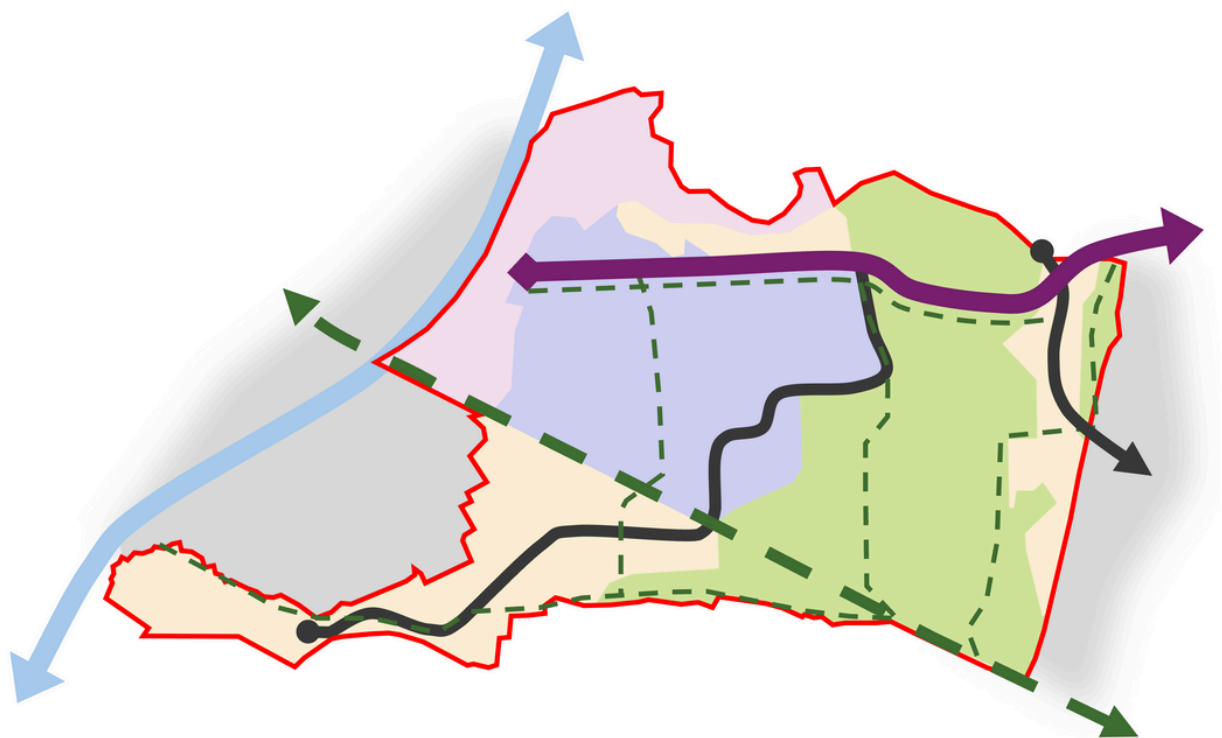


New Carrington Masterplan: Delivery Strategy



September 2025

Explanation and Implementation Statement



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Introduction

- 1.1. The New Carrington site was allocated in the Places for Everyone (PfE) Plan for significant residential and employment development. The site is therefore of strategic importance to both Trafford and Greater Manchester.
- 1.2. PfE Policy JP Allocation 30: New Carrington sets out the site-specific policy requirements and identifies the site for approximately 5,000 homes and 350,000 sqm employment floorspace.
- 1.3. The policy also requires development to be in accordance with a Masterplan to ensure the whole allocation is planned and delivered in a coordinated and comprehensive manner, with proportionate contributions to fund necessary infrastructure. Trafford Council has begun preparation of the Masterplan and the first phase of this is the Funding Mechanism and Funding Mechanism and Delivery Strategy, of which this Explanation and Implementation Statement is an integral part.
- 1.4. The Council appointed Deloitte and WSP to prepare the Funding Mechanism and Funding Mechanism and Delivery Strategy. This included a review of the strategic infrastructure requirements, costing of the infrastructure, development of a funding mechanism and the identification of a viable proportionate contribution to be secured from all new development within the allocation.
- 1.5. The New Carrington Masterplan (NCM) Funding Mechanism and Delivery Strategy is supported and underpinned by:
 - a) NCM Baseline Report
 - b) NCM Options Report
 - c) NCM Transport Infrastructure Cost Report & Appendix
 - d) NCM Costing of Infrastructure Technical Note
 - e) Carrington Relief Road (CRR) Project Cost Estimate

- f) Viability and Affordable Housing Appraisals and Scenarios for Residential Development
 - g) Viability Appraisals for Employment Development
- 1.6. The Funding Mechanism and Delivery Strategy focuses on the strategic, physical infrastructure required to support the development of the allocation. This includes transport infrastructure (roads, public transport and active travel), social infrastructure (education and health), along with utilities and energy infrastructure. Additional work on green and blue infrastructure, the natural environment and design is being undertaken and will form the next stage of the Masterplan.
- 1.7. The purpose of this document, the 'Explanation and Implementation Statement', is to provide an overarching summary of the key findings and recommendations of the Funding Mechanism and Delivery Strategy and the information and evidence that underpins it, and to set out the Council's intended means of implementing the Funding Mechanism and Delivery Strategy including:
- a) Setting out the identified total costs of the site-wide infrastructure and how this is expected to be apportioned.
 - b) Providing a summary of the proposed financial proportionate contributions to be secured through planning obligations for each approved development.
 - c) Setting out how the Council intends to implement the findings and recommendations of the Funding Mechanism and Delivery Strategy as part of the immediate and future planning application process; and
 - d) Setting out how money secured from development will be managed and prioritised.
- 1.8. This Explanation and Implementation Statement should be read alongside the NCM Funding and Funding Mechanism and Delivery Strategy and its

supporting documents, which contain the full details, analysis and evidence that have informed the findings and recommendations.

Next steps

- 1.9. Following the consultation on the NCM Funding Mechanism and Funding Mechanism and Delivery Strategy and its supporting documents, comments will be considered and any necessary amendments made.
- 1.10. The intention is then to Implement the NCM Funding Mechanism and Funding Mechanism and Delivery Strategy as proposed in this Explanation and Implementation Statement (including the proportionate contributions schedule) following approval from the Council's Executive, and the Planning and Development Management Committee, until the Masterplan is adopted.
- 1.11. Work is underway on the second phase of the Masterplan, focusing on green and blue infrastructure, the natural environment and design. Further engagement will be carried out with stakeholders on this element of the Masterplan.
- 1.12. A final public consultation on the complete Masterplan will be held in 2026.

Explanation and Clarification

- 1.13. This section of the Statement aims to introduce the aims and objectives of the Funding Mechanism and Delivery Strategy and to summarise the key findings and recommendations of the work undertaken.
- 1.14. Moreover, this section provides explanation and clarification on how the findings and recommendations are likely to work in practice and consequently what role(s) each sector will play in ensuring that New Carrington is delivered as envisioned and planned for in the Places for Everyone plan (PfE).

Cost of Site-wide infrastructure

- 1.15. From the infrastructure design, costing and phasing work undertaken to inform the Funding Mechanism and Delivery Strategy, it is estimated that the cost of the global site-wide infrastructure needed to deliver New Carrington in full as per PfE Policy JP Allocation 30 is £554.5m, including the Carrington Relief Road.
- 1.16. The components of this global cost have been derived from a review of the indicative transport mitigations for New Carrington outlined in Appendix D of PfE, resulting in a revised set of required infrastructure which has been designed and costed by WSP and/or Amey Consulting Ltd. The information pertaining to these elements of the Funding Mechanism and Delivery Strategy work are provided (principally) in the following documents:
- a) NCM Options Report (April 2025) – WSP
 - b) NCM Costing of Infrastructure Technical Note (February 2025) - WSP
 - c) NCM Transport Infrastructure Cost Report & Appendix (February 2025) – Amey Consulting Ltd
 - d) Carrington Relief Road (CRR) Project Cost Estimate (April 2025) – Trafford Council

Types of Infrastructure

- 1.17. For the purposes of the New Carrington allocation, required infrastructure can be broadly broken down into three categories:
- i. Transport (roads, public transport and active travel – walking and cycling) and utilities and energy (water, sewerage, gas, and electricity)
 - ii. Green and Blue - parks, open space, woodlands, playing fields, watercourses, ponds and drainage
 - iii. Social - education and health
- 1.18. The Funding Mechanism and Delivery Strategy only deals with ‘hard’ infrastructure i.e. those structures and buildings which are human-made and constructed/ built with hard materials.
- 1.19. Consequently, many elements that make up the global site-wide infrastructure cost fit within either the transport, energy and utility or social infrastructure typologies – as illustrated in Table 1 below.

Transport, Energy and Utility Infrastructure	Green and Blue Infrastructure	Social Infrastructure
SUDS (Sustainable Urban Drainage systems)		Education
Existing Footpath Improvements		Health
Existing Carrington Rides Improvements		
Strategic Active Travel Links		
Foul Water	<i>Additional work on Green and Blue Infrastructure and the Natural Environment is being undertaken under the next Phase of the Masterplan</i>	
Electricity		
Potable Water		
Energy		
Link Roads		
Bridges		
Carrington Relief Road		
Public Transport		

Off-site Junction Improvements		
Subtotal Infrastructure Typology Costs		
£444.7m*	£14.7m*	£95.2m

**Includes 50% of SUDS, footpath, rides and active travel costs*

Table 1: Funding Mechanism and Delivery Strategy Infrastructure Typologies

Blended Funding and Delivery

- 1.20. Whilst the global infrastructure cost is substantial, it includes many elements of infrastructure that would be required by any large development, such as water pumping stations, sewers and electricity substations.
- 1.21. Consequently, some elements of these costs are standard build costs normally borne by developers and/or utility and infrastructure providers and are not anticipated to be wholly funded through the proportionate contributions collected by the Council or requiring significant amounts of public sector investment.
- 1.22. Table 15 of the Funding Mechanism and Delivery Strategy (page 55) provides a breakdown of how the global site-wide infrastructure could be apportioned across the various parties whose responsibility it will likely be to fund and/or deliver the items of infrastructure – either wholly or in part.
- 1.23. As shown in Figure 1 below, this potential apportionment of funding/ delivery roles spreads the responsibility across several sources and sectors.

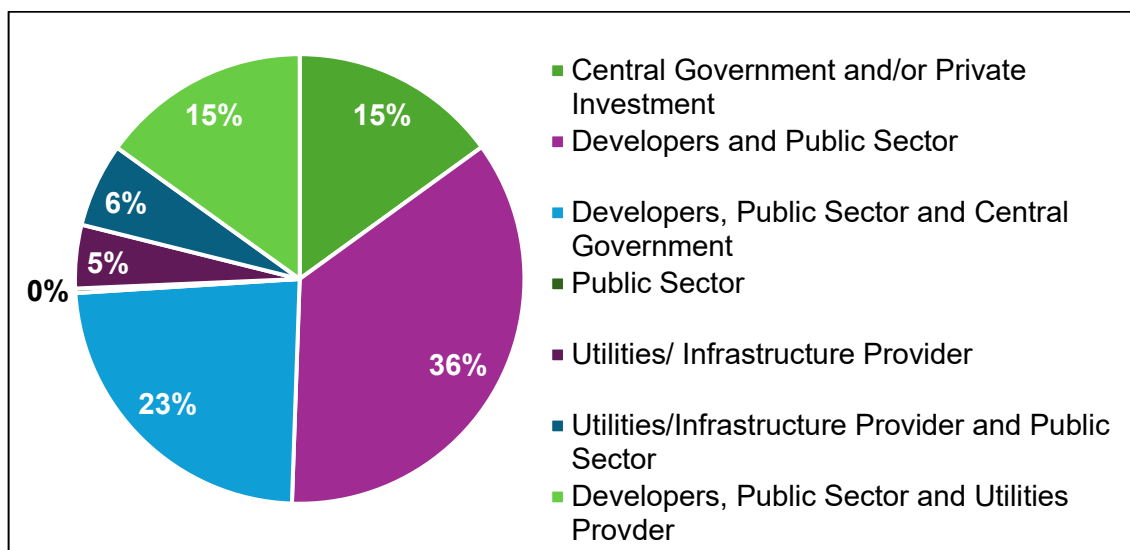


Figure 1: Potential Apportionment of Global Site-wide Infrastructure

The Public Sector

- 1.24. Whilst the public sector has a substantial role to play in funding and/or delivering the required infrastructure, there are many organisations that make up the public sector which could contribute towards its funding and/or delivery including:
- a) Trafford Council
 - b) The Greater Manchester Combined Authority
 - c) Transport for Greater Manchester
 - d) Homes England
 - e) Central Government – including Department for Education, Department for Energy Security and Net Zero, Department for Transport, Department for Health and Social Care, HM Treasury and Ministry of Housing, Communities and Local Government
 - f) Agencies and other bodies – including Active Travel England, Environment Agency, Great British Energy, NHS England, National Highways, National Lottery Community Fund, Natural England, Network Rail, Sport England and the UK Infrastructure Bank

- 1.25. Each of these public sector organisations can access a range of different funding streams which may be able to contribute towards the costs of the infrastructure for New Carrington.

Utility/ Infrastructure Providers

- 1.26. Similarly, utility companies and infrastructure providers will also have a role to play in funding and/or delivering infrastructure at New Carrington, including:
- a) United Utilities
 - b) SP Electricity North West
 - c) National Grid
 - d) Cadent
- 1.27. United Utilities provides water and wastewater services to customers across the North West of England. They are responsible for sourcing water from reservoirs and rivers, treating it to ensure it is safe for consumption, distributing it through an extensive network of pipes, and then collecting and treating wastewater before returning it to the environment. Additionally, they maintain the infrastructure, manage water resources for long-term sustainability, and work to improve their services in response to environmental and societal changes.
- 1.28. On 06 August 2025 United Utilities announced the submission of a planning application for the first phase of a ten-year plan that will [upgrade the Davyhulme wastewater treatment](#) works through an initial investment of around £350m to 2030. The long-term investment will ensure the waste water treatment works meets the needs of a growing population and higher environmental standards that will improve water quality in the Manchester Ship Canal.
- 1.29. SP Electricity North West is the distribution network operator (DNO) for the North West of England, responsible for owning, operating, maintaining, and investing in the electricity network, which includes all the overhead lines and underground cables that bring power to homes and businesses. They ensure

a reliable and safe electricity supply, manage power outages, and are also investing to prepare the network for a low-carbon future, including the increasing demand from electric vehicles and other technologies.

- 1.30. It is investing over £2 billion in the North West network between 2023 and 2028 to upgrade infrastructure, enable the transition to clean energy, and improve customer service. This investment, known as the [RIIO-ED2 plan](#), aims to reduce power cut durations, increase network capacity for things like electric vehicles, and support vulnerable customers.
- 1.31. National Grid's core function is managing and developing the high-voltage electricity transmission network in England and Wales, transporting electricity from power sources to lower-voltage local distribution networks.
- 1.32. It operates and maintains the high-voltage pylons and substations and is responsible for the high-voltage electricity transmission network that carries power from power stations to regional distribution areas, where the local Distribution Network Operator (DNO), SP Electricity North West, handles the "last mile" delivery to homes and businesses.
- 1.33. In its [RIIO-T3 Investment Plan \(December 2024\)](#), National Grid propose up to £35 billion investment in the transmission network in England and Wales to March 2031, including to build new substations or upgrade existing ones.
- 1.34. This investment includes £1.3bn of investment in the North West, including six new supergrid transformers to support demand connections and maintain network reliability, including at Penwortham and Carrington.
- 1.35. Cadent is the UK's largest distributor of gas and looks after the main gas pipes throughout the North West and other regions, as well as the smaller pipes branching off from them, bringing gas to homes and businesses. They are also responsible for maintaining, repairing and replacing gas pipes to ensure the safe and reliable flow of gas now and into the future.
- 1.36. Its RIIO 2 – 5 investment plans look ahead to 2050 to provide improvements and upgrades to their network and assets – including the Hynet Hydrogen

Pipeline project which is proposed to run through the allocation requiring above and below ground infrastructure.

- 1.37. Through these and future investment plans, it is clear that utility companies and infrastructure providers will likely be delivering some of the necessary supporting infrastructure required for the full planned delivery of New Carrington.
- 1.38. Working with the utility providers through the stakeholder groups for New Carrington, the Funding Mechanism and Delivery Strategy and future Masterplan will inform those plans to ensure that the necessary infrastructure requirements are accounted and planned for.
- 1.39. Consequently, the cost and delivery of utility infrastructure will, in most instances, be shared with developers as part of the normal operations of the development industry.

Developers

- 1.40. As part of building new homes and employment premises, it is a standard requirement for developers to install the main infrastructure for water, gas, and electricity, including laying the pipes and cables to enable the development to connect to existing utility networks, and thus they form part of the normal build costs incurred in every development.
- 1.41. The need to provide site-wide infrastructure such as foul water, potable water and electricity is not therefore unique to the New Carrington allocation and does not therefore represent wholly new additional and/or abnormal costs.
- 1.42. As above, the cost and delivery of such infrastructure will, in most instances, be shared with the relevant utility and/or infrastructure provider.

Infrastructure Priorities 2025 - 2029

- 1.43. The Funding Mechanism and Delivery Strategy identifies the cost of all the necessary 'hard' strategic site-wide infrastructure to fully deliver New Carrington in a comprehensive and coordinated manner. Section 3F sets out a prioritisation of the site-wide infrastructure into three categories.

Category 1	Items required to be delivered between 2025 – 2029 to unlock delivery of specific plots across New Carrington
Category 2	Items which have costs of delivery spread over whole delivery time period for New Carrington i.e. to 2042
Category 3	Items which will be delivered directly by developers on specific development plots

- 1.44. The Funding Mechanism and Delivery Strategy advises that the items of site-wide infrastructure listed under Category 1 (page 59) are of the utmost importance to the sustainable delivery of New Carrington and should be prioritised to avoid non-delivery hampering development coming forward. Combined, these items of infrastructure equate to approximately 1/3 of the total global ‘hard’ infrastructure costs.

Strategic Active Travel Links

- 1.45. The amount of formal and safe walking, wheeling and cycling routes to, from and within the allocation is poor, exacerbating the areas’ inaccessibility.
- 1.46. The Carrington Greenway (AT2) provides a unique site-wide opportunity to link the allocation to Sale in the first instance, and in the longer term to Irlam across the Manchester Ship Canal.
- 1.47. To encourage behavioural change and early usage by occupants, initial phases of the Carrington Greenway need to be in place early.

Social Infrastructure – Education

- 1.48. As set out in the Funding Mechanism and Delivery Strategy, the preferred option to meet needs arising from development, is to use up spare capacity in and/or expand existing schools first.
- 1.49. However, additional places and/or schools will not be required without new development, which will not materialise in the absence of genuine transport choices and improved accessibility.

Interim Energy Centre

- 1.50. The Funding Mechanism and Delivery Strategy advises that the primary energy centre design, construction and commissioning will take 3-5 years. Therefore, any houses which finish construction before it is operational will require an interim solution, such as a temporary energy centre.
- 1.51. However, the need for an interim energy centre will not arise without new development, which will not materialise in the absence of genuine transport choices and improved accessibility.

Public Transport – Bus Service

- 1.52. The New Carrington allocation is relatively isolated from the wider urban area of Trafford and Greater Manchester (GM) and has a limited road structure with two roads in and out, no train station or Metrolink stop, and bus provision is limited.
- 1.53. In the absence of any new railway or tram connections/ extensions to any part of the allocation, the only public transport option to expand upon is bus provision, which needs to be in place as early possible to encourage usage and change travel behaviours.

Carrington Relief Road

- 1.54. As set out in the Funding Mechanism and Delivery Strategy, the Carrington Relief Road will not by itself unlock development plots, however it is essential to supporting improved, new and more frequent bus service provision to, from and within the whole allocation. It will also provide a high-quality active travel scheme along its length enabling and encouraging walking, wheeling and cycling early in the occupation of development.
- 1.55. Accordingly, the Council's priority ordering of the Category 1 infrastructure items is as follows:
- i. Carrington Relief Road
 - ii. Public Transport – Bus Services
 - iii. Strategic Active Travel Links

iv. Social Infrastructure – Education

v. Interim Energy Centre

1.56. To ensure that these are funded and delivered as quickly as possible, it is proposed that the value of proportionate contributions are divided among the above priorities, ensuring that funds are accrued for each from the outset as follows:

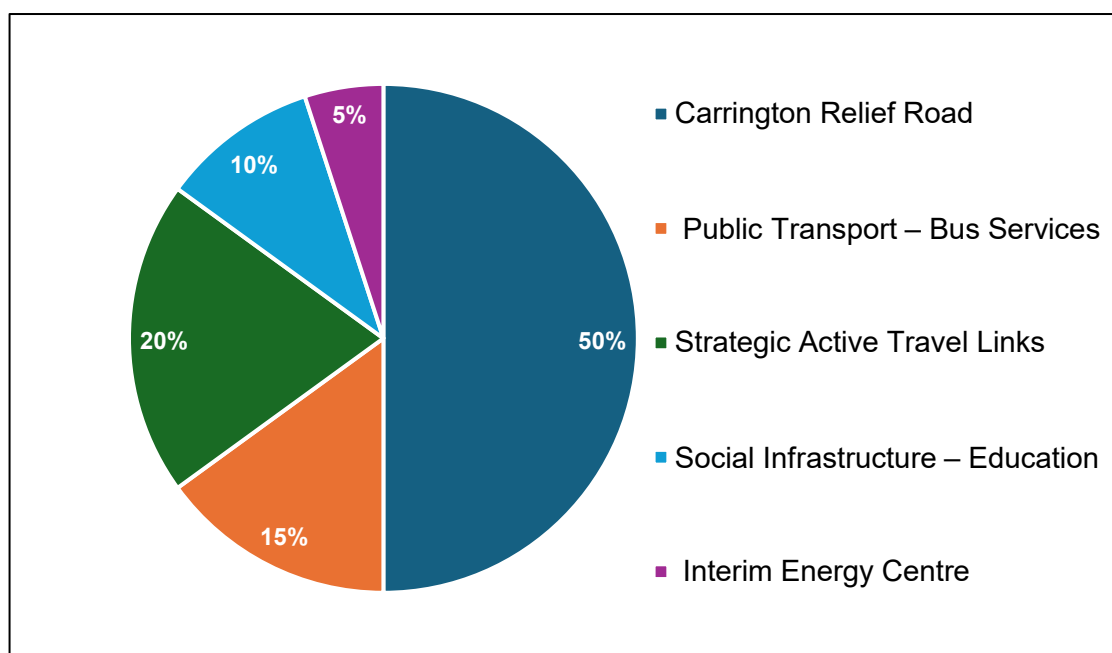


Figure 2: Proposed Sub-Division of Proportionate Contributions to Fund Infrastructure Priorities

Role of Trafford Council

1.57. Trafford Council will lead on and deliver the Carrington Relief Road, a planning application for which is due to be submitted by the end of 2025.

1.58. The relief road will be funded from a mixture of sources including existing grant, strategic CIL, secured planning obligations and an element of the proportionate contributions to be secured from all new development within the New Carrington allocation.

1.59. It is not anticipated that the Council will implement or deliver any other ‘hard’ infrastructure within the first five years of the Masterplan (2025 – 2030).

- 1.60. The role of the Council will therefore be to monitor and coordinate the delivery of other strategic infrastructure keeping the phasing plan up to date reflecting development progress on the ground.
- 1.61. An essential task of this will be to proactively manage the money collected from the proportionate contributions to facilitate the expedient delivery of infrastructure.
- 1.62. Moreover, the Council will continue to liaise with the other public sector organisations and utility/ infrastructure providers set out on page 8 of this Statement, to secure as much funding and investment as possible to deliver the identified required infrastructure necessary for the allocation come forward as planned.
- 1.63. This includes bidding for funds from the GMCA and/or TfGM as part of the Western Gateway Growth Location and Greater Manchester's Integrated Pipeline for growth, alongside other potential funding sources such as United Utilities Sustainable Water Fund.
- 1.64. Whenever appropriate and possible the Council will also promote the New Carrington development to government departments and private investment companies.

Proposed Implementation

- 1.65. This section of the Statement sets out how Trafford Council intends to implement the findings and recommendations contained within the Funding Mechanism and Delivery Strategy while the remainder of the Masterplan is produced.

Development Viability

- 1.66. The work underpinning the Funding Mechanism and Delivery Strategy demonstrates that development at New Carrington with 15% on-site affordable housing and the proposed requisite proportionate contributions is viable.
- 1.67. In determining that development would be viable, the evidence and information behind the Funding Mechanism and Delivery Strategy has accounted for and/or included (among other things):
- a) Minimum 15% on-site affordable housing provision as required by PfE Policy JP Allocation 30: New Carrington.
 - b) Differing land values/ viability across the allocation.
 - c) Higher build costs associated with design standards set out in the adopted Trafford Design Code.
 - d) Mandatory payment of the Community Infrastructure Levy (CIL).
 - e) Contingency allowance of between 8% and 10%; and
 - f) Developer profit of between 10% and 15% on GDV.
- 1.68. The full list of assumptions used are set out in Appendix D (page 99) of the Funding Mechanism and Delivery Strategy, and copies of the 22 viability appraisals undertaken across the site are provided as part of this public consultation.
- 1.69. Therefore, in accordance with paragraph 59 of the National Planning Policy Framework (December 2024) planning applications that comply with the up-to-

date requirements of Policy JP Allocation 30 and the required Masterplan therein (including any interim approach) are assumed to be viable.

Proposed Proportionate Financial Contributions

- 1.70. Accordingly, it is proposed that the following proportionate financial contributions (reflecting the recommended development charging zones) are secured from all new development within the New Carrington allocation – as depicted by the allocation boundary (red line) shown on the adopted Policies Map and in Picture 11.45 of the adopted PfE Plan.
- 1.71. The proposed boundaries for each of the development charging zones are shown in Appendix 2.

Employment Development

Use Class and Size	Viable Financial Contribution per sqm	Viable Financial Contribution per sq ft
Large B8	£179.79	£16.70
Medium B8	£188.22	£17.49
Small B8	£189.81	£17.63
Open Storage*	£147.38	£13.69
B2 Large	£190.67	£17.71
B2 Medium	£193.93	£18.02
B2 Small	£200.40	£18.62

Residential Development – with 15% on-site affordable housing

Zone	Viable Financial Contribution per dwelling
1. Partington	£10,700
2. Warburton	£40,400
3. Sale West	£28,400

4. Carrington	£3,700
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Indexation

- 1.72. The proportionate contributions above are proposed to be index-linked to the Building Cost Information Index (BCIS) and a revised schedule published at least annually.

Viability Assessments

- 1.73. Independent viability assessments are not expected to be required for the reasons given in Paragraph 1.69 above. However, any viability assessment submitted to the Council must adopt the approach set out in national planning practice guidance, including standardised inputs.
- 1.74. Reflecting the amount of public interest in development at New Carrington, and the amount of up-to-date robust evidence in the public domain underpinning the proposed proportionate contributions, any viability assessment submitted to the Council will be made publicly available in full.

The Proportionate Contribution Pots

- 1.75. In order to efficiently and effectively manage the collection, distribution and eventual spending of funds collected through the proportionate contributions, it is proposed that three proportionate contribution pots (PCPs) are established as follows:
- i. Transport (roads, public transport and active travel – walking and cycling) and utilities and energy (water, sewerage, gas, and electricity) etc.
 - ii. Green and Blue - parks, open space, woodlands, playing fields, watercourses, ponds and drainage etc.
 - iii. Social - education and health etc.
- 1.76. This will ensure that funds collected through the proportionate contribution are appropriately distributed and allocated in accordance with the terms of individual planning obligations. It will also enable the Council to efficiently

monitor and manage the funds to ensure that they are used in the most effective way to contribute towards the delivery of the necessary infrastructure in a planned and coordinated manner.

- 1.77. This approach will also maximise the ability of the funds to accrue interest and allow the Council to optimise its ability to leverage in additional public sector and/or third-party funding and investment, which often requires an element of match-funding.

Strategic vs Local / Site Specific Infrastructure

- 1.78. As previously set out, the strategic site-wide infrastructure required to deliver New Carrington in full as planned is established in the Funding Mechanism and Delivery Strategy derived from a review of the indicative transport mitigations for New Carrington outlined in Appendix D of PfE.
- 1.79. It is this strategic infrastructure that will be capable of receiving funds from the proportionate contributions.
- 1.80. By way of example the following would constitute 'strategic' infrastructure:
- g) Carrington Relief Road.
 - h) Sale West, Southern and Eastern Link Roads (including bridges and structures).
 - i) Greenway and large active travel schemes.
 - j) Social infrastructure e.g. education and health.
 - k) Public transport provision – including bus stops and services.
 - l) Site-wide utility and/or energy infrastructure; and
 - m) Large and/or connecting green and blue infrastructure e.g. large-scale SuDS.
- 1.81. These strategic infrastructure items will individually and/or collectively unlock and/or support the delivery of the whole of the New Carrington allocation and are therefore strategic in nature.

- 1.82. Considerable flexibility has been included in the development appraisals underpinning the Funding Mechanism and Delivery Strategy, ensuring that site specific infrastructure can be provided where necessary as well as the proportionate contribution.
- 1.83. Accordingly, items of infrastructure such as roads or bridges which do not unlock or support the delivery of wider parts of the allocation and/or enable the running of site-wide services such as bus routes, heat networks or other utilities, but are nonetheless a policy or development requirement, are site specific and for individual developments to fund and deliver in the normal way.
- 1.84. Local/ site specific infrastructure such as connections and links to adjacent plots or existing communities or a piece of infrastructure to deal only with the impacts of an individual development will not receive funding from collected proportionate contributions and will not be considered eligible as a payment in-kind contribution.

Meeting the Planning Obligations Tests

- 1.85. The tests governing the use of planning obligations are derived from Regulation 122(2) of the Community Infrastructure Levy Regulations 2010 and set out at paragraph 58 of the National Planning Policy Framework (December 2024).
- 1.86. These tests state that a planning obligation may only constitute a reason for granting planning permission for development if the obligation is:
- a) necessary to make the development acceptable in planning terms.
 - b) directly related to the development; and
 - c) fairly and reasonably related in scale and kind to the development.
- 1.87. All tests must be satisfied to permit the lawful use of a planning obligation.
- Necessary
- 1.88. JP Allocation 30: New Carrington was predicated from the outset to be made a sustainable location through the provision of a package of new and improved

infrastructure – particularly new roads, public transport and active travel as set out in Appendix D of Places for Everyone.

- 1.89. The Funding Mechanism and Delivery Strategy demonstrates that, along with significant necessary transport infrastructure, the development of New Carrington will require additional school places and a new primary school, as well as health facilities.
- 1.90. It also concludes that new and improved flood risk mitigation and surface water management infrastructure is required – which will need to be delivered as part of new roads, transport and active travel infrastructure.
- 1.91. Consequently, all new development in New Carrington will use and benefit from improved transport, utility, energy, social and green and blue infrastructure, all of which is necessary to make developments acceptable in planning terms.

Directly related

- 1.92. It is recognised that employment development is unlikely to place additional burdens on social infrastructure in New Carrington, such as education or health facilities and services. Accordingly, to ensure that proportionate contributions secured through planning obligations are directly relatable to developments, the Council intends to allocate secured contributions as follows:

	Transport, Energy and Utility Infrastructure	Social Infrastructure	Green and blue Infrastructure
Residential Development	✓	✓	✓
Employment Development	✓	✗	✓

- 1.93. Notwithstanding the above, intended allocation of proportionate contributions, Table 7 of the Funding Mechanism and Delivery Strategy (pages 30 – 32) demonstrates that in the first five years (2025-2030) a significant amount of transport and utility infrastructure will be required.

- 1.94. The geographic distribution of this infrastructure covers the length and breadth of the allocation – illustrated in the Site-wide Infrastructure Phasing Plans for transport, energy and utilities and drainage in Appendix B of the Funding Mechanism and Delivery Strategy (pages 78 - 97 – including later phases).
- 1.95. The phased costs of infrastructure provision for the allocation are set out in Appendix A to the WSP report entitled ‘New Carrington Masterplan – Costing of Infrastructure’ (document reference: 70120204) dated 14 February 2025.
- 1.96. The costs associated with the first five years of delivery for transport, energy, utility and drainage infrastructure amount to £338m, comprised as follows:

Infrastructure	2025/26 (£m and £000s)	2026/27 (£m and £000s)	2027/28 (£m and £000s)	2028/29 (£m and £000s)	2029/30 (£m and £000s)
Active Travel Links	4,993,175	596,724	596,724	3,071,373	596,724
Electric	2,526,315	17,480,000	1,684,210	842,105	3,368,420
Energy final	1,804,824	1,804,824	11,836,357	0	49,784,933
Energy interim	370,256	370,256	6,788,022	0	0
Existing footpath improvements	198,716	198,716	198,716	198,716	198,716
Existing rides improvements	201,356	201,356	201,356	201,356	201,356
Foul Water	13,938,975	27,877,950	13,938,975	0	13,938,975
Public Transport Contributions (bus services)	0	0	1,650,000	1,650,000	1,650,000
Red Brook Bridge (Southern Link Road)	0	0	0	0	3,968,000
Sale West Link Road	3,042,220	0	2,129,554	2,129,554	0
Southern Link Road	1,401,831	0	0	1,401,831	5,033,847
SUDS	1,380,216	644,551	320,717	172,181	1,195,650
Carrington Relief Road	26,000,000	26,000,000	26,000,000	26,000,000	26,000,000
Annual Total	55,857,884	75,174,377	65,344,631	35,667,116	105,936,621
Grand Total	£337,980,629				

Table 2: 2025 – 2030 Phased transport, energy, utility and drainage infrastructure requirements

1.97. The necessity, geographical spread and substantive nature of the above infrastructure throughout the New Carrington allocation, demonstrates that contributions towards their delivery will be directly related to all individual developments irrespective of when planning permission is sought or when the infrastructure is required.

Fair and reasonable

1.98. JP Allocation 30 requires development to provide proportionate contributions to fund necessary infrastructure. The Funding Mechanism and Delivery Strategy has assessed the 'hard' infrastructure required to unlock, deliver and support the New Carrington allocation and has recommended that a variable approach is taken towards calculating the contributions, whilst ensuring that development remains viable.

1.99. This approach ensures that all development contributes on an equalised basis to the costs of funding and delivering infrastructure which is directly related to the scale of the individual development.

1.100. This long-term approach to the collection of funds avoids the otherwise inevitable situation whereby early phases of the allocation contribute in a de minimis or limited way, leaving later phases of development to face higher financial burdens – which may be unviable, causing development to stall.

Affordable Housing

1.101. Policy JP Allocation 30 requires a minimum of 15% on-site affordable housing provision across the allocation.

1.102. The proportionate contribution set out in the Funding Mechanism and Delivery Strategy has taken into account the impacts of this requirement, applying a 20% discount to private market sales values, ensuring that this policy requirement can be met.

- 1.103. Affordable homes and their occupants still require, and will access transport, social and green and blue infrastructure, and it is well evidenced that affordable housing generates a greater need for school places than market housing¹.
- 1.104. The baseline review and preferred infrastructure options reports underpinning the Funding Mechanism and Delivery Strategy identified a need for additional primary and secondary school places and/or facilities as well as a new 2FE (2 form entry) primary school to support the delivery of New Carrington.
- 1.105. There is no requirement or expectation from JP Allocation 30, the Funding Mechanism and Delivery Strategy, Masterplan or Trafford Council for any plot or development within the allocation to deliver more than 15% on-site affordable housing provision.
- 1.106. Consequently, while the Council would support higher levels of affordable housing provision, applicants choosing to do so will still be required to pay the full requisite proportionate contribution.

Payment in kind/ Contributions in kind

- 1.107. It is Trafford Council's preference that wherever practicable, strategic infrastructure will be delivered as an integral part of approved development by the relevant developer.
- 1.108. This approach will result in financial and time savings, compared with the delivery of this same infrastructure by the Council and enable the Council to use it to support the development of the wider allocation.
- 1.109. In kind payments in the form of land may also be required to deliver a specific piece of strategic infrastructure such as a new primary school or area of green and blue infrastructure not ordinarily delivered by developers and/or not required until a later phase.

¹ Department for Education – [Securing developer contributions for education August 2023](#)

- 1.110. It is therefore highly likely that, in some cases, in kind contributions will be agreed between Trafford Council and a developer(s), affecting the value of the financial proportionate contribution required.
- 1.111. In order for this eventuality to be properly considered and calculated, it will be necessary to first establish the value of the in kind contribution.

Land Valuations

- 1.112. The value of any land offered by way of payment must be determined by a suitably qualified independent person(s), agreed with Trafford Council and any other liable parties, and is the price that the land might reasonably be expected to obtain if sold on the open market on the day the valuation takes place.
- 1.113. No 'hope value' should be reflected within the valuation, and the price should not be assumed to be reduced on the grounds that the whole of the acquired land is to be placed on the open market at the same time.
- 1.114. The Council will require the costs related to the independent valuation to be paid for at the applicant's expense.

Infrastructure Valuations

- 1.115. The value of any in kind infrastructure must be determined by an independent person, agreed with Trafford Council and any other liable parties, and must be based on the actual construction cost of the proposed infrastructure and fees related to the design of the infrastructure on the day the valuation takes place.
- 1.116. These costs and fees must be realistic and agreed with Trafford Council and its advisors and will be benchmarked against the infrastructure costs set out in the Funding Mechanism and Delivery Strategy.
- 1.117. The Council will require the costs related to the independent valuation to be paid for at the applicant's expense.
- 1.118. If the cost of the provision of the relevant infrastructure is less than that set out in the Funding Mechanism and Delivery Strategy, the infrastructure provider/applicant must notify Trafford Council at the earliest opportunity to facilitate productive and proactive discussions and decisions.

Reducing the amount of the Proportionate Contribution

- 1.119. As set out previously only those costs above and beyond the normal build costs and required standard infrastructure provision will be taken into account in any contribution in kind calculation.
- 1.120. In calculating any reduction in the required proportionate contribution because of an in kind payment, the following formulae will be applied:

$$A - B = C$$

$$D - C = E$$

Where:

A = Delivery strategy infrastructure cost / agreed land/ infrastructure value

B = Standard development build cost

C = In kind contribution

D = Proportionate contribution

E = Revised Proportionate Contribution

Worked Theoretical Example

- 1.121. Applying the information and costs set out in the Infrastructure Cost Report for New Carrington by Amey Consulting Ltd dated 07 February 2025, to a theoretical development of a 100,000 sqm large B8 unit delivering a 1km stretch of the Eastern Link Road and full delivery of the Greenway Bridge (Eastern Link Road), the above formula results in a reduction of £4m to the proportionate contribution, as illustrated below.

$$(A)£8.8m - (B)£4.8m = (C)£4m$$

$$(D)£17.9m - (C)£4m = (E)13.9m$$

- 1.122. In the unlikely event that a scenario arises where the cost of the provision of the relevant infrastructure is greater than the proportionate contribution, a bespoke and collaborative piece of work would be undertaken to establish a way forward for the landowner/ developer and Council.

Mandatory Requirements

- 1.123. To ensure that in kind contributions meet the required standards and deliver the intended outcomes, all in kind contributions will be subject to the relevant mandatory requirements set out in Appendix 1.

Safeguards and Fallback Position(s)

- 1.124. To ensure that the required infrastructure for New Carrington is funded and delivered in a comprehensive and coordinated manner all planning obligations will be required to include the following safeguards and fallback positions:

- a) No timebound clawback periods for repayment of unused sums – owing to the long-term and complex nature of infrastructure delivery.
- b) Pre-commencement payment of a portion of the proportion contribution to facilitate efficient and expeditious infrastructure delivery.
- c) Payment of proportionate contributions by standardised regular timebound instalments.
- d) Fees, surcharges and/or interest to be charged for avoidable late payment and/or unnecessarily delayed provision of infrastructure.
- e) Full payment of the requisite proportionate contribution plus interest and indexation, where infrastructure provided as payment in kind is unnecessarily delayed or does not materialise.
- f) Payment of the Council's full costs in rectifying infrastructure defects where provision of strategic infrastructure does not meet the required and/or agreed standards/ designs/ specifications.
- g) Requirement for quarterly reports on delivery and any in kind infrastructure provision including summary cost reports.
- h) Ability for the Council to take any necessary enforcement action in respect of the original/ master developer after sales, where the provision of strategic infrastructure does not meet the required and agreed standards/ designs/ specifications.

- i) In all but exceptional circumstances, a requirement for all affordable housing to be delivered on-site.
- j) Permitting the proportionate contribution secured to be placed into one or more of the defined 'proportionate infrastructure pots' and spent in accordance with the latest phasing and delivery strategy and/or infrastructure priorities.
- k) Requirement for the developer(s) to bear any additional costs of in kind infrastructure provision should the cost be greater than agreed.

Monitoring Fees

- 1.125. Given the number and complexity of the planning obligations likely to be secured in respect of the New Carrington allocation, it is essential that they are managed and monitored effectively and efficiently.
- 1.126. Therefore, as set out in draft Local Plan policy IP2: Managing and Monitoring Planning Obligations, the Council will require the payment of monitoring fees for each obligation as follows:
- a) A non-refundable fee of £500 per obligation trigger, capped at £2,500 for all minor developments; or
 - b) A non-refundable fee of 5% of the total financial value of the planning obligation, capped at £25,000 for all major developments.

Conclusion

- 1.127. As envisioned by and set out in PfE Policy JP Allocation 30, the delivery of New Carrington and the creation of a new sustainable community will require significant amounts of new infrastructure – particularly in relation to transport.
- 1.128. The findings and recommendations of the Funding Mechanism and Delivery Strategy prepared for the Council by Deloitte and WSP concludes that the development of New Carrington can be viably delivered with the proposed proportionate contributions, and in the case of residential development, with 15% on-site affordable housing delivery.

- 1.129. The Council's intended implementation of the findings and recommendations of the Funding Mechanism and Delivery Strategy sets out a clear and reasonable approach to bring forward both the construction of needed 'hard' infrastructure alongside new homes and employment opportunities, whilst ensuring that investment in green infrastructure and the natural environment is accounted for.
- 1.130. This proposed strategy ensures that the key items of infrastructure needed to unlock and/or strategically support the building of new homes and businesses at New Carrington are prioritised for funding, facilitating their timely delivery.
- 1.131. Prior to the adoption of the final Masterplan in 2026, the Funding Mechanism and Delivery Strategy and the Council's Implementation Statement provide a realistic, proportionate and clear pathway for developments and infrastructure to be planned and considered; simultaneously ensuring that funds for the whole package of required infrastructure can begin to accumulate in a planned and coordinated manner.

Consultation and Next Steps

- 1.132. The Funding Mechanism and Delivery Strategy its supporting documents and this Explanation and Implementation Statement has been published for public consultation from **17 September to 15 October 2025**.
- 1.133. This consultation relates only to the Funding Mechanism and Delivery Strategy element of the New Carrington Masterplan and the Council's intended implementation of its findings and recommendations.
- 1.134. Involving local people, organisations and businesses is an important part of the planning process. The consultation is an opportunity for you to have your say on this element of the New Carrington Masterplan.
- 1.135. In particular, we are interested in your feedback on the following:
- Do you agree with the Phasing and Delivery Programme set out in the NCM Phase 1: Funding Mechanism and Delivery Strategy?

- Do you agree with the Proportionate Infrastructure Contributions Schedule for:
 - Residential development
 - Employment development
- Do you agree with the Council's Explanation and Implementation Statement
- Any other comments

1.136. The easiest way to respond to the consultation is by submitting your written representation to:

- Email – newcarrington.masterplan@trafford.gov.uk
- Post – Strategic Planning, Trafford Council, Trafford Town Hall, Talbot Road, Stretford. M32 0TH

1.137. Please ensure you include the following information:

- Name and contact details
- Organisation (where relevant)
- What you are commenting on – which document and chapter / section, including the page, paragraph number, table and/or figure.
- Your comments – what you do or do not like about the chapter / section, the reasons why and any alternative proposals or evidence you have.

1.138. Without this information it will not be possible to process or take proper consideration of your comments.

Appendix 1

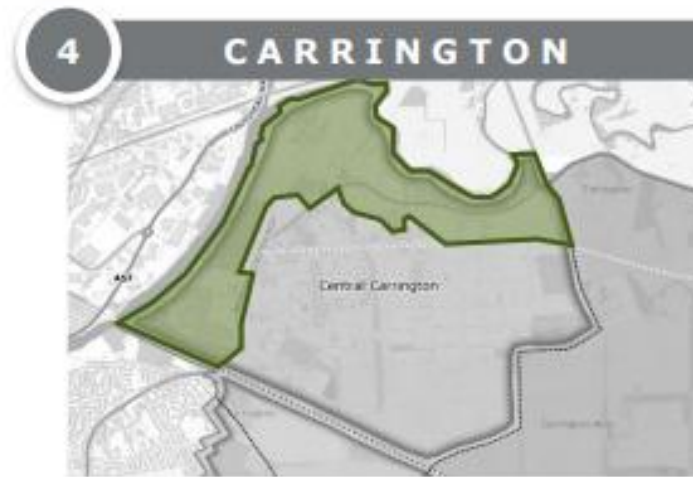
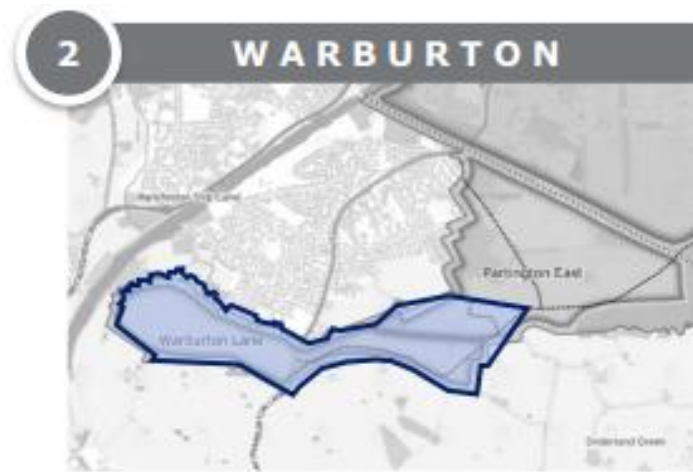
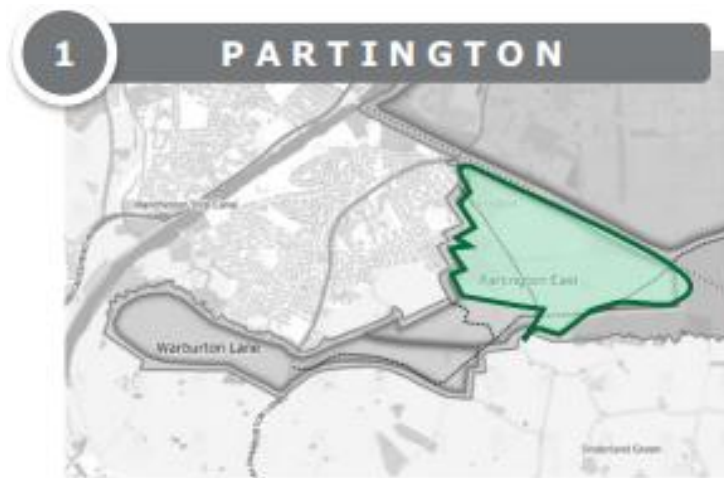
All payment in kind contributions will be subject to the following mandatory requirements:

- i. The Council must be satisfied that the land and/or infrastructure to be provided in lieu of the full proportionate contribution would be appropriate for the provision of necessary infrastructure to support the growth of New Carrington allocation. It is entirely at the Council's discretion as to whether to accept a land/infrastructure payment in lieu of the proportionate contribution.
- ii. The relevant land and/or infrastructure must be situated in the location(s) and/or follow the route/ alignment(s) identified in the Funding Mechanism and Delivery Strategy/ Masterplan. Deviations will only be acceptable where sufficient evidence has been submitted to satisfaction of the Council that the location/ route/ alignment (or part thereof) is physically undeliverable and/or disproportionately costly when compared to a nearby suitable and deliverable alternative.
- iii. The design and specification of the relevant land and/or infrastructure must be in accordance with the expectations and standards set out in the Funding Mechanism and Delivery Strategy: Options Report (April 2025) and deliver the intended outcome(s).
- iv. Detailed design for construction purposes of strategic transport and active travel infrastructure must be prepared in full collaboration with Amey Consulting Ltd as Trafford Council's appointed Local Highway Authority, and subject to (ii) above, be designed in accordance with the relevant guidance including:
 - a. Transport for Greater Manchester (TfGM) Streets for All Design Guide (2023)
 - b. LTN 1/20 Cycle Infrastructure Design (2020)
 - c. Active Travel England – Route Check User Manual (2024)
 - d. CIHT Buses in Urban Developments (2018)
 - e. Manual for Streets (2007)

- f. Design Manual for Roads and Bridges (DMRB) (as amended)
- v. The Local Highway Authority must approve/ endorse detailed designs for construction in writing prior to any planning application determination or acceptance of payment in kind by Trafford Council.
- vi. The land, subject to the transfer, must be fit for a relevant purpose being the provision of necessary infrastructure to support the full delivery of the New Carrington allocation.
- vii. The land, subject to the transfer, must be transferred as freehold land and be free from any other interests in or charges on the land including being free from any other encumbrance to the land, buildings or structures. (This may require the owner to demonstrate that the land is suitable through the submission of further information to the Council, including but not limited to topographical information, reports on contamination and archaeology and details of any underground services.)
- viii. The Council may transfer the land and/or infrastructure, at nil or peppercorn cost, to a third party for the provision of infrastructure.
- ix. Any outstanding proportionate contribution to the development after the transfer of land and/or delivery of infrastructure must be paid in line with the payment dates set out in the planning obligation.

Appendix 2

Proposed Proportionate Contribution Charging Zones: Residential



Proposed Proportionate Contribution Charging Zones: Employment

