

INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE

Committee Report

Public

Date of Meeting:

25th April 2002

Title:

CARLISLE AND CITY CENTRE BUS/RAIL INTERCHANGE AND

BUS PRIORITY

Report of:

DIRECTOR OF ENVIRONMENT AND DEVELOPMENT

Report reference: EN 057/02

Summary:

At its meeting on 7th March 2002 the Committee commented on the consultation from the County Council. A summary of the consultation and proposed way forward was considered by the Carlisle Transport Steering Group at its meeting on 17th April. The report will be forwarded to the County Council's Area Committee to consider without any specific recommendation from the CTSG.

A copy of the report is appended for information and Members' attention is drawn to this Council's response in Appendix 5 together with the County Officers' comments.

The Committee may wish to assess if their concerns have been adequately addressed.

M Battersby

Director of Environment and Development

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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: Min. Ref: IOS.27/02



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Summary

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CARLISLE TRANSPORT STEERING GROUP	Report No.
Meeting Date: 17 April 2002	
From: Director of Community, Economy and Environment	7 10

CARLISLE CITY CENTRE BUS/RAIL INTERCHANGE & BUS PRIORITY STAGE 3 CONSULTATION

1.0 EXECUTIVE SUMMARY

1.1 This report gives details of the third and final stage of consultation on the proposed Bus/Rail Interchange and Bus Priority Scheme, summarises the responses received and makes recommendations to progress the scheme (with amendments) to implementation.

1.1

2.0 POLICY POSITION AND BUDGETARY IMPLICATIONS

3.0 RECOMMENDATION

- 3.1 That the committee note the results of the questionnaire survey, the comments received and officer's comments and observations. (Appendices 3, 4 and 5).
- 3.2 That the committee approves the proposed amendments to the scheme and approves the progression of the scheme to award of tender stage. (Proposed scheme amendments contained in Appendix 2).

4.0 BACKGROUND

- 4.1 Consultation Leaflets (including the questionnaire) were distributed between 22nd February and 5th March 2002. Various techniques were used to target all those with an interest in the scheme. The strategy is summarised in Appendix 1.
- 4.2 Of the 10,000 leaflets printed it is estimated that approximately 8,000 have been targeted successfully. This includes direct mailing, handing out face-to-face to shoppers, bus passengers in queues, and drivers entering The Lanes car park. Leaflets were also available at the exhibitions and from buses on city centre routes.
- 4.3 By the end of the consultation period, (allowing for posting on the 22nd March), 406 questionnaires were received. This corresponds to a 5% reply, which is in line with national average for consultations of this type.

5.0 CONSULTATION RESULTS

5.1 A full breakdown of the results from the questionnaire including interpretive findings is included in Appendix 3. A summary of additional comments relating to the questions is included in Appendix 4. Further comments, from other sources (not the questionnaire), are summarised with officer's observations in Appendix 5.

- 5.2 The majority (56%) of respondents said they were, overall, in favour of the scheme.
- 5.3 Nearly half (43%) of those in favour had some reservations about certain parts of the scheme. The main concern was the proposed pedestrianisation of Citadel Station Forecourt/Court Square. The majority want short stay parking and/or dropping-off/picking-up places.
- 5.4 The second most disliked proposal was the additional bus lanes. Analysis of the figures show that of those objecting to the scheme, 45% never use the bus, and of those who do not want bus services and facilities improving, very few of them (12%) use the bus daily.
- 5.5 Conversely, of those who support the scheme and want improvements to the bus services, there is a much larger proportion of regular (daily) bus users.
- 5.6 Although 73% said they want bus services and facilities improving, a large number of people were referring to route and punctuality of services and the poor state and user unfriendliness of the bus station. Of the issues related to the scheme, there was most demand for better/more bus shelters and better information.
- 5.7 The vast majority (63%) of respondents dislike the proposal to remove all parking from Court Square/Citadel Station Forecourt. Further analysis of the data shows that those against the proposal mainly travelled to the station by car, and those in favour of it (30%) mainly travelled by bus, taxi, walked or cycled.
- 5.8 There was a slight majority (51% against 40%) of replies in favour of taxis being able to use bus lanes (with the exception of the contra-flow lane on Lowther Street). This proposal was also includes White Saloons but not private hire vehicles. Analysing the comments to this question shows a wide spectrum of comments for and against this proposal. Most significantly though, is Stagecoach support the proposal.

6.0 CONCLUSION

- 6.1 The results of the consultation show there is support for the scheme and appreciation of the benefits it will bring to public transport users, pedestrians and cyclists. There are, however, also objections over many of the proposals and to the scheme as a whole.
- 6.2 To allow the scheme to proceed, the objections needs to be addressed and amendments made to the scheme as considered necessary.
- 6.3 The main objection is the proposal for Court Square/Citadel Station Forecourt. It is considered necessary, in light of the overwhelming feedback, to provide short stay parking in this area. The principal aim of the original proposal should not be lost however, and improvements for pedestrians should also be incorporated. With this aim, a preliminary design has been prepared which provides parking (16 spaces out of the original 20), and an improved pedestrian route (See drawing in Appendix 6).
- 6.4 Other proposed amendments are minor changes additions to bus shelter locations and cycle lanes etc. These amendments are listed in Appendix 2.
- 6.5 A forward programme for the scheme proposals leading to implementation is enclosed at Appendix 7.

APPENDICES

- 1. Consultation Strategy
- 2. Proposed Amendments to Scheme
- 3. Results from questionnaire
- 4. Summary of Comments from Questionnaire
- Summary of additional comments and Officer's Response
- 6. Proposed redesign of Citadel Station Forecourt/Court Square

IMPLICATIONS

Staffing:

Electoral Division(s):

Executive Decision: Yes/N

Key Decision: Yes/No

Have the urgency procedures been used: Yes/No

BACKGROUND PAPERS

Carlisle Joint Committee 4 October 2001: Report No. 12 Carlisle Joint Committee 4 October 2001: Minute No. ???????

Contact:

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Carlisle City Centre Bus/Rail Interchange and Bus Priority $Public\ Exhibition\ and\ Consultation-25^{th}\ February-4^{th}\ March$

Appendix 1 to Agenda Item No CLC 17/4/02

Location	Operation	Day Time		People	No. of leaflets	Leaflet Store	
	Letters and leaflets to Members	Wed 20 th Feb		Shamus	70	Viaduct - Contact Shamus Giles 01228 606223	
examination of the second	Letters and leaflets to Interest Groups	Thur 20 th Feb		Shamus	35	Viaduct - Contact Shamus Giles 01228 606223	
	Letters and leaflets to Frontagers	Mon 25 th Feb		l person	75	Viaduct - Contact Shamus Giles 01228 606223	
Cumberland News	Press release and details	Fri 22 nd Feb		GH/ST	0		
Queues at bus stops & passengers alighting from buses at - English Street - Lowther Street (W) - West Tower Street - Lowther Street (E) - The Crescent	Hand out leaflets to passengers with brief explanation of proposals Circuit of bus stops with one person starting at English Street and one at West Tower Street	Tue 26 th Feb & Wed 27 Th Feb	08:00-09:00 10:00-12:00 16:30-17:30	2 people	1500	The Courts, English Street	
On all buses using English Street/Devonshire Street and West Tower Street	On approx 50 buses in leaflet holders (unmanned)	Mon 25 th -Fri 1 st Mar (or as long as leaflets last)	All day	none	3000	Bus info centre Lonsdale Street – (Contact Derek Scott 01228 822022)	
The Lanes/English Street pedestrian zone	Hand out leaflets to passing pedestrians with brief explanation of proposals	Mon 25th Feb Tue 26 th Feb Fri 1 st Mar Sat 2 nd Mar	11:00-15:00	2 people	2000		
Lanes Car Park	Hand out leaflets to motorists at barrier when coming into car park. No explanation required.	Sat 2 nd Mar	10:00-15:00	2 people	1000	In car in car park or in library information desk	
Library	Main exhibition with detailed plans on display. Shamus at library Wed and Friday	Mon 25 th Feb – Mon 4 th Mar	All day	none (except for SPG on Wed & Fri)	800	Library information desk	
Railway Station	Second exhibition with detailed plans on display	Mon 25 th Feb – Mon 4 th Mar	All day	none	800	Virgin Information Desk	
Bus outside Old Town Hall on English Street	Third exhibition with detailed plans on display	Thur 28 th Feb	10:30-16:30	SPG	400	On bus	
Spare leaflets	For people requesting further information	Mon 25 th Feb - Fri 22 nd Mar		SPG	320	Viaduct - Contact Shamus Giles 01228 606223	

Appendix 2 to Agenda Item No CLC 17/4/02

CARLISLE CITY CENTRE BUS/RAIL INTERCHANGE AND BUS PRIORITY PROPOSED AMENDMENTS TO SCHEME

1. Citadel Station/Court Square

- Amend design to include the existing disc parking area and most of the 20 minute waiting places in Station Forecourt (see Appendix 6).
- b. Include parking spaces for motorcycles

2. Cycle Lanes and Advanced Cycle Stop Lines (ASL)

- a. Remove the ASL at the top of Warwick Road
- b. Remove the ASL on Lowther Street at its junction with Devonshire Street
- c. Add an ASL on Scotch Street (Northbound) at its junction with New Drovers Lane
- d. Add an ASL on West Tower Street (Eastbound) at its junction with Scotch Street

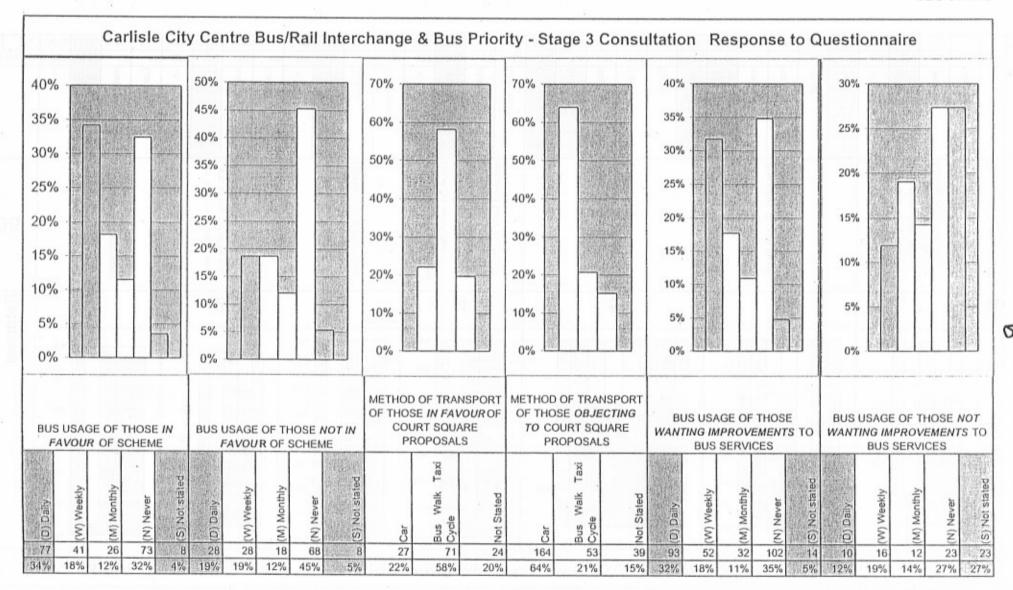
3. Devonshire Street

a. Move the bus shelter further west, towards English Street

Appendix 3

%	No. of replies	v	406		al No. of Questioinnaires urned
56%	s 229	~			2 2 3 4 5 60
% 39%	29 159	Z	Are you, overall, in favour		60% 50% 40%
4%		niether/no entry	of the proposed scheme to solve these problems?		
	24	Comments			医乳球 连锁 医乳球菌素
56%	226	<			50% 40% 30% 90%
31%	125	z	Are there any particular		
14%	55	niether	parts of the scheme you are oppposed to?	2	
	49	Comments			
73%	297	<			90% 90% 90% 90% 90%
16%	64	Z	Do you agree that city centre bus services and	w	
11%	45	niether	facilities need improving?		
	31	Comments			(1)
30%	122	~	Would you like to see the		70% 60% 50% 40% 30% 20% 10%
63%	256	z	Court Square/Citadel Station Forecourt area		
7%	28	niether	improved for pedestrians as proposed, with parking	4	
	39	Comments	removed from the front?		
50%	. 20	Car			
% 22%	2 89	Bus			0 00 00 00
21%	84	Walk	If you use the train, how	CJ	
28%	115	Taxi	do you travel to and from Citadel Station?		
6 2%	9	Cycle			
	70	none of the above			
28%	112	daily			140 140 120 100 80 40
19%		weekly			
12%	47	monthly	How often do you travel by bus to/from the city centre?	6	
36%	147	never			
	1 23	none of the above			
51%	207	~	On you think tayle /hlank		50% 40% 30% 20%
40%	162	z	Do you think taxis (black cabs and white saloons only) shouild be able to	7	
9%	37	niether	use bus lanes in the city (except the contraflow	7	
	24	Comments	lane on Lowther Street)		
	317		General Comments	8	
43%	-		THOSE SUPPORTING TH		0

Appendix 3 to Agenda Item No. CLC 17/4/02



Agenda Item No CAC 17/4/02

Carlisle City Centre Bus/Rail Interchange & Bus Priority

Comments/Complaints/Suggestions etc (not from questionnaires)

Appendix 5 to Agenda Item No CLC 17/4/02

No	Date	Name/Address	Contact Method & Tel No.	Comments	Officers Comments/Observations	Ideas/Suggestions
1	25/2	7 Devonshire Street, Cafe Le Gall	Telephone call 07802 165521	Does not like having bus lane on Devonshire Street. With no parking and buses running along nearside lane it will be very unpleasant for diners/drinkers on pavements. (Has licence for 12 tables)	There is limited waiting 6pm-8.30am Mon-Sat outside Café at present.	Consider moving shelter towards English Street
2	27/2	Not given	At exhibition	Is disabled and uses the bus to shop at Tesco's on Victoria Viaduct. Existing bus stop locations on Viaduct is very useful and does not want them moved	A comment expected from those using this bus route to shop at Tesco's. Leaving bus stop in existing locations will mean refuge will not be possible.	Consider leaving Inbound bus stop outside Tesco's and sacrificing refuge. Outbound bus stop causes more problems and the replacement on English Street is not as far as the alternative on Devonshire Street for inbound buses.
3	8/3	Mr Raymond Sharkey Premier Events and Travel (UK Ltd)	Letter 595900	Thinks the existing coach pick-up/set-down point (on The Crescent) is unsuitable. Supports the proposed point on Warwick Road outside the cinema. Also supports the proposed 24 hour taxi rank outside the post office on Warwick Road.	Positive response from a coach operator.	
4 =	7/3	John Mcmurray (personal comments) CE&E Lower Gaol Yard The Courts Carlisle CA3 8NA		Allow some cycling on English Street (before 10am and after 4pm) Toucan crossing facilities at English Street/Devonshire Street, Lowther Street/Lonsdale Street and The Crescent/Botchergate Extend the advance stop line across the full width of Devonshire Street Allow cycles on the bus lane on Warwick Road from Spencer Street to Hartington Place More cycle parking within Citadel Station Rather complicated access to Citadel Row from Warwick Road Lack of parking at Citadel Station could be controversial	Not considered as part of this scheme. CTC is pursuing matter with City Council. Space restriction and large number of pedestrians make this difficult or undesirable. Lack of continuity at either side of crossings on footways? Mistake on plan. ASL is full width Not part of scheme and as such have not consulted on it. Too late to add to this scheme, but proposal is feasible. Up to Virgin/Railtrack Yes, but Citadel Row is only for access (deliveries) and it is designed to stop inappropriate use. Yes. This may need to be redesigned.	
5	22/3	Mr Brian Porter County Representative CTC 16 Kells Place Stanwix CARLISLE CA3 9DT	01228 543839	The contra-flow cycle lane in English Street is to be welcomed, and provides a much needed link between the pedestrian area and Botchergate. The ASL on Victoria Viaduct suggests that cyclists will be able to turn right on to the contra-flow cycle lane in English Street. There is no phase in the stage sequence to allow this. The cycle lanes on Victoria Viaduct should be mandatory to deter parking in them. It would be helpful to have a cycle lane on the east side of Botchergate as well as the west. It is essential to have cycle lanes leading to the ASL on Warwick Road. One on the left and one in the middle. Otherwise there is little point in providing an ASL.	 A positive comment. Yes, the proposal is for them to turn right and a phase/green arrow will be included in the design. In an ideal world, but with deliveries and orange badge holders parking issue this is very difficult to resolve. The presence of even advisory lanes should deter some parking. Botchergate is subject to an 'Enhancement Scheme Design Review' and as such these issues will be considered as part of that. Lanes are too awkward and in restricted carriageway too difficult to use. 	1. 2. Add green arrow and NO RIGHT TURN EXCEPT FOR CYCLES box sign. 3. 4. 5. Leave ASL as shown. 6. Amend ASL to just nearside lane. 7. Add ASL to scheme. 8. Add ASL to scheme. 9. 10.

				 There is no need. an ASL at the Lowther Street/Devonshire Street junction. An ASL on West Tower Street (Eastbound) would be a safety improvement. An ASL on Scotch Street (northbound) at its junction with new Drovers Lane is essential. The green coloured surfacing needs to be 'emerald green' (as used on Annetwell Street outside Tullie House) so it stands out in all weather conditions. It should be ensured that gully gratings are level with the road surface and there is a smooth surface across the whole width of all cycle lanes up to the kerb edge. 	 Point taken. Propuls to amend ASL. No reason ASL could not be added to scheme. Will propose to add this to the scheme. Point taken. Will specify colour/properties in specification to contractors. Will ensure that highway designers are aware of issue.
6	20/3	Mr John Muter	email	 I think that your plans are good, but not radical enough. As you have the opportunity now, why not bite the bullet and stop all lorry deliveries on major thoroughfares in the city between 8am and 6pm Mon-Sal? That would stop congestion now and prevent it getting worse in the future when traffic volume is forecast to increase. I use the railway station frequently; please do not remove the short stay car parking places as they are essential for those meeting trains and pedestrianising the area is unnecessary. However, if you do, please provide the same number nearby - and free for 20 mins as at present. 	1. 2. In an ideal world this may work and would certainly reduce congestion. However, deliveries are essential to trade and controlling arrival times is not always possible, and certainly not to the degree suggested. I should imagine some businesses would suffer with more severe restrictions. 3. Proposed amended design to station forecourt to keep most of the existing parking.
Į Į	19/3	Mr Bruce Beattle	Letter	 The loss of 20 car-parking places at a key interchange is a retrograde step. Please do not remove any of the parking spaces in this area. It may be possible to organise two sets of 5 bays so that taxis could wait in a line down the centre of the two rows of parked cars. The short stone bollards shown in the artist's impression are a real problem when parking or manoeuvring. High bollards are much easier to see. Have you or the rail company considered the possibility of cycle cages instead of stands? The added security could induce more people to use a cycle in the city generally if it could be locked away from sight. The contra-flow cycle lane on English Street looks unsafe. Consider going via Devonshire Street, Lowther Street and The Crescent instead. Narrow cycle lanes on The Crescent and Victoria Viaduct of no value. Better to have wider lane on one side of the road only. Not sure if raised kerbs at bus stops is a good idea. Can buses always pull in parallel to kerb? It seems possible to have a bus lane and two traffic lanes in Devonshire Street. There appears no need for two-way flow on The Crescent. Raised junctions are not car friendly. The changes around the station have only a marginal pedestrian benefit. Prefer to have car parking as close as possible. 	 Proposed amended design keeps 16 out of the existing 20 spaces. May be possible, but where would the pedestrians walk? Point noted. The final choice of bollard will be considered carefully. There are cycle lockers in the station itself. Could possibly use see through cages on street but can look ugly. Contra-flow lanes in other cities have proved safe and successful. Route via Lowther Street too much of a detour and number of crossings mean long travel time – people would not use it. These lanes are 1.0m wide (wider than the London Road lanes) The design allows buses to pull in parallel to the kerb in all situations. The kerb would only be raised locally at the boarding point. 3 narrow lanes possibly but turning movements intro and out of Devonshire Street would be impossible. Alos no flexibility for loading/unloading. Additional width of saw-tooth bus bays mean there is insufficient width for 3 lanes on English Street. The Crescent is under utilised at 3 lanes. English Street has various traffic needs that cause conflicts. Better to segregate the traffic if possible. The junctions will not be raised, merely a coloured textured surface.

					Proposed amended design has parking spaces and makes improvements to pedestrian routes.
Ó	18/3	Mike Battersby Carlisle City Council	Letter	 Court Square proposals appear to provide little benefit. The loss of short stay parking provision within Court Square is viewed as a diminution of existing arrangements not balanced by any improvements. The Council has major concerns about the capacity of the Botchergate/The Crescent junction. In addition, the safety seems to be a massive problem. The contra-flow cycle lane in English Street appears dangerous. The capacity of English Street reduced to one lane is questionable. The logic of reversing the existing one-way flow in Citadel Row is not understood and is felt to be less safe then the existing arrangement. There are safety concerns about the layout of the bus bays in English Street restricting driver visibility. Traffic flow information on The Crescent would be helpful because of concerns about increased flows in a verity attractive part of the city. No information on reduced journey times, improved air quality, targeted increase in public transport use etc. Council Members have strong views on the use of bus lanes by taxis. Further work should be undertaken to assess the advantages and disadvantages of differing options. 	 Proposed amended design has parking spaces and makes improvements to pedestrian routes. The Botchergate/The Crescent junction will be analysed with more recent flow data concentrating on the effect of the contraflow cycle lane. Contra-flow lanes in other cities have proved safe and successful. Route via Lowther Street too much of a detour and number of crossings mean long travel time – people would not use it. Subject to Road Safety Audit. English Street will have a left lane as existing and an offside lane for buses, taxis, cycles, deliveries and access only. This was recommended by the Police as a measure to stop rat running. These saw-tooth bus bays have been designed so drivers can pull parallel to the nearside lane before entering it. Will provide details of new flow analysis when complete. Data will be interpreted from flow/capacity analysis being undertaken. If this issue cannot be resolved at this time it will have to be considered separate to this scheme.
	6/3	Comments from the Castle Neighbourhood Forum		The Bus Lane on Devonshire Street will reduce capacity and may cause congestion Increased pedestrian facilities are needed No right turn into Devonshire Street will cause a long & alternative route if a driver misses the Crescent.	The scheme does offer improvements for Pedestrians.
	8/3	Mr AG Scott	Letter	 attendate route in a circle masses the Crescent junction causes problems for buses negotiating the corner. The pedestrian crossing refuge on English Street causes problems for passing traffic when buses stop too far out or don't park properly on English Street. Disabled drivers park on this crossing (English Street) making it difficult for pedestrians to cross the road safely. The disabled drivers parking on Victoria Viaduct cause congestion. BSM driving school invariably has a car parked outside their premises in Devonshire Street. A lot of delay is experienced by buses on the Lowther Street contraflow lane at Devonshire Street and Warwick Road junctions. 	 The proposals include amendments to the islands and footway kerbline that will improve this situation. The proposals include saw-tooth style bus stops on this section of English Street. The design of these bays allow buses to pull parallel to the kerb and therefore will not intrude into the main carriageway. All parking will be stopped on English Street so this will not be possible. We are not proposing to ban disabled drivers from parking on Victoria Viaduct as part of this scheme but we are proposing a cycle lane along this section. This may deter some drivers. The proposed bus lane on Devonshire Street and 'No Loading' at peak times should restrict this practice. The proposed scheme includes changes at

11	27/2	Mr D Cleminson	Letter	Removing parking bays in Court Square is unrealistic and inadequate for disabled drivers. There is already bus lanes on both sides of Lowther Street. Where's the benefit? English Street also has bus facilities on the left-hand side. Where's the benefit?	the Lowther Stree. Pevonshire Street junction which would cause less delay to buses. 1. Proposed amended design has parking spaces and makes improvements to pedestrian routes. Existing disabled provision is to remain. 2. This scheme proposes to extend the bus lane to Devonshire Street.
				4. The proposed taxi ranks are where the disabled currently park. 5. What is the point of routing traffic from Botchergate to The Crescent? This will cause more delay at this junction.	 The proposed bus facilities on English Street are 5 new saw-tooth style stops that improve access/egress for buses and passengers. We are not proposing to remove any parking bays for the disabled. This is to segregate traffic in English Street, and better utilise the available road width in The Crescent.
12	19/3	Stephen Kelly Freight Transport Association	Letter	There is no mention of loading/unloading facilities on The Crescent or on Devonshire Street. For premises with no adjacent loading bay what is the arrangement for loading/unloading.	It is proposed to permit loading on both sides of Devonshire Street and on the east side of Devonshire Street outside peak hours Mon-Sat. We have tried to incorporate restrictions that don't prohibit deliveries.



