

Item

## **S106 FUNDING ROUND 2019: PLAY AREAS AND OPEN SPACES**

**To:**

Councillor Katie Thornburrow,  
Executive Councillor for Planning Policy and Open Spaces  
Planning and Transport Scrutiny Committee 25/06/2019

**Report by:**

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**Wards affected:**

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

### **Key Decision**

#### **1. Executive Summary**

- 1.1 The Council uses S106 contributions paid by developers to mitigate the impact of developments on facilities and amenities in Cambridge. In line with the arrangements agreed by the Executive Councillor in March 2019, the Council has invited proposals for improving **play areas** and **open spaces** within the city as part of its 2019 S106 funding round. Thirty applications have been received and assessed against the S106 selection criteria. This report summarises those applications and assessments and makes 17 recommendations for S106 funding.

#### **2. Recommendations**

The Executive Councillor is recommended to:

- i. De-allocate £50,000 of informal open space S106 funding for previously prioritised project for a skate park at Chesterton Recreation Ground (see paragraph 3.9);
- ii. Allocate S106 funding to the following projects, subject to business case approval (see Section 4 and Appendix A for project details).

	Project	S106 funding types	
		Play provision	Informal open space
N01	Logan's Meadow: provide more benches and bins	-	£7.5k
N02	Bramblefields local nature reserve: more planting	-	£7.5k
N05	Arbury Court play area improvements (landscaping & equipment)	£15k	£15k
N07	Jubilee Gardens: improved access, landscaping, planting and seating	-	£40k
N08	Chestnut Grove Play Area: benches and bins	-	£7.5k
E07	Robert May Close play area: new play equipment and the replacement of two park benches	£5k	£35k
S01	Cherry Hinton Hall play area improvements: including accessible play equipment, plus landscaping	£90k	£60k
S02	Holbrook Road play area improvements (additional equipment and extra bench)	£46k	£1k
S03	Nightingale Avenue Rec Ground: new all-weather footpath between car park and community garden	-	£15k
S05	Consort Way play area (Trumpington Meadows): boundary fencing	-	£30k
WC1	Jesus Green ditch: landscaping and biodiversity improvements	-	£53k
WC2	Jesus Green: new wildflower meadow	-	£18k

	Project	S106 funding types	
		Play provision	Informal open space
WC3	Jesus Green: ecological/ educational space	-	£7k
WC4	Jesus Green barbecue area (and associated signage) plus drinking water fountain	-	£12.5k
WC5	Midsummer Common Community Orchard: drinking water fountain	-	£2.5k
WC6	Sheep's Green local nature reserve: biodiversity bank improvements at Mill Pond	-	£22k
X01	Biodiversity enhancements (e.g. 'Bee banks') at parks in in East Chesterton, Coleridge, Trumpington & Market	-	£5k

### 3. S106 Funding Context

3.1. The Council has secured generic, off-site S106 funding from developers, under a range of contribution types, to help mitigate the impact of local development prior to the changes to the national regulations in 2015. An overview can be found at: [www.cambridge.gov.uk/our-approach-to-s106](http://www.cambridge.gov.uk/our-approach-to-s106).

3.2 S106 funding has to be used for intended purposes. Here are some examples of eligible project spend:

- a. 'Provision for children and teenagers' S106 contributions can be used for play equipment for children and teenagers, and safety surfacing in Council play areas.
- b. 'Informal open space' S106 contributions can be used for the following types of spend **within** the city's parks and green spaces: paths, landscaping (including skate parks), fencing, lighting related to the open space itself, signposting, new trees and shrubs, drainage improvements, habitat creation, new benches, bins and noticeboards.

3.3 The availability of remaining generic S106 funding is limited and unevenly spread across the city. Consistent with all previous S106 funding rounds, the 2019 generic S106 funding round has only been able to seek project proposals from those wards that still retain S106 funding locally.

3.4 Proposals for local **play area** improvements have been invited from these wards:

Up to £25,000: Market, West Chesterton

Up to £75,000: Coleridge, Queen Edith's

Over £75,000: Trumpington

Proposals were also welcomed for improving a large play area in the south of Cambridge, which is used by children and families from across the city.

3.5 Proposals for local **open space** improvements have been invited from:

Up to £25,000: Abbey, Petersfield, Queen Edith's

Up to £50,000: Cherry Hinton, Coleridge, Market, Romsey

Up to £75,000: West Chesterton

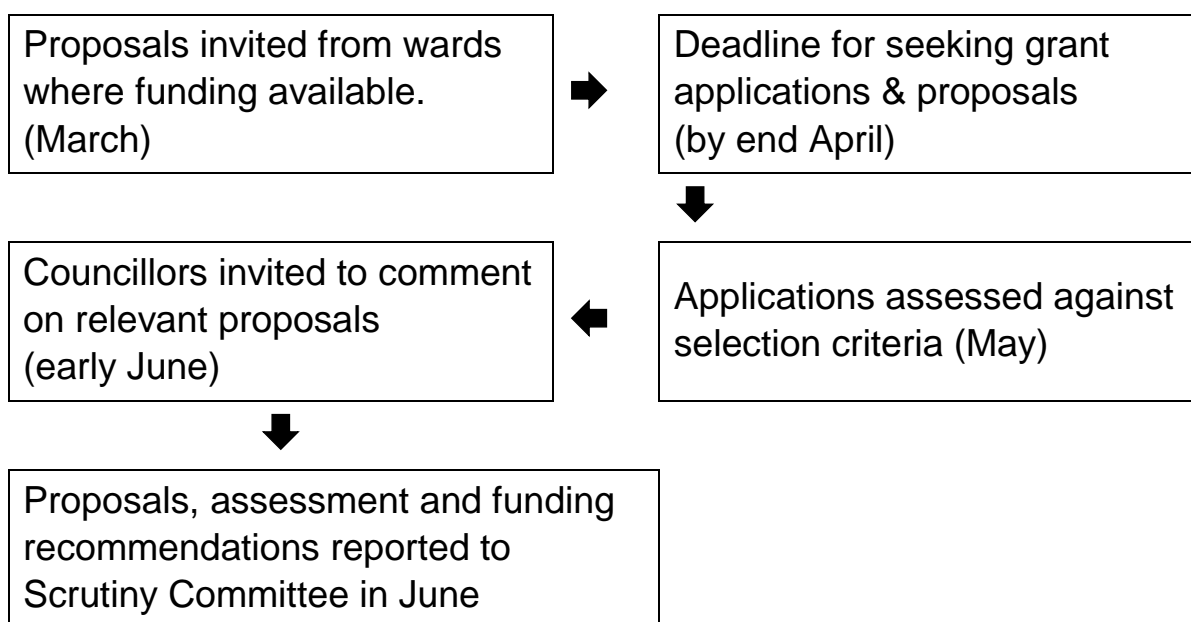
Over £75,000: Trumpington

Given that the impact of new development in one ward can be mitigated by an improvement project in another, this has provided some room for manoeuvre. See also paragraph 3.9 below.

There is also further informal open spaces S106 funding from large-scale major developments in South Area, which can be made available for strategic informal open space projects in the city.

3.6 The arrangements for the 2019 S106 funding round for play area and open space improvements were agreed by the Executive Councillor following a report to the Community Services Scrutiny Committee on 21 March 2019. See the flow chart at the top of the next pages:

## Flow-chart of arrangements for S106 funding round



- 3.7 The application process has been publicised via the Council's website, social media and news releases. Where S106 funding has been available in a ward, local ward councillors have been:
- invited to put forward eligible proposals for its use;
  - asked to encourage local groups also to put forward eligible proposals; and
  - given the opportunity to comment on any of the proposals received in their area of the city, as part of the assessment process.
- 3.8 The play area and open space improvement proposals received during the 2019 S106 funding round have been assessed against the following selection criteria, which were featured in the application pack. This highlighted that proposals needed to be:
- eligible for S106 funding (i.e., within the city of Cambridge and not for repairs, maintenance, like-for-like replacements or running costs);
  - affordable within the S106 funding available in the appropriate contribution type;
  - about providing additional benefit;
  - an effective use of resources (e.g., related to relevant Council strategies, such as the Outdoor Play Investment Strategy);
  - accessible, in line with Council equalities policies;

- f. realistic, achievable & ready (i.e., deliverable within around 18 months of a funding decision);
- g. financially viable, with a robust business case and/ or management plan.

3.9 Before considering future proposals for S106 funding, Members need to note that there is one project allocated S106 funding in the 2016/17 funding round, which looks as though it does not have sufficient public support to go forward. In March 2017, North Area Committee allocated £50,000 of informal open space S106 funding for a skate and scooter park at Chesterton Recreation Ground. When developing the business case for this project, officers have found that the consultation results were inconclusive regarding need and location, and whether the project was supported locally. As a result, officers now recommend that the S106 funding is de-allocated. This would enable other open space improvement proposals in East Chesterton to be considered for funding, including some highlighted in this report.

#### **4. Assessment of proposals received for S106 funding**

4.1 Thirty proposals for play area or open space proposals have been received during the 2019 round. The applications received, along with the findings of the officer assessment and likely funding requirements are outlined in more detail in Appendix A.

#### **5. Local Engagement**

5.1 Local ward councillors have submitted comments in line with the agreed process (see 3.7c) and these are summarised in Appendix B.

5.2 In the S106 report to Scrutiny Committee in March, it was envisaged that further local engagement, with local ward councillors and other interested parties, be undertaken on the previous S106 funding commitments for St. Clement's Churchyard and Coldham's Common BMX track. Unfortunately, this has not yet proved possible alongside other competing priorities. Officers will address this over the next few months and report back.

5.3 Without yet knowing whether any informal open space funding from Abbey ward may be released through the review of the current £85,000 allocation for the BMX track proposal, it is unfortunately not possible to

make a recommendation in support of the proposal for footpath improvements at Thorpe Way Recreation Ground.

## **6. Implications**

### **6.1 Financial implications:**

- a. Any S106 funding for the provision of new Council-owned facilities and amenities in the city is likely to produce additional financial implications for Council revenue budgets, which would need to be budgeted for. As existing Council-owned facilities amenities already have budgets for operational costs, there is a greater likelihood that the running and maintenance costs of S106-funded improvements could be subsumed within existing budgets. There is, therefore, an assumption that projects to be funded from the remaining generic S106 funding availability are more likely to be improvements to existing facilities.
- b. In line with the Outdoor Play Investment Strategy, there is an assumption that the S106 funding is more likely to be focussed on existing, medium and large-scale play areas, rather than new play areas or smaller ones.
- c. The S106 funding availability figures in paragraphs 3.4 and 3.5 are regularly being refined in order to maximise the local benefit available. If any significant changes to the availability figures arise, this will be raised with the Streets and Open Spaces development team prior to the preparation of business cases.

**6.2 Staffing implications:** The delivery of S106 funded projects will be resourced from within existing staffing.

**6.3 Equality and poverty implications:** The primary purpose of S106 funding is to mitigate the impact of development (not address pre-existing needs). The equality implications for particular S106-funded proposals are considered at the business case stage, before projects are implemented.

**6.4 Other implications:** Climate change, community safety and other considerations are also addressed at the project business case stage.

## **7. Consultation and communication considerations**

- 7.1 The arrangements undertaken to publicise the 2019 funding round have been outlined in paragraph 3.5. Those proposals for improvements to Council-owned play areas or open spaces, which would be managed by the Streets & Open Spaces service, will be subject to further consultation as part of the business case process.

## **8. Background papers**

Background papers used in the preparation of this report:

‘S106 Funding: Next Steps (Streets and Open spaces)’ report to Environment and Community Scrutiny Committee, 21 March 2019

## **9. Appendices**

Appendix A: Assessment of play area and open spaces proposals in 2019 S106 funding round

Appendix B: Summary of comments received on applications received

## **10. Inspection of papers**

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

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## Appendix A

### Assessment of play area and open spaces proposals in 2019 S106 funding round

				SELECTION CRITERIA							
				S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
	Project	Ward	S106 Bid								
<b>NORTH AREA</b>											
N01	Logan's Meadow: provide more benches and bins	East Chesterton	£7.5k	Y	Y	Y	Y	Y	Y	Y	Y
N02	Bramblefields local nature reserve: more planting	East Chesterton	£7.5k	Y	Y	Y	Y	Y	Y	Y	Y
N03	Chesterton Recreation Ground: Junior play area improvements & scooter track	East Chesterton	£50k	Y	N <sup>1</sup>	Y	Y	Y	Y	Y	N
N04	More dog bins outside Nuffield Medical Centre stretch of land	East Chesterton	NIL	N <sup>1</sup>	-	-	-	-	-	-	N
N05	Arbury Court play area improvements (landscaping & equipment, not lighting <sup>2</sup> )	King's Hedges	£30k	Y	Y <sup>3</sup>	Y	Y	Y	Y	Y	Y

1. There is insufficient play area S106 funding in East Chesterton.
2. Proposals for lighting improvements would have additional revenue implications, which cannot be support by S106 funding.

**Key:**

Y = Yes;

N = No

? indicates a query requiring further investigation

				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
N06	Nuns Way Recreation Ground: multiple benches and litter bins (but not the proposal for lighting in the recreation ground <sup>2</sup> )	Kings Hedges	£11k	Y	N <sup>4</sup>	Y	Y	Y	N	Y	<b>N</b>
N07	Jubilee Gardens (between Boathouse pub and Jesus Lock footbridge): improved access, landscaping, planting and seating (but not improvements to mooring areas) <sup>5</sup>	West Chesterton	£40k	Y	Y	Y	Y	Y	Y	Y	<b>Y</b>
N08	Chestnut Grove Play Area: benches and bins (but not proposals for improved lighting <sup>2</sup> )	West Chesterton	£7.5k	Y	Y	Y	Y	Y	Y	Y	<b>Y</b>

3. Whilst there is insufficient S106 funding available in King's Hedges ward, Cllr Sargeant has suggested that some S106 funds from West Chesterton could be used towards this project given the proximity of the two wards.

4. There is insufficient informal open space S106 funding from King's Hedges ward.

5. Improvements to mooring areas would not be related to new housing development and therefore would not be eligible for S106 funding.

**Key:**  
 Y = Yes;  
 N = No  
 ? indicates a query requiring further investigation

				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
<b>EAST AREA</b>											
E01	Thorpe Way Rec Ground: new footpath	Abbey	£15k	Y	? <sup>6</sup>	Y	Y	Y	Y	Y	?
E02	Stourbridge Common local nature reserve: increase the number and depth of seasonal pools on the flood meadow – to provide habitat for amphibians in temporary pools	Abbey	£6k	Y	N <sup>7</sup>	Y	Y	Y	Y	Y	N
E03	Ditton Lane shops: environmental improvements	Abbey	NIL	N <sup>8</sup>	-	-	-	-	-	-	N
E04	Coggleshall Close: improving alley and small patch of ground	Abbey	NIL	N <sup>8</sup>	-	-	-	-	-	-	N

6. Until the current query has been resolved about the level of funding for the BMX track at Coldham’s Common, it is unclear whether there is sufficient informal open space funding available from Abbey ward. This could be reported back to a future meeting of this scrutiny committee.

7. Insufficient informal open space S106 funding available in Abbey ward.

8. Not eligible for informal open space S106 funding: not a park or open space.

**Key:**

Y = Yes;

N = No

? indicates a query requiring further investigation

				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
E05	Barnwell Road shops: open space improvements (outdoor counter featuring mosaics, noticeboard by shops and permanent tree lights)	Abbey	NIL	N <sup>8</sup>	-	-	-	-	-	-	<b>N</b>
E06	Ashbury Close play area improvements <sup>9</sup>	Coleridge	£55k	Y	?	?	Y	Y	N	Y	<b>N</b>
E07	Robert May Close play area: new play equipment and the replacement of two park benches	Coleridge	£40k	Y ? <sup>10</sup>	Y	Y	Y	Y	Y	Y	<b>Y</b>
E08	Petersfield Green: removal of shrubs and low-level plants and replacement with semi-mature trees and grass in order to address anti-social behavior.	Petersfield	Nil	N <sup>11</sup>	-	-	-	-	-	-	<b>N</b>

9. This application meets the criteria but there has been £20k of revenue spent at this play area in Spring 2019. Further assessment is needed about how the proposed improvement would relate to the recent maintenance works and the nature of safety surfacing being suggested (this might have implications for whether it would call on play area or open space S106 funds).

10. S106 funding cannot be used for like-for-like replacements, so there is a query about the proposal to replace two park benches.

11. This is not eligible for S106 funding, which must be focused on mitigating the impact of development. The Council's Anti-Social Behaviour has already been made aware of the concerns raised.

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				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
<b>SOUTH AREA</b>											
S01	Cherry Hinton Hall play area improvements: including accessible play equipment (usable by children with a disability), plus landscaping	Cherry Hinton	£150k	Y	Y	Y	Y	Y	Y	Y	Y
S02	Holbrook Road play area improvements (additional equipment and extra bench)	Queen Edith's	£46k	Y	Y	Y	Y	Y	Y	Y	Y
S03	Nightingale Avenue Recreation Ground: new all-weather footpath between car park and the community garden	Queen Edith's	£15k	Y	Y	Y	Y	Y	Y	Y	Y
S04	Nightingale Avenue Rec community garden: accessible polytunnel	Queen Edith's	NIL	Y	?	Y	Y	Y	Y	Y	N <sup>12</sup>

12. Whilst the polytunnel proposal for Nightingale Avenue Rec community garden meets most selection criteria, current indications are that there is insufficient informal open space S106 funding to support all three proposals from Queen Edith's ward, for which informal open space S106 funding would be needed. The Community Garden has received £22k of informal open space funding in recent years and, in 2018, it was awarded a further £15k of community facilities S106 funding to improve the existing meeting hut.

**Key:**  
 Y = Yes;  
 N = No  
 ? indicates a query requiring further investigation

				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
S05	Consort Way play area: boundary fencing (but not play area equipment <sup>13</sup> )	Trumpington	£30k	Y	Y	Y	Y	Y	Y	Y	Y
<b>WEST/CENTRAL AREA</b>											
WC1	Jesus Green ditch: landscaping and biodiversity improvements – creation of a small native meadow, wetland feature and vegetated banks along the ditch to benefit native flora and fauna. Could include a boardwalk.	Market	£53k	Y	Y <sup>14</sup>	Y	Y	Y	Y	Y	Y
WC2	Jesus Green: new wildflower meadow, with a mix of perennial species	Market	£18k	Y	Y <sup>13</sup>	Y	Y	Y	Y	Y	Y
WC3	Jesus Green: ecological/ educational space	Market	£7k	Y	Y <sup>13</sup>	Y	Y	Y	Y	Y	Y

13. This play area on the Trumpington Meadows development has recently been provided on-site as part of planning obligations for this major growth site. The proposed boundary fencing would help to improve the safe use of the site, however.

14. As a strategic project benefitting the city as a whole, it could also draw on large amounts of funding from large-scale major developments in other parts of the city (e.g., from South Area).

**Key:**  
 Y = Yes;  
 N = No  
 ? indicates a query requiring further investigation

				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
WC4	Jesus Green barbecue area (and associated signage) plus drinking water fountain	Market	£12.5k	Y	Y	Y	Y	Y	Y	Y	Y
WC5	Midsummer Common Community Orchard: drinking water fountain	Market	£2.5k	Y	Y	Y	Y	Y	Y	Y	Y
WC6	Sheep's Green local nature reserve: biodiversity bank improvements at Mill Pond	Newnham	£22k	Y	Y <sup>13</sup>	Y	Y	Y	Y	Y	Y
WC7	Biodiversity enhancements to Queens' Green/ ditch	Newnham	£55k	Y	?	Y	Y	Y	Y	Y	N <sup>15</sup>

15. There would be insufficient S106 funding for strategic open space improvements to fund this proposal alongside the proposals listed under WC01, WC02, WC03 and WC06.

**Key:**  
 Y = Yes;  
 N = No  
 ? indicates a query requiring further investigation

				SELECTION CRITERIA							
	Project	Ward	S106 Bid	S106 Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable	Overall
<b>VARIOUS LOCATIONS ACROSS THE CITY</b>											
X01	Biodiversity enhancements: 'Bee banks') at parks in East Chesterton, Coleridge, Trumpington & Market: nesting sites for a range of solitary bees (non-stinging varieties) and other invertebrates	Various wards	£5k	Y	Y	Y	Y	N	Y	Y	Y
<b>OUTSIDE CAMBRIDGE</b>											
Z01	Wildlife planting around Cambridge North Station and along stretch to St Ives	Outside Cambridge	NIL	N <sup>16</sup>	-	-	-	-	-	-	N

16. Generic S106 funding secured by Cambridge City Council can only be used within the city of Cambridge.



## Summary of comments received on applications received

No.	Proposal	Councillor	Comment
E01	New footpath on Thorpe Way Recreation Ground	Davies	It seems to me that there's a clear problem for residents and that resolving that issue would be a clear benefit to the community. It seems to me to be low cost, low risk and it would improve and widen access to an well-used open space.
		Johnson	On the face of it I would prioritise E01 as Stourbridge Common has had attention given to it in previous years.
E03	Enhancements at Ditton Lane Shops	Johnson	It's disappointing that the Barnwell Road and Ditton Lane proposals were ruled out as being not in keeping with the criteria; I recall being involved with both applications and believed they were in order.
		Massey	I also echo Councillor Johnson words and I am disappointed the Barnwell shops didn't make it.
N05	New play equipment at Arbury Court	Sargeant	The proposal for Arbury Court Play Area can be funded from West Chesterton.
S02	New play equipment at Holbrook Road Play Area	McGerty	I would like to see us promote all three of these bids if possible.
S03	Nightingale Avenue Rec footpath	McGerty	The Community Garden is a project extremely worthy of our support and providing better accessibility would be my top priority.

No.	Proposal	Councillor	Comment
S04	Provision of Nightingale Poly Tunnel	McGerty	It would be a shame to lose S04 for the want of £1.5k so I hope we can review the affordability of S02 and try to do something please.
WC4	Enhancements on Jesus Green; barbecue area, drinking water fountain and associated signing enhancements	Bick	The proposal for barbecue area and drinking water fountain at Jesus Green needs to include clear and permanent signage (e.g., BBQs in BBQ area only). The cost estimates (previously £2k) seem low at this stage and need to be increased to allow for multiple BBQ slabs.

The list of proposals that was sent to Members for comment in late May inadvertently omitted the suggested improvement of Consort Avenue play area (Trumpington ward). Cllr Lord said that he hoped that there would be an opportunity to put forward future proposals for Trumpington ward, which would help to mitigate the impact of development. Ward councillors for Trumpington will be made aware of this play area proposal prior to the committee meeting: if any comments are received from them prior to the meeting, officers will provide the Committee with an oral update.