

TRAFFORD COUNCIL

Report to: Executive
Date: 25 July 2022
Report for: Decision
Report of: Executive Member for Climate Change and Transport Strategy

Report Title

Carrington & Partington Transport Infrastructure – Carrington Relief Road

Summary

The 2012 Trafford Core Strategy proposed a number of transport improvements around Carrington – including the provision of a new link road to provide better capacity, alleviate congestion and improve public transport and cycling.

In September 2021, the Executive selected a preferred route (see Appendix 1) and gave approval to take the route forward to the submission of a planning application.

This report gives an update on progress since the Executive report, and sets out the next steps in the process, including an update on project budget, risks and further consultation.

The Council does not own all the land therefore the Council intends to acquire parcels of land that will be needed for the scheme to progress. The Council will endeavour to acquire the land through negotiations, however, to prevent delay, the Council will make a Compulsory Purchase Order for the land required as a risk mitigation measure. Appendix 2 sets out the indicative CPO Plots and Schedule. This report seeks approval for an in-principle approval.

Recommendation(s)

It is recommended that the Executive:

1.1 Provides in principle support to undertake the acquisition of land and new rights required for the construction of the Carrington Relief Road including:

1.1.1 The making of an order under sections 239, 240, 246, 250 and 260 of the Highways Act 1980 and all other powers as appropriate for the compulsory purchase of land and rights required for the construction of the Carrington Relief Road (“CPO”)

1.1.2 The making of a Side Roads Order (or orders) under Sections 8, 14 and 125 of the Highways Act 1980 and all other necessary powers to improve, stop up existing highways, construct lengths of new highway and stop up and provide

replacement private means of access as required to deliver the Carrington Relief Road ("SRO")

1.2 Delegates authority to the Corporate Director for Place in consultation with the Director of Legal and Governance to take all steps necessary to prepare a CPO or SRO (together Orders) to be made including but not limited to:

- (a) the carrying out of land referencing including without limitation the service of notices under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 and/or section 5A of the Acquisition of Land Act 1981;
- (b) the authorisation of entry onto the land and other land for the purpose of carrying out surveys pursuant to section 172 of the Housing and Planning Act 2016;
- (c) the preparation of a draft statement of reasons;
- (d) the preparation of draft Orders and Order Schedules; and
- (e) the preparation of notices to owners, lessees and occupiers, site notices and any other notices required to be served and/or advertised in accordance with the Acquisition of Land Act 1981 should the Executive authorise the making of an Order.
- (f) Delegates authority to the Corporate Director for Place to negotiate for the voluntary acquisition of land and rights over land needed to enable the scheme to be delivered in advance of confirmation of an Order, as if such Order had been confirmed.
- (g) Delegates authority to the Corporate Director for Place in consultation with the Director of Legal and Governance to consider alternatives to the use of compulsory purchase powers.
- (h) Notes that before an order is made a further detailed report will be drafted seeking authority for the making of an Order and that such a report will need to address a number of issues including:
 - (i) that the Order is necessary to facilitate the carrying out of development, redevelopment or improvement on, or in relation to, the land being acquired;
 - (ii) that the scheme complies with the aspirations of the Local Plan with regards to the area and other relevant planning policy;
 - (iii) that there is a compelling case in the public interest for the land to be acquired which outweighs the interference with the human rights of those with an interest in the land affected;
 - (iv) that the scheme will contribute to the promotion or improvement of the economic and/or social and/or environmental well-being of the local area;

(v) that the scheme is viable and that there is a reasonable prospect that the scheme can be implemented within a reasonable timescale;

(vi) that there are no physical or legal impediments to the scheme proceeding;

(vii) that all reasonable steps have been taken to acquire land and rights over land needed to deliver the scheme by negotiation and voluntary agreement;

(viii) that alternatives to the use of compulsory purchase powers have been considered; and

(ix) that the compulsory acquisition would not infringe the Council's equality duty.

1.3 Note the funding position for the next development phase and the strategy for securing further funds.

1.4 Delegates authority to the Corporate Director for Place and the Director of Finance in consultation with the Executive Member Climate Change and Transport Strategy to negotiate and agree contracts with Grant Funding providers and external parties relating to grant funding, including variations of grant agreements and other related agreements regarding funding towards the design, pre-commencement works and development of the Carrington Relief Road.

1.5 Authorises the Director of Legal and Governance to finalise and enter into all legal agreements required to implement the above decisions.

Contact person for access to background papers and further information:

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Appendices

Appendix 1 – Preferred Route

Appendix 2 - CPO Plots and Schedule

Background Papers: None

Implications:

Relationship to Policy Framework/Corporate Priorities	<i>Carrington Relief Road is a requirement of Trafford Core Strategy (2012) Policy SL5, ‘Carrington Strategic Location’ and stated component of The Local Plan and it forms the baseline of new highway infrastructure set out in the Places for Everyone (PfE) New Carrington allocation policy.</i>
Relationship to GM Policy or Strategy Framework	<i>Delivery of the scheme will support the growth ambitions articulated within the Places for Everyone Plan and the GM Strategy. The scheme will be delivered in the context of the GM 2040 Transport Strategy, GM Congestion Plan, and Made to Move walking and cycling plan to identify improvements tackling traffic congestion, promote sustainable modes of travel and better integrate transport and new developments.</i>
Financial	<i>The report sets out the updated scheme budget following a detailed review of costs and current economic circumstances. This shows a current “likely” cost of £56.3m. It should be noted that the scheme costs can only be provided as indicative at this point due to factors outside the Council’s control such as inflation. These will continue to be reviewed as the scheme progresses Also summarised is the secured funding from various central government grants and prospective funding from s106 receipts identified to date. This currently amounts to £24.3m. To address the issue of the funding shortfall, the Council anticipates further s106 monies and Community Infrastructure Levy (CIL) from future private developments which would benefit from the scheme as planning applications come forward. The Council is also seeking other sources of funding from other central government sources and is preparing submissions accordingly which includes the City Region Sustainable Transport Fund which is set out in the report along with the methodology for closing the funding gap. Work currently being undertaken on the project is fully funded from £1m of Homes England Housing Infrastructure Grant on a non-clawback basis. To date the Council has spent £1.425m of which £1.175m is funded from Growth Deal 3 monies previously awarded based on outline business case. This grant is not receivable until full outline planning permission is obtained. Until planning is granted this will be funded through the use of capital receipts and as such will need to be reallocated from existing resources, this will be identified and reported back to the Executive through the normal monitoring process.</i>
Legal Implications:	<i>These are considered as part of the possible use of the Compulsory Purchase Order set down within the report. Once a CPO is made, there will then be a period of consultation. If there are any objections the matter may be taken to a Public Inquiry. A CPO under Highways powers gives the Council the power to acquire land compulsorily for the purposes of constructing and improving highways. An SRO gives the Council powers to modify existing roads and infrastructure to enable the new road. Any person or persons affected by a CPO can be entitled to compensation.</i>
Equality/Diversity Implications	<i>None as a consequence of this report.</i>
Sustainability Implications	<i>The delivery of the schemes will be required to meet current policy in relation to sustainability. The Council is setting a target to exceed the current minimum legal targets for biodiversity by achieving a 10% net gain in line with the UK Habitat Classification System.</i>

Carbon Reduction	<i>In line with local and regional policy, there will be extensive provision for active travel and sustainable forms of transport embedded within the scheme with additional provision for improvements to public transport services. The environmental assessment as part of the planning submission will include an appraisal in line with DMRB LA114(Climate).</i>
Resource Implications e.g. Staffing / ICT / Assets	<i>Existing resources have been identified to support the delivery of the schemes and related activity across all the partners. Legal resources will be required to support the CPO process.</i>
Risk Management Implications	<i>The scheme is ambitious with many risks which need careful management. Key risks include failure to secure the necessary funding for the scheme and failure to achieve planning permission. Other risks include failure to acquire the requisite land, construction cost inflation and resolving engineering issues with the site.</i>
Health & Wellbeing Implications	<i>The Carrington Relief Road will include new active travel infrastructure on the route, as well as the existing A6144 encouraging residents to make healthier choices in life and thereby improving the health and wellbeing of Trafford's residents.</i>
Health and Safety Implications	<i>None as a consequence of this report.</i>

1.0 Background – Strategic Need for the Relief Road

- 1.1 The Carrington Relief Road (CRR) represents a clear approach to addressing a number of strategic needs for the area in terms of transport improvements, improving the quality of life for local residents and unlocking significant employment opportunities for the area.
- 1.2 The improvement of transport in and around Carrington has been a key component of Council Policy since the adoption of the 2012 Core Strategy. This recognised that the opening up of the former Shell petrochemical site and related areas for development was dependent on improving access for all road users. A further objective of the Council is to improve connectivity to the outlying district of Partington which suffers from suppression of economic activity due to poor public transport penetration, road congestion on the A6144, and a lack of active travel infrastructure. A principal component of this is the Carrington Relief Road is intended to take traffic away from the narrow A6144 Carrington Lane and Manchester Road – thus alleviating existing congestion, improving overall capacity and providing a safe and more effective route for cycling and public transport.
- 1.3 The Greater Manchester Transport Strategy 2040 Delivery Plan 2021-2026 identifies the CRR as a project which can be delivered in the next five years. The route will support growth in the Carrington area and assist in creating a safe environment for walking, cycling and public transport.
- 1.4 A key benefit of the CRR will be the improvements which can be made to the A6144. Much of the traffic, particularly HGVs, will use the new route thereby allowing for traffic calming measures and improved walking, cycling and public transport access on the existing A6144 route. This will be of significant benefit to the existing Carrington / Partington community providing enhanced public transport and active travel access to the surrounding area. The PfE New Carrington allocation policy requires new and improved cycling and walking access to be delivered as part of the development and both the CRR and A6144 will form integral parts of the network and also link to the wider Bee Network and MCF schemes.

- 1.5 The CRR will also deliver improved bus access to the Carrington and Partington areas as part of wider improvements planned for the PfE allocation, this could include improved bus stops and improved service frequencies and routes, and improved journey time reliability. These improvements will be made in the context of the wider GM Bus Reforms programme which will lead to greater control of routes and service frequencies helping to better connect communities across GM, including at Carrington / Partington.
- 1.6 The main purpose of the CRR scheme is to create new network capacity to sustain development and regeneration of the Carrington area. This remains a fundamental requirement, however, the earlier public engagement process has enabled Trafford Council to enhance and update the required deliverables, having taken on board the issues that have been raised by the community.
- 1.7 Based on this analysis the strategic objectives for the scheme will include:
- Providing sufficient capacity within the transport network to deliver growth in housing and employment
 - Improving journey times and journey time reliability to create a network suitable for improved public transport services
 - Providing an alternative route for traffic using the A6144
 - Creating the ability to introduce speed and safety measures and to encourage active travel, especially through Carrington Village
 - Providing improved infrastructure and environmental enhancements which encourage active travel to and within the development area, including walking, cycling and horse riding.
 - Improving connectivity to the outlying district of Partington which suffers from suppression of economic activity due to poor public transport penetration, road congestion on the A6144, and a lack of active travel infrastructure.
- 1.8 On 18th December 2020, following the completion of a Preliminary Options Appraisal Report, approval was given to undertake a public engagement exercise and carry out further work to identify a preferred option from the two shortlisted route options for the CRR.
- 1.9 On the 27th September 2021, the Executive considered the results of the public engagement exercise and a range of technical considerations of the two shortlisted route options. After careful consideration of the options, the Executive recommended that Option F: creating a newly built link between the Banky Lane junction and Route A1 at Isherwood Road would be taken forward as the preferred route. As a result of the public engagement exercise, the Executive also approved a recommendation to increase the scope of the scheme to provide a significant package of complementary measures on the existing A6144 to improve public transport, road safety and active travel. In making the decision, the Executive took account of a number of technical considerations and were also provided with the opportunity to consider detailed public feedback on the options that were presented to them. It was noted at the meeting that no route provided an ideal scenario but on balance the Executive decided on Option F.
- 1.10 In taking forward Option F, it has been necessary to engage external resources to assist in implementing the preparations and investigations for the relief road, including a range of professional consultants with specialisms to undertake the significant work attached to the scheme.

- 1.11 As part of the preparations for the relief road, it is essential to ensure that the route is clear of petro-chemical infrastructure. Accordingly, the Council has worked alongside one of the major land holders on the Carrington site to ensure that planned rationalisation of the existing infrastructure associated with its former uses is able to proceed on schedule. This will also enable the wider site to be brought back into productive uses such as for housing and employment and is discussed in further detail in this report.
- 1.12 The first phase of rationalisation was completed in October 2020, and the second phase is currently being designed. Subject to the necessary external approvals and funding being in place, it is intended that work will start on site in the summer of 2022 and be completed within 12 months.
- 1.13 Once the rationalisation works have been completed, all the relevant industrial infrastructure associated with the Lyondell Basell plant will have been reconfigured and removed from the areas needed for development and the road.

2.0 Revised Programme

- 2.1 Following approval to take the scheme forward to a planning application, the Council successfully negotiated an early drawdown of funds from the Housing Infrastructure Grant (provided by Homes England) to support the ongoing design and survey work.
- 2.2 Using Amey Consulting under the One Trafford Partnership, a project team was formed which undertook a range of detailed reviews on:
- Estimated construction cost
 - Key design issues
 - Project risk
 - Funding availability and requirements
- 2.3 Following this detailed review the delivery programme has been updated and the key milestones in the project are anticipated to be as follows:
- | | |
|--------------------|---|
| Winter 2022 | Formal public consultation |
| Spring/Summer 2023 | Submission of a planning application |
| Spring 2024 | Full business case |
| Winter 2024 | Start of work on site (subject to securing planning permission) |
| Spring 2027 | Completion of construction |
- 2.4 Securing Planning Permission will form a vital step in taking the project forward. Having planning permission in place for the scheme will provide a greater degree of confidence to potential external funders in that the scheme has a much greater degree of deliverability. In moving through the planning process, a wide range of both statutory and non-statutory stakeholders will have been consulted on the scheme with a view to improving its overall ambitions. It should be noted that the programme remains under review as the project develops and further updates will be provided in the case of any potential significant changes.

3.0 Funding and Budget

- 3.1 The Council has pursued a range of external funding opportunities to support the project to date and is continuing to explore further funding sources. The support that has been received so far is summarised in Table 1 below.

Table 1

Funding Source	Value	Terms
Growth Deal 3 (TfGM)(GD3)	£6.0m	Conditionally awarded based on an Outline Business Case. Full Business Case to be submitted post planning consent
Evergreen Fund	£270k	Supports design development work
The Brownfield Land Fund	£200k	Awarded to bring back brownfield land into productive use
Homes England	£1.0m	CRR Planning
S106	£2.8m	Identified to date from forthcoming developments – each separate agreement details when the funding can be drawn down from the individual developers
The City Regional Sustainable Transport Fund	£14m	The Council is currently working with the funding administrator, TfGM, to prepare a Strategic Outline Business Case which will ensure that the prospective scheme submitted for planning approval, will meet the intended objectives and deliverables of the funding allocation, with associated financial and strategic evaluations
Total To Date	£24.27m	

- 3.2 In terms of satisfying the conditions of the grants, the Council has been required to engage in monitoring processes set by each funding body to ensure that the grants achieve final approval and to allow for the drawdown of funds.
- 3.3 The GD3 award is subject to a monthly reporting regime which tracks progress of the scheme development, and this will lead to the submission of a full business case once the scheme receives planning consent and a tendered price from a contractor.
- 3.4 In the case of the Homes England HIF award, there was originally a funding availability window that ended in March 2022. The Council has worked closely with Homes England to obtain an extension to this by 12 months to accommodate various delays which have been encountered.
- 3.5 In developing the design towards the submission of a planning application, the project team has been able to refine a range of assumptions made in the preparation of the cost estimate that was originally prepared in 2018 for the submission of the Growth Deal 3 Outline Business Case. At that time, the estimated scheme cost was around £34m. The revised delivery budget is shown in Table 2 below, which sets out possible forecast outturn costs based on a range of optimism factors. In terms of developing economic appraisals and business case cost benefit analyses, the project team will use the middle, or “likely” estimated cost.

Table 2: Revised Delivery Cost Estimate

Factors	Best	Likely	Worst
Design, professional services, statutory & legal fees and costs	£4,634,290	£4,795,593	£5,073,093
Land Acquisition	£500,000	£1,700,000	£2,000,000
Construction and Contract Management	£25,997,573	£26,997,573	£28,147,573
Service Diversions	£6,000,000	£7,000,000	£11,500,000
Contingency	£3,080,983	£4,921,475	£7,291,966
A6144 Measures	£1,650,000	£1,650,000	£1,650,000
Inflation	£8,378,284	£9,262,589	£10,384,247
Total	£50,241,129	£56,327,229	£66,046,880

- 3.6 Given the relatively large increase in the forecast delivery cost compared with the previous estimate, Table 3 below summarises the approximate cost increases of key elements.

Table 3: Main Factors Affecting the Construction Cost Estimate

Item	Reason	Approximate Cost Uplift
Professional fees, services and charges	There has been general prolongation of the programme due to a range of external factors. Additionally, The Council carried out a comprehensive optioneering exercise based on public feedback to ensure that the route identified from original work remained the most appropriate solution. The project has also expended significant resource in seeking external funding opportunities which have given rise to costs in developing proposals, business cases and funding agreements.	£2.0m
Main construction cost	More detailed design work has enabled the refinement of the design, and physical site investigations and surveys have enabled a more accurate assessment of work and the identification of additional items such as dealing with contaminated ground	£4.0m
Diversion of services	We have now been able to agree specific outline details with various Statutory Undertakers based on the	£6.0m

	developed design, although the design team will attempt to mitigate these costs through various design solutions at a later stage, if possible.	
Additional active Travel Measures A6144	Following previous public engagement, the Executive approved a commitment to deliver ancillary active travel measures was given to improve Carrington Lane/Manchester Road	£1.7m
Inflation	This has proved to be a significant issue affecting the economy as a whole with the construction industry facing a significant challenge	£9.0m

- 3.7 To address the issue of the funding shortfall for the main works, the Council anticipates further s106 monies and Community Infrastructure Levy (CIL) from future private developments which would benefit from the scheme as planning applications come forward. The Council is also horizon scanning for other sources of funding from other central government sources and is preparing submissions accordingly which includes the City Region Sustainable Transport Fund. It should be noted that although the Council has been successful in drawing down significant sums of finance for the scheme in the past, there are no guarantees there will be similar, large scale funding opportunities in the future.
- 3.8 As part of ensuring the Council has an up-to-date valuation of various parts of the scheme, the Council has appointed an external surveying firm to undertake various detailed costings of the various parcels of land which make up the site with a view to understanding the current market value of these land holdings. The specialists have also been tasked with ascertaining the likely market value costs of existing infrastructure on the route which may need to be acquired to ensure the relief road can be delivered. The consultants appointed will also provide guidance on the cost element of any potential Compulsory Purchase Order (CPO) approach.
- 3.9 To place the CRR in context, it should be noted that major transport infrastructure works invariably have a significant cost attached to their development and construction. The 10km A6/Airport Relief Road completed in 2018 cost an estimated £290M, the 3km Poynton Relief Road now nearing completion has an estimated cost of £53M and the 5.5km extension of Metrolink into Trafford Park cost around £350M. These schemes illustrate that there are significant cost challenges with all forms of transport improvements.
- 3.10 Moving forwards, once a planning application for the road has been prepared, a formal decision of the Council will be necessary before the project progresses to detailed design and procurement. This decision needs to be underpinned by a developed funding strategy.

4.0 Project Delivery Risks

- 4.1 It is inevitable that in a project of the magnitude of CRR there will be a range of risks to implementation which have to be carefully managed. These include issues which can impact the scheme's budget, funding, and programme. The project delivery team

continually evaluates these issues as the project progresses and employs various strategies to manage these risks.

4.2 Table 4 below presents a high-level summary of the main issues that are currently under close review.

Table 4: High Level Risks

Key Risks	Mitigation
<p>Rationalisation of the existing industrial site, which is needed in order to construct the western link of the CRR from Isherwood Road to Manchester Road in the east: Failure to implement the second phase of rationalisation of the site, which involves removing and relocating a complex array of private industrial supply pipelines and services, could set the project back a number of years, as there is a 4-yearly schedule of planned plant shutdowns of the Lyondell Basell operation, which is in turn dependent on the scheduled shutdown of the Ellesmere Port oil refinery.</p>	<p>The project team is working closely with Homes England, who are providing advance funding for the design of the rationalisation work, to ensure that design work can take place in sufficient time to procure a suitable contractor who is qualified to undertake the service rationalisation work to the satisfaction of Lyondell Basell, within the planned shut-down and the funding availability window which closes in March 2023.</p>
<p>Planning – failure to achieve planning permission will require significant re-evaluation of the scheme</p>	<p>The project team is working to a detailed programme of activities which takes into account all activities which are associated with preparing a complex major scheme planning application. A Planning Performance Agreement is in development which will ensure that the Planning Authority can provide the appropriate resources to work with the team promoting the scheme to ensure compliance with all statutory requirements.</p> <p>The in-house lead team has been augmented with a specialist planning consultant who have a strong track record of working on this site, and a specialist firm of communications consultants have been engaged to ensure that a) the consultation requirements of the planning submission are fully compliant with the relevant legislation, and b) that The Council will engage in early-stage consultation on a wide range of themes affecting the submitted design and its impact on the local and regional community.</p>

<p>Finance – the project has been subject to comprehensive and detailed review during the last 9 months since approval to submit Option F for planning approval.</p> <p>This has resulted in an increased budget, and the identification of further funding opportunities.</p> <p>However, there remains a “funding-gap” which the project delivery team has identified, and failure to attract a sufficient level of funding will result in the proposed scheme not being realised.</p>	<p>The project team has benefitted from a condition-free advance drawdown of Homes England funds to develop the scheme towards a planning submission.</p> <p>Negotiations with TfGM have ensured that previously committed funds remain in place. This applies to the Homes England grant, provided delivery meets the March 2023 deadline.</p> <p>A funding stream of £14m is being targeted through the CRSTS programme and a Strategic Outline Business Case is under development.</p> <p>The project team has engaged a specialist land valuation consultant to recalculate the potential yield from the private sector of S106 contributions from development parcels dependent on the delivery of the relief road. This is anticipated to address the bulk of the anticipated shortfall.</p>
<p>Contamination – the presence of Perfluoroalkyl and Polyfluoroalkyl Substances (PFAS) and other contaminants discovered on the site having the potential to affect the budget and programme</p>	<p>The project team is a member of a Regulatory Group which convenes regularly with the lead regulator, The Environment Agency (EA), to develop a contamination remediation strategy for areas of the site which have been affected by PFAS contamination</p>
<p>Land Acquisition – ensuring that all available land has been acquired for the construction of the road</p>	<p>The project team has identified which land plots will need to be acquired for the CRR and has undertaken referencing to identify owners. A Land Valuer/Surveyor has been brought on board to undertake negotiations on behalf of The Council, but this report also sets out the contingency proposals for implementing a CPO process in parallel in the event of any problematic negotiations leading to delay or ransom strip scenarios. Further details are given below</p>
<p>Homes England Grant – expenditure deadline (1)</p>	<p>The project team is working closely with HE, Wain Estates (the landowner) and Lyondell Basell (the site occupier) to develop a design for the reconfiguration of plant and infrastructure which releases land for the road. The Council has negotiated with HE an unconditional advance drawdown of HIF funds of £1m to ensure that the necessary design work</p>

	takes place leaving sufficient time for procurement and implementation
Homes England Grant – expenditure deadline (2)	The respective legal teams of the Council and HE are collaborating on a revised Grant Funding Agreement (GFA) to reflect the advance drawdown facility of £1m for Rationalisation design and £1m for relief road development. Alongside this, the Council’s legal team has drafted a complementary back-to-back agreement to ensure that Wain Estates are compliant with the relevant conditions of the GFA. These activities are outlined in further detail below

5.0 Site Rationalisation of Legacy Infrastructure

- 5.1 The western half of the relief road is situated on the site of the former Shell petrochemical plant and is broadly on the alignment of the existing private road known as Route A1. There is a significant quantity of legacy industrial services infrastructure in this area that needs to be removed and relocated prior to construction of the road and opening up land parcels for development.
- 5.2 The Council has previously signed a Homes England grant funding agreement to accept an £8.4m contribution towards this work on the basis that it supports the viable development and building of 754 homes. The Council has successfully negotiated with Homes England that an early drawdown of £2m of these funds can be made which will support the design and project development work for the relief road and the site rationalisation works. An additional benefit is that this element of funding has been relieved of the overarching grant conditions which could have included a clawback element.
- 5.3 A process is currently underway which involves the preparation of a Deed of Variation (DoV) to the original agreement allowing for the repurposing of the advance funding outlined above. As part of this process, the Council will need to enter into a “back to back” agreement with the developer, Wain Estates, who own the site and who are responsible for the funding and delivery of the rationalisation project. The DoV is currently being negotiated with Wain Estates.
- 5.4 The DoV will set out how the residual £6.4m will be spent on the rationalisation project, and the back-to-back agreement will pass on to the developer all relevant risks and obligations. It should be noted that not all risks and obligations would be considered relevant or appropriate to pass on to the developer. As an example, the build out of a proportion of the housing on site is led by Trafford Housing Trust (THT). It would therefore be outside of the developer’s scope of influence to guarantee the delivery of housing belonging to another developer. However, the risk is somewhat reduced due to the building of the THT housing already commencing on site which provides a level of confidence that the projected numbers of homes to be built as part of the agreement will be met.

5.5 Timing will be a critical risk to the project. Failure to undertake elements of the rationalisation phase 2 project during a planned plant shutdown, the next of which is scheduled for the end of September 2022, could potentially lead to a number of years delay in progressing the scheme - smaller more costly work packages over an elongated programme or a required wait for the subsequent plant shutdown of March 2026.

6.0 Public Consultation

6.1 The project team has been augmented with a specialist external consultant with extensive experience in managing public engagement and consultation processes for major highways projects. One of their key clients is National Highways, who are generally regarded as the benchmark promoter of transport infrastructure schemes.

6.2 The consultant is currently working with the team to build from previous public engagement exercises and will update the public consultation strategy – this will be published during the summer. In the meantime, preparations are underway to engage with stakeholders as soon as possible.

6.3 The planning application process requires the submission of a formal statement on public consultation based on a mandatory exercise which will take place late 2022. However, the project team aims to improve on this mandatory minimum requirement by undertaking a range of consultation activities during the summer months and in the lead up to the formal process.

6.4 The Council is keen to ensure that the eventual design submitted for planning approval has been thoroughly reviewed by stakeholders and that there has been adequate opportunity for the design to reflect this.

6.5 Whilst the general route of the road has been adopted as Council Policy, there are many facets of the scheme which have a significant impact on the environment and network and these are in the very early stages of development.

6.6 There is a range of themes which will be subject of this early engagement and feedback from stakeholders will feed in to the development of the submitted design. It is therefore possible for stakeholders to express a detailed view on issues such as:

- How public rights of way will be dealt with
- What the aesthetic of the scheme should be on the urban and on the green field elements
- Carbon, biodiversity, wildlife habitats impacts and solutions
- How the scheme can promote road safety, active travel and public transport
- Solutions to issues around drainage and flood risk
- The effect of the construction phase
- Improving the connection of Partington to the wider network

7.0 Land Acquisition and the Compulsory Purchase Order Process

- 7.1 The project design team has developed the design to a sufficient level of detail to understand which plots of land will be needed for the scheme. The project team have employed an independent land valuation firm to act on the Council's behalf in the process of acquiring this land. By far the greatest proportion of land needed is owned by Wain Estates who are working closely with the Council and have indicated their intention to release land that they own that will be needed for the road. However, there are other landowners who have been identified, as such, the agent is currently assembling all the relevant information needed to commence dialogue and estimate potential acquisition costs.
- 7.2 The Council's objective will be to undertake amicable negotiations with all affected parties and agree on an independent or negotiated value or compensation. This may include plots which are only required temporarily during the construction phase. As part of the risk management strategy, it is believed that it is prudent for the Council to simultaneously embark on a Compulsory Purchase Order process to acquire the land required for the road. This will enable the Council to continue in line with its programme and implement the scheme in the event of an adverse situation arising in the negotiations for a particular parcel of land. It should be noted that there are still outstanding site investigations taking place such as consideration of drainage outfalls which could lead to minor modifications of the redline boundary.
- 7.3 The justification for the CPO will be set out in full in the Statement of Reasons which will be appended to the report requesting formal approval of the use of CPO powers. In general, the use of a CPO in a scheme of this magnitude is recommended. Where there are a number of different landowners and potential rights beneficiaries, a CPO secures the ability to acquire the land and also enables the Council to keep to its timescales/milestones.
- 7.4 If approval is given, the Council will engage specialist external legal advice to progress the preparation for a CPO. The procedure moving forward is as follows:
- Undertaking of preparation work including land referencing, preparing statement of reasons, engaging with landowners, and preparing the Order.
 - A report to the Executive recommending formal approval of the use of CPO powers.
 - Making of the Order.
 - Statutory consultation period.
 - If no objections, confirmation of the Order.
 - If objections are received then the matter will be decided by the Secretary of State, most likely through a Public Inquiry.

8.0 Carbon Considerations

- 8.1 One of the early concerns raised in the public engagement exercise when considering the scheme related to the potential disturbance of peat with the offline option (Option F). From the detailed invasive ground investigation work that has taken place along this alignment, peat has been encountered at one isolated location. This was a small occurrence approximately 50mm thick at a depth of around 1.2m. It should be noted that whilst the area is generally known as 'Carrington Moss' the main area of historic moss land was located to the south of the proposed route alignment. Never the less the area east of Isherwood Lane is currently open farmland and the full impacts of construction need to be investigated

further. It should also be noted that the Environmental Scoping Report will include a scoping chapter appraising in line with DMRB LA 114 (Climate).

- 8.2 Having found peat, albeit in a small and isolated instance, the project will commission the necessary further ground investigation work to better understand its extent. From information available at the present time, however, it is unlikely to be disturbed as the excavation for the road construction is unlikely to reach the depth of the peat.
- 8.3 In terms of wider carbon-related objectives, the relief road needs to be viewed in the context of Transport for Greater Manchester's Transport 2040 Strategy. This seeks to encourage a 'right mix' of transport modes through to the middle of the century. It acknowledges however that road transport will continue to be vital in future decades – with selective improvements necessary alongside other transport interventions. In future decades, vehicles using our roads will be powered via electricity and other renewable sources – with corresponding reductions in carbon emissions. The optimum position over time will still be to promote more public transport and use of rail and water for freight – but a full transition will take many decades to accomplish.
- 8.4 In respect of the more immediate carbon implications the road will achieve a significant enhancement for the local area. This would be by creating an environment to encourage modal shift to various means of active travel such as cycling and walking and reduce dependence on motor vehicles. Concern over safety and ease of use is one of the principal barriers to wider take up of cycling. The creation of a new segregated 3.5km route linking the edge of Partington with Ashton on Mersey has the potential to markedly improve the safety and environment for cyclists. The project will provide significant relief to the A6144 through Carrington Village, where there are long-standing concerns from local residents about large polluting vehicles/HGV's, traffic speed and congestion which restrict opportunity for safe active travel.
- 8.5 Carrington Lane similarly experiences significant traffic related issues which severely impede opportunities for walking, cycling and horse-riding.
- 8.6 In the recent analysis, a suite of potential improvements to facilities for walking, cycling, public transport and for calming traffic generally have been identified. These measures represent a value of approximately £1m which it is proposed to incorporate into the overall CRR project budget, with an opportunity for a further £400k of improvements. These would present significant steps towards the Council's stated objectives of reducing carbon use.
- 8.7 Feedback from residents in Partington has described significant frustration that the current road network effectively isolates the area due to poor road conditions, congestion, lack of sustainable public transport and safe cycling opportunities. The relief road will create a significant opportunity for the Partington community to benefit from improved sustainable transport access, and to embrace new and improved active travel modes linking to the wider area.

9.0 The Environment, Ecology and Biodiversity

- 9.1 Earlier work on the project was largely reliant on desk study exercises, however, in the development of the scheme detail and the planning application itself, a significant amount of work is being carried out, including a wide range of site surveys. The work is being undertaken by specialists from Amey Consulting who are supervised by the lead project team.
- 9.2 There are two internationally designated sites within 5km of the proposed relief road - Manchester Mosses SAC and Rixton Clay Pits SAC - which will be the subject of a Habitats Regulations Assessment. There are 16 Sites of Biological Importance (SBIs) within 2km of the proposed relief road. The River Mersey SBI and Wetland at Carrington Moss SBI will be fully considered during further assessment.
- 9.3 Priority habitats in the area include deciduous woodland, lowland fens, potential open mosaic habitat, coastal and floodplain grazing marsh and lowland raised bog.
- 9.4 Further ecology surveys commenced in March 2022 and are ongoing. These include The UK Habitat Classification System (UKHab) botany surveys of all areas within 250m of the proposed construction area, bat activity transects and crossing point surveys, bat roost inspections and emergence work for any buildings or trees likely to be disturbed by construction, badger and otter surveys within 250m of the proposed construction area, water vole surveys on suitable watercourses, breeding bird surveys within 250m, barn owl surveys within 500m, terrestrial invertebrate surveys, great crested newt eDNA surveys on ponds within 250m and reptile surveys on suitable habitat.
- 9.5 Ecology surveys so far have indicated absence of great crested newts, presence of water voles, ground nesting birds such as skylark and likely presence of barn owl. Mitigation for these species will be incorporated into the scheme design with the aim of maximising opportunities for enhancement. Other protected species mitigation measures are likely to include consideration of bat and barn owl flight lines, avoiding disturbance to confirmed bat and barn owl roosts, reptile translocation and habitat creation, avoiding disturbance to otters and badgers using the area and enhancing areas for terrestrial invertebrates.
- 9.6 The UK Hab survey will be used to compile a Biodiversity Net Gain metric and Ecologists will work with the project design team and Landscape Architects with the aim of achieving at least 10% net gain for biodiversity across the scheme.

10.0 Next Steps in Delivering the Relief Road

- 10.1 Since the adoption of the preferred alignment in September 2021, work has progressed on a number of fronts in developing the scheme towards the submission of a planning application in 2023. This represents a significant body of work encompassing all aspects of scheme design and planning.
- 10.2 The project team has expanded to bring on board a range of specialists, coordinated through the Amey Consulting lead design team, with a dedicated project manager seconded into the Council to lead the process.

10.3 Table 5, below, summarises the main activities being undertaken in the lead in to the submission of the planning application.

Table 5: Planning Application Preparation Activities

Activity	Objective/Approach	Resource
Developing all aspects of the design and resolving all key engineering issues and risks.	This will enable the design to be fixed to a sufficient level of detail suitable for a planning application and the identification of a red-line boundary. This will also enable a further refinement of the scheme budget and delivery programme.	Led by the lead Amey Consulting team but involving all design specialists.
Undertaking traffic modelling work.	This will enable the design of the junctions to be finalised and will take into account the aspirational active travel and public transport improvement objectives.	The project team is working with specialist consultants within Amey, and colleagues within The Council and TfGM to develop an acceptable strategy for future traffic scenarios across the whole Carrington development allocation.
Public Consultation.	The planning process requires a formal public consultation exercise and statement as part of the submission. This is expected to take place around November 2022. The Council also wishes to undertake preliminary consultation as design details and solutions are developed in the lead up to a design fix. This will include consultations on elements such as landscape and ecology, which had a high public interest based on previous stakeholder engagement. Issues such as affected public rights of way, the potential for improvements on the A6144, and other factors will also be subject of public engagement.	The Council has appointed a specialist communications consultant to assist the project team in the forthcoming consultation exercises. The identified firm has a strong track record of working on projects of a similar nature and has National Highways as one of its main clients.
Preparing an Environmental Impact Statement	This is an essential component of submitting a planning application of this	Led by the lead Amey Consulting Team, the Planning Consultant will

	magnitude. As a result, The Council will prepare an Environmental Impact statement based on an approved scoping study, covering all aspects of scheme appraisal required by the current planning legislation.	work with a number of specialists who have the appropriate expertise to undertake the required survey and assessment work according to industry and legislative standards. We have instructed the team to further enhance the target parameters relating to Biodiversity Net Gain to ensure that the scheme will be compliant to anticipated future legislative obligations for increased provision.
Submission of the full Planning Application	This is expected to take place around May 2023 subject to no adverse issues affecting the delivery programme. This will be the culmination of work that is currently ongoing.	The process is led by the main design team and the planning consultant.

Other Options

Other options have not been considered as the relief road is considered key to unlocking significant land for the use of residential and employment purposes and the principle and route of the relief road has already been considered and approved by the executive Committee.

Consultation

There has been significant consultation and engagement carried out as part of getting to the current position. Further consultation will be carried out both through informal methods and formal methods as required as part of the planning application.

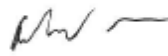
Reasons for Recommendation

A CPO will ensure the Council is able to acquire the land and that the project is able to keep to the proposed timescales.

Key Decision (as defined in the Constitution): Yes
If Key Decision, has 28-day notice been given? Yes

Finance Officer Clearance PC
 Legal Officer Clearance TR

CORPORATE DIRECTOR'S SIGNATURE (electronic)



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

