

## TRAFFORD COUNCIL

**Report to:** Scrutiny Committee  
**Date:** 13 March 2023  
**Report for:** Discussion  
**Report of:** Executive Member for Housing and Regeneration & the  
Executive Member for Climate Change

### Report Title

**Carrington Relief Road – Progress & Update**

### Summary

This report provides an overview of the current progress with the development of the highway route known as the Carrington Relief Road. This is a key element of the new Infrastructure that will be needed around Carrington and Partington – both to address existing access issues and to facilitate the development of ‘New Carrington’.

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.

The development of this highway route needs to be viewed in the context of wider transport interventions – many of which have been set out in a transport strategy for the area.

### Recommendation(s)

It is recommended that the Committee:

- (i) Notes the Report to Executive on 29 January 2024
- (ii) Notes the progress with the Carrington Relief Road set out in this report.

Contact person for access to background papers and further information:

Name: Adrian Fisher Director of Growth & Regulatory Services

### **Background Papers:**

Report to the Executive 29 January 2024: [Agenda for Executive on Monday, 29th January, 2024, 6.30 pm \(trafford.gov.uk\)](#)

Report to Planning & Development Committee 16 February 2024: [Report \(trafford.gov.uk\)](#)

Appendices: None

### **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. Transport improvements will help facilitate this plan. 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 planned road is part of a wider Transport strategy, 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	<p>The specific financial implications of the Carrington Relief Road are set out in section 5. The Report to the Executive on 29 January 2024 set out further financial implications. 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.</p> <p>There is also a wider economic cost of development being delayed through the lack of supporting Infrastructure.</p> <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 Highways Act 1980 provides the Council with powers to construct or improve highways. Powers of compulsory purchase, should that prove necessary, are conveyed by both the Highway Act and Planning Act 1990 (as amended)</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	Equality Impact Assessments were completed as part of the process of Integrated assessment which underpins the Places for Everyone Plan. It

	will also be part of any future planning application for the route.
Sustainability Implications	The development of the route 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.
Carbon Reduction	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 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. 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.
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	The risks attached to the Carrington Relief Road Project are managed through a risk register..
Health & Wellbeing Implications	Development of new route 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 highway aims to improve the well being of

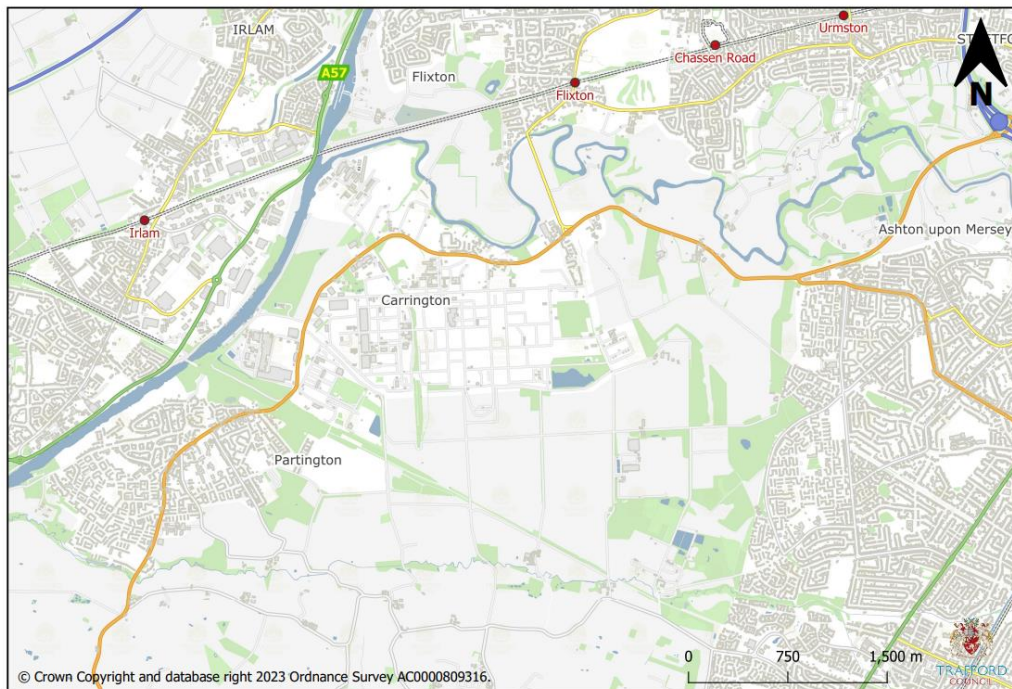
	existing residents through better accessibility & improved economic opportunity in the area.
Health and Safety Implications	None as a consequence of this report.

## 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 20<sup>th</sup> 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 19<sup>th</sup> 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, aligned to the update provided to the executive in January 2024.

## 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 The Places for Everyone Plan**

- 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' and is now expected to be adopted in March 2024 by each of the 9 Councils involved. New Carrington – a development of around 5,000 new homes and 350,000 sqm of business development is one of the major allocations of the Plan. Transport improvements such as the CRR will facilitate the development envisaged by the Places for Everyone plan. As set out in the Report to the Executive in January 2024, further master planning work will aid the coordination and proportionate funding of that infrastructure.
- 3.4 A Report to the Planning & Development Committee on 15 February explained how development proposals will be managed pending the completion of the master-planning – and also set out a temporary funding formula against which infrastructure contributions would be sought from new development.

### **4.0 Carrington Transport strategy**

- 4.1 To assist the master planning process and related infrastructure, including the CRR, a Carrington Transport strategy has been prepared. This was approved by the executive on 29 January. 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
<b>Target</b>		
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
<b>Private Sector</b>		

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
	<b>Funding Secured</b>				<b>Funding Requirement</b>				

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 known Constraints.

6.1 The Report to the Executive highlighted the presence of PFAS (Per-and polyfluoroalkyl substances) contaminants on the former petro-chemical site. These are highly mobile and durable contaminants, the full impact of which is not fully understood. The CRR is being designed to minimise any disturbance or implications for these pollutants.

6.2 The Executive report also explained that Peat is not thought to be a constraint on the construction of the route. The historic moss land lies well to the south and current ground investigation data shows the route is mainly underlain by made ground, sand, gravel and clay.

## 7.0 Conclusions

7.1 In line with the decision of the executive in September 2021, work has been progressing to develop the Carrington Relief Road and submit a full planning application for the route next winter.

7.2 The new road sits in 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.

**Finance Officer Clearance** PC  
**Legal Officer Clearance:** RA

**DIRECTOR'S SIGNATURE**

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