

Clerk: Teresa Buckley
Telephone: 01803 207087
E-mail address: governance.support@torbay.gov.uk
Date: Thursday, 21 July 2022

Governance Support
Town Hall
Castle Circus
Torquay
TQ1 3DR

Dear Member

HIGHWAYS REVIEW PANEL - THURSDAY, 23 JUNE 2022

I am now able to enclose, for consideration at the Thursday, 23 June 2022 meeting of the Highways Review Panel, the following reports that were unavailable when the agenda was printed.

Agenda No	Item	Page
3.	Highways Responsibilities and Lessons Learned from Network Rail bridge replacement and resurfacing works at Torwood Street Copies of presentation and correspondence.	(Pages 2 - 15)

Yours sincerely

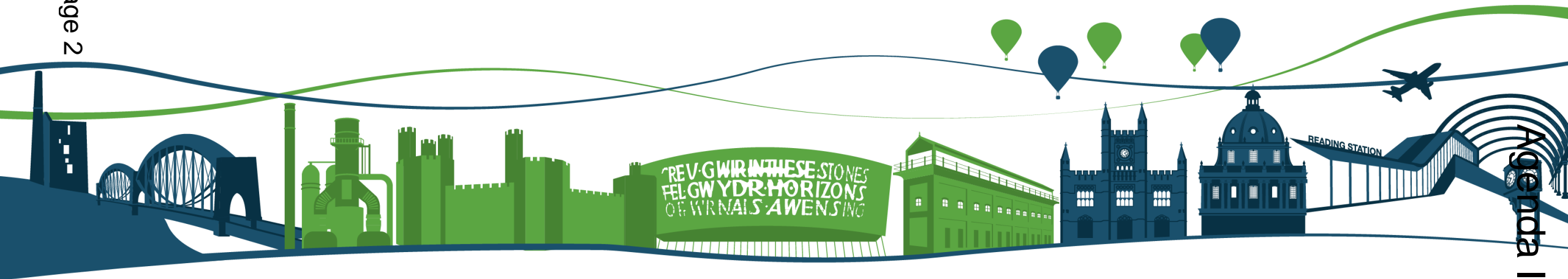
Clerk

Paignton Road Overbridge

Mike Contopoulos, Project Director (Buildings and Civils)

Mike Smith, Regional Asset Manager (Structures)

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Agenda Item 3

Project Overview

Paignton Road A379 – TOR 220m 49.5ch



- 3 yearly detailed exam & assessment programme identified accelerated corrosion in the main girders
- Repair solution - Form of construction
- Replacement – Whole Life Cost Solution



- Budget available for Control Period 6 (2019- 2024)
- Remit for delivery issued

Programme Challenges

Initial Development and Design Delays

Design was originally programmed to complete by the 19 Feb 2021 this was delayed due to COVID and was submitted to NR on the 10 Sept 2021

This was further delayed to the 8 October due to the kerb height analysis requirement from the local authority.

Assumed that the BT Cables could be diverted prior to the new deck being installed

Formal C2-C4 process commenced in June 2020 with a formal site survey in Nov 2021 where it was established that a diversion could only be completed 5 weeks after the planned railway closure and would have cost in excess of £1m which didn't represent value for money for the taxpayer.

There was no further planned railway closures available to complete the works.

Working around the critical BT cables

The BT cables were encased in concrete and needed to be excavated by hand which took in excess of four weeks to complete.

The cables required a temporary support structure to suspend them from which made the installation of the new bridge beams far more difficult than originally planned

Due to the cables still being in the road the demolition sequence had to change which prolonged the programme and the team were unable to demolish the bridge in the original railway closure requiring further access to complete



Programme Challenges

Design changes required due to the BT cables

As the cables needed to remain in-situ with minimal movement we were required to make design changes to the cill units that the bridge beams are landed on. These were already cast and required specialist hydro demolition techniques and subsequent reinforcement changes

Changes to the lifting sequences needed to be made for the cill beams to install beneath the BT cables

Storms During January and February

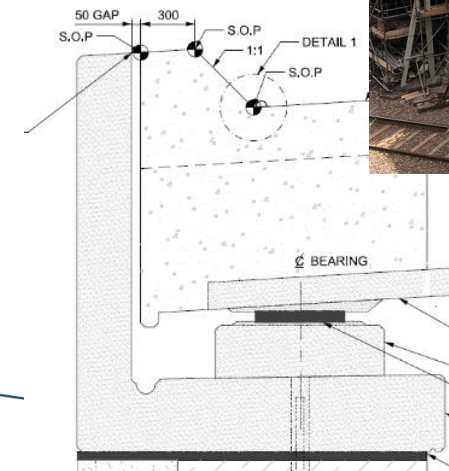
The storms throughout January and February further delayed works as the high winds prevented our cranes from operating and installing the bridge beams resulting in us having to install them in 5 hour windows overnight during the week.

Installation of the bridge beams

The bridge beams needed to be installed over nights during the week due to missed railway access this further compounded the delays as there is only a 5hr working window most nights.

Road Opening

The requirement to open the road on the 23 May changed the construction sequence of the bridge deck requiring us to make further design changes to the parapet units moving from a precast solution to an in-situ solution. This required further design changes to the reinforcement detail and delayed the completion of the works



Key Lessons

- Earlier escalation of our design consultant not being able to maintain their design programme for the replacement scheme.
- Fragmented contracting strategy – NR procuring sub contractors and suppliers has led to ambiguity relating to risk. Improved procurement strategy for awarding of contractors.
- Earlier constructability and buildability discussions between Principal Contractor and Designer. This could have improved construction programme sequencing
- Improved engagement between Network Rail, Principal Contractor and NR appointed Sub Contractors and Suppliers
- Designer availability for modifications and on site attendance during critical works.
- Constructability review of the design – beams on cant, weight of cill units, difficulty in getting appropriate lifting equipment to site, heavily congested areas of reinforcement within the bridge deck, significant temporary works required throughout



Questions?

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Kate Spencer
Head of Policy, Performance and Community Engagement
Torbay Council
Town Hall
Torquay
TQ1 3DR

Western House
1 Holbrook Way
Swindon
SN1 1BD

**24 hour National Helpline
03457 11 41 41**

Our ref: SR 211025-000417

2 November 2021

Dear Kate

Torbay Railway Improvement Work

Thank you for your email on behalf of the Leader of the Council, Steve Darling, about our planned improvement works in Torbay. I'm grateful to you for getting in touch and I'm determined we do everything possible to minimise disruption for rail passengers, road users, local businesses and communities in Torbay.

To support this, we plan to demolish the existing bridge while the line is already closed for planned rail upgrade work on the weekends 8-10 January and 15-17 January 2022. The construction of the new bridge will then take place over five Saturday nights, when trains aren't running, at the end of January and beginning of February. This will allow us to deliver our work more quickly – reducing the impact on the road and rail network.

We will be replacing the existing bridge with a modern structure, designed to cope with 21st century traffic and with a 125-year lifespan. We did look at whether we could repair and strengthen the existing structure to help further reduce disruption for local people. However, surveys found that the bridge was in poor condition and that replacing it was the only realistic option. We also want to avoid imposing a weight restriction over the bridge.

Given the strength of evidence towards replacing the bridge, the option selection process undertaken at GRIP stage 3 found there were no viable alternatives. I can also confirm there is very little room for slippage in the programme so we are absolutely committed to delivering this work within the timeframe agreed with you for the road closure.

Of course, given the complexity of the work required, which also includes diverting utility services, there is always a risk that issues may arise that impact on the programme of work. However, my communications team will continue to work jointly with you on messaging to local people, so that we are doing everything possible to reduce the impact on their day-to-day lives.

I gather that further discussions between our respective teams have continued since your email and a joint communications plan is being developed. I've also asked our Industry Programme Director, Christian Irwin, to reach out to you to provide additional support. Thanks again for raising this issue, if I can be of any further assistance, please do let me know.

Yours sincerely,



Michelle Handforth
Wales and Western managing director

Please reply to: Councillor Steve Darling

Leader of the Council

Torbay Council

Torquay Town Hall, Torquay

TQ1 3DS

My ref: SD/LH

Your ref:

Telephone: 01803 201201

E-mail: Stephen.darling@torbay.gov.uk

Website: www.torbay.gov.uk

Via email:

Grant Shapps MP

shappsg@parliament.uk

Date: 25 March 2022

Dear Minister

RE: Network Rail Delays in Torbay

We are extremely concerned to have learnt yesterday as to a further delay on a Network Rail scheme that is currently being delivered in Torbay.

The works to replace a bridge, has meant the closure of the main road between Torquay and Paignton. The impact of this closure is immense for our economy and for our residents. Significantly this has disrupted the main bus route within the bay, which is the lifeline for many. The works commenced in the new year and were due to have finished on 8 March, which we know incorporated a two-week contingency period.

In early February, we were advised that the works would be delayed until the 8 April, which was extremely disappointing. Yesterday, we have learnt for the first time that there are still challenges, with the works delayed until 23 May 2022. This position is a complete surprise as we have not been kept informed, despite numerous attempts by officers at the Council to be updated by Network Rail.

The continued closure, with the commencement of the tourism season over Easter and the May Bank Holiday, will magnify even further the immense impact for the economy, residents and visitors in the Bay. Significantly the delay impacts upon Stagecoach, for whom the main bus route is the lynchpin serving Torbay at a time when bus operators are struggling to get passengers to re-engage with their service following the impact of Covid.

Given the multiple delays and lack of communication, you will appreciate our concerns as to what can only be described as poor project management, with a disregard as to the impact upon our economy and residents.

As the Government are the key stakeholder in Network Rail, can you please explain how such poor project management can occur that has a profound economic and wider impact on our communities in Torbay?

If you require this in a different format or language, please contact me.

Our first request is an ask for some mitigation activity in light of the extreme pressures that will be on our highways system and impact on public transport take up. We request that for the additional period of closure of this road that rail travel on the section of the line between Paignton, Torquay and Torre is made free to try and shift road users onto rail.

Our second request is that conversations are held with Stagecoach to consider what subsidies could be passported onto bus user for a month post the reopening of the bridge to traffic to encourage local people to use routes such as the 12 and 22 buses that are significantly impacted by this continuing closure.

We look forward to your explanation and understanding on how you hold Network Rail to account so that other communities in the country do not fall foul of poor project management that we are currently suffering from in Torbay and your consideration of the mitigation asks.

Yours sincerely



Councillor Steve Darling

Leader of the Council



Councillor Darren Cowell

Deputy Leader of the Council and
Cabinet Member for Finance

Agenda Item 3 Appendix 4



Department
for Transport

Department for Transport
Great Minster House
33 Horseferry Road
London
SW1P 4DR
Tel: 0300 330 3000

Web Site: www.gov.uk/dft

Our Ref: 396349
Your Ref:

April 2022

Cllr Steve Darling
Leader of the Council
Torbay Council
Torquay Town Hall
Torquay
TQ1 3DS

Dear Cllr Darling,

Thank you for your letter of 25 March 2022 to the Secretary of State for Transport setting out your understandable concerns regarding the delays to Network Rail's bridge works in Torbay, which has been passed to me for a response.

The Department for Transport has taken up the matter with Network Rail in parallel with your own engagement with them, in order to understand how the current situation has been reached and, more importantly, what can be done to expedite it.

We are disappointed that this bridge replacement is taking far longer than anticipated and fully appreciate the impact that this delay will have on the local community and economy, particularly at the start of the important tourism season over Easter and the May Bank Holiday. On behalf of Network Rail and its contractor, we sincerely apologise to local residents, businesses and road users for the delay in the completion of this work.

Network Rail has explained to us that on this occasion it faced a number of unforeseen challenges which resulted in two significant delays.

Firstly, we understand that there have been some engineering challenges with installation of the beams that will ultimately hold the road surface. These primarily centre on the presence of a BT cable which, although identified before work began, was not dealt with adequately. This hindered work to demolish and subsequently reconstruct the bridge, so as to avoid damaging it and cut off connectivity for many local properties.

Separate to this, the whole railway network was affected by the series of severe storms in February. We are informed that these set the project back

significantly. Two major parts of the work that were due to be carried out over extended periods while trains were not running were lost due to the poor weather. Contractors are now carrying this work out during shorter windows of opportunity such as night shifts. This is less efficient and inevitably means the work is spread out over a longer period of time.

In terms of mitigation and relieving some of the pressures on the road system, we understand that the meeting between Torbay Council and Network Rail on 31 March was productive. Network Rail is now actively working towards opening a route for pedestrians and cyclists by 8 May followed by a single lane of traffic ahead of the final completion date on 23 May. Trains will continue to serve the region and enable people to visit Torbay and the surrounding area.

Network Rail assure us that their team will be working closely with the contractor to ensure there are no further delays. I know this is of little consolation but please be assured that the Department will continue to monitor this situation closely and expect the dates they have given to be met in order that Torbay can get back to normal as soon as possible.

Yours sincerely,

Ed Vokes

TORBAY COUNCIL

Please reply to: Councillor Steve Darling

Leader of the Council

Torbay Council

Torquay Town Hall, Torquay

TQ1 3DS

My ref: SD/LH

Your ref:

Telephone: 01803 201201

E-mail: Stephen.darling@torbay.gov.uk

Website: www.torbay.gov.uk

Mr Ed Vokes

Department for Transport

Great Minster House

33 Horseferry Road

London SW1P 4DR

Date: 16 June 2022

Dear Mr Vokes

RE: Network Rail Delays in Torbay

Thank you for your letter dated April 2022, your reference 396349.

We are writing again on the ongoing issues surrounding the delays to the works on the railway bridge on Torbay Road.

We have been in regular communication with Stuart Calvert, Capital Delivery Director for Network Rail who has greatly assisted in communications and kept us abreast with delays to the railway bridge on Torbay Road which finally reopened on the 23 May 2022 following months of delay. However, the rebuilding of the parapet on the railway bridge has led to overnight occasional closure of the road which is set to last well into July.

We would like to draw to your attention to the fact that this scheme has lasted approximately 3 times longer than the planned period of the works and in these exceptional circumstances the Government should facilitate compensation to local residents on the diversion route and others immediately effected by these works on Torbay Road.

Can we remind you of our 3 asks in our letter dated 25 March 2022 that were not addressed in your previous correspondence?

Our first request is an ask for some mitigation activity in light of the extreme pressures that will be on our highways system and impact on public transport take up. We request that for the additional

If you require this in a different format or language, please contact me.



period of closure of this road that rail travel on the section of the line between Paignton, Torquay and Torre is made free to try and shift road users onto rail.

Our second request is that conversations are held with Stagecoach to consider what subsidies could be passported onto bus user for a month post the reopening of the bridge to traffic to encourage local people to use routes such as the 12 and 22 buses that are significantly impacted by this continuing closure.

In addition to this we would like to raise the fact that this scheme has lasted more than double the planned period of the works and in these exceptional circumstances the Government should facilitate compensation to local residents on the diversion route.

Clearly the first ask has now passed but the second and third ask remain outstanding. We would welcome your response on this, in light of the scheme taking 3 times longer than it should have.

We look forward to hearing from you.

Yours sincerely



Councillor Steve Darling
Leader of the Council



Councillor Darren Cowell
Deputy Leader of the Council and
Cabinet Member for Finance



Department
for Transport

Department for Transport
Great Minster House
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Web Site: www.gov.uk/dft

Our Ref: 404538
Your Ref:
18/07/22

Cllr Steve Darling
Cllr Darren Cowell
Leader / Deputy Leader, Torbay Council
Torquay Town Hall
Torquay
TQ1 3DS

Dear Councillors

Network Rail Delays in Torbay

Thank you for your further correspondence regarding the railway bridge on Torbay Road received on 21 June. I have approached Network Rail for an update on the project.

Network Rail has confirmed that the bridge has now reopened to all traffic and pedestrians, but that one-way traffic signal controls are in place overnight whilst work to the bridge parapets is completed. This is currently expected to be the case until September. I am aware that a further meeting with yourselves took place on 8 July and Network Rail will be writing to residents to keep them informed.

As you will appreciate, the Government is continuing to bear the substantial costs of the railway following recent events. It would not be appropriate to add to the burden of the taxpayer by compensating for delayed projects.

I understand that Network Rail has offered to help with a community project that will give something back to the people that have been affected by the works and that Torbay Council is considering what may be most beneficial.

Yours sincerely

Ed Vokes