



TRAFFORD
COUNCIL

Trafford Community Infrastructure Levy: Infrastructure Note

May 2013



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1. INTRODUCTION

- 1.1 The justification for introducing a Community Infrastructure Levy (CIL) is based upon having sufficient infrastructure evidence to confirm an aggregate funding gap after all known sources of funding have been taken into account. The charging authority also needs to show the total target amount it proposes to raise through CIL.
- 1.2 The definition of infrastructure for the purpose of CIL is taken from Section 216 of the Planning Act (2008) (as amended by Regulation 63 of the CIL Regulations 2010): *Infrastructure includes roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities and open spaces.* This list is not exhaustive, and changes in the CIL Regulations and Localism Act have paved the way to expand this list and incorporate relevant revenue costs.
- 1.3 In determining the size of its total or aggregate infrastructure funding gap, the charging authority should consider known and expected infrastructure costs and all other sources of possible funding available to meet those costs. This process will identify a CIL infrastructure funding target. This target should be informed by a selection of infrastructure projects or types that are identified as candidates to be funded by the levy, in whole or in part, in the area.
- 1.4 The Government recognises that there will be uncertainty in pinpointing other infrastructure funding sources, particularly beyond the short-term. The focus is on providing evidence of an aggregate funding gap that demonstrates the need to levy the CIL.

Purpose

- 1.5 The purpose of this infrastructure note is to provide additional information to supplement and update that contained in the Council's Local Infrastructure Plan (September 2010). It will also take into account the developer requirements for the Strategic Locations as set out in the Trafford Core Strategy.
- 1.6 There is a focus on a number of infrastructure projects that are necessary in order to deliver the growth identified in the Trafford Local Plan: Core Strategy. It identifies the known costs and funding sources and the funding gap to which CIL funding may be applied is set out.
- 1.7 Essentially, this note identifies the funding gap and demonstrates that it is significantly greater than the anticipated level of CIL receipts over the plan period. It is anticipated that the implementation date for CIL in Trafford will be 01 April 2014, to allow a transitional period from S106 to CIL.

2. INFRASTRUCTURE ASSESSMENT

- 2.1 The role of the infrastructure assessment is to illustrate that the CIL total target amount is justifiable given local infrastructure need and is based upon appropriate available evidence. This evidence should demonstrate that the charging authority has achieved an appropriate balance between raising funds for

infrastructure and the potential effects (taken as a whole) of the imposition of CIL on the economic viability of development across its area.

2.2 The infrastructure assessment is derived from the Trafford Local Infrastructure Plan (September 2010) that was considered by an independent Inspector during the public examination of the Trafford Core Strategy in 2011. It takes account of the identified infrastructure needed to support the delivery of the Local Plan.

2.3 The working assumption for this infrastructure assessment is that the vast majority of strategic infrastructure, including that directly related to development at the Strategic Locations, is to be delivered through CIL rather than through Section 106 (S106) agreements in respect of specific developments. This approach has also been carried through in to the economic viability assessments underpinning CIL.

2.4 The statement on CIL and S106 sets out how the Council intends to use S106 planning obligations, following the adoption of CIL. A clear transparent system for identifying what infrastructure will be funded through CIL and what infrastructure will still be required through planning obligations will be introduced. It should be noted that S106 planning obligations will be site specific¹ and the exact details can only be determined at planning application stage.

2.5 Once CIL is implemented, the Revised Supplementary Planning Document 1 (SPD1): Planning Obligations and the Regulation 123 list (derived from the infrastructure projects and types set out in this note) used together, will provide assurances to developers that they are not paying twice for the same item of infrastructure.

2.6 A review of the key infrastructure projects required to deliver planned growth as set out in the Local Plan and the supporting Local Infrastructure Plan, along with the anticipated and known funding, has been carried out for the following types of infrastructure (as per the definition in the Planning Act 2008):

- Road and other transport facilities
- Flood defences
- Schools and other education facilities
- Sporting and recreational facilities and open space

Roads and other transport facilities

2.7 The table below sets out the future requirements for capital investment to ensure that there is suitable and sufficient provision of public transport to support future growth, especially in less sustainable locations. Also, where current highway infrastructure is not adequate to facilitate planned growth, future requirements for capital investment to implement the appropriate highway schemes.

2.8 To support the Core Strategy, the Council commissioned Transport for Greater Manchester (TfGM) Highways Forecasting and Analytical Services to undertake

¹ Site specific infrastructure that will continue to be required through planning obligations is not included within this Infrastructure Note.

bespoke transport modelling work for Trafford, to identify any transport issues in Trafford over the plan period, associated with cumulative growth across the conurbation. The report identified 5 key issues and suggested a number of mitigation measures required to offset the impact of development. These were specifically included as development requirements within the Strategic Location policies of the Core Strategy, where there were specific issues associated with development in these areas, and in more general terms in Policy L4.

2.9A number of funding streams have been identified to help fund the delivery of the required highway and public transport infrastructure required to support future growth in Trafford. These include funds secured from the following funding streams: Greater Manchester Local Transport Plan, Heritage Lottery, Sustrans Connect 2, Local Sustainable Transport Fund, Government grant, Regional Growth Fund and other regional funding, private developer contributions and existing Section 106 planning obligations.

2.10 The table shows that once all known funding sources are taken into account there is a funding shortfall of £186,223,000.

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
Bridgewater Way walking and cycling scheme MUFC to Cornbrook	600	0	0	600	SL1, L4, L5, L7, L8, W1, W2
Bridgewater Way walking and cycling scheme Parkway to Kelloggs Basin	471	94	377	0	SL2, L4, L5, L7, L8, W1, W2
Bridgewater Way walking and cycling scheme Kelloggs Basin to Sir Matt Busby Way	561	0	346	215	SL2, L4, L5, L7, L8, W1, W2
Bridgewater Way walking and cycling scheme Marsland Road to Broadheath	828	109	719	0	L4, L5, L7, L8, W1, W2
Wharfside Promenade Phase 2	200	200	0	0	SL2, L4, L5, L7, L8
New bridge crossing as part of the Irwell River Park scheme (Clippers Quay)	2,500	0	0	2,500	SL2, L4, L5, L7, L8
Strategic processional route (Sir Matt Busby Way / Waters Reach)	3,972	0	1,804	2,168	SL2, L4, L5, L7, L8
A strategic processional route with a high quality public realm area along Warwick Road and Brian Statham Way	5,765	0	0	5,765	SL3, L4, L5, L7, L8
Bridgewater Way transport scheme Barton Aqueduct to Parkway	352	145	207	0	SL4, L4, L5, L7, L8, W1, W2

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
Western Gateway Infrastructure Scheme (WGIS)	67,300	0	35,300	32,000	SL4, L4, L7, L8
Extension of Metrolink through Trafford Park	300,000	10,000	284,000	6,000	SL4, L4, L5, L7, L8, W1
Direct pedestrian link across Trafford Boulevard	10,000	0	0	10,000	SL4, L4, L5, L7, L8
Flixton Road/Manchester Road junction improvement works	1,300	0	1,300	0	SL5, L3, L4, L7
Carrington link road through the development site	16,000	0	1,400	14,600	SL5, L3, L4, L7, L8
Carrington link road to development site	3,000	0	0	3,000	SL5, L3, L4, L7, L8
Significant improvements to public transport provision in Carrington	100,000	0	0	100,000	SL5, L3, L4, L7, L8
Public realm improvements in Altrincham, Sale, Urmston and Stretford town centres	11,261	0	5,631	5,630	L5, L7, W2
At grade crossing facility across all arms of the Chester Road/Edge Lane/Kingsway junction and dual right turn lane in Stretford town centre	2,400	0	55	2,345	L4, L5, L7, W2
Bridgewater Way walking and cycling scheme A56 to Seamons Moss Bridge	480	0	0	480	L4, L5, L7, L8, W1, W2
Bridgewater Way walking and cycling scheme Seamons Moss Bridge to Warrington boundary	920	0	0	920	L4, L5, L7, L8, W1, W2
Replacement of Thorley Lane Bridge	5,500	0	5,500	0	R4, W1, L8
TOTAL (£000)	£533,409	£10,548	£336,639	£186,223	

Flood defences

- 2.11 Recent studies have been undertaken by the Council in conjunction with the Environment Agency, to assess flood risk from all sources in Trafford, to help guide future development.
- 2.12 To support the Core Strategy, the Council prepared a Strategic Flood Risk Assessment (SFRA), which comprises a Greater Manchester Level 1 study undertaken in 2008 and a more detailed level 2/Hybrid study undertaken for Manchester, Salford and Trafford in 2010/2011.

2.13 Since the Core Strategy was adopted in January 2012, the evidence base on flood risk has developed further with outputs from the Greater Manchester Surface Water Management Plan (SWMP) and initial mapping of ordinary watercourses for the Trafford Local Flood Risk Management Strategy. Further discussions on more recent modelling of flood risk from the Bridgewater Canal are ongoing. In addition, a successful legal challenge by Peel Holdings/ Manchester Ship Canal Company to the Environment Agency’s modelling of flood risk from the Manchester Ship Canal on its national Flood Map2 has led to revisions to the Flood Zones in a number of areas in Trafford.

2.14 These studies in combination have identified a number of areas in Trafford at risk from flooding, where flood defence measures are required to ensure that the levels of growth set out in the Local Plan can be delivered, and that additional land can come forward for development in the longer term.

2.15 The Environment Agency has a short to medium term plan of flood infrastructure projects, which include a number of schemes that are planned within the borough of Trafford:

- Timperley Brook, Altrincham – identified in the SWMP as a hotspot. There are an estimated 169 properties at risk (of which 59 are at Very Significant risk) from inadequate culvert/channel capacity
- Sinderland Brook, Partington – There are an estimated 220 properties at risk (of which 147 are at Very Significant risk)
- River Mersey Flixton – to reduce the flood risk from the River
- Mersey Strategy – Refurbishment of flood basin, Weir and channel revetments

2.16 The table shows that once all known funding sources are taken into account there is a funding shortfall of £8,825,000.

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
Timperley Brook, Altrincham - Reduce flood risk from Timperley Brook	4,575	0	92	4,483	L5
Sinderland Brook, Partington - Reduce flood risk from Sinderland Brook	738	0	66	672	L5
River Mersey, Flixton - Reduce flood risk from the River Mersey	268	0	48	220	L5
Mersey Strategy - Refurbishment of flood basin, Weir and channel revetments	3,450	0	0	3,450	L5

² It should be noted that the legal process is ongoing and further changes to the Flood Map may still occur.

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
TOTAL (£000)	£9,031	£0	£206	£8,825	

Schools and other educational facilities

- 2.17 To support the Core Strategy, the Council reviewed the current capacity of existing schools and identified future requirements for capital investment to ensure that there is suitable and sufficient provision of school places in Trafford to support planned growth.
- 2.18 The anticipated requirement for additional school places during the plan period is expected to be delivered through a combination of increasing the size of some existing schools where appropriate, and building new schools where necessary.
- 2.19 Capital funding for education provision comes primarily from an annual grant from the Department for Education (DfE). However, it is unclear at present how much DfE basic needs' allocation the Council will continue to receive going forward. Therefore, assumptions regarding the DfE basic needs' allocation have been made on the basis that it will potentially cover at least half of the cost of the provision of a new school and the full cost of any expansion to existing schools.
- 2.20 The table shows that once all known funding sources are taken into account there is a funding shortfall of £13,500,000.

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
Provision of new 1 form entry primary school to serve Pomona, Wharfside, Old Trafford and LCCC area	6,000	0	3,000	3,000	SL1, SL2, SL3, L3, L5, L7, L8
Increase intake at Old Trafford Primary School	850	0	850	0	SL2, SL3, L3, L8
Provision of new 2 form entry primary school in Carrington	9,000	0	4,500	4,500	SL5, L5, L7, L8
Provision of new 1 form entry primary school with the ability to expand to 2 form entry in Altrincham	6,000	0	3,000	3,000	L5, L7, L8, W2
Provision of new 1 form entry primary school or expansion of existing school in Stretford	6,000	0	3,000	3,000	L3, L5, L7, L8, W2
TOTAL (£000)	£27,850	£0	£14,350	£13,500	

Sporting and recreational facilities and open space

- 2.21 The Core Strategy was supported by a number of studies relating to sporting and recreational facilities and open space. These studies set out the current provision and quality of existing open space, indoor and outdoor sports facilities and areas of play in Trafford. They also identified areas of deficiency for each of these categories and indicated where improvements are needed to meet current and future demands of the local community.
- 2.22 Specifically, in terms of open space, any improvements to an existing open space are included within CIL. However, the provision of requirements for any new open space as part of a larger residential scheme will be delivered through S106 planning obligations.
- 2.23 The table shows that once all known funding sources are taken into account there is a funding shortfall of £24,215,000.

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
Development of a replacement facility at Stretford Leisure Centre including a swimming pool, sports hall and fitness facility	7,500	0	0	7,500	L7, R5
Replacement swimming pool and sports hall and fitness suite at Altrincham	7,500	0	0	7,500	L7, W2, R5
Parks and outdoor sports improvements to Borough and Town Parks (Longford Park, Victoria Park, Davyhulme Park, Worthington Park, Stamford Park, Cross Lane, Turn Moss, Beech Avenue, Flixton Park, Crossford Bridge)	6,000	0	1,900	4,100	L7, R5
Boroughwide play area upgrades	2,100	0	525	1,575	L7, R5
Parks infrastructure for Neighbourhood and Local Parks	1,500	0	300	1,200	L7, R5
Improvements to the Stretford Meadows area	750	0	250	500	L7, R3, R5
Sale Water Park improvements to visitors centre, car park, signage and nature reserve	2,000	0	600	1,400	L7, R3, R5
Improvements to sections of the Trans Pennine Trail at Stretford, Sale, Urmston	500	0	250	250	L7, R3, R5

Project	Total cost (£000)	S106 committed funding (£000)	Other committed /anticipated funding (£000)	Funding gap (£000)	Core Strategy Policy
and Carrington					
Improvements to the access infrastructure network, woodlands and nature conservation sites throughout the Mersey Valley and Bollin Valley	250	0	60	190	L7, R3, R5
TOTAL (£000)	£28,100	£0	£3,885	£24,215	

CIL Funding Gap

2.24 The estimated aggregate CIL funding gap is £226,883,000. This is set out below in the summary table by infrastructure type:

INFRASTRUCTURE TYPES	FUNDING GAP
Road and other transport facilities	£186,223,000
Flood defences	£8,825,000
Schools and other educational facilities	£13,500,000
Sporting and recreational facilities and open space	£24,215,000
TOTAL	£232,773,000

2.25 The total target amount of anticipated CIL funding for the period 1 April 2014 to 31 March 2026 is £41,510,218.

3. CONCLUSION

3.1 This infrastructure note has concentrated on a number of infrastructure schemes that are required in order to deliver the growth set out in the Local Plan. It has identified the known and anticipated levels of funding for the schemes and calculated the funding shortfall.

3.2 The aggregate funding gap after all known sources of funding have been taken into account is £232,773,000.

3.3 The total target amount the charging authority proposes to raise through CIL is £41,510,218.

3.4 Clearly CIL cannot be expected to pay for all of the identified infrastructure required to support future growth. CIL should be considered as one part of a more complex blend of funding and as such securing funding from all potential sources will be fundamental in supporting the delivery of infrastructure to unlock land and enable planned growth to come forward.

3.5 It should be noted that there are a number of development requirements set out in the Core Strategy policies that have not been identified specifically in this note.

This is because these requirements are considered to form part of the design element of a specific development, such as improvements to the physical and environmental qualities of waterways, preservation or enhancement of conservation areas, flood risk assessments, provision of utilities (which fall outside of the remit of CIL) and other specific design criteria.

3.6 Site specific mitigation measures will still be required to address the impact of development. Therefore, to make a development acceptable in planning terms as per the tests set out in the CIL regulations, any S278 works or remaining S106 planning obligations will still be required to be entered into and delivered. S106 planning obligations may include appropriate landscaping schemes, public transport provision, sustainable urban drainage systems, the provision of new open space (for large scale residential development) and the provision of medical facilities, where appropriate.