

Report To:	EXECUTIVE CABINET
Date	13 December 2017
Executive Member/Reporting Officer:	Councillor Peter Robinson – Executive Member (Strategic Planning and Transport) Robin Monk: Executive Director of Place
Subject:	TRANS PENNINE ROUTE CONNECTIVITY
Report Summary:	The report provides an update on the works currently being undertaken on the Trans-Pennine Upgrade Programme and the Trans Pennine Tunnel Strategic Study initiative.
Recommendations:	<p>Executive Members are asked to:</p> <ol style="list-style-type: none"> 1. Welcome Highways England announcement for: <ul style="list-style-type: none"> • Taking forward route Option A to include a new Mottram Moor Link Road and a A57(T) to A57 link road to Glossop as set out within the report. • The introduction a series of safety and technology improvements addressing accident clusters on the A57/A628 Woodhead Pass • Improvement works at Westwood Roundabout, Tankersley, Barnsley, to improve congestion and traffic flows 2. To note that officers continue to seek assurances from Highways England that any potential funding shortfalls are fully secured to enable completion of the package of announced measures. 3. Note that whilst Tameside’s full scope of involvement in the Develop Consent Order process is fully established for Executive Cabinet approval, comment has been and will be provided on receipt of two early documents in respect of an “Environmental Impact Assessment Scoping Report” and “Statement of Community Consultation”, respectively, to the Planning Inspectorate in conjunction with the Executive Director of Place 4. To note and support to the ongoing joint working initiative between Tameside and High Peak Borough council in securing the full benefits of the announced works and in their continued lobbying for a full bypass not only around Mottram but also Hollingworth and Tintwistle. 5. To fully support Highways England in developing initiatives to alleviate traffic issues in Tintwistle and Hollingworth. 6. To note the current position in respect of the on-going feasibility study for a high performance road link between Manchester and Sheffield through a purpose-built tunnel.
Links to Community Strategy:	Prosperous Tameside
Policy Implications:	The trans-Pennine roads upgrade programme is a main thrust of encouraging economic development to the eastern edge of the

borough and Greater Manchester. The initiative is seen as a “main stay” of City to City links as part of the Greater Manchester 2040 Strategy.

Financial Implications:
(Authorised by the Section 151 Officer)

There is currently no funding identified within the Councils Budget to contribute to this scheme. Before any works commence it is imperative that all funding is secured.

Legal Implications:
(Authorised by the Borough Solicitor)

None arising from the report itself as it is for information only. The proposed upgrade will be planned, designed and constructed by Highways England as a nationally significant infrastructure project. It is important that the Council maintains a risk register to manage all impacts of the project and there will need to be a clear communication strategy. Additional governance put in place to ensure executive oversight.

Risk Management:

The Council needs to maintain a risk register to manage all impacts of the project and there will need to be a clear communication strategy.

Access To Information:

The background papers relating to this report can be inspected by contacting Nigel Gilmore, Assistant Director, Finance by:



Telephone: 0161 342 3920



e-mail: Nigel.Gilmore@tameside.gov.uk

1.0 INTRODUCTION

- 1.1 The five mile long M67, originally conceived as part of a trans-Pennine link between Manchester and Sheffield, runs from the M60, junction 24, “Denton Island” at its eastern edge to the western edges of the Mottram Village to the east. The original road was opened in two stages, the Hyde bypass in March 1978 and the Denton Relief Road section in September 1981.
- 1.2 Beyond Mottram, existing road links to Sheffield consist of two substandard routes, the A628 Woodhead and the A57 Snake passes. Both are unfit for purpose and given their height and exposure to extreme weather conditions, often suffer from traffic related problems.
- 1.3 Over many years there have been calls to improve links between Manchester and Sheffield, including a full bypass around the villages of Mottram, Tintwistle and Hollingworth. The last major initiative to take forward a full bypass around the three villages was halted by the then Highways Agency in 2009.

2.0 CURRENT TRANS-PENNINE INITIATIVES

- 2.1 The Government’s Road Investment Strategy (2015/16 – 2019/20)¹ (RIS1), included three separate initiatives pertinent to the trans-Pennine road routes. These are:
 - **Mottram and A57 Trunk Road Improvements:** An announced £170m investment package to improve links across the existing trans-Pennine routes consisting of:
 - Mottram Moor link road: A dual carriageway link from the M67 terminal roundabout to a junction at A57(T) Mottram Moor
 - A57(T) to A57 link road: A single carriageway link from the A57 at Mottram Moor to a junction on the A57 at Brookfield, bypassing the existing A628/A57 and A57 Woolley Lane/Hadfield Road junctions
 - A61: A dual carriageway on the A61 between the A616 roundabout and junction 36 of the M1
 - A628 climbing lanes: Consideration of the provision of two overtaking lanes on the A628 near Woodhead Bridge and near Salters Brook Bridge
 - Safety and technology improvements: Measures focused on addressing accident clusters
 - **Future Consensus Scoping Consultation:** The strategy document also committed to consulting with local communities and stakeholders on the scope and viability of further improvements and extension of the Mottram Moor Link Road that would address the issues faced in Hollingworth and Tintwistle.
 - **Feasibility of A High Performance Road Link between Manchester and Sheffield through a Purpose-Built Tunnel:** This is one of six new strategic studies, focused on “making major improvements to the capacity and connectivity of SRN”.

3.0 MOTTRAM AND A57 TRUNK ROAD IMPROVEMENTS – PROGRESS TO DATE

- 3.1 In preparation for the development of the scheme initiatives as set out in paragraph 2.1 above and prior to any statutory planning process, a non-statutory public consultation on options took place between the 13 March 2017 and 10 April 2017.

¹ The Government’s Road Investment Strategy outlines its long-term programme for motorways and major roads and is available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408514/ris-for-2015-16-road-period-web-version.pdf

- 3.2 For the Mottram Moor Link Road and the A57(T) to A57 link road two route options, Option A and Option B, have been developed by Highways England both bypassing Mottram only. These were presented as part of the April 2017 consultation event and are attached at Appendices A and B for information. Each consists of a dual carriageway link from the M67 terminal roundabout to the A57(T) Mottram Moor and a single carriageway link from the A57(T) Mottram Moor to A57 at Brookfield.
- 3.3 In respect of the Mottram Moor Link Road and the A57(T) to A57 Link Road options, 50% of respondents² preferred Option A, compared to 33% preferring Option B, and 17% not offering any response. Of the 733 respondents who expressed a preference, 440 respondents (60%) preferred Option A compared to 293 (40%) for Option B.
- 3.4 In areas away from Tameside, the majority of respondents (63%) strongly agreed or agreed that the climbing lanes along the A628 (at two locations) in the eastbound (uphill) direction and a single westbound (downhill) lane will reduce collisions and journey times and have a major positive impact on safety.
- 3.5 Of the 843 respondents who expressed views, 50% strongly agreed or agreed that changing speed limits would improve safety, whilst 26% strongly disagreed or disagreed with this statement. Of the 850 respondents who expressed views, 56% strongly agreed or agreed that average speed cameras would improve safety, whilst 25% strongly disagreed or disagreed. For the remaining safety measures, there was widespread agreement that they would be effective.
- 3.6 A total of 551 (65%) respondents strongly agreed or agreed that the technology measures would improve conditions for traffic, whilst 130 (15%) strongly disagreed or disagreed with this statement.

4.0 PREFERRED ROUTE ANNOUNCEMENT

- 4.1 On the 2nd November 2017 Highways England confirmed the preferred package for the Trans-Pennine upgrade programme. The following elements are now being taken forward to the next stage of development:
- **Mottram Moor and A57(T) to A57 Link Roads:** Option A was identified as the preferred route. This option performed the best in terms of community impact and had the most support from those taking part in the consultation.
 - **Safety and technology:** There was broad support for the majority of the proposed measures, so further work to identify how they can be best used along the route is to be developed.
 - **Improvement works:** At Westwood Roundabout, Tankersley, Barnsley, to improve congestion and traffic flows
- 4.2 The preferred Mottram Moor link road (**Option A**) has minimal residential effect and minimises the number of properties to be demolished when compared to Option B.

5.0 SCHEME PROGRESS AND PROGRAMME

- 5.1 All Highways England major projects follow a standard lifecycle divided into three main elements, each with individual sub-elements. Each sub-element aligns with key decision

² Trans-Pennine Upgrade Programme Non-Statutory Consultation Report –

<https://highwaysengland.citizenspace.com/he/trans-pennine-upgrade-programme/results/consultation-report.pdf>

points in the project's development and delivery. The three main elements are Options, Development and Construction as indicated at Figure 1 below.

5.2 For the trans-Pennine upgrades announced at paragraph 4.1 the initiative is currently moving from Options to the Development Phase where the Preliminary Design sub-element is due to commence. The Preliminary Design process consists of a number of important stages including:

- Surveys (such as topographical, geotechnical, environmental)
- As part of the Planning Act 2008 holding community consultation including exhibitions, consultation reports and the resolving of outstanding issues
- Complete and freeze the preliminary design of the preferred route
- Prepare draft Planning Act 2008 Development Consent Order³ in consultation with the stakeholders.
- Complete the environmental assessment and prepare the environmental statement

5.3 At this stage, funding for the full scheme initiative would appear to have not yet been secured by Highways England. The £170m funding announced as part of RIS 1 (2015/16-2020/21) is insufficient for the whole scheme and further resources are being sourced more than likely as part of the RIS 2⁴ announcements. At this stage, however, Highways England is proceeding with the initiative "with confidence".

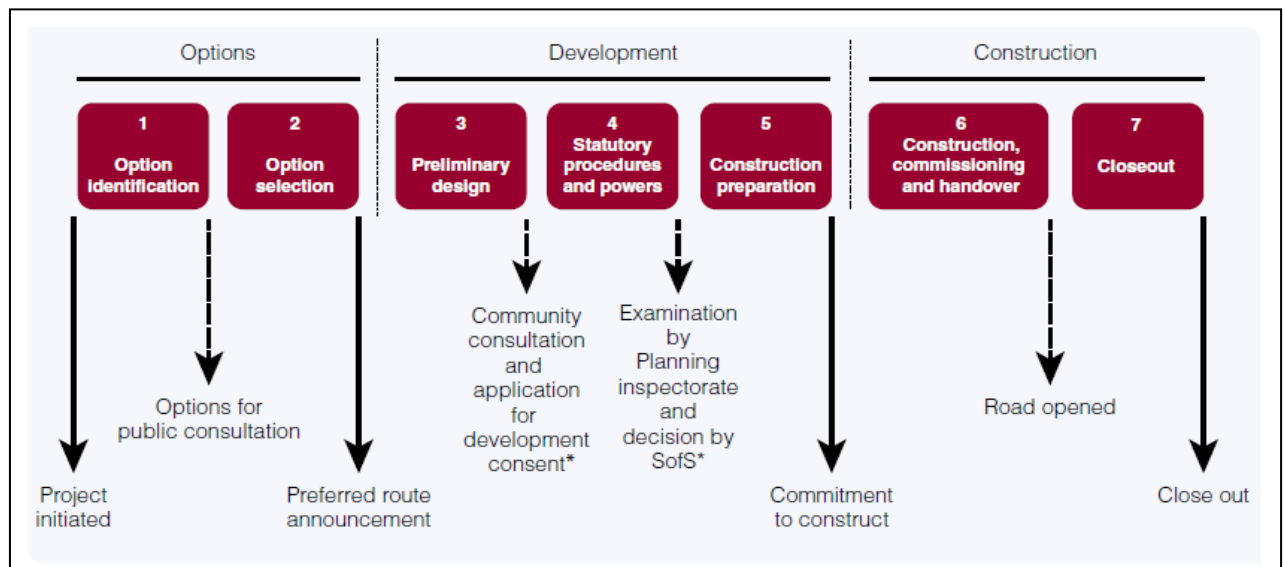


Figure 1: Highways England Key decision Process within the Major Projects

*Nationally significant infrastructure projects only (Includes Trans-Pennine Upgrade Programme of Works)

5.4 The Mottram Moor and A57(T) to A57 Link Roads are classed as a Nationally Significant Infrastructure Project (NSIP) under the Planning Act 2008. As such Highways England is required to make an application for a Development Consent Order (DCO) in order to obtain planning permission to construct it. This application will be made to the Planning Inspectorate who will examine the application in public hearings and then make a recommendation to the Secretary of State for Transport, who will decide whether or not the project will go ahead.

³ A Development Consent Order is the means of obtaining permission for developments categorised as Nationally Significant Infrastructure Projects.

⁴ RIS 2, Government's Road Investment Strategy for post 2020

- 5.5 Highways England envisages that it will submit an application for a DCO by winter 2018/19 with a decision expected in spring 2020. To inform its application for a DCO, Highways England will hold a statutory consultation by summer 2018 to secure relevant feedback.
- 5.6 In its Advice Notes⁵ the Planning Inspectorate notes that:
- Host and neighbouring local authorities have an important role in the 2008 Planning Act process.
 - Local Authority participation is not obligatory but is strongly advised
 - A local authority will provide an important local perspective at the pre-application stage and
 - Local authorities are also likely to have a role in monitoring and enforcing many of the DCO provisions and requirements.
- 5.7 Whilst the scope of Tameside’s full involvement in the DCO process is determined and brought to Executive Cabinet for consideration and approval, two early documents have and are to be received by the authority from the Planning Inspectorate. These are the “Trans-Pennine Upgrade Programme Environmental Impact Assessment Scoping Report” establishing the scope of the Environmental Statement and the “Statement of Community Consultation” setting out how the applicant proposes to consult the community.
- 5.8 Given the nature of these documents and the restrictive timetable set by the Inspectorate, for comment, Executive Cabinet is asked to note that initial responses have been forwarded to the Inspectorate in conjunction with Executive Director of Place, prior to a full report setting out the full DCO process and its implications for Tameside are brought to Cabinet for consideration and approval.
- 5.9 Highways England have committed to starting the trans-Pennine upgrade works on site by March 2020

6.0 HIGH PEAK BOROUGH COUNCIL AND FUTURE CONSENSUS SCOPING CONSULTATION

- 6.1 Members and senior officers have always worked closely with colleagues in High Peak Borough Council in order to secure the maximum benefits of the announced initiative for both local authority areas. Furthermore both see this as a long term arrangement to ensure delivery of a full bypass around Hollingworth and Tintwistle enabling improved air quality in the area, the relief of traffic congestion in our towns and the wider economic potential of the local area to fully realised.
- 6.2 In respect of 6.1, Highways England “through consultation with local communities and stakeholders, look to reach consensus on the scope and viability of further improvements and extensions to the Mottram Moor Link Road that would alleviate the issues faced in Hollingworth and Tintwistle⁶.”
- 6.3 The outcome of this initiative, however, is not yet known and will likely be included in future strategy documents published by Government. Tameside, High Peak Borough Council and the Greater Manchester Combined Authority all continue to make strong representation to both Government and Highways England to secure a funding commitment to take forward such work in future strategy initiatives.

⁵ https://infrastructure.planninginspectorate.gov.uk/wp-content/uploads/2015/03/Advice_note_2.pdf

⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408514/ris-for-2015-16-road-period-web-version.pdf (Page 23)

7.0 FEASIBILITY OF A HIGH PERFORMANCE ROAD LINK BETWEEN MANCHESTER AND SHEFFIELD THROUGH A PURPOSE-BUILT TUNNEL

- 7.1 In 2014, the Department for Transport (DfT), as part of making major improvements to the capacity and connectivity of Strategic Route Network, commissioned six studies. Three are in the northern regions including a Trans-Pennine Tunnel study initiative.
- 7.2 In publishing its Trans-Pennine Tunnel Strategic Study Stage 3 report in November last year the report analysed the 5 best performing options to improve connectivity between the Manchester and Sheffield areas. The DfT stated that they would conduct further analysis to improve “our understanding of these options to assess more fully the potential benefits and impacts”⁷.
- 7.3 Transport for the North has also produced a Stage 1 Wider Transport Connectivity Assessment trans-Pennine Tunnel Study report⁸ in support of the tunnel initiative. The report covers the evidence base around the existing conditions within the study area, and provides an initial view on the need for various transport interventions.
- 7.4 Currently the results of the further analysis mentioned in paragraph 7.2 above, sits with Government alongside other study initiatives for their consideration. It is hoped the results of the study will be published in the near future

8.0 CONCLUSION

- 8.1 Improvements to the major strategic routes between Manchester and Sheffield have been a major driver for Tameside and Greater Manchester over a number of years, in order to unlock the economic potential of the area.
- 8.2 Work underpinning the RIS1 funding announcements made in 2014 is nearing fruition and there is now a need to ensure such initiatives move from strategy and design into actual construction with a fully resourced scheme.
- 8.3 Highways England must ensure that a practical solution is found to alleviate the on-going traffic issues for Tintwistle and Hollingworth as part of its wider consensus exercise discussed above.
- 8.4 It is also incumbent on Government that the results of the three year study into a potential trans-Pennine tunnel are published with a positive outcome to enable the economic potential of the eastern gateway into the Greater Manchester area.

9.0 RECOMMENDATION

- 9.1 As set out on the front of the report.

⁷ <https://www.gov.uk/government/publications/trans-pennine-tunnel-strategic-study-stage-3-report>

⁸ <http://www.transportfornorth.com/wp-content/uploads/TPT-WTCA-Stage-1-Final-Report-1.0-PDF.pdf>