



Community Infrastructure Levy (CIL)

Framework Appraisal Document

Draft Version

November 2021

Context

The Community Infrastructure Levy (CIL) is a charge which can be levied by local authorities to raise funds from developments within their area, in order to help finance the infrastructure projects required to support new development.

The Borough Council adopted its Charging Schedule on 7 October 2019, which applies to most residential and retail development. Rates were set based on a viability assessment carried out as part of the development of the Local Plan, striking an appropriate balance between additional investment to support development and the potential effect on the viability of developments. Differential rates have been applied to residential schemes based on their location in the Borough, to account for differing land and property values.

The levy can be used to fund a wide range of infrastructure and gives local authorities the opportunity to choose what infrastructure they need to deliver their Development Plan. The Borough Council have identified the following areas of infrastructure to be wholly or partly funded by Community Infrastructure Levy funds:

- Provision of Park and Ride along the A52 corridor and bus priority measures in West Bridgford.
- Provision of or improvements to playing pitches and ancillary facilities.
- Provision of or improvements to indoor leisure provision.
- Provision of additional secondary school places across the Borough through new provision or extension to existing provision.
- Provision of health facilities across the Borough through new provision or extension to existing provision.

The above infrastructure areas have been considered the most appropriate to deliver on a strategic level. The categories are broad in scope, so a method of identifying specific projects to which CIL funds will be applied has been developed. The outcomes of this process will inform any necessary changes to the infrastructure list to ensure the infrastructure requirements of the Borough are met. Specifically identifying where CIL funds will be applied will provide more certainty to developers and infrastructure providers alike, and help inform negotiations for site-specific mitigation through S106 planning obligations.

Statutory Requirements

The management and spending of CIL receipts sits within a legislative framework as defined by the Planning Act 2008 and the Community Infrastructure Regulations 2010. Part 7 the CIL Regs sets out how different elements of the CIL receipts collected by a local authority should be applied:

- The Borough Council can apply CIL receipts towards any administrative expenses associated with the operation of the CIL regime. This amount cannot exceed 5% of the total CIL receipts collected each year.
- Each year, 15% of all levy receipts collected in Parished areas, up to a cap of £100 per council-taxable dwelling in that area, must be passed to the relevant Town/Parish Council. This figure rises to 25% uncapped in areas with a Neighbourhood Plan. The Town/Parish Council can apply this Neighbourhood CIL towards a wider range of things than the rest of the levy, provided that it meets the requirement to support the development of the area.
- In non-Parished areas (such as West Bridgford and areas with a Parish Meeting), the Borough Council retains the levy receipts which would otherwise be passed to a Town/Parish Council for that area. These funds can be applied in the same way as other Neighbourhood CIL, with the Borough Council acting as if it were the relevant Town/Parish Council. This will be done in consultation with the local community – either through the West Bridgford Special Expenses and CIL Advisory Group, or on a case-by-case basis for other non-Parished areas.
- The remaining Strategic CIL is retained by the Borough Council and must be used to fund the provision, improvement, replacement, operation or maintenance of infrastructure to support the development of its area. It is the Strategic CIL element of the levy that this Framework Appraisal concerns.

Non-Neighbourhood Plan Areas

In many areas of the Borough, it will not be feasible or desirable for Parish Councils to develop and adopt a Neighbourhood Plan. The Borough Council is therefore providing a way for Parish Councils without a Neighbourhood Plan to access a set proportion of the Strategic CIL collected from liable developments in their area. This supplementary amount will bring the amount of CIL that may be applied locally up to the same 25% proportion which Neighbourhood Plan areas automatically benefit from.

It is important to note that these supplementary funds do not qualify as additional Neighbourhood CIL. The CIL Regulations do not allow a charging authority to increase the statutory amounts of CIL passed to local councils in accordance with Reg 59A and 59B. The Borough Council will remain responsible for the allocation and spend of this CIL and will be required to report on its use through the Annual Infrastructure Funding Statement. Provisions for the allocation and spend of this additional sum have been worked into this framework to ensure compliance with the restrictions on use of Strategic CIL.

As the additional funds being made accessible can still only be applied towards items included in the Borough Council's published Infrastructure List, it is not expected to significantly affect the ability of CIL to deliver the strategic priorities of the Borough. However, the use of this supplementary CIL will be monitored closely, and the above arrangements may need to be reviewed in future.

Process Overview

<p style="text-align: center;">Step 1: Identify priority projects through consultation with infrastructure providers</p> <p>The Borough Council will consult with external bodies and internal departments to identify a list of strategic projects for each of the infrastructure categories in its published Infrastructure List. Key information will be sought including costing, funding sources, and delivery timescales of particular projects. Parish/Town Councils for non-neighbourhood plan areas which have received CIL will also be contacted to establish their priorities for projects in their area.</p>
<p style="text-align: center;">Step 2: Assess list of projects against framework appraisal document</p> <p>An officer working group will assess the identified projects against the criteria as outlined in the rest of this document. A proposed delivery programme will be produced, including (where appropriate) provisional CIL allocations to certain projects based on the amount of the levy collected at that point.</p>
<p style="text-align: center;">Step 3: Approve delivery programme based on assessment outcomes</p> <p>The proposed delivery programme will be presented to Cabinet to be agreed. Cabinet should be confident that the programme best supports delivery of the Development Plan and the infrastructure requirements of the Borough for the period the delivery programme covers of 5 years.</p>
<p style="text-align: center;">Step 4: Notify beneficiaries of outcomes</p> <p>Infrastructure providers will be notified of the results of the framework appraisal and any provisional CIL allocations. Firm commitment of CIL funds will be secured through individual project requests (in line with the existing procedure for S106 contributions) to ensure schemes can be funded by current levy receipts and to provide an audit trail for the commitment and spend of funds.</p>
<p style="text-align: center;">Step 5: Monitor and review delivery programme</p> <p>Ensuring flexibility within the Framework will allow for reallocation of funding should certain projects stall or priorities change during delivery period. Such changes will generally be addressed through a review of the delivery programme, but significant changes in priority may require a full reassessment. In any case, the process outlined above should be repeated once every 5 years at a minimum.</p>

Identification of Projects

Prior to carrying out the Framework Appraisal, the Brough Council will contact relevant infrastructure providers to establish the priorities within each infrastructure category. Based on the current infrastructure list, these providers consist of:

- Nottinghamshire County Council Transport and Travel
- Rushcliffe Borough Council Communities (Internal)
- Nottinghamshire County Council Education
- NHS Rushcliffe Clinical Commissioning Group

As additional CIL allocations for non-Neighbourhood Plan areas are based on the value of CIL receipts collected within that area, information about potential projects from Parish/Town Councils will be sought at the same time as any statutory Neighbourhood CIL is passed to those local councils, to be included in the next assessment or review.

A baseline level of information will be required to allow for a full assessment of projects. Infrastructure providers will be made aware that, where this information is not available or forthcoming, this may lead to other projects being prioritised through the Framework Appraisal.

Assessment of Projects

The purpose of the Framework Appraisal is to provide a clear and consistent method of assessing potential projects, and to identify where Strategic CIL funding is best applied to support the growth of the Borough and secure timely infrastructure delivery. The appraisal has been developed around four primary areas of consideration:

- **Justification** – Why the project is required (including robust evidence demonstrating need), suitability of project, and due regard to alternatives
- **Strategic Benefits** – Links to existing and emerging Plans/Strategies and Corporate Objectives, and consideration of infrastructure funding gaps
- **Funding** – Amount of CIL required/requested, estimated cost of projects (including costs of maintenance/operation), and other available funding sources (including unlocked match funding and time-limited funding)
- **Deliverability** – Other approvals/consents required to bring project forward, timescales for delivery (short/medium/long term), and potential impediments to delivery

The appraisal will be carried out by an officer working group, considering the information obtained from infrastructure providers and, where appropriate, non-Neighbourhood Plan Parish Councils. The overall outcomes will be presented as a report to Cabinet, accompanied by a proposed delivery programme detailing the key information used in the appraisal of individual projects.

Framework Appraisal Categories

Infrastructure Requirement

Details of the project/scheme to be delivered. This should identify the location, nature, and description of the proposal. Any potential alternatives or options for the scheme should be considered, particularly where there are any risks or uncertainties around delivery.

Lead Provider

Identification of the key infrastructure provider (NCC, CCG, or RBC as appropriate), as well as any supporting partners.

Supported Policies/Objectives

Information on what existing/emerging policies/strategies the proposal supports, both in terms of overall infrastructure delivery (RBC Local Plan Parts 1 and 2, Rushcliffe Infrastructure Delivery Plan (IDP), etc.) as well as those specific to individual infrastructure categories (Playing Pitch Strategy, Leisure Facilities Strategy, etc). There should be consistency in which policies/strategies are supported within each infrastructure category.

Dependencies/Constraints

Identification of any risks to or specific requirements for project delivery (Reliance on other funding bids, securing a site, obtaining planning permission, etc.) Where there are any significant constraints or barriers to delivery, details of how these will be addressed or mitigated against will be required.

Estimated Cost

The full cost of the project/proposal, including any potential maintenance/operational costs associated with the infrastructure. The Borough Council will generally not seek to apply CIL funds towards ongoing costs.

Identified Funding Sources

Where known, information on what additional funding has been secured from other sources, as well as any time-limited or match funding streams which a CIL allocation may unlock. If a certain level of CIL is sought to ensure project delivery, this should also be stated.

Strategic Importance

An identification of how important each project is to the delivery of infrastructure to support growth as identified within the Borough Council's Local Plan, the Infrastructure Delivery Plans that support the Local Plan, related policies, and other council objectives.

- **Critical** – The infrastructure proposed is critical to support delivery of the Local Plan and will need to be prioritised accordingly at the stage of implementation.
- **Important** – The infrastructure proposed is required to support development as well as overall strategy objectives but does not need to be prioritised over other projects.
- **Desirable** – The infrastructure proposed does not support significant development taking place but will facilitate the delivery of overall strategy objectives.

Project Status

Information on how far progressed a project is. This may include details of what further steps need to be taken or are planned in order for the project to be confirmed as deliverable.

- **Deliverable** – There is a strong prospect of the project being delivered – infrastructure providers are committed to delivery, other funding sources and consents are in place, and there are no significant barriers/constraints on delivery.
- **Emerging** – Work has gone into developing the project but there may still be key unknowns about the proposal that need to be addressed before securing delivery.
- **Aspirational** – Projects identified by infrastructure providers which are planned to come forward in future, but where specific details have not been established.

Delivery Timeframe

The anticipated delivery period in which the infrastructure will actually be provided. Where a project is phased, this may span multiple periods. Any more specific information on timings will be included to help inform the order of priority within timeframe brackets.

- **Short-Term** – Delivery within current delivery period (1-5 Years)
- **Medium-Term** – Delivery within next delivery period (6-10 Years)
- **Long-Term** – Delivery within future delivery periods (11+ Years)

Current Priority

Projects will be prioritised based on the categories set out above. Specific feedback from key infrastructure providers about their own service priorities will also be accounted for.

Provisional Allocation

The implementation of projects (especially short-term projects which are anticipated to come forward within the delivery period) may depend on infrastructure providers having assurance as to the amount of CIL funding that will be available. Generally, only projects where the estimated costs and other funding streams are fully identified will be considered for the provisional allocation of any CIL.

The exception would be any larger important or critical projects which may still be emerging but are reliant on further CIL funds being accrued. In this instance, it may be appropriate to reserve a level of available CIL funding in order to ensure these key projects can be delivered.

Additionally, the delivery plan will identify the supplementary amounts of Strategic CIL collected from non-Neighbourhood Plan areas. Where Parish Councils for these areas have identified an intended use for these funds, the project will be reported in the delivery plan and the amount of supplementary CIL allocated towards the project will be specified. Parish Councils will be expected to use or commit to use their statutory Neighbourhood CIL before seeking any supplemental Strategic CIL. Where no project has been identified or commenced by a Parish Council within 5 years of receipt, the supplementary CIL will be returned to the main Strategic CIL fund.

Funding Gaps

In addition to the assessment criteria, an overall consideration of how levy receipts will be applied is necessary. CIL will in part address these funding gaps, but it is not anticipated that the level of levy receipts will completely cover the cost of required infrastructure. The funding gaps for each infrastructure category, expressed as a percentage of the overall funding gap, are as follows:

Infrastructure Item	Funding Gap
Provision of additional secondary school places across the Borough through new provision or extension to existing provision	40%
Provision of Park and Ride along the A52 corridor and bus priority measures in West Bridgford	20%
Provision of or improvements to indoor leisure provision	15%
Provision of health facilities across the Borough through new provision or extension to existing provision	15%
Provision of or improvements to playing pitches and ancillary facilities	10%

Over the lifetime of CIL, the Borough Council will track a cumulative total of sums committed/spent from CIL towards different infrastructure items, both looking as a percentage of receipts to date and as a proportion of the estimated £12.8 million of CIL income for the 2019-2028 period. These figures will be reported as part of each assessment and will be used to inform the long-term spending of CIL to ensure that all infrastructure areas benefit from levy receipts broadly proportional to the identified funding gaps. This will be particularly important when considering larger infrastructure items, which may need to build up a reserve fund of CIL before they can be implemented.

Delivery Programme

The outcomes of the assessment process will be presented as a draft delivery programme (a worked example is provided at the end of this document). The programme is intended to assist in the comparison of the various projects and highlight areas of priority, as well as give an indication of a likely order of delivery and prospective levels of CIL funding towards projects.

Should the delivery programme be agreed, infrastructure providers will be informed of the outcomes including, where given, levels of provisional CIL allocation. The outcomes and programme will also be included as an appendix in the Borough Council's Annual Infrastructure Funding Statement.

Delivery Programme – Worked Example

(Note that whilst the below table lists the projects identified for CIL funding by key infrastructure providers, the information is indicative and not based on a full assessment of the various schemes.)

Project Ref	Infrastructure Requirements	Lead Provider	Supported Policies/Objectives	Dependencies/Constraints	Estimated Cost	Identified Funding Sources	Strategic Importance	Project Status	Delivery Timeframe	Current Priority	Provisional Allocation
BP1	Park & Ride along the A52 corridor and Bus Priority Measures in West Bridgford	NCC			£3,500,000	None	Critical	Aspirational	Long-Term (11+ Years)	Low	
HC1	New Medical Centre in East Leake	CCG			TBC	S106, Central Government Levelling Up Funding Bid	Critical	Emerging	Short-Term (1-5 Years)	High	
HC2	New Medical Centre in Radcliffe on Trent	CCG		Currently exploring potential sites for new Medical Centre	TBC	S106	Critical	Emerging	Short-Term (1-5 Years)	High	
IL1	Cotgrave Leisure Centre	RBC			TBC		Important	Aspirational	Short-Term (1-5 Years)	Medium	
IL2	East Leake Leisure Centre	RBC			TBC		Important	Aspirational	Short-Term (1-5 Years)	Medium	
IL3	Keyworth Leisure Centre	RBC			TBC		Important	Aspirational	Short-Term (1-5 Years)	Medium	
PP1	Costock Road Playing Fields - New and Refurbished Pavilion	Parish Council / FA			£846,000	Football Foundation (£375,000), S106 (£275,000)	Important	Deliverable	Short-Term (1-5 Years)	High	
PP2	Bingham RFC - New Community Hub and Sports Facility	Sports Club / RFU / Town Council			TBC		Desirable	Deliverable	Short-Term (1-5 Years)	Medium	
PP3	Normanton Playing Fields - Development of Platt Lane Sports Facility	Sports Club / ECB / FA			TBC	S106	Important	Deliverable	Short-Term (1-5 Years)	High	
PP4	Land off Wilford Road - New Hockey Club Facility	RBC			£8,300,000	None	Important	Emerging	Medium-Term (6-10 Years)	Medium	
PP5	Bingham Leisure Centre - New ATP and Pavilion	Toot Hill School / England Athletics			TBC		Important	Aspirational	Medium-Term (6-10 Years)	Medium	
PP6	Nottinghamshire Sports Club	Sports Club / RFU			TBC		Desirable	Aspirational	Short-Term (1-5 Years)	Low	
PP7	Arthur Ridley Sports Ground	Town Council			TBC		Desirable	Aspirational	Short-Term (1-5 Years)	Low	
PP8	Ellerslie Cricket Club, West Bridgford – Cricket Ball Strike Nets	Cricket Club / ECB		If netting issue not resolved risk that pitch may become unusable	TBC (£50,000 - £100,000)	None (potential ECB funding)	Important	Emerging	Short-Term (1-5 Years)	Medium	
SE1	New Secondary School - Lady Bay/Gamston	NCC			TBC	None	Critical	Aspirational	Long-Term (11+ Years)	Low	