

REPORT TO EXECUTIVE

PORTFOLIO AREA: INFRASTRUCTURE & ENVIRONMENT

Date of Meeting: 28 August 2007

Public

Key Decision: Yes

Recorded in Forward Plan:

No

Inside Policy Framework

Title: CASTLE STREET PUBLIC REALM IMPROVEMENT PROJECT

Report of: Director of Community Services

Report reference: CS 61/07

Summary:

The City Council has approved the Carlisle Renaissance Development Framework and associated policy and this project provides an important first step in delivering public realm improvements in the Historic Core. This project, funded by the £840,000 LABGI allocation, would provide a visible statement of intent by the Council and compliment works currently progressing on the Cathedral and a major retailer. It would provide a high standard for future improvements within the Historic Core to follow.

The project comprises improvements to Castle Street, better management of traffic and parking and improvements to major pedestrian access routes to the area.

Recommendations:

It is RECOMMENDED that:

1. The basic outline of the project as set out within this report be approved in principle and referred to the Capital Projects Board for approval prior to the Executive approving the final scheme.
2. The Council be asked to allocate the £840,000 allocation to this project.
3. The County Council Local Committee be asked to enter into an agreement to enable the City Council to progress this project.

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: None

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1. BACKGROUND INFORMATION AND OPTIONS

- 1.1 As part of the Carlisle Renaissance programme, the need to enhance the quality of the Historic Core of the City has been identified through the findings of the 2007 DF&MS (Development Framework and Movement Strategy) and subsequently supported through the Council's Policy Statement on the DF&MS (23/04/07). Section 2.3.1 of the Policy Statement looks to:

“Support measures to:

- Upgrade the public realm on major road, rail, river, cycle and pedestrian corridors into the City Centre.
- Establish a legible and coherent public realm in the City Centre that links together the Core Character Areas.
- Establish a public realm that is distinctive to Carlisle, encompasses the development of public art, and fosters a sense of place.
- Improve the maintenance and management of the public realm, to inspire civic pride”

Public realm improvements in the area and access to it are an important element of invigorating the historic ‘ambience’ of the area and are recommended in the joint NWDA/English Heritage 2007 report ‘Historic Towns and Cities in England’s Northwest’. Further to this, the Council and its partners have recently commissioned the ‘Historic Quarter Development Strategy’ and the ‘Urban Design and Public Realm Framework’.

Improvements to Castle Street and adjacent areas are proposed as a first step, to be supplemented at a later stage by improvements to areas such as the Market Cross, West Walls and Court Square. The latter are more complex situations, and as such are included in the ‘Urban Design and Public Realm Framework’ commission, which will result in detailed recommendations for these areas. It is considered that Castle Street and a number of adjacent areas can be improved now independently of these emerging pieces of work.

1.2 The main design parameters have been shaped by a public realm study of the area undertaken by the Council's Urban Designer. These include:-

- increased use of high quality natural materials
- removal of unnecessary street clutter
- consistent street furniture with a traditional appearance
- manage unnecessary vehicle access
- more effective parking layout
- improve pedestrian accesses to the area
- to fully integrate with the strategic approach to public realm in the Historic Core

1.3 In order for this work to progress the approval of the County Council is required as these are public highways. Meetings have already taken place with County Council Officers to identify issues and a draft programme of work has been prepared and is included in this report. Once the scope of the scheme has been agreed it is proposed that in conjunction with County Council officers an agreement is prepared fully defining the work to be undertaken by the City Council, the level of supervision to be provided and the level of fees to be charged.

1.4 **Scheme Proposals**

The scheme as proposed consists of three distinct elements as outlined below:-
(Note that some indicative sketches and images of the project are included as Appendix A)

1.4.1 Repaving of Footways/Road Surfacing

The existing footways on Castle Street are a mixture of late twentieth century concrete flags and concrete modular paving, most of which have been in place for many years.

The proposed scheme replaces the existing paving with new traditional materials.

The main items to note are:-

- The replacement of the existing concrete footway slabs with Lazonby Sandstone Paving and whinstone setts
- The employment of traditional appearance street furniture (bollards, seats, street lamps, litterbins etc).

- The resurfacing of the existing road surface to remove the existing patchwork appearance of the street. At this stage it is envisaged that the road would be surfaced with Hot Rolled Asphalt.

A plan showing the extent of the works and a number of detailed drawings and photo montages showing specific details are attached in the Appendix. As a result of discussions with County Council officers these details are being refined, the final agreed details will form part of the agreement between the City Council and County Council regarding the scheme.

1.4.2 Traffic Management and Parking

In general terms it is considered that the present street scene in Castle Street and the Historic Core is dominated by parked cars and cars touring around the area looking for parking spaces.

One option is to access the potential for removing all unnecessary traffic from the Historic core by exploring the introduction of pedestrianised sections of highway. The needs of residents in the area would need to be met together with access for deliveries and disabled parking spaces.

An alternative approach, is to reduce provision and amend the layout of parking spaces in Castle Street. The basis proposals within this option are:-

- No disc or disabled parking on West side of Castle Street parking only for deliveries.
- Parking between Finkle Street and Paternoster Row (east side of Castle Street) to be Disc Parking, 1 hour duration of stay – cars to be parked in echelon to maximise the number of spaces without causing undue visual intrusion.
- Parking between Paternoster Row and St Marys Gate (east side of Castle Street) to be for Disabled Drivers (Blue Badge Holders). This replaces the parking, which at present takes place on the Cathedral frontage.
- Parking between St Marys Gate and Greenmarket (both sides of road) to be for Disabled Drivers (Blue Badge Holders) as existing.
- Castle Street to be 'one way' in a southbound direction. Most drivers mistakenly assume this is already the case.

- A Restricted Parking Zone be created to include the Historic Core of the City Centre including Market Street, Fisher Street, Finkle Street, Annetwell Street, Castle Street, West Walls, Paternoster Row, Abbey Street, Greenmarket, St Marys Gate. This will enable the number of signs and yellow lines to be reduced. Department of Transport authorisation will be required for this change.

It is considered that the proposals set out above will considerably enhance the visual appearance of Castle Street by concentrating the parked vehicles on one side of the street and will open up the most visually attractive buildings to view and will minimise the clutter of signs and markings.

The introduction of the 'one way' system on Castle Street will remove some of the confusion which exists at present. Most drivers now wrongly assume the street is already one way.

The parking layout reduces the total number of spaces from 54 at present to 42. The needs of the disabled are protected by ensuring spaces for Blue Badge Holders are located between Paternoster Row and the Greenmarket. The creation of the Restricted Parking Zone will minimise the number of signs required in the area and remove the need for yellow lines, which can be unsightly in an historic conservation area. A plan detailing the extent of the suggested Restricted Parking Zone is attached in the Appendix.

1.4.3 Pedestrian Access

In addition to the works in Castle Street itself the project includes localised improvements to pedestrian access into the Historic Core. These include:-

- Dean Taits Lane and a speed table across West Walls
- Improve the existing speed table over West Walls at Heads Lane
- Re-configure the junction of Abbey Street/Annetwell Street and West Walls using sandstone and exposing existing sett carriageway
- Re-paving works at the junction of Devonshire Walk and Castle Way.
Improving the pedestrian crossing using sandstone and natural materials

1.4.4 At this stage the detailed cost estimates continue to be refined and discussions are ongoing with suppliers, Statutory Undertakers and an appropriate contingency provision has been included to reflect this in the overall project costs. Dependant upon cost finalisation there may be capacity to include items such as:-

- Replacing street name plates in traditional Carlisle style

- Replace planting alongside Castle Way
- Improve signage in Castle Street to the Millennium Gallery underpass

1.4.5 Linked to the development of the public realm strategy it is considered that some form of interpretation should be included in the project and a budget provision has been allowed for this.

1.5 Implementation Issues

1.5.1 Scheme Programme

The programme for the works will initially be defined by the approvals process and the current timescales are: -

City Council Executive	28 August
Highways Working Group	5 September
City Council	11 September
County Local Committee	24 September

It is planned to undertake consultation with frontagers and relevant groups from mid September. Approval by the Capital Projects Group and completion of the agreement with the County Council is planned to be achieved by the end of October.

Whilst the construction programme has to be developed it is envisaged work will start in January 2008 and take 6-9 months to complete. Key issues which will define the final programme are:-

- Avoid disruption during the run-up to Christmas
- Statutory undertakers works
- A lead in period of 3 months is required by a major supplier
- Castle Street works can be split into 3 sections
- Work at the adjacent locations can be done independently
- The traffic orders will follow the statutory procedures and can run in parallel to the construction works

The detailed construction programme will be completed by the end of October and there will be some flexibility in the programme as in-house resources will be used to undertake the works.

1.5.2 Joint Agreement

Discussions with the County Council have identified that a joint agreement must be drawn up between the City Council / County Council similar to a Section 278

Agreement which are drawn up when developers wish to fund infrastructure works on the Highway. The agreement will set out: -

Details of the work to be implemented:-

- The specifications and standards to be used
- The funding sources
- Details of any costs such as supervision, legal costs etc., which the City Council will be required to fund.

Members of the HTWG will be asked if they wish to consider whether any of the above costs should be waived in recognition of the benefits that this investment in the Highway network will bring to the County Council.

1.6 Cost Estimates

A preliminary cost estimate for the scheme is detailed below. It should be noted that detailed costings cannot be prepared until construction details have been agreed with the County Council, consultation and detailed discussions with the Statutory Undertakers. At that stage the level of contingency required can be reviewed.

Cost Estimate

Detail	Cost (£)
1. Reconstruction work at specific locations:	
- Dean Taits Lane	£ 15,000
- West Walls/Heads Lane	£ 12,500
- West Walls/dean Taits Lane	£ 8,000
- Abbey Street/West Walls	£ 31,000
- Devonshire Walk/Castle Way Junction	£ 27,000
Sub Total	£ 93,500
2. Reconstruction of Castle Street	
- Footways	£473,000
- Carriageway	£ 50,000
Sub Total	£523,000
3. Amendments to Traffic Layout/Road Markings/Traffic Sign alterations, including legal costs.	£ 22,000
4. Supplementary works adjacent to Castle Way.	£ 16,500
5. Consultation/interpretative information	£ 20,000

6. Contingencies, 15%	£ 98,250
7. Design Costs/Supervision Costs, 10%	£ 65,500
ESTIMATED TOTAL COST	£838,750

1.7 Consultation

This scheme will have a high profile because of its location, its potential impact on visitors and residents/retailers and the fact that it will continue the first physical evidence of the Carlisle Renaissance.

As outlined in other sections of this report consultation will take place with the County Council and its officers. The scheme must be approved by the County Council and initial consultation is already taking place with relevant officers to establish the exact requirements of the County Council.

Public Consultation will take place initially with all frontagers directly affected by the proposed works, Local Councillors, and also City Centre interest groups such as the Commercial Affinity/City Centre Management Groups, and Carlisle Access. The results of this initial consultation will be used to amend the proposed design details and programming as appropriate.

- 1.8 The Infrastructure Overview and Scrutiny Committee considered this project at a special workshop meeting on 13 August which was also attended by Members of the Highways Working Group. A note of the key issues raised at that meeting is included as Appendix B.

2. **CONSULTATION**

- 2.1 Consultation to Date - Historic Core Working Group, Cumbria County Council
- 2.2 Consultation proposed - As above together with, Castle Street frontagers, Relevant interest groups, Statutory Undertakers

3. **Recommendations**

It is RECOMMENDED that:

1. The basic outline of the project as set out within this report be approved in principle and referred to the Capital Projects Board prior to Executive approving the final scheme..
2. The Council be asked to allocate the £840,000 allocation to this project
3. The County Council Local Committee be asked to enter into an agreement to enable the City Council to progress this project

4. **REASONS FOR RECOMMENDATIONS**

The completion of this project will provide a tangible statement of intent by the Council and set the standards it wants for the Historic Core of the City.

5. **IMPLICATIONS**

- Staffing/Resources – The project would be undertaken by in-house employees supplemented as necessary by sub-contractors
- Financial – The LABGI allocation of £840,000 is for capital expenditure. Revenue costs would be minimal and fall to be met by the County Council as Highway Authority
- Legal – The Council needs to be sure that the proposals are approved by the County Council, as highway authority, to facilitate the adoption of any works as publicly maintainable and so that the relevant traffic management orders can be put in place by the highway authority.
- Corporate – The work will contribute to Carlisle Renaissance especially in respect of the historic quarter.
- Risk Management – The outline proposals have assumed approvals and there is the potential for slippage if these do not fall into place as set out. Similarly a consultation process will be undertaken which may influence the final design. Indicative costs are provided which may vary subject to the final design, however a contingency provision has been included.
- Equality and Disability – The Carlisle Access Group will be consulted through the detailed design process.

- Environmental – The removal of traffic from the area will have a positive impact on air quality.
- Crime and Disorder – The Police Architectural Design Officer will be consulted through the detailed design process.
- Impact on Customers – Improvements to Castle Street will enhance the area and increase accessibility for all visitors.

Appendix B

SPECIAL INFRASTRUCTURE O/S COMMITTEE

13 AUGUST 2007

Meeting started 10am and concluded 12.05pm.

In attendance:- Cllr C Rutherford (Chair), Cllrs Bainbridge, S Fisher, N Farmer, J Hendry, J Mallinson, I Stockdale, County Cllrs, R Watson, G Prest, C Weber

In addition to the Infrastructure O/S Members the Members of the HWG attended as observers.

This note summarises the key issues which were discussed against a range of criteria.

1. Benefits of the Project

- This scheme is not directly related to the Castle Way project.
- The project should be seen in the overall context not just as a highway scheme.

- The potential to consider pedestrianisation of parts of Castle Street should be considered. The removal of non essential vehicles from the Historic Core is considered to be a key factor
- Important to achieve a consistent pallet of materials in the Historic Core.
- Some concerns about any increase in maintenance costs.
- Important to consider the potential increase in visitors that improvements could generate (Experiences from the visit to Lisburn were discussed).

2. Design Criteria/Standards

- Reference was made to the public realm studies which had been commissioned and how this work would be integrated. The Director of Carlisle Renaissance provided assurances that the Committee would be involved in these studies.
- A verbal outline of what the detailed design process involved was provided.
- The need to incorporate interpretative features/information was important.
- Wherever possible signage should reflect the historic area.
- There was some discussion about the quality of the scheme, use of natural materials and costs.
- Important to review and have effective management policies in place once the work was completed.

3. Traffic Management & Parking

- General support to examine pedestrianisation options and to remove as much unnecessary traffic as possible. Consultation would identify issues.
- A wide-ranging discussion about disabled parking provision and the Blue Badge Scheme.
- The potential to review vehicle access into and around the Cathedral grounds should be considered.

4. Timescales

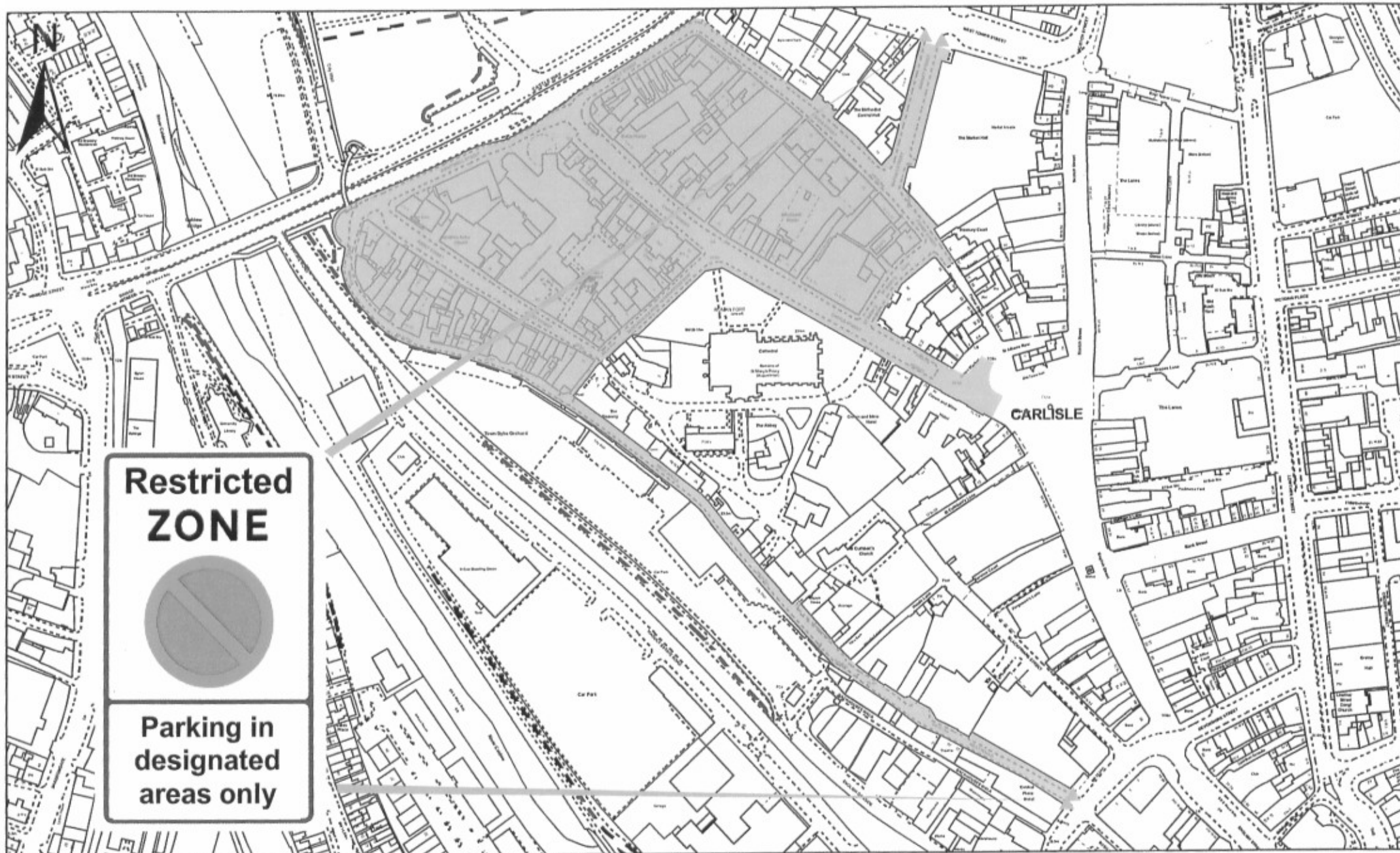
- A general discussion on the timescales with no key issues. Agreement that disruption immediately prior to Christmas should be awarded.

5. Cost Estimates

- The Director of Community Services provided a verbal update on cost estimates.

6. Moving the Project Forward

- An outline of the decision making process was provided together with reasons why an agreement with the County Council was necessary.
- Consultation process important and this should include relevant Council officers.
- It was confirmed that County Officers were included on the Project Team.
- It was agreed that as the detailed design was nearing completion a report would be brought back to the Committee (late Nov/early December).



▲ Location of Restricted Zone signs

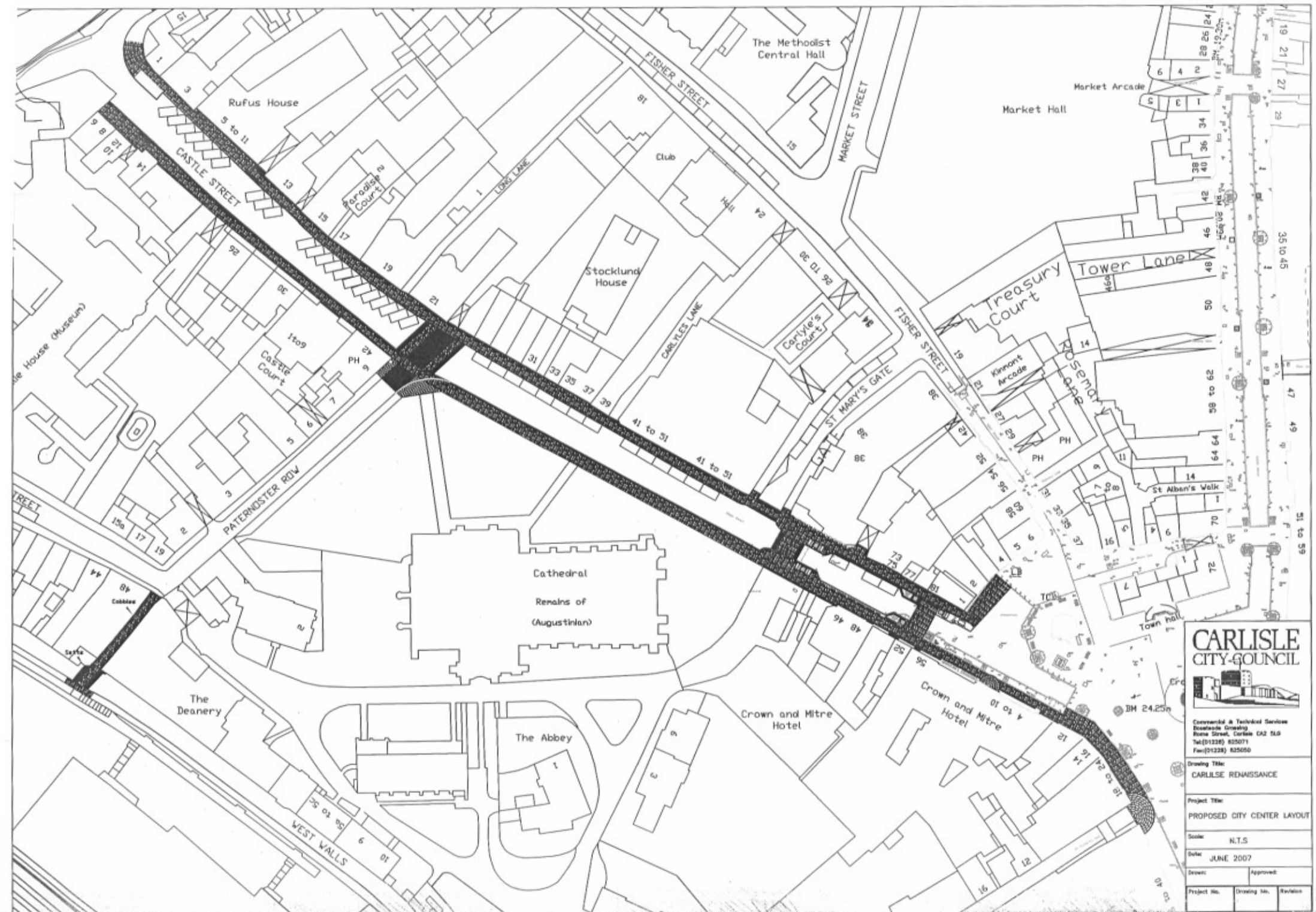
■ Area to be covered in Restricted Zone

Scale: 1:3,048 Date: 6/06/2005

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 Carlisle City Council 1 A 0100024459 2005

CASTLE STREET RESTRICTED ZONE

**Civic Centre
 Rickergate
 Carlisle
 CA3 8QG**



CARLISLE CITY COUNCIL



Commercial & Technical Services
 Downloading Drawing
 Route Street, Carlisle CA2 5LR
 Tel: (01228) 825071
 Fax: (01228) 825050

Drawing Title:
CARLISLE RENAISSANCE

Project Title:
PROPOSED CITY CENTER LAYOUT

Scale:
N.T.S.

Date:
JUNE 2007

Drawn: _____ Approved: _____

Project No. _____ Drawing No. _____ Revision _____

Entrance to Sallyport steps junction with Heads Lane

Setts



Commercial & Technical Services
Barnard Castle, Cumbria
LA5 1JH
Tel: 01276 833071
Fax: 01276 833080

Drawing Title
CARLISLE RENAISSANCE

Project Title

PROPOSED CITY CENTER LAYOUT

Scale: N.T.S

Date: JUNE 2007

Drawn

Approved

Project No.

Drawing No.

Revision

Castle Street vehical crossing detail

CARLISLE
CITY-COUNCIL



Consultant & Technical Services
Business Development
1401/1201 1201/1201
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Fax: 01228 525558

Drawing Title:
CARLISLE RENAISSANCE

Project Title:
PROPOSED CITY CENTER LAYOUT

Scale:
N.T.S

Date:
JUNE 2007

Drawn:
Approved:

Project No:
Drawing No:
Revision:

Detail of Abbey Street junction



CARLISLE
CITY-COUNCIL



Commercial & Technical Services
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14, 15 & 16, The Quadrant
Carlisle, Cumbria, CA1 1RN
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Date
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Approved:

Project No.
Drawing No.
Revision

Dean Taits Lane

Cobbles

Setts

CARLISLE
CITY-COUNCIL



Commercial & Technical Services
Business Development
Carlisle City Council
Tel: 01223 81 6200
Fax: 01223 81 6201

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Scale
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Date
JUNE 2007

Drawn
Approved

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Revision

27
 Paternoster Row junction with Castle Street,
 crossing detail

24
 H 6

CARLISLE
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 Fax: (01228) 625066

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Project Title
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Scale
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Date
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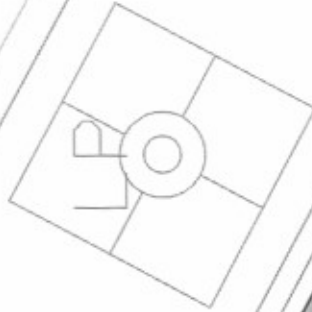
Revision

Crown & Mitre Entrance

o B

o B

light



CARLISLE
CITY COUNCIL



Commercial & Technical Services
Barnard Castle, Carlisle
New Street, Carlisle, Cumbria, Cumbria
CA1 1JL
Tel: 01228 525555

Drawing Title

CARLISLE RENAISSANCE

Project Title

PROPOSED CITY CENTER LAYOUT

Scale

N.T.S.

Date

JUNE 2007

Drawn

Approved

Project No.

Drawing No.

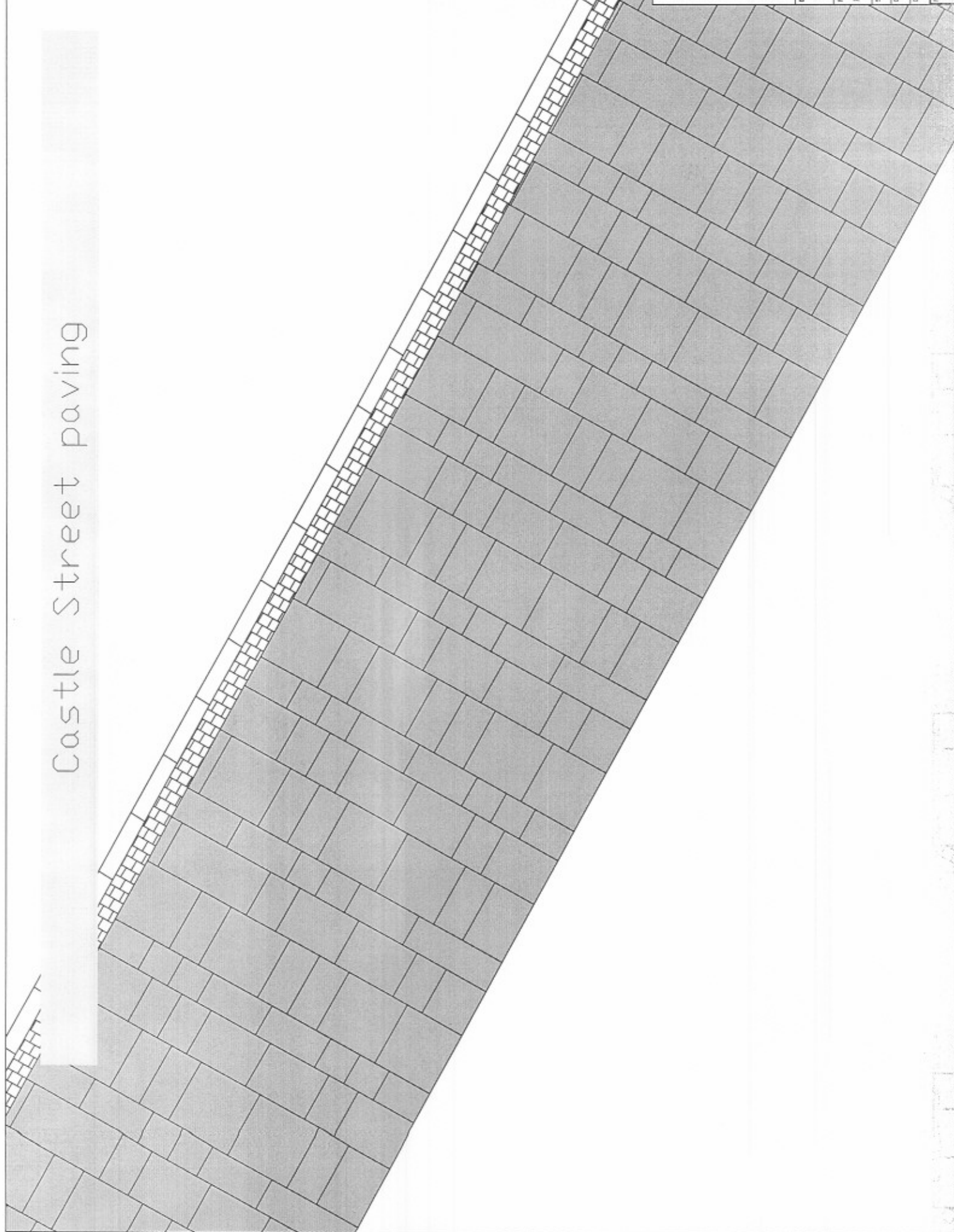
Revision

Castle Street paving



Commercial & Technical Services
 Business Growth
 Carlisle City Council
 14-15 Market Street, Carlisle, Cumbria
 CA1 1JH
 Tel: 01273 622071
 Fax: 01273 622069

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Project Title:	PROPOSED CITY CENTER LAYOUT
Scale:	NTS
Date:	JUNE 2007
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Revision:	



Entrance to pedestrian area from Castle
Street

Castle Street

Seat
Seat

Seat
Seat

G
Cover



Consultant & Technical Services
Boulton & Boulton
Boulton & Boulton
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Boulton & Boulton
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Project Title
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Scale
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Date
JUNE 2007

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01/05/07

Project No.
01/05/07

Project No.
01/05/07

area

• Signpost

SVS



Commercial & Technical Services
Societade Generale
Rome Street, Corrida C-3 543
Tel: (01228) 825071
Fax: (01228) 825450

With Enjoys CARPULSE RENAISSANCE

Project Title:	PROPOSED CITY CENTER LAYOUT
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date	N.T.S.
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JUNE 2007

Issue	Appendix
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Entrance to pedestrian area from Castle Street.

ST. CUTHBERTS
LANE

TOPSHOP
TOPMAN

Think recycled

St Cuthberts Lane entrance to pedestrian area.





Castle Street Paving & Street Furniture



Castle Street Paving & Street Furniture

Dean Tait's Lane

