



INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE

Committee Report

Public

Date of Meeting: 19th June 2008

Title: PROGRESS REPORT KINGMOOR & CALDEW CYCLEWAY

Report of: THE DIRECTOR OF COMMUNITY SERVICES

Report reference: CS 40/08

Summary: At its meeting on the 29th May 2008 the Executive considered the attached report, CS32/08, which provided an update on progress with the development of the Kingmoor and Caldew Cycleway which it is hoped to develop in conjunction with Sustrans. The attached report and associated plans outline the various actions, which are required to ensure this scheme can progress and that Sustrans funding will be provided. A copy of the decisions made by the Executive are attached. Members of the Scrutiny Committee are asked to consider and comment on the information contained in this report.

Questions for / input required from Scrutiny: Members of the Scrutiny Committee are asked to comment on the information contained in this report commenting specifically on:-

- The proposed route
- The composition of the Steering Group

Recommendations: It is recommended that Members consider the attached information and forward all relevant comments to the Officers preparing the memorandum of understanding.

Contact Officer: Keith Poole

Ext: 8527

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: CS 32/08

REPORT TO EXECUTIVE

PORTFOLIO AREA: ENVIRONMENT & INFRASTRUCTURE

Date of Meeting: 29 MAY 2008

Public

Key Decision: Yes

Recorded in Forward Plan:

Yes

Inside Policy Framework

Title: PROGRESS REPORT - KINGMOOR AND CALDEW CYCLEWAY
Report of: DIRECTOR OF COMMUNITY SERVICES
Report reference: CS 32/08

Summary

As members will be aware from previous reports the City Council was successful in achieving a provisional allocation of £950,000 from Sustrans for the construction of a cycleway between Kingmoor and Currock. Sustrans are distributing £50m (on a total of 75 national schemes), which has been allocated to them by the Big Lottery Living Landmarks Scheme.

At a meeting with officers in March 2008 Sustrans set out a list of actions which they wished to see implemented. Following the comments from Sustrans a further meeting has been held with the Northern Director of Sustrans to clarify what is needed to ensure this scheme can progress and the financial contribution from Sustrans can be confirmed (see attached notes of meeting held on 14 April 08). This meeting was positive and subsequent work by officers has enabled this report to be prepared which sets out details of ongoing actions which should lead to the signing of a memorandum of understanding as requested by Sustrans.

Recommendations:

It is recommended that the Executive endorse the following actions:

- a) Agree specifically to the core route and also to the wider potential links shown on the attached plan as the basis of the scheme to be delivered.
- b) Note the initial estimated costs set out in Appendix A.
- c) Agree to the setting up of a Steering Group to on the basis set out to assist with progressing the project.
- d) Agree to the signing of a memorandum of understanding with Sustrans which will set out the details of the scheme to be delivered, in conjunction with the Portfolio Holder and Head of Legal Services.

Contact Officer: Keith Poole

Ext: 8527

1. BACKGROUND INFORMATION AND OPTIONS

- 1.1 As members will be aware Sustrans have provisionally allocated £950,000 towards the cost of constructing a cycleway between Kingmoor and Upperby. At a meeting with Sustrans on the 3rd March 2008 there was some concerns of the lack of progress with the scheme and a letter was subsequently received from Sustrans outlining their concerns (see attached letter in Appendix). Since then a further meeting has been held with the Northern Director of Sustrans and the way ahead has been clarified. Notes of the meeting are attached (see notes of meeting held on 14 April 08).
- 1.2 Sustrans require that a memorandum of understanding should be signed with the City Council and County Council setting out details of what is to be delivered over the next 5 years. Sustrans will at that stage release the funding of £950,000. The City Council / County Council will then have to make their best endeavours to deliver the agreed scheme over the next 5 years. Sustrans will assist the Councils by helping to identify appropriate sources of funding and grants. If Sustrans consider that the Councils are not making their best endeavours to identify funding they may seek to recover some of the contribution, but this is unlikely as long as best efforts have been made to seek funding and progress elements of the scheme.
- 1.3 The County Council and the City Council have been working jointly to develop a Movement Strategy for Carlisle as part of Carlisle Renaissance. The issue of the improvement of cycle and pedestrian routes in the City is to be discussed at a meeting of the County Council Highways and Transport Working Group on the 15th May and also the Area Transport Advisory Group which also needs on the 15th May. Any recommendations arising from these groups will be discussed by the Local Committee on the 6th June 2008. The above meetings will be condensing a report prepared by capital which proposes a comprehensive network of cycle routes throughout the City. The Connect 2 route between Kingmoor and Upperby forms an important link in this City wide network. The route will provide a vital link for University Students on the proposed Caldew Riverside site, for school students in the St Aidan's area and for workers accessing the City and also the employment sites at Kingmoor. It will also provide good access to the riversides for leisure purposes. Without the proposed link a City wide network would be difficult to achieve.

The whole project has an estimated cost of £3,447,200 (estimate being updated at present) but financial contribution from Sustrans and contributions in kind from the Environment Agency mean that only £1,212,000 still remains to be found over the next 5 years.

1.4 At its meeting on 15 May the Highways Working Group considered this issue and there were two main resolutions:-

- This project was considered to be a high priority infrastructure project emerging from the Carlisle Renaissance Movement Strategy
- Whilst 'best endeavours' would be used to achieve any gap funding the Council's would not accept any liability for grant payment (the £950k from SUSTRANS)

1.5 The Route

There have been a number of minor amendments to the route and the latest route is shown on the attached plan. The core route is shown in red, the wider scheme links are shown in purple. Sustrans would hope to see progress on all these elements. Members should note that large elements of the wider scheme (purple routes) are on existing roads where only minimal cost is required to sign the route or improve road crossing points. The route has been divided into a number of sections (see attached list in appendix) and cost estimates are being revised at present and should be available for the meeting but are not expected to be substantially different to the total figure of £3.4m previously estimated.

1.6 Steering Group

It is a requirement of Sustrans that a steering group should be formed. The Lottery have required Sustrans to ensure that there is good public involvement in all Connect2 schemes and have decided that a steering group is the appropriate mechanism to ensure that a wide range of interest groups are engaged in each scheme. The steering group also needs to involve senior council representatives so that planning can be translated into action.

Sustrans recommend the steering group has the following groups represented: -

- an experienced chairperson who is passionate about the scheme
- someone with experience of project management
- any partners in the scheme who wish to have a member on the group

- someone from a local educational institute or large employer who has an interest in local ownership of the route
- someone who is a high calibre communicator (such as a PR officer or newspaper editor) to assist promotion
- a representative from a local residents group
- someone with a passion for sustainable transport and a knowledge of other potential volunteers (e.g. Sustrans Ranger)
- Other groups or individuals with an interest in the scheme.

Ideally a membership of 7 to 10 people is recommended on the steering group. Members of ATAG are asked to identify potential members of a steering group.

1.7 Funding Sources

At present further funding of £1.2m needs to be identified over the next 5 years to complete the scheme. It is not unrealistic to expect this to be found from developer contributions, other grant funding organisations, council schemes funded as part of the movement strategy or renaissance projects, development agency funding. If funding over the 5 years is insufficient to complete all the schemes shown on the plan then there is a risk of Sustrans wishing to recover some of their funding, however if all parties have shown best endeavour to find the funding then having to refund money is unlikely.

1.8 Memorandum of Understanding

Sustrans will not release their funding until a memorandum of understanding is signed. To ensure an early decision on this matter they require a memorandum to be signed by July. The document would clearly set out what each party agrees to provide. Approval is required for City and County officers to prepare this document in consultation with Sustrans. If there is any delay in agreeing the memorandum then Sustrans may have to reallocate the funding to another scheme as they are under pressure from the Lottery fund to ensure schemes are progressed promptly.

2. CONSULTATION

2.1 Consultation to Date

In reaching the present stage regular consultation has taken place with the County Council and representatives from local cycle campaign group members. Sustrans have also been regularly consulted to ensure that

the developing scheme would meet their aspirations. With regard to the sections along the riverside then the Environment Agency have been involved to ensure that this scheme integrates with their proposed flood prevention works which start shortly.

2.2 Consultation proposed

Ongoing consultation will take place with Sustrans, the Environment Agency and the County Council. As particular elements of the scheme are implemented then relevant landowners and frontagers will be involved in the consultation process.

3. RECOMMENDATIONS

3.1 It is recommended that the Executive endorse the following actions.

- a) Agree specifically to the core route and also to the wider potential links shown on the attached plan as the basis of the scheme to be delivered.
- b) Note the initial estimated costs set out in Appendix A.
- c) Agree to the setting up of a Steering Group to on the basis set out to assist with progressing the project.
- d) Agree to the signing of a memorandum of understanding with Sustrans which will set out the details of the scheme to be delivered, in conjunction with the Portfolio Holder and Head of Legal Services.

4. REASONS FOR RECOMMENDATIONS

This project has the potential to make a major contribution to the Carlisle Renaissance Movement Strategy and provides a network for cleaner and greener movement choices from the community. Sustrans are under pressure from the Lottery fund to progress schemes and are therefore keen that the City Council and the County Council progress the Carlisle Scheme.

5. IMPLICATIONS

- Staffing/Resources – Existing in-house resources at this stage with specialist staff employed on a consultancy basis when required.

- Financial – As mentioned above more detail regarding the financial implications will be provided after the revised costings have been calculated.

The indicative costs of £2.162m (excluding the Partnership funded element) could be partially met by the potentially £950k Lottery Bid if successful. As mentioned it will be important to ensure that the conditions of the potential grant can be fulfilled within the timescales which apply. The remaining £1.262m could be partially met by Section 106 Agreements, potential County Council contributions and grants from the North West Development Agency. Any balance falling to the City Council's Capital Programme would need to be shown to be delivering the priorities of the Authority. Any revenue implications would need to be clearly presented.

The City Council should seek assurances as to the accuracy of the future costings provided for the work which also take account of the planned start and end dates and any inflationary factors therein. The VAT position of the Council should not be affected as the activity is classified as 'Non Business' and therefore Standard Rated

- Legal – The Local Government Act 2000 (Section 2) provides that the Council has the power to do anything which it considers likely to achieve the promotion or improvement of the economic, social or environmental well-being of its area. The power may be used in relation or for the benefit of the whole or any part of the community or all or any persons present or resident in the Council's area.

The Council is able to enter into agreements to facilitate delivery of the well-being powers. In exercising the power, the Council must have regard to its Community Strategy.

Whilst termed a Memorandum of Understanding the reality is that this will be a contract between the Council and Sustrans containing the terms and conditions of their grant. Whilst the judgement is that recovery of grant funding is 'unlikely', Members should be cognisant of the fact that this is a possibility.

Planning permission may be necessary for some of the routes.

- Corporate – This scheme assists in promoting green initiatives by providing an alternative to the motor vehicle. It also opens up the river bank to public use.
- Risk Management – The support of the County Council is required for the adoption of the cycle/pedestrian network as set out. It would not be possible to complete and maintain key sections of the route without that. Funding is a key issue and further work is required to ascertain tangible support from partners.
- Equality and Disability – The design proposed includes all requirements to comply with disability standards. The network provides direct access from residential areas in Carlisle South to the main employment areas in the north of the City and areas between.
- Environmental – The provision of an 'off-road' cycle and pedestrian network provides the opportunity to reduce vehicle usage and emissions.
- Crime and Disorder – The final design would incorporate current best practice and the Police Architectural Liaison Officer will be asked to contribute to the design process.
- Impact on Customers – The increased transport choices and safer, more direct routes would have a positive impact. Residents living in the immediate vicinity of the route may have some concerns.

Appendices

- Plan of Proposed Core Route and Wider Links
- Notes of meeting with Sustrans held on 14 April 2008-05-08
- Original cost estimate and sections

Keith Poole
Community Services
Carlisle City Council
Bousteads Grassing
Rome Street
Carlisle
CA2 5LG

10.03.08

Carlisle Connect2

Thank you for coming to meet John Grimshaw and me last Monday. The apparent lack of commitment to Connect 2, especially compared to other schemes around the UK, including Maryport, was to say the least something of a let down. John and I left the meeting not sure whether to terminate the Carlisle Connect2 scheme there and then or whether to hope that it was an unfortunate misunderstanding. The objective of our meeting was to discuss the form of the Memorandum of Agreement and to explain any requirements of the Lottery as well as to have a constructive discussion to take the scheme forward.

In the hope that you are successful in turning this around, I now attach a revised network of routes leading to the two bridges, as we investigated on site with Toby Harling once we had left the office. We are particularly concerned about the potential linking routes to the new Eden bridge crossing and the tricky question of how to cross Scotland Road which isolates the eastern part of the City.

I hope that you can review these suggestions and move quite rapidly to an agreed Connect2 network which your council will be able to sign up to. I appreciate that road crossings themselves and indeed the treatment of some of the street sections (which should be in accordance with the Greenway Design guidelines) will require positive support from the County Council. Accordingly we suggest that one option is that the grant of £975,000 is given to the two councils jointly, that you both sign the Memorandum of Understanding (MoU) and that you divided the grant up between you as appropriate and as other sources of funds commit.

You will be aware that the Lottery and Sustrans have agreed there will be good public involvement in all Connect2 Schemes. We have decided that a Steering Group is the appropriate mechanism to ensure that a wide range of interests are engaged in each scheme, that senior representatives are involved and that planning is translated in to action on the ground. My colleagues have sent a further set of notes to you in case the early one was mislaid.

We will need greater assurances on the probable sources of match funding for the project. We understood that the Carlisle Renaissance Fund was a likely source and hope you will be able to confirm this in due course. We know that the Environment Agency is carrying out flood alleviation works including path construction in Carlisle and it would be helpful to have a marked up plan to show where these are and the cost of their works so this could be added to the total if appropriate.

I enclose a copy of a letter to Kevin Walsh setting out our concerns about the new road and its interaction with both the Hadrian's Cycleway and the railway path to the north of the City. I suggest that the proper resolution of these two points is also a matter to be bound in to our MoU.

If you are able to make progress with these matters then I suggest we meet the full Steering Group to take the project forward on either Monday 14th or Tuesday 15th April 2008. At that meeting I would hope that both senior officers and politicians from the City and County Council who would be responsible for delivery of this Connect2 scheme are asked to attend.

I hope that you can confirm your commitment to the Carlisle Connect2 scheme and look forward to working with you.

Yours sincerely

Bryn Dowson
Regional Director

SUMMARY OF PRELIMINARY COST ESTIMATES**1. Carlisle City Council Works**

Main 'Spinal' Route		£
Section		
1	Currock to Bousteads Grassing	135,400
2	Caldew Cycleway – Denton St – Caldew Cycleway	12,500
3	Charlotte Street Estate – Caldewgate	6,000
4	Willowholme to Sheepmount	34,500
5	River Eden Crossing	1,265,000
6	Eden Crossing – Kingmoor Road	34,700
7	Kingmoor Road to Kingmoor Park	<u>294,210</u>
Sub Total		1,782,310

Links

8	Viaduct Estate Road Link (Environment Agency)	0
9	Eden Crossing to Willowholme Rd/Port Rd Business Park Link	177,000
9A	Port Road to Burgh Road Extension	146,800
10	Sheepmount to Mayors Drive Link	1,600
11	Lowry Hill North Link	19,990
12	Asda Link	26,500
13	Kingmoor Park Access Road Link	<u>8,000</u>
Sub Total		379,890
TOTAL		<u>2,162,200</u>

2. Environment Agency Works

The cost of the associated bridge replacement and Cycleway renewal by the Environment Agency	<u>1,110,000</u>
--	------------------

3. Cumbria County Council Works

The cost of the new Cycleway Underpass on CNDR	<u>175,000</u>
--	----------------

<u>TOTAL COST OF WHOLE PROJECT & ASSOCIATED WORKS</u>	<u>£3,447,200</u>
--	--------------------------

Notes of Meeting re Connect 2 Scheme, 14/04/08 – Civic Centre

Present: Bryn Dowson (Sustrans)
Councillor Ray Knapton (Carlisle City Council)
Mike Battersby (Carlisle City Council)
Toby Harling (Carlisle City Council)
Keith Poole (Carlisle City Council)
Mark Brierley (Cumbria County Council)
Richard Hayward (Cumbria County Council)
Allan McNicoll (Cumbria County Council)

Notes:

Commitment to the scheme by Carlisle City Council is as strong as ever. A consultant engineer was appointed last summer to prepare a feasibility study on the proposed route. Now we need to establish the conditions to progress the scheme. The position was previously unclear about the timescale for obtaining match funding. Carlisle City Council will need a further report to the Executive so that we can sign up to the scheme.

We need to agree on the detail of the project that can be delivered in a five year period, and give an assurance that funding will be in place. The document we will need to complete is the “Memorandum of Understanding” which will need completing by late June, and contains the conditions for obtaining the funding from Sustrans. The next phase is to discuss the detail of who is going to do what. The MoU will go to Head Office via Bryn, and will include details re liability in case some of the scheme isn’t delivered (Sustrans may need to recover funds in that scenario).

The Connect2 cycleway will form one of the “movement” schemes as part of Carlisle Renaissance. Once the whole package of schemes is agreed, then this can be taken to the NWDA as a package. It would not be appropriate to take Connect2 to the NWDA separately in advance. The detail of the package of schemes should be ready within 6 months.

Richard Hayward mentioned that Cumbria County Council are putting in money for various cycling improvements such as the Denton Holme missing link (design only), Hammonds Pond link and a Contraflow cycleway up Viaduct Road onto Castle Way. County Schemes could be added to the Connect2 map.

Key schemes are the bridge over the River Eden, and the link to Currock (approach ramps). The rest could be funded by developer contributions, as there is already largely a network in place, and it is just a case of making improvements to the network, upgrading existing paths and putting in additional off-road routes. Ideally we would be looking for Sustrans to pay for the bridge up front, get the bridge built, and by having the crossing, this would make the case and create the demand for the other improvements.

Sustrans concern with that approach would be whether the rest of the scheme would then be delivered. Also that it is not just a cycling scheme, but also walking and Public Realm improvements (see design guide supplied by Bryn). Sustrans are clear that it is not just the “Core Route” that must be delivered but the “Wider Scheme.” Sustrans can work with the Council to secure other funds. Steering group should be set up now – most other schemes already have a steering group.

Maintenance: In order for the County to adopt the route, the scheme will have to be built to an adoptable standard. This will mean good drainage and lighting through the City Areas.

More detail is needed for June to go in the MoU. This will have details on sections, costs, on-highway/off-highway, type of surface, adopted/non-adopted, and what the County/Capita are already progressing and paying for.