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| <b>Report To:</b>  | <b>EXECUTIVE CABINET</b>   |
| <b>Date:</b>   | 19 October 2016  |
| <b>Executive Member/Reporting Officer:</b>                                 | Ian Saxon, Assistant Executive Director, Environmental Services  |
| <b>Subject:</b>  | <b>THE REPLACEMENT OF ST ANNE'S ROAD MOTORWAY BRIDGE, DENTON AND CONSEQUENTIAL TRAFFIC SCHEME</b>  |
| <b>Report Summary:</b>   | <p>This report seeks approval to put in place the required temporary traffic regulation orders under the Traffic Regulation Act 1984 (as amended), which will enable Highways England to carry out necessary works which will result in a scheme to replace the motorway bridge over the M67 in Denton.</p> <p>The bridge is managed and maintained by Highways England, who have identified that it is in a substandard condition and there is the need for it to be replaced in a planned and managed way for future safety reasons.</p> <p>This traffic regulation function is normally carried out through the Council's scheme of delegation by Director of Place. However, on this occasion the Executive Member who has oversight of this area on behalf of the Council is prejudicially impacted by the proposals by Highways England because of her home location.</p> <p>In light of this conflict the matter and to ensure transparency and fairness in the interests of residents of the borough it is proposed that the Executive Cabinet to consider the officer recommendation that the Council support the Highway England proposals and embark on the Traffic Regulation Order process as soon as it is in receipt of the final scheme from Highways England, which is expected to arrive following close of their consultation period.</p> |
| <b>Recommendations:</b>  | That Cabinet approve the advertisement and potential making of any appropriate temporary traffic regulation orders, which may be required to support the proposed scheme by Highways England to carry out necessary works to replace the motorway bridge over the M67 in Denton.   |
| <b>Links to Community Strategy:</b>  | <p>Transport Infrastructure Schemes are linked to promoting</p> <ul style="list-style-type: none"> <li>A prosperous society</li> <li>A safe environment and</li> <li>An attractive Borough.</li> </ul>   |
| <b>Policy Implications:</b>  | The proposals put forward by Highway England upon which they intend to publicly consult this autumn are considered to be the best possible option in the interests of both the Borough and the local community.  |
| <b>Financial Implications:<br/>(Authorised by the Section 151 Officer)</b> | <p>Any costs associated with the implementation of the bridge replacement and all other associated costs, including design and traffic issues will be met by Highways England.</p> <p>There will no call on the Council's existing engineering capital programme.</p>  |

**Legal Implications:  
(Authorised by the Borough  
Solicitor)**

As this course of action would appear to be reasonable and in the interests of the residents of the Borough as a whole, should members refuse to agree they would need to give clear reasons to show they were not doing so on irrational or unreasonable grounds. Simply to favour a street or a small number of people affected could be perceived to be to the detriment of the wider community should any alternative diversions be canvassed which would, for example, potentially damage the economy and local business infrastructure, and/or affect smooth running of the highway.

Failure of the Council to embark on this process will leave Highways England exposed as far as proper highways maintenance is concerned which in turn could lead them to consider their legal course of redress against the Council. They could potentially challenge a decision to refuse through the courts by way of judicial review.

**Risk Management:**

Failure to replace the bridge could result in its closure for safety reasons, with an adverse impact on local roads and businesses from additional congestion.

There are potential legal and financial consequences for the Council should it not properly consider the course of action set out in this recommendation.

**Access to Information:**

The background papers relating to this report can be inspected by contacting the report writer, Alan Jackson, Head of Environmental Services (Highways & Transport)



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## **1 INTRODUCTION**

- 1.1 The bridge at St Annes Road, Denton is managed and maintained by Highways England
- 1.2 The bridge has been suffering from significant cracking to the concrete for over 20 years with the cracking being monitored for over 15 years.
- 1.3 The structure failed its structural assessment in 2013 identifying significant overstress that could result in a brittle failure of the bridge.
- 1.4 As such, it is currently being managed as a sub-standard structure in accordance with national standards (BD79).
- 1.5 Cracking observed on the bridge match the assessed regions of overstress and their predicted failure modes.
- 1.6 The condition of the structure continues to deteriorate and is no longer sustainable.

## **2 HIGHWAYS ENGLAND INITIAL FEASIBILITY**

- 2.1 Highways England identified a series of milestones and key issues for a repair scheme as identified below:

### **Scheme Milestones**

- Agree recommended solution to replace structure by Autumn 2016.
- Carry out detailed design of agreed solution by January 2017.
- Advance works to enable bridge replacement Spring 2017.
- Demolition and reconstruction of bridge through to Autumn 2017.

### **Key Issues**

- 2.2 Pedestrian and vehicle access across the M67 at Junction 2 will not be possible throughout the construction phase of the project.
- 2.3 Consequently, alternative pedestrian and vehicle diversion routes need to be identified and agreed by the Highways England
- 2.4 A large number of utility services including water, gas, power, street lighting and communication apparatus crossing the existing bridge require diverting and maintaining throughout the project to ensure continuous supply to the St Anne's estate. These need to be maintained whilst the existing structure is understrength.

## **3 HIGHWAYS ENGLAND PROPOSALS**

- 3.1 Following the initial scheme identification, Mott McDonald, the consultants to Highways England were tasked with undertaking a detailed study to develop the initial outline scheme proposals.
- 3.2 Initial outline proposals included:
  - close the on-slip road to the M67 at St Anne's Road and temporarily divert any services on the slip road and within the footway adjacent to the A57 next to existing retaining walls;
  - install a temporary service bridge to the Mottram side of the bridge;

- examine safe traffic and pedestrian options and produce a report on these options;
- restore the local and motorway street lighting to improve visibility throughout the proposed pedestrian diversion route;
- existing bridge deck and cantilever elements of the abutments to be demolished;
- rebuild the top of each abutment to accommodate a new semi-integral bridge deck;
- reinstate all services back onto the new bridge;
- remove temporary service bridge;
- re-open the reconstructed St Anne's Road bridge.

### 3.3 The detailed report on safe traffic and pedestrian options is summarised below.

- The works necessitate a closure to all traffic, including pedestrians, between Hyde Road and the M67 on-slip to the north of the M67;
- There needs to be an alternative arrangement for traffic;
- For pedestrians this is via the footbridge to the west of the closure;
- The alternative route for vehicles is described below
  - the only access to the area via Wood Street, Thornleys Road, Cricket Street, Herbert Street, Broomgrove Lane and St Annes Drive;
- It is therefore proposed by Highways England to;
  - open the adopted highway that is currently closed to vehicles at the Penny Farthing Public House, providing a choice of two adopted routes to the area, the later which provides for HGV traffic
- A survey was undertaken and the amount of vehicular traffic travelling from Hyde Road across the bridge was 3200 vehicles. Of those there were 2300 vehicles that headed directly to the motorway and 900 vehicles entered St Anne's Road. Of those 900 vehicles, 250 turned off towards Wood Street leaving 650 to access the residential area.
- The survey revealed that the traffic travelling in the opposite direction i.e. from St Anne's Road towards Hyde Road was 875 vehicles, of those 200 used the slip road to access the motorway and the remainder (675) crossed the bridge. Of those, 475 vehicles came from the Wood Street route.
- Totalling the figures it suggests that approximately 850 vehicles per day would be required to travel to and from the residential area potentially having two routes with which to do it. This does not take into account any vehicles that are connected with the works.
- A total of 11 HGVs were recorded travelling over the bridge on the weekday.
- Weekend totals are reduced, as expected.
- Several businesses are in the area and have no alternative route to use other than the proposed option.
- Ottoman Textiles employ 18 staff and have three 40 – 45ft articulated lorry pick-ups per day. The owner has stated that the delivery times of the vehicles cannot be controlled as they are from large retail companies who deliver up and down the country.
- The owner has made it clear that his company will not be able to operate without St Annes Road being open to traffic. His vehicles cannot navigate around the tight bends of the alternative route without over running the footways and causing potential hazard to pedestrians.
- The school uses a coach to visit the swimming baths and go on excursions which it has said it would not be able to do if St Anne's Road were to remain closed to traffic.
- There is no capacity to improve the route from Wood Street to accommodate HGV, etc.
- For St Anne's Road to be opened to traffic it is suggested that the traffic could be restricted to one lane at a time via a 'chicane' system or 'give and take'. Full pedestrian facilities would remain but vehicles would be restricted to one lane.
- Once works have been complete, the temporary revocation of the Prohibition of Driving on St Annes Road would be removed, so that the original order would come back into force and the road would be closed to through traffic.
- A plan of the proposed diversion is included as **Appendix A**.

## **4 SUMMARY OF HIGHWAY ENGLAND'S PROPOSALS**

4.1 Following the detailed survey the proposals can now be summarised as follows.

- Agree recommended solution for the replacement bridge structure by Autumn 2016
- Carry out detailed design of agreed solution by January 2017
  - Including agreement on traffic management issues and required Temporary Traffic Regulation Orders including:-
    - Confirmation of site traffic routes
    - Requests for other TROs for along St Annes Road
    - More detailed operational plans, particularly in relation to areas adjacent to the nursery and the school
- Advance works to enable bridge replacement Spring 2017
  - Including implementation of Temporary Traffic Regulation Orders
- Demolition and reconstruction of bridge through to Autumn 2017

## **6. RATIONALE FOR SUPPORT BY THE COUNCIL FOR THE PROPOSALS**

6.1 The proposals put forward by Highway England upon which they intend to publicly consult this autumn are considered by the Council's engineering and highways service to be the best possible option in the interests of both the Borough and the local community as taking into account the following key considerations:

- The safe movement of traffic
- Pedestrian safety
- Construction movement
- Traffic congestion minimisation
- Maintenance of activities for local business
- Minimisation of impact on local schools
- No capacity on other local routes to improve access to accommodate HGV traffic
- Reduction of speed and flow of traffic through a single lane operation within the proposal
- During the consultation process the Council will approach Highways England and their agents Mott McDonald and request that they provide details of any community mitigation plans they would be providing at the end of the project to offset the inconvenience to local residents throughout the works.

6.2 As Members will appreciate this approval is for temporary traffic regulation orders designed to fully support Highways England for the duration of the scheme.

## **7. RECOMMENDATION**

7.1 As set out at the front of the report.

# APPENDIX A

## Plan of Proposed Diversion

