

Item

## **S106 FUNDING ROUND 2020: COMMUNITY FACILITIES**



**To:**

Councillor Anna Smith, Executive Councillor for Communities

Environment & Community Scrutiny Committee

01/10/20

**Report by:**

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**Wards affected:** All, particularly East Chesterton, West Chesterton, Coleridge, Romsey and Queen Edith's wards

### **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 for annual generic S106 funding rounds, agreed by the Executive Councillor in March 2019, the Council invited grant applications from community groups for improvements to their community facilities, which could be made available for wider community use, as part of the 2020 S106 funding round.
- 1.2 In view of the Covid-19 lockdown, applications for the 2020 round were invited over an extended period (from mid-March to the end of July). Six have been received and assessed against the Council's S106 selection criteria. This report outlines the applications and officer assessments and recommends four community facilities S106 grants, plus a provisional funding allocation for a grant proposal to be developed in more detail.
- 1.3 Alongside the 2020 generic S106 funding round, this report also takes stock of the need to increase outdoor sports S106 funding levels for a couple of new sports pavilions in the city where extra community facilities S106 allocations are proposed as well.

## 2. RECOMMENDATIONS

The Executive Councillor is recommended to

- 2.1 Agree the following S106 community facilities grants and funding, detailed in paragraphs 4.1-4.2 and Appendices A and B, subject to:
- planning and building control requirements being satisfactorily met;
  - business case approval;
  - signed community grant agreement, securing appropriate community use of the facilities; and
  - a review of relevant funding allocations if any of these S106-funded projects cannot progress to the implementation stage within 18 months (that is, by the end of March 2022).

	<b>Facility (and ward)</b>	<b>Purpose</b>	<b>Award</b>
2.1.1	Nightingale Community Garden (Queen Edith's)	Outside covered informal kitchen and activity area	£8,650 grant
2.1.2	Nightingale Pavilion (Queen Edith's)	Multi-purpose community room, storage, kitchen & equipment	£20,000 costs
2.1.3	Chesterton Pavilion (East Chesterton)	Storage facilities for meeting space and equipment	£20,000 costs
2.1.4	Notts Own Scout Hut, Marmora Road (Romsey)	Kitchen and toilet improvements	£40,000 grant

- 2.2 Provisionally allocate up to £100,000 for a possible community facilities improvement grant to St James' Church, Wulfstan Way (Queen Edith's ward) until the report on the 2021 S106 funding round when the project proposals will come back to this committee for further consideration. (Paragraph 4.2 refers).
- 2.3 Allocate an additional £60,000 of outdoor sports S106 contributions for constructing and equipping the new pavilion at Nightingale Avenue Recreation Ground in Queen Edith's ward (alongside the additional £20,000 of community facility S106 funding mentioned in 2.1.2 above), subject to amended business case approval. (See paragraph 4.4-4.6).

- 2.4 Allocate an additional £40,000 of outdoor sports S106 contributions for constructing and equipping the new pavilion at Chesterton Recreation Ground in East Chesterton (alongside the £20,000 of community facility S106 funding mentioned in 2.1.3 above), subject to amended business case approval. (See paragraphs 4.7-4.8).
- 2.5 Instruct officers to review the progress of the East Barnwell Community Centre project in Abbey ward (currently allocated £255,000) and the steps that may be needed to ensure that those S106 contributions can be used on time, and report back to this scrutiny committee by June 2021. (Paragraph 4.5 refers)

### **3. BACKGROUND: S106 COMMUNITY FACILITY GRANTS**

- 3.1. The Council has secured off-site S106 funding from developers to help mitigate the impact of local development. This includes generic S106 contributions (for the provision or improvement of particular types of infrastructure in the city) agreed before changes to the regulations governing the use of S106 funding in April 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 The Council runs annual S106 funding rounds to identify appropriate use of the generic S106 funding still available. The 2020 S106 funding round covers proposals for improvements to community facilities (in this report) as well as to play areas and open spaces (reported to the Planning and Transport Scrutiny Committee on 29 September 2020).
- 3.3 S106 funding has to be used for its intended purposes. Community facilities S106 funding can be used to provide or improve buildings or structures within the city of Cambridge in which local people/groups can meet for social or community activities. Examples of the types of projects which have already been funded using S106 funding include improvements to meeting halls/rooms and upgrades to their kitchens, toilets, storage, furniture and equipment.
- 3.4 All wards in Cambridge have benefitted from the provision or improvement of local community facilities, funded by local S106 contributions. However, as mentioned in previous S106 funding reports, the availability of the remaining generic S106 funds is limited and unevenly spread across the city.

- a. This reflects differences across the city in the amount and scale of housing development and S106-funded projects (completed or being developed) in each ward to mitigate the impact of development.
- b. In many cases, S106 contributions from a ward are spent in the same ward. However, it is sometimes appropriate for funds from one ward to be spent on providing/improving nearby community facilities in another ward.
- c. Consistent with all previous S106 funding rounds, the 2020 generic S106 funding rounds has only been able to seek project proposals from those wards that still have S106 funding available locally.

Table 1: Community facilities generic S106 funding availability by ward<sup>1</sup>

Wards	Availability	Wards	Availability
<b>NORTH AREA</b>		<b>EAST AREA</b>	
Arbury	£35,000	Abbey	£48,000
East Chesterton	£24,000	Coleridge	£111,000
West Chesterton	£41,000	Petersfield	None
King's Hedges	£34,000	Romsey	£32,000
<b>SOUTH AREA</b>		<b>WEST/CENTRAL</b>	
Cherry Hinton	None	Castle	None
Queen Edith's	£209,000 <sup>2</sup>	Market	£42,000
Trumpington	£60,000	Newnham	None

3.5 Table 1, above, sets out current generic S106 funding availability by ward. This is much the same as the March 2020 analysis featured on the Council's website throughout the 2020 S106 funding round. Funding is available in 10 wards (particularly Queen Edith's and Coleridge)<sup>3</sup>.

1. Figures are rounded down to the nearest £1,000. S106 funding availability is updated and reviewed regularly and the amounts are subject to change.
2. Over £150,000 has been received in the last year from a development in Queen Edith's ward for the improvement of existing (or provision of new) off-site community facilities for use by residents of that development.
3. The S106 funding availability figures for Trumpington ward takes into account that a grant of £15,000 for a meeting space at Empty Common community garden, which was prioritised in the 2018 S106 funding round, could not be taken forward by the local group that had requested it. The S106 funding allocation from Trumpington ward has, therefore, been released for spend on another local project.

There is none left available in four other wards (Castle, Cherry Hinton, Newnham and Petersfield) because the S106 funding from those wards has already been spent or is allocated to projects under development<sup>4</sup>.

- 3.6 The arrangements for the 2020 S106 funding round for community facility improvements were agreed by the Executive Councillor following a report to the Community Services Scrutiny Committee on 21<sup>st</sup> March 2019. This process was followed for the 2020 S106 funding round, albeit that it was extended in the context of the Coronavirus lockdown:

Table 2:  
Annual generic S106 funding round process: community facilities



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4. All available generic community facilities contributions available in Petersfield and Cherry Hinton have already been allocated to equipping the new community facility on Mill Road and the development of Cherry Hinton community hub respectively.

- 3.7 The 2020 S106 funding round was publicised via the Council's website, social media and news releases. Where S106 funding has been available in a ward, the local ward councillors have been:
- a. invited to put forward eligible proposals for its use;
  - b. asked to encourage local groups also to put forward eligible proposals; and
  - c. given the opportunity in early September 2020 to comment on any of the proposals received in their area of the city, as part of the assessment process<sup>5</sup>.
- 3.8 The community facility improvement proposals received during the 2020 S106 funding round have been assessed against the following selection criteria, which were featured in the application pack. This highlighted that proposals needed to:
- a. be eligible for community facilities S106 funding (e.g., within the city, not for repairs, maintenance or like-for-like replacements);
  - b. be affordable within the community facilities S106 funding available within that part of the city to which the proposal relates;
  - c. demonstrate that it would represent an effective use of resources in line with the Council's strategic objectives;
  - d. provide additional benefit (for example, providing more or better facilities or equipment that will help to meet increasing demands);
  - e. be accessible, in line with Council equalities policies (involving a legally binding community use agreement detailing arrangements for making the facility available for wide community use);
  - f. be realistic, achievable and ready to be considered (e.g., with clarity over raising the necessary funding for the overall project and securing any planning permission needed) - priority is given to project proposals which could reasonably be expected to be completed within 18 months of a grant award decision
  - g. be financially viable with robust management plans (with sufficient resources in place to ensure the effective management and running of the facility in the future).

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5. Two councillor comments have been received on the community facilities proposals and are featured highlighted in appendix A. An oral update will be given at the scrutiny committee meeting on any further comments received from councillors following the publication of this report.

## 4. CONSIDERATIONS

### **2020 S106 funding round for community facilities**

- 4.1 The six community facilities grant applications received are detailed in Appendix A alongside the officer assessment. Appendix B outlines how far the applications meet the agreed S106 selection criteria.
- a. Four of the applications meet the selection criteria and are recommended for funding in paragraph 2.1 above.
  - b. Given that the use of S106 funding is, first and foremost, to mitigate the impact of development (and the extra demands arising for community meeting space), the proposal for double-glazing improvements in the main hall of St Paul's Church, Trumpington does not fully meet the selection criteria.
- 4.2 The other application is from St James' Church on Wulfstan Way in Queen Edith's ward for improvements to its church hall, but is not ready for full consideration at this stage. The church would like to expand and improve the hall's main kitchen, servery and seating area and upgrade the disabled toilet and baby changing facilities to current standards. However, given its focus on supporting the local community during the Covid-19 lockdown, the church has not been able to develop the proposals as far as it would have wanted. The church has carried out a lot of preparatory work, but needs to finalise the scope of the project and make progress on securing other sources of funding and obtaining the necessary approvals.
- a. To enable the church to do this, paragraph 2.2 recommends making a provisional allocation of £100,000 until the report on the 2021 S106 funding round, by when the project proposals will need to come back to this committee for further consideration. It is hoped that this provisional S106 funding allocation will enable the church to lever in additional funding from other external sources for its wider project.
  - b. This recommended provisional allocation (of local S106 contributions from the ward to a proposal under development in the same ward) is consistent with the approach taken by the South Area Committee in 2015, when community facilities S106 contributions from Cherry Hinton were earmarked for the development of proposals for the Cherry Hinton Community Hub.

- c. If the church can provide an update as part of the 2021 S106 funding round, which officers can incorporate into the next S106 priority-setting report (currently scheduled for June 2021), the aim would be to clarify whether there can be a firm recommendation for S106 funding could be made at that point and, if so, how much that could be for (either more or less than the proposed £100,000 provisional allocation).

### **Outdoor sports S106 funding needs**

- 4.3 Beyond the annual generic S106 funding round relating to community facilities, the Executive Councillor in March 2019 agreed that proposals for the use of generic, sports S106 funding would come forward to this Committee as and when they are ready, in line with strategic priorities. There are two additional funding recommendations to consider now, which need to be viewed alongside the proposals for community facilities S106 funding for the new pavilions being built by the City Council at Nightingale Avenue and Chesterton recreation grounds.
- 4.4 ***Nightingale Avenue Rec Ground Pavilion:*** The existing pavilion is to be fully demolished. A new build, approximately three times the size, will replace the current building. It will consist of new changing and officials rooms, toilet facilities and a very large multipurpose meeting room and kitchen, along with storage for groups and clubs. External landscaping, better access from Nightingale Avenue, a large veranda feature and community flower beds, will complete the new facility for public use.
- 4.5 In June 2018, the Executive Councillor agreed to increase the community facilities S106 funding contribution for the new Nightingale Avenue Recreation Ground Pavilion from £33,000 up to £150,000 towards the increased overall project budget of £425,000. This reduced the outdoor sports S106 funding allocation from £370,000 to £275,000. Since then, the project has passed the business case and planning approval stages and has been to procurement for a modular build.
- 4.6 Given that the estimated construction costs have now come in £80,000 higher than expected a couple of years ago, it is necessary to increase the S106 funding allocated to reflect the improvements being made to the facility and to allow for equipping the rooms for use. It is acknowledged that this project has been delayed in the past and further delays with the pandemic have affected delivery timelines. However,

works are now under way to demolish the building and prepare the foundations for this eagerly awaited sports and community facility.

- a. Recommendation 2.1.2 and the details in the appendices have already addressed the need for £20,000 of additional community facilities funding to help meet the costs of the large community meeting space, storage and kitchen along with equipment for the spaces being provided within the new pavilion.
- b. The 2020 S106 funding round report to the Planning & Transport Scrutiny Committee on 29 September 2020 is recommending that the Executive Councillor for Planning Policy and Open Spaces makes available £10,000 local informal open spaces S106 funding from Queen Edith's ward for landscaping and planting improvements on Nightingale Recreation Ground. There are also proposals for further S106 funding for footpath improvements there.
- c. In addition, paragraph 2.3 of this current report recommends a further allocation of £60,000 of outdoor sports S106 funds to help meet the additional costs arising from the sport-related elements of the pavilion (which include the new changing rooms). This is in addition to the £275,000 of outdoor sports funding already allocated and can be afforded from major developments in Queen Edith's ward and/or in South Area more widely.

4.7 ***Chesterton Rec Ground Pavilion:*** The existing pavilion is a traditional brick-built structure comprising a couple of changing rooms, toilets, an officials' room and a small kitchenette. The project will see an additional multi-purpose meeting room and kitchen along with storage for clubs and groups equipment being added. A veranda feature attached to the meeting room and kitchen will give raised views across the whole recreation ground.

4.8 Having secured specific outdoor sports S106 contributions from developments in the Chesterton wards for a new sports pavilion at Chesterton Recreation Ground, the business case, building control and planning permission has been approved and procurement completed for a preferred contractor for the project have all been obtained. As these tendered costs are £60,000 more than the amount available from these S106 contributions and relevant revenue budgets, further S106 now needs to be requested. Paragraph 2.1.3 above has already recommended £20,000 of community facilities S106 funding towards

storage spaces and equipment that can be used by community groups who will use the meeting space on a regular basis. The remaining £40,000 can be funded from available outdoor sports S106 contributions from East and West Chesterton wards, towards the changing rooms and other sports-related features of the pavilion.

## 5. IMPLICATIONS

- 5.1 **Financial implications:** The annual S106 funding rounds are a useful way of regularly reviewing, allocating and spending S106 contributions received by the Council to mitigate the impact of development. S106 funds can only be used for the particular contribution types for which they have been agreed.
- a. This report has already highlighted that generic S106 funds are running down and are not evenly spread. The annual funding rounds discourage proposals from those wards in the city where there are little or no S106 funds left available.
  - b. The project proposals recommended for funding in Section 2 of the report are affordable with the remaining S106 funds available.
  - c. Meanwhile, officers continue to monitor closely the use of S106 contributions secured to ensure that they can be used appropriately within ten years of receipt or within any expiry date stipulated, whichever is sooner. This includes S106 contributions allocated to projects which have not progressed as quickly as first envisaged.
    - For example, £255,000 of community facilities S106 contributions is still allocated to the East Barnwell Community Centre improvement project in Abbey ward, as a grant to the County Council. Around £25,000 of these S106 contributions reach ten years of receipt milestones during 2023/24. Paragraph 2.5 recommends that the Executive Councillor instructs officers to report back to this committee in June 2021 with an update on project progress in the context of on-going dialogue with the County Council and the 'One Public Estate' initiative in the Barnwell area of Abbey ward.
- 5.2 **Staffing implications:** Most projects funded from Community Facilities S106 contributions tend to be based on grants to community groups and local organisations. Council officers are involved in developing business cases and community use agreements, before grants can be issued,

and then supporting and monitoring the grant recipients' project delivery progress and compliance with grant agreements. Alongside those activities, the pavilion projects at Nightingale Avenue and Chesterton Rec Grounds are being managed within the Sports & Recreation team.

- 5.3 ***Equality and anti-poverty implications:*** The S106 funding round arrangements and selection criteria aim to provide a fair and consistent approach for priority-setting decisions. In line with the existing equality impact assessment of the arrangements in previous years, officers have raised awareness of the 2020 S106 funding round and bidding process amongst groups representing the range of equality strands, whilst managing expectations about the availability of S106 funds.
- 5.4 All successful S106 external grant applicants are required to sign a community use agreement. This confirms that the facilities being improved through a S106-funded project will be made accessible to the public and this clearly highlights all the protected characteristics.
- 5.5 ***Other implications:*** Environmental, community safety and procurement implications are addressed as part of the business case appraisal for projects that are selected via the S106 priority-setting process.

## **6. CONSULTATION AND COMMUNICATION CONSIDERATIONS**

- 6.1 The arrangements taken to publicise the funding available and application process are detailed in paragraph 3.7.

## **7. BACKGROUND PAPERS**

Background papers used in the preparation of this report:

- 'Availability of community facilities S106 funding by ward', Cambridge City Council, March 2020;
- S106 project proposals received during the 2020 S106 funding round for community facilities S106 contributions;
- 'S106 funding: next steps (Communities)' report to Environment and Community Scrutiny Committee on 21<sup>st</sup> March 2019;
- 'S106 community facilities fund round 2018' report to Environment & Community Scrutiny Committee on 28<sup>th</sup> June 2018;

- ‘Strategic review of community provision – Building Stronger Communities: community centres strategy’ report to Community Services Scrutiny Committee on 19 January 2017;
- ‘S106 devolved decision-making: 2015/16 priority-setting’ report to South Area Committee on 14<sup>th</sup> December 2015;
- ‘S106 funding round 2020: play areas and open spaces’ report to Planning and Transport Scrutiny Committee on 29 September 2020;
- Further information can be found at the Council’s Developer Contributions web page ([www.cambridge.gov.uk/s106](http://www.cambridge.gov.uk/s106)).

## **8. APPENDICES**

Appendix A: Summary of S106 community facilities applications 2020

Appendix B: Assessment of S106 community facilities applications against S106 selection criteria

## **9. 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:

### Summary of S106 community facilities applications in 2020 S106 funding round

	Project	Officer assessment
a	<p><b>Nightingale Community Garden</b> (Queen Edith's ward)</p> <p>Proposed by Nightingale Gardeners. For outside covered informal kitchen and activity area.</p> <p>Overall project costs: £8,950 Already raised: £300 S106 funding requested: £8,650</p>	<p>The new wooden structure (and associated equipment) in the community garden would provide external kitchen and activity space for the community. The Council has previously provided a £15,000 grant for the Nightingale Avenue Rec community garden hut. There is sufficient S106 funding available from Queen Edith's for this and other 2020 community facility proposals in the ward.</p> <p><b>Recommended S106 funding:</b> £8,650 (community facilities)</p>
b	<p><b>Nightingale Avenue Rec Pavilion</b> (Queen Edith's ward)</p> <p>Supplementary bid from the City Council relating to multi-purpose community room storage, kitchen and equipment within new pavilion.</p> <p>Overall project costs: £515,000 Already raised: £425,000 S106 funding requested: £20,000 (community facilities), plus £70,000 other S106 funding.</p>	<p>The additional £20,000 is on top of the existing £150,000 community facilities S106 funding for the project already allocated. It would help to meet the increasing costs of the project overall and would be related to the large community meeting space provision. More details about the other S106 funding being invested in the new pavilion can be found in paragraph 4.6 of the main report.</p> <p><b>Recommended S106 funding:</b> £20,000 (community facilities)</p>

	Project	Officer assessment
c	<p><b>Chesterton Rec Ground Pavilion<sup>6</sup></b> (East Chesterton ward)</p> <p>Bid from the City Council. Towards the kitchen and storage space and the costs of equipping the meeting space within the new pavilion.</p> <p>Overall project costs: £260,000 Already raised: £200,000 S106 funding requested: £20,000 (community facilities) plus £40,000 (outdoor sports)</p>	<p>Although local community groups will have access to the meeting space within the new sports pavilion, the bulk of the project costs are being met from local outdoor sports S106 contributions. Use of £20,000 available community facilities contributions from East and West Chesterton will help to meet the project construction costs (which tendered higher than originally envisaged) and the costs of equipping the meeting space. For more details of the increased outdoor sports contributions recommended for this project, see paragraph 4.7 - 4.8 of the report.</p> <p><b>Recommended S106 funding:</b> £20,000 (community facilities)</p>
d	<p><b>Notts Own Scout Hut<sup>7</sup></b> (Romsey ward)</p> <p>Proposed by 13<sup>th</sup> Cambridge Scout Group. For kitchen and toilet improvements at their scout hut on Marmora Road / Cyprus Road.</p> <p>Overall project costs: £45,000 Already raised: £5,000 S106 funding requested: £40,000</p>	<p>This relates to improvements to increase the size and use of the facilities and to improve access to the facilities. Meets the selection criteria. Given that the scout hut is close to the Romsey / Coleridge ward boundary, officers are minded to fund this grant using community facilities generic S106 contributions from both wards.</p> <p><b>Recommended S106 funding:</b> £40,000 (community facilities)</p>

6. Please note: Councillor Bird has commented on all the S106 funding proposals in her ward, "I'm very happy the East Chesterton has been considered for the funding for our projects. I know many residents will benefit from them."

7. Romsey ward councillors have expressed their support for this proposal.

	<b>Project</b>	<b>Officer assessment</b>
e	<p><b>St James' Church Hall</b> (Queen Edith's ward)</p> <p>On-going discussions with the church over proposals to improve the kitchen, servery, seating area, disabled toilet and baby changing facilities within the church hall</p> <p>Overall project costs: Possibly £550,000, but still needs to be clarified.</p> <p>Already raised: £0</p> <p>S106 funding requested: To be clarified.</p>	<p>A possible three-phased project is being prepared but is not yet ready to be considered. The recommended £100,000 provisional allocation would strengthen the church's ability to fund-raise from other external sources, whilst it develops its promising proposals in more detail for the 2021 round. The Council's Building Stronger Communities Strategy has highlighted the need to increase access to community facilities provision in Queen Edith's ward. See also paragraph 4.2.</p> <p><b>Recommended S106 funding:</b> Provisional allocation of £100,000 (community facilities)</p>
f	<p><b>Centre at St Paul's Church</b> (Trumpington ward)</p> <p>Double glazing of 20 windows in the main (multi-purpose) hall of the church. The church's proposals aims to show the local public that it is environmentally alert and encourage further community booking of the meeting space by making it more comfortable for users.</p> <p>Overall project costs: £57,793</p> <p>Already raised: £3,013</p> <p>S106 funding requested: £27,390</p>	<p>The Centre is already a well-used community space. The Council has previously awarded almost £135,000 of community facilities S106 funding for its improvement. These latest proposals are not fully focused on mitigating the impact of development and providing additional and better meeting space to meet increasing needs from a growing local population. Beyond its S106 funding request, the church still has another £27,390 to raise.</p> <p>Given that S106 funding is running down, it would be advisable for the Council to seek more effective uses of the remaining local developer contributions in the 2021 S106 funding round next Spring.</p>

## Assessment of S106 community facilities applications against S106 selection criteria

			Selection criteria						
			Eligible	Affordable	Effective use	Additionality	Accessible	Ready	Viable
	Community facility improvement at	Ward							
a	Nightingale Ave Rec Community Gardens	Queen Edith's	✓	✓	✓	✓	✓	✓	✓
b	Nightingale Pavilion	Queen Edith's	✓	✓	✓	✓	✓	✓	✓
c	Chesterton Pavilion	East Chesterton	✓	✓	✓	✓	✓	✓	✓
d	Notts Own Scout Hut	Romsey	✓	✓	✓	✓	✓	✓	✓
e	St James' Church	Queen Edith's	✓	?	✓	✓	✓	?	?
f	St Paul's Church Centre	Trumpington	x	✓	x	x	✓	✓	✓