

Trafford Council

Carrington Relief Road

Outline Business Case – Executive Summary – December 2019



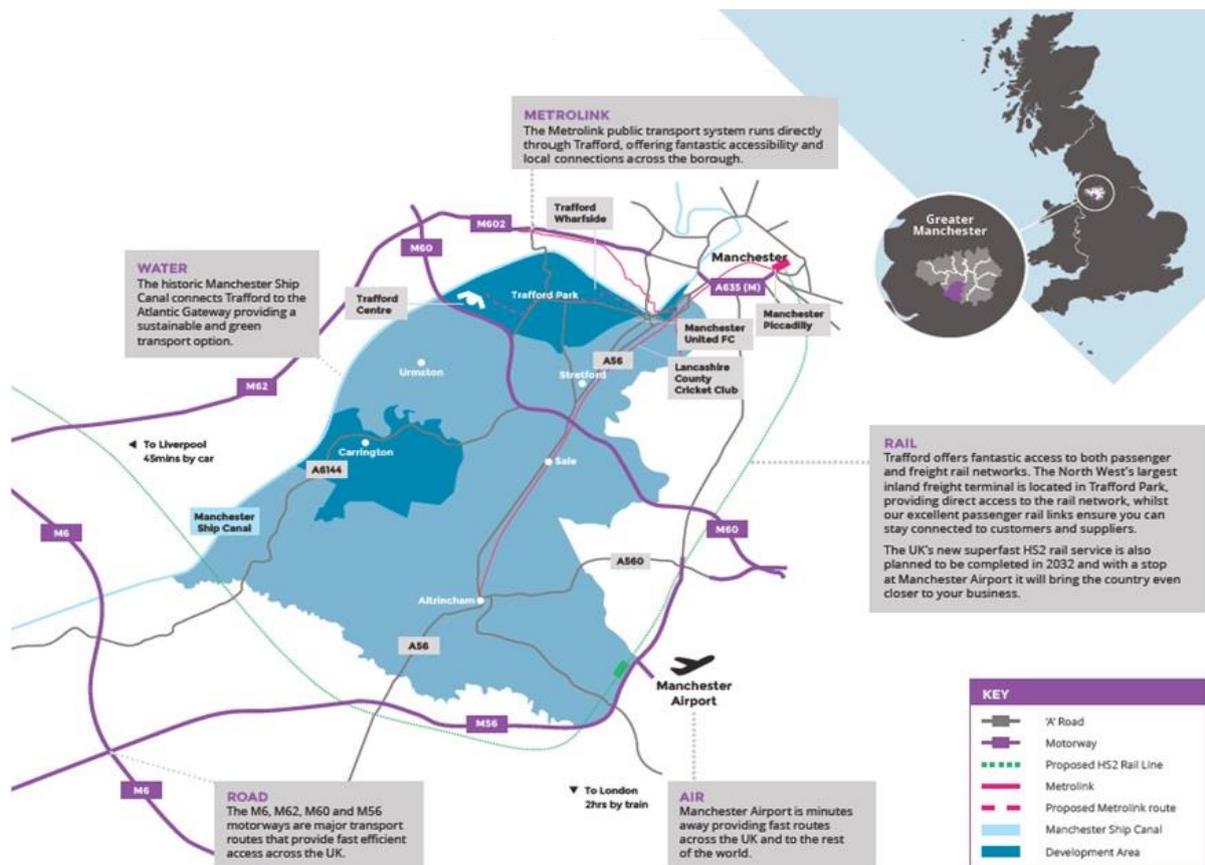
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Carrington Relief Road – OBC Executive Summary

1.0 Introduction

This document sets out an investment case for transport infrastructure improvements in Carrington Trafford, part of the Greater Manchester City Region. This transport investment is designed to enable housing and employment growth to take place in the area, which is a key designated housing growth location within the City Region. This location can be seen from the figure below:



1.1 Strategic Context – The Greater Manchester Spatial Framework

Following consultation on the 'Greater Manchester Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework' in 2016, a Revised Draft 2019 (Draft GMSF) was published in January 2019, which reinforces the ambition to bring forward brownfield land, reduce the net loss of Green Belt and provide stronger

protection for important environmental assets. It enables Greater Manchester to meet its Local Housing Need, promotes a new approach to town centres, supports wider strategies around clean air, walking and cycling and underpins the ambition to be a carbon neutral city-region by 2038.

The Draft GMSF is the strategic spatial plan for Greater Manchester and sets out the planning policy framework for the whole of the city-region. It is a strategic plan and does not cover everything that a Local Plan would. Districts such as Trafford will continue to produce their own Local Plans setting out more detailed policies reflecting local circumstances. This approach has been approved by the 10 Local Planning Authorities in Greater Manchester (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan) who agreed to prepare the GMSF to set out the approach to housing and employment land across Greater Manchester for the next 20 years.

The current status of the Draft GMSF is that following the consultation in 2019, the responses are being analysed with a view to producing the Draft Plan for consultation in Summer 2020. This will be subject to approval by the 10 Councils as well as the Greater Manchester Combined Authority (or GMCA/AGMA Executive Board depending on whether the Spatial Development Strategy Regulations are in place). The final plan will be submitted for examination in early 2021 and adopted late 2021/early 2022.

The GMSF will provide the key strategic point of reference to guide developments across the city-region.

1.2 Population and Employment Trends in the City Region

Greater Manchester is home to 2.8 million people and has seen an increase of over 200,000 residents in the last decade alone. The population is forecast to grow by around another quarter million people by 2037, and this, in turn, will contribute to a significant increase in households.

The Draft GMSF plans for 201,000 new homes over the plan period, including 50,000 affordable homes. Trafford's contribution to this total is 19,280 homes and the New Carrington site will meet approximately 30% of this requirement. This emphasises the importance of the Carrington site in meeting Trafford's housing requirement and in the context of the spatial plan for Greater Manchester.

The baseline economic forecast foresees an increase of around 110,000 jobs by 2037, with similar changes in the sectoral mix to the recent past, although a more ambitious accelerated growth scenario estimates an increase of about 180,000 jobs. A significant amount of employment growth is proposed at the New Carrington site as part of the GMSF allocation.

The New Carrington site is an important strategic element of the GMSF Spatial Strategy. It provides an opportunity to deliver a development of significant size and enable the redevelopment of the extensive former Shell Carrington industrial estate, building upon the existing strategic allocation in the Trafford Core Strategy. The site will be supported by new infrastructure and will help improve services and facilities for

existing communities, as well as reduce the areas isolation from the rest of Trafford and Greater Manchester.

2.0 New Carrington

2.1. New Carrington Strategic Allocation

The Draft GMSF outlines a vision to meet the housing need and ensure a thriving and productive economy in all parts of Greater Manchester. To deliver this vision a strategy has been developed to make the most of key locations and assets, and New Carrington is identified as a strategic allocation to deliver a new settlement of significant size. This location in the western part of Trafford will enable the redevelopment of the extensive former Shell Carrington industrial estate, support the regeneration of neighbouring Partington and Sale West, and deliver the scale and mix of development and associated infrastructure necessary to support a sustainable settlement. This necessitates the release of some Green Belt land.

The inclusion of a large amount of employment development and local facilities, as well as a diverse range of housing, will enable New Carrington to function as a sustainable neighbourhood within Greater Manchester rather than an isolated community. However, the area is currently served relatively poorly by public transport, and significant investment will be required to ensure that residents and workers in the area can travel sustainably. The former railway line that runs through the site has considerable potential in this regard, offering the opportunity for rapid transit that could link to the existing network in south Manchester

and hence provide good connections to key economic locations such as the City Centre and Manchester Airport, and potentially extend through to Cadishead in Salford to enable better movement across the Manchester Ship Canal. Major improvements in highway access will also be required, including a new Carrington Relief Road as well as upgrades to the Carrington Spur and Junction 8 of the M60 which connect into the development area.

Policy GM-Strat 11

New Carrington

Over the period 2018-2037 land to accommodate around 6,100 dwellings and 410,000 sq m of employment floorspace has been identified and will be delivered with a new local centre. It will be fully integrated with the existing Partington and Sale West neighbourhoods.

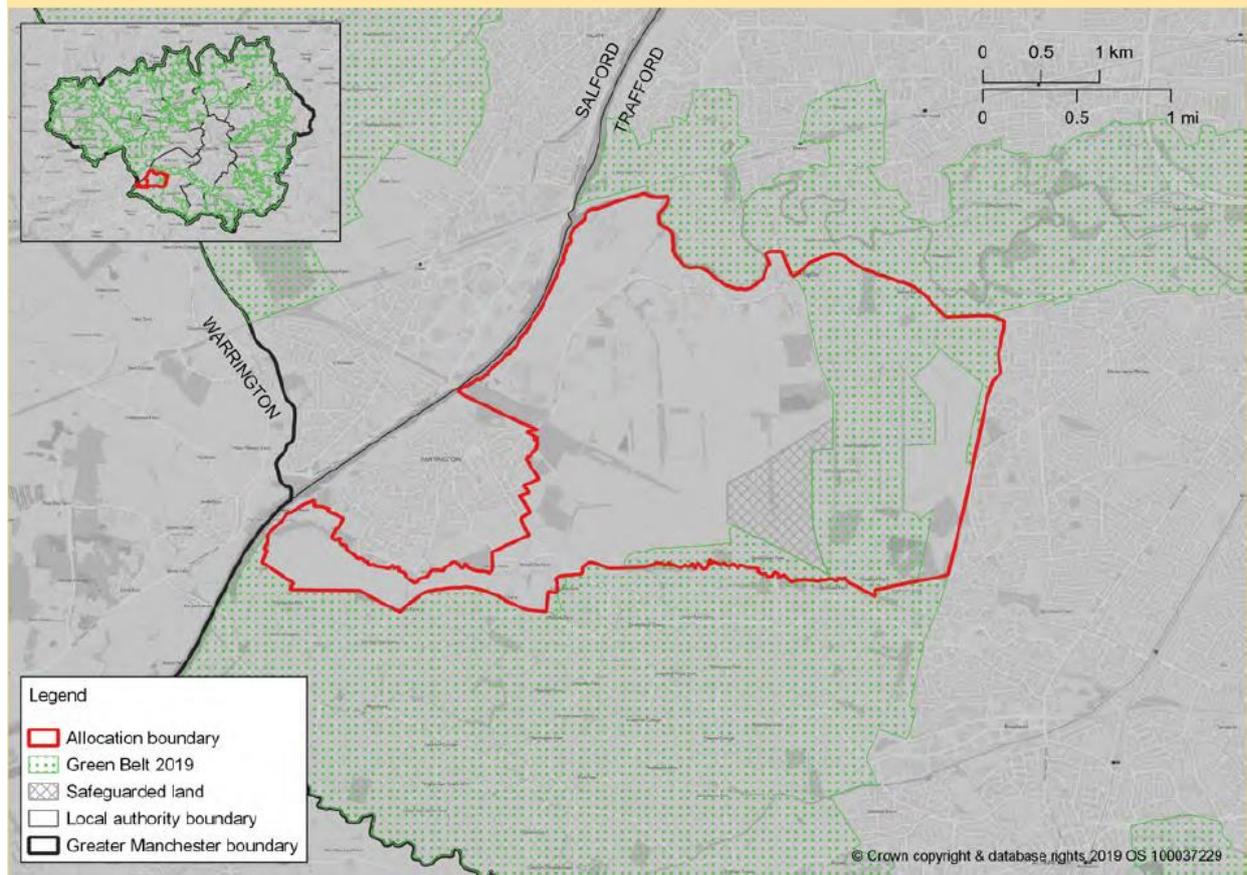
Major investment in public transport and highway infrastructure, such as the Carrington Relief Road, improvements to Junction 8 of the M60 and public transport corridors will need to be delivered to support the development of New Carrington, ensuring it is well-connected to the rest of Greater Manchester.

Policy GM Allocation 45 'New Carrington' allocates the development site and provides more detailed requirements for its implementation.

As described in the Draft GMSF (Policy GM Allocation 45), the New Carrington site will deliver a minimum of 6,100 homes. The site will primarily deliver family housing at a medium density to meet the identified need and reflect the existing residential communities around the site. Some apartments will be appropriate across the site, particularly adjacent to transport hubs as well as the local centre where a slightly higher density will be expected. The site offers an opportunity to deliver affordable housing and make an important contribution to addressing the acute affordable housing need in Trafford and more widely meet the District's obligations to provide 5 year's housing supply under the National Planning Policy Framework.

Policy GM Allocation 45

New Carrington



For the residential development, a detailed phasing plan will be required which recognises the distinct communities of Carrington, Partington and Sale West and the different market areas they serve. The Phasing Plan should be guided by the delivery of transport, green and social infrastructure, to ensure the sustainable growth of the New Carrington community.

Employment development will be focused in the north western area of New Carrington, largely on existing brownfield land. This is the most appropriate use in this area considering the existing COMAH (Control of Major Accident Hazards) zone constraints. The site can deliver approximately 400,000 sqm of employment land creating up to 7,800 jobs when fully built out.

2.2. Trafford Development Plan: Core Strategy

Carrington, Partington and Sale West are identified as key areas for regeneration in the Trafford Council Development Plan: Core Strategy document, adopted in 2012. These three locations are linked to the New Carrington scheme. Carrington is defined as a Strategic Location (SL5) for change in the Core Strategy.

To this end, the Council adopted the Strategic Location policy for the area - see extract from this policy below.

POLICY SL5 – CARRINGTON

Strategic Proposal

SL5.1 A major mixed-use development will be delivered in this Location, providing a new residential community, together with employment, educational, health and recreational facilities. This will be supported by substantial improvements to both public transport and road infrastructure.

SL5.2 The Council considers that this Location can deliver:

- 1,560 residential units comprising, predominantly, accommodation suitable for families;
- 75 hectares of land for employment activities;
- New road infrastructure to serve the development area to relieve congestion on the existing A6144;
- Significant improvements to public transport infrastructure by improving access to Partington, the Regional Centre and Altrincham with links to the Metrolink system;
- Community facilities including convenience retail, school provision, health and recreational facilities of a scale appropriate to support the needs of the new community, and,
- High quality green infrastructure within the new community and connects with the surrounding open countryside and protects and enhances the existing sites of environmental importance.

As specified in the policy, new road infrastructure is required to relieve congestion on the A6144, the principal road serving the communities of Carrington and Partington and connecting to Sale and the M60 motorway. The outcomes of the Greater Manchester Transport Modelling Assessment indicate that significant schemes are required to mitigate the impact of this development on the Strategic Road Network and the Primary and Local road Network. The traffic modelling undertaken for the OBC supports this

conclusion and the need for the CRR. Further traffic modelling is being conducted by TfGM and consultant Systra to evaluate the impacts of the development as this is phased in: for example, to determine when this may trigger additional infrastructure improvements, such as dualling of the CRR and the Carrington Spur and re-modelling of Junction 8 of the M60 motorway, in order to future-proof the highway capacity against future travel demands.

As noted in the Development Plan, the Carrington location is predominantly a brownfield development site, with much of the land (but not exclusively) being made up from the substantially contracted chemicals complex. It has the potential to deliver a mixed-use sustainable community, providing high quality family accommodation that will help meet Trafford's identified housing needs up to and potentially beyond the end of the Plan period. It will also provide a range of employment opportunities to meet the economic regeneration and development needs of the area and contribute towards the economic prosperity of the City Region in the 21st Century.

Improving the highway and public transport infrastructure serving the area will improve the sustainability of the location as a focus for development, making it accessible by a choice of transport modes. This will create and significantly improve transportation links to the Strategic Road Network, Metrolink and cross conurbation to Salford (a Manchester Ship Canal crossing will be subject to further investigation). The alignment of the link road to serve the development area and ease congestion along the A6144 will be guided by the New Carrington Masterplan.

2.3. New Carrington Masterplan: Development Phases

HIMOR (Carrington) Ltd. (HIMOR) own 1,665 acres of land within the proposed allocation, comprised of land formerly used as petrochemical plant and agricultural land. The other major landowners on the site include United Utilities, National Trust, National Grid and Redrow.

HIMOR is working closely with stakeholders to develop a masterplan which is based on an ambitious and sustainable vision for New Carrington. This will deliver holistic regeneration for Partington, Carrington and Sale West. This is through significant housing, industry and warehousing, manufacturing and new community facilities, in addition to strategic road infrastructure improvements. New Carrington has the potential to meet significant Greater Manchester wide housing and employment needs, in a sustainable location, on a brownfield site, which will also deliver localised regeneration and place making benefits.

The masterplan sets out the developer's current proposal and indicates how the site can be delivered in terms of timescales and phasing, to assist in the delivery of much needed housing, employment and infrastructure. It takes account of the existing and emerging development plan documents including the Draft GMSF (Policy GM Allocation 45 and Policy GM-Strat 11, New Carrington) and the Trafford Development Plan Core Strategy (Policy SL5 – Carrington).

Current masterplanning for the sites envisages the scheme being delivered within three broad phases as shown on the map in Figure A1. The master-planning of the New Carrington allocation is an ongoing process and therefore the broad phases outlined

below provide an overview of how the site could be delivered – this is subject to change as further master-planning work is completed and the outcome of studies, like the Systra transport assessment, are known.

Phase 1

The Phase 1 development parcels comprise HIMOR owned land, which have the benefit of current planning permissions for both housing and employment. A Hybrid Planning Application was prepared and submitted by HIMOR, for a new mixed-use community, known as Carrington Village, and was approved on 25th August 2017. In parallel outline planning permission was granted for an employment site around Common Lane on 5th May 2017.

In total, the approved outline/hybrid permissions within these sites are for 725 dwellings, approximately 45,000 sqm of employment space and 929 sqm of retail/health space. The first phase of the approved housing at Carrington Village was submitted by Wainhomes and now has Reserved Matters approval for 277 houses (18th December 2018).

The remainder of the residential parcels (CR1B) approved as part of the Hybrid Planning Permission is likely to be the subject of an amended planning application, primarily to address the revised route of the CRR. Alongside this will be the rationalization of the LyondellBasell infrastructure to allow LyondellBasell to relinquish their long leasehold interest in part of the land. The first phase of the employment space, known as Carrington Gateway, (within parcel CE1A) is now being implemented by HIMOR who are on site constructing the new buildings. The remainder of the employment land (CE1B and CE1C) will be built out following the successful completion and letting of the initial employment site (CE1A).

Phase 1 of the scheme will require some minor improvements to the A6144, when the developments hit a specific trigger, to ease the flow of traffic at the intersection with Isherwood Road and to enable access to the development sites, but without any additional infrastructure such as the CRR. It was judged that the modest amount of housing and employment created in phase 1 was insufficient to justify building the Carrington Relief Road. Nevertheless, the extra traffic generated at these sites will add to the existing congestion leading to further delays in the peak periods and exacerbating the current situation.

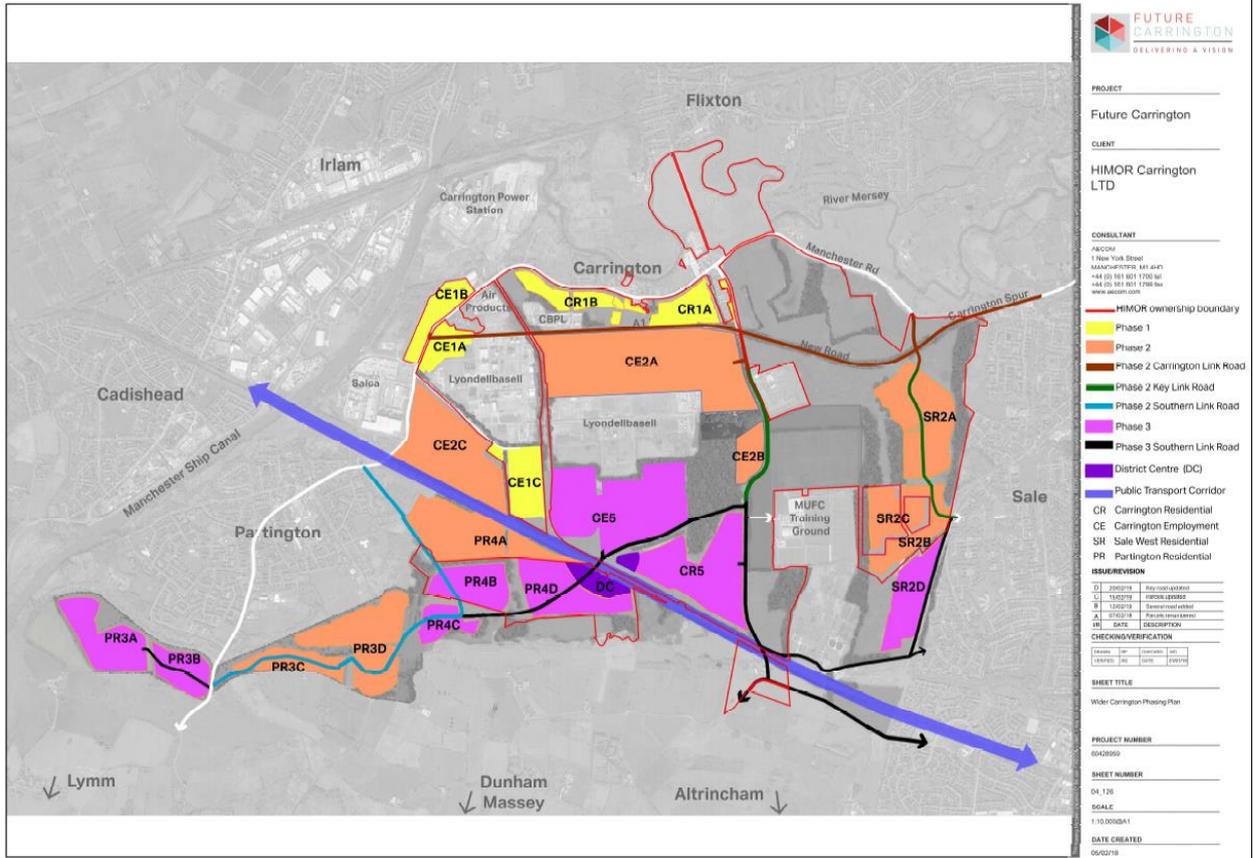


Figure A1. New Carrington Potential Development Phases

Phase 2

This Phase of development will require the implementation of the Carrington Relief Road. The CRR is already being supported by both the Housing Infrastructure Fund and the Growth Fund to make sure that it comes forward, at the appropriate time, to facilitate this phase of development. It is currently envisaged that a planning application for the Carrington Relief Road will be submitted in 2020, and that the road could be open by 2023. This phase of development would implement a Sale West link road to ensure integration of the new development with the current Sale urban area. It would also facilitate the phased implementation of the potential Phase 2 Southern Link Road which will integrate the new development with the existing urban areas of Partington. These Link Roads will also assist in enhancing bus patronage and bus circulation.

Each of the development parcels within this phase are backed by Developers who are progressing their sites through the planning system:

- Sale West (SR2A, 2B & 2C) - HIMOR have instructed a Consultant team to prepare a detailed masterplan of this site. A planning application for the Sale West development could be submitted to dovetail with the emerging GMSF.
- Land at Warburton lane, Partington (PR3C & 3D) – Redrow has submitted three planning applications for up to 400 dwellings in June 2019 which are currently under consideration. Land at Heath Farm lane, Partington (PR4A) -

A hybrid planning application has been lodged (26th July 2018) with Trafford Council. It comprises: a) Application for full planning permission for the clearance and remediation of the existing site and the erection of 148 dwellings with access from Broadway and associated works; and, b) Application for outline planning permission for the erection of up to 452 dwellings with access from Broadway and associated works. This planning application has been subject to consultation and Highways England have recently (29th Jan 2019) confirmed that they have no objection to the application. The application has been approved at planning committee (11th April 2019), subject to completion of a legal agreement. The application is made by Linden homes and Laurus Homes, demonstrating house builder commitment to delivery.

- Shell Plant, Carrington (CE2A & 2B) - This land will be brought forward for employment development by HIMOR. National Grid site (CE2C) – Planning application for employment development submitted by BlackRock UK Property Fund in March 2019 and is currently under consideration.
- Each of the Development parcels will also deliver proportionate recreation, Open Space, Green Infrastructure, Bio-diversity enhancement, and pedestrian / cycleway improvements in accordance with the comprehensive masterplan approach alongside other facilities, including health and education provision.

Phase 3

The Phase 3 development parcels could comprise residential development at the final phase of Sale West (SR2D - United Utilities); further phases at Warburton Lane, Partington (PR3A and B - Redrow); and land north of Sinderland Brook (PR4B, 4D and CR5 - HIMOR); as well as a new District Centre (DC – HIMOR) and further employment land within the former Shell Plant (CE5 - HIMOR). Each of these land parcels would follow on naturally from the development of the earlier phase 2 land parcels.

Parcel PR3A is adjacent to the route of HS2. The recent Environmental Assessment work undertaken on behalf of HS2 shows that much of this parcel is to be used for construction activities, during the construction of HS2, and hence it may be that this land is not available for housing until after HS2 has been completed. Whilst it has been shown as phase 3 within the masterplan, this parcel could therefore only be delivered beyond the GMSF plan period and may be considered more suitable to be identified as “safeguarded land” until the precise details of the HS2 alignment and requirements are clarified.

The Phase 3 development would require the implementation of the Phase 3 Southern Link Road. This will complete:

- the Isherwood Road extension link to Sinderland Lane;
- the linkage between Partington and the Isherwood Lane route; and
- a link from Sale West to the Isherwood Lane route (via an upgraded Woodhouse Lane link).

This will therefore facilitate vehicular and bus linkages to Broadheath and Altrincham. In parallel with the new highway infrastructure, the long-term public transport strategy for New Carrington, as set out in TfGM's Transport Strategy 2040 Draft Delivery Plan 2020-2025, will be coming forward comprising:

- A proposed New Carrington rapid transit corridor being delivered along the disused rail line (likely to be bus-based initially);
- A new bus corridor provided from Sale West to connect into the New Carrington corridor and connect to Altrincham;
- Potential further expansion of the New Carrington corridor to provide a rapid transit corridor between Irlam and the Airport (including the HS2 station) via Carrington.

3.0 Carrington Relief Road

3.1 Scheme Proposals

The New Carrington scheme will deliver the Carrington Relief Road as a new primary road between the Carrington Spur (to the M60) and Manchester Road. This is intended to help to reduce congestion and adverse environmental effects on the A6144 Manchester Road corridor, as well as helping to deliver further growth in the wider area and enabling active travel and public transport improvements to the existing network through released capacity. The proposed road layout is illustrated in Figure A2. In the early phases of the scheme, the CRR will be built as a single carriageway road but the right-of-way footprint will be designed to allow additional lanes to be constructed as the need arises. In this way the CRR will be future-proofed against traffic growth generated by the development.

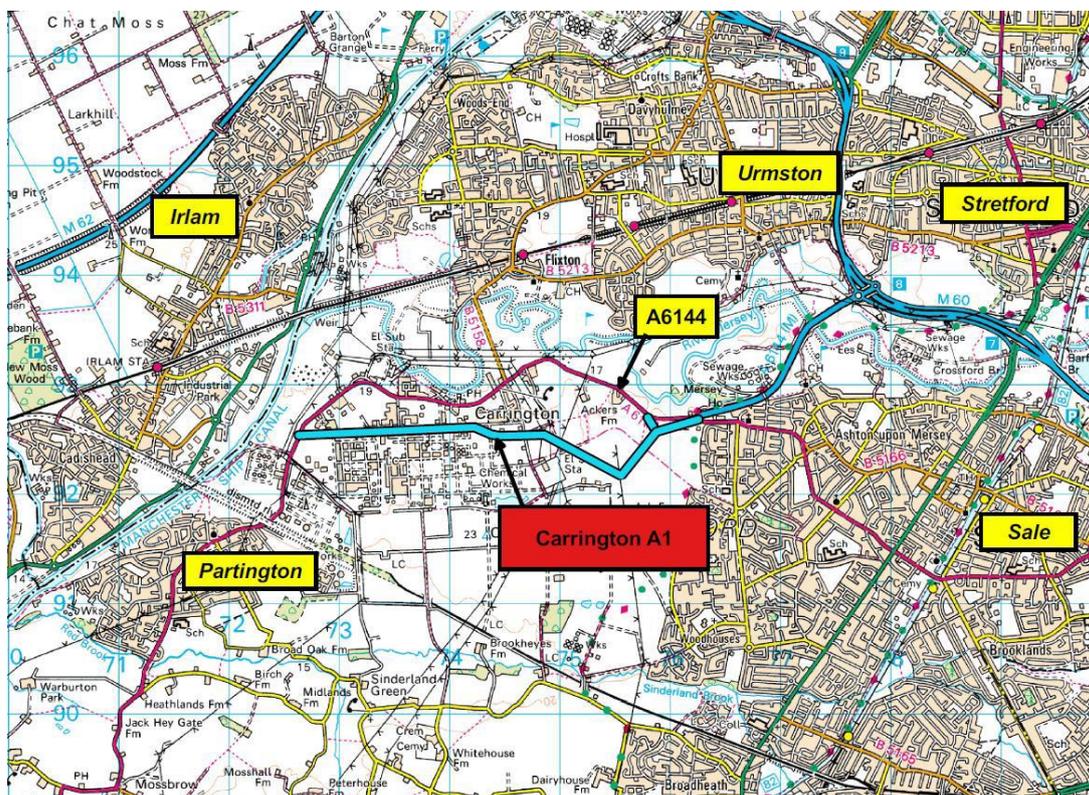
The CRR provides the spine road for the development and is critical for the implementation of the other highway improvements through later phases of the scheme.



*Proposed relief road coloured red

Following an iterative process of options development, testing against the planned growth in the area and stakeholder input, a Preferred Option has been developed which involves the following improvements:

- Realignment of Carrington Spur/Banky Lane junction
- Provision of links, including access to the Sale West housing developments
- Provision of 4km of new single carriageway linking Banky Lane to the A6144, via Isherwood Road
- A new signalised junction where the link road crosses Isherwood Road
- A new signalised junction where the new link meets the A6144
- Improved road drainage to reduce ponding and contributing to longevity of the road surface
- Provision of a combined cycle/footway, improving the environment for walking and cycling and enhancing connectivity to existing cycle/pedestrian routes



3.2. Complementary Highway Improvements

In order to enhance north-south connectivity within the area, and to enhance access to the Manchester United Training Complex, Isherwood Road would be realigned and extended to the south from its proposed connection to the Carrington Relief Road down to Sinderland Lane. A new/upgraded highway connection from this new Isherwood Road junction towards Altrincham may be required to reduce the reliance on the Carrington Relief Road and M60 connections.

Similarly, in order to enhance connectivity from Partington to Sale / Altrincham / Broadheath, a new “Southern Link Road” (SLR) would be created from Warburton Road in Partington to the realigned Isherwood Road. This would complete the strategic highway linkage between the settlements to enhance their connectivity for both private vehicles and buses. These new strategic routes could then be supplemented by further connections through the Sale West urban extension and the Partington urban extension to ensure accessibility to services and facilities.

3.3. Public Transport

Significant enhancements to the existing public transport are planned as part of an integrated public transport strategy. This will include enhancement of bus accessibility through the provision of new routes and infrastructure as above, along with enhanced linkages to the existing Flixton Railway Station where it is noted that TfGM has long-term plans to enhance it with Metro/tram-train services to Warrington.

The long-term public transport strategy for New Carrington, as set out in TfGM’s Transport Strategy 2040 Draft Delivery Plan 2020-2025 includes the following:

- A proposed New Carrington rapid transit corridor being delivered along the disused rail line (likely to be bus-based initially);
- A new bus corridor provided from Sale West to connect into the New Carrington corridor and connect to Altrincham;
- Potential further expansion of the New Carrington corridor to provide a rapid transit corridor between Irlam and the Airport (including the HS2 station) via Carrington.

The Masterplan commits to delivering a phased package of bus based public transport enhancements, whilst also ensuring that these strategic interventions could take place in the future.

3.4. Walking and Cycling

The masterplan shows a new network of walking and cycling routes both along new highway infrastructure and through recreational / open space areas to facilitate localised and more strategic walking and cycling opportunities.

The CRR will include footpaths and dedicated cycle lanes that will connect to and extend the Greater Manchester Bee network of strategic cycle routes. Three 'Bee' lines are planned to cross the development area: one following the A6144 which will connect into the CRR; a second along the path of the disused east-west railway; and a third traversing the site north-south along the path of the disused railway. The CRR cycle lanes will be future proofed to ensure that any road widening incorporates them into the design.

4.0 Key Benefits

4.1 Unlocking the Potential of New Carrington

The New Carrington development makes a significantly contribution to meeting the objectives defined in the Draft GMSF and Trafford Council's Core Strategy. The key benefits are illustrated in Figure A3.

Realisation of these benefits is dependent on improving the accessibility and connectivity of the site internally as well as to the wider network. This requires additional road and public transport infrastructure to meet the projected increase in travel demand generated by the growth in population and employment. The masterplan outlines the phased development of the different sites and the transport infrastructure improvements are integral to how this will be accomplished.

The Carrington Relief Road is a critical piece of this infrastructure which provides additional capacity to meet future traffic growth and provide relief to the A6144. It serves as the spine road through the development and is the primary connector for other roads, bus services and cycle routes serving the development areas. The CRR is key to unlocking the growth potential in New Carrington and without it the proposed housing and employment would not be viable beyond phase 1.

Future Carrington Plan Period: Socio-Economic Benefits

New Homes



6,100

Employment Floorspace



4.2m sqft

Population & Labour Supply Benefits

16,100



Total Population

11,200



Working Age

9,600



Economically Active

Employment Benefits

7,800



Jobs from
employment uses

800



Average construction
jobs per annum over a
17 year build period

970



Jobs supported by
household spend in
Greater Manchester

Employment GVA, Fiscal Benefits & Household Spend Benefits

£550m



GVA per annum

£10m



Annual Council
Tax revenues

£32m



New Homes
Bonus paid to
Trafford Council

£91m



Annual household
spend in Greater
Manchester

5.0 The Strategic Case

The scheme is sponsored by Trafford Council, with significant support from HIMOR, the developer currently developing plans for housing and employment in the area.

The scheme is designed to enable development to take place by addressing the following issues:

- Local congestion on the highway network affects road users, stemming from limited capacity and a lack of alternative routes;
- Clear evidence from the Planning process that further development will be limited unless the highway constraints can be relieved;
- Poor cycle and pedestrian facilities in the area and public transport services are also affected by congestion;
- A legacy of industrial and waste land use in the area which pose challenges in developing the land for housing or employment purposes;
- Evidence that growing congestion will lead to worsening air quality as queuing traffic increases; and
- Evidence that redesign of junctions, reallocation of through traffic to more suitable routes and provision of improved pedestrian and cycling facilities provide the opportunity to reduce collisions.

Scheme Objectives

- Providing access and capacity within the transport network to enable the housing and employment growth;
- Reduction in traffic using the Isherwood / Manchester Road Junction;
- Improved journey times across Carrington, between Isherwood Road and Common Lane;
- Improved cycling connectivity, including reduced journey times and journey ambience between the Carrington Spur and Common Lane; and
- Improved road safety in the area of influence of the scheme, as well as providing a safe scheme.

5.1 The Strategic Fit

The proposed investment is consistent with the National Spatial Strategy, geared towards sustainable development of housing and employment, including the provision of a high-quality cycle and walk route designed to attract commuting and other trips.

The proposal, which includes the provision of new transport infrastructure in the form of the proposed link road, will allow regeneration and redevelopment of an existing brownfield site and contribute to creation of new jobs and development of new homes. It

is therefore clear that this proposal will support the Greater Manchester Spatial Strategy (currently in preparation).

This proposal will contribute to achieving a range of both the 'place' objectives and the overarching strategic objectives identified in the Trafford Local Plan. The delivery of the new link road will mitigate the impact of development on the existing highway network and improvements to transport infrastructure will also enhance the sustainability of the area

This proposal is also consistent with, and makes a clear contribution towards, the programmes set out in the Greater Manchester Transport Strategy (2040).

5.2 Case for Investment (Including Drivers for Change and Impact of Not Changing)

The Carrington site is a critically important part of Trafford's housing strategy and is designated within the Local Plan as a Strategic Location. This involves the delivery of a minimum of 1,560 residential units in the Plan period to 2026, with an indicative 80% proportion to be delivered on brownfield land. Subject to the developing Greater Manchester Spatial Framework, the site is potentially capable of delivering c11,500 homes.

Similar considerations apply in relation to employment in the area. The initial outline planning permission includes 93,000sqm of employment floorspace and the longer-term aspirations for growth are significantly larger, with the site eventually capable of delivering c745,000sqm of employment floorspace. Once completed, it is anticipated that over 14,000 new jobs could be provided with significant GVA contributions per annum.

Consultation with Trafford Planning has confirmed that permission for the additional homes (beyond the initial 725) will not be granted unless the highway infrastructure can be improved sufficiently to avoid unacceptable deterioration of the of the network level of service and air quality deterioration. Consequently, the key impact of not changing will be a failure to realise the growth targets for the area, affecting in turn the growth plans for Greater Manchester as a whole.

The Carrington area provides a prime location for strategic development in the Greater Manchester region due to its strategic location between the M60 and M62 and the associated accessibility to the strategic road network and Manchester Airport. If the appropriate level of level of infrastructure is not provided in order to match the potential, this would restrict growth and could potentially impact on achieving TFGM's 2040 vision.

Although private sector investors are willing to invest in the area, there is clear evidence of market failure, with house prices in Greater Manchester increasing by 7.9% (higher than anywhere in the UK except London) against wage rises around 2%. This has already been accepted by Homes England in awarding a 'Marginal Viability' grant which will help fund the rationalisation process, enabling land used for petrochemicals to be developed for housing and new employment. As well as transport constraints there are

costs of decontamination, flood alleviation, drainage and rationalisation of industrial premises

By funding up-front the infrastructure required to enable development to take place, the bottleneck to development will be released. Whilst further investment will be required in future, initiating the development through this initial investment will get development started, enabling Himor and other developers to start building and in parallel making longer-term plans

6.0 The Economic Case

The economic case assesses the transport-related impacts of the proposed Carrington Relief Road scheme to confirm its Value for Money (VfM). The scheme appraisal has been undertaken following guidance outlined by HM Government in the DfT's Transport Analysis Guidance (TAG) framework.

Modelling of the scheme proposals has been undertaken using a variant of TfGM's Greater Manchester SATURN Model (GMSM), which has been refined to match the localised detail of the road network and land use zoning structure around Carrington; this has been designated as the Carrington Relief Road SATURN Model (CRRSM).

A base year CRRSM has been prepared to represent traffic conditions observed in 2017, then satisfactorily calibrated and validated against recorded data, by TfGM, to comply with TAG criteria. From this base, future year networks for 'do-minimum', i.e. including all committed highway changes and 'do-something', i.e. with the Carrington Relief Road scheme have been developed. Forecast year projections have been applied to the base year to produce future models for 2021 and design year 2036. The DIADEM tool has been used to consider potential variable demand changes and sensitivity testing for low growth, high growth and core growth with fixed demand scenarios have been assembled by TfGM.

The Core Scenario forecasts show that the proposed Carrington Relief Road provides additional network capacity and an improved route for trips travelling to and from the M60/Carrington link road to/from Trafford and Manchester and the surrounding area.

The transport Economic Efficiency (TEE) impacts have been assessed using DfT TUBA software. This is an industry-standard tool for undertaking economic appraisal in accordance with guidelines published in TAG Unit A1.1. Overall, the scheme produces significant benefits, about £132m over the 60-year appraisal period. The benefits are generated by travel time savings of £126m and vehicle operating costs of £29m, which are offset by £23m of developer contributions. The benefits of the vehicle operating costs are anticipated as the proposed scheme promotes shorter travel distance via the Carrington relief Road as opposed to travelling on the A6144.

The overall impact of the scheme can be expressed both in terms of its net present value (NPV) represented as PVB minus PVC, and Benefit to Cost Ratio (BCR) represented as PVB/PVC. Results from the analysis of monetised costs and benefits are summarised in The Carrington Relief Road scheme is estimated to have a NPV of £118.2m and BCR of 19.64.

6.1 Deliverables and Economic Impacts

Although the scheme deliverables are focused on the highway improvements and the congestion safety and modal shift outcomes these generate, the primary goal is to enable growth to take place. In the short-term, the growth enabled by the scheme is:

| | Delivery by 2023* | Delivery by R2030** | Delivery by 2040** |
|-------------------------------|---|--|--|
| Homes | 725 | 3,325 | 6,100 |
| Employment floorspace | 46,450 sq m | 150,000 sq m | 410,000 sq m |
| Retail/health floorspace | 929 sq m | TBC | TBC |
| Estimated jobs - permanent | 2,500 | 4,500 | 10,000 |
| Estimated jobs - construction | 300 | 500 | 750 |
| Comments | This element is linked to the delivery of the Carrington Relief Road scheme and a number of current and forthcoming Planning Consents | Although the scheme enables these developments to take place, delivery will require further infrastructure | These longer-term developments are likely to be accompanied by further infrastructure investment, including public transport |

* Delivery is dependent on build-out rates which are outside of the scope of the Business Case

** Further infrastructure investment will be required to enable future phases of development

6.2 Critical Success Factors and Value for Money

The Economic Case in the OBC has demonstrated the value for money of the Carrington Relief Road scheme, which has a very high VfM score that reflects the wider economic benefits generated by the scheme in addition to the monetised benefits accruing to transport users.

The OBC listed the Critical Success Factors that are part of the schemes evaluation but did not assess these against SMART criteria. Table A1 below appraises the strategic CSFs using the SMART methodology. The CSFs are derived from the strategic objectives for the scheme as specified in the OBC.

Table A1. Appraisal of CRR Critical Success Factors – Strategic Level

| Carrington Relief Road | SMART Objectives | | | | |
|---|--|-----------------------------------|---|---|---|
| | Specific | Measurable | Achievable | Realistic | Timely |
| Strategic Critical Success Factors | | | | | |
| Improve accessibility to housing and | New network connections across the area by road, | Journey time savings by different | Funds available from developers, s106 & CIL | Integral to the land use development plan being | Scheduled roll-out as part of project phasing |

| | | | | | |
|--|--|---|---|---|--|
| employment sites | bus and bicycle | modes. Sites opened-up for housing & employment | | delivered by developers | |
| Provide more road capacity to enable housing and employment growth | Single carriageway CRR future proofed for later expansion, Southern Link Road and other minor road improvements | Transport user benefits including reduced journey times, less congestion. Wider economic benefits including higher GDV, greater productivity | Funding from HIF, Growth Fund, developer contributions including s106 and CIL. CRR budget estimated. | Redevelopment of 80% brownfield site, 20% green belt to create strategic employment and housing hubs with supporting transport infrastructure. Supported by Trafford and GMSF. Alignment for CRR is available. | CRR would be built by 2022/23. Other road and public transport improvements would be phased in line with the Masterplan. |
| Improve traffic management | Reduce traffic using junction Isherwood Rd/ Manchester Rd | Reduce delays Improve air quality & noise | Improvements / traffic diversion will follow the opening of the CRR. Budget available for other minor road improvements | Programmed as part of the delivery of the CRR | Scheduled delivery in 2022/23 alongside CRR |
| Improve cycling facilities | New cycle paths along the CRR and disused railway lines plus other cycle infrastructure treatments on existing roads | Extended length of cycle network and connections to GM 'Bee' routes | Funded as part of the CRR plus other sources such as s106 and TfGM | Delivered as part of road improvements, off-road alignments are available. | CRR cycle path scheduled for 2022/23; other routes phased implementation as part of site development plans; some could be accelerated by |

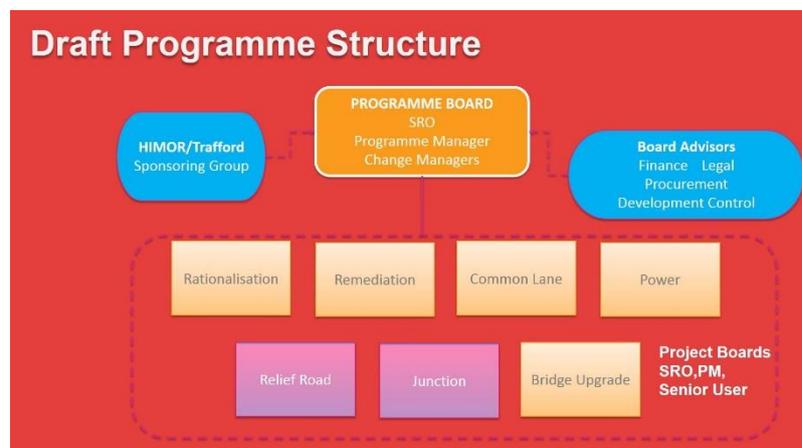
| | | | | | |
|---------------------|---|---|--|---|--|
| | | | | | 'Bee' line funding |
| Improve road safety | Reduce the number of vehicle collisions and personal injuries | Monitor data supplied by STATS 19 from GMP and by GMTU. | The CRR will allow easier and safer access to residential & employment sites and reduce peak time collision rates. | The improvements may be offset by higher traffic volumes overall which increases the risk but the layout and design of the CRR is expected to be a safer road than the A6144. | Improvements are expected once the CRR is delivered. |

7.0 The Management Case

The Management Case provides assurance that the project can be successfully delivered. The project is expected to be managed using PRINCE2 principles, applying similar techniques to those used to deliver other projects of similar size and scale.

An overall project programme has been prepared to monitor delivery of the project and this will be reviewed and updated on a regular basis by the Project Manager. Regular progress meetings will be held as the scheme develops, with progress reports prepared in advance for review with the Client.

In terms of the overall programme management, the figure below provides the overarching programme structure, including the highway scheme but also encompasses the wider aspects of delivering the Basell rationalisation programme.



8.0 The Commercial Case

Consideration has been given to management of the contract and risks through the programme, along with planning issues and a Benefits Realisation Plan and Monitoring and Evaluation Plan have been developed. These will assist with measuring the effectiveness of the scheme.

The procurement strategy submitted with the OBC submission outlined the way in which the project could be procured and the benefits and weaknesses of using the different options of procurement. The options considered are as follows;

- Option 1 – Standalone Competition – Traditional (Contractor involved after Detailed Design is complete)
- Option 2 - Standalone Competition – ECI (Early Contractor Involvement, Tendered on outline design)
- Option 3 – Standalone Competition – D&B (Design and Build, Tendered on outline Design)
- Option 4 – Framework – Traditional
- Option 5 – Framework - ECI
- Option 6 – Framework – D&B

The assessment criteria for the options were as follows;

- Programme Certainty – Due to the highly complex nature of this project and the multiple funding streams with attached conditions relating to delivery deadlines, programme certainty is identified as one of the key factors for successful delivery and must be a priority consideration when determining a procurement strategy.
- Cost Certainty – Similarly to programme certainty, failure to ensure costs are maintained throughout the programme and more importantly towards project closure could pose a significant financial risk to the Developer (and the Council) given that other funding streams have been defined and limited.
- Risk Mitigation – Considering the requirements around cost and programme certainty and the number of identified risks to the project, a procurement strategy and route to market that will enable the Council and wider stakeholders to mitigate as many risks as possible will be crucial considering the wider variety and nature of the works packages being developed.
- Early Contractor Involvement – Identification and mitigation of risks through engagement of technical construction expertise has been identified as a priority on this project. Therefore, to address this challenge early contractor involvement is an option as a key activity as part of the determining procurement strategy.

- Design Control - As Trafford Council is both Client and Highways Authority, design control is a factor which is particularly important to this scheme and should be considered in selection of a procurement option. Keeping design 'in house' with Trafford Council's appointed service provider, who under the One Trafford Partnership act as Trafford Council's Highways Authority. This would have the advantage of removing the risk of non-compliance / rework and will negate the time and costs associated with the Development Control design check as Amey are the responsible Highways Authority.

8.1 Updated Procurement Strategy

Following the Gateway 1 Conditional Approval review undertaken in June '19, it has allowed for an update and review of the Procurement Strategy. This has been essential due to the time restraints on the project being extended, allowing the Procurement Strategy and Programme to be updated alongside each other and a more risk averse Programme. This has allowed for Option 1 which was previously disregarded due to the time restraints within the Programme, to be reconsidered along with the other Options.

After considering the Programme and Procurement Options it was clear that the highest scoring Procurement Option to manage the balance the risks of the project, programme certainty, cost certainty and design control is Option 1 – Standalone Competition – Traditional: OJEU/Restricted Tender for the entire length of road (single lot); Detailed Design to be completed by Amey Consulting on behalf of Trafford Council.

There are many benefits from this Procurement Option, having Pre-Qualification questions to enable a

restricted tender will ensure that a competent contractor is selected, and previous experience will be understood. Pricing will be competitive, simulating the current pricing within the market and the method of tendering is familiar to contractors and therefore should encourage bidding. This procurement procedure would be carried out in accordance with the Council's Contract Procurement Rules (CPR's) and supported by STaR Procurement. This procurement route means that the Detailed Design of the CRR would be carried out by Amey under the One Trafford Partnership Contract. Under the Contract, Amey take on the responsibility of acting as the Highways Authority. This would have the advantage of removing the risk of non-compliance / rework and will negate the time and costs associated with the Development Control Design Check as Amey are the responsible Highways Authority.

For the above reasons the scoring determined that Option 1 was to be the method of Procurement and the Programme has been reworked to reflect this.

8.2 Contracting Strategy

In order to deliver the scheme, an agreement between Trafford Council, and HIMOR the developer will be required. This will enshrine the way in which the parties will work together to deliver this scheme.

Negotiations are ongoing and will need to be completed before the funding agreement with TfGM is signed and before the FBC is submitted.

9.0 The Financial Case

To facilitate the CRR scheme and to create development sites, HIMOR are carrying out rationalisation works of the industrial areas occupied by Lyonell Basell under lease. Additional funding of £8.4m has been provisionally granted by Homes England via the Housing Infrastructure Fund (HIF) to facilitate this piece of work so the CRR scheme is being promoted as part of a programme of site rationalisation and road construction in terms of costs and funding:

| COST | £m | FUNDING | £m |
|--------------------------|--------------|--------------------|-------------|
| Site Remediation Phase 1 | 7.96 | GD3 | 6.0 |
| Site Remediation Phase 2 | 10.59 | HIF | 8.4 |
| Relief Road Cost | 29.20 | HIMOR | 18.55 |
| TOTAL | 47.75 | FUNDING GAP | 14.8 |

9.1 HIF STATUS

A grant of £8.4m has been offered by Homes England, subject to legal agreement and conditions, to complete site rationalisation works of the LyondellBasell infrastructure to facilitate construction of the CRR and unlock housing delivery.

There are several conditions that will form part of the Grant Determination Agreement with Homes England that need to be satisfied before funding can be drawn down. These largely align with the Growth Deal conditions and address issues such as confirmation of land availability and appropriate legal agreements being in place with funders and project partners.

9.2 Addressing the Funding Gap

Trafford Council are currently unable to confirm the exact make-up of the funds to fill the gap, and the amount required will be refined as the project design develops and risks are further evaluated or mitigated.

There are various options at the Council's disposal for addressing this issue which would include:

- The Community Infrastructure Levy
- Section 106 Agreements
- A Council/Developer Consortium

- Other public grants such as the Mayoral Challenge Fund for walking and cycling
- Working with Other Developers

Whilst HIMOR are the developer with most to gain from the promotion of the CRR, other development sites will benefit from its delivery, and the wider New Carrington GMSF programme is dependent on the CRR as the first enabling phase. For this reason, The Council is currently exploring various mechanisms by which developers or development sites can be assigned a contribution to the required infrastructure based on a formula of proportionality.

The Council is currently working within the context of the following two critical factors which will ultimately determine the final formula for addressing the funding gap:

- The new Community Infrastructure Levy Regulations introduced in September 2019. The new rules relax certain previous constraints by allowing, amongst other things, amalgamation of S106 monies from multiple sites.
- The GMSF Adoption Process – The CRR is essentially the first phase of the New Carrington GMSF and a study is currently underway which looks at how the area will develop and what the triggers are for various further elements of transport infrastructure.

It can be seen that there are several potential options for the Council to assemble the requisite funding package, but these are dependent on factors that are currently in the process of being determined. The Council's Corporate Director of Place chair the Carrington Project Board responsible for managing and monitoring this process as it develops and drawing up an appropriate strategy.