appropriately.
- 6.3 Five other proposals are likely to involve council project management. Realistic timescales for implementing these projects, within available staffing capacity, will need to be worked up in the context of the workloads arising from other project priorities being identified across the strategic/city-wide S106 funds and all four areas of the city. Once projects have been appraised, an overview of project timescales and progress will be updated regularly and featured on the council's Developer Contributions web page (www.cambridge.gov.uk/s106).
- 6.4 **Equalities and poverty implications:** An equality impact assessment (EqIA) on the S106 priority-setting process was updated in October 2014. Further EqIAs relating to specific prioritised S106 projects will be developed (as appropriate) as part of the business case/project appraisal process for those projects.
- 6.5 **Other implications:** Environmental implications, procurement matters, community safety issues and the need for further consultation will also be considered as part of the project appraisals for specific prioritised projects, as appropriate.

7. BACKGROUND PAPERS

7.1 These background papers on the S106 devolved decision-making process were used in the preparation of this report:

- “S106 priority-setting round 2015/16: proposals for strategic/city-wide projects” reports to Community Services Scrutiny Committee, 8/10/2015;
- “S106 devolved decision-making: 2015/15 priority-setting” reports to East, North and West/Central Area Committees on 29/10/2015, 19/10/2015 and 3/12/2015 respectively.
- S106 priority-setting / devolved decision making reports to South Area Committee, in particular 13/01/2014 and 02/02/2015.
- “Outdoor Play Investment Strategy” report to Community Services Scrutiny Committee, 8/10/2015;
- “Interim approach to S106 contributions”, briefing note for executive councillors, opposition spokes & scrutiny committee chairs, June 2015.

7.2 Further information can be found on the council’s Developer Contributions web page (www.cambridge.gov.uk/s106).

8. APPENDICES

- A. Strategic/city-wide projects in or relating to South Area prioritised by executive councillors on 8 October 2015
- B. Progress of on-going S106-funded projects in South Area
- C. S106 eligibility criteria

9. INSPECTION OF PAPERS

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

Author’s Name: Tim Wetherfield
Author’s Phone Number: 01223 – 457313
Author’s Email: tim.wetherfield@cambridge.gov.uk

Strategic/city-wide projects in or relating to South Area prioritised by executive councillors on 8 October 2015

Prioritised projects*	Allocated	S106 type
Grant to refurbish the Memorial Hall and church hall on Cherry Hinton Road	Up to £100k	Community facilities
Improve access to Hodson's Folly	£15k	Open space
Grant to Historyworks for History Trails (including the involvement of St Paul's C of E Primary School and Morley Memorial Primary School)	Up to £20k	Public art
Grant for Trumpington Stitchers' wall-hanging about life in Trumpington	£7.5k	Public art

The strategic/city-wide projects have been:

- a. prioritised subject to project appraisals and community use/grant agreements (as appropriate)
- b. allocated S106 funding from strategic/city-wide funds: this does not affect the availability of devolved funding (see Table 1 under paragraph 3.5).

Proposals from this Area, which were considered but not prioritised:

- Play area on Cambridge Leisure Park³⁷;
- Rock Road library frontage improvements (public realm);
- Nightingale Ave Recreation ground bowling green (public art).

In addition to these projects, a number of proposals for indoor and outdoor sports projects in South Area may be ready for consideration for strategic/city-wide funding as part of a follow-up report to the Community Services Scrutiny Committee in March 2016. These proposals include:

- inclusive fitness equipment at Netherhall School and Sixth Form College
- indoor sports complex proposals at Stephen Perse Foundation;
- floodlit courts and pavilion extension at St Mary's School;
- a 3G pitch at Long Road Sixth Form College.

37. Cambridge Leisure Park is in Coleridge ward, but is mentioned here because this proposal cited the lack of local play provision in that part of Queen Edith's ward which borders Coleridge.

Progress of on-going (local and strategic) S106-funded projects in South Area^{38,39}

Project	Ref.	S106 £k allocated	Stage reached	Progress	Expected delivery
Accordia junior scooter facility	PR032e	£30k	COMPLETE	-	-
Accordia trim trail	PR032e	£20k	Under review	Now propose junior 'fit kit' instead	-
Cherry Hinton Baptist Church family centre improvements	PR032f	£121k grant	COMPLETE	Launched in November 2015	-
Cherry Hinton Hall: more ground improvements	SC474	£400k	Being prepared	On PUD list. Will report appraisal January '16 scrutiny committee ⁴⁰	To be confirmed
Cherry Hinton Pavilion refurbishment/extension	PR032g	£100k	Seeking extra funding	Has planning approval. On PUD list. £200k more recommended	To be confirmed
NEW: Cherry Hinton/Trumpington war memorial landscaping	PR032i	£17.5k	COMPLETE	-	-
NEW: Netherhall School community gym/fitness facility ⁴¹	PR034o	£64k grant	Under way	Phased delivery to take place over school holidays & half-terms	Summer 2016

38. Includes projects that were on-going in October 2014. Projects prioritised in the 2015/16 S106 round are marked 'NEW'.

39. In addition to the off-site facilities featured in this table, please note that the new Clay Farm community facility on Cambridge's Southern Fringe is due to open by autumn 2016.

40. This project was prioritised and allocated S106 funding prior to the introduction of S106 devolved decision-making.

Project	Ref.	S106 £k allocated	Stage reached	Progress	Expected delivery
Netherhall School cricket nets	PR034k	£25k grant	COMPLETE	Launched in November 2015	-
Nightingale Avenue pavilion	SC475	£200k	Seeking extra funding	On PUD list. Up to £200k extra funding recommended in report	To be confirmed
NEW: Rock Road library community garden public art	PR040b	£6.5k grant	COMPLETE	-	-
Southern Connections public art	SC548	£82.4k	Under way	Grafting of apple tree stocks under way.	2018/19
Trumpington Bowls Club pavilion	PR032h	£70k	COMPLETE	Improvements completed	-

41. This £64k allocation from strategic S106 funds is in addition to S106 indoor sports funding specified in the Bell School S106 agreement.

S106 eligibility criteria

To be eligible for S106 funding from the city council, project proposals need to

1. be **SPECIFIC** (eg, clear about what is proposed, where it would be, who would benefit, why it is needed and how it could be done) and relate to one or more S106 category.

The S106 categories here are: community facilities; play areas for children/teenagers; open spaces; indoor and outdoor sports; public art; and improving the public realm. These are set out in the [Planning Obligations Strategy 2010 SPD](#).

Public art is defined in our [Public Art SPD](#). In short, it needs to be original, of high quality, designed for the community and produced or facilitated by an artist or craftsman. It should engage local communities, be publicly accessible and have a legacy (there will need to be a permanent record of all temporary works). Public artwork within schools (which is visible to users of the school, parents and visitors) comes within the scope of the definition.

2. be **WITHIN THE CITY OF CAMBRIDGE** and of benefit to Cambridge residents.

These wards are within the city of Cambridge (presented here by area of the city).

North	East	South	West/Central
Arbury	Abbey	Cherry Hinton	Castle
East Chesterton	Coleridge	Queen Edith's	Market
West Chesterton	Petersfield	Trumpington	Newnham
King's Hedges	Romsey		

3. provide **ADDITIONAL BENEFIT** (please note: S106 funding cannot be used for replacing like-for-like facilities/equipment or repairing/maintaining existing facilities).

S106 grants are not available for buying land & property, but could be made available to refurbish/extend facilities once sites have been acquired by other means.

4. be **ACCESSIBLE**, in line with the council's grants and equalities policies. Successful grant applicants have to sign community use agreements, which are then monitored.

Community use agreements make clear that grant recipients shall not discriminate against any community group wishing to hire the space (eg, in relation to race, gender, religion, disability, sexual orientation, age). S106 grants cannot be used to support places of worship, but the council can provide grant-funding to faith groups who make their facilities open to all sections of the community as meeting spaces or venues for community activities.

5. be **AFFORDABLE AND FINANCIALLY VIABLE** – remembering that S106 funding is reducing and **cannot** be used for running costs.

There are limits on the amount of S106 funding available for particular categories across the city – councillors may not wish to invest all the S106 funding available into single projects.

Grant applicants must also give assurances that they need the S106 funding that they are seeking – ie, that they do not already have sufficient funding for the project.

Local groups seeking S106 grants should carry out other fund-raising too. Alternative sources of funding are suggested on our Developer Contributions web page

Any organisation or community groups seeking funding will need to have its own bank account.