

# CHESHIRE EAST COUNCIL

## Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Director of Economic Growth and Prosperity
<b>Subject/Title:</b>	Macclesfield Movement Strategy (Ref CE 14/15-6)
<b>Portfolio Holder:</b>	Cllr David Brown – Strategic Outcomes.

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### 1.0 Report Summary

- 1.1 The Council has an ambitious plan to improve the Macclesfield economy, supported by town centre regeneration, and the delivery of 3500 new homes and 15Ha of new employment land.
- 1.2 This report addresses how the Local Plan development proposals have informed the Infrastructure Plan and the impact on the local highway network. It proposes a major multi million pound investment to address key highway pinch points and improve transport networks to deliver a 'Movement Strategy' for the town.
- 1.3 The report sets out and identifies a package of short term 'quick wins' to address existing problems and help support the early delivery of some of the key strategic sites, including phase 1 of the South Macclesfield Development Area (SMDA) which is currently the subject of a planning application. Schemes will be delivered incrementally and a key consideration will be minimising delays during construction.
- 1.4 The report suggests a mechanism is considered to ensure new developments fairly contribute towards delivering the future highway improvements contained in the Movement Strategy.
- 1.5 This approach is also being developed in the councils other key growth areas, including Congleton and Crewe to ensure that key investment in critical new highway improvements is secured from new development ahead of adoption of the Local Plan and associated Community Infrastructure Levy.

### 2.0 Recommendations

- 2.1 To approve the development of and consultation on a Macclesfield Movement Strategy, which will include prioritisation of highway improvement schemes, complemented by a package of sustainable travel improvements.
- 2.2 Approve the establishment of a Local Member Forum to review the development and delivery of the Macclesfield Movement Strategy.

- 2.3 That the following locations are prioritised for the delivery of highway improvements immediately and that work commences on detailed scheme development and consultation:
- ◆ A536 Congleton Road / Park Lane junction – ‘The Flowerpot’
  - ◆ A536 Congleton Road / Moss Lane junction signalisation
  - ◆ A523 Silk Road minor lining improvements
  - ◆ A523 Mill Lane lining and widening improvements
- 2.4 To note that longer term, highway improvement schemes, as a minimum, will be required at the following key locations to accommodate the anticipated Local Plan development:

Silk Road	<ul style="list-style-type: none"> <li>• Silk Road / Hibel Road junction and Hibel Road improvements</li> </ul>
Chester Road	<ul style="list-style-type: none"> <li>• A537 Chester Road / Ivy Road roundabout improvements</li> <li>• A537 Chester Road / Fieldbank Road junction improvements</li> <li>• Broken Cross roundabout improvements</li> </ul>
Cumberland Street	<ul style="list-style-type: none"> <li>• Cumberland Street corridor capacity improvements</li> </ul>
Park Lane	<ul style="list-style-type: none"> <li>• A536 Park Lane / Churchill Way roundabout improvement and Park Lane widening</li> </ul>
Prestbury Road	<ul style="list-style-type: none"> <li>• Prestbury Road roundabout improvements</li> </ul>
Byron's Lane	<ul style="list-style-type: none"> <li>• Signal optimisation and/or upgrade</li> </ul>

The delivery of these improvements will be prioritised based on the pace and location of future development. This list is not exhaustive and it is recognised that other local ‘pinch points’ will be addressed over the plan period.

- 2.5 To authorise the appointment of Counsel to provide an opinion on the most appropriate way to secure the funding from developers towards the costs of these works and also to suggest a method for dealing with s106 obligations where the Council is the landowner.
- 2.6 Subject to the Counsel’s opinion and progress with the Local Plan, that the Director of Economic Growth and Prosperity be authorised to approve the preparation of a Development Brief / Supplementary Planning Document for Local Highway Infrastructure to support the economic growth of Macclesfield, Congleton and Crewe to ensure that new developments fairly contribute towards new and improved infrastructure prior to the adoption of a Community Infrastructure Levy.
- 2.7 That approval is granted to the Head of Strategic Infrastructure in consultation with the Cabinet Member for Prosperity & Economic Regeneration to take forward and deliver the initially prioritised schemes, subject to the Council’s arrangements for the endorsement of the business case.
- 2.8 To note the likely requirement for third party land to deliver the full benefit of the improvements to the Flowerpot junction and that approval is granted to enter into discussions with affected landowners and that the Chief Executive or his

identified nominee, in consultation with the Cabinet Member for Prosperity & Economic Regeneration, and subject to taking advice from the Head of Legal Services and the Chief Operating Officer or their identified nominee(s), be given delegated authority to acquire options or interests in land required to facilitate the works.

- 2.9 That any CEC owned land that is necessary for the delivery of the highway improvements identified in 2.3 is made available and transferred for highway purposes.
- 2.10 That authority is delegated to the Director of Economic Growth and Prosperity in consultation with the Cabinet Member for Prosperity & Economic Regeneration to submit a planning application (if required) for schemes identified in 2.3

### **3.0 Reasons for Recommendations**

- 3.1 To highlight the full package of longer term highway improvements necessary in Macclesfield to ensure the satisfactory mitigation of development proposals.
- 3.2 To prioritise the early deliver of key aspects of these improvements linked to the phasing of new development in the town, including the SMDA and set aside the necessary budget.
- 3.3 To examine options to ensure that new developments mitigate their impacts, not in isolation, but with due regard to the wider development proposals contained in the emerging local plan.
- 3.4 To ensure that a prioritised list of sustainable travel improvements is developed to compliment delivery of highway infrastructure improvements.

### **4.0 Wards Affected**

- 4.1 Macclesfield South, Macclesfield Central, Macclesfield East, Macclesfield Hurdsfield, Macclesfield Tytherington, Broken Cross and Upton, Macclesfield West and Ivy

### **5.0 Local Ward Members**

- 5.1 Cllr Damien Druce, Cllr Laura Jeuda, Cllr Janet Jackson, Cllr Ken Edwards, Cllr David Neilson, Cllr Gill Boston, Cllr Brendan Murphy, Cllr Lloyd Roberts, Cllr Louise Brown, Cllr Martin Hardy, Cllr Carolyn Andrew, Cllr Alift Harewood.

### **6.0 Policy Implications**

- 6.1 This measures outlined in this report will support the early delivery of some of the strategic sites Macclesfield.

## **7.0 Implications for Rural Communities**

- 7.1 None

## **8.0 Financial Implications**

- 8.1 In order to deliver the necessary improvements in a timely manner the council will be required to 'forward fund' from Council resources the delivery of the necessary highway improvements in advance of external funding from grants and developer contributions.
- 8.2 The budget required to develop the prioritised schemes is £400,000. This was included in the Capital Programme approved by Council on 27<sup>th</sup> February 2014; identified under Longer Term Proposals with an initial spend requirement in 2014/15.
- 8.3 The initial budget is required to deliver a robust estimate and delivery plan; this will then inform the future capital programme requirement.
- 8.4 A development brief for Local Highway Infrastructure should include a mechanism for fair and proportionate payment of S106 monies towards highway improvement schemes.

## **9.0 Legal Implications**

- 9.1 At this early stage it is impossible to identify the legal issues and considerations which will arise but it is possible that the Council will consider use of its compulsory purchase powers and the need for the diversion of highways and footpaths in due course. Other matters which will or could be of legal relevance include environmental issues and responsibilities, the need for provision or interference with utilities and highways and planning considerations.
- 9.2 The intentions expressed in this report should not fetter the Council's discretion in relation to the emerging Cheshire East Local Plan or any pending planning applications for the Macclesfield area, which must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 9.3 The funding of any of the proposed schemes through the Planning system will have to comply with s106 of the Town and Country Planning Act 1990 (as amended) and the Community Infrastructure Levy Regulations 2010, together with National Planning Practice Guidance.
- 9.4 In relation to the pooling of section 106 contributions, it should be noted that Regulation 123 of the Community Infrastructure Levy Regulations 2010 imposes a limit so that no more than 5 separate obligations can be used to contribute to the same fund.

## **10.0 Risk Management**

- 10.1 The early commitment to delivery of the prioritised schemes from the Macclesfield movement strategy will ensure that key development sites can be delivered without undue impacts on the local highway network.
- 10.2 As the concept designs for improvements at these locations are refined, the necessary budget provision, possible land requirements and delivery programme will be firmed up.
- 10.3 This report concerns the Council's role as highway authority only arising from the need to consider the impact of new developments generally on the Macclesfield Transport network.
- 10.4 The proposed mechanism for clawing back Council funding invested in early infrastructure improvements is yet to be determined but it is anticipated that this will be based on an evidenced based assessment such as new trip generation.

## **11.0 Background and Options**

- 11.1 The preparation and implementation of a multi-modal Movement Strategy for Macclesfield was a commitment outlined in the recent report of traffic modelling undertaken for the draft Core Strategy development proposals. In recognition that new development in the town will add additional pressure to the highway network, the Movement Strategy is being prepared to examine all modes of transport and seeks to encourage increased use of public transport, walking and cycling. The strategy also includes a phasing proposal for the implementation of localised highway infrastructure and capacity improvements at key locations. Further details are contained at Annex A.
- 11.2 The town currently experiences peak period congestion around the town centre and on key commuter routes. Whilst a town centre Urban Traffic Control system has been implemented on Silk Road, Churchill Way and Park Lane within the last 5-10 years, congestion still occurs due to the volume of traffic not only entering and exiting the town centre, but also traversing the core area using Silk Road, Park Lane, and Cumberland Street/ Hibel Road.
- 11.3 Long delays occur in the morning peak period on Congleton Road as commuters enter the town from the south, and on Chelford Road as commuters leave the town. Similarly, long evening peak delays occur on Silk Road on approach to the roundabout junction with Hibel Road and the signalised junction with Buxton Road, and on Park Lane on approach to the Flowerpot signalised junction. Likewise, the Cumberland Street and Hibel Road route that traverses the northern side of the town centre and provides an important access route into and across the town, generates delays throughout the day.
- 11.4 Therefore, Macclesfield already experiences a number of highway challenges which, without effective mitigation measures in place, will worsen due to new development proposed in the town. The draft Core Strategy proposes the development within the town of up to 3500 new residential units, 15 hectares of

employment land, and 5,000 sqm of convenience retail, in addition to a range of community facilities.

- 11.5 With future development in the town, almost all routes will experience an increase in traffic during the morning and evening peak periods. The greatest traffic flow increases are shown to occur in the A536 Congleton Road corridor, the A523 London Road / Silk Road corridor, and the A537 Chester Road / Chelford Road corridor. It is acknowledged that the town currently experiences peak period congestion, and development is predicted to increase average journey times across the town, albeit these will be managed to an acceptable level through investment in improved infrastructure. Further details are contained in Annex A.
- 11.6 The critical local transport challenges facing the town can be summarised as follows:
- ◆ Town centre routes and isolated junctions suffer peak period congestion resulting in delays and air quality problems;
  - ◆ Bus service provision within the town and to key employment destinations outside of the town are limited and do not encourage high levels of residents travelling to work by bus;
  - ◆ Rail services to Manchester, Stockport and Birmingham are good, with direct and quick connections. However, bus service access to the rail station are limited, and existing station car parking is in limited supply;
  - ◆ Cycle routes are incomplete and do not provide comprehensive linkages across the town;
  - ◆ Core Strategy development proposals within the town will further increase traffic volumes and journey times despite the introduction of recommended highway infrastructure improvements;
  - ◆ Some new development in the town is located on peripheral sites that will require integration into existing sustainable travel networks and linkages to employment and services.
  - ◆ Transport connections to the Motorway network are poor.
- 11.7 In order to address the worst areas of existing and future highway congestion work has been undertaken to identify improvements, over the period of the local plan at key locations: These are:

Location	Scheme Description
Silk Road	<ul style="list-style-type: none"> <li>• Silk Road / Hibel Road junction and Hibel Road improvements</li> <li>• A523 Silk Road and Mill Lane minor lining and widening improvements</li> </ul>
Chester Road	<ul style="list-style-type: none"> <li>• A537 Chester Road / Ivy Road roundabout improvements</li> <li>• A537 Chester Road / Fieldbank Road junction improvements</li> <li>• Broken Cross roundabout improvements</li> </ul>
Cumberland Street	<ul style="list-style-type: none"> <li>• Cumberland Street corridor capacity improvements</li> </ul>
Congleton Road	<ul style="list-style-type: none"> <li>• Flowerpot junction improvements</li> </ul>
Park Lane	<ul style="list-style-type: none"> <li>• A536 Park Lane / Churchill Way roundabout improvement and Park Lane widening</li> </ul>
Prestbury Road	<ul style="list-style-type: none"> <li>• Prestbury Road roundabout improvements</li> </ul>

Location	Scheme Description
Byron's Lane	<ul style="list-style-type: none"> <li>Signal optimisation and/or upgrade</li> </ul>

The Location of these improvements is contained in Annex A

- 11.8 The assessment of the draft Core Strategy development proposals has been undertaken for a future year scenario in which all development and mitigation is constructed. In reality, certain development sites will come forward earlier than others, with associated mitigation requirements which may impact on the overall package of infrastructure improvements summarised above.
- 11.9 As an example, the Council is aware there are several planning applications pending on sites to the South of the town, including part of the SMDA site which is currently the subject of a planning application. As a result, these developments could potentially result in a higher / earlier level of impact on Congleton Road and Moss Lane than the wider draft Core Strategy proposals assessed in the Macclesfield traffic model, which includes the delivery of the SMDA link road.
- 11.10 Consequently, given the impacts of development phasing and third-party land requirements associated with some individual mitigation schemes, consideration has been given to the prioritisation of individual mitigation schemes and the identification of 'quick-wins' for early implementation. The full methodology for this assessment is contained Annex A; which prioritised the following schemes for early delivery:
- Flowerpot Junction improvements
  - A536 Congleton Road / Moss Lane junction signalisation
  - A523 Silk Road minor lining improvements
  - A523 Mill Lane lining and widening improvements

#### Flowerpot Junction

- 11.11 The Flowerpot junction is an existing network constraint. Operation of the junction is predicted to deteriorate with future development proposed through the Core Strategy and the maturity of development proposals to the South of the town. A draft improvement scheme for the junction has been developed as part of traffic modelling work for the Core Strategy. The scheme does require third-party land-take in order to deliver a step-change in capacity and initial contact with landowners has been made. Work is now required to confirm the extent of land-take required and the final design details for the scheme.

- 11.12 Depending on the progress of future discussions with affected landowners it may be necessary to bring a future Cabinet report seeking approval to use Compulsory Purchase Powers.
- 11.13 Initial scheme costs have been estimated to be in the order of three-quarters of a million pounds. However, the proposed scheme (or a variation thereof) is vital to ensure that development to the south of the town avoids significant increases in congestion at this location.

#### Moss Lane / Congleton Road junction

- 11.14 To the south of the Flowerpot junction, Moss Lane links to the A536 Congleton Road at an existing priority junction. Queues currently form on Moss Lane during peak periods as vehicles seek gaps in the oncoming flow on Congleton Road. The SMDA first phase development will increase queues on Moss Lane by adding to traffic movements on Congleton Road. With potential future redevelopment of industrial premises along Moss Lane for residential uses, peak period delays on Moss Lane would increase further. Until the extension of the SMDA link road to meet with the A523 London Road, significant queuing will continue to occur on Moss Lane.
- 11.15 It is proposed that the existing Moss Lane priority junction is improved to deliver a signalisation scheme to reduce delays for traffic using Moss Lane. Whilst this would increase delays for traffic on Congleton Road, the junction could potentially be linked to the proposed new signalised junction for the SMDA link road, minimising additional delays for through-traffic. The signalisation scheme may impact on vehicular access to residential properties neighbouring the junction, but these issues will be resolved through detailed design. This scheme is important to avoid significant highway impact associated with the likely phasing of development. An initial budget estimate for the delivery of this scheme is £400,000

#### A523 Minor Improvements

- 11.16 Traffic modelling undertaken for the Core Strategy development proposals identified minor lining and widening schemes on the A523 Silk Road and Mill Lane that could also represent 'quick-win' schemes delivering small-scale localised benefits. Lining improvements are proposed to mark two northbound lanes on the Silk Road on approach to the signalised junction with Buxton Road
- 11.17 In addition, it is proposed that a flared northbound approach to the signalised junction with Mill Lane / Silk Road is lengthened by reallocating road space and potentially undertaking minor widening into highway land. Both improvements seek to formalise existing behaviour and encourage more efficient use of the available highway capacity. Both schemes also offer low-cost opportunities



with no significant deliverability issues. Whilst benefits would be localised and relatively low-level, the identified improvements still represent an important contribution to the wider package of highway infrastructure improvements proposed to support the Core Strategy.

### Sustainable Transport Improvements

- 11.18 It is clear that, sitting alongside improvements to the highway network, a comprehensive sustainable transport strategy for the town needs to be developed. The initial scope for this study is set out in Annex A and will result in a phased programme of sustainable transport improvements, prioritised against their impact and linked to the phasing of new developments.

### Timescale

- 11.19 For the highway measures prioritised above as short term the following indicative timescales are proposed, delivered as a 'package' of improvements:

Detailed Design	October 2014 – January 2015
Planning application and local consultation	January 2015 – March 2015
Land Acquisition	By Summer 2015
Construction	Commence Summer 2015

- 11.20 The timescale for the delivery of the Development Brief, which will assist with the funding of these initial schemes, will be subject to advice received by counsel. However, it is anticipated that this could be in place for late Summer / Autumn 2014.

## **12.0 Access to Information**

The background papers relating to this report can be inspected by contacting the report writer:

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