

TRAFFORD COUNCIL

Report to: Planning and Development Management Committee
Date: 15 February 2023
Report for: Decision
Report of: Head of Planning and Development

Report Title

Infrastructure and Development in New Carrington – Developer Contributions

Summary

This report provides an overview and update of the current planning and transport infrastructure position in New Carrington, which is one of two substantive Trafford allocations in the Places for Everyone (PfE) joint development plan proposing around 5000 new homes and 350,000sqm of employment space. PfE is now highly advanced and should be given significant weight in the determination of planning applications. On adoption it should be given full weight.

New Carrington is currently constrained by limited and over capacity road infrastructure and is isolated from the remainder of the conurbation as a result. PfE seeks to address this isolation by a package of comprehensive infrastructure improvements – including the Carrington Relief Road, but also other road, active travel, public transport and social infrastructure. This infrastructure is to be delivered in a comprehensive and equalised way via the New Carrington Masterplan, taking proportionate contributions from each development. Work on the New Carrington Masterplan is now underway. 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. Nevertheless, it is vital that equalised contributions are sought from development with immediate effect to prevent prejudicing the overall infrastructure strategy in PfE which will be developed via the Masterplan over the next 12 months.

A recent report to the Council's Executive set out a fresh Outline Transport Strategy for New Carrington and provided an update on the delivery of infrastructure in the locality. It also set out a Planning Strategy to ensure new development and infrastructure are suitably coordinated. The Executive requested that the Planning and Development Management Committee approve an updated interim formula for developer contributions, pending completion of the New Carrington Masterplan.

This report sets out the background and the current and emerging policy framework for planning application decision making in New Carrington now PfE is so advanced. In the light of that framework and in order to facilitate the progress of applications pending the adoption of the masterplan it proposes a revised interim formula for equalised infrastructure contributions to apply with immediate effect and until such a time as it is replaced by the equalised contribution in the New Carrington Masterplan.

Recommendation(s)

That the Planning and Development Management Committee:

- (i) note the content of this report;
- (ii) approve the formula for the calculation of interim developer contributions in New Carrington for the purposes of the determination of planning applications and with immediate effect.

Contact person for access to background papers and further information:

Name: Rebecca Coley – Head of Planning and Development

Background Papers: None

Appendices: Appendix 1 – Consideration of Places for Everyone against the criteria in Paragraph 48 of the NPPF
Appendix 2 – Interim Contributions Calculation Formula

1.0 Introduction

- 1.1 On 15 October 2020 the Planning and Development Management Committee approved a methodology for gathering contributions to the Carrington Relief Road (CRR). An updated methodology was approved at the January 2021 meeting of the same Committee. This approach included a formula for seeking funding for the Carrington Relief Road from new developments based on their trip generation. It has operated successfully since that time and approximately £5.4m of contributions have been secured.
- 1.2 On 29 January 2024 the Executive considered a report which provided a comprehensive update on planning, transport strategy and infrastructure in and around Carrington. This report provided details of the current master planning for New Carrington, as required by the Places for Everyone Joint Development Plan (PfE); the first phase of this master planning will establish proportionate contributions for all types of infrastructure (economic, social and environmental) necessary to support the planned development. It also set out a proposed approach for managing planning applications ahead of the completion of this work – alongside a recommendation that the Planning and Development Management Committee considers an updated interim formula for developer contributions.
- 1.3 This report amplifies that interim planning approach in more detail and also seeks approval for the interim contributions formula that will be applied pending completion of the masterplan work so as to potentially facilitate permissions being granted in advance of the masterplan which may not otherwise be possible.

2.0 Highway and Infrastructure Constraints

- 2.1 The current highway network that supports access to Carrington is primarily via the A6144 which runs from the Carrington Spur junction close to the western edge of Sale

through Carrington and Partington and on towards Lymm. There are also routes to Altrincham but via narrow, rural roads. Consequently, highway links in the area are poor and relatively congested, which is also partly due to physical constraints in terms of railways, rivers and canals. The closest rail and Metrolink services are at Flixton and Altrincham, respectively, and bus services are relatively infrequent. This means that the existing communities at Carrington and Partington, including new development coming forward, are relatively isolated.

- 2.2 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 the provision of the CRR (and other road and active travel infrastructure) is the key to unlocking the area and improving accessibility of all forms of transport. The need for substantive infrastructure improvements to come forward with development in New Carrington is well understood. Conversely, the absence of appropriate infrastructure risks constraining development and would undermine the principles set out in Places for Everyone.

3.0 Places for Everyone Joint Development Plan

- 3.1 The Places for Everyone (PfE) Joint Development Plan 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'. Once the Places for Everyone Plan is adopted it will form part of the Council's development plan. As such the forthcoming Trafford 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 Regulation 19 stage of public consultation, which took place from 9 August to 3 October 2021. Hearing sessions started at the beginning of November 2022. The examination hearings sat for 12 weeks in total, including a final session at the beginning of July 2023.
- 3.4 The Inspectors' post hearing letter was published on 11 August 2023. It stated that they were now satisfied, at that stage of the examination, that all of the proposed Main Modifications were necessary to make the Plan sound and would be effective in that regard, without prejudice to the outcome of consultation on the Main Modifications. That consultation ran between 1 October and 6 December 2023.
- 3.5 The Inspectors will consider all the representations made on the proposed Main Modifications before finalising the examination report. A response from the Inspectors is expected shortly and if there is any update to the position this will be reported in the Additional Information Report.
- 3.6 Once the Inspectors consider that no further consultation is necessary and the Plan is sound, the ultimate decision to adopt must be taken by each of the Full Councils of the nine participating districts. Adoption is expected in March 2024.

4.0 Carrington Relief Road Programme and Funding

- 4.1 In September 2021, following an options appraisal study, the Council's Executive approved a recommended preferred route option for the Carrington Relief Road to be developed in detail and taken forward to the submission of a planning application. 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. Since then detailed design of the road has been ongoing.
- 4.2 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
Executive approvals and Business Case	Summer 2027
Start on site	January 2028
Road Open	Spring 2030

- 4.3 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. 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				

- 4.4 Full details of the road programme and existing funding are set out in the Executive Report of 29 January 2024. However it is evident that even with the funding already secured, development in the locality will need to make proportionate contributions to the CRR in order for it to be delivered.

5.0 New Carrington Transport Strategy

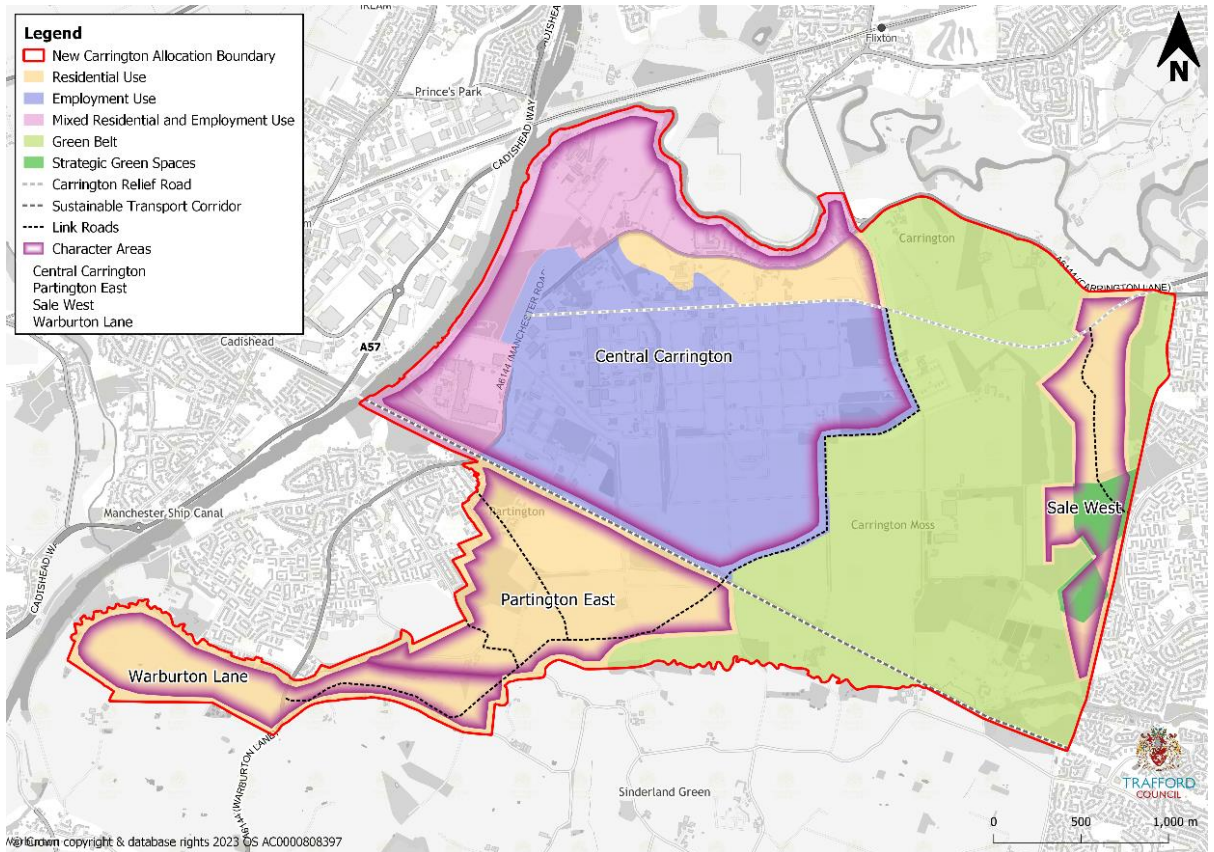
- 5.1 Although the Carrington Relief Road and other road infrastructure is key to unlocking further development potential at New Carrington, road infrastructure is only part of the solution. The overall goal is to develop a new sustainable community at New Carrington with high levels of internal walking and cycling connectivity, provision of on-site infrastructure and good public transport connections, including to the wider Greater Manchester network. Consequently an Outline Transport Strategy for New Carrington has been prepared which looks at all forms of transport and accessibility. This was endorsed by the Executive on 29 January.

6.0 The Development Plan and New Carrington

- 6.1 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. The relative weight to be given to adopted and emerging development plan policy can often underpin the overall planning balance of harms and benefits arising from a proposal, as well as providing a framework for the issues to be considered. The development plan position to be taken into account is the one in place on the day of determination of the application; not on the day of submission. It may change substantively between the two.

- 6.2 Paragraph 48 of the NPPF states that Local Planning Authorities may give weight to relevant policies in emerging plans according to a) the stage of preparation of the emerging plan; b) the extent of unresolved objections to relevant policies; and c) the degree of consistency of the relevant emerging policies to the NPPF. The advancing 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. Counsel advice is that PfE should now be given substantial weight in decision making. On adoption, PfE will be given full weight in decision making i.e. it should normally be the primary factor determining the outcome of a planning application. Appendix 1 considers in detail progress thus far on PfE against each of the criteria in Paragraph 48 of the NPPF
- 6.3 The current adopted statutory development plan comprises the adopted Trafford Core Strategy (2012) and various saved Trafford Unitary Development Plan (2006) policies, as well as other development plan documents not relevant to this report. On adoption PfE will replace a number of Core Strategy and UDP policies, including the whole of the Strategic Location policy for Carrington – Policy SL5. Consequently, as PfE advances and gains more weight in the decision making process, naturally, where it conflicts with or is intended to clearly supersede policies in the adopted development plan (such as SL5), those policies must inevitably carry less weight.
- 6.4 The New Carrington PfE allocation (Policy JPA33) is much more extensive than the SL5 Carrington Strategic Location. Although development at and around Carrington and Partington has been part of the Council's growth and regeneration strategy for many years, the geographical extent and amount of that development has always been more limited than PfE now seeks to deliver. The PfE allocation includes areas of Protected Open Land and Green Belt which were not allocated for development in the Core Strategy or Unitary Development Plan. It assimilates the previous SL5 area into a much larger allocation with around 5000 homes (4300 in plan period) and 350,000 sqm of B2 / B8 employment floorspace proposed, effectively subsuming the previous allocation of 1560 homes and 75ha of employment land, much of which has already been consented.
- 6.5 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 CRR is 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. These are set out in PfE at Appendix D and are considered in more detail in the Locality Assessment which comprises part of the evidence base for that plan.



Taken from PfE – New Carrington Indicative Allocation Plan (picture 11.48)

6.6 PfE Policy JPA33 (as amended by the Main Modifications) consequently grapples with the issue of infrastructure delivery head on and states in JPA33(1):

‘...development of this site will be required to be in accordance with a masterplan...the masterplan will be prepared in partnership with key stakeholders to ensure the whole allocation is planned and delivered in a coordinated and comprehensive manner with proportionate contributions to fund necessary infrastructure.’

6.7 JPA33(14) states that development of New Carrington shall:

‘Make provision for new and improved sustainable transport and highways infrastructure having regard to the indicative transport interventions set out in Appendix D in accordance with Policy JP-C7 [Transport Requirements of New Development].’

6.8 The supporting justification to Policy JPA33 continues this thread (paragraph 11.321):

‘The delivery strategy [in the New Carrington Masterplan] must ensure that a mechanism is put in place to secure proportionate contributions from all developers in the New Carrington allocation and deliver the wide ranging infrastructure required. All developments will be expected to make a proportionate contribution to necessary infrastructure, including transport, social and green infrastructure.’

6.9 The cost of all the interventions in Appendix D is estimated to come to c. £60m and includes (among other things) new link roads, junction improvements, road widening, new bus priority measures, cycling and walking improvements and an element of the Carrington Relief Road.

6.10 Whilst Core Strategy Policy SL5 remains the statutorily adopted policy for Carrington until PFE is formally adopted, given the stage PFE has now reached it is now considered

that all development within the JPA33 allocation should comply with it. To the extent that PfE Policy JPA33 and Core Strategy Policy SL5 are inconsistent, more weight should be given to JPA33. This is in accordance with the principles set out in Paragraphs 6.1 – 6.3 above. Central to Policy JPA33 is that a scheme must be in accordance with the New Carrington Masterplan and (and with this mechanism also identified by the masterplan) make a proportionate contribution to necessary infrastructure.

- 6.11 It is also vitally important that the PfE plan-making process, now so advanced, is not prejudiced by the granting of planning applications which would undermine the plan. There is not yet a Masterplan setting out the equalisation process so that all development may make a proportionate contribution. However, separate from the Masterplan requirement in Policy JPA33 (1), JPA33 (14) requires development to make provision for new infrastructure having regard to the indicative transport interventions in Appendix D of PfE including the Carrington Relief Road. Furthermore, it is considered that there is no current spare capacity in the highway system serving Carrington and that the CRR is the identified response to that in PfE. Any ad hoc piecemeal highway improvements are unlikely to be appropriate and will in any event be abortive when the CRR is delivered.
- 6.12 In the light of that but especially in the light of JPA33 (14) it is considered that it is appropriate now to identify an interim formula approach so as to potentially enable permissions to be granted pending the adoption of the Masterplan. This will ensure that any developments which are brought forward in advance of the Masterplan make the required proportionate contributions as currently understood. In the event that the final Masterplan apportionment would have resulted in lower sums being payable the S106 agreements can make provision for the difference to be repayable or to be reapportioned and directed to increased affordable housing up to the policy requirement.

7.0 A New Masterplan for New Carrington

- 7.1 A site wide Masterplan is critical for New Carrington 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.
- 7.2 To provide as much certainty to local communities and the development industry that the proposed JPA33 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 New Carrington; ahead of the anticipated adoption of Places for Everyone. The Masterplan project started on 4 December 2023.
- 7.3 Although high level masterplanning work took place to inform the PfE allocation and formed part of the evidence base for the plan, this did not deliver the list of outputs required by a JPA33 compliant masterplan. In particular, although some high level work has been undertaken, it remains unknown at this stage where precisely supporting infrastructure will be accommodated, the cost of this infrastructure, and the equalised proportionate contribution payable by each scheme. This information will emerge as part of the New Carrington Masterplan.

- 7.4 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	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

- 7.5 Further stages of the Masterplan will be undertaken as soon as the necessary information and data is available.
- 7.6 In the interim and to deliver the intent behind PfE Policy JPA33 (1) and (14) pending completion of the Masterplan an interim formula is required and is appropriate. This is in order to facilitate the granting of planning permissions pending the adoption of the Masterplan. This contribution formula therefore provides a route for developers to comply with JPA33 even though the Masterplan and the 'proportionate contributions' to it have not yet been fixed. Otherwise planning applications would need to be refused on the basis that they did not comply with Policy JPA33.

8.0 The need for equalisation

- 8.1 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.
- 8.2 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. This interim calculation approach avoids delaying permissions whilst ensuring appropriate contributions are made and this appropriately addresses JPA33 (14).
- 8.3 This approach avoids a repetition of the current position under SL5 with non-delivery thus far of the CRR and the various Grampian conditions and other restrictions on extant planning consents, with development effectively stalled as a result of a lack of infrastructure. All necessary steps should be taken to avoid infrastructure being a future constraint to development in Carrington. The Council also has to take care not

to grant consent for development on land that might be needed for future transport or social infrastructure, especially ahead of the completion of the master planning. Such a move could also place in doubt the successful development of the allocation as a whole.

- 8.4 Although there is a social and economic benefit in ensuring the timely development of Carrington, if development is to come forward ahead of the PfE masterplan, then there needs to be an acceptance of the policy constraints which accompany the allocation, especially regarding infrastructure.

9.0 Planning Applications in New Carrington

- 9.1 The consequence of the progression of PfE towards adoption is that there are live planning applications approaching determination now which need to be determined under a much altered planning policy framework from the previous Core Strategy / Policy SL5 position in place when they were submitted. Each application will be considered on its merits, but as Policy JPA33 will go to the heart of their consideration, the outcome of those applications is also likely to be different in some respects, whether that be in the overall decision to approve or refuse, or with regard to more detailed matters such as S106 heads of terms or the range and type of planning conditions.
- 9.2 Additionally, the adoption of PfE will encourage the submission of planning applications within the allocation as it gives greater planning certainty. A future application is anticipated at land at Warburton Lane, where an outline planning application for up to 400 dwellings was dismissed at appeal in 2021. There will almost certainly be other developers keen to progress sites, once PfE is adopted. Consequently, it is likely that planning applications will be submitted and determined within the time period whilst the New Carrington Masterplan is being drafted and adopted.
- 9.3 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 around December 2024, there is now inevitably a period of time where planning applications could 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 and a planning application cannot comply with a masterplan which does not exist (yet). There would therefore, absent an interim framework, be a significant hurdle to any grant of any permission. This interim calculation avoids that hurdle in respect of the infrastructure provision. With a contribution calculated under this approach, the Council can proceed on the basis that the proposal is making an appropriate contribution towards infrastructure requirements and thus, in that respect, can appropriately be progressed in advance of the Masterplan.
- 9.4 Getting the Masterplan to an advanced stage where it can be accorded significant weight requires significant time. Work could not begin on the masterplan without a firm expectation that PfE would be adopted, which in turn needed the PfE Inspectors' confirmation (given in September 2023) that they consider the plan can be made sound subject to the Main Modifications..
- 9.5 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.

- 9.6 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.
- 9.7 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 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 masterplan.
- 9.8 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 masterplan. 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.
- 9.9 The current position with the progress of PfE, the status and progress of the Masterplan and the need for a comprehensive approach to supporting infrastructure mean that it can be anticipated that at least until the planning application for the Carrington Relief Road is approved and the land required is secured, planning applications for new development will generally be determined in line with one of the following options.

Option A	Approve development but with the interim contribution to infrastructure (to be replaced by Masterplan compliant contribution in due course).
Option B	As above but subject to a Grampian condition ¹ , linked to infrastructure delivery.
Option C	Refuse development –because there is no Masterplan, because temporary impacts are so great, it obstructs future infrastructure provision – or because other planning harms justify refusal.

- 9.10 It is expected that Option A will be used most often, as this will enable development to proceed whilst securing the necessary contributions to infrastructure and without prejudicing the delivery of the JPA33 allocation. There may however be

¹ 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. The most common use of a Grampian condition is to prevent development coming forward before the necessary infrastructure to support it is in place.

circumstances where Options B and C are necessary. Option C will need to be used where a development proposal utilises land which it is anticipated will be needed for physical infrastructure. This will require a precautionary approach ahead of the Masterplan which is also intended to identify the location and phasing of infrastructure. 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.

- 9.11 A number of the sites in the SL5 allocation have already 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.

10.0 The Interim Contribution

- 10.1 The detailed formula for calculating interim contributions can be found at Appendix 2. A contribution of **£33,258.81** would be required per residential unit. For employment development a sum of **£346.80** per sqm would be sought.
- 10.2 Each of the inputs into the interim contribution formula can be found in the table at Appendix 2. In short, the formula takes the net amount of development proposed in New Carrington (including that which might come forward beyond the plan period) and apportions it between residential (60%) and employment (40%). This apportionment is based on the overall relative quantum of development proposed by Policy JPA33 and yet to be delivered. As the residential development in PfE is (as is usual) quantified using the number of dwellings rather than floorspace, the equivalent residential floorspace has been calculated for the purposes of the formula. This is on the basis that the 'average' dwelling will be a Nationally Described Space Standards compliant 3 bed 4 person dwelling at 84sqm. The total likely infrastructure costs for New Carrington are then calculated. A 30% contingency is then added. This contingency is significant because of the substantive unknowns in respect of the cost of infrastructure beyond the Carrington Relief Road. Then existing and known future funding and contributions (including CIL) are netted off against the total infrastructure cost. This net figure for infrastructure is then divided by the net amount of new development.
- 10.3 The assumptions made against each line of the formula can also be found in the table in Appendix 2. Costs have been taken from the PfE viability assessment, or for the CRR, from the latest costings available. Several inputs are only relevant for residential development and therefore only influence that calculation. Adjustments have been made for inflation and for already committed / constructed development.
- 10.4 No adjustment has been made for viability and it is accepted that the sums sought are substantive. Detailed work on viability will be carried out as part of the first stage of the Masterplan. However this is the trade-off for the benefit to an applicant of a development coming forward quickly and ahead of the Masterplan. This is a high level and worst case scenario but it is appropriate to plan for that worst case, given the alternative would either require refusals of planning permission on the grounds of non-

compliance with Policy JPA33 (1) and (14) or prejudice the overall delivery of the allocation.

- 10.5 The Council will be making all possible effort to secure further public monies from appropriate funding streams to assist in bringing forward the New Carrington allocation. It is anticipated that public monies will be required to deliver the allocation in full. Thus as the Masterplan progresses the developer contributions will reduce; both because further sources of funding can offset the costs, and also because the necessary contingency will reduce as the cost of infrastructure beyond the Carrington Relief Road is better understood.
- 10.6 To reflect this position there will be a re-proportioning mechanism in any S106 agreement which would enable the reduction and / or redistribution of contributions on a case by case basis if the output from the first stage of the Masterplan work is that the equalised contribution is less than the interim contribution. In the case of residential development, some contributions may be redirected to affordable housing.
- 10.7 It is anticipated that some of the necessary infrastructure will be delivered as an integral part of development schemes coming forward. In circumstances where a developer bears the cost of direct delivery of infrastructure, the contribution will be adjusted accordingly to take account of this.

11.0 Conclusion

- 11.1 Carrington and Partington have been part of the Council's growth and regeneration strategy for many years. Alongside this, it has been recognised that new road (and other) infrastructure is needed to reduce the isolation of these settlements and deliver sustainable development.
- 11.2 However, a substantive part of the reason that the Carrington Relief Road has not yet been delivered has been the inability of the Council to obtain developer contributions towards it. Development is now beginning to stall as a result. The Council needs to take all necessary steps to prevent this situation arising again with the larger New Carrington allocation.
- 11.3 It is therefore imperative that the Council has an immediate strategy for seeking developer contributions for the whole of the necessary infrastructure to bring the New Carrington allocation forward. It is to the benefit of developers to enable them to bring sites forward quickly and ahead of the Masterplan. Otherwise planning applications may have to be refused on the basis of non-compliance with Policy JPA33 of PfE.
- 11.4 The first stage of the Masterplan, which will set out an equalised contribution mechanism, will not be complete for around 12 months. An interim contributions formula is therefore necessary. That formula is necessarily not as sophisticated as the mechanism which will come forward via the Masterplan. It is a worst case scenario but it goes as far as it can with the information currently available to the Council and includes a substantial contingency and no provision for future public funding. S106 agreements will include a re-proportioning mechanism to reflect this.

12.0 Recommendation

- 12.1 That the Planning and Development Management Committee notes the content of this report.

12.2 That the Planning and Development Management Committee approves the formula for the calculation of interim developer contributions in New Carrington for the purposes of the determination of planning applications with immediate effect.

APPENDIX 1 – CONSIDERATION OF PLACES FOR EVERYONE AGAINST THE CRITERIA IN PARAGRAPH 48 OF THE NPPF

Paragraph 48 of the NPPF sets out three criteria by which Local Planning Authorities may give weight to relevant policies in emerging plans. The Places for Everyone joint development plan is considered against each of these criteria which leads to the conclusion that its policies now must carry substantial weight.

a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

- (i) The Places for Everyone joint development plan was submitted for examination in February 2022 and has undergone 12 weeks of public hearings as part of the Examination in Public.
- (ii) The Inspectors' post hearing letter was published on 11th August 2023. In it they advised that the proposed main modifications be subject to a period of consultation, reflecting the time allowed under the previous consultation stage (Regulation 19) of eight weeks.
- (iii) Public consultation on the main modifications ran from 11 October – 6 December 2023.
- (iv) There remain two principal stages of plan-making left to complete. The first is for the Inspectors to issue their report and conclusions as to whether they find the plan 'sound' and legally compliant. The second (assuming the Inspectors consider that no further consultation is necessary) is for each of the nine participating local authorities to formally adopt the plan.
- (v) The Places for Everyone plan is therefore undeniably at a significantly advanced stage of preparation.

b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given);

- (i) Places for Everyone has undergone 12 weeks of public hearing sessions, prior to which there were several months of questions and answers to and from the Inspectors.
- (ii) In terms of the proposed New Carrington allocation, there was a day-long hearing session on 18 March 2023, followed by a further day-long session on the matter of peat, across several sites in the plan, of which a significant amount of time was spent discussing the New Carrington allocation.
- (iii) Notwithstanding that there still remained objections to the Plan and the proposed allocation at New Carrington, the Inspectors' post hearing letter of 11 August 2023 stated that the Inspectors were satisfied, at that stage of the examination, that all of the proposed main modifications were necessary to make the Plan sound and would be effective in that regard. That conclusion was, however, without prejudice to their final conclusions that they will reach following consideration of responses to the public consultation on the main modifications.

- (iv) This position was reaffirmed in the Inspectors' letter of 11 September 2023, which confirmed that they were satisfied with the materials to be the subject of the required main modifications public consultation.
- (v) Planning and plan-making is an often-contentious matter, and it is impossible to fully satisfy the views and needs of everyone affected and/or involved. Consequently, there will always be unresolved objections to Places for Everyone and the proposed allocation of New Carrington. However, given the length and level of public scrutiny through which the plan has undergone, together with the affirmations from the Inspectors' that the proposed main modifications are required to make the plan sound and/or legally compliant, it is considered that the remaining unresolved objections will largely be resolved or dismissed in the Inspectors examination report. Any unresolved objections that remain thereafter are products of the plan-making system which cannot satisfy all and every interest.

c) the degree of consistency of the relevant policies in the emerging plan to the NPPF (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given.

- (i) A revised NPPF was published on 19 December 2023; however, the transitional arrangements set out in Annex 1, state at paragraph 230:

The policies in this Framework (published on 19 December 2023) will apply for the purpose of examining plans, where those plans reach regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (pre-submission) stage after 19 March 2024. Plans that reach pre-submission consultation on or before this date will be examined under the relevant previous version of the Framework in accordance with the above arrangements.

- (ii) Places for Everyone reached the pre-submission consultation stage (Regulation 19) in 2021 and was subject to a period of eight weeks consultation between 9 August and 3 October 2021. It must therefore be consistent with the 2021 version of the NPPF.
- (iii) The examination was undertaken on this basis, and the Inspectors were satisfied that the plan was consistent with the 2021 NPPF.

It is clear therefore, that the Places for Everyone plan is a) at a significantly advanced stage of preparation; b) not subject to any significant soundness or legal related unresolved objections; and c) is fully consistent with the relevant version of the NPPF, and must therefore be given substantial weight in the planning balance.

APPENDIX 2 – INTERIM NEW CARRINGTON DEVELOPER CONTRIBUTIONS FORMULA

Minimum Indicative Infrastructure Costs Associated with Development of New Carrington			
<i>Indicative Infrastructure Required</i>		<i>Cost</i>	<i>Notes</i>
a	Places for Everyone (PfE) Transport Costs Less CRR	£ 44,110,000.00	PfE Viability Assessment identified £59.6m of interventions including £15.5m for CRR
b	Carrington Relief Road (CRR)	£ 75,000,000.00	Latest cost of scheme £75m includes all elements of design, planning and construction through to completion in 2030. Scheme is inclusive of Build Cost Inflation (BCI) until 2030, and excludes rationalisation works and any cross-subsidy that may become available.
c	Rationalisation to Support CRR	£ 2,000,000.00	
d	Education	£ 11,626,648.00	Cost identified in the PfE Viability Assessment.
e	Open Space (<i>m x 2322</i>)	£ 8,433,504.00	Per dwelling cost of £2,322 identified PfE Viability Assessment.
f	Other S106/ 278 (<i>m x 5000</i>)	£ 18,160,000.00	Per dwelling cost of £5,000 identified PfE Viability Assessment.
g	Sub-Total Indicative Minimum Infrastructure Costs	£ 159,330,152.00	
Amount of Development Proposed and Approved in New Carrington			
		<i>Amount of Development</i>	<i>Notes</i>
h	PfE Policy JPA 33 Employment Figure (sqm)	350000	As set out in PfE Policy JPA 33
i	PfE Policy JPA 33 Housing Figure (number of homes)	5000	As set out in PfE Policy JPA 33
j	Employment Floorspace with Planning Permission/ Built	143136	All approved and built/ partially built employment and residential development within area covered by New Carrington allocation since Core Strategy adoption in 2012
k	Number of Homes with Planning Permission/ Built	1368	
l	PfE Policy JPA 33 Net Employment Floorspace (sqm) (<i>h - j</i>)	206864	Amount of employment floorspace and homes remaining to be approved/ built and therefore subject to updated infrastructure contributions
m	PfE Policy JPA 33 Net Number of Homes (<i>i - k</i>)	3632	

Indicative Infrastructure Costs + Inflation/ Indexation and Apportionment (60% Residential Development and 40% Employment Development)					
Indicative Infrastructure Required plus Inflation/ Indexation		Residential Development	Employment Development	Total Contribution	Notes
n	PfE Transport Interventions (<i>a + Build Cost Inflation</i>)	£ 36,195,722.05	£ 24,130,481.36	£ 60,326,203.41	BCI applied at 11% p.a. 2021 - 2023. BCI not applied to CRR as already included in the cost of the scheme
o	Carrington Relief Road (CRR) (<i>b</i>)	£ 45,000,000.00	£ 30,000,000.00	£ 75,000,000.00	Apportionment of £75m CRR scheme cost
p	Rationalisation Costs of CRR (<i>c x apportionment</i>)	£ 1,200,000.00	£ 800,000.00	£ 2,000,000.00	Apportionment of £2m rationalisation costs
q	Education Contributions (d CPI indexed to 2023)	£ 13,733,179.20	£ -	£ 13,733,179.20	Only applicable to residential development
r	Open Space Contributions (e CPI indexed to 2023)	£ 9,961,497.22	£ -	£ 9,961,497.22	Only applicable to residential development
s	Other S106 and 278 Agreements (f CPI indexed to 2023)	£ 12,556,245.31	£ 8,370,830.21	£ 20,927,075.52	Apportionment of f
t	Sub-Total Indicative Minimum Infrastructure Costs (<i>n+o+p+q+r+s</i>)	£ 118,646,643.78	£ 63,301,311.57	£ 181,947,955.35	Cost of CRR and PfE transport interventions (m) excluded as included in n
u	30% Risk Factor/ Contingency (<i>u x 0.3</i>)	£ 35,593,993.13	£ 18,990,393.47	£ 54,584,386.60	
v	Total Gross Indicative Minimum Infrastructure Costs (<i>t+u</i>)	£ 154,240,636.91	£ 82,291,705.04	£ 236,532,341.95	
Existing and Future (Known) Funding and Contributions and Apportionment (60% Residential Development and 40% Employment Development)					
Funding Source		Residential Development	Employment Development	Total Contribution	Notes
w	City Region Sustainable Transport Settlement 1 (CRSTS 1)	£ 7,560,000.00	£ 5,040,000.00	£ 12,600,000.00	Secured funding
x	Growth Deal 3 (TfGM) (GD3)	£ 3,600,000.00	£ 2,400,000.00	£ 6,000,000.00	Secured funding
y	Housing Infrastructure Fund (Homes England) (HIF)	£ 1,000,000.00	£ -	£ 1,000,000.00	Secured funding. HIF only applicable to residential development.
z	Evergreen Funding	£ 162,000.00	£ 108,000.00	£ 270,000.00	Secured funding

aa	GMCA Brownfield Funding	£ 120,000.00	£ 80,000.00	£ 200,000.00	Secured funding
ab	Strategic Community Infrastructure Levy (CIL) at 31/03/20223	£ 634,053.62	£ 422,702.42	£ 1,056,756.04	Secured funding
ac	S106 Infrastructure Contributions Secured/ Agreed at 31/03/2023	£ 2,967,624.00	£ 2,499,638.98	£ 5,467,262.98	Secured funding. Apportioned according to planning approvals
ad	Likely Future CIL Contributions (<i>£50/sqm + CIL Indexation</i>)	£ 17,400,977.25	£ -	£ 17,400,977.25	Based on average residential development CIL charge of £50/sqm. Industry and warehousing not currently CIL chargeable
ae	Gross (Known) Financial Contributions Secured/ Likely to be Secured (<i>w+x+y+z+aa+ab+ac+ad</i>)	£ 33,444,654.87	£ 10,550,341.40	£ 43,994,996.27	
af	Total Net Indicative Minimum Infrastructure Costs (<i>v - ae</i>)	£ 120,795,982.04	£ 71,741,363.65	£ 192,537,345.69	
ag	Contribution Per Home (<i>af/m</i>)	£ 33,258.81	N/A		
ah	Contribution Per sqm of Employment (<i>af/l</i>)	N/A	£ 346.80		