

# **COLDHAMS LANE MANAGEMENT AND FUNDING FRAMEWORK**



**Prepared for Mission St and the Anderson Group**

**July 2024**

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## 1. Introduction

This report has been commissioned by Mission Street and Anderson to draft a Management and Funding Framework for Parcels B and C part of the 'Land South of Coldhams Lane, Cambridge'.

Community Stewardship Solutions (CSS) has been asked to prepare a Management & Funding Framework for parcels B and C. The Framework is expected to inform an approach to ensuring the implementation of the appropriate legal, financial and operational elements that will deliver a long-term sustainable management regime for the two parcels.

This Management Framework has been prepared in support of planning application ref. 23/04590/OUT. The Framework responds directly to the requirement in the adopted Local Plan (2018) for the preparation of a long-term management and funding plan for the new urban country park. The Framework sets out how this could be achieved.

The Applicant proposes that the Framework be appended to any forthcoming Section 106 Agreement attached to the planning permission. As such, the preparation and approval of the detailed Management and Funding Plan, using the Framework as a basis, could be secured by planning condition or legal obligation on the landowner and developer.

## **2. Community Stewardship Solutions (CSS)**

CSS is a complete stewardship and placemaking consultancy that has evolved through thirty-five years of experience. We support organisations and Trusts to ensure responsibility is taken for the protection, well-being, and success of the new communities.

CSS specialises in the practical aspects of community and economic development, and stewardship and legacy, particularly working within major new housing developments around their open spaces, parks, housing developments and aspects of infrastructure. We work across England, planning and implementing strategies to bring about renewal through social, physical and economic regeneration.

### **3. Methodology and Approach**

A briefing was held with Stewart Kain of Mission Street (the Applicant) and Tim Chilvers of Anderson (Land Owner).

The briefing was designed to:

- Understand the context for the development and the expectations of both Mission Street and Anderson
- Understand the long-term vision for Coldhams Lane and specifically for Parcels B and C.
- Identify the pertinent planning documents for the site (included with the appendices)
- Clarify the timescales and milestones for the reports production and subsequent use

A walk-about of the area was undertaken to understand the site layout and its current condition and management practice, and to review any long-term risks.

#### 4. Strategic Aims

The strategic aims of the development are to:

- Deliver a significant new recreational resource to address a lack of publicly accessible open space at the local level
- Ensure that the landscape at Coldhams Lane develops in a manner commensurate with the original design intentions
- Support the objectives of Cambridge's Nature Recovery Network, by securing both public open space through this key corridor for Cambridge.
- Create a safe and clean environment, providing a high-quality landscape.
- Ensure the long-term management of the proposed landscape in an environmentally, financially sustainable and appropriate way

## 5. Site Context and Ambition

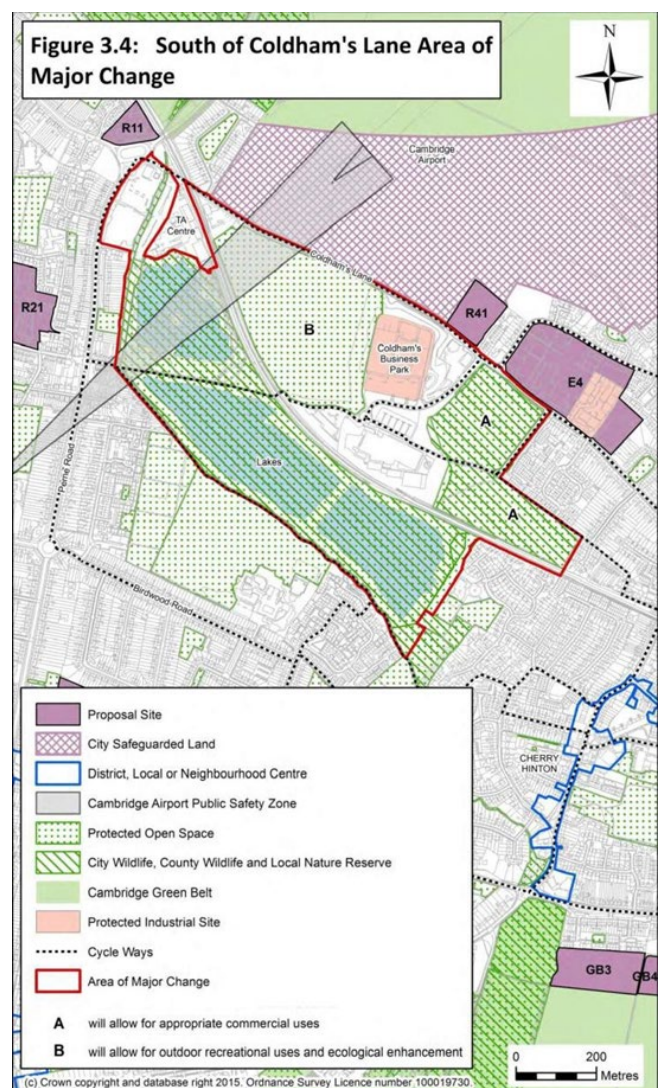
### 5.1 Cambridge Local Plan 2018

The Site lies within the “South of Coldham’s Lane Area of Major Change” under Policy 16 of the Adopted Local Plan. Mission Street’s ambitions for the Site are fully aligned with those of the Council and the adopted Local Plan, and particularly Policy 16.

Mission St has stated ‘We genuinely feel that our aspirations for the wider area are shared and we are committed to the submission of a comprehensive masterplan with our planning application’.

It is noted that Policy 16 requires a masterplan approach to the area and specifically the creation of a new Urban Country Park, comprising the following:

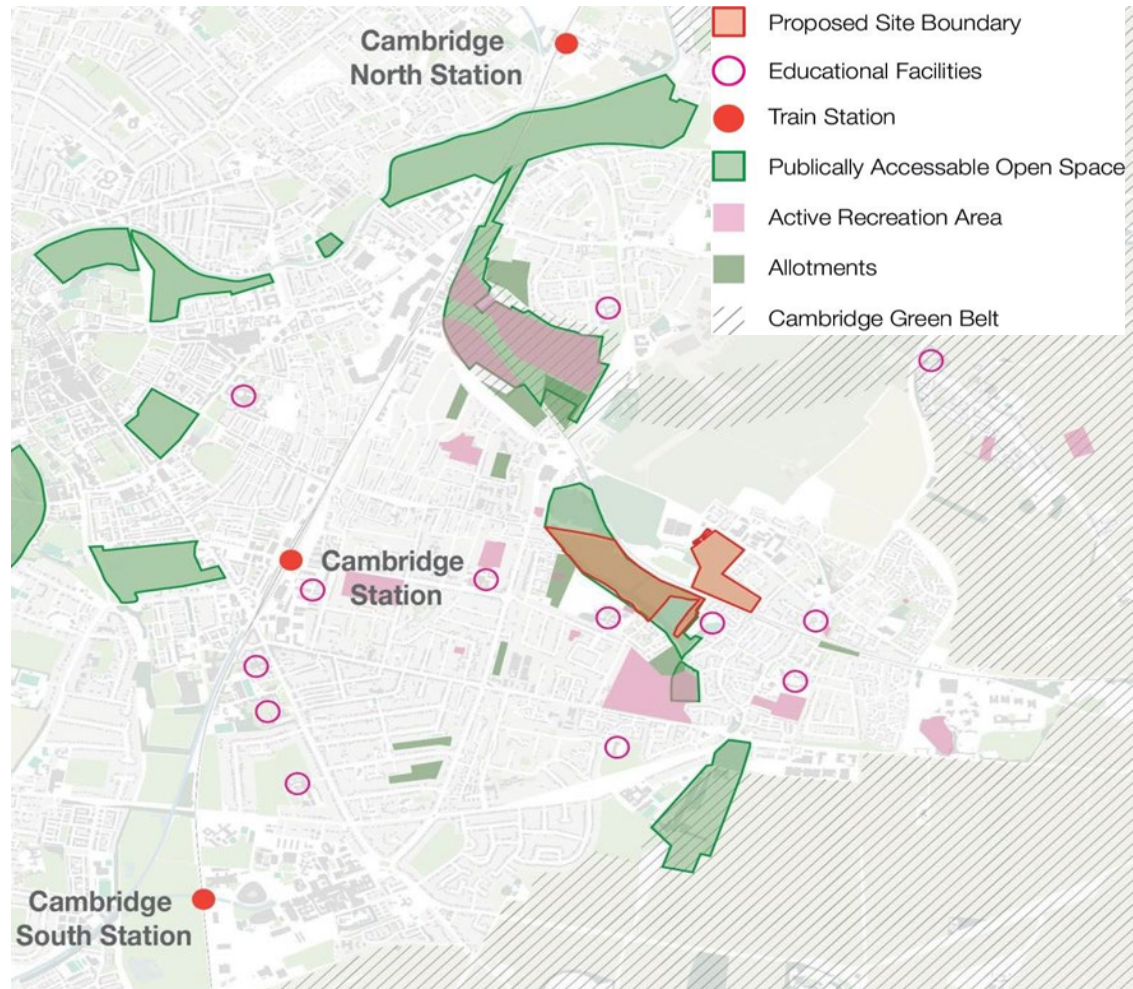
- Opening of the Lakes to the public for passive recreational use.
- Ecological enhancements and passive recreational access/ use that complements the ecological upgrades on the area marked “B”.
- Opening and making safe of the area marked “A” for public access and the incorporation of commercial uses.



## 5.2 Wider Context Analysis

This development is the missing link critical to the Cambridge ecosystem. It can support good growth and greater accessibility of underutilised land while providing tangible community benefits for present and future generations. These will include the creation of an urban country park, in an area where accessible open space is in short supply.

The plan below demonstrates the role and importance of the development spatially.



The plan overleaf shows the location of the different parcels of land within the wider context above.





**LEGEND**

- 01 MAIN PUBLIC ACCESS POINT FROM BROOKLANDS AND TINS CYCLE LINK.
- 02 PUBLIC CYCLE PARKING.
- 03 WHEELCHAIR FRIENDLY KISSING GATES AT ALL TRAIL ACCESSES FOR PEDESTRIANS ONLY.
- 04 ACCESS POINTS WITH INTERPRETATION AND ORIENTATION BOARDS.
- 05 POTENTIAL LOCATION FOR KIOSK.
- 06 POTENTIAL SEATING AND PICNIC AREA.
- 07 LOOP TRAIL AROUND WESTERN LAKE.
- 08 FENCING TO PROTECT FROM FALLING ON STEEP AND RAISED LAKE BANKS.
- 09 VIEWING AND RESTING OPPORTUNITIES AROUND WEST LAKE WITH PROTECTIVE FENCING.
- 10 RETAINED FISHING POSTS ON SOUTHERN AND EASTERN SHORES OF WEST LAKE.
- 11 TINS CONNECTION
- 12 RETAINED CLUB MEMBER CAR PARK INTEGRATED WITH PEDESTRIAN AND CYCLE ACCESS AND TRAIL.
- 13 ACCESSIBLE KISSING GATE, ACCESS TO SIGNED QUIET NATURE TRAIL.
- 14 BIRD SCREEN FACING EAST LAKE.
- 15 EAST LAKE NATURE RESERVE.
- 16 ACCESS RESTRICTED TO NATURE RESERVE AT SOUTH-EAST OF EAST LAKE.
- 17 BEE BANK FACING SOUTH

FOR COORDINATION  
NOT FOR CONSTRUCTION

B	05.03.2024	ADDITION OF BEE BANK N PARCEL C
A	03.10.2023	LPA COMMENT UPDATE
-	21.08.2023	ISSUE FOR COORDINATION

Rev. Date Details

**GENERAL**  
Do not scale from this drawing.  
All dimensions to be checked on site.  
This plan is to be read with all accompanying documentation.  
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**BGO NEWTON PROPCO  
PROJECT NEWTON  
THE LAKES - ILLUSTRATIVE  
LANDSCAPE MASTER PLAN**

Rev. Scale:	1:500 @ A1	Job Code:	75322	OS Location Number:	100017734
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### 5.3 Parcel B-Safeguarding Ecological Enhancement

#### A Tranquil Place

This parcel will focus on ecological protection and enhancement (Eco Solution report March 2024 provided in Appendix C).

A Mosaic creation Plan has been developed, that will provide habitats that encourage ecological enhancement.

The creation of the bespoke Open Mosaic habitat across the Mitigation site, split into the three distinct below areas:

- Species-rich wildflower grassland;
- Scrub; and
- Bare and recolonising ground

As the habitats develop, the plan will be developed to included details of the optimum way to provided managed access to special interest & educational groups, without compromising ecological biodiversity.

### 5.4 Parcel C -Providing Public Access to the Lakes

#### Recreation

Significant new areas of public open space will be opened for recreation, and the enjoyment of local residents. Areas of land that hold a specific interest for different groups will be made accessible but in a controlled manner to ensure the benefit of wildlife and ecology is maintained appropriately.

#### Connection

Four access points will be provided to Burnside Lakes, three along The Tins, and another access point off Burnside. These will provide excellent access points to the Lakes, with dedicated public cycle parking provided on the western boundary.

#### Ecology

Biodiversity measures to be associated with Parcel C are outlined within the Biodiversity Net Gain report. These include:

- Enhanced Lowland Calcareous Grassland
- Enhanced Dense Scrub
- Faunal specific measures will be implemented such as the inclusion of a Sand Martin Riparia Barrel within the East Lake, Bat Boxes and Reptile refugia

## **6. Long Term Management Framework for Parcels B and C**

These are the key elements of the framework to facilitate the future long-term management.

### **Roles and Responsibilities**

- Long term management and maintenance for both Parcels B & C
- Maintain rights of public access to Parcel C
- Support learning and on-site practical opportunities in wildlife restoration, enhancement and management.

### **Funding**

- Appropriate funding mechanism to provide security for successor management bodies.

### **Governance and Participation**

- Creation and/or the appointment of a management body to oversee implementation of agreed Stewardship Strategy
- Creation of an 'advisory board' (or equivalent) to include landowners, Council and local interest groups to consult on the implementation of the Plan in relation to Parcel C.
- In event of failure, a mechanism that enables the continued management of Parcels B and C

## 7. Stewardship Roles and Responsibilities.

The three main roles (management and maintenance of open spaces, financial management and community participation) of a stewardship body for Coldhams are listed here with related activities below.

<b>Management and Maintenance of Open Spaces</b>	<b>Financial Management &amp; Investment</b>	<b>Community Participation</b>
<ul style="list-style-type: none"><li>• Ensuring BNG is adequately maintained</li><li>• Open Space management</li><li>• Delivery of grounds maintenance activity</li></ul>	<ul style="list-style-type: none"><li>• Managing income and expenditure</li><li>• Maximising income from any endowment</li><li>• Maintaining reserves including sinking funds</li></ul>	<ul style="list-style-type: none"><li>• To involve other stakeholders with interests in the ecology, recreational use and sustainability of the open spaces</li><li>• Enabling community access and volunteering opportunities</li><li>• Support sustained use of the lakes by the fishing club</li></ul>

## 8. Sustainable Funding Model

This framework provides the basic principles of a sustainable funding model. The implementation of the Parcel C Works (Appendix A), and the Parcel B Habitat creation (Appendix B), will be the responsibility of Andersons as a signatory to the Section 106.

### 8.1 Longer term funding requirements

The long-term cost expenditure elements for the stewardship body fall into five broad headings:

- Management of public open space
- Maintenance and replacement of hard landscaping, furniture and signage
- An ecologist to monitor Biodiversity Net Gain (BNG) over 30 years
- Operating costs to manage and facilitate community participation
- Overall management and coordination, including commissioning of landscape contractors

In the case of Coldhams the costs are estimated to be circa £38,000 per annum which is an element of the endowment calculation indicated in section 8.3 below. These have been estimated using the following sources of data incorporated into a suite of circa 60 separate unit rates:

- Known costs from a number of other comparable sites
- Published tender costs from other local authorities
- Recommended advice and potential costs provided by authoritative organisations such as Woodland Trust, Sport England
- Data from Grounds Maintenance companies

It is proposed that a pilot scheme is carried out as part of the early implementation of the works on parcels B and C. The purpose of the pilot would be to ensure that the maintenance regime of both parcels is tested out operationally and the related costs are monitored and considered sustainable before any longer term governance arrangements are fully implemented.

### 8.2 Income sources

Applying the knowledge and experience of other stewardship bodies it is concluded that for Coldhams, the most likely sources of income would be from initial start-up funding and income from an endowment.

Additional value could potentially be sourced from charitable grants and from in-kind and practical support from user and volunteer groups. However, the funding model will not rely on this to ensure a sustainable income which would essentially be based on startup funding and an endowment.

### 8.3 Funding Model Assumptions

To develop a funding model, some planning assumptions need to be established to enable illustrative fund projections. It is emphasised that these can only be assumptions but are based on historic trends and direct experience of the startup of other stewardship bodies.

- Long term inflation average = 2.5%
- Long term interest average = 4.4%
- The interest rate is factored on a base rate of 3.1% + 1.5% premium for high value savings.
- Parcel B: Ecologist in years 1-5, 10, 15, 20, 25 and 30 as per BNG audit requirements. No Parcel B costs after year 30, because the BNG programme has finished.
- Management Fee of 20% £6k at Year 1
- Contingency of 5% £1.8k at Year 1
- Startup costs of £50k to cover legal and corporate fees.

### 8.4 Endowment

The timeframe agreed for modelling is a key parameter to the amount of the endowment. In the case of Coldhams Lane, there is a 30 years obligation relating to the BNG period. However, a longer-term perspective can be taken by considering 50- and 75-year timeframes. Ultimately, the time frame will be subject to agreement through the planning process but the estimated annual costs of circa £37k (as referenced in section 8.2 above) would result in an endowment of circa £900k for 30 years and £1.3 million for 75 years. The final figure would be established on the basis of the pilot scheme as proposed in section 8.1.

## 9. Key Governance Requirements

It is proposed that any resulting governance structure must be able to deliver on the following key requirements:

- It must have the ability to fulfil ecological, recreational, maintenance and monitoring functions in the long term, including the ability to address non-delivery to agreed quality standards.
- It will need to provide financial and organisational capacity of both land owners and day to day operational management organisation(s), particularly with regard to management of revenue resources, sinking fund, and endowment.
- It should possess credibility and acceptance by Cambridge City Council and local stakeholders.

## 10. Governance Options: For Ownership, Management or Delivery

The table below provides a strategic approach to the governance that may be structured and implemented to enable the stewardship of Parcels B and C.

Transfer of Responsibilities	Establish Bespoke new local organisation		Outsource responsibilities
Adoption	Management Company	Local Trust	Third Party
<ul style="list-style-type: none"> <li>Cambridge City Council</li> </ul>	<ul style="list-style-type: none"> <li>Limited by guarantee</li> <li>Community Interest Company</li> </ul>	<ul style="list-style-type: none"> <li>Charitable Incorporated Organisation</li> <li>Charitable Trust</li> </ul>	Such as: <ul style="list-style-type: none"> <li>The Land Trust</li> <li>Wildlife Trust</li> <li>Fishing Club</li> <li>Other local bodies</li> </ul>

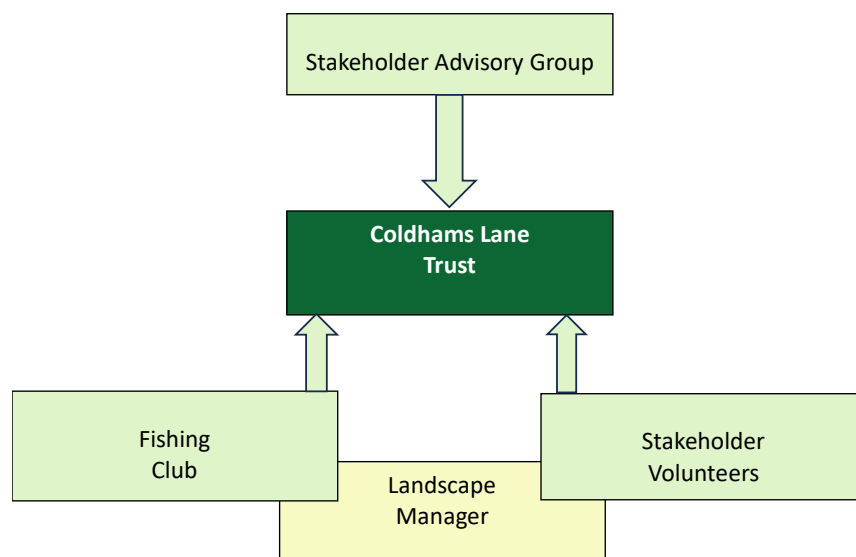
Each of these options would need further consideration within the parameters of the deliverables detailed within previous sections of the report. However, depending on the requirements and obligations of the landowners, the governance structure can be developed to enable different aspects of the above table to operate in tandem to ensure sustainable management of both parcels and delivery of the planning obligations.



## 11. Proposed Governance Structure

Notwithstanding the potential options in section 10, the organigram below provides an illustrative structure for a charitable Coldhams Trust. The benefits of forming a Charitable Trust are that it:

- Is a separate and independent legal entity
- Has a clear and focussed purpose
- Its directors' can have limited liability
- There are beneficial tax rates and exemptions for charitable organisations
- Charitable organisations are able to raise funds and apply for grants that are often unavailable to public bodies and private companies



However, any subsequent structure would be subject to testing and consultation with Local Authority members, partners and community representatives. It is proposed that the landowners including Cambridge City Council are members of the Trust. This ensures that the landowners continue to have the ability to protect their interests and ultimately can take action if absolutely necessary to ensure continuity of management in the event of failure of the Trust.

At board level, it is recommended to have a small group of directors to maintain the overview of the work of the Trust. The way in which directors are nominated and/or co-opted should be given consideration by the members of the Trust but it is proposed that the members each nominate one individual to become a director and that others can be co-opted at the appropriate time.

Consideration should be given to a broader level of community accountability. This can be done through a the 'Stakeholder Advisory' group to involve ecology organisations, recreational and amenity users and groups interested in the longer-term sustainability of the open spaces. The constitution of the trust could require regular consultation with the Stakeholder group, to ensure that there is appropriate communication and broader involvement. It would also be possible to provide a limited number of places for key local groups to nominate a director if the Trust members consider it appropriate. In the event of failure of performance of the Trust, the members would have "step-in" rights as set out in the constitution of the Trust.

## 12. Implementation

As outlined in the introduction, the Framework sets out how a long-term Funding and Management plan can be developed but the first steps of implementation (subject to approval through the planning process) is proposed as follows:

- Parcels B and C landscaping and enhancement works are completed in accordance with the relevant planning consents
- The sites are to be retained by the developers but new day to day stewardship and management arrangements put into effect with revenue funding provided directly by developers
- As referenced in section 8, the operating model would be reviewed at end of a pilot in years 1 and 2. This would be before the new Trust is established, title transfer made and endowment funding passed across. The Pilot scheme would be delivered to assess the impact and success of the maintenance regime, the actual costs versus estimates and the most appropriate operating arrangements such as; opening times, security arrangements, level of footfall and interest from local groups.
- A shadow board would be formed to operate in parallel with the pilot which will remain the responsibility of the developer. The benefit of forming a shadow board is that it affords adequate time for the longer-term governance arrangements to be fully established while being informed by the results and learning of the pilot scheme. This helps top 'de-risk' the arrangements for all the relevant parties.

### 13. List of Appendices

A - Parcel C Planning Drawings

B - Parcel C Landscape Maintenance & Management Plan

C - Parcel C Offsite H Habitat Creation & Management Plan

D - Schedule of Estimated Annual Running Costs PRIVATE AND COMMERCIALY CONFIDENTIAL -  
REMOVED FROM PUBLIC CONSULTATION VERSION

Report provided by Community Stewardship Solutions  
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