

S106 FUNDING ROUND – ‘THIRD PHASE’ SPORTS AND COMMUNITY FACILITIES



To:

Councillor Cameron Holloway Executive Councillor for Communities
Environment & Community Scrutiny Committee 27/06/2024

Report by:

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Wards affected: All

Key Decision

1. Executive Summary

- 1.1 In 2023/24, officers presented a range of projects submitted through two S106 funding rounds for investment in local community and sports facilities. These rounds identified 30 projects. Allocations of over £500,000 of S106 contributions were approved by the (then) Executive Councillors for improving equipment and/or storage at a range of sports venues or community facilities across Cambridge.
- 1.2 Many of these projects have now been completed or are in the process of being delivered. Now, this latest follow-up round (also being referred to as the ‘third phase’) draws on on-going dialogue with community groups and sports clubs, schools and other partner organisations. It picks up some sports projects that were not quite ready or developed enough for submission before now. The report also recommends S106 funding for strategic sports projects and investment in the light of further assessments of City Council facilities and new community and sports facilities coming on board this coming year.
- 1.3 This report recommends allocating £360,000 of S106 funds to fourteen proposals relating to the community facilities, outdoor/indoor sports and swimming pool facilities contribution types. This is mostly about making

timely use of those remaining generic S106 contributions that need to be contractually committed or spent, particularly within the next year. Officers envisage that the projects proposed in this report can be delivered within six months, albeit that the implementation start dates may need to be phased¹.

2. Recommendations

The Executive Councillor for Communities is recommended to:

- 2.1 note that £73,276 of outdoor sports S106 funds and £28,935 of community facilities S106 funds have been deallocated from projects to which they were previously assigned and are now available for allocating to relevant new projects (see paragraph 3.7); and
- 2.2 allocate generic S106 funding from the relevant S106 contribution types, subject to business case approval and community use agreements (as appropriate), to the following project proposals (see Section 4 and the Appendix):

| | Project proposals | Amount | S106 type |
|---|--|---------------|------------------|
| A | Grant to Chesterton Indoor Bowls Club: Indoor sports equipment | £7,000 | Indoor Sports |
| B | Grant to Cambridge Gymnastics Academy for new gym training equipment | £20,000 | Indoor Sports |
| C | Abbey Leisure Complex: sports changing room upgrades | £20,000 | Indoor Sports |
| D | Grant to Kelsey Kerridge Sports Centre: new gym equipment | £35,000 | Indoor Sports |

1. The allocation and use of S106 funds is reviewed regularly to ensure effective and timely use of contributions. The S106 funding availability figures mentioned in this report are subject to change. Similarly, the proposed S106 funding allocations recommended in Section 2 may be adjusted in the light of further development of the business cases for each project. If necessary and appropriate, relevant specific contributions may be allocated to projects instead of generic S106 funds.

| | Project proposals | Amount | S106 type |
|---|---|---------------|----------------------|
| E | Grant to CamSkate for indoor skate equipment at RailPen sites at Newmarket Road Retail Park | £45,000 | Indoor Sports |
| F | Pickleball markings at tennis courts in South, East & West/Central areas | £10,000 | Outdoor Sports |
| G | Nightingale Recreation Ground: upgrade tennis courts | £65,000 | Outdoor Sports |
| H | Nightingale Recreation Ground: playing pitch improvements | £30,000 | Outdoor Sports |
| I | Abbey Astroturf pitch: new benches and team shelters around the new 3G pitch | £20,000 | Outdoor Sports |
| J | Coldham's Common: new Gaelic football posts | £3,000 | Outdoor Sports |
| K | Additional tables and chairs at four Bowls Clubs within Cambridge | £10,000 | Outdoor Sports |
| L | Jesus Green skate park: flood lighting and CCTV coverage | £20,000 | Outdoor Sports |
| M | New community meeting room at Abbey Leisure Complex (related to a joint project funding with NHS England for mental health space) | £50,000 | Community Facilities |
| N | Kings Hedges Learner Pool: light & sound equipment for pool users | £25,000 | Swimming Pool |

3. Background

- 3.1 S106 funds (or developer contributions) are payments from developers aimed at mitigating the impact of housing and other development. Every part of Cambridge has benefitted from new or improved facilities funded from S106 contributions. See the Council's [Developer Contributions](#) web pages, including information about the S106 funding rounds and S106-funded projects.

- 3.2 The Council's approach to managing S106 funding is summarised in the [overview](#) briefing note on these web pages. This explains:
- a. the distinction between generic and specific S106 contributions²;
 - b. what the different S106 contribution types (e.g., community facilities, outdoor sports and indoor sports³) can be used for; and
 - c. how S106 contributions are used to fund which projects - community facilities S106 funds tend to be used locally in relevant wards and sports funds tend to be more strategically allocated across the City.
- 3.3 The 2023/24 generic S106 funding round was focussed on seeking applications from community groups and sports clubs for small-scale (under £30,000) grant improvements to storage and equipment at community and sports facilities in Cambridge, which would be made available for wider community use⁴. The purpose was to allocate dwindling levels of available S106 funding (unevenly spread across the city) to projects that could be delivered quickly⁵. This grant round had two phases.
- a. The first phase culminated in a S106 report to this Committee in October 2023 and in Executive Councillor approval of £126,650 of S106 funding to nine 'quick-win' projects.
 - b. The was followed by a second phase report to this Committee in January 2024, when the Executive Councillor approved of £380,000 of S106 funding to 21 projects focused on delivery by October 2024.

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2. Generic S106 funds (secured before new regulations came into effect in April 2015) did not specify where within the city of Cambridge the S106 funds should be used for providing or improving facilities. However, specific contributions (secured since the from major developments) stipulate out where and how S106 funds must be used.
 3. In addition to the contribution types outlined in the 'Overview of S106 funding' briefing paper, there is a further category for swimming pools', collected from major growth sites (say, from the Cambridge Southern Fringe) for use in Cambridge.
 4. This focus of the 2023/24 S106 funding round was set in the October 2021 S106 report to this Committee.
 5. This invitation for sports clubs to apply for small-scale indoor/outdoor sports S106 grants marked a temporary departure from the approach, set out in a March 2019 S106 report to this Committee, of targeting generic sport-related S106 funds on strategic needs arising from the Council's Playing Pitch and Indoor Sports Strategies. These sports strategies guide future provision and management of sports facilities to serve existing and new communities.

- 3.4 The Council's criteria for the use of S106 funding continue to focus on making sure that proposals are:
- a. **eligible** for the S106 contribution types on offer in this funding round. S106 funds cannot be used for repairs, maintenance, running costs or like-for-like replacements, nor for improvements that have already been purchased/made, nor for overtly profit-making purposes;
 - b. **affordable** from the relevant S106 funds available which can be justified for spend on that sort of facility in that part of the city;
 - c. an **effective** and legitimate **use** of S106 funding - the proposals need to mitigate the impact of development (i.e., meeting increased needs for outdoor/indoor sports facilities or community meeting space arising from new housing) and provide additional benefit.
 - d. **accessible** in line with the Council's equalities and diversity policies - S106 small grant recipients will need to sign a legally binding community use agreement, undertaking to serve all parts of the community and to make their facilities (related to the small grant) available for wider community use/affordable hire for an agreed number of hours per week for an agreed period; and
 - e. realistic, ready and **deliverable** within the implementation timescales set for projects in this S106 funding round.
- 3.5 The two phases of the 2023/24 funding round were very useful in helping the Council to make good use of generic S106 funds, particularly within the outdoor sports and community facilities contribution types. This was particularly welcome in helping to address the backlog of S106 funds due to reach time limits and 'shelf-lives' in 2024/25 and 2025/26, which arose from officers being diverted to other duties during the Coronavirus pandemic⁶.
- 3.6 Even so, there are still generic S106 funds with imminent time limits that still need to be addressed. For example, there are around £190,000 of generic indoor sports S106 funds (mostly from the North and East Areas of the city), which need to be spent or contractually committed before the end of June 2025. The recommendations in this

6. This backlog was mentioned previously in the October 2023 S106 report.

latest report go a long way to making effectively and timely use of these remaining S106 funds. It will be followed by a further S106 report in September 2024: this will continue to address the use of time-limited generic S106 funds and start to develop a programme for using specific S106 funds to improve particular sports and community facilities⁷.

- 3.7 The amount of generic S106 funding that can be considered for use in the current report has been increased by three particular cases.
- a. In January 2024, the Executive Councillor at the time agreed to allocate £13,276 of generic outdoor sports S106 funds to St Paul's Church of England Primary School for new football equipment and storage for community club use. However, the school has now withdrawn its application as it has concluded that it could not meet the requirements for public access outside school hours.
 - b. The Council has previously allocated £100,000 of generic outdoor sports S106 funding to supplement the specific S106 contributions that have been collected (around £354,000) to support the provision of the 3G artificial pitch at Abbey Leisure Complex in partnership with Cambridgeshire Football Association. It is hoped that this project will be able to be delivered later in 2024/25. However, it now appears that less than £40,000 of this generic S106 supplement will be needed. For now, £60,000 of the £100,000 is being deallocated – a further, smaller deallocation may follow in due course.
 - c. Around £28,935 of the £255,000 S106 funding allocation for East Barnwell Community Centre (EBCC)⁸ has been offered up to enable the Council to enable a new community room at Abbey Leisure Complex (see Appendix A, proposal M) to come forward alongside the new EBCC⁹. This could increase the amount of community

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7. This programme will be able to consider the order in which future S106-funded projects for sports and community facilities can be taken forward and how remaining generic S106 contributions might be supplemented by relevant specific S106 contributions for improving particular facilities.
 8. The Council's Planning Committee approved the planning application for the East Barnwell development (including the new community centre) earlier this month.
 9. The £28,935 S106 funding, offered up by the EBCC project team, would be supplemented by a further £21,065 of currently unallocated, generic community facilities S106 contributions from Abbey ward. The S106 report in October 2023 highlighted the build-up of contributions getting close to their time limits.

meeting space in the ward. It could also provide a further means of helping to ensure that relevant S106 funds with time limits before May 2025 can be used appropriately and on time¹⁰.

4. Latest S106 funding proposals

- 4.1 This follow-up to the two phases of the 2023/24 funding round is primarily focussed on making timely use of sports and community facilities S106 funds reaching their time limits or expected 'shelf lives'¹¹ within the next 12 months. As well as being alert to opportunities for small-scale projects (from on-going contact with schools and sports clubs), larger proposals that meet strategic needs and would enable these S106 funds to be used on time have also been considered.
- 4.2 See the Appendix for a summary of the proposals (labelled A-N). All these proposals meet the selection criteria outlined in paragraph 3.4 and are recommended for S106 funding in Section 2 of this report:
- a. five (A-E) are indoor sports projects in North and East areas of the city (totalling £127,000);
 - b. seven (F-L) are outdoor sports projects across the city (totalling £158,000, of which £95,000 relates to Nightingale Avenue Recreation Ground (Queen Edith's ward);
 - c. one (M) is for a £50,000 community facilities project in Abbey ward (mentioned in paragraph 3.7 (c); and
 - d. another one (N) is for a £25,000 swimming pool improvement project in Kings Hedge's ward.
- 4.3 Four projects (A, B, D and E) would be based on grants to other organisations and would be subject to a community use agreement. All of the projects would be subject to business case approval¹².

10. This is in line with the new process for facilitating timely use of S106 funds with imminent expiry dates, which was set out in the S106 report in October 2023 and approved by the Executive Councillor at that time.

11. The [Overview](#), in its fourth section, explains that S106 funds are used within any expiry dates set by S106 agreements. Where none are stipulated, the Council aims to make appropriate use of contributions within 10 years of receipt (or sooner).

12. The Council's Sport and Recreation team will develop business cases for these projects (detailing of project features, costs and delivery arrangements), which can be signed off by a senior manager or the S106 Monitoring Board, as appropriate.

5. Implications

5.1 More detailed assessments of the implications of these projects will be carried out as part of the development of business cases by council officers once S106 funding has been allocated. At this stage, the following all considerations have been identified.

5.2 **Financial implications:** The recommendations in this report aim to help make sure that S106 funding received by the Council can be used effectively and in a timely way. If S106 funds cannot be used for their intended purposes or cannot be used or contractually committed on time, developers could ask for unspent amounts to be returned.

5.3 **Staffing implications:** This S106 funding round is being managed within existing resources by the Sport and Recreation team. Other managers are involved to ensure that S106 selection criteria and business case and project management requirements are applied consistently and that advice is sought from relevant services.

5.4 Making effective use of time-limited S106 funds, alongside other competing pressures and capacity constraints, requires careful programming of which projects are taken forward (and which S106 contributions are contractually committed/spent) when and in which order. In general, S106 contributions with more immediate time limits need to be used first, before those that do not reach the end of their expected shelf-lives until much later. There may, of course, be exceptions – for example, where there is a particular need to improve a particular facility. Officers are also mindful of seeking opportunities to make better use of local generic S106 funding with a shorter shelf-life by supplementing them with the use of relevant specific contributions with a longer shelf-life.

5.5 **Equality & poverty implications:** Initial assessment indicate positive impacts across a range of protected characteristics. For example:

- a. Age: Sports and increased physical activity can benefit people of all ages. There are potential benefits for older people arising from the projects at the indoor and outdoor bowls clubs (A and K) and for

younger people arising from improvement to indoor gymnastic and skateboarding facilities (including B and L).

- b. Disability: The provision of indoor fitness equipment at Kelsey Kerridge Sports Centre (D) and the light and sound equipment at King's Hedges Learner Pool will benefit people with disabilities and children and young people with special educational needs. A new community meeting room in Abbey ward (M) will become available outside its hours of use as a mental health space, through a joint initiative between the Council and the NHS.
- c. Gender reassignment: the gender-neutral showers as part of the changing room upgrades (relating to the outdoor sports pitches) at Abbey Leisure Complex (C) will have a door to each cubicle (rather than the current shower curtains), offering more privacy.
- d. Sex: Officers have been investigating how women and girls can be further encouraged in to recreational and sporting activities. The extra privacy made possible by the upgraded sports changing room facilities, including gender-neutral showers at Abbey Leisure Complex (C) contributes towards this objective.

5.6 Sports clubs and community groups receiving S106-funded grants for improving their facilities are required to sign a community use agreement. This includes an undertaking from grant recipients that facilities supported by an S106 small grant will serve all parts of the community, regardless of age, disability, gender reassignment, marriage & civil partnership, pregnancy and maternity, race, religion & belief, sex and sexual orientation.

5.7 ***Net Zero Carbon, Climate Change and Environmental implications:*** Wherever not specifically targeted towards environmental and/ or ecological enhancement gain, projects undertaken will seek opportunities to deliver positive impact in these areas. This includes using environmentally friendly and locally sourced materials, and local labour resource, wherever practicable.

5.8 ***Procurement implications:*** The procurement of services needed will either be in-house or via partners, through existing framework contract arrangements, from specialist named suppliers, or subject to individual competition, as appropriate. Procurement regulations will be followed.

5.9 ***Community safety implications:*** S106-funded improvements to local facilities and amenities help to foster increased pride of place and community cohesion amongst both new and existing residents. The additional lighting and CCTV coverage for the Jesus Green skate park will help skatepark users and other visitors to Jesus Green feel safer.

6. Consultation and communication considerations

- 6.1 Alongside the Council's [sports centres and playing pitches](#), a wide range of other sports facilities are owned or managed by clubs, schools and other organisations. The on-going dialogue with these partners is fundamental to meeting the aspirations, set out in the Council's sport strategies, for providing and improving the facilities needed to mitigate the impact of development. Much depends on their resources and capacity to deliver projects. The challenge is also increased by the time limit constraints faced in delivering S106-funded projects.
- 6.2 The Council also works closely with community organisations over the local halls and meeting spaces that they manage. The recommendation in this report to support further community meeting space in that ward, alongside the development of the new East Barnwell Community Centre helps to strengthen the focus on Abbey.
- 6.3 Once the Executive Councillor makes a decision on the recommendations in this report, officers will consider (as part of the business case process) whether any further local consultation is required before delivery of these projects.
- 6.4 The next S106 report in September 2024 will help take stock of remaining S106 funding availability (both generic and specific contributions) for sports and community facilities. This may present further opportunities for engagement with councillors, particularly on the use of remaining community facilities S106 funding.
- 6.5 More information about the Council's management of S106 funds can be found on the [Developer contributions](#) web pages. This includes a [photo gallery](#) of recent improvement projects across the city and Greater Cambridge Shared Planning's brochure on [S106 funding in 2022/23](#).

7. Background papers

Background papers used in the preparation of this report:

- Report to Environment and Community Scrutiny Committee on [“S106 Funding Round – Second Phase \(Sports and Community Facilities\)”](#) on 18/01/2024
- Report to Environment and Community Scrutiny Committee on [“S106 Funding Round for Community Facilities and Indoor/Outdoor Sports Facilities”](#) on 05/10/2023
- Report to Environment and Community Scrutiny Committee on [“S106 Funding Round 2021: Community Services”](#) on 07/10/2021
- Report to Environment and Community Scrutiny Committee on [“S106 funding: next steps \(Communities\)”](#) on 31/03/2019
- [Indoor Sports Facility Strategy 2015-2031](#), Cambridge City Council and South Cambridgeshire District Council
- [Playing Pitch Strategy 2015-2031](#), Cambridge City Council and South Cambridgeshire District Council.
- [Sport and fitness - Cambridge City Council](#)
- [Developer contributions - Cambridge City Council](#)
- [Overview of S106 funding – Cambridge City Council](#)
- [Examples of S106-funded projects - Cambridge City Council](#)
- [‘Investing in Communities: S106 funding in Greater Cambridge in 2022/23’](#), Greater Cambridge Shared Planning, March 2024.

8. Appendix

- Summary of sports and community facility improvement proposals

9. Inspection of papers

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

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APPENDIX: Summary of sports and community facility improvement proposals

Project delivery will be managed by the Council's Sports and Recreation team, unless otherwise stated (that is, through a grant to another organisation).

| | Facility/location | Proposal summary | Use of S106 funding |
|---|---|--|--|
| A | Chesterton Indoor Bowls Club | £7,000 indoor sports S106 grant for indoor sports equipment suitable for elderly people (for table tennis, badminton, pickleball ¹³ and short tennis). | Indoor sports equipment could be purchased within three months |
| B | Cambridge Gymnastics Academy at North Cambridge Academy (King's Hedges) | £20,000 indoor sports S106 grant for new gym training equipment. | Indoor sports equipment could be purchased within three months |
| C | Abbey Leisure Complex sports changing room upgrades | £20,000 S106-funded indoor sports upgrades to sports changing rooms. This will include the provision of showers with cubicles and doors (instead of the current use of shower curtains). | The works required could be undertaken within 3-6 months. |
| D | Kelsey Kerridge Sports Centre (Petersfield ward) | £35,000 indoor sports S106 grant for new Inclusive Fitness Initiative gym training equipment. | Indoor sports equipment could be purchased within three months |

13. Pickleball is a form of short tennis, played with hard paddles and a hollow plastic ball.

| | Facility/location | Proposal summary | Use of S106 funding |
|---|---|--|--|
| E | Indoor skate facility at RailPen sites at Newmarket Road Retail Park (Abbey ward) | £45,000 indoor sports S106 grant to CamSkate for indoor skate equipment. Over time, this equipment may be relocated to different available sites within the retail park. | The works required could be undertaken within 3-6 months. |
| F | Council tennis courts in Trumpington, Cherry Hinton, Coleridge and Newnham | £10,000 S106-funded outdoor sport project for pickleball markings on tennis courts. | The works required could be undertaken within 3 months. |
| G | Nightingale Recreation Ground tennis courts (Queen Edith's ward) | £65,000 S106-funded outdoor sports project to upgrade surfaces and markings and install automated booking system gates. | The works required could be undertaken within 3-6 months. Would be funded mostly from S106 funds from a Southern Fringe growth site. |
| H | Nightingale Recreation Ground (Queen Edith's ward) | £30,000 S106-funded outdoor sports Playing pitch improvements (e.g., drainage and more durable grass types). | The works required could be undertaken within 3-6 months. |
| I | Abbey 3G pitch | £20,000 S106-funded outdoor sports project for new benches and team shelters around the new 3G pitch. | The works required could be undertaken within 3-6 months, once the new 3G pitch has been completed. |
| J | Coldham's Common Pitches (East Area) | £3,000 S106-funded outdoor sports project for an upgraded set of Gaelic football posts. | The works required could be undertaken within 3 months. |

| | Facility/location | Proposal summary | Use of S106 funding |
|---|---|---|--|
| K | Alexandra Gardens, Coleridge, Newnham, and Chesterton Bowls Clubs | £10,000 S106-funded outdoor sports project for additional tables and chairs for the four bowls clubs. | This could be purchased from catalogues with 3 months. |
| L | Jesus Green skate park I (Market ward) | £20,000 S106-funded outdoor sports project for addition of flood lighting and CCTV coverage, linked to (and supported by revenue budgets at) Jesus Green Lido. | This could be put in place within 3 months. |
| M | Abbey Leisure Complex | £50,000 community facilities S106 funding towards a joint project between the Council and NHS England for supported mental health space will also help to provide (outside the times of use by the NHS) a new community meeting room. This is subject to an NHS funding bid for the project (already submitted) being successful. | Could be put in place within 3-6 months following confirmation that the NHS funding bid is successful. |
| N | King's Hedges Learner Pool | £25,000 swimming pool S106 contributions for SEND ¹⁴ light and sound equipment for pool users ¹⁵ . | This could be put in place within 3 months. |

14. Special educational needs and disability.

15. This equipment would both support children and young people with Special Educational Needs in structured sessions, and be available for children's party activities and hire of the pool. The Learner Pool's wooden ceiling will be covered with whiterock and reflective cladding to allow images and lights and colours to be projected onto the surfaces and installation of an audio system for sounds and music.