

<b>Report to:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	16 December 2020
<b>Executive Member:</b>	Councillor Warren Bray - Executive Member (Transport and Connectivity)
<b>Reporting Officer:</b>	Jayne Traverse— Director of Growth
<b>Subject:</b>	<b>THE A57 LINK ROADS INITIATIVE UPDATE</b>
<b>Report Summary:</b>	The report provides an update on the proposed the A57 Link Roads initiative
<b>Recommendations:</b>	Members are asked to authorise drawing down the allocated £100k funding as appropriate to fund the cost of Tameside's input and submission to the Planning Inspectorate as part of the Development Consent Order approval process.
<b>Corporate Plan:</b>	The report fully supports the priorities of the corporate "Our People Our Place Our Plan".
<b>Policy Implications:</b>	The building of the A57 Link Roads will massively improve the local environment within the Mottram area and encourage greater local investment as a result of improved connectivity between Tameside and the wider Sheffield region.
<b>Financial Implications:</b> <b>(Authorised by the statutory Section 151 Officer &amp; Chief Finance Officer)</b>	The report provides an update on the A57 link roads initiative. £0.100m has been allocated to the Growth directorate revenue budget to support this initiative with £ 0.075m allocated in 2020/21 and £ 0.025m allocated in 2021/22. The funding allocation will require re-phasing once the cost implications of the Local Impact Report (LIR) and any other related costs as stated in section 3 of the report are known. This is to ensure the appropriate level of budget is in place in the related financial year as costs arise. Any re-phasing of the budget allocation will require Member approval and will be included in subsequent revenue monitoring reports once cost commitments are known. It is essential that procurement advice is sought from STAR prior to the commissioning of any related support required to deliver the LIR or other associated costs of this initiative where necessary.
<b>Legal Implications:</b> <b>(Authorised by the Section151 Officer)</b>	It is essential that procurement advice is sought from STAR prior to the commissioning of any related support required to deliver the LIR or other associated costs of this initiative where necessary.
<b>Risk Management:</b>	The Mottram Bypass is a Highways England led initiative and as such there are no risk management issues for the Authority.
<b>Background Information:</b>	The background papers relating to this report can be inspected by contacting Nigel Gilmore Telephone: 07870883962 e-mail: <a href="mailto:nigel.gilmore@tameside.gov.uk">nigel.gilmore@tameside.gov.uk</a>

## 1. BACKGROUND

- 1.1 Members will be aware that the existing A628 TransPennine route connecting the M67 at Mottram to the M1, north of Sheffield, consists mainly of long sections of single carriageway road with steep gradients and sharp bends often clogged by slow moving HGV's using the link between Greater Manchester and the wider Sheffield region.
- 1.2 Unfit for present day needs, Highways England (HE) and its predecessors have attempted to bring forward a number of improvements to the route over many years. The last major initiative, to construct a full bypass around the villages of Mottram, Hollingworth and Tintwistle was halted by the then Highways Agency in 2009.
- 1.3 The Government's first Road Investment Strategy (2015/16 – 2019/20)<sup>1</sup> included a number of separate Trans-Pennine road related initiatives, of various complexity and design. Within Tameside these were:
  - Mottram Moor Link Road: a dual carriageway link from the junction 4, 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/Woolley Bridge Road junctions.
- 1.4 Other Trans-Pennine road related initiatives along the same route but outside the Tameside area included:
  - A61 Dualling: a dual carriageway on the A61 between the A616 roundabout and junction 36 of the M1.
  - A628 Climbing Lanes: two overtaking lanes on the A628 near Woodhead Bridge and near Salters Brook Bridge.
  - Safety and technology improvements: safety measures focused on addressing collisions along the whole route and technology measures to provide driver safety.
- 1.5 Following a wide ranging statutory public consultation initiative in early 2017, HE announced in late 2017 that the elements below were being taken forward to the next stage of development. These are the:
  - Mottram Moor Link Road and A57 (T) to A57 Link Road as described in 1.3 above
  - Safety and technology improvements
- 1.6 In addition to the above, HE stated that in Tankersley near the M1, "some work at Westwood Roundabout to improve congestion and traffic flows" will be taken forward.
- 1.7 Previously reported as the Trans-Pennine Upgrade, the Tameside initiative is now known as the "Mottram Moor Link Road and A57 Link Road" project" in the Government's "Roads Investment Strategy 2" (2020–2025)<sup>2</sup>.
- 1.8 In overall terms the initiative will
  - Enable the existing A57, between the junction 4, M67 roundabout and a fixed point to be determined to a location east of the Roe Cross Road and Mottram Moor Road junction to be declassified and handed back to the local authority
  - Introduce a new local authority managed single carriageway link from the A57 at Mottram Moor to a junction on the A57 at Brookfield
  - Reduce congestion and improve the reliability of journeys - through Mottram in Longdendale and between Manchester and Sheffield

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<sup>1</sup>The Government's first 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](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408514/ris-for-2015-16-road-period-web-version.pdf)

<sup>2</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/872252/road-investment-strategy-2-2020-2025.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872252/road-investment-strategy-2-2020-2025.pdf)

- Reduce noise levels and pollution for neighbouring properties - by reducing the amount of traffic from the existing A57 through Mottram in Longdendale
- Re-connect local communities and create better conditions for pedestrians, cyclists and equestrians - in Mottram in Longdendale
- Reduce delays and queues that impact the community - affecting residents, businesses and public transport in the area

## 2. MOTTRAM AND A57 TRUNK ROAD IMPROVEMENTS – PROGRESS UPDATE

- 2.1 All major projects generally follow a standard lifecycle divided into various stages. In the case of Highways England highways projects these are split into three phases as noted below:
- **Options phase** – identifies the preferred road solution to the transport problem. By the end of the phase there is certainty that, for example, the project will involve widening along a specific route.
  - **Development phase** – focuses on the design of the preferred solution taking it through the necessary statutory processes up to the point where a decision to commit to invest in building the road solution can be made.
  - **Construction phase** – is where the road solution is built, handed over for operation and the project is closed down.
- 2.2 In essence the Options Stage for the Mottram initiative was completed when the elements described in sections 1.3 and 1.4 above were announced.
- 2.3 For the Development Stage, HE have appointed its delivery partner for the new bypass. Having reaffirmed all the work undertaken to date, the consultants are currently concentrating on issues around traffic modelling, air quality issues and noise.
- 2.4 To deliver the scheme outcomes, within a fixed financial budget of £180.6m, the consultants has proposed four design amendments which have been accepted by HE. These are subject to further discussions with Tameside officers. From the western end these are:
- Modifications to M67 Junction 4, Hattersley Roundabout: A welcome addition of an extra lane to the roundabout and the introduction of a series of traffic signals on the roundabout itself to better manage the flow of traffic
  - The removal of the Cricket Ground roundabout and Roe Cross Road link
  - A relocated and updated Mottram underpass design. Because of a geological fault line deep in the ground in this location, the underpass has been moved to span the fault. In parallel Roe Cross Road is to run over a separate bridge
  - The replacement of the previously proposed roundabout at Mottram Moor, with a signal-controlled junction
  - An update to the design of the Woolley Bridge junction to reduce the amount of land needed to accommodate access to a proposed housing development to the east of the A57 in High Peak
- 2.5 The extent of the revised route is shown at Appendix A. Details of the above route amendments highlighted in section 2.4 are contained in the A57 Link Roads project public consultation brochure available [here](#).
- 2.6 **Traffic Modelling:** The new Mottram Bypass will have a number of effects beyond the immediate area of the scheme itself, as people make different travel and route choices as a result of journey time savings following the introduction of the scheme.
- 2.7 Modelling is based on the differences between the network performance of two scenarios: “Do Minimum” (without the bypass) and “Do Something” (with the bypass).

- 2.8 Whilst the main traffic modelling work is complete, HE is undertaking further sensitivity tests to understand potential wider effects. This will include issues for the local road network, especially in and around the M67 junctions at Hyde, Denton and Hattersely.
- 2.9 **Air Quality:** Although HE published their Air Quality Strategy in 2017, they are not currently mandated to introduce statutory measures on their trunk road network. HE, however, are working with TfGM in respect of the proposed bypass and potential air quality issues resulting from displaced vehicular flows.
- 2.10 In addition, the draft Greater Manchester Clean Air Zone boundary, in and around the Mottram area, does not currently include the A628, Wooley Lane junction (Gunn Inn lights) which lies on the HE trunk road network and therefore outside any mandatory air quality requirements.
- 2.11 High Peak Borough Council declared an Air Quality Management Area (AQMA) along the A628 Woodhead Road, through Tintwistle, in October 2018 and a further AQMA along the A57, Dinting Vale, Glossop was approved by High Peak Council in December 2019. HE has been working closely with High Peak to mitigate the effects of increased traffic flows through these locations as a result of the proposed bypass.
- 2.12 The latest modelling relating to air quality for the proposed A57 Link Roads is currently indicating no significant effect for human health as a result of the schemes implementation.
- 2.13 **Blight Issues:** Over a number of years HE has purchased properties in and around the Mottram area as result of earlier road proposals. The latest routing has looked to utilise this by aligning the crossing under Roe Cross Road, Old Road and Old Hall Lane to minimise the need to purchase additional private properties.
- 2.14 The current scheme blights 28 residential properties and 4 retail garage units as part of the scheme with 25 properties currently within the ownership of HE. Since the Preferred Route Announcement in 2017 HE has purchased a further two properties via the blight process and received a further two applications that are currently being processed, leaving one privately owned property still to be acquired as part of the scheme.
- 2.15 HE has also received 4 discretionary purchase applications, which are made by residents who sit outside the Red Line Boundary. Applications via this process are considered on a case by case basis. Of these, 3 have been declined and 1 accepted. Unsuccessful applicants, however, can reapply once further details of the final road alignment are known in the underpass area, especially should it be altered in any way given the underlying geographical faults that cross the area.
- 2.16 **Other Update Matters:** HE and their delivery partners continue to create new and improved facilities for pedestrians, cyclists and horse riders across the scheme in liaison with Tameside officers. These include:
- Improvements the existing facilities at the M67 junction 4 through the introduction of controlled crossings
  - Improved facilities at the new Mottram Moor junction, where the pedestrian and cyclist movements will be made quicker and easier with the new crossroads design
  - The provision of replacement connections for all the existing footpaths and bridleways severed by the scheme and
  - A new combined footway and cycleway along the single carriageway section, between Mottram Moor and Woolley Bridge
  - Working with Tameside to improve connections on the existing A57 route.

### 3. PLANNING INSPECTORATE AND NATIONALLY SIGNIFICANT INFRASTRUCTURE PROJECTS

- 3.1 The Planning Act 2008 is the decision-making process for major infrastructure projects. In 2012 Planning Inspectorate became the government agency responsible for operating the planning process for Nationally Significant Infrastructure Projects (NSIPs). NSIPs are major infrastructure projects which require a type of approval known as “Development Consent” under procedures governed by the Planning Act 2008. Development Consent, where granted, is made in the form of a Development Consent Order (DCO).
- 3.2 The relevant Secretary of State, for final decision on the application for the A57 Link Roads, is the Secretary of State for Transport.
- 3.3 The DCO approval process consists of six separate stages as fully set out at **Appendix B**. The six stages examine:
- Pre-application: Before submitting an application, potential applicants have a statutory duty to carry out consultation on their proposals.
  - Acceptance: Submission of an application for development consent to the Planning Inspectorate.
  - Pre-examination: The public will be able to register with the Planning Inspectorate to become an Interested Party by making a Relevant Representation. (See paragraph 3.4 below)
  - Examination: The Planning Inspectorate has up to six months to carry out the examination.
  - Recommendation and Decision: The Planning Inspectorate must prepare a report on the application to the relevant Secretary of State for a final decision.
  - Post decision two months period in which the decision may be challenged in the High Court.
- 3.4 **Local Impact Report** - The Pre-Examination Stage, at Appendix B section 3, sets out the requirements for a Local Impact Report (LIR) to be submitted by relevant Local Authorities to the Planning Inspectorate. This gives details of the likely impact of the proposed development on the authority’s area. Along with National Policy Statements, LIRs are the only documents that must be specifically taken into account when a decision is made on an NSIP application.
- 3.5 For Tameside, once general submission dates are confirmed for the scheme, an LIR will be prepared by consultants appointed by the Council. Tameside costs associated with appointing the consultants and the delivery of the LIR have been provisionally allocated over financial years 2020/21 and 2021/22. The appointment process will be the subject of further governance as appropriate.

### 4. KEY DATES

- 4.1 Provisional dates supplied by Highways England, including a detailed DCO process, are noted below in Table 1 below. These dates are subject to confirmation and will likely change.

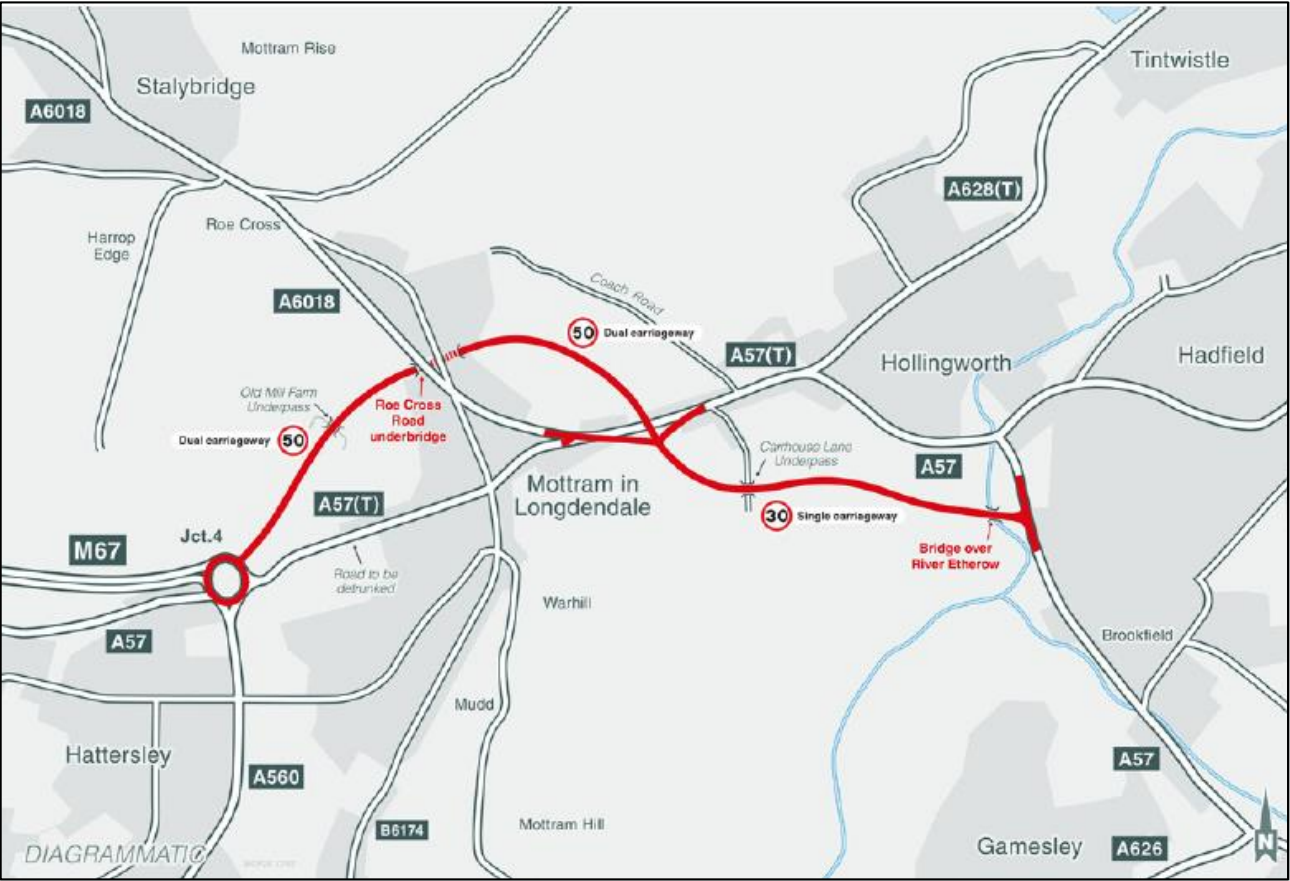
<b>Table 1: Key Dates</b>			
Ongoing Scheme Consultation (six week period)	5 November - 17 December 2020		
DCO Process (Planning Act 2008:18 Month Programme)	Acceptance (1 Month)	PINS will consider whether application is satisfactory for examination	April 2021

	Pre-examination (3 months)	HE will advertise the Application has been accepted	May 2021
	Examination (6 months)	The application will be examined	August 2021
	Local Impact Report	Local Authority Submission as part of Examination process	August 2021
	Report and Decision (6 months)	The Inspector will report to the Secretary of State	August 2022
	Issue secretary of state's decision letter confirming a made DCO		
	+2 Month Challenge period		
Proposed Start of Works on Site	March 2023		
Roads Open for Traffic	March 2025		

## 5. RECOMMENDATIONS

### 5.1 As set out at the front of the report

Appendix A: The A57 Link Roads Initiative



## APPENDIX B

### (Development Consent Order: Statutory Approval Process)

Section	Application Stage	Comment	Local Authority Role	Timeline
1.	Pre-application	<p>Before submitting an application, potential applicants have a statutory duty to carry out consultation on their proposals. The length of time taken to prepare and consult on a project will vary depending upon its scale and complexity.</p> <p>The Planning Inspectorate cannot consider representations about the merits of a proposed application at the Pre-application stage of the process.</p> <p>This is an ongoing Highways England process and will be undertaking</p>	<p>Local authorities for site area consulted by applicant on statement of community consultation and discussions. Local authorities begin evaluation of the local impacts of the proposed scheme.</p>	No time limit
2.	Acceptance	<p>The Acceptance stage begins when an applicant submits an application for development consent to the Planning Inspectorate. There follows a period of up to 28 days (excluding the date of receipt of the application) for the Planning Inspectorate, on behalf of the Secretary of State, to decide whether or not the application meets the standards required to be accepted for examination.</p>	<p>Local authorities and neighbouring local authorities make representations to Secretary of State regarding the adequacy of the consultation carried out by the applicant.</p>	Secretary of State has 28 days to review application and decide whether to accept or reject it.



Section	Application Stage	Comment	Local Authority Role	Timeline
3.	Pre-examination	<p>At this stage, the public will be able to register with the Planning Inspectorate to become an Interested Party by making a Relevant Representation. A Relevant Representation is a summary of a person's views on an application, made in writing. An Examining Authority is also appointed at the Pre-examination stage, and all Interested Parties will be invited to attend a Preliminary Meeting, run and chaired by the Examining Authority. Although there is no statutory timescale for this stage of the process, it usually takes approximately three months from the Applicant's formal notification and publicity of an accepted application.</p>	Examining Authority proposes draft deadline for the submission of Local Impact Report	Pre-examination: 2-3 months

Section	Application Stage	Comment	Local Authority Role	Timeline
4.	Examination	The Planning Inspectorate has up to six months to carry out the examination. During this stage Interested Parties who have registered by making a Relevant Representation are invited to provide more details of their views in writing. Careful consideration is given by the Examining Authority to all the important and relevant matters including the representations of all Interested Parties, any supporting evidence submitted and answers provided to the Examining Authority's questions set out in writing or posed at hearings	Examining Authority invites and sets deadline for the submission of LIRs. Local authorities submit LIR within specified deadline and make other representations if they wish to do so.	6 months to carry out examination.
5.	Recommendation and Decision	The Planning Inspectorate must prepare a report on the application to the relevant Secretary of State, including a recommendation, within three months of the close of the six month Examination stage. The relevant Secretary of State then has a further three months to make the decision on whether to grant or refuse development consent.		3 months to issue report and recommendation.  3 months to issue decision and statement of reasons.

Section	Application Stage	Comment	Local Authority Role	Timeline
6.	Post decision	Once a decision has been issued by the relevant Secretary of State, there is a six week period in which the decision may be challenged in the High Court. This process of legal challenge is known as Judicial Review.		2 month window for legal challenge