

DRAFT FOR CONSULTATION

Cinder Track

Restoration Plan 2018



Introduction

The Cinder Track is a permissive bridleway which runs from Whitby passing through communities such as Robin Hoods Bay and Ravenscar on route to Scarborough. The track is wholly owned by Scarborough Borough Council apart from Larpool Viaduct which is owned by Sustrans.

The track runs through fabulous scenery and provides a well-used, well-loved urban and rural multi user environment for both leisure and commuting. The very nature of the track and the changing landscapes through which it passes places a significant challenge for its on-going maintenance and future restoration.

Scarborough Borough Council has committed, in planning policy INF4 of the local plan, to the protection and development of the track as a recreational route as well as its promotion as a sustainable commuting route.

The track has suffered from a lack of maintenance for a number of years and is now in poor condition along most of its length. The drainage alongside the track is largely blocked and the track surface has eroded to such an extent that in a number of places the track has in itself become the drain further exacerbating the erosion problem. There are a number of sections of the track that are all but impassable in winter to all but the hardiest of walkers.

With the minimal budget for maintenance, we are at a crossroads when it comes to the track and the status quo is not an option – leave the track as it is and it will gradually erode further and become more overgrown; investment in the track is necessary to preserve this valued resource for years to come

The importance of the track as a wildlife corridor should also not be underestimated and must be protected and preserved.

Notwithstanding the benefits of such a restoration, I must also recognise the concerns that have been raised by a large number of individuals and groups over restoration proposals in the past. These concerns are genuine and the strength of feeling demonstrates how well-loved the track is.

In my view, the track presents an opportunity which should not be missed. Access to well-made and maintained walking and cycling routes are a priority to assist with tackling the public health crisis in this country and in addition similar tracks across the country have demonstrated the welcome boost to the tourist and rural economies that such a development can deliver.

It is vital that all these aspects are incorporated into a comprehensive plan which will ensure that the splendour of the Cinder Track can be enjoyed by many generations to come.

Signed

The journey so far.....

A short history

1872 Construction started on a new Scarborough to Whitby Railway Line
1885 First passenger trains ran on the line
1965 Line closed under the Beeching Review
1970's Track purchased by Scarborough Borough Council and usage policy approved
1991 Development brief prepared to develop line as a long distance recreational trail
1994 Cinder Track Issues & Options Strategy
1996 Costed action plan produced
2008 Connecting Communities Fund Application
2011 Cinder Track Action Plan published
2015 Coastal Revival Funding granted
2017 Sustrans Restoration Plan produced
2017 Application for map modification order

2018 review

Getting started

13 Sept 2017 Overview & Scrutiny Meeting to consider Sustrans Restoration Plan – working group convened
1 Nov 2017 First meeting of the Cinder Track Task Group

Getting stuck in

29 Nov 2017 Task Group Site Visit to the Cinder Track
Dec 2017 Work underway on new ecological principles for the track
12 Jan 2018 Task Group Site Visit to Tissington Trail, Peak District
19 Jan 2018 Task Group Meeting
8/9 Feb 2018 Informal consultation with key local stakeholders
April 2018 Partnership approach with the National Park on volunteering
11 June 2018 Task Group Meeting

Getting there

Sept 2018 Draft Restoration Plan published
Sept 2018 Informal consultation events held with key stakeholders
18/20 Sept 2018 Formal consultation event with key stakeholders
31 Oct 2018 Final Restoration Plan considered by Overview & Scrutiny Board
11 Dec 2018 Restoration Plan considered by Council's Cabinet
7 Jan 2019 Restoration Plan considered by Scarborough Borough Council
Feb 2019 Planning application submitted to North York Moors National Park



“We are at a crossroads when it comes to the track and the status quo is not an option – leave the track as it is and it will gradually erode further and become more overgrown; investment in the track is necessary to preserve this valued resource for years to come”

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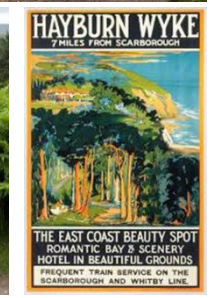
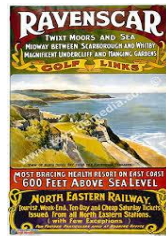
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01 Map



02 Inspiration

- *Spectacular Landscapes, History & Heritage*
- *Designing with nature not against it*
- *Urban commuting & rural tranquillity*
- *Access for all*



03 Strategic Context

The Borough Council owns the land over which the Cinder Track runs and access is currently enabled due to the designation of the route as a permissive bridleway. The route forms part of National Cycle Network (NCN) Route 1 and the European North Sea Cycle Route. A Management Strategy was developed in 1995 and an Action Plan in 2011, however, competing interests, uses and funding priorities have prevented a coordinated and comprehensive restoration plan to date.

The Borough Council's Corporate Plan sets out a number of strategic priorities with a vision:

1. To have a safe, happy, healthy population, with people who feel valued and included
2. To protect and improve our environment, now and for the future
3. To develop a prosperous and innovative borough, with a highly skilled and aspirational workforce
4. To be an efficient and effective Council that is financially sustainable for the future

Supporting these priorities are number of key strategic aims including:

- People are healthy, with high levels of participation in sports, leisure and cultural activities, contributing to both mental and physical wellbeing
- Clean, well maintained and managed streets, parks and open spaces
- Develop Sustainable Tourism which is high quality, varied and all year round

The Cinder Track is also specifically referenced in the Council's adopted local plan in Policy INF4.

Scarborough Borough Council Local Plan Policy INF4

The Cinder Track, as shown on the Policies Map, will be protected and developed as a recreational route as well as promoted as a sustainable commuting route. Proposals within the vicinity of the Cinder Track will have to demonstrate that it will not harm the character, integrity or amenity value of the route. Proposals that meet these criteria and have accessible routes onto the Cinder Track will be expected to demonstrate how this sustainable route can be utilised and contribute to improvements designed to increase recreational use and sustainable commuting.

The Cinder Track runs between Scarborough and Whitby passing through the North York Moors National Park for the part between Cloughton and the outskirts of Whitby. It is the route of the former Scarborough to Whitby Railway Line and is a natural green corridor with valuable wildlife and habitats along its length. The Cinder Track has long been an important recreational feature and is well used by walkers, cyclists and horse riders. It remains of great potential for further improvements to benefit both residents and visitors to the area. This attraction benefits from the views to and from it and development which would harm the sensitive sections of the Cinder Track should be resisted.

In addition to being an asset for recreational purposes, the Cinder Track offers the opportunity for more sustainable travel modes (walking and cycling) into the towns of Scarborough and Whitby for work, education, leisure and shopping from the suburbs and nearby rural villages. These routes are currently underutilised for such purposes and greater usage should be encouraged wherever possible through improvements.

A means of increasing usage is to ensure that any new developments within reasonable proximity to the Cinder Track actively promote its use as an alternative to road based transport and thereby relieve pressure on the local highway network, provide appropriate access whilst not adversely affecting the integrity of the line and, where appropriate, contribute to improvements to the Cinder Track. The proposed housing allocations within reasonable proximity to the Cinder Track in Scarborough, Whitby and Scalby and within the villages of Burniston and Cloughton will be expected to make a contribution through a Section 106 Agreement to the improvement of the Cinder Track. Such improvements would be determined in consultation with the Borough Council and the Cinder Track Steering Group. Likely improvements could include the attainment of a well-drained surface, suitable for use by pedestrians and cyclists, with a minimum width of 2.5m; and the installation of street lighting along the urban section of the Cinder Track between Scalby and central Scarborough. This should also form part of any required Travel Plan.

The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales:

1. Conserve and enhance the natural beauty, wildlife and cultural heritage
2. Promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public

When national parks carry out these purposes they also have the duty to:

- Seek to foster the economic and social well-being of local communities within the national parks

The North York Moors National Park Authority transfers these duties into a business plan which identifies a number of key strategic priorities. These are:

- Establish effective wildlife corridors in the National Park.
- Increase the profile of the North York Moors to achieve the Second Purpose [promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public] and support the local economy.
- Inspire young people to understand and experience the North York Moors and be actively involved in its future.

The proposals outlined within this plan clearly support the delivery of these strategic objectives and seek to promote the ecological management of the track, support the local economy and increase the profile of the area.

The North Yorkshire and Cleveland Heritage Coast Management Plan 2015-2020 sets out a number of key principles for the management of the coast and makes specific reference to the Cinder Track.

- When managing the rights of way along the Heritage Coast it is important to remember the sometimes differing requirements. Visitors and residents use the network in different ways whether it be long distance walking, horse riding or cycling and many need easier access facilities, such as wheelchair or pushchair friendly routes.
- Key Principle 7 Continue to manage recreational routes such as the Cleveland Way and Cinder Track to ensure they are easily accessible, promoted, monitored and maintained.
- Key Principle 8 Work with the relevant authorities to enhance the condition of the Cinder Track without degrading the natural environment in which it lies.

There are also clear public health benefits which could be delivered as a result of the restoration of the Cinder Track.

National Institute for Health and Care Excellence guidelines PH41 (Sustrans 2017)

The gives details and guidance on the benefits of walking and cycling. Increasing how much someone walks or cycles may increase their overall level of physical activity, leading to associated health benefits. These include:

- Reducing the risk of coronary heart disease, stroke, cancer, obesity and type 2 diabetes.
- Keeping the musculoskeletal system healthy.
- Promoting mental wellbeing.

An increase in walking or cycling can also help:

- Reduce car travel, leading to reductions in air pollution, carbon dioxide emissions and congestion.
- Reduce road danger and noise.
- Increase the number of people of all ages who are out on the streets, making public spaces seem more welcoming and providing opportunities for social interaction.
- Provide an opportunity for everyone, including people with an impairment, to participate in and enjoy the outdoor environment.
- Several recommendations were given including that walking and cycling be considered alongside other interventions when working to achieve specific health outcomes in relation to local population (such as reduction in risk of cardiovascular disease, cancer, obesity and diabetes or the proportion of mental wellbeing).

It also recommends actions for local authorities, national park authorities, local enterprise partnerships and other agencies 'ensure high strategic plans and policies support and encourage both walking and cycling' including a 'commitment to invest sufficient resources to ensure more walking and cycling'.

A number of restored trails across the country have also delivered significant economic benefit following restoration works. Good examples would include the Tissington and Monsal Trails in the Peak District, the Tarka Trail in Devon and Camel Trail in Cornwall.

The restoration of the Cinder Track would deliver economic benefit which would wholly accord with one of the key strategic aims of the York/North Yorkshire/East Yorkshire Enterprise Partnership with a focus on rural communities.

York/North Yorkshire/East Yorkshire Enterprise Partnership

Large parts of our area are rural. Achieving growth in these areas requires consideration towards how we can grow economies in sustainable ways that protect their natural beauty. We also need to bridge the disconnect between rural communities and urban centres. Intrinsically linked to our priority of creating a well-connected economy, we will continue to support rural economies by ensuring excellent digital and mobile connectivity, improving transport links, using new housing to sustain balanced communities and enabling the areas natural beauty to drive rural jobs.

A study undertaken into the economic impact of the Devon Trails suggested a gross value added of £5.8m into the local economy as a direct result of the trails which share similar characteristics to the Cinder Track.

Devon CC Economic Impact Model for Cycling and Walking Trails (Sustrans 2017)

In September 2015, Devon County Council (Devon CC) commissioned consultants SQW to develop an economic impact model and analysis for three landmark cycling and walking trails in the county: the 21-mile Drake's Trail (from Tavistock to Plymouth and incorporating the Plym Valley Trail), the 16-mile Exe Estuary Trail (from Exeter to Exmouth and Dawlish Warren), and the 30-mile Tarka Trail (from Barnstaple to Braunton and Meeth).

Using data from automatic cycle counters, manual counts, intercept surveys, business surveys and other sources, SQW have calculated that for the year October 2014 – September 2015, the economic impact of these trails is as follows:

- Trail trips 540,000 of which 72% were leisure users
- Ave. cycle commuter round trip 9.7 miles
- Trail user expenditure £9,300,000
- Business turnover £13,400,000
- Gross value added £5,800,000
- Employment 200 FTE jobs
- Additionality £2,900,000

Building a Future: a Visitor Economy Strategy for the Borough of Scarborough (2014 - 2024), sets out key priorities for tourism. These include:

- target existing and new markets with growth potential, “encourage more sports and leisure tourism related activities outside of the main season”
- develop a year round product that meets market demand, including “renewed focus on the long distance walking and cycling product”
- ensure a high quality environment through improvements to key sites, including access to a network of rights of way, footpaths and bridleways.

The economic benefit derived from people using a promoted route for leisure and tourism cycling and / or walking and horse-riding and spending money on a range of local goods and services is well understood. Looking at examples in the North of England, the Way of the Roses Coast to Coast cycle route between Morecambe and Bridlington was reported to provide “*a valuable economic benefit to the local economy; open for just two years it already [...] generates approximately £3 million to the local economy and supports approximately 60 FTE jobs*”. Way of the Roses Economic Impact Report – Sustrans (September 2012)

The Hadrian's Wall National Trail, opened in 2003 with significant lengths of new access, has seen walker numbers double, with around £5million spent locally by visitors on the trail (Natural England 2007). This highlights the potential positive impact of the ‘walking’ economy and confirms the importance of ensuring that the Cinder Track continues to be a track accessible for walkers post restoration.

Research undertaken by Bristol City Council in 2010 suggests that encouraging walking and cycling delivers a great return on investment. Studies on the economic benefits of walking and cycling interventions revealed an average return of £13 on every £1 invested. In the UK, the return is as high as £19 for every £1 invested.

The Cinder Track is currently a permissive bridleway which attracts a broad range of users including walkers, cyclists, horse riders, disabled users, dog walkers, vehicular access for domestic properties, agricultural access and commuting. Balancing the needs of such a range of users can be challenging and conflicts have the potential to occur. Analysis of recent consultation responses indicates that the majority of users are walkers (74%), with cyclists (59%), dog walkers (37%) and horse riders (6%) making up the significant minority. The cumulative figure exceeds 100% which supports previous work which has suggested that individuals make use of the track for more than one purpose.

The Track has been broadly managed over the last decade by a Management Board consisting of representatives from Scarborough Borough Council, Sustrans, the North York Moors National Park, Friends of the Old Railway, Groundwork and Whitby Gateway.

04 Restoration principles

“Maintaining the rural/calm character of the wider track and promoting sustainable commuting to the urban centres”

A number of key principles have been developed which will shape the future restoration plans for the Cinder Track. These principles have been used to develop the detailed restoration proposals identified in the appended maps and costings summary. The principles are set out below.

Surfacing and drainage

- Locate, clear out and repair minor drains and ditches
- Carry out a condition survey of all major drains and culverts
- Develop a routine programme of drainage maintenance
- Remove undergrowth which is obstructing drains with due regard to ecological principles set out in this plan
- Repair eroded track surface, building up levels and returning from concave to convex profile
- Wherever possible, maintain the current track width to create a meandering style track appropriate to the rural area. Track width will be dictated by local conditions, taking account of vulnerable flora/habitats that could be impacted and the likely rate of usage in each location. In many rural areas of the track a width of 1.5-2m with passing places is acceptable.
- Tarmac will not be used in rural areas where there is no vehicular traffic. This applies to all of the National Park section except where there is regular, legitimate vehicle use. A sealed tarmac surface will only be used in the following locations:
 - from the northern end of the track at Southend Gardens to Larpool Viaduct
 - the short section of track from Station Car Park Robin Hoods Bay to the Yorkshire Water works south of the village
 - the short section of track at Stoupe Brow to maintain access for residents to two properties
 - the southern end of the track through the urban areas from Station Road, Scalby to the track end at Sainsbury's Car Park

- Use of Ultitrec surfacing material for all other areas of the track, excepting that;
 - In limited areas where parallel drainage is not appropriate/feasible, open-stone asphalt may be appropriate.
 - Road planings may be used in some areas as long as well compacted on application and measures are taken to minimise the washing of planings into ditches.
 - Local geology is complex but contains significant calcareous elements meaning that use of limestone on the line would be appropriate and could well be the optimum surface in some areas, particularly close to sensitive flora.

Ultitrec is an inert material with a consistent, neutral appearance and can be used in a variety of locations such as woodland paths, canal towpaths, footpaths, cycle ways, public parks and golf

ULTITREC

The 100% recycled pathway material

courses. It has a similar appearance and texture to the existing cinder surface and is easily laid and repairable. Ultitrec is widely used throughout the UK for footpath restoration, notably by the entire Peak District Rail Trail Network. It is a 20mm down product which is easy to handle and compact, providing a firm, even surface for pedestrians and cyclists. By using recycled road arisings rather than primary aggregates, Ultitrec helps to reduce waste and conserve scarce resources. More information can be found in the background section of this report.

- During construction/maintenance works, due care and diligence will be practised to ensure that materials are not stored on areas of high ecological value. Ideally specific locations will be identified in advance of works where materials can be stored without causing undue harm.
- Where the Track passes through areas of high ecological value (such as Ancient Woodland), construction and maintenance vehicles and machinery will not be driven onto verges. If the track is not of sufficient width for a vehicle, a single route will be used, maximising distance from trees or valuable flora and minimising the length of verge affected. Ideally

such locations will be identified in advance as for storage of materials and any particularly sensitive areas marked to be avoided.

- A restored track to be of a meandering style of varying width. Regular passing places to be installed in narrow areas to reduce potential conflict between track users.
- Measures including chicanes and gates to be installed in areas where there is the potential for speeding cyclists to conflict with other track users.

Structures and lighting

- Undertake a condition survey of all bridges, structures, fences and major drains
- Install low level, 'bat friendly' lighting at the two urban ends of the track from Sainsbury's to Station Road, Scalby and Larpool Viaduct to Southend Gardens, Whitby
- Undertake a full refurbishment and open up Ravenscar Tunnel to provide a continual road free route through Ravenscar. This work will be undertaken with due regard to ecological survey and impact
- Construct a new visitor centre, public toilet, commercial concession space in place of the existing toilets at Station Car Park, Robin Hoods Bay which meets all of the North York Moors National Park planning requirements.

Access

- New steps, ramps and paths where desire lines currently exist or useful links could be made with existing routes to provide an integrated network of rural paths
- Improvements to existing steps, ramps and paths where obstructions to access have been identified.
- A commitment to providing access for all users at major access points. The Cinder Track provides a level access easy route for people with disabilities and this must be embraced and enhanced into the future. Gates will be designed in accordance with British Standard 5709:2018 and be non-self-closing with easy reach latches/handles to ensure that access is maintained for wheelchair users and horse riders.
- New and improved car parking areas, particularly at Cloughton Station, Ravenscar, Fyling Old Hall Station and Robin Hoods Bay
- Restrict recreational vehicle access along the track in all locations whilst

maintaining agricultural access; access for emergency services; access to properties/land with access rights; access for track maintenance

- New and improved 'horse friendly' bridle gates at road junctions, major farm crossings and areas where vehicular access is restricted
- Existing grass strips alongside the track for horse riders will be retained where practical to do so. Due regard to be given to providing sufficient height clearance to enable safe horse riding.



Information, signage and facilities

- Retain the distinct branding of the Cinder Track and ensure uniformity in design of street furniture and signage
- Implement a code of conduct for all track users which is widely promoted on track signage and available on a mobile phone app.
- Install cycle racks at key locations along the track
- Install appropriate signage to local businesses/other local routes/points of interest
- Review provision of litter and dog waste bins along the track
- All signage to be installed that is appropriate to the local environment
- Increased signage on the urban ends of the track to provide clear traffic free routes to key locations
- Install additional interpretation panels at key locations of interest
- Work with local businesses to install facilities for walker and cyclists

Ecology

The Cinder Track is of great importance to wildlife. The track continues to have a very varied flora and fauna including mosses, fungi, lichens, grasses, wildflowers, shrubs, mature trees, invertebrates, mammals, birds, reptiles and amphibians. A recent Sustrans draft restoration plan included a comprehensive desk based ecological survey which made a desk-based assessment of the known and potential ecological baseline along the route, assesses the potential impact from path improvement works and considers what a long-term habitat management plan should aim to achieve. This has been extrapolated further into a set of specific ecological principles as below with due regards to the new proposals contained within this plan. It is recognised that these principles are based on a habitat survey undertaken in 2012 and these principles will be refreshed following an update of the phase 1 habitat survey to be undertaken in 2018/19.

Woodland/trees

- Ancient Woodland - Where Ancient Woodlands are adjacent to the track, track width will not be increased, and all works must be planned to protect the vulnerable habitat and soils. There are a number of woodland patches on or close to the Cinder Track that are designated as Ancient Woodland. Disturbance of root systems, alteration of drainage or disturbance of soils are particularly damaging in these habitats that have evolved over many hundreds of years.
- A general assumption will apply that trees are retained and worked around (e.g. with regard to track width and location of cross drains etc.) and only taken out where it is not possible to find an alternative solution.
- Trees that are removed will be replaced on a ratio of 2:1 or greater, so that there is a net increase in tree cover.
- Replacement trees should be planted a minimum of 2-5 years prior to felling in the majority of areas to allow establishment time of replacement tree canopy. The exception is where urgent felling is required for safety reasons.
- Replanting should, where possible, be set back further from the line of the track than the trees being replaced to reduce management problems in the future provided that important open habitat is not planted.
- If there is no suitable habitat for replanting trees nearby, then the trees

can be sited in other locations except where the track forms the key woodland connection or provides shade essential for notable associated flora (e.g. Helleborines). In these cases trees should be planted so as to maintain that key connection/habitat, even if next to the track.

- Most trees that may be removed are Willow, but replanting should be of a diverse mix of species including a proportion of long-lived species such as Oak and Wych Elm as well as flowering and fruiting scrub species to provide nesting cover, foraging for pollinators and food for native birds and mammals.
- Tree planting will not be carried out on grasslands of botanical value, where the flora of interest would be reduced by the increased shading and leaf litter input.



Vegetation Management

- Cutting of vegetation should ideally be avoided between May and July (in open areas) and between March and June (in wooded areas) to allow plants time to flower and seed. Where a cut is essential during these periods for safety or other legitimate reasons, then the cut should be incomplete leaving some parts of the verge uncut to provide forage and seed source.
- No vegetation should be cut where the track runs through Ancient woodland unless coarse vegetation has established and is smothering other plants and crowding the track.
- Bramble and other coarse vegetation should be managed along the line on a rotation basis (different sections each year). This must be outside of the bird breeding season.
- A Habitat Management Calendar will be used for all other locations where area-specific management plans are not in place, or may be used as a starting point for creating tailored area-specific plans.



Specific sites of ecological value (North-South)

Sensitive sites along the track should have area-specific management plans to secure their ecological value. Detailed management actions for these sites are included on page 21 of this report. These specific areas are:

- Larpool Wood and Cock Mill Wood
- Hawsker sidings
- Middlewood Lane
- Howdale Wood and Alison Head Wood
- N Verge near Stoupe Brow
- Ravenscar tunnel
- Quarry farm, Staintondale to Hayburn Beck (incl. Staintondale station)
- Hayburn Wyke wood

Whitby Access

There is significant scope to improve the connectivity of the Cinder Track into the urban centre of Whitby. The development of links along the north and south banks of the Esk has been considered in a report entitled 'The Cinder Track – Whitby Access Study' authored by Sustrans, 2017. The report recommends a number of measures to improve access to the Cinder Track from the centre of Whitby and these proposals should be considered in conjunction with the wider Cinder Track plan.

Ensuring future sustainability

The Cinder Track annual revenue costs have been traditionally funded by the Borough Council and primarily raised through local taxation; however, there is an increasing move nationally to diversify the funding of parks and open spaces. Nesta (2013) 'Rethinking Parks' outlined a number of alternative funding models which could be considered for the future delivery of the Cinder Track.

Direct local authority contributions could continue so long as the Borough Council considers the provision of parks and open spaces to be a strategic priority to support the health and wellbeing of local communities.

Public sector grants and contributions have long been considered as an important source of additional funding to supplement local authority contributions. For the Cinder Track these could take the form of grants from Natural England (Countryside Stewardship), Heritage Lottery Fund, Big Lottery Fund, European Structural Funding (RDPE), Coastal Communities Fund for example.

A number of measures could be introduced to generate an income which can be used to offset the future maintenance costs for a restored track. These will include:

- The enhancement of pay and display car parking at various locations along the track
- The construction of a new visitor centre in Station Car Park at Robin Hoods Bay which will generate an income derived from rent paid by concession holders.

- Monies from s106 agreements could be used to contribute towards capital projects along the track
- Countryside Stewardship Schemes will be considered for sections of track edge and associated woodland which may fit the relevant criteria.
- Installation of memorial benches will also be considered, upon application, at specific sites along the track which do not affect the rural charm and character of the site.

Concessions and public events can provide a popular mechanism to improve current facilities through cafes, seasonal concessions and paid for events. These would have to be very carefully balanced against the restoration principles set out in this report.

Sponsorship and fundraising has often been undertaken in an ad-hoc manner, however a more structured approach to fundraising and encouraging funding through Corporate Social Responsibility schemes or direct sponsorship will be considered.

Voluntary and community partnerships provide a means to share or contribute to the financial burden of managing the track by drawing on the resources of community, user and friends groups. Support may be directly financial or in-kind providing a more diverse and locally based source of expertise.

Planning gain through the use of s106 arrangements could be used to contribute to capital projects along the track.

A social enterprise model or foundation trust could be developed around the Cinder Track with the ability to raise income and provide the necessary resources to maintain the track in perpetuity. Due consideration may need to be given to the provision of an endowment of an appropriate size to kick start such an enterprise and ensure its future viability.

It will be vital to engage with the voluntary sector as well to ensure future sustainability. The Friends of the Old Railway and Gateway are already established community groups with links to the track and it is envisaged that a financial investment in the track may see volunteer numbers rise. These volunteers will be coordinated in conjunction with the National Parks 'My

Volunteering' framework which ensures volunteer safety and coordinated work projects. In addition, full consideration will be given to the expansion of the very successful National Park Explorer Club programme to assist with the ongoing maintenance of the track and to fully engage with families and children as a key priority moving forwards. This is one example of best practice for community volunteering schemes and consideration will be given to other volunteering models as appropriate.

North York Moors National Park Explorer Club

The Explorer Club engages whole families in exploring and caring for the North York Moors. It was created by the North York Moors National Park Authority's Volunteer Service and works directly with families living both within and on the periphery of the Park. The National Park Authority is keen to expand these links to nearby urban communities.

Having signed up to the scheme families undertake a programme of conservation, countryside management research and play in the National Park, whilst studying for a John Muir Discovery Award. Having completed the 6-month programme they are invited to join various National Park programmes.

One of these is the Cleveland Way adoption scheme through which a family adopts a three mile stretch of the National Trail and makes visits to survey, report on and carry out basic maintenance such as drain clearing, vegetation cutback and litter-picking. Following a successful recruitment drive which offered the opportunity for other families and groups to get involved with the programme, it has proved so successful that all 109 miles of the National Trail have now been adopted. Feedback from the families and groups who have been adopting sections confirms that the scheme enhances health and wellbeing, improves family relationships and inspires young people about nature.

The cost of the future maintenance of the track cannot be underestimated. It is anticipated that an annual revenue budget of £70k be established to ensure future maintenance is financially sustainable. This budget would pay for a full time employee, an apprentice, a vehicle and associated plant and materials. This team would deliver planned and reactive maintenance to the track surface, local habitats, drainage and track side fencing.

Governance and Future Management

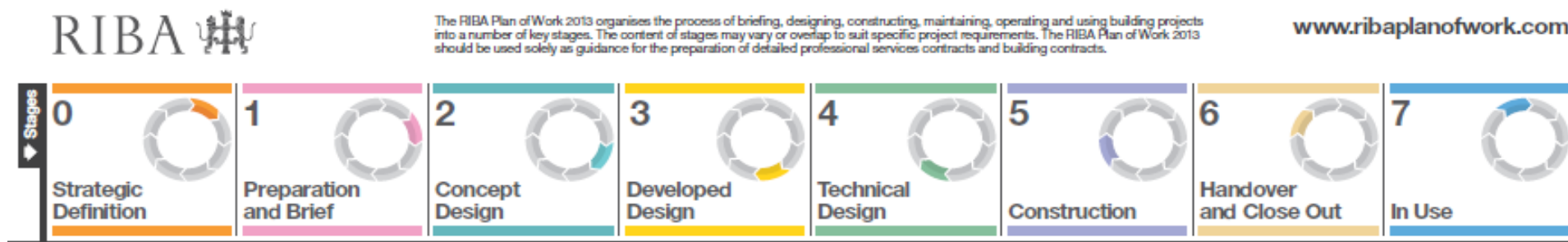
The bright future for the track will only succeed if all partners and stakeholders are engaged throughout. It is proposed to form a Governing Board with Management Committee to deliver the future management of the track. The Governing Board would meet once a year comprising Councillors and Senior Officers from SBC and NYMNPA together with a representative from the Yorkshire Coast Parish Forum.

The Management Committee would undertake day to day running of the track and members may be drawn from Friends /Sustrans/Gateway/Access Groups/SBC/NYMNPA and other key stakeholders.

05 Consultation

This page is blank. Responses to formal consultation will be summarised on this page once complete. All consultation comments will be appended to the report in full

06 Identified works



This restoration plan sets out a number of key restoration principles which have been applied to the following comprehensive list of works to be undertaken on the track as part of a capital scheme. RIBA set out a plan of works for such projects and this plan is at stage 2 'concept design' with detailed technical design to be undertaken as part of any future capital scheme. Whilst it would be most appropriate to consider one large grant funded capital project for the whole track, the linear nature of the track would allow for smaller capital improvement schemes to be undertaken if funding became available. The costs outlined in the table below are provisional at this stage as further detailed technical works will be required at stage 3/4 to refine the costs further.

Ref	Description	OS Grid ref	Resurfacing			Capital sum	Sub total
			Length	Cost per metre	Total Cost		
1	Better signage from Scarborough Town and Station to the Cinder Track				0	2500	2500
2	Sealed surface from Sainsbury's to Station Lane, Scalby		3126	35	109410		109410
3	Improved signage from Manor Road to the Cinder Track	TA 03004 88609			0	1000	1000
4	Restoration of artwork underneath Manor Road Bridge	TA 02950 88744			0	1000	1000
5	Widen existing path onto Woodland Avenue and install dropped kerb	TA 02918 88751	45	90	4050		4050
6	Implement mitigation measures to reduce use of desire line. Install short section of birds mouth fencing	TA 02883 88938			0	250	250

Ref	Description	OS Grid ref	Resurfacing			Capital sum	Sub total
			Length	Cost per metre	Total Cost		
7	Improve dropped kerb on access route to Fieldside	TA 02899 88977			0	500	500
8	Widen section across green space to 3m and add bollard lighting	TA 02854 89068	520	90	46800	5000	51800
9	Widen path to St Leonard's Crescent and improve access	TA 02774 89357	250	90	22500		22500
10	Path link to North Leas Avenue to be improved and widened to 3m	TA 02706 89664	160	90	14400		14400
11	Improve path to Cross Lane, widen, re-surface	TA 02492 89902	65	140	9100		9100
12	Improve access and surface link to Hillcrest Avenue	TA 02338 90454	80	90	7200	500	7700
13	Rebuild path through cutting to ensure access to Hillcrest Avenue	TA 01923 90248	110	140	15400		15400
14	Improve signage onto Station Road and resurface	TA 01525 90538	70	25	1750	500	2250
15	Improved signage across Station Road and warning signs for vehicular traffic				0	2000	2000
16	Improved signage on Lancaster Way	TA 01663 90905			0	1000	1000
17	Ultitrec surface from Lancaster Way to Ravenscar Station		12000	40	480000		480000
18	Improve gradient to gate and replace gate with access for all gate	TA 01715 90925			0	2000	2000
19	Replace bridge with wider accessible bridge	TA 01681 92449			0	25000	25000
20	Improved signage on Coastal Road				0	1000	1000
21	Ramp to reduce gradient and general improvements to access off Coastal Road	TA 01651 92706	30	90	2700	1500	4200
22	Re-surface car park at Cloughton Station and create new car and cycle spaces	TA 01145 94114	600	90	54000	10000	64000

Ref	Description	OS Grid ref	Resurfacing			Capital sum	Sub total
			Length	Cost per metre	Total Cost		
23	Improve access ramps onto Salt Pans Road	TA 01306 94799	240	50	12000		12000
24	Improved interpretation and access gates at Hayburn Wyke Station	TA 00694 96825			0	2500	2500
25	Improved interpretation and access gates at Staintondale Station. Include 'Slow- Children playing' signage	SE 99966 97785			0	2500	2500
26	Install concrete pad for farm crossing	SE 99302 98684			0	2000	2000
27	Install concrete pad for farm crossing	SE 99042 99286			0	2000	2000
28	Access to the radar station to be improved and cycle parking provided	NZ 98976 00587			0	5000	5000
29	Restoration of Ravenscar Tunnel and new path surface	NZ 98150 01488	750	40	30000	300000	330000
30	Ultitrec surfacing from Ravenscar to Bridge Holm Lane (except for item 32)		2200	40	88000		88000
31	Restoration of landslip	NZ 97338 01572			0	250000	250000
32	Resurface from Stoupe Brow Bridge to two domestic properties immediately to the north with sealed surface. Installation of two gates at either end to prevent unauthorised vehicular access	NZ 96051 01714	506	90	45540	3000	48540
33	Install gate at junction with road to prevent unauthorised vehicular access	NZ 94430 02846			0	1500	1500
34	Ultitrec surface from NZ 944 028 to Yorkshire Water pumping station at Robin Hood's Bay		4000	40	160000		160000
35	Improved parking and interpretation at Fyling Old Hall Station	NZ 94476 02970			0	5000	5000
36	Improve access and signage onto Middlewood Lane	NZ 94705 04247			0	5000	5000
37	Cycle Parking and Visitor Centre at Station Car Park, Robin Hood's Bay	NZ 95001 05485			0	300000	300000
38	Improve signage across the B1447	NZ 95065 05470			0	1000	1000
39	Install gate to slow cyclists on approach to Mount Pleasant	NZ 95237 05607			0	1000	1000
40	Ultitrec surfacing from Mount Pleasant to Larpool Viaduct		8000	40	320000		320000

Ref	Description	OS Grid ref	Resurfacing			Capital sum	Sub total
			Length	Cost per metre	Total Cost		
41	Concrete Pad at farm crossing	NZ 95618 06247			0	2000	2000
42	Improved signage at Bottom's Lane crossing including slow signs on main highway	NZ 93455 07795			0	1000	1000
43	Improved access ramp onto Rigg View giving better access to Stainsacre	NZ 91278 08527			0	5000	5000
44	Interpretation and general improvements to historic Monk's Trod which passes under the track	NZ 90827 08621			0	5000	5000
45	New link path to give access to new development and existing housing	NZ 89765 09219	270	90	24300		24300
46	Improved access with parking and gate to prevent vehicular access	NZ 89647 09497			0	5000	5000
47	Sealed surface from Larpool Viaduct to Stakesby Vale including ground works.		1082	90	97380		97380
48	Install low level bollard lighting from Larpool Viaduct to Stakesby Vale				0		0
49	Improve northern end of Cinder Track. Re-profile access ramp and remove end section of wall before school gate to create a sweeping turn. Install arch or other similar feature to indicate the start of the track. Replace worn fence to east of track	NZ 89295 10626			0	25000	25000
50	Improvements to signage together with heritage and ecological interpretation information along the track					25000	25000
51	Grant scheme for local businesses and accommodation providers to improve facilities for walkers and cyclists along the route					30000	30000
52	General improvements to structures, boundary fences and major drains following survey					100000	100000

Assumptions made for re-surfacing costs	£ per linear metre
Sealed tarmac surface path 3m wide	90
New drainage for sealed path	10
Groundworks for ramps etc.	50
Top dressing of existing sealed surface	25
Ultitrec surface and groundworks - estimate based on information from Peak District National Park which suggested £30k per km plus experience from works recently undertaken at Ravenscar	40

	£
Sub-total excluding project management and contingency	2676780
Contingency at 10% of project value	267678
Ecological mitigation works at 10% of project value	267678
Sub total	3212136
Project Management at 10% of project value	321214
Total	3533350

07 Background

This document sets out a plan for the restoration of the Cinder Track, also known as the Scarborough to Whitby Old Railway. It highlights how valuable the track is to the local area as a green space, recreational facility, wildlife corridor and traffic free transport route. This plan then assesses this value against local development strategies and the need for restoration alongside the current physical condition of the track infrastructure.

The result is a plan containing a comprehensive and complete package of improvement and management proposals which aim to make the best and most appropriate use of this valuable resource. It is intended that this plan is adopted by stakeholder organisations as the blueprint for the long term development of the track, providing a strategic vision which can be delivered over a number of years. It is also intended that this plan will form the basis of future grant funding applications.

The track today

Since its closure as a railway the track has been maintained as an informal path and, for most of its length, a permissive bridleway. The name 'Cinder Track' was adopted locally as the track bed was originally laid on cinders and clinker rather than the more traditional crushed stone.

The track is popular with both local communities and visitors allowing access to the countryside as well as local amenities. It passes through wonderful scenery and provides outstanding views over the landscape as well as providing an everyday connection between villages and towns. Despite being unique in nature, the track has seen little investment over the years and much of the infrastructure is in need of repair, restoration and renewal.

The major problem with the track's present condition is the surface drainage. In many places the original drainage systems are not working effectively and the track's cinder surface has been eroded to a concave profile, often down to the original stone sub-base, resulting in further erosion and an uneven surface. Similarly, in the Scarborough urban area, where much of the track has been

surfaced with bound aggregates, the path is broken up or in poor condition.

For most of its 21½ mile length the track never strays more than about a mile from the sea, much of which is Heritage Coast, and provides a stunning mix of landscapes and scenery. The majority of the track is within the North York Moors National Park and yet it also pushes deep into the town centres of Scarborough and Whitby. The track passes through several villages and old station stops as well as features of interest such as the Peak Alum Works, Ravenscar, Robin Hoods Bay and Hayburn Wyke.

The route is mostly off road and provides a safe and traffic free multi-user route that is an integral part of National Cycle Network Route 1 and the North Sea Trail, as well as providing a highly accessible traffic free route for short, local trips.

In the urban areas it serves as a popular path and cycleway linking housing, shops, schools and facilities, and also provides easy access to the countryside. In rural areas it offers a well-defined track popular with both locals and tourists.

Over the years improvements have been made such as a road crossing at Hawsker and Burniston, the purchase of Larpool Viaduct by Sustrans and subsequent incorporation into the Cinder Track, and recent resurfacing of the track south of Ravenscar and north of Robin Hoods Bay by the Borough Council. In addition voluntary organisations (Friends of the Old Railway and Gateway Whitby) have raised funding for and carried out localised improvements. However the overall standard of the track, in particular its surface, has deteriorated over the years and in many places it is now in poor condition

There has, however, been a historic lack of investment in the maintenance of the track. The track surface has suffered significant erosion, drainage channels are blocked and the track sides have suffered from a lack of direct management. This can result in some sections of the track being impassable during winter months. It should, however, be noted that in some areas this lack of direct management has resulted in the creation of important local ecosystems supporting local biodiversity and rare plant species. The importance of the Cinder Track as a wildlife corridor, stretching north to south should not be underestimated.

Tree growth along the track sides has also been unregulated and this has resulted

in large numbers of self-seeded trees growing along the track side. These trees have clear ecological benefit but also present track surface management issues as many are growing in the track drainage channels.

The final major problem with the track's condition is the boundary fencing which was inherited by the Borough Council when the track was purchased. There is a legal requirement for this fencing to be maintained to a stock-proof condition where required and the replacement of this fencing has not kept pace with its deterioration over recent decades and large sections are in need of renewal.

There is a widely held view amongst local people, organisations and track users that the track's potential is not being fully realised and more could be made of its popularity and usability through improvements, management and promotion. There is also widespread recognition of the huge potential benefits this could bring to the local area. It has long been recognised that to reverse the deterioration and to create and implement an effective management strategy will take substantial co-ordinated investment. It is vital, though, that any such strategy must give due regard to the rural character of the track; retain or enhance the current multi-user environment and be sustainable in the long term.

History

The Scarborough and Whitby Railway Line opened in July 1885, amid an era of intense railway building across Britain. By joining Scarborough and Whitby, the line provided the missing link in a network of railways built over preceding decades connecting Whitby, Pickering and Scarborough.

However, the line was not originally intended to connect to these networks and was first approved as a stand-alone track between Gallows Close and Whitby Abbey. Only an amendment to the original plans, adding the extraordinary structures of Larpool viaduct and Falsgrave Tunnel at either end enabled the full connection into the wider rail network.

The first proposal to build a line between Scarborough and Whitby arose in 1848, but it was not until 1865 that a scheme from the Scarborough and Whitby Railway Company (SWRC) was eventually approved by Parliament. This lengthy period was due in no small part to the exceptional physical challenges of building a railway along the coast which was beset with steep gradients, rugged cliffs, high moors and deep valleys.

In addition, the SWRC received consistent objections from their competitors, the giant North Eastern Railway (NER), who believed the line was unnecessary. IN 1865 the NER even built a short section of track at Rillington to improve journey times between Scarborough and Whitby on existing tracks, but this closed after only one year due to lack of custom.

Further difficulties of a financial nature meant that construction did not start until 1872; 25 years after the idea was first put forward. The financial problems worsened and progress was slow. By 1877, all work had ceased and did not resume until 1881 following the appointment of new engineers and the raising of significant additional capital.

The viability of the line was in question throughout its life due to low passenger numbers and the track was closed as part of the Beeching Report in 1962. The last passenger train ran from Scarborough to Whitby on 6 March 1965.

Two attempts were made to preserve the track in 1966 and 1967 but both failed.

The track was dismantled over the following years and in the mid 1970's Scarborough Borough Council purchased the track and permitted its use as an informal path.

To be appended:

- 1. Cost benefit analysis once final costings are established***
- 2. A map indicating the exact location of the restoration proposals***
- 3. Ultitrec brochure***
- 4. Consultation responses***

Ecological Management

Specific sites of ecological value (North-South)

Reference – North York Moors National Park 2017

A - Larpool Wood and Cock Mill Wood (NZ 90491 08749)

Ancient Woodland habitat adjacent to track in places. Retain existing track width and works to be carried out with specific care and diligence.

Hawsker sidings (NZ 94039 07613)

Calcareous species rich grassland, threatened by scrub encroachment, inappropriate timing of cutting and enrichment by grass cutting. This area would benefit from hay meadow management;

- 2 annual cuts in April and September.
- No cutting between May and August.
- All cuttings should be removed from the site (after the summer cut, the hay should ideally be left for a few days and then raked and removed) to prevent nutrients re-entering the soil.
- Surrounding scrub species should be managed annually (or as required) to limit encroachment on site but still maintaining a thicket like appearance for birds and other fauna
- Nearby grass verges of less botanical interest could be cut back in late summer, cuttings removed and the ground scarified (if needed) and spread with the hay produced from the sidings to increase the area of botanical value.
- Monitor to assess success of management and adjust if necessary.

B - Middlewood Lane (NZ 94571 03966)

Wooded cutting with a rich growth of broad-leaved helleborine and an extremely rare helleborine hybrid.

- Shade levels critical so woodland cover to be maintained at all times.
- Replacement trees of oak, elm and other species to be planted as soon as possible in areas where willow are considered vulnerable and may need to be removed to allow time to establish. Some light thinning of branches could be carried out to give these trees space to establish.
- Regular management of bramble and other coarse vegetation to be carried out in the winter months to reduce cover of field layer leaving some patches of bare ground.
- No lateral drainage to be inserted around the track to protect soils and tree roots. Potential to use open-stone asphalt in this area to permit through track drainage without eroding soils provided it is laid to encourage flow of water down centre of track not periphery.
- Light caging provided for the hybrid helleborine when flowering (if appropriate and not likely to cause increased risk to the plants) in the form of chicken wire wrapped around small posts or similar.
- Monitor to assess success of management and adjust if necessary.

C - Howdale Wood and Alison Head Wood (NZ 94522 02414)

Ancient Woodland habitat adjacent to track in places. Retain existing track width and works to be carried out with specific care and diligence.

D - Northern Verge near Stoupe Brow (NZ 95155 02380)

Old records of frog orchid not seen for some years probably to scrub encroachment and reinstated drainage.

- Cut back gorse and other scrub from the width of the verge on an annual basis (or as required) in autumn/winter.
- Mow verge in September and April to reduce sward height and remove cuttings.
- Assess
- Monitor to assess success of management and adjust if necessary.

E - Ravenscar tunnel (NZ 97962 01524)

Potential bat roosting habitat. More surveys are required to ascertain likely potential for bats. The East Yorkshire Bat Group have assessed the tunnel for the presence of bats and their initial findings are appended to this plan.

If to be opened for public access, a habitat assessment will be required to ensure that valuable habitats are not damaged, or that appropriate mitigation can be planned.

F - Quarry farm, Staintondale to Hayburn Beck (incl. Staintondale station) (SE 99648 98186)

Stretch of track with regular broad-leaved helleborine, plus species rich grassland at Staintondale station.

- Maintain woodland cover along the section as at present through planting replacement trees well in advance (5 years+) of intended felling.
- Manage coarse vegetation (bracken and bramble where occur) in mid-summer (bracken) or autumn/winter (bramble) to reduce field layer cover and encourage seeding of helleborine.
- Liaise with local residents who carry out current management of station to time cuttings appropriately to permit orchids and other desirable grassland plants to flower.
- Monitor to assess success of management and adjust if necessary.

G - Hayburn Wyke wood (SE 99883 97424)

Ancient Woodland habitat adjacent to track in places. Retain existing track width and works to be carried out with specific care and diligence

Generic Habitat Management Calendar – Cinder Track												
	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
ROUGH GRASSLAND -Verges, rough grass	Routine annual clearance of rough grass and ruderal vegetation may be done in this period. Be aware of potential for nesting birds from 1 st Mar.			Cut trackside verges to maintain useable width of track. Target narrow sections of route or encroaching vegetation.					Routine annual clearance of rough grass and ruderal vegetation may be done in this period.			
SPECIAL INTEREST GRASSLAND - e.g. species-rich grassland	Cut and remove work subject to weather if winter work incomplete.				Only cut verges etc. where necessary to maintain useable width or encroaching track.			Routine annual ‘cut and remove’ maintenance as indicated by botanical interest (after seed set of key species).		Management work possible in fine weather and dry ground conditions.		
SCRUB, GORSE, BRAMBLE etc.	Main period for scrub clearance work.				Main bird nesting season. Do not remove scrub gorse or bramble. (For exceptional reasons work may be carried out only after checks by a qualified ecologist to confirm no birds nesting)					Scrub work possible if no late nesting birds.		Main period for scrub clearance.
WOODLAND - Incl. lines of trees and hedgerows	Main period for tree and woodland work.		Main bird nesting season. Do not work on trees, scrub or hedges. (For exceptional reasons work may be carried out only after checks by a qualified ecologist to confirm no birds nesting)					Tree work possible if no late nesting birds.		Main period for tree and woodland work.		
TRACK SURFACE incl. ACCESS RAMPS	Check and clear any problem accumulations of fallen leaves.			Minor surface repairs – ruts, potholes etc.		Check and report damage or issues over peak visitor season.			Weed control on hard surfaces		Check and clear fallen leaves where present a slip hazard.	
DRAINS, GUTTERS, CULVERTS	Check for and report or clear blockages as they occur.			Cut ditch vegetation if flow impeded					Check for and report or clear blockages.			
									Ditch-sides can be cut.			
TRACK FURNITURE – gates, steps, stiles, signage etc.	Carry out checks for damaged signage, steps and track furniture. Repair or report.		Install new signage and interpretation before peak visitor season.			Check for vegetation obscuring signage and track furniture.			Carry out checks for damaged signage, steps and track furniture. Repair or report.			