



**Transformation and Improvement  
Overview and Scrutiny Committee**

**Part One Report of the Community  
Infrastructure Levy (CIL) Task and Finish  
Group**

13<sup>th</sup> April 2026

## **Acknowledgements**

The Task and Finish Group would like to thank everyone who attended discussions and provided them with valuable information in order to increase their understanding and awareness of the challenges and opportunities in relation to the Community Infrastructure Levy (CIL).

Whilst Task and Finish Group investigative working is open for any Member to attend for information, the CIL Task and Finish Group chair specifically invited the chair of the Partnership Working Task and Finish Group to attend meetings in order to join up any parallels between these two topics which are both on the Transformation and Improvement Overview and Scrutiny Committees work programme. Likewise, Shropshire Council's Planned Policy & Strategy Manager was invited to attend a number of meetings of the group with witnesses and therefore was able to hear firsthand the way in which CIL is addressed at other Councils.

## **Members of the Task and Finish Group**

Councillor Greg Ebbs (Chair)  
Councillor Sarah Marston (Vice Chair)  
Councillor Chris Naylor  
Councillor Peter Husemann  
Councillor Gary Groves  
Councillor David Minnery  
Councillor Carl Rowley  
Councillor Chris Lemon

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## **1. Context**

The Community Infrastructure Levy (CIL), introduced in April 2010, and adopted in Shropshire in 2012, allows Local Authorities to collect funds from developers who are undertaking new building projects. The money raised from developer contributions (including S106) is used for infrastructure such as transport, education and health, mitigating increased demand resulting from new development upon these services. Thus, ensuring that developers contribute to the cost of the infrastructure that their projects require, rather than placing the burden on local taxpayers.

Councils must publish annual reports on receipts and spending. The charging authority may set extra governance conditions and approval processes, which can be amended.

## **2. Scope of the work**

As Shropshire Council were one of the earliest adopters of the Community Infrastructure Levy (CIL), the Transformation and Improvement Overview and Scrutiny Committee felt that it was timely for a Task and Finish Group review of the decision making processes around the allocation of developer contributions. With the intention of determining whether this process adequately meets the needs of local communities in addressing the impact of increasing development. As well as considering ways in which Members can have increased involvement in the decision making processes around CIL.

The Task and Finish Group formed in November 2025 and is made up of a cross-party membership. Their initial aim was to explore whether the allocation of CIL funds was an appropriate and transparent decision making process and provide assurance that this process was fit for purpose in meeting the needs and demands of those localities that need it most.

At Transformation and Improvement Overview and Scrutiny Committee on the 19th January 2026 the Task and Finish Group chair proposed an amendment to the Terms of Reference of the group, which was accepted by the Committee.

The amended Terms of Reference allowed the group to expand their remit, beyond looking at the way CIL is allocated, to developing a more comprehensive and in-depth understanding of CIL in its entirety. This holistic approach was to deliver robust and informed recommendations of the whole process to Transformation and Improvement Overview and Scrutiny and to Cabinet.

The following report details the first part of the work of the group, and their findings, in relation to Shropshire Council's method of CIL allocation, and recommendations with regards to the 90/10 split. This report is being presented to Scrutiny and Cabinet now, to align with local plan discussions. The remainder of the Task and Finish Groups' work will be reported upon at a later date.

### 3. Objectives

- To make recommendations to Cabinet concerning the process of allocating of CIL funds to infrastructure projects, including, but not limited to, the role of Elected Members in this process.
- To consider the suitability of the 90/10 allocation split between CIL Local and CIL Strategic, especially in the light of growing strategic infrastructure demands, and the way the Council could more efficiently allocate CIL to projects.
- To review the criteria by which the Internal Infrastructure Group assess Expressions of Interest for CIL funding, and at which point Members are involved in this process.
- To examine how the Council agrees the distribution of CIL to specific infrastructure projects, the geographical spread of these and the transparency and timeframes of the decision-making process.
- To consider how to best align with the recommendations of July 2024 the Economy and Environment Overview and Scrutiny Committee Developer Contributions Report and work underway by officers who are currently preparing a Developer Contributions Supplementary Planning Document.

### 4. What the Task and Finish Group have done?

The CIL Task and Finish Group have undertaken significant research, background reading and studied the reports of past Shropshire Council working groups set up to review CIL determination and allocation and felt that the conclusions needed revisiting.

They also held several meetings to understand this topic in detail including discussions with -

- Shropshire Council's Planning, Finance, Legal and Highways officers
- The Portfolio Holder for Planning
- The Portfolio Holder for Finance
- The Deputy Leader
- The Infrastructure Group Leader from Cornwall Council
- The Head of Planning at Cheshire East Council
- Chairs and Clerks from several Shropshire Town and Parish Councils

Over the course of these conversations Members of the Task and Finish Group heard that the Community Infrastructure Levy (CIL) was adopted by Shropshire Council on 1st January 2012, to help fund supporting infrastructure across Shropshire. The CIL Charging Schedule, [CIL charging schedule | Shropshire Council](#), sets out the type of development the CIL applies to, and the cost of this. In Shropshire, CIL is chargeable on developments of one or more new open market dwellings, residential extensions of more than 100sqm of new floorspace, and

residential annexes that are not self-contained. CIL, in Shropshire, is not chargeable on commercial development or affordable housing. Self-Build properties can also benefit from CIL relief.

Further to this 15% of all CIL collected by Shropshire Council is sent to the relevant Parish and Town Council each April (where development occurred); this is called the **Neighbourhood Fund** and is a mandatory requirement of legislation. This amount increases to 25% in areas with an adopted Neighbourhood Plan. 5% of CIL is retained by Shropshire Council to support the administration of the service - this is also a mandatory requirement of legislation. The Neighbourhood Fund is in addition to the Local Infrastructure Fund (see below) and can be utilised in conjunction with Town and Parish Councils to deliver the agreed infrastructure priorities identified through the **Place Plan** documents.

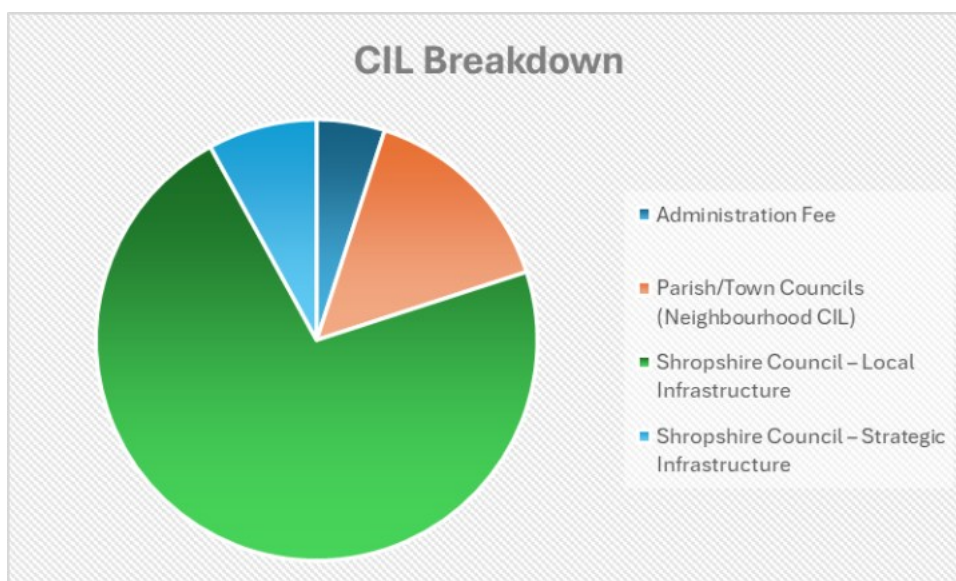
Of the remaining CIL, Shropshire Council splits this into two categories: **CIL Local** (90%) and **CIL Strategic** (10%). CIL Local is Shropshire Council owned CIL which is ringfenced to be spent upon local infrastructure priorities within the relevant Place Plan area where the development occurred, as identified by Town/Parish Councils; whilst CIL Strategic is not ringfenced and can be used on strategic infrastructure priorities of countywide and strategic importance across Shropshire.

This is a distinctive funding split that isn't based on national rules. The 90/10 model, used in Shropshire, aims to give local areas clear benefits from development while still allowing flexibility to fund strategic projects supporting growth across the county. Both Local and Strategic Community Infrastructure Levy (CIL) allocations are decided by officers, and CIL operates as an administrative function rather than a member-led one. This method is intended to prevent partiality and political intervention in allocation decisions, but it has drawbacks, including reduced transparency, lack of member involvement, and accountability.

As an early adopter of the Community Infrastructure Levy (CIL), Shropshire Council introduced the 90/10 allocation model before the national requirement for a 15% neighbourhood CIL share was implemented, making this governance approach unique in the UK.

**Example Distribution of £10,000 CIL liability:**

- £500 – Administration
- £1,500 – Neighbourhood Fund
- £800 – Strategic Infrastructure
- £7,200 – Local Infrastructure



Both CIL Local and CIL Strategic are the responsibility of Shropshire Council to allocate to infrastructure projects. Other developer contributions in the form of **Section 106** are used for larger or more complex schemes where CIL alone is insufficient (e.g. Ottley Road combined CIL and Section 106).

From 2020, Shropshire Council are required to publish an Annual Infrastructure Funding Statement, detailing how much CIL and S106 contributions have been collected and how this has been spent. This also includes an Infrastructure List which sets out how Shropshire Council may use CIL Local and Strategic funds. The 2025 Annual Infrastructure Funding Statement can be accessed via the link below – <https://next.shropshire.gov.uk/media/lpoo4zqb/annual-infrastructure-funding-statement-2025.pdf>

In Shropshire applications for CIL funding are made through an Expression of Interest (EoI) to the officer led Internal Infrastructure Group (IIG). This process is set out in the flowchart at Appendix A. The Task and Finish Group heard from Shropshire Council planning officers that the criteria used to assess expressions of interest are largely based around the following four key questions –

- Is the project Council infrastructure, or could it be capitalised?
- Does the proposal mitigate the impacts of the development that has taken place in the area?
- Is the scheme identified in the place plan?
- Are there any competing projects we know about on the place plan that may require funding ahead of this?

The Task and Finish Group were keen to understand where elected Members could add value as part of this decision making and allocations process and were interested to learn how this appeared to already be working well at Cornwall Council. The Cornwall Council, Summary Information Sheet at Appendix B explains that – *“Projects progress from a short Expression of Interest to a full application, with officer assessment, an advisory panel (members and parishes), and final approval by the Service Director and Portfolio Holder.”*

In Shropshire the Internal Infrastructure Group are purely officer led. These are operational decisions rather than policy decisions and whilst it is advised that any applicants should seek Member support ahead of making their application, the only Member involvement is for large scale projects that would have to go to Cabinet or Council, as described below –

*“IIG can provide a final decision on projects up to £500,000. For those projects between £500,000 - £1 million they will need cabinet approval to proceed. Projects in excess of £1 million will then need to obtain council approval.”*

Finance officers confirmed that this threshold aligns with Council financial regulations and changing it would require broader policy amendments. However, the Task and Finish Group felt that the distinction between Member awareness and Member decision making was a key consideration here. Whilst the Portfolio Holder for Planning occasionally gets verbal updates from the IIG he doesn't receive the meeting minutes, agenda or copies of the IIG quarterly meeting reports, suggesting that member involvement could be enhanced through increased awareness and oversight.

Developing an understanding of the potential role Members could play in this process was a key objective of the Task and Finish Group's work. This was echoed in their discussions with the Portfolio Holder for Finance who confirmed that some local authorities do have member involvement via area committees, and believed that Members should be involved in discussions, but not decisions, recognising that these are operational.

Over the course of their discussions both with Cornwall and with Cheshire East the Task and Finish Group were keen to understand how CIL could be shaped and modelled to best suit Shropshire, and in doing so learn from best practice at other authorities. Both Appendix B and Appendix C detail how CIL operates in Cornwall and in Cheshire East respectively, and the table at Appendix D summarises this detail for ease of comparison alongside Shropshire.

Cornwall Council adopt a process of themes each year to allocate CIL towards, as described in more detail at Appendix B - *“Funding priorities are set jointly by the Portfolio Holder and Service Director, guided by themes such as children and young people, low carbon, and connecting communities”*. In Cornwall, the Local Plan outlines long-term strategic requirements, while neighbourhood plans highlight infrastructure of local significance, therefore CIL funds projects between £20,000 to £100,000 only, and the strategic pot is used for bigger projects

Cheshire East, by comparison to Shropshire, are relatively new adopters of CIL, having only had CIL formally in place for a few years. During their discussion with the Head of Planning at Cheshire East, the Task and Finish Group learned that the decision was made to let their CIL pot build up for the first few years after inception. Process documents were adopted at the end of 2024; therefore, they have only gone through one full cycle of the CIL process to date.

Decisions on CIL spending at Cheshire East are currently made annually through the Council's Medium Term Financial Strategy (MTFS) rather than a separate CIL governance process. These are generally well known, well documented projects,

that are very much Cheshire East driven projects and have mostly been highways or education related. The neighbourhood fund is used for local projects, and there is an audit of these undertaken by way of oversight / check and balance, however there is a wide remit that towns and parishes could spend it on, classed as infrastructure.

At Cornwall Council CIL applications, which are mainly community based, are first assessed by an officer team to ensure accuracy and completion before going before the CIL advisory fund panel, which consists of 6 members of the planning partnership and local councils involved in planning, who can provide input at this stage. The application is then sent to the Portfolio Holder to approve. After this the applicants move towards submitting a full application and another assessment takes place based upon scored criteria – considering need / speed of delivery / cost / funding package. The service director and portfolio holder agree the final decision.

The Infrastructure Group Leader at Cornwall Council explained that Community Infrastructure Levy (CIL) expenditure is monitored with technical checks taking place throughout the process. The CIL money is not issued at the start of a project but instead is claimed retrospectively on provision of evidence of expenditure, and updates are received throughout the process.

The Place Plan process is one that is unique to Shropshire, these provide the evidence base to support the use of CIL, with the basic principle in place that CIL should be used to support the cumulative infrastructure needs of development. In discussions with Town and Parish clerks and chairs the group heard from one parish how Place Plans are a key component of any arrangements as they require rigour and discipline for Parish Councils to have a chance of successful finance bids. They also heard that for small parishes the cost of putting these in place was prohibitive. In Cornwall they are trialling Neighbourhood Priority Statements which will primarily help to inform the local plan and consider these aspects of the local area.

The Task and Finish Group were particularly interested in Cornwall's approach to CIL, noting differences in strategic project funding, consultation mechanisms, and the use of the neighbourhood priority statements, and considered the applicability of these models to Shropshire, mindful that the geography of Shropshire is different. Members considered the possibility of revising place plan areas in favour of more fluid, community-focused allocation mechanisms, similar to Cornwall's approach. They also noted that Cornwall's Cabinet can annually refocus CIL priorities, a model that could potentially enhance strategic flexibility in Shropshire. Members of the Task and Finish Group noted that due to the increasing financial pressures on Shropshire Council resources, CIL allocation is often reactionary, rather than a more strategic resource which forecasts and provides for future challenges such as population growth and natural changes to the environment.

The Task and Finish Group were keen to understand potential options for a change to Shropshire's 90% / 10% split between CIL Local and CIL Strategic in the light of increasing demands to strategic infrastructure. This division is specific to Shropshire and is not a mandatory requirement of CIL regulations. It is, however, a regulatory requirement that CIL is used for infrastructure to support development in a local area. The group discussed various alternative splits (e.g., 25-75, 50-50, or a complete reversal of the 90-10), with consensus that the precise ratio should be

determined based on statistical analysis of needs and allocations, rather than fixed opinion.

Shropshire Council also maintains a good reserve to plan ahead and help manage the mitigations of the significant housing growth expected over the next few years. The Task and Finish Group heard from Planning officers how the unallocated reserve is beneficial in allowing the Council to future proof and become less reactionary. Through close working with partners the Council can benefit from a more strategic approach to planning infrastructure for the future.

In discussions with the Deputy Leader, the Task and Finish Group heard that the administration would be open to exploration of an alternative to the 90/10 split with the aim of resetting CIL to realign with its core purpose of delivering schemes with clear visible community benefit, with allocation based more upon countywide need. Strengthening the links between CIL, Place Plans and Capital Plans.

The Task and Finish Group also discussed with the Deputy Leader the potential for a regular CIL spending report going to the relevant Overview and Scrutiny committee which would monitor and provide oversight of local schemes, understanding when things are being delivered, where the hold ups are, and monitoring any backlogs. The group discussed options around pausing new expressions of interest to allow delivery to catch up with any backlog and noted that additional CIL allocations have recently been made to enable the completion of legacy projects.

Members heard that a number of already approved CIL projects had not yet been delivered due to insufficient in-house resources, over-approval without project coordination, and underestimation of the total required funding - as project costs have increased in line with delays. This was echoed in their conversations with Finance leads on the IIG group who discussed how the purchasing power of unspent CIL funds can decrease over time due to inflation, as interest earned does not compensate for rising construction costs, leading to a form of depreciation if funds are not used promptly. Finance officers also clarified that interest earned on CIL funds held by the Council is not ring-fenced to CIL but is pooled with other Council investments and supports the general revenue budget.

The Task and Finish Group were keen to ensure that town and parishes were supported and enabled in how they choose to spend their CIL money, by having the right resources, and a clear understanding of the process. Including the need for improved guidance and education to ensure effective use of funds.

For example, one of the clerks that the Task and Finish Group heard from believed that the window for requesting funding had not been open for a number of years. However, Planning officers confirmed to the group that whilst the process for submitting expressions of interest for CIL funding had previously been paused it is now reinstated. Therefore, communication to Town and Parish Councils about this change appears to be inconsistent, leading to confusion among stakeholders.

The Portfolio Holder for Finance and the Deputy Leader both echoed this point in their separate conversations with the Task and Finish Group. It was clear when the Task and Finish Group spoke with a selection of Shropshire Town and Parish

Council clerks that there was a divide in their understanding as to what CIL money could be spent on, and how to access the process to ensure delivery of much needed schemes that they have previously struggled to get off the ground.

With one clerk commenting as follows - *“The current Community Infrastructure Levy (CIL) funding arrangements administered by Shropshire Council do not appear to work effectively for Town Councils, and there are several structural issues that limit their usefulness for meeting local infrastructure needs.”*

Planning officers explained to the Task and Finish Group that in the past 18 months, Shropshire Council has begun requesting regular returns from parishes on their CIL spending, primarily to encourage utilisation of local funds before Council funds are allocated. Technically, Town and Parish Councils have 5 years in which to spend their Neighbourhood Fund allocations, after which time Shropshire Council are able to claw this money back, however the Task and Finish Group were assured by Planning officers that this has never happened and is unlikely to happen, due to the potential for damaging relationships.

The group also heard from Town and Parish clerks about how the specific needs of individual towns and parishes are in danger of becoming overshadowed by overarching regional priorities. As a result, certain communities may receive minimal or no direct benefits from developments occurring in or near their vicinity. A more balanced strategy would involve allocating and safeguarding a portion of funding specifically for the parish or town where the development takes place. By resetting the split between CIL Strategic and CIL Local, it might allow parishes opportunities for engagement around schemes that affect them and give local members greater input.

The Task and Finish Group felt that improved engagement with Town and Parish Councils was key as well as having more robust mechanisms in place to ensure that communities benefit from infrastructure funding associated with local development. One Parish Council cited the following as key to improving communication moving forwards -

- Transparency – we need to be kept informed and regularly reminded of the rules and procedures
- Liaison – we used to have a Council officer to whom we could seek advice and updates. That person also acted as our link to the Council and its business.
- Communication – we must have regular communications on the progress of our CIL applications and opportunities to fight for our funds

Furthermore, the Task and Finish Group believed that communications with residents, town and parish clerks, and local members, perhaps through existing networks such as Shropshire Association of Local Councils (SALC), could be improved so that people can see that there are tangible benefits to having developments in their areas.

Cornwall Council reported that they had been pleased with their member engagement, in that it helped to promote understanding of these mechanisms amongst local communities. In particular, they publish news articles two or three

times a year to local parishes and social media about projects that have been supported.

## 5. Key Findings

This first phase of the Task and Finish Groups' work has primarily explored the allocation of the Community Infrastructure Levy (CIL), both through local and strategic projects and how it can best support the impact of new developments upon local communities and countywide. Throughout the course of their discussions the group have been able to see emerging themes, and potential to learn from best practice both in Shropshire and elsewhere. They have been able to recognise areas where processes that are already in place in Shropshire are working well, as well as considering where changes could have real impact and add value.

The Task and Finish Group reviewed the minutes from past Internal Infrastructure Group (IIG) meetings and were concerned that these lacked detail, structure, formatting, and transparency. They were keen that formalised, standardised minutes are taken at these meetings that are later shared with relevant parties.

Greater transparency and information sharing could be achieved by increasing awareness of CIL allocation and delivery through regular reports to the Portfolio Holder for Planning or by presenting a CIL spending report to the relevant Scrutiny Committee.

Amongst these emerging themes, the subject of communications was repeatedly raised. The Members of the Task and Finish Group themselves admitted that they had limited knowledge of the Community Infrastructure Levy before commencing this piece of work and they valued the learning they have undertaken as a result. Therefore, it might be assumed that other elected Members would benefit from increased insight and understanding of the developer contributions process.

Likewise, the understanding of CIL between those Town and Parish Council chairs and clerks that the group spoke to varied significantly. The Task and Finish Group propose in their recommendations below that this is addressed, perhaps through increased communication with Shropshire Association of Local Councils (SALC).

The Task and Finish Group also felt that residents would benefit from communications outlining where CIL money had been spent to alleviate the impact of any development within their area.

A key focus of the Task and Finish Group was the consideration of the 90/10 split between CIL Local and CIL Strategic, and whether this balance could be adjusted to achieve greater impact. The group heard a range of views on the matter, from a complete reversal of the split to proposals for a more moderate adjustment, such as a 70/30 division. Members spent time carefully weighing the merits of each approach but were unable to reach a final decision at this stage.

After consideration, a majority voted in favour of a resolution to revisit the issue later. However, there was a recognition among members that the current arrangement may not be ideal, and this decision could be better determined by Cabinet.

The Task and Finish Group were impressed with the Cornwall model (Appendix B) rather than the Cheshire East model (Appendix C) and preferred the greater community involvement approach that Cornwall adopt. This is something they felt could be explored for suitability to Shropshire.

The Task and Finish Group would also like time to explore in greater detail ways in which the management and administration of CIL Local, under new arrangements, could be undertaken by Community Boards which would be Member led with support from officers. These boards would consider expressions of interest against set criteria from Town and Parish Councils for use of the remaining CIL Local fund. As this is CIL funding Shropshire Council must ensure that it is applied in line with CIL regulations, government policy and can be properly accounted and audited by Shropshire Council. This is something they would like to ask Transformation and Improvement Overview and Scrutiny Committee to undertake.

The way in which CIL is charged on developments, the collection of CIL and the impact upon developments will be addressed in the next phases of work that the Task and Finish Group are undertaking, and the findings of these will be reported to Committee in due course.

## 6. Conclusions and Recommendations

The Task and Finish Group propose the following recommendations to Cabinet which are evidence based as a result of their various investigations to date.

### **Recommendation 1 – Consideration of the revision of the 90/10 split between CIL Local and CIL Strategic funds.**

The Task and Finish Group felt in the majority although not unanimously, that they were unable to reach a fully informed decision on this point at this stage. It was therefore agreed that any determination should be deferred until further information becomes available. The group recognised that ultimate decision-making authority rests with Cabinet and that Cabinet may be better placed to make an informed decision, with the findings of this report contributing to that process.

The group also recognised that towns impacted by developments in neighbouring wards do not necessarily benefit from CIL and demand on local services is not limited to place plan areas but is more fluid. The group therefore resolved to revisit this matter at a later date, once further information is available or for a decision to be made by a more informed party such as Cabinet.

**Recommendation 2 – Annual CIL Strategy**

The Task and Finish Group recommend that the overall direction and prioritisation of CIL Strategic and CIL Local money be subject to an annual strategy document that is developed by Cabinet and agreed by Council. This would be implemented by officers through the Internal Infrastructure Group.

**Recommendation 3 – Internal Infrastructure Group (IIG)**

The Task and Finish Group ask that Cabinet review the decision making structure of the IIG by amending its composition to allow more Member insight. It is recommended that Cabinet and Portfolio Holders should be invited to observe IIG meetings, via MS Teams.

IIG quarterly reports, annual statements, formal minutes and actions should be routinely shared with Cabinet and Portfolio Holders.

IIG meeting minutes should be formal, standardised and shared with those Local members affected by the developments discussed and made available on the Member Gateway.

Reporting should also include the outcome and completion of previous CIL funded projects, as well as those applications that have been unsuccessful together with an explanation as to why.

A regular CIL spending report should also be presented to the relevant Scrutiny Committee, including updates on smaller schemes and their delivery status, to improve transparency and information sharing.

**Recommendation 4 – Alternative Models**

The Task and Finish Group were particularly impressed with the Cornwall model (Appendix B) regarding its methods of determination, member involvement and allocation, and favoured a community led approach that Cornwall adopt. After further discussion the T&F Group were not in favour of the Cheshire East model (Appendix C) due to limited community involvement and large sums of money spent on a small number of projects.

Members recommend that Cabinet explore the Cornwall model in more detail, with a view to seeing how this could work in Shropshire.

**Recommendation 5 – Town and Parish Council Communication and Awareness**

Ongoing and regular communication and guidance around CIL should be shared with Town and Parish Councils through Clerks Networks and the Shropshire Association of Local Councils (SALC)

Provision of CIL training events could be explored with SALC as well as increased promotion through digital media via video and literature format.

The Shropshire Council websites planning pages should include signposting to CIL for ease of user engagement and include clarification of the application processes and fund usage, in order to address ongoing confusion and ensure effective use of funds. Inclusion of information about previously successful projects would help in providing guidance to Town and Parish Councils.

In addition, it is recommended that options are explored for a member dashboard or BOT specifically for town and parishes. This could contain CIL information as well as wider town and parish communications and information.

#### **Recommendation 6 – Member Communication and Awareness**

The Task and Finish Group propose that a button is added to the Member Gateway which will give them access to the most up to the minute and live data available, detailing CIL spend in local areas, including progress of applications, completion, timescales and outcomes.

A document on the planning portal could also show how CIL money has been used.

#### **Recommendation 7 – Resident Communication and Awareness**

Enhance communication to residents by highlighting tangible benefits from CIL-funded developments both in physical and in digital format.

Increase resident understanding and awareness through publicising completed projects as a result of CIL applications

Increase community groups understanding of what CIL is, how to apply for it and explore ways to make it accessible not just to Town and Parish councils, but the wider community through digital means. Some discussion was put forward that Members should be actively engaged to inform their parishes on how CIL works.

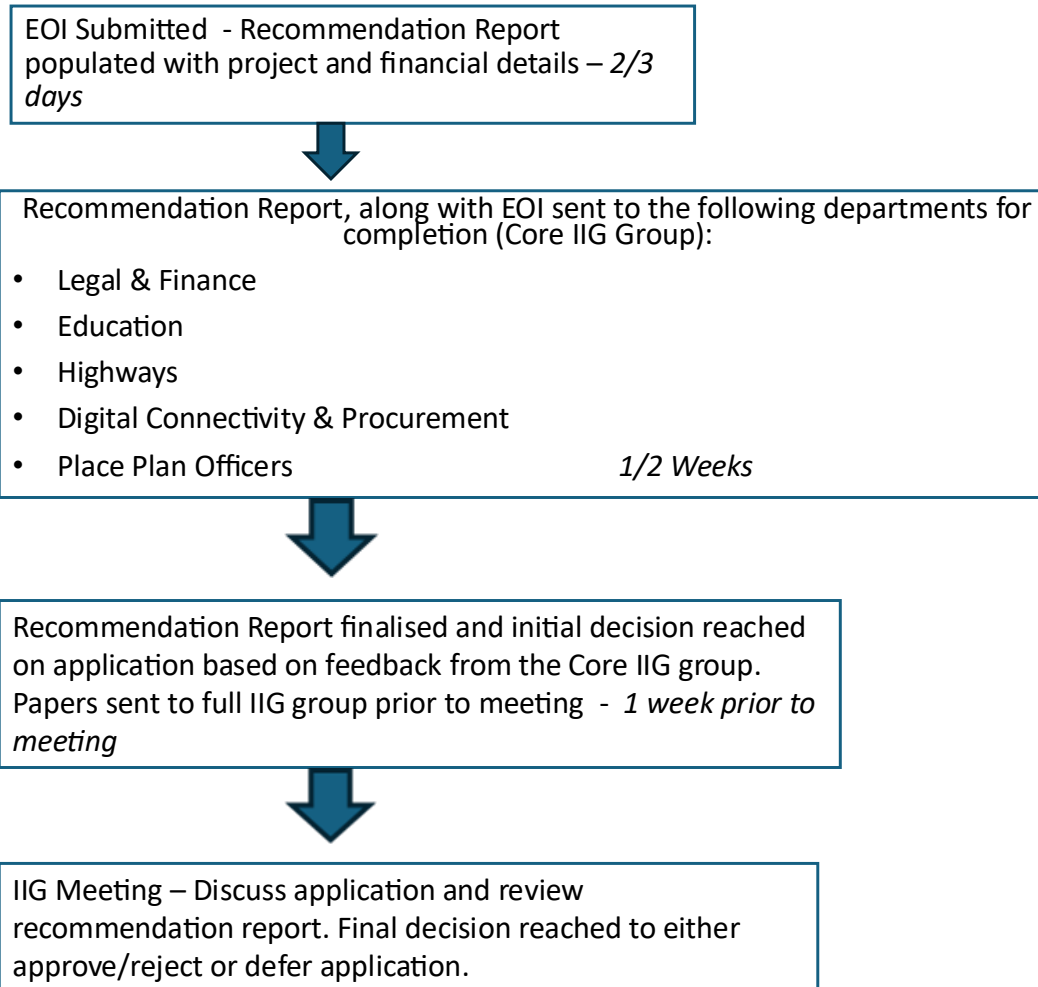
#### **Recommendation to Transformation and Improvement Overview and Scrutiny Committee –**

#### **Recommendation 8 – Community led boards**

The Task and Finish Group propose that work is undertaken through the Transformation and Improvement Overview and Scrutiny Committee to explore how the management and administration of CIL Local might be undertaken by Community Boards under new arrangements, these would be Member led with support from officers. These boards could operate on a multi-divisional / multi ward basis.

## APPENDIX A

### IIG Application Assessment and Decision Process



## APPENDIX B

### Cornwall Community Infrastructure Levy (CIL) Cornwall Council – Summary Information Sheet *Based on officer engagement, February 2026*

#### **Purpose**

This note summarises key features of Cornwall Council's CIL model and highlights observations relevant to Shropshire's review of CIL governance, funding priorities, and engagement.

#### **Overview**

Cornwall Council introduced CIL in 2019, following a Cabinet decision, to support community-led and strategic infrastructure through a themed and transparent funding framework. Annual income has ranged from £4–6m, with lower recent receipts reflecting high levels of self-build and a slowdown in housing delivery rates. As of early 2026, approximately £4.5m remains unallocated, with £0.5m of this due for distribution to Zone 5 parishes in April 2026. Cornwall's approach prioritises project spend, rather than holding significant long-term reserves.

#### **Charging Zones and Rates**

Cornwall operates five charging zones for residential development, with CIL applied in four. Zone 5 carries no CIL charge, but parishes still receive funding via a central Zone 5 pot.

- Zone 1 – Highest value areas (main urban and coastal markets), where the highest residential CIL rates apply
- Zone 2 – High-medium value areas
- Zone 3 – Medium value areas
- Zone 4 – Lower value areas, with reduced CIL rates
- Zone 5 – Lowest value and rural areas, where no CIL is charged, but parishes still receive funding via a central Zone 5 pot

Residential CIL in Zone 1 (highest value areas) is £400 per m<sup>2</sup>, alongside a 50% affordable housing requirement, though delivery is constrained by the predominance of self-build.

Commercial CIL applies only to out-of-town non-food retail, supermarkets, and restaurants (including drive-throughs) at £100 per m<sup>2</sup>. Factories are zero-rated.

#### **Relationship with Section 106**

Section 106 is negotiated site by site and used for site-specific mitigation, while CIL funds wider infrastructure. Some developments are liable for both. CIL is viewed as more predictable and enforceable. Parish boundaries are used for local allocations.

#### **Local Priority Statements and Place Plans**

Cornwall sets infrastructure priorities through a tiered approach. The Local Plan establishes long-term strategic need, while neighbourhood plans identify locally important infrastructure. These are translated into short- to medium-term, deliverable priorities through themed priority statements and funding frameworks, which guide how CIL and related funding are allocated in practice.

## **APPENDIX B**

Strategic example (Local Plan / IDP):

A major housing growth area identified in the Local Plan generates the need for a new primary school and supporting transport infrastructure. While CIL cannot fund the full scheme, Strategic CIL is used to support enabling works, such as land assembly or access infrastructure, where this helps unlock delivery.

Local example (Neighbourhood / community):

A neighbourhood plan identifies poor pedestrian access between a settlement and a railway station. This locally evidenced priority is taken forward through the Community CIL Fund, supporting delivery of a new footpath or ramped access, subject to alignment with funding themes and deliverability.

### **Funding Structure and Priorities**

Two funding streams operate:

- Community CIL Fund (£20k–£100k) for locally led projects
- Strategic CIL Fund for larger infrastructure, including enabling affordable housing and connectivity

To date, Cornwall has funded approximately 90 community projects and 8 strategic projects.

Funding priorities are set jointly by the Portfolio Holder and Service Director, guided by themes such as children and young people, low carbon, and connecting communities.

### **Application, Assurance and Systems**

Projects progress from a short Expression of Interest to a full application, with officer assessment, an advisory panel (members and parishes), and final approval by the Service Director and Portfolio Holder.

CIL is payable on commencement, with the number of payment instalments available increasing for larger sums.

Spend is claimed retrospectively, supported by evidence, progress reporting, and procurement controls (minimum three quotes).

Administration is managed through IDOX and Exacom, supported by an interactive charging map.

### **Communication**

Transparency is supported through an Annual Infrastructure Funding Statement (which reports on s106 and CIL income and spend), an interactive Story map which is updated quarterly, parish-focused communications, and member engagement.

### **Key Observations Relevant to Shropshire**

- Less emphasis on highways spend
- Greater focus on small-scale community projects
- Strong member and parish involvement via advisory panels and themed priorities
- Clear political accountability alongside officer assessment
- Less explicit treatment of interest on CIL receipts than Shropshire

### **Learning Points**

- Advisory panels can strengthen transparency and engagement

## **APPENDIX B**

- Clear themes aid understanding of funding decisions
- Regular communication builds confidence in CIL
- Planned spend reduces pressure to hold large unallocated balances
- Officer capacity limits the frequency of funding rounds

## APPENDIX C

### East Cheshire Community Infrastructure Levy (CIL) Cheshire East Council – Summary Information Sheet

*Based on officer engagement, February 2026*

#### **Purpose**

This note summarises key features of Cheshire East Council's CIL model and highlights observations relevant to Shropshire's review of CIL governance, funding priorities, and engagement.

#### **Overview**

The Community Infrastructure Levy (CIL) was adopted by Cheshire East Borough Council on 21 February 2019 with effect from 1 March 2019. CIL has only been formally in place for 4/5 years. Due to limited early receipts, the Council made a deliberate decision to allow CIL funds to build up for several years before allocating spend.

A small officer team manages CIL, with processes embedded within the Medium-Term Financial Strategy (MTFS). A formal CIL process document was adopted in late 2024, and Cheshire East has completed one full funding cycle to date. CIL is generally spent in full, with no deliberate long-term reserves.

#### **Charging Zones and Rates**

Cheshire East applies CIL only to residential development, using a zoning approach to reflect viability differences across the borough.

- Higher value areas are charged CIL
- Lower value and more deprived areas (e.g. Crewe) are zero rated

No geographic split is applied to how CIL is later allocated.

#### **Relationship with Section 106**

Section 106 is used for site-specific and local mitigation, including green space and smaller community infrastructure. CIL is focused on strategic, boroughwide priorities. Some developments are liable for both. Local provision is primarily expected to be addressed through Section 106 and neighbourhood funding, rather than through CIL.

#### **Infrastructure Priorities and Strategic Focus**

Cheshire East does not operate local priority statements or place-based CIL allocations. Instead, infrastructure priorities are established through internal officer assessment, aligned with the MTFS and wider capital programme.

CIL is predominantly used to support large, council led infrastructure projects, often where additional funding is required to close viability or delivery gaps.

#### **Strategic example:**

CIL has been used to support major schemes such as highways infrastructure, SEND school extensions, and leisure centre provision, where these align with corporate and service level priorities.

#### **Local provision:**

Smaller and site-specific infrastructure is generally delivered through Section 106 or a neighbourhood fund, rather than through the main CIL programme.

#### **Funding Structure and Priorities**

Cheshire East does not operate multiple CIL funding pots. Instead, CIL is allocated through a single strategic programme, with a strong emphasis on large scale infrastructure. Typically, 7–8 projects are funded per cycle.

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Funding priorities focus primarily on:

- Highways
- Education, including **SEND provision**
- Council owned leisure and community infrastructure

### **Governance, Application and Assurance**

CIL decisions are made through an officer led process, with allocations set as part of the annual MTFS and budget approval by Full Council. There is no member decision making panel, and limited member involvement in project selection beyond budget setting.

Funded projects are predominantly Cheshire East led, with the Council acting as applicant and delivery body. This approach provides direct control over delivery and value for money.

### **Payment and Viability**

CIL is a non negotiable charge, with limited evidence to date that it is acting as a barrier to development. Cheshire East reported no current viability issues linked to CIL, supported by zoning and zero rating in lower value areas.

### **Communication**

Information on funded projects is published online, and member awareness is primarily through budget papers and approved project lists, rather than through a standalone engagement or communications programme.

### **Key Observations Relevant to Shropshire**

Strong strategic focus, with most CIL funding directed to **large infrastructure projects**

- Limited local or parish level involvement in CIL decision making
- CIL operates more like a strategic capital contribution than a community funding tool
- Local infrastructure largely addressed through Section 106, not CIL
- Model reflects the most common national approach to CIL

### **Learning Points**

- An MTFS led approach provides clarity and certainty for major infrastructure
- Officer led decision-making reduces complexity but limits local visibility
- Absence of geographic or community-based allocation reduces local connection
- Zoning and zero rating can help manage development viability
- The model prioritises strategic delivery over member or parish engagement

## APPENDIX D

### CIL information for comparison

Key themes	Shropshire <u>Community Infrastructure Levy (CIL)   Shropshire Council</u>	Cornwall <u>Community Infrastructure Levy (CIL) - Cornwall Council</u>	Cheshire East <u>Community Infrastructure Levy</u>
<b>CIL commencement</b>	One of the earliest adopters of CIL in 2012.	CIL introduced in 2019	<p>The Community Infrastructure Levy (CIL) was adopted by Cheshire East Borough Council on 21 February 2019 with effect from 1 March 2019</p> <p>CIL has only been formally in place for 4/5 years, no money in first few years, so the decision was made to let the pot build up for a few years in the first instance. Process document adopted end 2024, so have only gone through 1 cycle of this.</p>
<b>CIL spend</b>	Applications for CIL funding are reviewed by the Internal Infrastructure Group (IIG) this decision making group is purely an officer led group which holds meetings approximately every quarter, to apply for CIL funding and have your project discussed at the upcoming IIG meeting, applicants must complete an Expression of Interest (EOI) form.	Following initial officer checks, applications go to a CIL advisory fund panel – 6 members of planning partnership, local councils involved in planning – input but not final decision. The service director and portfolio holder agree final decision based on officer recommendations.	Decisions on CIL spending are currently made annually through the Council's Medium Term Financial Strategy (MTFS) process rather than a separate CIL governance process.

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Key themes	<u>Shropshire</u> <u>Community Infrastructure Levy (CIL)  </u> <u>Shropshire Council</u>	<u>Cornwall</u> <u>Community Infrastructure Levy (CIL) -</u> <u>Cornwall Council</u>	<u>Cheshire East</u> <u>Community Infrastructure Levy</u>
	<p>Spend primarily on highways and education. There is also NHS/ICB interest and SC have spent some money recently to support delivery of GP surgeries as critical infrastructure.</p>	<p>Investment in leisure, education and... very little on highways. CIL fund priorities are set by the portfolio holder and service director – based on themes – i.e. children and young people, low carbon, connecting communities.</p> <p>CIL funds projects between £20,000 to £100,000 only. Strategic pot for bigger projects</p> <p>Cornwall have awarded 90 projects through CIL fund and 8 through Strategic fund</p>	<p>Mainly education and leisure, some highways.</p> <p>CIL spending decisions aligned to current strategic projects. Most money goes on big projects, not much local input/connection, S106, neighbourhood fund for local projects. These are Cheshire East driven projects.</p>
	<p>CIL Neighbourhood Fund is mandatory and represents 15% of the total CIL from a development being transferred to the parish or town council where the development occurred (this rises to 25% in areas with an adopted Neighbourhood Plan)</p> <p>CIL Admin is mandatory and equates to 5% of the total CIL. This is retained by the Council to support the wider administration of the CIL.</p> <p>From the remaining Shropshire Council has chosen to divide this into two pots:  <b>CIL Local 90% of the remaining</b> – this is allocated to projects within the Place Plan area</p>	<p>No place plans, use neighbourhood development plans, and starting to introduce neighbourhood priority statements (NPS)</p>	<p>In areas where the CIL levy operates, Parish Councils will receive a 'neighbourhood proportion' of the CIL money raised within their Parish. This neighbourhood proportion is up to 25% of CIL receipts in areas with an adopted Neighbourhood Plan and up to 15% (capped at £100 per existing council tax dwelling) in areas without a Neighbourhood Plan.</p>

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	<p><b>CIL Strategic 10% of the remaining</b> – this can be used across the wider county</p> <p>The 90/10 split described above is <b>not</b> a mandatory requirement of the CIL regulations</p>		
	Have a healthy reserve of £26M unallocated CIL	All planned spend, no reserve Peak CIL pot of £6m a year, last few years £4m a year – a lot of self-build developments, planning applications coming through but not necessarily reflective of the amount of CIL that comes through.	No reserves – spent in full each year – but then not running for long enough to build up much of a reserve
<b>Monitoring of CIL expenditure</b>	All T&PCs are requested to report back on what they have spent the Neighbourhood Fund on every Sept. SC can see what is in the pot, but we can't challenge how they use it, it is up to them to decide what they spend it on, however they have 5 years to spend it, or we have option to claw it back, but never have in the past	Monitoring of CIL expenditure, technical checks throughout process. Money is not issued at start but instead is claimed retrospectively on provision of evidence of expenditure, updates received throughout process.	
<b>CIL Charging</b>	Shropshire has two rates, urban and rural per square metre.	<p>Cornwall has 5 charging zones, only charges on 4 of them this zoning system is based upon affordable housing zones</p> <ul style="list-style-type: none"> <li>• Zone 1 most expensive areas – 50% affordable housing requirement - £400 per square metre.</li> <li>• Zone 5 areas CIL isn't charged on housing developments, but</li> </ul>	No area focussed split applied in Cheshire East, look at section 106 for local provision, and neighbourhood pot. However, there is an urban / rural split Crewe zero rated for instance in general terms.

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		neighbourhood payment still given to those areas as though they have had development at the same level.	
	Only charge on open market housing development – not employment / not retail. Self-build development can receive CIL relief if applicants follow agreed procedures.	Only charged on three specific types of out of town retail £100 per sq. m – non-food retail, supermarkets, restaurants (i.e. McDonalds) – zero rate on factories.	CIL is only charged on residential, and retail within Handsworth Retail Park and Grand Central Retail Park in Crewe.
	CIL is payable on commencement of development developers usually pay us in instalments and can be over a number of years if it is a very large development	CIL payment is triggered when permission commences	A development becomes CIL liable <b>from the date planning permission is granted</b> not when the planning application is submitted.
<b>Communications</b>	CIL annual funding statement	CIL annual Infrastructure funding statement, news articles two or three times a year to local parishes and social media about projects that have been supported.	
<b>Additional useful info</b>	<b>332,455 – Total Population *</b> 104 residents per square metre *	<b>583,289 – Total Population *</b> 165 residents per square kilometre * with the majority of settlements on or near the coast.	<b>421,298 – Total Population *</b> 361 residents per square kilometre *  Cheshire East are in a committee system but they are about to revert to a Cabinet model in May.

\*ONS 2024 Statistics