

**Executive Board
21 December 2021**

Subject:	New Cycle and Foot Bridge over the River Trent
Corporate Director(s)/Director(s):	Sajeeda Rose, Corporate Director of Growth and City Development
Portfolio Holder(s):	Councillor Rosemary Healy, Portfolio Holder for Highways, Transport and Cleansing Services
Report author and contact details:	Paul Horn, Team Leader – Major Projects paul.horn@nottinghamcity.gov.uk
Other colleagues who have provided input:	
Subject to call-in: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Key Decision: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Criteria for Key Decision:	
(a) <input type="checkbox"/> Expenditure <input type="checkbox"/> Income <input type="checkbox"/> Savings of £750,000 or more taking account of the overall impact of the decision	
and/or	
(b) Significant impact on communities living or working in two or more wards in the City	
<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Type of expenditure: <input type="checkbox"/> Revenue <input type="checkbox"/> Capital	
Total value of the decision: Nil	
Wards affected: Dales	
Date of consultation with Portfolio Holder(s):	
Relevant Council Plan Key Outcome:	
Clean and Connected Communities	<input type="checkbox"/>
Keeping Nottingham Working	<input type="checkbox"/>
Carbon Neutral by 2028	<input type="checkbox"/>
Safer Nottingham	<input type="checkbox"/>
Child-Friendly Nottingham	<input type="checkbox"/>
Healthy and Inclusive	<input type="checkbox"/>
Keeping Nottingham Moving	<input checked="" type="checkbox"/>
Improve the City Centre	<input type="checkbox"/>
Better Housing	<input type="checkbox"/>
Financial Stability	<input type="checkbox"/>
Serving People Well	<input type="checkbox"/>

Summary of issues (including benefits to citizens/service users):

A new bridge over the Trent exclusively for cyclists and pedestrians has been considered for a number of years. The experience for cyclists over Trent Bridge and Lady Bay Bridge is far from ideal and a new bridge with improved connecting routes on both sides of the river will offer a safer and more attractive route choice between the expanding city centre and the new residential developments along the north bank of the river and the existing and new housing provision in West Bridgford, Edwalton and beyond.

On 16 June 2020, the Executive Board accepted the Department for Transport's (DfT) grant award of £153 million for the delivery of the Transforming Cities Fund: Tranche 2 (TCF2) transport programme, which included £9.275 million for the design and construction of a new cycle and pedestrian bridge over the Trent (Package 4). In November 2020, Amey OW Limited were appointed to undertake a review of three potential bridge locations to the east of Lady Bay Bridge: Poulton Drive, Trent Basin and Trent Lane. In October 2021, Amey provided their initial findings that, out of the three potential locations assessed, the preferred location was Trent Basin. Public consultation was carried out between 8 to 28 November, showing high levels of support for the new bridge.

The purpose of this report is to agree that planning permission should now be sought and necessary land agreements be negotiated and agreed.

Does this report contain any information that is exempt from publication?

No

Recommendation(s):

- 1** To approve Trent Basin as the preferred location for a new pedestrian and cycle footbridge across the River Trent, and to take forward the network arch steel bridge design.
- 2** To approve the submission of duplicate planning applications for the bridge (with connecting ramps) to the Local Planning Authorities of both Rushcliffe Borough Council and Nottingham City Council.
- 3** To delegate authority to the Corporate Director of Growth and City Development to enter into and secure the necessary land and highway agreements with third-party landowners, and to enter into any necessary licenses with statutory agencies, concerning the affected land outside the City boundaries, and to note that the Corporate Director may exercise these functions within the City area under existing delegated powers.
- 4** To note that the procurement activities to then deliver the scheme to a value of £9,275,000 were previously approved by the Executive Board on 16 June 2020, and that the authority to carry out the appointment of preferred suppliers and contractors was delegated to the Corporate Director for Development and

1. Reasons for recommendations

- 1.1 A new bridge for cyclists and pedestrians located at Trent Basin will add to the route choices available to both pedestrians and cyclists for both commuting and leisure journeys, and support the redevelopment of the Waterside regeneration area.
- 1.2 In November 2020, Amey was appointed by the Council to undertake a review of three potential bridge locations to the east of Lady Bay Bridge (Poulton Drive, Trent Basin and Trent Lane) and identify the optimal location for the bridge in the context of technical capabilities, connectivity and the TCF2 delivery timetable.
- 1.3 The project is led by the City Council, but spans across Rushcliffe Borough Council's (RBC) administrative boundary, which runs down the centre of the River Trent at this location.
- 1.4 The scheme is dependent on the input and approval of a number of agencies including the Canal and Rivers Trust (CRT), the Environment Agency (EA), Nottinghamshire County Council (NoCC) and RBC. A multi-agency Steering Group made up of representatives from each of these organisations has been set up and meets on a monthly basis. This group helps to identify and address each member's requirements for the scheme, identify and mitigate any constraints and establish stakeholder engagement needs.
- 1.5 In October, Amey reported their findings and recommended Trent Basin as the preferred location. The findings detailed that Trent Lane was discounted due to complex engineering concerns, potential impacts on existing residents and the need to remove sensitive trees on the south bank. It also set out that a bridge at Poulton Drive was achievable, but did not offer the same connectivity benefits that the Trent Basin location will provide. A location plan of the proposed bridge and a plan showing existing and proposed connecting routes are shown in Appendix A.
- 1.6 Discussions have been held with water users regarding the determination of the navigable height of the bridge. The current design allows for the Nottingham Princess and Trent Lady cruise boats to pass underneath and also allows for the single-handed sailing boats from the nearby sailing club. The bridge would not, however, allow the less frequently used double-handed sailing boats to pass underneath. This was considered during the feasibility design options, however, raising the height of the bridge requires much longer ramps, which impacts on usability and buildability. The current bridge design is approximately 6.4 metres above a design water level of 21.00 metres.
- 1.7 The bridge and connecting ramps are proposed as 'shared use' without delineation of cycles from pedestrians. The width of the bridge is 3.5 metres, and all connecting ramps will be Disability Discrimination Act compliant. Illumination for users will be provided on the bridge and connecting ramps and consideration will be given to providing architectural lighting of the bridge. Indicative computer-generated images of the proposed bridge are included in Appendix B.

- 1.8 The preferred location and initial design of the bridge was reported to Growth and City Development Departmental Leadership Team on 22 September and the bridge Steering Group on 27 October.
- 1.9 The project team also discussed the emerging preferred location with the CRT, EA, adjacent landowners and some key stakeholders to gauge their initial opinion ahead of public consultation on 8 November 2021.

Next Steps

- 1.10 Following the consultation, it is proposed that approval is granted to take the bridge scheme at Trent Basin forward and a planning application submitted. The design will be reviewed, taking into account the feedback received during the public consultation, and recommendations will be incorporated into the design where feasible.
- 1.11 Flood modelling is also underway, which does not currently show any significant issues. This will form part of a Flood Risk Assessment, which will be submitted as part of the planning application. Ecological surveys are also taking place and again, these will form part of the planning application submission.
- 1.12 Planning applications will be prepared and submitted to both RBC and the City Council in early 2022. As the bridge impacts on two Local Planning Authority areas, duplicate applications are required.
- 1.13 Land agreements are required with owners on both banks to enable the construction and siting of the bridge abutments and ramps. Initial discussions have been held and the land owners are aware of the scheme. The bridge will become a Highways asset and the land on which the abutments and connecting ramps sit will require dedicating as highway. Currently, it is not envisaged that the Council will need to acquire land to deliver the scheme, over and above the dedication as highway.
- 1.14 The bridge is proposed to form part of the adopted highway network and discussions are already being held with the Council's and NoCC's Bridge Managers regarding the future maintenance obligations relating to the structure and connecting ramps. A cross-boundary maintenance agreement for the existing bridge assets is already in place between these two Authorities and the new bridge could be incorporated into this agreement. Future maintenance arrangements with NoCC will be confirmed in advance of the commitment to construction of the bridge.
- 1.15 Subject to planning determination, the scheme will progress to detailed design and a principal contractor appointed to design and build the bridge through the Midlands Highway Alliance framework agreement, as identified in the June 2020 Executive Board approval. The total budget available is £9.275 million, which includes the provision of the bridge and improvements to connecting paths on both sides of the river. At the current stage, the bridge cost is estimated to fall within the budget envelope, including allowances for inflation and increased material and transportation costs.

1.16 Subject to planning determination, and securing the necessary land approvals, the construction work on the bridge is programmed to start towards the end of 2022 and complete in 2023.

2. Background (including outcomes of consultation)

2.1 On 16 June 2020, the Executive Board accepted the DfT grant award of £153 million for the delivery of the TCF2 transport programme, which included £9.275 million for the design and construction of a new cycle and footbridge over the Trent (Package 4).

2.2 The Board also gave approval to the initiation of procurement activities for the programme, and to delegate authority to the Corporate Director for Growth and City Development to appoint preferred suppliers and contractors to deliver the programme.

2.3 Public consultation on the preferred scheme location at Trent Basin took place between 8 and 28 November, which consisted of:

- letter drop on 8 November to all properties along Holme Road in Lady Bay;
- letter drop to all business and residential properties in the Waterside development area;
- a dedicated webpage with maps, computer-generated images and responses to 'frequently asked questions';
- an online survey to obtain the public's opinion on the proposed location of the bridge and the emerging design;
- a consultation email delivered on 8 November to statutory consultees, MPs, local councillors, the Bridge Steering Group members, adjacent landowners and local river users.

2.4 In addition to the above, four hosted 'drop-in' events were held at the following locations to allow the public to discuss the proposals with the project team in person:

- Trent Basin sales office – 15 November
- Lady Bay Scout Hut – 16 November
- Loxley House – 17 November
- Rushcliffe Arena – 18 November

2.5 A total of 1192 responses to the survey were received and the results are summarised as follows:

Q: To what extent do you support the proposal for the new Waterside pedestrian and cycle bridge?

- | | |
|---------------------|-----------|
| • To a great extent | 72% (854) |
| • Somewhat | 11% (134) |
| • Not at all | 11% (128) |
| • Very little | 6% (70) |
| • I have no opinion | 0% (3) |

Q: How strongly do you agree or disagree with the proposed location for the Waterside pedestrian and cycle bridge?

- Strongly agree 36% (429)
- Agree 29% (344)
- Strongly disagree 13% (159)
- Disagree 13% (152)
- Neither agree nor disagree 9% (104)

2.6 The results show a high level of support for the bridge and 76% (894) of respondents either liked or strongly liked the bridge design. Respondents were also asked about their likely usage of the bridge and 48% responded to say that they would use the new bridge as both a cyclist and a pedestrian with a further 12% saying they would just use it as a cyclist and 21% as just a pedestrian. 16% said that they would not use it.

2.7 Respondents were also provided with a 'free text box' to provide any other comments. A wide range of views were recorded and these are summarised in Appendix C.

2.8 In the 'drop-in' events held, certain issues emerged for further investigation during detailed design. On the north bank, the residents were keen to understand the impacts of the bridge both on their views out over the river and of bridge user's views into their properties. They were also keen to understand the proposed routes to and from the bridge both through the existing development and through the proposed development site. Whilst the majority of residents who attended the event were in favour of the bridge, some felt that it would be better situated at Poulton Drive as they felt it would reduce the impact on their river view and help accelerate the redevelopment of the wider Waterside regeneration area.

2.9 On the south bank, the concerns surrounded ecological impacts during construction, providing a path that was useable all year round and ensuring safe onward connecting routes to Lady Bay and West Bridgford beyond. Work to address many of these issues has already commenced but will be considered in greater depth once a principal contractor has been appointed to work up the detailed design.

3. Other options considered in making recommendations

3.1 To apply for planning permission to build the new bridge at Trent Lane or Poulton Drive: three potential bridge locations to the east of Lady Bay Bridge were considered, at Trent Lane, Poulton Drive, and Trent Basin. Trent Lane was discounted due to complex engineering concerns, potential impacts on existing residents and the need to remove sensitive trees on the south bank. A bridge at Poulton Drive was achievable, but did not offer the same connectivity benefits that the Trent Basin location will provide. For these reasons, this option was rejected.

4. Consideration of Risk

4.1 The decision to submit the planning application is considered low risk. However, the potential outcome of the planning process remains a risk.

- 4.2 The wider project risks include the potential for cost escalation due to the rising price of materials, particularly steel. To mitigate this, an uplift to cost contingencies has been applied at this stage. A further risk includes delays to project delivery due to materials shortages and long lead times for steel.
- 4.3 Land and highway agreements remain a risk to project delivery, however, early discussions have been held with the land owners involved. In terms of the future maintenance of the bridge asset, Bridge Managers from both the City Council and NoCC have been involved with the emerging design and have inputted regarding future maintenance requirements. They will continue to be involved during detailed design in order to reduce future maintenance costs. Discussions are at an early stage with NoCC regarding the potential to include the bridge asset into the existing cross-boundary agreement that exists between the two Councils that covers the neighbouring Lady Bay Bridge and Trent Bridge.

5. Finance colleague comments (including implications and value for money/VAT)

- 5.1 The Transport Capital Programme has set aside £9.3 million of funding from the successful Transforming Cities grant for this proposed new bridge. As this is already within the approved programme, it does not require endorsement by the Capital Board and, due to this scheme being entirely funded from a third-party grant, it is exempt from the amended scheme of delegation.
- 5.2 In relation to the maintenance of this new bridge, the Head of Transport Strategy has confirmed that, once the bridge has been completed, the annual Local Transport Plan grant awarded to the Council will be adjusted to take account of this additional bridge. Therefore, all ongoing maintenance is expected to be funded from this resource.
- 5.3 Under the terms and conditions of the Transforming Cities grant, the expenditure has to be incurred by a set date. Prior to contractually committing, the Project Team is required to be satisfied that the bridge can be delivered within this timeframe, including adequate contingency. If the project cannot be delivered within the terms of the grant conditions, the Project Team is required to obtain confirmation from the grant-awarding body in relation to expenditure slippage, protecting the Council from grant clawback and potential capital funding pressure.

Advice provided by Tom Straw, Senior Accountant – Capital Programmes, on 13 December 2021.

6. Legal colleague comments

- 6.1 At this stage, it is anticipated that there will need to be further legal property work undertaken in relation to confirming the identification of the relevant land owners (registered at the Land Registry or otherwise, if it relates to any unregistered land) with whom agreements would be needed, to construct and over-sail such a bridge.
- 6.2 Legal Services would recommend that up-to-date legal due diligence is undertaken to confirm the respective landowners and to engage with them and their respective legal advisors early, to agree broadly the types of legal agreements that the Council

would require and the landowners would be prepared to offer to deliver this project. These could potentially be a mixture of freehold transfers of land, deeds of easement, leases and or licences depending upon the nature of each land interest and land owner in question. It would be advisable to engage support from Property colleagues in discussions with the land owners in question.

- 6.3 Legal Services would also advise that it is most likely (and probably not unreasonable) that the relevant land owners may require their legal costs to be met in agreeing such documentation. Therefore, so those costs should be factored into the overall budget for the project.
- 6.4 Otherwise, at this stage, there do not appear to be any other legal issues of concern to highlight.

Advice provided by Mick Suggett, Solicitor – Conveyancing Team Leader, on 8 December 2021.

7. Procurement colleague comments

- 7.1 Approvals to procure the works and services required to deliver the scheme were granted on 16 June 2020 to the value of £9.275 million. The Procurement team will now work with the client to ensure that all procurement activity is carried out in accordance with the Council's Contract Procedure Rules and Public Contract Regulations.

Advice provided by Sue Oliver, Places Category Manager, on 3 December 2021.

8. Equality Impact Assessment (EIA)

- 8.1 A further EIA is not required because this project has an existing EIA, which was prepared as part of the report to the 16 June 2020 Executive Board meeting. The EIA will be updated following the scheme's progression through the planning system.

9. Data Protection Impact Assessment (DPIA)

- 9.1 A DPIA is not required because this report has no data protection implications.

10. Carbon Impact Assessment (CIA)

- 10.1 The bridge will provide the opportunity for new sustainable trip-making options, which will reduce vehicle trips and the associated exhaust pipe emissions. A full assessment of the carbon impacts of the bridge construction is being carried out and this will be evaluated against the carbon savings from vehicular trips.

11. List of background papers relied upon in writing this report (not including published documents or confidential or exempt information)

- 11.1 None.

12. Published documents referred to in this report

12.1 Transforming Cities Programme – report to the Executive Board on 16 June 2020

<https://committee.nottinghamcity.gov.uk/ieListDocuments.aspx?CId=177&MId=8431&Ver=4>