



DAVENTRY DISTRICT COUNCIL

**Daventry District Council Community Infrastructure Levy
Preliminary Draft Charging Schedule – Consultation**



**West Northamptonshire
Joint Planning Unit**

March 2013

1. Introduction

- 1.1 The Community Infrastructure Levy (CIL) was introduced under the Planning Act 2008 and regulations making detailed provision for it came into force in April 2010. CIL is essentially a pre-set charge that can be applied to all new developments that create new floorspace over a minimum size. The CIL charge is then spent on infrastructure (such as roads, schools, green spaces and community facilities) that is required to support the delivery of new development.
- 1.2 CIL takes the form of a charge per square metre of additional floorspace (new build or extensions) and can be charged on most new developments. There are exemptions for charitable organisations and affordable housing. Developments under 100m² of net additional floorspace, unless they comprise a new dwelling, are not required to pay CIL.
- 1.3 From April 2014, the ability to pool planning obligations through legal agreements under Section 106 of the Town and Country Planning Act 1990 will be restricted. This means that it will become difficult to deliver larger scale items of infrastructure such as schools and transport schemes where pooling of many individual planning contributions is often necessary. Section 106 will continue to be used to deliver some infrastructure, but this will largely be restricted to site-specific mitigation and for providing affordable housing.
- 1.4 All references to legislation in this document are to legislation as amended.

2. The West Northamptonshire Partnership

- 2.1 The three Councils of Daventry District, South Northamptonshire and Northampton Borough have worked together through the West Northamptonshire Joint Planning Unit to produce a strategic planning framework for the West Northamptonshire area. The West Northamptonshire Joint Core Strategy (JCS) provides strategic planning guidance for the areas of Daventry District, South Northamptonshire and Northampton Borough for the period to 2026 and sets out the requirements for new development including housing and employment growth. The JCS is supported by the West Northamptonshire Infrastructure Delivery Plan Update 2012. This sets out the infrastructure required to support the new development to 2026 and its estimated costing.
- 2.2 The three Councils are also working together to provide a coordinated approach to the implementation of CIL. However, each of the district/borough councils' within West Northamptonshire will be an independent CIL Charging Authority for their area and each district/borough has its own charging schedule. This Preliminary Draft Charging Schedule covers the Daventry District Council area for which the Council is the local planning authority. It shares the same evidence base as the Preliminary Draft Charging Schedules covering South Northamptonshire and Northampton Borough. The West Northamptonshire Joint Planning Unit is coordinating the Preliminary Draft Charging Schedules consultation on behalf of the partner authorities.

3. Evidence to Support CIL

3.1 There are three key pieces of evidence required to support a CIL;

- a. An up to date Core Strategy or other local plan,
- b. Evidence of a funding gap, and
- c. Evidence that a CIL can be viably charged on development

3.2 The West Northamptonshire Joint Core Strategy will meet the up to date local plan requirement. The West Northamptonshire Infrastructure Delivery Plan Update 2012 shows a significant funding gap across the West Northamptonshire area which has been disaggregated below to identify a funding gap for each separate charging authority. In addition to the table below there is a pan-West Northamptonshire transport infrastructure funding gap across all authorities of c£40m.

Table 1 – Infrastructure Funding across West Northamptonshire authorities in £m

| Infrastructure type | Northampton | | | Daventry District | | | South Northants | | |
|------------------------|--------------|----------------|--------------|-------------------|----------------|--------------|-----------------|----------------|--------------|
| | cost est. | funding secure | funding gap | cost est. | funding secure | funding gap | cost est. | funding secure | funding gap |
| Transport | 125.4 | 51.2 | 74.2 | 46 | 0.95 | 45 | 64.9 | 0 | 64.9 |
| Primary health care | 3.8 | 0 | 3.8 | 5.5 | 0 | 5.5 | n/k | 0 | n/k |
| Education | 128.7 | 10 | 118.7 | 76.7 | 8 | 58.7 | 28.8 | 0 | 28.8 |
| Emergency services | 0.67 | 0 | 0.67 | 1.6 | 0 | 1.6 | 1.6 | 0 | 1.6 |
| Cultural development | 11.2 | 0 | 11.2 | n/k | n/k | n/k | 0 | 0 | 0 |
| Community halls | 3 | 0 | 3 | 8.7 | 5 | 3.7 | 5.25 | 3 | 2.25 |
| Indoor/outdoor sports | 5.9 | 0 | 5.9 | 5.9 | 0 | 5.9 | 6.2 | 0 | 6.2 |
| Public realm | 20.67 | 0.5 | 20.2 | n/k | n/k | n/k | n/k | n/k | n/k |
| Green infrastructure | 6.2 | 0 | 6.2 | 15 | 0 | 15 | 3.5 | 0 | 3.5 |
| Energy | 68 | 64 | 4 | 2 | 0 | 2 | 5 | 0 | 5 |
| Waste water | 18 | 18 | 0 | 5 | 5 | 0 | 18 | 10 | 8 |
| TOTAL (rounded) | 391.5 | 143.7 | 247.9 | 166.4 | 19.0 | 137.4 | 133.3 | 13.0 | 120.3 |

3.3 The viability evidence to support CIL has been prepared by GVA. This has considered viability testing of different development types and recommends rates of CIL that can be charged throughout West Northamptonshire. The charging authority must balance the need to provide additional investment for infrastructure with the potential economic effect of imposing CIL upon development across their area. The rate at which CIL is charged must not render the majority of development envisaged through the

development plan unviable. The Regulations recognise that the CIL charge may make some development unviable and that CIL should not be set at such a low rate as to ensure that every development remains viable.

- 3.4 The Preliminary Draft Charging Schedule has been prepared in accordance with Part 11 of the Planning Act 2008 and the Community Infrastructure Levy Regulations 2010. Daventry District Council has sought to strike a balance between ensuring appropriate development comes forward and the impact on development viability. It has also sought to balance costs between aspects of site specific infrastructure which will continue to be secured through Section 106 planning obligations and those that will be funded through CIL.
- 3.5 The viability evidence provided by the GVA 'CIL Economic Viability Assessment' 2012 is available at:
<http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=2737520>
- 3.6 From April 2014 the ability to pool contributions from developers via S106 legal agreements to deliver larger items of infrastructure will be substantially curtailed. New legislation introduced will limit the pooling of only five contributions to one infrastructure type or infrastructure project. The Council's intention is that CIL will be used to deliver mainly strategic items with S106 retained only for direct mitigation of site-specific impacts.
- 3.7 Under Regulation 123, the Council will also need to prepare a list setting out the types of infrastructure that it intends to fund through CIL. Before the Council adopts CIL it should make its infrastructure list available on its website. The Regulation 123 list can be reviewed at any time. It is not the intention that CIL receipts will fund all infrastructure provision. Other forms of funding will also need to be investigated.
- 3.8 In February 2013 the Government published draft regulations which propose that 25% of CIL receipts will be passed to parish councils where a Neighbourhood Plan is in place or where development is permitted through a Neighbourhood Development Order (including a Community Right to Build Order) and 15% elsewhere. It will be for the parish council to decide on what to spend this money, within the constraints set by law. Parish councils will not, in particular, be constrained by the Regulation 123 list.

4. The Scope of this Consultation

- 4.1 This is an early stage in the consultation on the CIL Charging Schedule. Comments received will be used to prepare the Draft Charging Schedule anticipated to be published in Summer 2013, which will also be available for consultation. Once responses to that consultation are taken in to account the Charging Authority then submits the Charging Schedule for independent examination. The charging authorities in West Northamptonshire have collaborated on the production of evidence to support CIL charging and are jointly consulting on charging schedules. In due course they intend to hold a joint examination
- 4.2 In setting the CIL rate Daventry District Council must strike what appears to the Charging Authority as an appropriate balance between funding infrastructure to support new development and the potential effects on the economic viability of development. In reaching this judgment of reasonableness the Charging Authority must take in to consideration 'appropriate available evidence'¹.
- 4.3 The governance and operational processes needed to underpin the collection and spending of CIL funds are extremely important and are currently under consideration across the West Northamptonshire partnership. However, these processes are outside the scope of this consultation and are not a matter for the examination that will take place in due course on the charging rates.
- 4.4 In December 2012 the Government issued new guidance on CIL. This advises that Charging Authorities should issue a draft regulation 123 list (the list of infrastructure projects and/or types that it intends to spend CIL on) ahead of the independent examination into the CIL charging rates proposed. The partner authorities are currently drafting their regulation 123 list for the next round of consultation.

¹ Planning Act 2008 section 212 (4) (b)

5. How to Comment on this Document

5.1 Daventry District Council is seeking comments on the Preliminary Draft Charging Schedule for 6 weeks from Thursday 14th March 2013 to 5.00 p.m. on Monday 29th April 2013. You may comment on this document by –

- filling in the on-line response form by connecting to the Consultation Portal via the JPU website at www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=2737520 and via the Daventry District Council website at www.daventrydc.gov.uk
- send a completed form (downloadable from the above websites) via email to westnorthantsjpu@northampton.gov.uk or post to

**West Northamptonshire Joint Planning Unit
The Guildhall
St Giles Square
Northampton NN1 1DE**

5.2 Paper copies of the forms are also available from the Joint Planning Unit (tel. 01604 837837), Daventry Council Offices at Lodge Road, Daventry, NN11 4FP, South Northamptonshire Council, at Springfields, Towcester, NN12 6AE, and Northampton Borough Council Offices at The Guildhall, St Giles Square, Northampton NN1 1DE normal offices opening times).

5.3 The supporting documents referred to above are also available to view and download from the CIL Consultation Portal or can be purchased in hard copy by contacting the JPU at 01604 838417.

5.4 Please note that comments cannot be treated as confidential. They will be made available as public documents.

6. Next Steps

- 6.1 After this consultation Daventry District Council will consider the consultation responses and will decide whether to make further changes. The next stage will be the publication of a Draft Charging Schedule for further consultation for four weeks which is anticipated will occur in late Summer 2013.
- 6.2 Following the consultation on the Draft Charging Schedule the Council will then submit the charging schedule (probably along with the other partner authorities of West Northamptonshire) for independent examination prior to adoption.
- 6.3 The process of setting and revising a charging schedule requires the local authority to monitor sales values, build costs and developer activity (i.e. planning applications, site purchases etc.), to indicate the health of the market, its reaction to CIL and whether a CIL charge needs changing.
- 6.4 The overall Charging Schedule will be reviewed to take account of changes in viability; this will be when changes to sales values, build costs and developer activity are sufficient to indicate that a review is required.

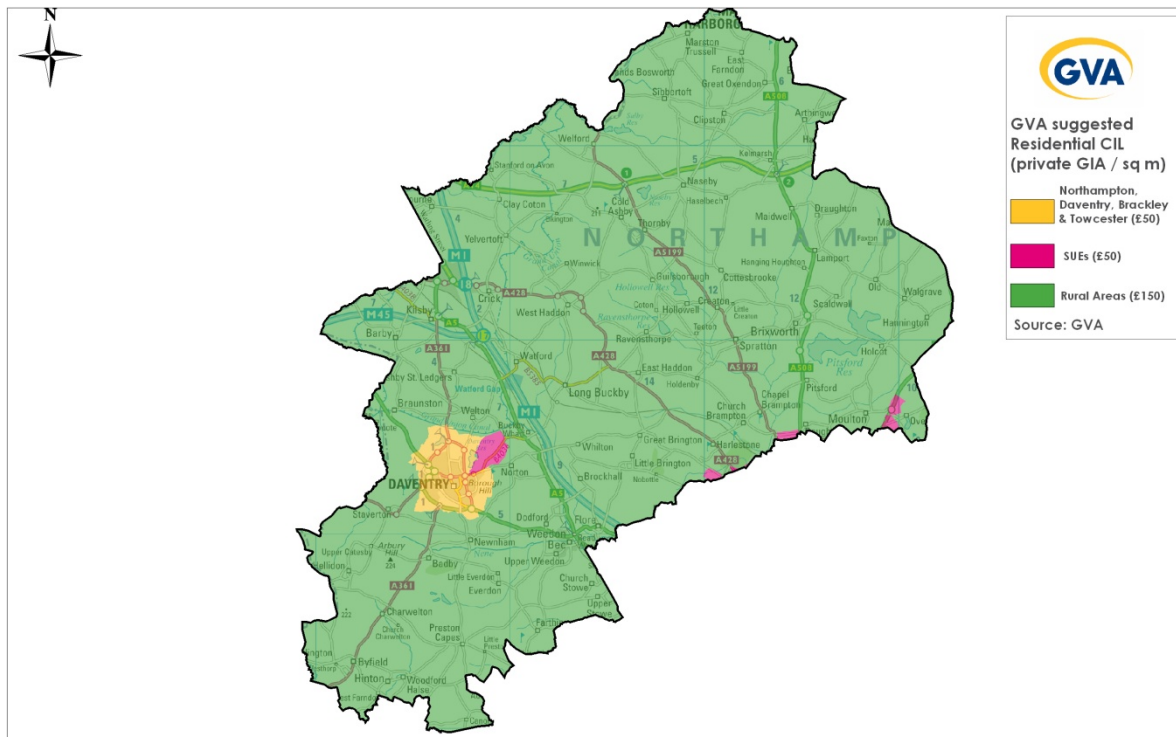
7. The Preliminary Draft Charging Schedule

7.1 Below are the Community Infrastructure Schedule charging rates proposed by Daventry District Council.

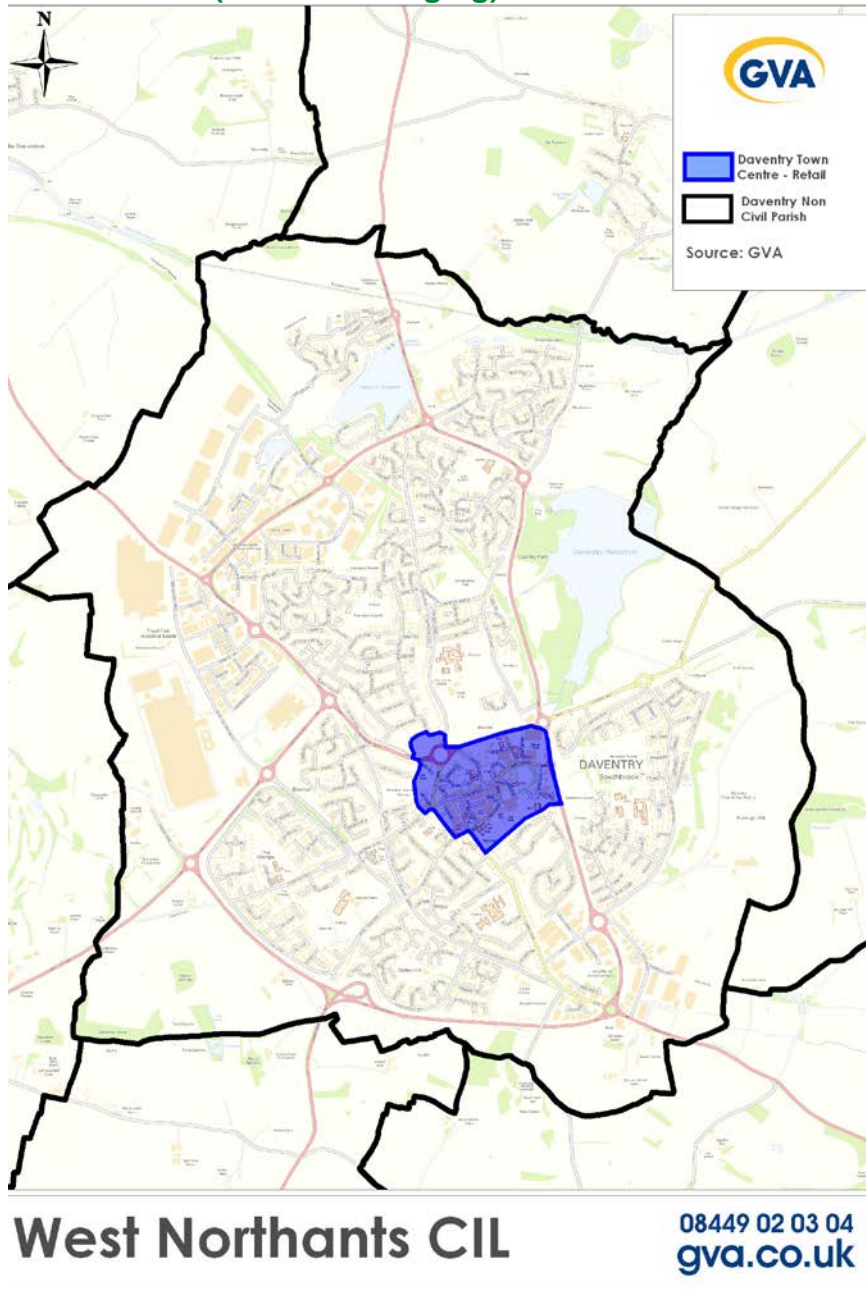
Daventry District Council Preliminary Draft Charging Schedule

| Development type | Levy per m ² |
|---|-------------------------|
| Residential Urban Zone (i.e. Daventry as shown in yellow and the SEs as shown in pink on the Charging Zone map below) | £50 |
| Residential Rural Zone | £150 |
| Retail (excluding central zone) | £100 |
| All other uses | £0 |

Residential charging zones



Central Zone (nil retail charging)



- 7.2 The rates will be charged against the Gross Internal Floor (GIA) area of all new dwellings and development exceeding 100 m².
- 7.3 In certain circumstances where a development includes the demolition of an existing building the GIA to be demolished can be deducted from the proposed floor space and CIL is then only charged on the overall increase in floor space. Deductions in respect of demolition will only apply where the building has been in continuous lawful use for

at least six months in the 12 months prior to the development being permitted. Where there is insufficient information or information of insufficient quality on GIA on demolition Daventry District Council as the charging authority will deem the GIA to be zero.

- 7.4 For changes of use where there is no new floor space created CIL will not be chargeable provided the development has been in continuous lawful use for the previous six months.
- 7.5 Daventry District Council will calculate the amount of CIL payable (the chargeable amount) in respect of a chargeable development in accordance with the formulae set out at Regulation 40 of the Community Infrastructure Regulations 2010. The charging rates proposed will be indexed to account for inflation in accordance with the Regulations. Full details of the way in which CIL will be calculated, together with an overview of CIL and the full Regulations can be found on the Government website: www.gov.uk
- 7.5 Once planning permission is granted, CIL Regulations encourage any party (such as a developer submitting a planning application, or a landowner), to take liability to pay the CIL charge. CIL liability runs with the land, therefore if no party assumes liability to pay before development commences the landowner will be liable to pay the levy.
- 7.6 In accordance with the Regulations, where applicable the Council will issue a Liability Notice that states the chargeable amount on grant of planning permission or as soon as possible after the grant of planning permission.

8. When is CIL not payable?

8.1 The CIL regulations make a number of provisions for charging authorities to give relief from paying CIL. In some cases the CIL relief is compulsory as in social housing and in some cases it can be applied at the charging authority's discretion. CIL relief means CIL does not have to be paid against a development that would otherwise be liable (an exemption from paying the charge) or a reduction in the amount payable is made. There are three forms of relief possible:

- Social housing relief – the regulations give full relief from paying CIL on the proportion of the chargeable development intended for social housing. Social housing relief is calculated according to three formulae in regulation 50 of the CIL regulations.
- Charitable relief – available to charitable institutions and is mandatory and in part discretionary. CIL Regulation 44 allows a charging authority the opportunity to offer discretionary relief to a charity landowner where the greater part of the chargeable development will be held as an investment, from which the profits are applied to charitable purposes
- Exceptional circumstances relief – a discretionary relief operated only in exceptional circumstances where a specific scheme cannot be brought into viability if it pays the full CIL charge and the charging authority consider it justifiable and expedient to do so.

8.2 Exceptional circumstances relief may only happen if a planning obligation of greater value than the chargeable amount has been entered into in respect of the planning permission which permits the chargeable development and the charging authority considers that payment of the levy would have an unacceptable impact on the economic viability of the development. Exceptional circumstances relief is discretionary and Daventry District Council does not intend to offer such relief as it considers that the viability assessment underpinning the CIL charging for the District is robust for all anticipated development in the District.

9. When is payment due?

- 9.1 CIL is payable on commencement of development but the Council are able to introduce payment by instalments. This would need to be agreed before any development commences and be in accordance with a published policy.
- 9.2 In line with 69B of the CIL Regulations 2011 the instalment policy is not part of the charging schedule and will not form part of the examination. The instalment policy can be introduced, withdrawn or amended at any time with 28 days' notice.
- 9.3 There may be circumstances where it will be more desirable for a charging authority to receive land instead of money to satisfy a charge arising from the levy. The Regulations allow charging authorities to accept transfers of land as payment 'in kind' for the whole or part of the levy provided the land is used to facilitate the provision of infrastructure to support the development of the charging authority's area. Such an agreement must be entered into before the commencement of development and cannot form part of a planning obligation. In accordance with the statutory definition, 'land' can include buildings so it would be permissible, by agreement, for part of a CIL liability to be met through the provision of, example, a school building.

10. How will CIL be Collected ?

- 10.1 Daventry District Council will be the Collecting Authority for the purpose of Part 11 of the Planning Act 2008 and the CIL Regulations 2012 (as amended). When planning permission is granted Daventry District Council will issue a liability notice setting out the amount payable and the payment procedures. A simplified procedure is set out below.

