

BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR PLACE

Proposed New Foot and Cycle Bridge

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is;
- 1.2 To provide an update to cabinet regarding the outcome of the initial feasibility study and ground investigation report for the proposed foot and cycle bridge linking Penny Pie Park with Pogmoor Recreation Ground to enhance the delivery of the approved A628 Dodworth Road/Broadway Junction Improvement scheme (Cab.25.07.2018/15)
- 1.3 To seek the necessary approvals to undertake all statutory procedures (i.e. consultation and planning) to commence the work required to deliver a proposed new foot and cycle bridge linking Penny Pie Park with Pogmoor Recreation Ground as detailed in section 4 below.

2. RECOMMENDATIONS

- 2.1 It is recommended that Cabinet:
- 2.2 Note the outcome of the initial feasibility study and ground investigation report for the proposed foot and cycle bridge linking Penny Pie Park with Pogmoor Recreation Ground to enhance the delivery of the approved A628 Dodworth Road / Broadway Junction Improvement scheme.
- 2.3 Authorise the Service Director for Regeneration and Culture to:
 - seek planning permission for the scheme attached detail in Appendix 1,
 - undertake necessary consultations with all key stakeholders including Network Rail
 - enter into the necessary agreements with Network Rail, including Basic Asset Protection Agreement
 - under the terms of the Barnsley Contract Procedure rules, seek tenders for any aspect of the project and appoint the successful tenderer on the basis of most economically advantageous bid; and or consider whether any of the works, services or goods can be provided in-house, subject to value for money considerations and subject to all costs able to be contained within the allocated budget as per financial implications detailed in section 7 below.
- 2.4 The Service Director of Legal Services in consultation with the Executive Director of Place be authorised to negotiate the terms and conditions of any successful Funding Agreement to access additional funding to contribute

towards the scheme and that the approval of any terms of the Funding Agreement are delegated to the Service Director of Legal Services.

- 2.5 That the Corporate Asset Manager be authorised to agree any land acquisitions or commercial terms that may be required to allow the bridge to be constructed.**

3. INTRODUCTION

- 3.1 In July 2018, Barnsley Council approved the A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15 refers) to address congestion on the A628 Dodworth Road / Broadway Junction, between the town centre and M1 Junction 37.
- 3.2 A greenspace appraisal was undertaken to identify deliverable mitigations to compensate for the impact of the scheme on the greenspace known as Penny Pie Park to ensure that the existing facilities would be enhanced, and a high quality, functional and attractive environment for the neighbourhood area will be created.
- 3.3 The options considered in the greenspace appraisal include the provision of a footbridge over the rail line, connecting to Pogmoor Recreation Ground as a compensatory green space with further links to Stock's Lane / Sugden's Recreation Ground.
- 3.4 On Tuesday, 18th December 2018, the Council's Planning Regulatory Board (PRB) resolved to grant the planning application (Ref - 2018/0965) to make improvements to the A628 Dodworth Road, Broadway junction, the current approved layout is attached at Appendix 2. Prior to the application being considered by PRB, a request was made to the Secretary of State, to ask him to "call in" the application, meaning that he would become the decision maker. In light of this request, the Council agreed not to issue the decision, pending confirmation from the Ministry of Housing, Communities and Local Government, as to whether or not the Secretary of State has decided to call in the application. Following the Secretary of State's decision not to call in the planning application, the planning decision notice was made public on 18th February 2019.
- 3.5 The approved planning permission for the A628 Dodworth Road / Broadway Junction Improvement scheme includes the following environmental mitigations;
- i. Enhanced Children's Play Area,
 - ii. New Multi Use Games Area,
 - iii. Relocation of Outdoor Gym,
 - iv. Improvements to Pogmoor Recreation Ground and Stock's Lane / Sugden's Recreation Ground
- 3.6 However, the delivery of any proposed foot and cycle bridge linking Penny Pie Park and Pogmoor recreation ground was outside the scope of the initial planning application, but the benefits of the delivery, if feasible, were recognised and therefore a commitment to investigate the possibility of delivering was given.

- 3.7 In December 2019, specialist construction and structural engineering consultants were appointed to undertake a ground investigation and prepare a Ground Investigation Report (GIR) for the proposed construction of a footbridge over the railway connecting Penny Pie Park and Pogmoor Recreation Ground. Ground investigations were undertaken either side of the railway line to ascertain the ground conditions to inform solutions to support the proposed footbridge. The report included a review of published and freely available geological and historical information of the site; interpretation of existing ground investigations in the local area; identification of geotechnical risks and other pertinent issues associated with the design, construction and maintenance of the proposed structure, and discussion of ground conditions with regards to options for the proposed footbridge.
- 3.8 The results of the ground investigation report, along with topographical survey were considered as part of a feasibility study that was prepared to review and provide cost estimates for a number of potential options and recommend the most appropriate construction solution for the foot and cycle bridge linking Penny Pie Park and Pogmoor Recreation Ground in order that the detailed design could be progressed.

4. PROPOSAL AND JUSTIFICATION

- 4.1 The proposal is for the Council to commence statutory consultations and procedures, including a planning application submission to ultimately deliver a new Arched Truss foot / cycle bridge over the railway linking Penny Pie Park & Pogmoor Recreation Ground (see Appendix 1 showing example of arched truss bridge).
- 4.2 This proposal will complement and enhance the delivery of the approved A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15). In addition the proposed new foot and cycle bridge approved enhancements to the park area and the proposed foot and cycle bridge will provide connectivity links between two community areas, a safer walking route to school and an active travel link for residents in the borough. (see Appendix 3 showing indicative route demonstrating how the proposed new foot and cycle bridge can links with proposed Town Centre / Hospital active travel route)
- 4.3 The proposed new foot and cycle bridge will require planning consent and will be subject to the statutory planning process. In addition, whilst the bridge should not impact on the railway, it will be necessary to secure consent from Network Rail for the construction of the bridge over the railway. Discussions are ongoing with Network Rail who, subject to detail design and planning are not oppose to the proposed scheme, however in order to progress matters formally Barnsley MBC & Network Rail need to enter into a Basic Asset Protection Agreement (BAPA).
- 4.4 Subject to planning approval agreement with Network Rail and, the additional benefit of delivering the foot and cycle bridge alongside the enhancements already agreed as part of the A628 Dodworth Road / Broadway Junction Improvement scheme would;
- i. Connect two existing greenspaces which are currently severed by the Sheffield / Huddersfield railway line,

- ii. provide connectivity links between two community areas of Dodworth and Pogmoor (wards being Old Town and Dodworth),
 - iii. Provide a safe crossing point which does not exist currently , for children going to and from Horizon Community College as well as the wider general public,
 - iv. Provide a safe active travel route for the residents of the borough,
 - v. Help with addressing the Network Rail recorded incursions onto the line by children in the Barnsley area.
- 4.5 Delivery of the works will be considered under the terms of the Barnsley Contract Procedure rules to ensure that the works are delivered successfully ensuring best value for money in terms of cost, quality of work and actual delivery timescales to maximise expenditure.
- 4.6 Consideration will be given as to whether any of the works, services or goods required can be provided in-house, subject to value for money considerations, or whether it is necessary to seek tenders for any aspect of the project and appoint the successful tender on the basis of most economically advantageous bid.
- 4.7 Once the scheme has been out to tender and the full cost implications are known, a report will be brought back into Cabinet when detailed costs of the bridge design are available and when a supporting funding package has been identified.
- 4.8 Once the scheme has been completed, the new foot and cycle bridge will become the property of BMBC Asset management, however the inspection and maintenance of the bridge will be overseen by BMBC Highway Bridges and Structures.

5 CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 **Do nothing:** The delivery of the greenspace enhancements as part of the approved A628 Dodworth Road / Broadway Junction Improvement scheme (cab.25.07.2018/15), excluding the new foot and cycle bridge is underway. However, this does not provide the wider connectivity between the two existing greenspaces which are currently severed by the Sheffield / Huddersfield railway line.
- 5.2 Following an initial review of the information, three potential options were identified:
- 5.3 **Modified Network Rail Standard Detail bridge** (see Appendix 4 for example). The advantages of the Modified Network Rail Standard Detail bridge is that it is a tried and tested solution that is simple, efficient, robust and durable. This is a recognised design which should be readily accepted by Network Rail and has a simple maintenance regime. However, whilst based on the Network Rail standard on-station footbridge details, changes are required to accommodate 3.0m clear width and 1.8m parapets. In order to provide sufficient clearance to the railway it will be necessary for the bridge to be seated on raised bankseats, approximately 1.5m high. As a result this will require significant approach ramps. However, due to the lack of space on the Pogmoor Recreation Ground, this will require the use of 'hard' structures which will increase capital & maintenance cost. To minimise the potential for problems affecting the bridge it is recommended that the highest sections of these are piled. Whilst more space is available on the Penny Pie Park side the risk of settlement is higher and therefore a granular embankment is proposed with a geogrid reinforced load transfer platform. Therefore, this option is not recommended.

- 5.4 **Pratt Truss bridge** (see Appendix 5 for example). The advantages of a simple Pratt Truss bridge, similar to one used nearby (Wakefield Castleford Greenway) should be readily accepted by Network Rail and would have an aesthetically pleasing appearance, with bituminous (non slip) surfacing used throughout. However, similar to the Modified Network Rail Standard Detail bridge, this would require raised bankseats to provide sufficient clearance, albeit slightly larger due to the increased construction depth. The approach ramps would also be similar, but slightly longer as the embankments need to be taller, and this option also would be more expensive to deliver.
- 5.5 **Arched Truss bridge**(see Appendix 1 for example). The use of an arched truss bridge, (a variation on the Pratt Truss Bridge) utilises the highly adaptable fabrication of a the truss to introduce an arch to the bridge deck increases the clearance over the railway without increasing the steel tonnage required. The arched form is extremely elegant and visually attractive, especially with contrasting parapet panels. This bridge is aesthetically very pleasing appearance, reduces the impact on Penny Pie Park & Pogmoor Recreation Ground and uses bituminous (non slip) surfacing throughout. This option, despite the slightly increased complexity in fabrication is the most aesthetically pleasing but also is the most financially economical option to deliver. Therefore this is the preferred design option that will;
- provide the wider connectivity between the two existing greenspaces which are currently severed by the Sheffield / Huddersfield railway line,
 - provide a safe crossing point, which does not exist currently, for children going to and from Horizon Community College and the wider general public,
 - provide a safe active travel route for the residents of the borough,
 - help with addressing the Network Rail recorded incursions onto the line by children in the Barnsley area.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 The scheme will provide connectivity links between two community areas of Dodworth and Pogmoor. The new foot/cycle bridge will provide a safe crossing point, which does not exist currently for children going to and from Horizon Community College and the wider general public and will provide a safe and active travel route for the residents of the borough.

7. FINANCIAL IMPLICATIONS

- 7.1 Consultation on the Financial Implications of this report has taken place with representatives of the Service Director (Section 151 Officer) Finance.
- 7.2 As referred to above, the report seeks approval to commence consultation, gain the necessary planning approval and following that, to go out to tender to engage the expertise required to develop detailed costings for the bridge.
- 7.3 To date, specialist construction consultants have advised on preliminary cost estimates for the bridge however the full cost of delivery has yet to be determined and will fall out of the competitive tender process. This report therefore is intended to

put in train those actions required to move towards the provision of those detailed costs.

- 7.4 Members are asked to note the Council has provisionally been awarded £1.5m from the Ministry of Housing, Communities and Local Government (MHCLG) to support the delivery of the bridge, subject to full business case approval.
- 7.5 At this stage, the level of funding required to support the feasibility, approvals and tendering processes are estimated to be in the region of £0.250m. These costs will be funded from the £1.5m MHCLG provisional allocation– Appendix A refers.
- 7.6 Members should note that following the tender exercise, subject to all costs being able to be contained within the allocated finances for the scheme the tender will be awarded without the need for a further a report.

8. EMPLOYEE IMPLICATIONS

- 8.1 There are no issues arising directly from this report.

9. COMMUNICATIONS IMPLICATIONS

- 9.1 A robust communications plan developed with representatives from Executive Director of Core Services exists for the entire A628 Dodworth Road / Broadway Junction Improvement scheme. This will be updated to incorporate the proposed new foot /cycle bridge to ensure that timely and accurate information is provided through appropriate means such as press releases, social media/website updates, local member briefings, engagement with key stakeholders and consultation with local residents.

10. CONSULTATIONS

- 10.1 Discussions have been held with local members, the local Member of Parliament and Highways England with regards to the original A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15).
- 10.2 Discussion has taken place with Network Rail who, subject to detail design and planning are not oppose to the proposed scheme.
- 10.3 Public and stakeholder consultation will take place as part of the statutory planning process scheme.
- 10.4 Consultation has taken place with representatives of Core Services Directorate regarding the financial implications, asset management and risk management issues.
- 10.5 Consultation has taken place with representatives of Communities Directorate, Core Services Directorate and Place Directorate regarding the linking of the two greenspaces.

11. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 11.1 One of the Council's key priorities is to create a thriving and vibrant economy, create more and better jobs, good business growth, and to connect local people with these

opportunities. The delivery of the project will enhance the approved A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15) that will facilitate employment and housing opportunities identified in the Local Plan, contributing to the provision of employment land to attract new investment and / or allowing existing businesses to stay in the area and expand.

- 11.2 Additionally, the scheme also contributes to the delivery of the Strong and Resilient Communities. The approved enhancements to the park area and the proposed foot/cycle bridge will provide connectivity links between two community areas, a safer walking route to school and an active travel link for residents in the borough.

12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 12.1 Better connectivity, affordable and inclusive travel, a cleaner environment and a healthier population are all key aims of the Barnsley Transport Strategy 2014 – 2033.
- 12.2 The proposed scheme supports the principles of the Barnsley Transport Strategy 2014 – 2033, and once completed will provide better connectivity and opportunities for local people to access work and assisting in addressing social exclusion.

13. RISK MANAGEMENT ISSUES

- 13.1 The overall project benefits from a detailed risk register which is reviewed on a regular basis by officers and the Council's Risk and Governance Manager.
- 13.2 It is envisaged that once approval is given to go ahead with a more detailed scheme design, a detailed project risk register will be produced that will become a valuable governance tool for the Strategic Sites Board.
- 13.3 Funding availability represents a key risk due to the current uncertainties around the total cost of the bridge

14. HEALTH, SAFETY AND ENVIRONMENT (HS&E)

- 14.1 Health and Safety and Environment matters will be identified during scheme preparation and addresses in accordance with The Health and Safety at Work Act 1974, The Environment Act 1995, The Management of Health and Safety Regulations 1999, The Construction (Design and Management) Regulations 2015 and the regulations issued under those Acts or any subsequent relevant legislation.

15. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

- 15.1 The delivery of the proposed scheme does not require private property rights. The rights of individuals are safeguarded through the statutory planning process of securing planning consent for the scheme.

16. CONSERVATION OF BIODIVERSITY

- 16.1 All relevant ecological, noise and air quality surveys that are required to feed into the statutory processes including planning application will be completed to ensure that any issues that are identified can be fully considered.

17. LIST OF APPENDICES

- Appendix A: Financial Implications
- Appendix 1: Example of proposed arched truss bridge
- Appendix 2: The A628 Dodworth Road, Broadway junction current approved layout plan
- Appendix 3: Plan demonstrating how the proposed new foot and cycle bridge can link with proposed Town Centre / Hospital active travel route
- Appendix 4: Example of Modified Network Rail Standard Detail bridge
- Appendix 5: Example of Pratt Truss bridge

18. BACKGROUND PAPERS

A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15).

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made