

TRAFFORD COUNCIL

Report to: Executive
Date: 29 January 2023
Report for: Decision
Report of: Executive Member for Economy and Regeneration & the Executive Member for Climate Change

Report Title

Infrastructure & Development in New Carrington

Summary

This report provides an overview of the current progress with development and supporting Infrastructure around Carrington and Partington – known as ‘New Carrington’. It also explains, principally, the necessity of transport improvements to the future growth in the area – and how this inter-dependency will be managed.

The Places for Everyone Plan (PfE) provides the context for future homes and employment development in this locality – an area currently constrained by poor accessibility and limited transport infrastructure. Master planning required by PfE is now underway and will help provide a detailed framework for future development and the transport, physical, green and social infrastructure needed to underpin it.

Alongside this a transport strategy for the area has been prepared and this will help guide the detailed design of measures such as the Carrington Relief Road – the main highway and active travel artery for the area.

This report sets out the current programme and costings for this route – and options for future funding. As a major brownfield site, the former Carrington refinery is subject to contamination which complicates both development and the provision of future infrastructure.

Finally given ongoing constraints on the Highway Network, the report considers how planning applications for new development should be managed in the short term, pending implementation of planned transport improvements.

Recommendation(s)

It is recommended that the Executive:

- (i) Notes the approach to Master Planning for New Carrington.
- (ii) Endorses the Transport Strategy for Carrington set out at Appendix 1.
- (iii) Notes the resolution in September 2021 to progress the planning application for the Carrington Relief Road and delegates to the Corporate Director of Place to carry out all necessary steps to secure funding for the route and, in consultation with the Director of Legal & Governance, to conclude any

appropriate agreements in principle for securing the land necessary for the route and its related infrastructure.

(iv) Endorses the planning strategy set out in Section 8 and invites the Planning & Development Committee to consider and approve a detailed formula for interim infrastructure contributions.

Contact person for access to background papers and further information:

Name: Adrian Fisher Director of Growth & Regulatory Services
 Adrian.fisher@trafford.gov.uk

Background Papers: None

Appendices: Appendix 1 – Carrington Transport strategy

Implications:

Relationship to Policy Framework/Corporate Priorities	The Places for Everyone Plan is a joint development plan of Trafford and 8 other GM Metropolitan Districts. The concept of development in this location is especially supportive of the Council Objectives of Reducing Health Inequalities and supporting People out of Poverty.
Relationship to GM Policy or Strategy Framework	New Carrington is one of the largest allocations within the GM Places for Everyone Plan. The Transport strategy has been developed in the context of the GM 2040 Transport Strategy, GM Congestion Plan, and Made to Move walking and cycling plan to identify improvements tackling traffic congestion, promote sustainable modes of travel and better integrate transport and new developments.
Financial	The financial implications of providing future Infrastructure will be considered by the planned Master Planning work, as set in section 3 of this report. The specific financial implications of the Carrington Relief Road are set out in section 5 and temporary funding mechanisms are proposed in section 8. In particular it should be noted that as detailed design has progressed, there is now a better basis for estimating the cost of the route. A combination of this, alongside significant inflation in the construction sector has led to an increase in the estimated cost of the road. This is now assessed at around £76.5M. There is also a wider economic cost of development being delayed through the lack of supporting Infrastructure.

	<p>As reported to Executive in July 2022, work currently undertaken by the Council is being funded from a combination of external sources, including grants from Homes England and Growth Deal 3, up to outline planning approval stage. Any agreements to secure land in principle, ahead of planning permission, will be funded via existing identified resources.</p>
Legal Implications:	<p>The legislative requirements for the preparation and adoption of the Places for Everyone Plan are contained within the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. As a statutory development plan, once adopted, PfE will have full weight in planning decision making.</p> <p>Planning decisions must be taken in accordance with development plans unless material considerations indicate otherwise (Section 38(6), Planning & Compulsory Purchase Act 2004).</p> <p>Any agreement required to secure funding will be reviewed by the Council's Legal Team and advice provided accordingly to ensure that any risk to the Council is minimised.</p>
Equality/Diversity Implications	<p>Equality Impact Assessments were completed as part of the process of Integrated assessment which underpins the Places for Everyone Plan.</p>
Sustainability Implications	<p>New development should be carried out in accordance with the policies of the GM Places for Everyone Plan. The policies of that plan aim to make new development as sustainable as possible. These policies are supportive of the low carbon agenda and the GM Environment Plan by supporting more sustainable modes of travel, making better use of existing land resource and promoting development in sustainable urban locations. Some of the development at Carrington involves the loss of agricultural land and other undeveloped areas – the respective impact of such loss has been evaluated by the independent Examination of the Plan.</p>
Carbon Reduction	<p>All new development has a potential carbon cost – which needs to be minimised as far as possible and also weighed against the social and economic benefits of providing new homes, jobs and local facilities. All new transport infrastructure is being designed to maximise the benefits for sustainable modes of travel. For example, space is being allocated along the length of the relief road for segregated walking and wheeling/cycling in both directions. This will provide further opportunities for active travel measures coming off the relief</p>

	<p>road. However unless and until there are national changes in the way goods and products are moved about, new business development is likely to generate additional carbon emissions.</p> <p>The Council will consider scope for further minimising the emissions associated with the construction of the relief road, for example minimising the embodied carbon of materials. And we will look for opportunities to work with businesses in the area to identify scope for transition to low carbon travel and ways of working.</p>
Resource Implications e.g. Staffing / ICT / Assets	New Carrington is the largest area of growth and development in Trafford. Delivery of new homes, businesses and infrastructure will require an ongoing commitment from the Council over several years, well into the 2030s.
Risk Management Implications	Different elements of New Carrington have their own risk management plans.
Health & Wellbeing Implications	Development of New Carrington is intended to improve economic and social outcomes in the Carrington / Partington area. Bucklow-St Martins residents generally have poorer health than most people in the Borough – and the area has the joint lowest male life expectancy of all wards in Trafford. The New Carrington development aims to improve the well being of existing residents through better accessibility & improved economic opportunity in the area.
Health and Safety Implications	None as a consequence of this report.

1.0 Background

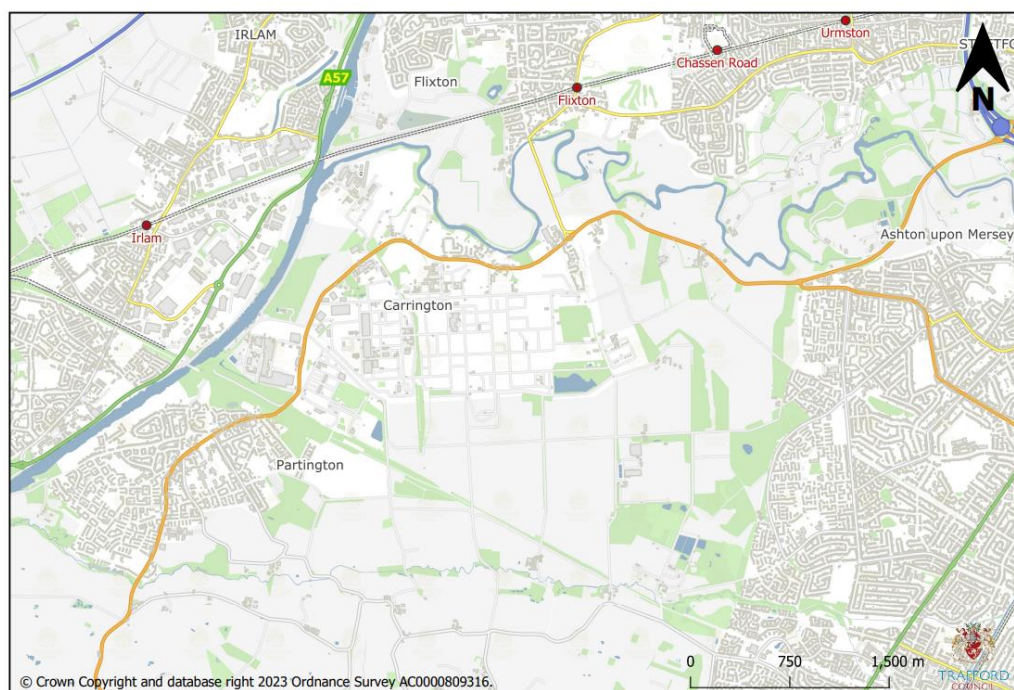
- 1.1 The relative isolation of communities at Partington and Carrington has long been recognised by the Council. Whilst industry grew rapidly in the second half of the 20th Century, an 'overspill' estate housing was developed around Partington, however local infrastructure failed to keep pace with growth in the neighbourhood. Notably Partington Railway Station closed in 1964 and the goods line shut in the 1980s. Whilst the Carrington Spur opened in 1987, the A6144 west of Banky Lane junction largely follows an alignment unchanged since the 19th Century.
- 1.2 With the impending closure of the Shell Carrington Petrochemical facility in the 2000s, the 2006 Trafford Unitary Development plan proposed a combination of new development and highway improvements – including the safeguarded route of a new road into Carrington and Partington. These proposals were further expanded within the 2012 Trafford Core Strategy Plan which proposed 1560 new homes and related employment development in and around the former Shell facility – alongside a policy requirement for additional Infrastructure – primarily a new Carrington Relief Road.
- 1.3 The cost estimates for this road within the Core Strategy were regrettably a very significant under-estimation, which initially underpinned an approach that the route would be delivered by the primary landowner in the locality. As work progressed for additional development it became evident that the scale of the infrastructure was too great to be funded solely by related development. Furthermore, a proportion of the

planned new housing at Carrington was able to gain planning permission by maximising the remaining highway capacity on the existing road network. As a consequence, the new route was not built as intended in the years following the adoption of the Core Strategy.

- 1.4 Under the Places for Everyone Plan further development is proposed in and around Partington. Overall some 5,000 new homes and 350,000 sqm of business space will be built in the area by the 2040s. This affords the opportunity for significant additional employment, a wider choice of housing, plus local community facilities. Carrington and Partington are situated within the most deprived ward in Trafford – and the plan provides the potential to address long standing structural, social and economic issues within the locality.
- 1.5 The Places for Everyone Plan is supported by a suite of evidential documents, including a comprehensive transport assessment, aligned to the Greater Manchester Transport 2040 Strategy. This underlined the need for a range of transport interventions to support and enable the level of growth proposed. As this plan nears adoption and the prospect of its planned development moves closer to realisation, so the need to coordinate new homes and business growth with necessary infrastructure becomes ever more important.
- 1.6 In September 2021 the Executive resolved to submit a planning application for the Carrington Relief Road, as a key element of local infrastructure. This report provides an update on developing this route, the related transport strategy and wider Master planning process The report also considers the challenges and opportunities involved in securing transport improvements – and the strategy for managing new development in the period whilst new infrastructure is not yet in place.

2.0 Highway & Infrastructure Constraints

- 2.1 The current highway network that supports access to Carrington is primarily via the A6144. The existing communities which are adjacent to the proposed developments at Carrington and Partington, are relatively isolated.



- 2.2 Highway links in the area are poor and relatively congested, which is partly due to physical constraints in terms of railways, rivers and canals. In addition, access to rail services and Metrolink is poor and bus services are relatively infrequent. To address this in the context of the planned developments, the connectivity interventions were considered in the development of the Places for Everyone allocation policy for New Carrington (JPA: 33) and the subsequent Carrington Transport Strategy.
- 2.3 Improvements to key junctions within the development area at Banky Lane and Isherwood Road have been undertaken recently however, these are only short-term improvements and the need for further improvements to the A6144 and provision of the new relief road is key to unlocking the area and improving accessibility of all forms of transport.
- 2.4 Access travel routes are limited in the area, and hence focus on improving internal accessibility in and around the New Carrington area linking to Partington in advance of the Carrington Relief Road coming online is being developed with the current CRSTS1 funding allocation.
- 2.5 Improvements in highway and transport infrastructure in the short and long term to reduce and design out these constraints will therefore be required to support the housing and employment growth that includes:
- Accessible streets (prioritising sustainable modes of travel, including Active Travel).
 - A network of safe cycling and walking routes, utilising existing infrastructure such as Public Right of Way's (PROWs) and potential use of disused railway lines.
 - Connecting neighbourhoods by overcoming barriers such as the Red Brook (a watercourse) and the disused railway line between Irlam and Timperley.
 - A sustainable transport corridor running east / west along the disused railway line – linking to Irlam and Timperley / Altrincham.
 - Bus priority infrastructure and bus service improvements.
 - Necessary improvements to the existing highway network

3.0 Places for Everyone Master planning

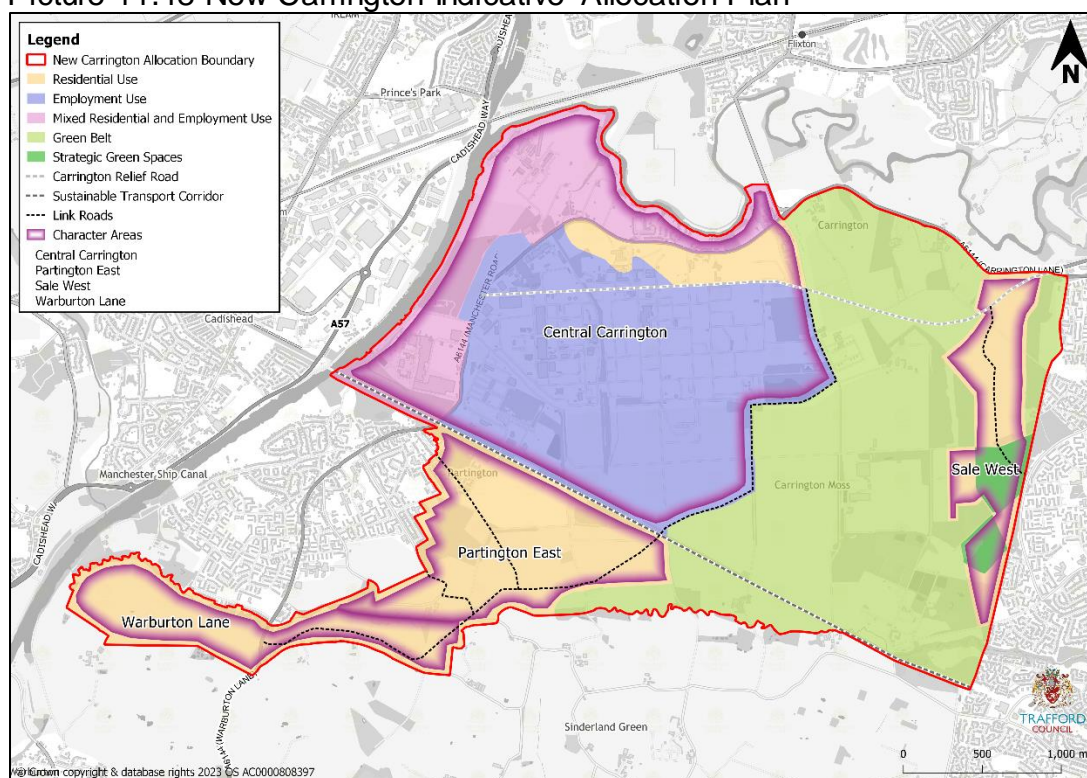
- 3.1 The Places for Everyone (PfE) is a long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth.
- 3.2 The Places for Everyone Plan is the strategic spatial plan for the nine constituent boroughs and as such sets out a collective planning policy framework. All policies within the plan are "strategic policies". It is being prepared as a Joint Development Plan Document of the nine local planning authorities. Once the Places for Everyone Plan is adopted it will form part of Trafford Council's development plan. As such Trafford Council's Local Plan will need to be consistent with it and neighbourhood plans will need to be in general conformity with the strategic policies.
- 3.3 The plan was submitted to the Government in February 2022 for 'examination' together with all the representations received during the final stage of public consultation, which took place from 9 August to 3 October 2021.

- 3.4 The examination is the final stage in the plan making process with hearings concluding in July 2023. Following the receipt of a positive Inspectors' letter in August 2023, consultation was carried out on Modifications to the Plan between 11 October and 6 December 2023. If the Inspectors consider no further examination is necessary, adoption of the Plan is likely to be recommended at a forthcoming Council meeting.

Places for Everyone Policy JPA 33: New Carrington

- 3.5 Policy JPA 33 covers an area of some 1,200 ha and seeks to allocate a significant portion of this to provide approximately 5,000 new homes and 350,000 sqm of employment floorspace, alongside other necessary and supporting development and infrastructure, as indicatively illustrated in Picture 11.48 of the plan below.

Picture 11.48 New Carrington Indicative Allocation Plan



- 3.6 Policy JPA 33 requires that development “be in accordance with a masterplan that has been developed in consultation with the local community and approved by the Local Planning Authority”. This is a fundamental principle of the new allocation. Aligned to that it also requires that the masterplan will be prepared “in partnership with key stakeholders to ensure the whole allocation site is planned and delivered in a coordinated and comprehensive manner with proportionate contributions to fund necessary infrastructure”.
- 3.7 Therefore, to create a holistic and comprehensive plan for the whole of the site that facilitates a clear path to the delivery of a significant number of new homes and employment floorspace, whilst also ensuring that the necessary and supporting infrastructure is in place or planned for at the right time, and appropriately funded; a site wide Masterplan is critical.

A New Masterplan for New Carrington

- 3.8 As a statutory development Plan, Places for Everyone will be the starting point of future planning decisions and even ahead of adoption it can be given substantial weight in the planning balance.
- 3.9 Consequently, without a Masterplan prepared in consultation with the local community and in partnership with key stakeholders that has been approved by the Council, development cannot be policy compliant.
- 3.10 To provide as much certainty to local communities and the development industry that the proposed allocation will be delivered and provide the benefits, improvements and enhancements upon which it has been predicated, the Council has begun preparing a Masterplan for the site; ahead of the anticipated adoption of Places for Everyone.
- 3.11 The Masterplan project started on 4th December 2023, full details of which are available online on the [New Carrington Masterplan webpage](#). It is likely that due to the complexities and scale of the New Carrington allocation that the Masterplan will need to be prepared in stages. The indicative timetable for the first stage of the Masterplan is set out in the table below:

Stage	Month
Procurement of Specialist Consultants	December 2023/ January 2024
Appointment(s)	February 2024
Project Inception meeting	February 2024
Review baseline / Initial engagement with local community and key stakeholders	February - April 2024
Undertake all elements of Delivery Strategy	April – November 2024
Produce final Delivery Strategy	December 2024

- 3.12 Further stages of the Masterplan will be commenced as soon as the necessary information and data is available.
- 3.13 In taking this decisive action ahead of the adoption of Places for Everyone, the Council is being proactive, reacting expeditiously to the positive examination of the plan. Given that PfE is not yet adopted and will not be until February 2024 (at the earliest), the masterplanning work is as advanced as it reasonably could be at this stage.

4.0 Carrington Transport strategy

- 4.1 The overall goal is to develop a new sustainable community in the Carrington area (Carrington, Partington and Sale West), with high levels of internal walking and cycling connectivity, provision of internal facilities and good public transport connections, including to the wider Greater Manchester network. The development of the transport strategy, which includes the identification and provision of new transport infrastructure, is intended to enable the sustainable delivery of the proposed New Carrington allocation and the regeneration and redevelopment of the existing brownfield site, contributing to creation of new jobs and development of new homes in a sustainable way with sustainable transport options.

- 4.2 The Greater Manchester Transport Strategy 2040 sets out an ambitious investment programme, though this is subject to business cases for the individual components and is currently not fully funded in the longer term. The total cost of delivering this strategy is expected to be around £1.1bn. The New Carrington Transport Strategy sets out assumptions in relation to which elements of this overarching GM strategy would be likely to be delivered.
- 4.3 The Transport Strategy has therefore been developed to support the Strategic Case for Carrington by:
- Setting out the spatial context of the Carrington area and how it relates to surrounding communities.
 - Establishing the current transport options available in relation to connectivity and outline projections for the future without the PfE developments in Carrington.
 - Outlining the proposed developments over time, setting out the relevant development control standards which will need to be applied in order to achieve the vision and objectives for the area.
 - Identifying the expected transport demand and travel characteristics stemming from the proposed developments, in terms of trips and modal share.
 - Identifying the potential transport interventions using a variety of scenarios and modelling.
 - Setting out a balanced and affordable package of transport measures that will support the sustainability of New Carrington.
- 4.4 To assess the impact of the developments in terms of transport, three future transport scenarios have been developed and tested, which represent a range of outcomes in terms of policy requirements, travel behaviour and sustainability and future funding requirements. These three scenarios are:
- **Scenario 1** Least sustainable measures, GM Policy objectives not achieved.
 - **Scenario 2** Reasonably sustainable, realistic and affordable GM policy objectives partially achieved.
 - **Scenario 3** Most sustainable, GM Policy objectives fully achieved.

The aim of the Transport Strategy is therefore to set out a feasible way in which to (as a minimum) achieve the transport outcomes that meet Scenario 2 objectives in the short to medium term with the long term aim of achieving Scenario 3.

- 4.5 Developing a Scenario 2 is therefore the current approach being taken which achieves a high level of sustainability and meets decarbonisation and active travel policies and will align as closely as possible with Scenario 3.
- 4.6 Achieving this requires further work which is being worked on currently between Trafford and TfGM. An initial Scenario 2 has been developed which potentially includes:
- The Carrington Relief Road to provide physical access to the New Carrington developments, including for freight traffic;
 - The walk, cycle and bus links which accompany the delivery of the Carrington Relief Road, including improvements on the A6144;
 - Associated walking and cycling links to key locations in Partington, Sale and elsewhere in the local area;
 - Physical bus links to enable the development of a comprehensive bus service (this includes the Carrington Relief Road);

- 16 buses to provide bus services linking the new developments with Stretford and Sale Metrolink Stations, as well as less frequent links to other destinations (including Flixton Station);
- The Trafford Greenway, providing walk and cycle links to Timperley at the eastern end and over the Ship Canal towards Irlam Rail Station;
- Good walking and cycling links and highly permeable housing and employment developments; and
- A high level of access provision to internal facilities, including primary schools, retail, leisure and healthcare, as well as good walking, cycling and bus links to nearby facilities, such as the secondary school at Partington.

5.0 Carrington Relief Road Programme & Funding

- 5.1 In September 2021, following an options appraisal study, the Executive approved a recommended preferred route option to be developed in detail and taken forward to the submission of a planning application.
- 5.2 On the 25 July 2022, the Executive approved the use of Compulsory Purchase Order (CPO) powers to acquire sufficient land to deliver the scheme and to facilitate the construction phase. This approach was recommended by specialist Counsel advice as a risk mitigation measure to allow the Council to proceed in line with its programme, given the potential exposure to ransom strip scenarios through private treaty negotiations. In the meantime it is proposed that agreements in principle be reached with relevant land owners to secure land (subject to planning consent) where the opportunity arises.
- 5.3 The project team has subsequently developed a detailed proposed general arrangement plan for the scheme based on a range of engineering evaluation work, site investigations, and surveys of ground conditions, ecology, habitat and so on. This plan is currently being employed to facilitate detailed dialogue with stakeholders and delivery partners to refine the design and satisfy the anticipated requirements of a detailed planning submission.
- 5.4 The table below summarises how some aspects of the design will be further developed as the scheme moves forward to a defined fixed layout.

Design Issue	Methodology
Arrangement of traffic signal junctions	In collaboration with TfGM, traffic models will be created based on the developing Transport Strategy which will forecast traffic flows and enable the detailed layout of junctions to be designed.
Provision for public transport	In collaboration with TfGM, the Transport Strategy and other studies will inform the provision of associated infrastructure.
Environmental mitigation features	Through site environmental studies, traffic forecasting, and public engagement, detailed proposals will be developed defining the proposed environmental and landscape measures to be incorporated into the design.
Interfaces with development parcels	The design team is working closely with developers who have submitted or who are developing planning applications that will require interface and/or access to the new highway.

Active travel provisions	The Council is working with partner organisations and funders to ensure that comprehensive active travel provision is made within the scheme in line with strategic modal split objectives. This will include engagement with the local community for the provision of public rights of way and other features.
--------------------------	---

- 5.5 The current programme anticipates achieving a fixed design by the summer of 2024, and this will enable land acquisition and planning boundaries to be formally defined. The overall milestones for delivery of the scheme are:

Activity	Date
Commence Public Engagement	January 2024
Submit Planning Application	December 2024
Planning Consent	Autumn 2025
CPO Public Inquiry	Spring 2026
Design and Pricing Complete	Spring 2027
Exec approvals and Business Case	Summer 2027
Start on site	January 2028
Road Open	Spring 2030

- 5.6 The detailed design work carried out over the past couple of years has enabled a better appreciation of all of the elements that need to be costed for the new road. This includes detailed junction designs, drainage and active travel elements. Alongside this inflationary pressures have affected all construction – most especially in the cost of materials. As a consequence of these changes the cost of the new route is now estimated at around £76.5 Million.
- 5.7 As the project has developed, The Council has engaged with a range of funding partners to secure both development and delivery funds for the project. This work has achieved a degree of success to date, such that there are sufficient committed funds available for the Council to promote the scheme through a planning application and, if successful, towards a detailed design and open market tender for the main works. This puts the scheme in a favourable position to attract further funding going forward.
- 5.8 The table below summarises the funding support the project has achieved to date:

Secured	£k	Purpose
Evergreen	£270	To assist the development of a Transport strategy and associated traffic modelling studies
Brownfield Surplus	£200	Supporting general design development
Growth Deal 3	£6,000	Supporting general design development
HIF Advance Drawdown	£1,000	Supporting the submission of a planning application for the scheme
CIL Infrastructure Fund	tbc	Dedication of CIL receipts to support the general promotion of the scheme
Housing Infrastructure Fund	£7,400	Supporting an enabling land clearance project to facilitate road construction and home building

Target		
CRSTS 1	tbc	Supporting a range of complementary projects promoting active travel and public transport
CRSTS 2	tbc	To support the active travel and public transport benefits of the scheme
Private Sector		
s106 Determined	£2,800	Support of the scheme from approved planning applications
s106 PfE Future Allocations Formula	tbc	Future contributions associated with all development parcels based on a suitable formula

5.9 The anticipated delivery costs have been calculated and profiled over the project lifetime and the table below indicates the overall funding requirement:

Total Budget	23/24 £k	FY 24/25 £k	FY 25/26 £k	FY 26/27 £k	FY 27/28 £k	FY 28/29 £k	FY 29/30 £k	FY 30/31 £k	FY 31/32 £k
£76,461	£3,495	£874	£555	£1,200	£17,899	£26,221	£17,135	£7,043	£2,040
	Funding Secured				Funding Requirement				

5.10 According to the delivery programme, new funding needs to come on stream during financial year 2027/2028. The Council is developing proposals for this funding to come from both public and private sources.

5.11 Generating private sector income will be achieved through Section 106 contributions resulting from the outcome of the New Carrington Masterplan and viability appraisal work of individual development parcels. The Council has already approved a formula via the planning process and this is currently being updated to take into account current market conditions and infrastructure delivery costs.

5.12 The Council has earmarked its Infrastructure Fund element of the Community Infrastructure Levy for the scheme now that commitments to the Metrolink have been fulfilled. Further work is required on the anticipated yield from that source.

5.13 The final target for funding support for the scheme is from central government via the Combined Authority, and the Council has already engaged at senior level to establish dialogue on a suitable strategy to attract funding. This work is currently ongoing.

6.0 Infrastructure and Contamination - Perfluoroalkyl and Polyfluoroalkyl Substances (PFAS)

6.1 Before considering the approach to managing new development, it is important to highlight a further issue which potentially renders the provision of new infrastructure more complicated.

6.2 The New Carrington allocation includes the former Shell Carrington industrial estate and other industrial land uses. Prioritising development across these areas provides an opportunity to bring previously developed land back into beneficial use. However in doing so new development will need to ensure that any contamination risks are appropriately remediated and do not give rise to the pollution of any watercourse or groundwater and/or present risks to human health. The former petrochemical site once

covered an area of around 180 hectares and significant areas of contaminated land will need to be remediated.

- 6.3 Certain activities on the operational and non-operational parts of the site may have released PFAS (Per- and polyfluoroalkyl substances) into the ground and surface water drainage networks. PFAS are a group of contaminants which include PFOA (Perfluorooctanoic acid) and PFOS (Perfluorooctanesulfonic acid) and are of growing interest in the UK (and globally). The physical and chemical properties of PFAS are diverse, but they tend to be persistent, or transform to persistent by-products, and some may pose a risk to human health and the environment. They are resistant to typical environmental degradation processes. Whilst there are concerns around the potential toxicity of PFAS, there are no UK published soil screening values for assessing human health risk for any PFAS compounds.
- 6.4 PFAS contaminants have been used widely, including in firefighting foams at major petroleum facilities since the 1970s. Based on discussions with former employees and review of site drawings and reports, the following possible sources of PFAS have been identified:
- fire fighting foam storage area (foam store), where foam concentrate is stored;
 - fire training areas; and
 - the site drainage networks, which may contain PFAS impacted water or sediments.

Possible off-site PFAS sources include:

- application of fire fighting foams to chemical spills and leaks;
 - use of fire fighting foams to control fire incidents; and
 - PFAS associated with NAPL (oils) in the ground.
- 6.5 From investigations carried out to date it is known that PFAS are present on parts of the Carrington site. Laboratory testing of soil, groundwater and drainage water has been used to infer particular areas of the site where PFAS contamination is present and has confirmed elevated PFAS on parts of the site.
- 6.6 There is no single 'ready-made' remediation strategy for the effective remediation of PFAS contamination and a site-specific approach is required. A remediation strategy is currently being developed for those parts of the Carrington site which benefit from planning permission (Carrington Village) and which are subject to a planning condition requiring approval of a remediation strategy prior to the commencement of development (excluding demolition of buildings and structures down to ground level, site clearance works and tree felling). This involves the Council, the Environment Agency and the landowner Wain Estates (Carrington) Ltd working collaboratively to identify a suitable strategy and is ongoing.
- 6.7 A remediation options appraisal has concluded that the following remediation is most suited to meet the remediation objectives whilst working within the specific constraints of this development:
- Source treatment via either sorption/stabilisation, ex situ thermal desorption, or excavation and disposal at landfill; and
 - Groundwater treatment using a colloidal activated carbon suspension injected downgradient of the source areas.

In combination it is considered this approach will mitigate the long-term impact posed by PFAS whilst having an immediate improvement in the groundwater quality at the controlled waters receptors.

- 6.8 The following additional measures are also recommended to supplement the remediation and enabling works strategy:
- Decommissioning of the existing surface water drainage networks.
 - Validate soils excavated from the saturated zone and PFAS source areas and against the controlled waters PFAS soil targets presented within this report (and human health targets where appropriate), prior to use in earthworks.
 - Use of barrier pipes to protect the drinking water supply from residual PFAS impacted soils.
 - Decommission monitoring wells which are suspected of providing a pathway to the deeper hydrogeological units.
 - Risk assessment to inform the selection of appropriate foundation solutions.
- 6.9 At this time however, the overall remediation strategy for dealing with PFAS contamination across development areas has not been approved and discussions are ongoing between the Council, the Environment Agency and Wain Estates.
- 6.10 In summary it is evident that for all development parcels in the New Carrington allocation affected by PFAS contamination the remediation required is likely to be costly and complex given the nature of the contamination and the inter-relationship between parcels of development. This will affect costs and timescales associated with bringing forward development and infrastructure across the site.

7.0 Infrastructure & Peat Deposits

- 7.1 A further potential constraint to examine is the presence of peat at Carrington. The name 'Carrington Moss' has become synonymous with open land situated between Carrington / Partington and Ashton on Mersey / Sale West. As a consequence it is sometimes mistakenly assumed that the whole of this area was historically moss land and underlain by deposits of peat.
- 7.2 The matter of peat was closely investigated as part of the examination of Places for Everyone. The original Carrington Moss was a lowland area of mossland, retained a grouse moor until the 19th century when it was reclaimed for agriculture and the deposition of nightsoil from the earth privies of Manchester.
- 7.4 The historic Moss is shown on early Ordnance Survey Maps and was located in an area broadly to the south of the current Petro Chemical plant - on land now bisected by the former railway line and occupied at its eastern edge by the Manchester Utd training ground. Ground Investigation shows that peat remains present in this location, (overlain by more recent deposits) – of a depth of up to 2m in places.
- 7.5 The examination of the Places for Everyone Plan considered the impact of development on peat in July 2023. Whilst the majority of proposed development lies well outside the area of peat deposits, some employment and residential development is proposed in this location. Having considered the evidence, the Inspectors recommended no significant modification to main aims of the allocation in this area. However, they did require that the policy be strengthened, through additional policy requirements in relation to peat, such as a requirement hydrological and ground investigations and, where required, a suitable compensation strategy.

- 7.6 It should be noted that the approved line of the Carrington Relief Road is located some distance to the north of the identified peat deposits, with around 2km of the proposed route running through the former Shell Petro-chemical site. Initial Ground Investigation of the route shows that the route is mostly underlain by made ground, sand, gravel and clay – with one isolated 5cm lens of peat being found in a borehole south of Ackers farm.
- 7.7 As a consequence, peat is not considered to be a significant constraint on future infrastructure provision.

8.0 Planning Considerations

- 8.1 As a consequence of the current position with supporting infrastructure, there is a need for the Council to consider how it will manage new development in the locality, especially until certain key elements of the transport strategy are in place.

The Places for Everyone Plan.

- 8.2 The statutory framework for planning decision making is based on a ‘plan led’ system. This means that planning decisions should be made in accordance with the development plan for the area, unless material considerations indicate otherwise (S38, Planning and Compensation Act 2004). This statutory framework is reinforced by government policy in the National Planning Policy Framework (NPPF), which is itself an important material consideration.
- 8.3 Paragraph 48 of the NPPF states that Local Planning Authorities may give weight to relevant policies in emerging plans according to various criteria. The advancement of the Places for Everyone (PfE) joint development plan through Examination and Main Modifications consultation means that it is now a significant material consideration in the determination of planning applications. Once adopted it will carry full weight in planning decision making and will supplant much of the previous 2012 Core strategy Plan – including its policy SL5 for Carrington.
- 8.5 The New Carrington PfE allocation (JPA33) is much more extensive than the SL5 Carrington Strategic Location. As set out elsewhere in this report, the completion of a master plan is an essential component of this policy. Any development which comes forward in Carrington must be in accordance with Policy JPA33 as this is the starting point for decision making. The policy has a number of threads, but central to it is that a scheme must be in accordance with the New Carrington Masterplan and make a proportionate contribution to necessary infrastructure.
- 8.6 In order to deliver the amount of development put forward by PfE at Carrington, it is acknowledged that significant new and improved infrastructure is required. The relative isolation of Carrington and Partington, and the long identified need for new road infrastructure (the Carrington Relief Road (CRR)) is covered elsewhere in this report. The CRR was required by Policy SL5 to deliver that smaller allocation and almost inevitably, the larger JPA33 allocation requires both the CRR and further significant transport infrastructure interventions.

The New Carrington Masterplan

- 8.11 Although high level masterplanning work took place in 2020 to inform the PfE allocation and formed part of the evidence base for the plan, this did not deliver the same level of detail that the Master plan now underway will. In particular, at this stage it remains unknown where precisely supporting infrastructure will be accommodated, the cost of this infrastructure, and the equalised proportionate contribution payable by each scheme. This information will come forward as part of the New Carrington Masterplan.
- 8.12 The strategy and timeline for the approval of the New Carrington Masterplan is set out in detail above. With approval of the first stage of the masterplan being in around December 2024, and the second in around June 2025, there is now inevitably a period of time where planning applications should be determined in accordance with PfE (either pre or post adoption), but without the masterplan supporting the allocation being in place. Compliance with the masterplan goes to the very heart of determining whether a planning application in the JPA33 allocation is acceptable or otherwise.
- 8.14 Consequently the Council will need to carefully manage development proposals ahead of the masterplan's completion. As work on the masterplan progresses, alongside the necessary community and stakeholder consultation, there will be more certainty about its outputs. This means that planning applications which are submitted / determined once the masterplan is at an advanced stage are more likely to be able to demonstrate that they will comply with it.

The need for equalisation of Infrastructure Costs

- 8.15 A continuous theme of planning policy relating to Carrington and Partington is that transport infrastructure (in particular) is poor and over capacity and that significant improvements and additions to transport and other infrastructure are required for the location. This would both deliver the development capacity and significant regenerative benefits in reducing the relative isolation of Carrington and Partington from the remainder of the conurbation. This infrastructure has not been delivered to date due to a combination of factors, one of which is that developer contributions have not been consistently sought or obtained. The highway is now at the limit of its capacity, which is starting to hold development back. Therefore it is imperative that the opportunity to deliver infrastructure given by PfE is not threatened in any way.
- 8.16 Consequently, in the period before the New Carrington Masterplan is adopted there will need to be an interim approach to developer contributions to ensure that all new development in the JPA33 allocation is contributing to the whole. The plan is predicated on the whole of the allocation paying towards the whole of the infrastructure so that both are deliverable. Otherwise planning applications could be brought forward quickly to avoid paying the proportionate and equalised contribution.
- 8.17 The effect of that would be that development that came forward later in the plan period could stall as the necessary infrastructure would not be deliverable alongside it. As a consequence it is important the Council acts now to manage development coming forward and ensure proportionate contributions are made to local infrastructure.

Planning Tools to secure contributions

- 8.19 Financial contributions can be secured with the grant of planning permission by the use of a Planning Obligation – a legally binding agreement between the Council, applicant and other interested parties. Contributions cannot normally be secured by

conditions attached to planning permissions – but the Council can employ the use of so-called ‘Grampian’ conditions to ensure certain obligations are met before work is carried out.

- 8.20 A ‘Grampian’ condition is a negatively worded planning condition prohibiting development authorised by a planning permission taking place until a specified action has been taken. They can be used in respect of actions which are not taking place within the application site, or on other land in the applicant’s ownership, and the action does not need to be in the control of or carried out by the applicant.
- 8.20 Some of the consented schemes in the Carrington area (Heath Farm Lane and Voltage Park) are subject to Grampian conditions restricting the amount of development which can come forward before the Council gives notice that the CRR is to be delivered.
- 8.21 A number of the sites in the SL5 allocation have come forward and are consented, including Carrington Village (c. 620 homes / 60,000 sqm employment space / village centre), Heath Farm Lane (600 homes), Voltage Park (62,000sqm employment space) and a cluster of energy uses including a gas fired power station and battery energy storage system to the north of Manchester Road. Some of these consents come with financial contributions to the Carrington Relief Road secured via S106, as do the Lock Lane / Hall Lane and Oak Road site in Partington. These permissions cannot be revisited except at the request of the applicant and it should be assumed that the maximum contribution from these sites has already been secured unless the applicants return to change the terms of their existing permissions.
- 8.22 There are various planning applications currently ongoing within including major applications the JPA33 allocation at Carrington Junction and Peaks Nook. In addition it appears likely that other applications will be submitted once PfE is adopted. The Council therefore needs to consider how it will deal with infrastructure contributions when determining such proposals.

The interim approach to contributions

- 8.24 The critical issue facing the Council is how to encourage and facilitate the development the Borough requires, whilst a full programme of infrastructure delivery is being devised via the PfE master planning. A potential means of addressing this is to employ an interim approach to Infrastructure Contributions. This would mean developments could be approved in the short term, but subject to a simpler, temporary calculation of Infrastructure costs. Without this, the Council could face the prospect of delaying or refusing all developments in and around Carrington pending the conclusion of the master planning process.
- 8.25 The essence of an interim approach is that it will be a simple calculation, based on work already undertaken to support the PfE plan. As a consequence it will inevitably be less sophisticated and detailed than the work to be carried out under the master plan. In order to avoid any under-contribution a very significant ‘buffer’ will need to be added to the calculation. It is also suggested that any applications approved under this approach are subject to a clause that enables contributions to be returned or adjusted if they exceed the calculation determined by the master plan.
- 8.26 This approach has the benefit of enabling some development proposals to proceed in the short term and others to constructively plan for applications in the wake of the

master plan. Whilst PfE is the only joint city region plan to have progressed this far, it has never the less had a long gestation. It is therefore in the interest of the Borough that further delay with necessary development is mitigated and the social, economic and environmental benefits of the new Plan are realised in a timely fashion.

- 8.27 The operation of an interim approach will require careful operation and detailed consideration; accordingly it is proposed that a report be presented to the Planning & Development Management Committee setting out the operation, structure and contribution formula to be employed.

The strategy

- 8.28 In the light of the current position with supporting Infrastructure and PfE master planning it can be anticipated that until the Carrington Relief Road is approved for construction, planning applications for new development will take the following approach to infrastructure:

Option A – Approve development but with the Interim contribution to infrastructure (to be replaced by Master plan compliant contribution in due course)

Option B – As above but subject to a Grampian condition, linked to infrastructure delivery

Option C – refuse development – either because temporary impacts are so great – or it obstructs future infrastructure provision.

- 8.29 The position above assumes all other planning issues are satisfactory with a proposal. However as the merits of each development proposal are different, it will be for each planning application report to set out the particular approach to be applied in each case.

9.0 Conclusions

- 9.1 New Carrington will be the main growth point in Trafford for the next decade or more; as a consequence it will require ongoing effort to ensure development is coordinated with necessary infrastructure – and that there is effective place-making to bequeath successful communities to future generations.
- 9.2 The first step is to ensure the timely delivery of the Carrington Relief Road, as this will underpin key developments and facilitate other transport improvements. The new route sits on the context of a wider Transport Strategy for Carrington & Partington – an approach fully aligned with the rapidly evolving Greater Manchester Bee Network. Every effort must now be made to secure the detailed design of the route and the funding for its delivery. Joint working with the GMCA, TFGM and other partners will be essential to secure this outcome.
- 9.3 The Road will only be delivered with the aid of proportionate developer contributions. However such contributions will only be forthcoming if planning applications for development are approved. If all development is delayed because of the lack of infrastructure, then this of itself may undermine the funding of the road. In order to break this potentially negative cycle, it is proposed that a planning strategy be employed that enables some development to proceed, especially where appropriate infrastructure contributions are made.

Reasons for Recommendation

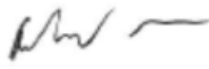
The Executive are asked to support a planned and managed approach to infrastructure provision in Carrington and Partington linked to the Places for Everyone Plan.

Key Decision Yes

If Key Decision, has 28-day notice been given? Yes

Finance Officer Clearance PC
Legal Officer Clearance: EM

DIRECTOR'S SIGNATURE

A handwritten signature in black ink, appearing to be 'M. W.', written over a horizontal line.

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.