



Report to Economic Growth Scrutiny Panel

Report details

Meeting Date:	02 December 2021
Portfolio:	Environment and Transport / Economy Enterprise and Housing
Key Decision:	No
Policy and Budget Framework	No
Public / Private	Public
Title:	Carlisle Transport and Movement Plan
Report of:	Corporate Director of Economic Development
Report Number:	ED40/21

Purpose / Summary:

The report provides members of the Economic Growth scrutiny panel with an overview of the Carlisle Transport and Movement Plan (T&M Plan). The T&M Plan has been commissioned to define and plan recommended investment in the future transport network and coordinate connectivity.

The T&M Plan will support the successful delivery of the recently adopted Carlisle Economic Strategy and inform the development and implementation of regeneration projects that are being funded through the Borderlands Growth Deal, Town Deal and Future High Streets Fund programmes.

Recommendations:

Members of the Economic Growth Scrutiny Panel are asked to consider the contents of the Carlisle Transport and Movement Plan and provide feedback on the strategy, vision and objectives set out therein.

Tracking

Executive:	
Scrutiny:	02 December 2021
Council:	

1. Background

- 1.1 In the recently adopted Economic Strategy 2021-2026, Carlisle has set out a strong ambition to be a major economic hub within the strategically important Borderlands region of Northern England and Southern Scotland. As the largest settlement and only city in the region, it already plays a key service role. Investment through the Borderlands Inclusive Growth Deal, Housing Infrastructure Fund, Towns Fund and Future High Streets Fund have been secured to deliver projects that will deliver economic growth and transform the city into a prosperous and liveable multipurpose centre.
- 1.2 As the key development in Carlisle presses ahead, with Carlisle Station, the Citadels, Caldew Riverside and the former Central Plaza forming a cluster of major regeneration schemes in the heart of the city, it has become clear that the current transport infrastructure is forming a key barrier to economic development. At present, journey times, capacity and quality of trips by sustainable modes are not adequate to fully support a vibrant and accessible city centre.
- 1.3 On this basis, Carlisle City Council and Cumbria County Council have worked in partnership to develop and produce a Transport and Movement Plan (T&M Plan) for the city centre. The T&M Plan will guide future investment in city centre transport schemes and develop a cohesive and integrated transport strategy action plan. This will raise Carlisle's ability to perform as a regional hub – and support both existing and future development.
- 1.4 Transport and movement are vital elements in the overall ambition to deliver growth, prosperity and liveability in the city. The T&M Plan has been developed on four key principles that underpin this ambition:
 - Public realm and sense of place:

Creating a sense of place is important to transform Carlisle into a city destination. The T&M Plan will support the development of a stronger economy by improving access so people can visit, use and enjoy the city centre. This includes encouraging sustainable and active travel as attractive and viable alternatives to the private car. It also sets out the importance of high quality streetscape and public realm and the need to enhance the physical environment within the central area.
 - The importance of sustainability:

Carlisle's existing transport network prioritises motorised vehicles and there is a growing need to de-carbonise the transport network. The T&M Plan encourages the delivery of more sustainable travel – particularly more active travel – as part of the collective network. This includes the delivery of walking and cycling routes

(and associated infrastructure) and helping to reduce carbon through diverting or reducing vehicle emissions or using innovative low-carbon technologies.

- Inclusivity and safety

Carlisle faces a number of challenges when it comes to inclusivity and safety. With an ageing population, the city's services must become more accessible for those who may face mobility challenges. The T&M Plan encourages the use of inclusive street design to accommodate mobility impaired users and for young people, there is a focus on safer routes to school. For the working population, there is an emphasis on accessibility to employment and future-proofing the transport system to deal with planned growth.

- The importance of Carlisle as a destination

In order to become a well-connected, accessible and attractive destination for both local people and visitors, emphasis needs to be placed on the city's infrastructure. Therefore, the T&M Plan focuses on providing a better environment and connectivity, particularly within the central core, and ensuring that spaces between the station, pedestrianised area and the historic quarter are high quality with good levels of orientation and minimal severance.

2. Strategic Framework

2.1 Vision

- 2.1.1 The vision set out in T&M Plan is to help create a sustainable, accessible and thriving city for the future, delivering liveability and social mobility. The city has the potential to achieve this, however its infrastructure must be integrated with future land use and support aspirations for a greener, cleaner city. Consequently, the purpose of T&M Plan is to begin to define the future transport network needed to support regeneration and economic development and coordinate project development and delivery.

2.2 Objectives

- 2.2.1 To be able to deliver this vision, three overarching objectives were identified for Carlisle, with a final additional wraparound objective bringing them all together:
 1. Connectivity to areas of growth and development
 2. Prioritised active modes for the climate emergency
 3. Encouraging future visitors, workers and residents to Carlisle
 - *An integrated and balanced network, delivering for all its users*



2.3 Connectivity to areas of growth & development

This objective seeks to ensure Carlisle's future transport network provides connectivity and access to areas of economic growth, particularly the new developments in the city centre.

The T&M Plan will go hand-in-hand with future land-use planning activity in the city to create a stronger, more resilient economy. The future transport system must not only support opportunities for employment growth and housing, but also support the higher proportion of dependent people, such that they too have access to services, healthcare and education. A variety of transport options need to be available, at affordable prices, and schemes need to be integrated.

2.4 Prioritised active modes for the climate emergency.

This objective seeks to ensure Carlisle's transport network reflects the climate emergency, by prioritising sustainable transport modes and reducing the need to travel by conventional private car. This includes tackling existing congestion and encouraging more sustainable travel, via public transport, walking and cycling.

Measures to ensure the city is well-connected will be a challenge given its large rural and semi-rural catchment.

The T&M Plan looks at how modes could be integrated and considers a sustainable future of transport, which includes promoting low-carbon mobility solutions, such as electric vehicles.

2.5 Encouraging future visitors, workers and residents to Carlisle

This objective seeks to transform Carlisle into a city destination, that attracts new people to live, work, and explore the city. Its growing cultural offering, its strong community feel and its walkability that are selling points.

The T&M Plan acknowledges that transport and movement schemes need to be sensitive to the city's historic character whilst making the city easy to navigate and enjoy. The T&M Plan also recognises that the city requires other improvements to its urban form, including its streets, public realm and green spaces, in order to bring in more spending visitors and more investment, and to encourage more people to come to Carlisle to live and work.

2.6 An integrated and balanced network, delivering for all its users.

This objective seeks to ensure that Carlisle's transport network works as one integrated network, balancing and blending the requirements of transport policy, emerging and future schemes in the city, current and future users and the need to encourage visitors, young people and workers to the city.

To be truly transformational, the T&M Plan recognises that Carlisle's transport network must be viewed as an integrated, whole, and balanced system. Balanced transport systems not only reduce carbon emissions, but also reduce traffic congestion and contribute to more vibrant streets and a healthier population.

3. **Understanding Travel in Carlisle - Issue and Opportunities**

- 3.1 Carlisle is well connected as it sits on both the M6/M74 north-south motorway link between the Midlands and Glasgow, and the West Coast Mainline rail route between London and Glasgow/Edinburgh. The A69 provides a direct route to Newcastle via Hexham to the east, while to the west of Carlisle the A595 connects to Whitehaven, Workington and the Cumbrian Coast. In transport terms, Carlisle is strategically well connected and well positioned for growth. The arrival of High Speed 2 (HS2) also presents a once-in-a-generation opportunity to transform the city region's economy, spreading its benefits into the Borderlands.
- 3.2 Yet urban rail infrastructure and well-connected highway network cannot drive inclusive growth alone. The baseline work that has supported the development of the

T&M Plan identified some key issues / opportunities that will need to be addressed / seized in order to achieve the ambitions for Carlisle set out in the Economic Strategy 2021-2026:

Issues		Opportunities
<p>Carlisle's transport system needs to be integrated with land-use to support access to jobs and services, as well as provide for the non-working population, schoolchildren and the elderly.</p> <p>St Cuthbert's Garden Village will generate additional trips in and around the city centre. Without intervention, it is likely private vehicle will be the default mode of transport for many of these additional trips, thus contributing to congestion and carbon emissions.</p>	<p>Economic Growth and Prosperity</p>	<p>Major regeneration projects are in progress and they need to be well connected to local destinations and accessible by sustainable modes to prevent private vehicle becoming the default mode for trips generated.</p> <p>The night-time economy offer of Carlisle city centre could be vastly improved with appropriate investment, such as improved public realm and removal of barriers to pedestrian movement.</p>
<p>Around 60% of people who work in Carlisle city centre travel to work by car.</p> <p>Capacity is constrained at several highway junctions leading to poor journey times and reliability.</p> <p>Without highways and sustainable transport improvements, transport modelling indicates that congestion and average speeds will worsen in the city centre.</p> <p>A climate emergency has been declared by Carlisle City Council and transport is one of the largest contributors to greenhouse gas emissions.</p> <p>Over 2,600 publicly available car parking spaces and there can be any vehicles travelling around the city centre looking for a parking space at any one time, contributing to congestion and pollution.</p>	<p>Reducing Congestion and Improving Air Quality</p>	<p>The climate emergency gives emphasis and urgency on delivering sustainable transport solutions.</p> <p>Planned schemes at the Citadels and Carlisle Station provide the opportunity to reconsider how traffic could flow around the southern gateway area.</p> <p>FHSF / Town Deal provides funding and impetus to improve streets as places within the city centre's historic and night-time districts.</p> <p>Surface car parking takes up large areas of land. There is scope for consolidating this and repurposing that land for more valuable purposes – such as the scheme being developed for Caldew Riverside.</p>
<p>Interchange between bus and other modes is poor and bus journey times tend to be longer than comparative car journey times</p>	<p>Increasing Public Transport Use</p>	<p>The bus network provides good coverage of the urban area. Better promotion or branding of this could</p>

<p>Interchange between bus and rail can be difficult due to the lack of visibility and signage between the rail station and bus stops.</p> <p>Buses do not directly call at the railway station, calling instead at English Street and The Crescent, which makes interchange between bus and rail difficult.</p> <p>The rail station, its facilities and surrounding public realm needs enhancing and upgrading to better serve as a gateway to the city and Borderlands.</p>		<p>reverse the declining patronage observed in recent years.</p> <p>Whilst the bus station is centrally located, legibility to it and its facilities are poor. It is an unattractive environment for users to wait in and could be upgraded and/or relocated.</p> <p>Public transport needs to be accessible by active modes of walking and cycling to facilitate integrated transport movements and encourage its use.</p> <p>Redevelopment of the rail station could be the focus and catalyst for regeneration in and around the city centre.</p> <p>HS2 services will call at Carlisle, which will provide significant new opportunities for connectivity to the city from further afield.</p>
<p>In many cases on Carlisle's roads and junctions, vehicles take priority over pedestrians and cyclists</p> <p>There is a lack of cycle routes through the city centre.</p> <p>Despite some pedestrianised streets, pedestrians wishing to walk to the city centre from the surrounding vicinity encounter issues such as guard railing and vehicle dominated environments.</p> <p>Severance is a particular issue with the river, railway line, and the inner ring road all acting as barriers to movement.</p>	<p>Encouraging Active travel: Walking and Cycling</p>	<p>Reducing the number of vehicles in the centre could have a positive effect on cycling with opportunities around the city to narrow carriageways and provide space for segregated cycle routes</p> <p>Public realm and the environment for pedestrians could be improved by changing highway routing and access for general traffic, as well as removing barriers to movement for pedestrians.</p> <p>Transport should also be used as an enabler to support improved public health and wellbeing i.e., more people walking, and cycling will support a healthier population</p> <p>Rates of cycling could be increased through an appropriate focus on improving cycle facilities such as cycle lanes, new off-road routes and secure parking.</p>

4. Current Projects and Workstreams

4.1 Connectivity to Areas of Growth and Development

Key to supporting Carlisle's growth is improving connectivity to areas of growth and development. The delivery of the Carlisle Southern Link Road (CSLR) will reduce pressure on the city centre and provide an alternative route for through traffic, but other interventions need to be implemented in conjunction with the CSLR to reduce city centre traffic and improve it for other modes of transport. There are pockets of congestion on key routes into the city and without appropriate mitigation, congestion will increase, especially as new development comes forward.

Developments such as the St Cuthbert's Garden Village (SCGV) outside the city centre and city centre projects such as Carlisle Riverside, the Carlisle Station Gateway and Citadels project will bring in new residents, workers and visitors. With these new projects coming forward improving connectivity within the city centre as well as connectivity to the city centre is essential. This can be achieved with measures which focus on reducing improving highway capacity, creating sustainable travel routes into the city centre and reducing vehicular traffic in the city centre.

4.1.1 Highway Capacity Improvements

A number of junction schemes have been identified through the T&M Plan and also the Council's Infrastructure Delivery Plan and are being developed by Cumbria County Council. These will support future development in Carlisle - and the increase in trip demand – and also deliver connectivity into the city centre from the north-south and east-west axes. Examples of these schemes are those that have been developed for Hardwicke Circus, Georgian Way and Currock Road / Crown Street.

4.1.2 Sustainable Travel / Public Realm Improvements

Botchergate is major throughfare into the city and will be the route into the city centre from SCGV. Presently, junctions along the street suffer from queueing and delays. The street itself is characterised by narrow pavements and carriageway with high traffic volumes that do not promote walking and cycling. A scheme to improve the streetscape and public realm along Botchergate, to increase pedestrian space and reduce the feeling of vehicle domination, is now being developed by Cumbria County Council and is being progressed through the £6.6m Southern Gateway project that is being funded through the Carlisle Town Deal.

4.1.3 City Centre Traffic Reduction

Carlisle's distributed offer of city centre surface car parking results in circulating traffic around the city centre and encourages car use. The City and County Councils beginning to look at a parking strategy, to ensure that there is sufficient capacity to serve the planned development in the city centre. This work will also explore the opportunity to locate parking on key radial routes to 'capture' vehicles as they enter the city centre outside of the core, and appropriate signage to direct vehicles to these car parks. This could reduce the levels congestion in the city centre and reduce emissions to address the climate emergency.

4.2 Prioritised Active Modes for Climate Change

Carlisle's location at the heart of three rivers, makes it particularly vulnerable to climate change and the risk of flooding. For this reason, Carlisle is aiming to shift into a low carbon economy. This requires a shift in transport priorities and the physical street environment.

There are a number of identified gaps in cycling provision in the city, routes tend to be discontinuous and have substandard infrastructure, discouraging the uptake of cycling. Travel to work is heavily dependent on private car despite the fact that the majority of people travel less than 5km to their place of work. The first step in creating a modal shift is improving the walking and cycling provision into and in the city centre. This can be achieved with measures which focus on the creation of a high-quality infrastructure for pedestrians and cyclists and using the opportunity to create a street network which helps with flood resilience and carbon capture.

4.2.1 Production / Implementation of Local Cycling and Walking Infrastructure Plan (LCWIP)

Cumbria County Council and Carlisle City Council are working together with a shared ambition to increase cycling and walking in the Carlisle area. The production of Local Cycling and Walking Infrastructure Plans (LCWIPs) form the basis for the government's recommended approach for planning walking and cycling networks. They define the walking and cycling interventions necessary in a local area to support the government's Cycling and Walking Investment Strategy, which looks to increase walking and cycling activity and improve safety.

A LCWIP for Carlisle is being developed, which will identify and prioritise the main routes and core walking zones for improvement. A second public consultation on the LCWIP is underway, with completion / adoption of the Plan identified for Spring 2022. Having a clear plan for cycling and walking will enable both Councils to secure funding to deliver improvements through bids for central government funding.

4.2.2 Carbon Capture and Flood Resilience Solutions

The City Council has declared a climate emergency and street trees and other greenery help with flood resilience and carbon capture. Other solutions will also be considered and investigated such as sustainable drainage systems (SuDS). Greening of routes and areas will also help to improve and enhance place-making in the city centre, creating vibrancy and economic activity, and a healthier city centre with greener air and that encourages more pedestrian activity.

The scheme to improve the streetscape and public realm along Botchergate, being progressed through the Carlisle Town Deal, will look at the opportunity to increase the level of green space along the street.

4.3 Encouraging Future Visitors, Workers and Residents to Carlisle

Despite its historic city centre and beautiful natural landscape, the current offer is unable to draw in the variety of demographics needed to reverse the decline in the working age population and drive economic growth. The T&M Plan identifies that enhancing the appearance of key gateways, improving the public realm and creating a pedestrian friendly city core will aid in attracting more businesses, residents and visitors into the city centre.

This is particularly vital to placemaking; especially for the southern end of the city centre which incorporates the railway station, the Citadels, the former Central Plaza and Caldew Riverside. This can be achieved with measures which focus on the creation of a high-quality streetscape improvements and gateway public realm schemes.

4.3.1 Carlisle Station Gateway

The £24m Carlisle Station Gateway Scheme which is being funded through the Borderlands Growth Deal includes new car parking and public realm improvements to the rear of the station. While additional car parking may sound counterintuitive in a T&M Plan that focuses on sustainability, the parking strategy with proper pricing and management can reduce origin-to-destination car journeys. A more attractive and accessible car park will provide a 'park and ride' solution, making it more convenient and feasible for part of regional car trips to be completed by rail.

The project also includes significant and heritage-sensitive public realm improvements to the north of the station at Court Square. This creates a better and more pedestrian-focussed gateway to the city, inviting visitors into the city centre and encouraging repeat visits to Carlisle.

4.3.2 English Street

A scheme to improve the streetscape, public realm and priority along English Street, to support the redevelopment of the Citadels as a new city centre campus for the

University of Cumbria, is now being developed by Cumbria County Council and is being progressed through the £6.6m Southern Gateway project that is being funded through the Carlisle Town Deal.

With the plan for the Citadels to become an academic and cultural hub, improvements to streetscape and public realm, new pedestrian space and cycle provision are necessary along with a reduction in the dominance of motor vehicles to make the street more pedestrian-friendly and reduce severance. Improved bus stop infrastructure also forms part of the scheme.

4.3.3 Devonshire Street

A scheme for improvements to Devonshire Street using funding secured through the Future High Streets Fund is currently being developed by Cumbria County Council that will focus on its night-time economy and reducing vehicle dominance. The emerging proposals focus on rationalising the existing carriageway width to increase pedestrian space. This will allow the creation of a cleaner and more meaningful activity zone with space for the food and beverage business located there to place on table and chairs outside.

4.3.4 Market Square

The market square is large space that incorporates the area around the Green Market and Old Town Hall. Currently the square is underutilised and the buildings fronting on to the square have very limited interaction with it. The sightlines for the square fragment the space, drawing the majority of pedestrians east of the Tourist Information Centre, away from the Green Market and Castle Street. There is potential to make a more cohesive space which is utilised in its entirety.

A scheme for improvements using £2.3m funding secured through the Future High Streets Fund is currently being developed jointly by Cumbria County Council and Carlisle City Council. The concept is to create a focal point and events space for the pedestrianised area, with the necessary infrastructure (water, electricity points, lighting and connection points for temporary buildings) installed.

5. Conclusion and reasons for recommendations

- 5.1 This T&M Plan sets the principles for transport and movement in Carlisle city centre and has identified potential strategies and schemes to deliver its vision and objectives. Work has already commenced on the highway and junction modelling on the projects outlined in Section 4 to understand the implications of the schemes and how traffic will route and re-route in the city as a result. The effects on routes leading into and around Carlisle are also being considered, as well as the potential for the CSLR to reduce city centre traffic.

- 5.2 Both City Council and County Council are using the existing funding opportunities to progress the project and schemes set out in the T&M Plan. The City Council has secured over £3m of Future High Streets Fund funding and over £8m of Town Deal funding to improve transport and movement across the city. Together, both Councils have secured £20m of Borderlands funding for improvements to the railway station Gateway and £134m for the delivery of the Southern Link Road. The City Council and County Council continue coordinate activity and work together to ensure that schemes outside the T&M Plan boundary connect and integrate well with those in the Plan. For example, the LCWIP work is ensuring that there are active travel routes from St Cuthbert's Garden Village into the city centre.
- 5.3 Members of the Economic Growth Scrutiny Panel are asked to consider the contents of the T&M Plan and provide feedback on the strategy, vision and objectives set out therein.

6. Contribution to the Carlisle Plan Priorities

- 6.1 The T&M Plan will support the delivery of the vision set out in the Carlisle Plan, which is to enable Carlisle to grow and prosper as the capital of the Borderlands region, by working in partnership and responding to the challenges of a climate change.
- 6.2 The T&M Plan contributes directly to the priority of delivering inclusive and sustainable economic growth, by making Carlisle a more attractive place for investment, improving skills and drive key sector development. The objective of the T&M is to drive improvements in transport connectivity and supporting the development and adoption of low carbon transport modes.
- 6.3 The T&M Plan also contributes directly to the priority of improving health and well-being, by making Carlisle a great and safe place to walk, cycle, and use electric vehicles, alongside public transport systems will increase activity and reduce the Carbon footprint of local journeys.

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Appendices attached to report:

- Carlisle Transport and Movement Plan

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- None

Corporate Implications:

Legal - The Plan supports the actions and priorities set out in the Carlisle Economic Strategy which was approved by Council on 14th September 2021.

Property Services – No property implications

Finance - The City Council has secured over £3m of Future High Streets Fund funding and over £8m of Town Deal funding to improve transport and movement across the city. There is also £20m of Borderlands funding for identified improvements to the railway station Gateway and the City Council will contribute £5m towards the Carlisle Southern Relief Road project.

Equality - Carlisle faces a number of challenges when it comes to inclusivity and safety. With an ageing population, the city's services must become more accessible for those who may face mobility challenges. The T&M Plan encourages the use of inclusive street design to accommodate mobility impaired users and for young people, there is a focus on safer routes to school. For the working population, there is an emphasis on accessibility to employment and future-proofing the transport system to deal with planned growth.

Information Governance - None



Carlisle City Centre Transport and Movement Plan

Transport and Movement Plan

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Information class: Standard

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1

Strategy & Vision





Strategy



Cumbria County Council (CCC) and Carlisle City Council (CaCC), along with the Cumbria Local Enterprise Partnership (CLEP), are working together to transform Carlisle into a successful multi-purpose, thriving centre by expanding employment by 15,000 jobs and boosting the economy by £600m. To help this transformation, Carlisle needs a Transport and Movement Plan (T&M Plan) to define and plan recommended investment in the future transport network and coordinate connectivity to sustainably support regeneration and economic prosperity – for now and into the future.

Why does Carlisle need a Transport & Movement Plan?

- It is the strategically important capital of the Borderlands, and needs a transport network that reflects this
- It has ambitions to be a major economic hub & destination
- It needs to attract more highly-skilled workers, knowledge-intensive jobs, investment, and visitors
- Its streets are designed for & dominated by vehicles, with limited sustainable transport options and facilities – this needs to change
- Its residents need easy access to the city centre, jobs, and the opportunity to have healthier lifestyles
- Its upcoming investment schemes – the Station Gateway, Citadels, Caldew Riverside, Future High Street Fund and St Cuthbert's Garden Village – all need sustainable connectivity that benefits the wider city
- Its new Local Industrial Strategy needs a pipeline of deliverable transport and travel schemes to help enable its delivery

What must the Transport & Movement Plan do for Carlisle?

- Accentuate its historic assets, building on its tourist, cultural and leisure offer
- Make it a more 'liveable' and well-connected city
- Help ensure its economic growth is future-proofed, inclusive, sustainable, and raises living standards
- Help increase its social, environmental and economic sustainability
- Create a safe, reliable, accessible, and affordable sustainable transport network for now and the future
- Help support health and well-being
- Help tackle the climate emergency through reducing emissions and greening the city

The T&M Plan will form a key aspect of the Carlisle Infrastructure Delivery Plan and will provide a useful guide to steer investment in the city's transport networks for years to come. The plan considers a variety of potential options ranging in cost, size and ambition that together support the vision for Carlisle's transport infrastructure.

Vision & Objectives

"To help create a sustainable, accessible and thriving Carlisle City for the future, delivering liveability and social mobility."

Carlisle's T&M Plan vision is to **help create a sustainable, accessible and thriving city for the future, delivering liveability and social mobility.**

This T&M Plan will define the planned future transport network and coordinate connectivity to flexibly and sustainably support regeneration and economic prosperity in Carlisle. Carlisle has the ability to transform into a more liveable city, providing more and better accommodation, jobs, and key services for its residents, workers, and visitors alike. To do so, its infrastructure must be integrated with future land use and support aspirations for a greener, cleaner city.

To be able to develop this vision, three overarching objectives were identified for Carlisle, with a final additional wraparound objective bringing them all together:

- Connectivity to areas of growth & development;
- Prioritised active modes for the climate emergency;
- Encouraging future visitors, workers and residents to Carlisle; and
- An integrated and balanced network, delivering for all its users.

Connectivity to areas of growth & development.

"Ensure Carlisle's future transport network provides connectivity and access to areas of economic growth and development."

As the only city in the Borderlands region, Carlisle is the key service, education and business centre of the area, but its performance in terms of growth and development has been below that of some similar sized sub-regional cities, leading to low levels of economic and population growth. Delivering people to areas of growth and development, and particularly the city centre developments – the Station Gateway, Citadels, Caldew Riverside and the FHSF – the T&M Plan must provide an approach to improve the city's supporting transport infrastructure and facilitate easy access to these future developments. This includes tackling existing congestion and encouraging more sustainable travel, via public transport, walking and cycling. It also includes providing access to economic opportunities and activity from areas of Carlisle that are more deprived or disconnected. Measures to ensure the city is well-connected will be a challenge given its large rural and semi-rural catchment, but the T&M Plan should look to integrate modes and reduce the dependence on the private car.

Prioritised active modes for the climate emergency.

"“Ensure Carlisle's transport network reflects the climate emergency, working towards Net-Zero Carbon, by prioritising sustainable transport modes (especially active travel) and reducing the need to travel by conventional private car.”"

Worldwide, the future of transport is aiming to tackle climate change through technological improvements to the existing vehicle fleet and shifting to sustainable travel alternatives. Carlisle has declared a climate emergency with the city aiming towards net-zero carbon in 2030. The T&M Plan must drive the city's infrastructure towards this ambitious target by considering a sustainable future of transport, which includes promoting low-carbon mobility solutions, such as electric vehicles, improving its rail connections and encouraging walking and cycling.

There are areas of Carlisle – such as the shopping district and riverside – that are conducive to walking and cycling. However, there are areas in Carlisle which lack infrastructure or priority, particularly around the rail station and on radial routes into the city centre. The city has potential to create an environment that can make walking and cycling the choice of many and help lower carbon emissions.

Congestion in the city centre is exacerbated by through-traffic trying to reach the Strategic Road Network (SRN). Whilst residents, workers and visitors to Carlisle still require access to the SRN, vehicles using the city centre as a rat-run should be encouraged to use the new southern bypass and surrounding ring road, to ease the city's congestion.

Encouraging future visitors, workers and residents to Carlisle.

“Transform Carlisle into a city destination, that attracts new people to live, work, and explore the city, Cumbria and the Borderlands.”

Carlisle’s historic architecture and open spaces has the ability to attract people to live, work, study, and visit. However, its city centre is underperforming, and the current offer is unable to draw in the variety of demographics needed to make a city centre flourish. Carlisle’s rail station is a key regional hub, with the convergence of a number of rail lines, but it does not perform as such, due to poor journey times and unreliability. It should be the gateway to the city centre and make Carlisle a destination in its own right. The city also requires other improvements to its urban form, including its streets, public realm, and green spaces, in order to make Carlisle a place people want to travel, shop, and live.

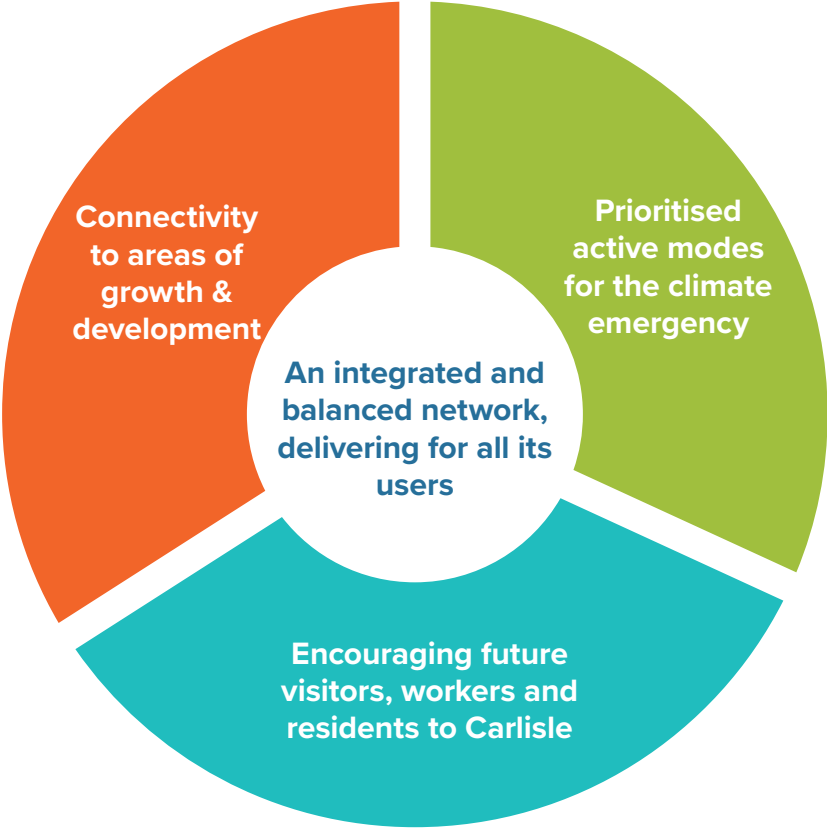
The investment from FHSF in particular seeks to identify, accentuate, celebrate and invest in Carlisle’s identity. It is its heritage architecture and history, its growing cultural offering, its strong community feel and its walkability that are selling points to bring in more spending visitors and more investment, and to encourage more people to come to Carlisle to live and work. This means any schemes within the T&M Plan need to be sensitive to and celebratory of the city’s historic character, need to bring together rather than sever its communities, and need to make the city easy to navigate, get around and enjoy.

An integrated and balanced network, delivering for all its users.

“Ensure the transport network works as one integrated network, balancing and blending the requirements of emerging schemes, policy areas, Carlisle’s current and future users, and the need to encourage visitors, young people and workers to the city.”

Balanced transport systems not only reduce carbon emissions, but also reduce traffic congestion and contribute to more vibrant streets and a healthier population. It is essential to balance the different needs of all users in the city centre creating healthy streets for all; however, this can be difficult in reality as user needs conflict. To be truly transformational, Carlisle’s transport network must be viewed as an integrated, whole, and balanced system.

The T&M Plan must go hand-in-hand with land-use planning to create a stronger economy and its supporting infrastructure. With a lower than average percentage of working people in Carlisle, its future transport system must not only support opportunities for employment growth and housing, attracting more workers to the city and providing them with access to jobs, but also support the higher proportion of dependent people, whether that be of school age or elderly, such that they too have access to services, healthcare and education. A variety of transport options need to be available, at affordable prices, and schemes need to be integrated to ensure that the city can thrive as a regional hub for the Borderlands.



Key Principles

Delivering growth,
prosperity and liveability
using transport and
movement...

Public realm and sense of place:

Creating a sense of place is important to transform Carlisle into a city destination. The T&M Plan encourages and supports a stronger economy and improves access so people can visit, use and enjoy the city centre by enhancing the physical environment and encouraging sustainable and active travel as attractive and viable alternatives to the private car. Public realm improvements must consider the other citywide strategies to ensure that they are focused in the right locations.

Streets around the city's retail areas, bars and restaurants are vehicle dominated and in need of improvement. They are perceived as through-routes rather than destinations in their own right and the quality and management of streets and public spaces is becoming ever more important to Carlisle. Public realm improvements should be targeted to enhance the environment, and challenge the traditional mode hierarchy, giving greater priority to pedestrians and cyclists.

Using placemaking principles to transform streets into places, Carlisle can strengthen and support its communities and boost economic development. Walking and cycling also play an important role in the city's Transport and Movement Plan as they increase opportunities to travel safely and improve health, as well as providing affordable access to skills, education, employment and other services.

Finally, placemaking is also about identity and access – wayfinding and desire lines are also important tools to help people get around, understand and interact with the city.

The importance of sustainability:

Carlisle's existing transport network prioritises motorised vehicles. Public transport facilities and journey times could be improved, as could

facilities and priority for those making journeys on foot or by bicycle.

Nationally, transport contributes around a fifth of all greenhouse gas emissions. The transport network in Carlisle does not sufficiently support sustainable travel. Apart from local communities, visitors to the Lake District are also responsible for a substantial volume of carbon emissions. In the wake of the declaration of a “climate emergency” in Carlisle, there is a growing need to de-carbonise the transport network.

Every scheme considered in the T&M Plan has been included to help deliver more sustainable travel – particularly more active travel – as part of the collective network. Sometimes this will include helping to reduce carbon through diverting or reducing vehicle emissions or using innovative low-carbon technologies.

Finally, it must be remembered that sustainability also covers economic growth, social cohesion and the ability to be flexible yet robust. Alongside environmental benefits, these schemes must all be good investments, delivering value for money and right for Carlisle's society and community today and in the future.

Inclusivity and safety

Carlisle faces a number of challenges when it comes to inclusivity and safety. With an ageing population, the city's services – including retail and health – must become more accessible for those who may face mobility challenges. This includes consideration of disabled parking bays, inclusive street design to accommodate mobility impaired users (including wheelchair users), and demand/mobility services. For those who are able to take up active modes, they should be encouraged and enabled to do so, to ultimately create a healthier Carlisle. For school children, the focus may be on safer routes to school, a

reduction of vehicles to reduce pollution and an increase in walking and cycling. Whilst for the working population, this will need to focus on accessibility to employment, and future-proofing the transport system to accommodate and encourage sustainable growth.

The importance of Carlisle as a destination

Emphasis needs to be placed on the city's infrastructure ensuring Carlisle can become a well-connected and accessible destination for both local people and visitors. Many of the places in Carlisle such as the historic and cultural quarter, universities, hospitals and airport are currently not well connected. Therefore, providing better connectivity between the key economic assets and residential areas by various modes of transport is essential to achieve the growth potential of the area and support strong and inclusive communities. Carlisle's future economy is intrinsically tied to its increasing identity as a visitor destination.

Carlisle's Station Gateway is a key priority for the city centre, ensuring that it is recognised and performs as the regional hub for the Borderlands region, attracting employment opportunities, as well as developing its tourist and visitor economy. Externally, the station is a significant historic asset for the city, as are the neighbouring Citadels, but their surroundings fall short when it comes to celebrating such assets.

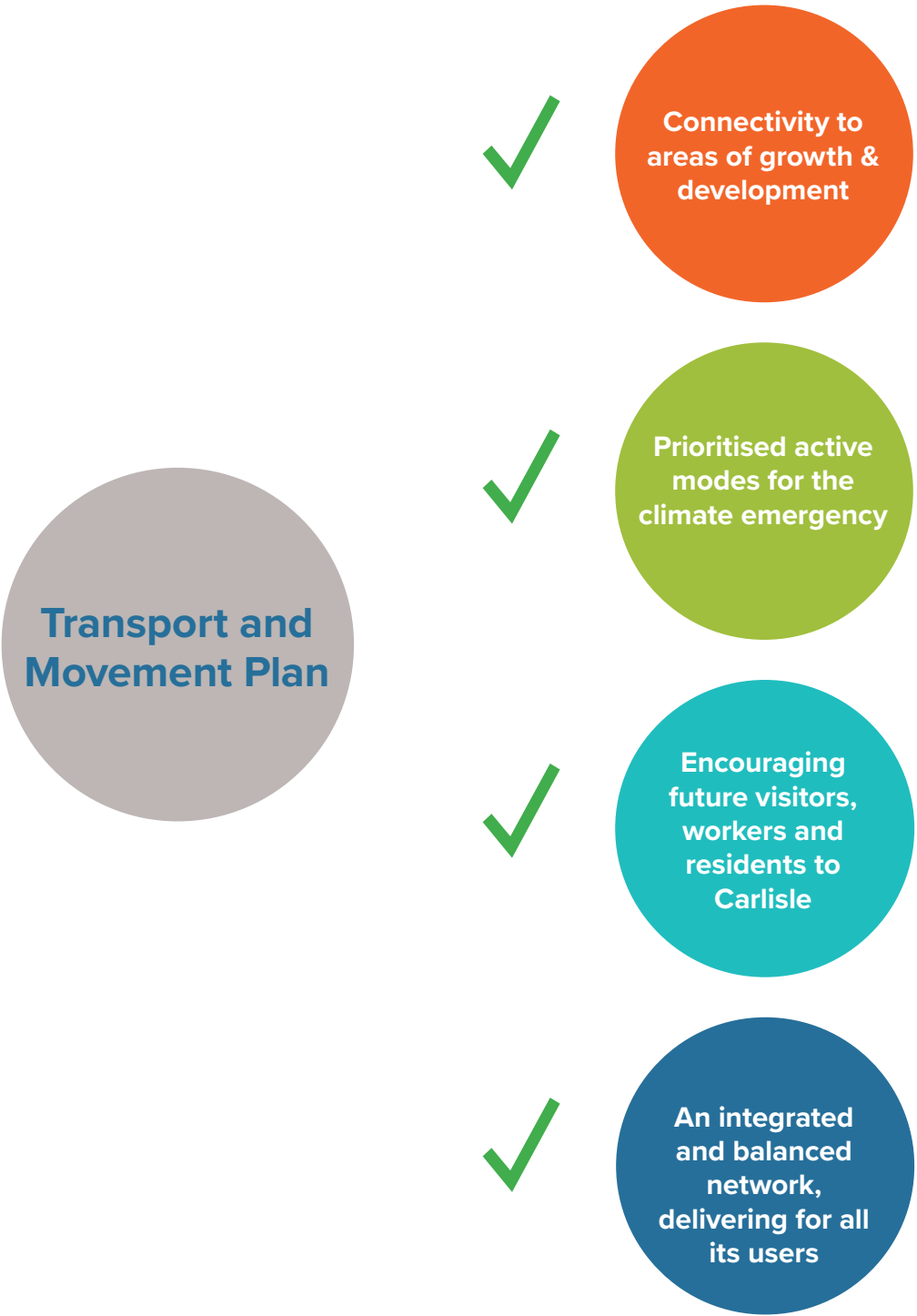
What does success look like?

Delivery of the T&M Plan will see a cohesive infrastructure plan for the city that requires effective governance and a strong working partnership between County and City Councils. This Plan will enable the key stakeholders to take the identified schemes forward to secure funding and ultimately to delivery. This plan identifies a range of schemes varying in terms of cost and timescale whilst ensuring that they remain deliverable. It is envisaged that the plan will form part of the strategic case for any future business case by providing the evidence in the form of the baseline report, and the scheme identification process through the plan itself.

If successful, the schemes in this T&M Plan will deliver each of the objectives set out in the previous chapter. Carlisle’s residents, workers, investors and visitors will want to spend time and money in the city. Residents will have sustainable, healthy options to access opportunity. Workers will be easily able to access jobs and workplaces often by walking, cycling or public transport. Investors will recognise Carlisle as a place ‘on the up’.

What does we want to achieve?

We are investing in the future of Carlisle because we want to see a Carlisle that provides safe, high quality walking and cycling routes and a quality sense of place. In order to achieve this we are aiming to reduce vehicle dominance in Carlisle city centre by removing much of the city centre’s through-traffic.



2

**Understanding Travel
in Carlisle**



Carlisle is well connected as it sits on both the M6/M74 north-south motorway link between the Midlands and Glasgow, and the West Coast Mainline rail route between London and Glasgow/Edinburgh. This provides excellent highways access to Lancaster, Merseyside, Greater Manchester and the Midlands. The A69 provides a direct route to Newcastle via Hexham to the east, while to the west of Carlisle the A595 connects to Whitehaven, Workington and the Cumbrian Coast. In transport terms, Carlisle is strategically well connected and well positioned for growth. The arrival of High Speed 2 (HS2) also presents a once-in-a-generation opportunity to transform the city region's economy in response to this major infrastructure development, spreading its benefits into the Borderlands.

Yet urban rail infrastructure and well-connected highway network cannot drive inclusive growth alone; a range of factors are essential to creating a coordinated programme of activity aiming to create more and better jobs, with a highly skilled workforce to sustain them. The lack of sustainable city-scale transport capacity and infrastructure will inhibit growth.

Our baseline work identified some key issues and opportunities identified in the strategic, socio-economic and local transport context for the area. It is presented in this T&M Plan's appendix and summarised on the following pages.



Study area boundary ►

Issues

- Central Carlisle experiences deprivation and GVA per job lags behind regional and national rates.
 - Visitor spend in Carlisle is below that of similar cities and has declined in recent years.
 - Carlisle's percentage of working age population is smaller than the regional and national average. Its transport system needs to be integrated with land-use to support access to jobs and services, as well as provide for the non-working population, school children and the elderly.
 - St Cuthbert's Garden Village will contribute 10,000 new homes, and the Local Plan includes 18,700m² of additional retail floor space in the city centre by 2030. Both of these will generate additional trips in and around the city centre. Without intervention, it is likely private vehicle will be the default mode of transport for many of these additional trips, thus contributing to congestion and carbon emissions.
 - In the wider East Cumbria area, 19,000 new houses and 5,000 new jobs are forecast to be delivered by 2024 which will put additional demands on the transport network.
-
- Around 60% of people who work in Carlisle city centre travel to work by car.
 - Capacity is constrained at several highway junctions in the study area, leading to poor journey times and reliability.
 - There are only five main routes into the city centre
 - Without highways and sustainable transport improvements, transport modelling indicates that congestion and average speeds will worsen in the city centre. The number of junctions operating at over 90% capacity in the AM Peak is forecast to increase.
 - A climate emergency has been declared by Carlisle City Council and transport is one of the largest contributors to greenhouse gas emissions.
-
- Car parking is complex with no consistent pricing strategy;
 - Over 2,600 publicly available car parking spaces take up a significant proportion of valuable and prime development land within the city centre.
 - Due to lack of clear pricing, zoning and signage strategy, there can be many vehicles travelling around the city centre looking for a parking space at any one time.

Economic growth and prosperity

Reducing congestion, and improving air quality - Highways & Junctions

Reducing congestion, and improving air quality - Car Parking

Opportunities

- Carlisle plays a key role in the Cumbrian and North-West economy in terms of employment, shopping, tourism and education. This role can be further enhanced for the benefit of the whole Borderlands region. Cumbria LEP has identified creating 15,000 new jobs in Cumbria as a priority, along with 30,000 new homes – Carlisle can be at the centre of this.
 - A series of major regeneration and development projects are in progress (such as Carlisle Station, Citadels and Caldew Riverside). Whilst these are centrally located, they need to be well connected to local destinations and accessible by sustainable modes to prevent private vehicle becoming the default mode for trips generated by these developments.
 - Accessibility is vital for ensuring new developments on land north of Lowther Street, and at Caldew Riverside and The Citadels are viable and successful.
 - The night-time economy offer of Carlisle city centre could be vastly improved with appropriate investment, such as improved public realm, removal of barriers to pedestrian movement, and higher quality surfacing materials. The FHSF work is seeking to address this.
-
- The climate emergency gives emphasis and urgency on delivering sustainable transport solutions.
 - Planned schemes at the Citadels and Carlisle Station provide the opportunity to reconsider how the bottleneck at English Street and the Crescent work.
 - FHSF provides funding and impetus to improve streets as places within the city centre's historic and night-time districts.
-
- Surface car parking takes up large areas of land. There is scope for consolidating this and repurposing that land for more valuable purposes, while also reducing the levels of circulating traffic within the city centre looking for a space. These circulating vehicles contribute to city centre congestion and pollution.

Issues

- Interchange between bus and other modes is poor
- Bus journey times tend to be longer than comparative car journey times
- The bus interchange is not situated in an optimal location, is no longer fit for purpose and is an uninviting and outdated compared to comparable cities elsewhere.
- Poor facilities or access to interchange between rail and other modes
- Interchange between bus and rail can be difficult due to the lack of visibility and signage between the rail station and bus stops.
- Buses do not directly call at the railway station, calling instead at English Street and The Crescent, which makes interchange between bus and rail difficult.
- The rail station, its facilities and surrounding public realm needs enhancing and upgrading to better serve as a gateway to the city and Borderlands.
- In many cases on Carlisle's roads and junctions, vehicles take priority over pedestrians and cyclists
- There is a lack of cycle routes through the city centre.
- Despite some pedestrianised streets, pedestrians wishing to walk to the city centre from the surrounding vicinity encounter issues such as guard railing and vehicle dominated environments.
- Over-engineering of highway assets creates an unattractive and difficult to navigate public realm and pedestrian environment.
- Severance is a particular issue with the river, railway line, and the inner ring road/ Lowther Street all acting as barriers to movement.

Increasing public transport use - Bus

Increasing public transport use - Rail

Encouraging active travel; walking and cycling

Opportunities

- Where possible, existing public transport services should be retained and enhanced. Both the bus station and rail station would benefit from modernisation.
- The bus network, with most services operating as cross-city routes, provides good coverage of the urban area. Services operate at reasonably high frequencies, including in the evenings. Better promotion or branding of this could reverse the declining patronage observed in recent years.
- Whilst the bus station is centrally located, legibility to it and its facilities are poor. It is an unattractive environment for users to wait in and could be upgraded and/or relocated to better serve the needs of users, as well as provide a layover facility for bus drivers.
- Better wayfinding could make the bus station and stops more accessible.
- Public transport needs to be accessible by active modes of walking and cycling to facilitate integrated transport movements and encourage its use.
- The rail station would benefit from modernisation of its facilities.
- Redevelopment of the rail station could be the focus and catalyst for regeneration in and around the city centre.
- Public transport needs to be accessible by active modes of walking and cycling to facilitate integrated transport movements and encourage its use.
- Train frequencies on the Cumbrian Coast Line are low, and resilience is poor due to exposure to strong weather patterns along the coast. Investment in this route would bring about benefits for people wishing to travel between Carlisle and other localities in Cumbria, such as Whitehaven. Alternatively, investment in rail replacement bus facilities would provide resilience alternatives and move this congesting, unsuitable activity from the station's historic public realm.
- HS2 services may call at Carlisle, which will provide significant new opportunities for connectivity to the city from further afield. Providing more park and ride options for Borderlands residents and workers will help encourage those making origin-to-destination car journeys to make the bulk of their journey by rail.
- A plan to reduce the number of vehicles in the centre could have a positive effect on cycling with opportunities around the city to narrow carriageways and provide space for segregated cycle routes
- Improving connectivity along key desire lines will enable the city to be more accessible on foot and by bicycle.
- Public realm and the environment for pedestrians could be improved by changing highway routing and access for general traffic, as well as removing barriers to movement for pedestrians.
- 'Boulevard' type street design schemes would be positive in creating sense of place and encouraging local communities and businesses to interact with the streets
- Transport should also be used as an enabler to support improved public health and wellbeing i.e. more people walking and cycling will support a healthier population
- Travel plans for businesses could encourage employees to use active / sustainable travel modes and provide incentives to do so
- Providing education, encouragement and enabling of cycling for Carlisle's children and young people is a key aspect to encouraging them to cycle as adults and to reduce school run traffic.
- Rates of cycling could be increased through an appropriate focus on improving cycle facilities such as cycle lanes, new off-road routes and secure parking.

3

Taking Carlisle on a Journey



Taking Carlisle on a Journey

Changing Carlisle

Carlisle's District Local Plan envisions Carlisle as the region's centre for activity and calls for the retention of a younger population. Despite Carlisle's role as a sub-regional hub, the city is relatively inaccessible at a local level from a public transport/active modes perspective. To improve connectivity, there is an emphasis on enhancing existing public transport services and infrastructure (including Carlisle Railway Station) as well as increasing pedestrian and cycle permeability within and to the city centre. Improving connectivity will ultimately improve the city's overall attractiveness and appeal; drawing more people to live, visit and invest in Carlisle.

This ambition is further developed in Carlisle's Investment Prospectus, where the Council sets out its vision for making Carlisle an attractive place to do business which necessitates an appealing city centre environment for a variety of business, from soft measures such as high quality public realm to affordable, flexible and quality work spaces which provide a competitive advantage over out-of-town locations.

Carlisle is set to benefit from schemes in the surrounding areas such as the delivery of the major development site St Cuthbert's Garden Village. This scheme alone is set to provide approximately 10,000 new homes, new employment opportunities and community facilities. This large development will bring in new visitors and workers to the city centre, necessitating improved connectivity between the new development and the city centre. The delivery of Carlisle Southern Link Road (CSLR) scheme which will improve east to west connectivity, but sustainable travel improvements also need to be considered. Improving public transport and cycling provision is critical in ensuring Carlisle transition to a low carbon city.

There are several schemes planned in Carlisle City Centre. The Carlisle Station Gateway

Scheme includes heritage-sensitive public realm improvements, creating a pedestrian-focused gateway to the city, inviting visitors and workers into the city centre. Adjacent to the Station, are the Citadels, iconic structures which will create key gateway to the city centre. Developing a new university campus on this site will boost economic prosperity by attracting people to live, study and work in the area. The city council is working on transforming Caldew Riverside, a brownfield site adjacent to the city centre, into a residential development which will help bring a much greater resident population to the city centre.

Carlisle is bidding for the Future High Street Fund. The proposals will help create a vibrant and future-proofed city centre that supports the economy of the wider Borderlands region by providing the 'offer' that will retain and attract high-skilled workers and increase visitor numbers, unlocking further growth and investment. It will also make the city centre more resilient by containing a wide-ranging mix of uses that underpin a larger resident and business community, set within an enhanced and engaging physical environment. The investment will help renew Carlisle city centre by repurposing soft and vacant units into residential sites or flexible commercial sites.

Physical interventions to Devonshire Street and Lowther Street will enhance the streetscape for the existing shops, cafes, bars and restaurants in the area, while improving walking and cycling infrastructure and encouraging new investment. Market Square will be reinvented into a new public space which encourages longer dwell time in the city centre and holds temporary events bringing more people into Carlisle.

There are a wide range of schemes bringing investment in Carlisle City Centre and setting up the city up for the future sustainable growth it desires. These projects are the catalyst for

change in Carlisle and need to be supported by wider transport strategies.

How do we make this happen?

Before schemes can be identified, an evidence-based strategy is needed for many transport or travel issues to provide a framework for and the identification of schemes.

Using the issues and opportunities identified across the city centre, the need for city-wide strategies that can allow decision makers to identify the key schemes to be delivered within the overarching T&M Plan.

These strategies are:

- Local Cycling and Walking Infrastructure Plans
- Bus Routing and Stopping Strategy
- Parking Strategy
- School Sustainable Travel Strategy
- Traffic Regulation Orders Review
- Parking Standards Supplementary Planning Document

For example, we know that circulation of vehicles looking for parking is an issue, and that there are too many vehicles in the city centre, detracting from its liveability and walkability. Consolidating parking around an informal ring, keeping much of it out of the very centre of the city, might help address these issues. Before decisions are made about where to build, close or consolidate car parks, a strategy is needed to understand how much parking is needed, how to balance parking against other modes to access the city, where the optimal locations for parking are.

Local Cycling and Walking Infrastructure Plan (LCWIP)

The Cumbria Cycling Strategy (2017-22) outlined the vision for Cumbria and the Lake District to be one of the best places to cycle in the UK; with endless opportunities for residents and visitors to explore the region by bicycle, Carlisle must play its part in providing connectivity, and not just by bicycle, but walking too. As part of the National Cycling and Walking Investment Plan for England, The Department for Transport (DfT) developed LCWIPs, which can support areas to seek funding for key schemes. The LCWIP is an approach the government has set out to make walking and cycling the natural choices for shorter journeys or as part of a longer journey.

Carlisle's existing walking and cycling infrastructure is discontinuous, with short, disjointed sections of cycleways rather than key routes across the city centre, and whilst these routes may still be used by the more confident on-road cyclists, they do not support or encourage the rest of the population to be more active. Therefore, the city centre would strongly benefit from an LCWIP approach to investment, ensuring cohesive routes across the city, and making the most of the city's assets, historic architecture, river corridors and green spaces.

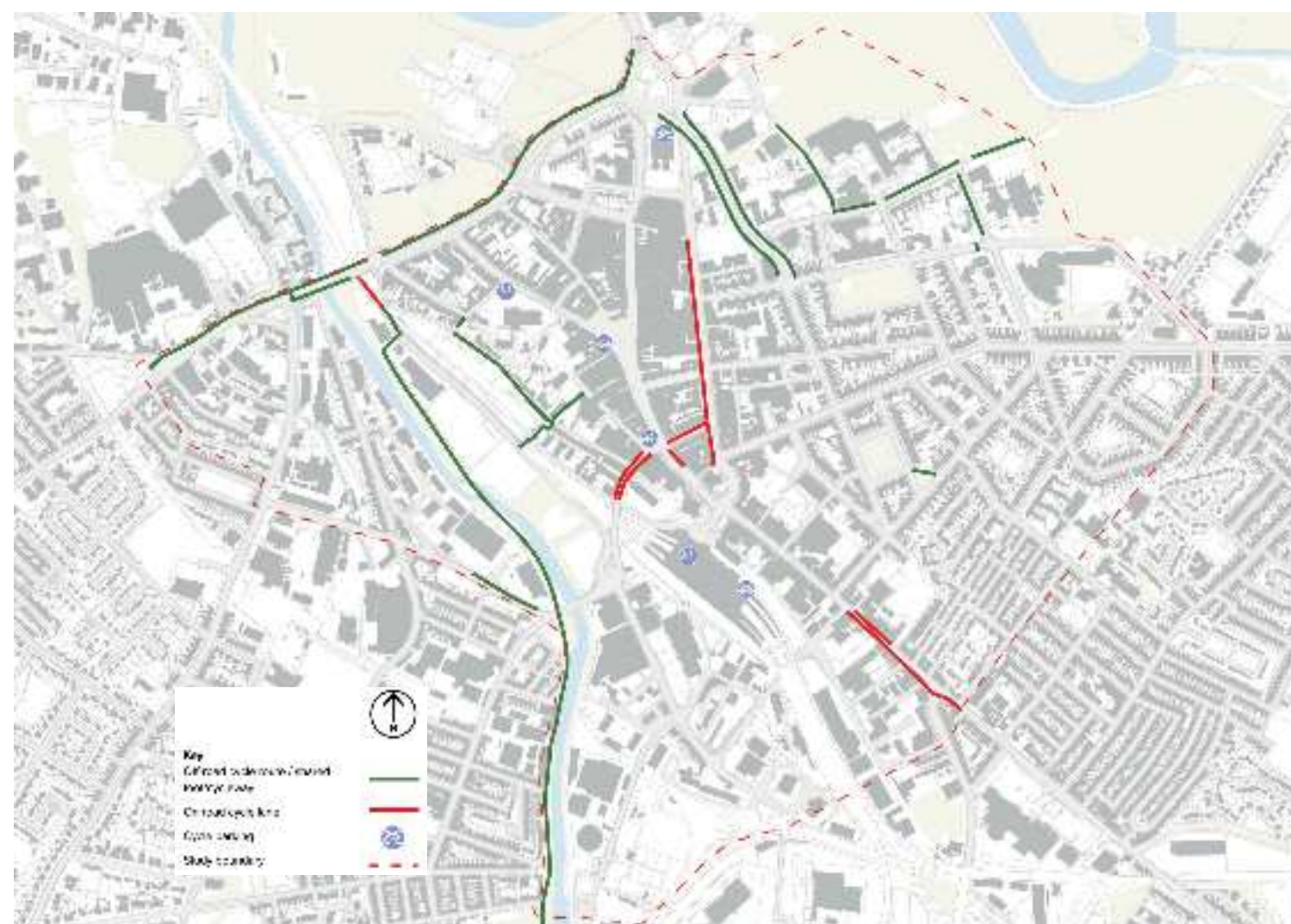
An LCWIP for the city must particularly focus on east-west connectivity, as the river and railway are severance features, and any existing crossing points are vehicle dominated and congested. CaCC have commissioned a LCWIP to be developed for Carlisle. This will identify the top targeted investments required to create a cohesive cycling- and walking-friendly city. While these schemes are yet to be set out, this T&M Plan includes the LCWIP as a key part of the integrated plan for Carlisle's future sustainable transport and travel and identifies some important areas of focus. Initial proposed LCWIP routes into Carlisle, developed through this T&M Plan, are shown in the next chapter.



Advanced cycle stop box on Botchergate, heading to English St.



Cycle parking available in the city centre



Map illustrating the cycle network in Carlisle

Bus Routing and Stopping Strategy

Carlisle's bus network, like much of the UK's, is currently experiencing a decline in bus patronage, with higher fares and increased journey times due to congestion.

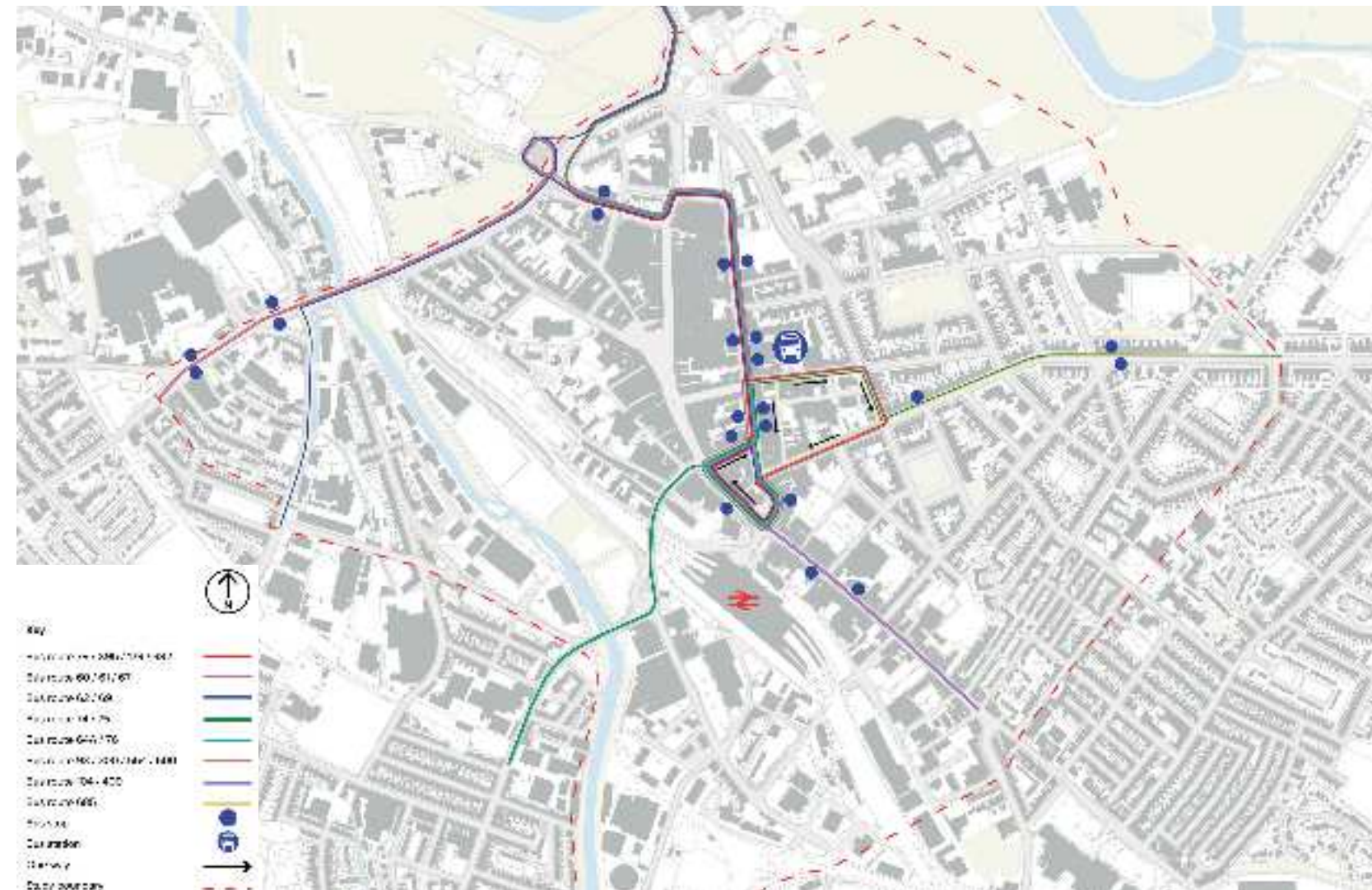
The Strategy will principally consider whether the current bus interchange (identified as unfit for purpose) should be upgraded or downgraded. In the case of downgrading it, the Strategy will identify alternative locations including the possibility of an on-street hub instead of a formal facility, providing better interchange with the station and a direct route to the city centre shopping district. Routing into and out of the city centre will also be considered, along with frequency, stops, and layover.



Lowther Street bus lane looking north



View of Carlisle Bus Station



Existing bus map, illustrating routes and stops

Parking Strategy

Carlisle has a plentiful provision of parking (in contradiction with its climate emergency pledge) and requires a more strategic approach to help Carlisle adapt. The numerous surface car parks distributed across the centre take up a large area and with no clear access/capture strategy (and no digital information at ‘capture’ points). This results in excess cross-city movements and circulation of vehicles, contributing to congestion and a vehicle-dominated city centre.

Although the city is moving towards more sustainability and active travel, some residents and visitors to Carlisle will still require vehicle access and appropriate parking facilities, but a parking strategy should look to reduce their impact on the city centre and improve their existing operation.

A key principle should be to reduce vehicle movements in the city’s inner core. The strategy should consider:

- Consolidating smaller dispersed existing car parks into fewer larger car parks, potentially including multi-storey car parks to release prime development land for future residences, leisure, employment space.
- Ensure parking is located on key radial routes to ‘capture’ vehicles as they enter the city centre outside of the core, and appropriate signage to direct vehicles to these car parks
- Car parks marketed as “Park and Stride” facilities for those who travel by car, to travel the last part of their journey on foot or via mobility scooter. This will need to be supported by attractive, accessible and safe walking routes to ensure the centre remains accessible,
- Consistent pricing strategy to ensure pricing does not trigger competition
- Digital technology systems including Variable Message Signing (VMS) to direct vehicles to vacant spaces and limit vehicles circling the city centre.

Parking Standards Supplementary Planning Document

In line with a new parking strategy for the city centre, the Council should also consider a new approach to its parking standards across the city, taking account of expected levels of car ownership in new developments. It should also include standards for cycle, motorcycle and electric vehicle parking. Cycle and electric vehicle standards are particularly important – they set an ambition and focus as well as providing practical provision and capacity for more sustainable travel.

Electric Vehicle Charging Strategy

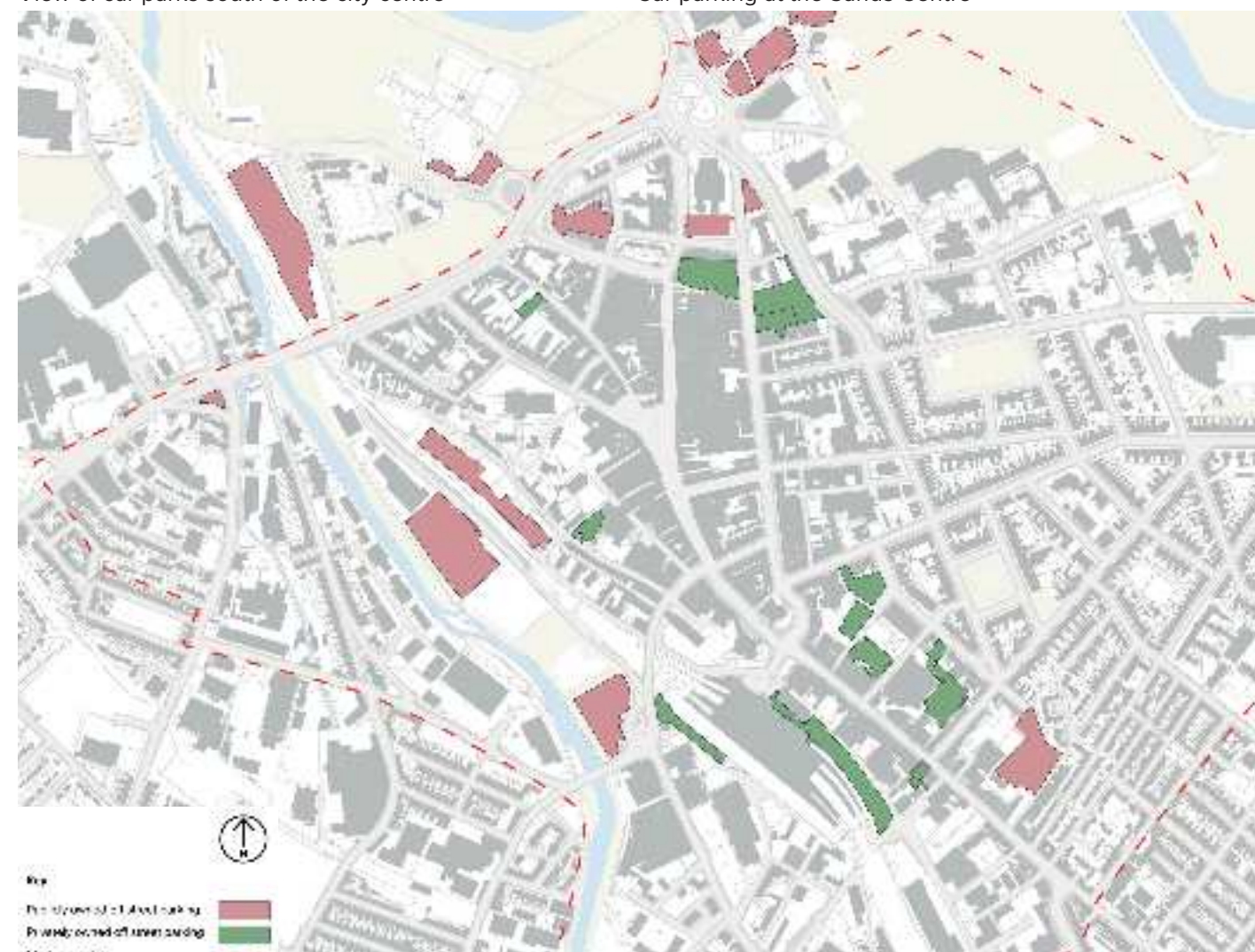
Future-proofing Carlisle’s city centre carparks should be a priority scheme for tackling the climate emergency. Rolling out electric charging points in existing car parks should coincide with a review of Carlisle’s parking strategy to aim for consolidation of city centre car parks. Other schemes could include electric vehicle hubs to allow workers and residents to access rent-a-car schemes. The new station car park could be a good location for such a scheme before station demand requires all available spaces.



View of car parks south of the city centre



Car parking at the Sands Centre



Map illustrating the carparks in Carlisle

Traffic Regulation Orders (TRO) Review

Traffic Regulation Orders (TROs) are essential to the smooth running of the road network. By giving legal force to the restrictions that define roads, they determine the legal layout of the streets and help to define the streets of the future.

Whilst areas within the city centre already have Traffic Regulation Orders in place, to manage traffic impact, the dominance of Heavy Goods Vehicles in the centre of Carlisle should be managed through servicing restrictions, including in the retail core and around the Station. Possible schemes include changing TRO to apply restriction on loading during the peak hours and during the daytime, for example, no loading 8am-6pm. This would also enable greater use of pedestrian space at peak times. It would reduce vehicle dominance in the city centre and create a safer environment for active travel users.

It is recommended that the TRO review is conducted alongside the other strategies and early development of schemes, to ensure an integrated and consolidated approach.



Loading on Market Square



Loading on Castle Way, near Green Market



Loading restriction sign

School Sustainable Travel Strategy

Travel to schools within Carlisle is an essential aspect of daily life. Beginning with identifying a 'Schools District', the T&M Strategy research has shown peak times see an increase in traffic with school drop-off and pick-up which is a potential conflict for those students walking and cycling to school or college. A strategy is needed to encourage parents and children both living in or outside the city centre to choose more active, healthier and environmentally friendly ways of travelling to school, as an alternative to driving.

The Strategy will primarily consider provision of safer pedestrian crossings, reduction of road traffic around the school district and improvements to transport infrastructure conducive to sustainable travel. It aims to contribute towards the immediate and long-term health and well-being of children and young people through active travel. The Strategy will also help reduce road traffic, ease congestion and reduce carbon emissions, especially on routes to schools through enabling and encouraging active travel and the use of public transport.



View of Georgian Way, severing the Trinity schools from Carlisle City Centre. Safer and more frequent crossings are required.

4

**Our Proposed
Future for Carlisle**



Cumberland Building Society

Cumberland Building Society

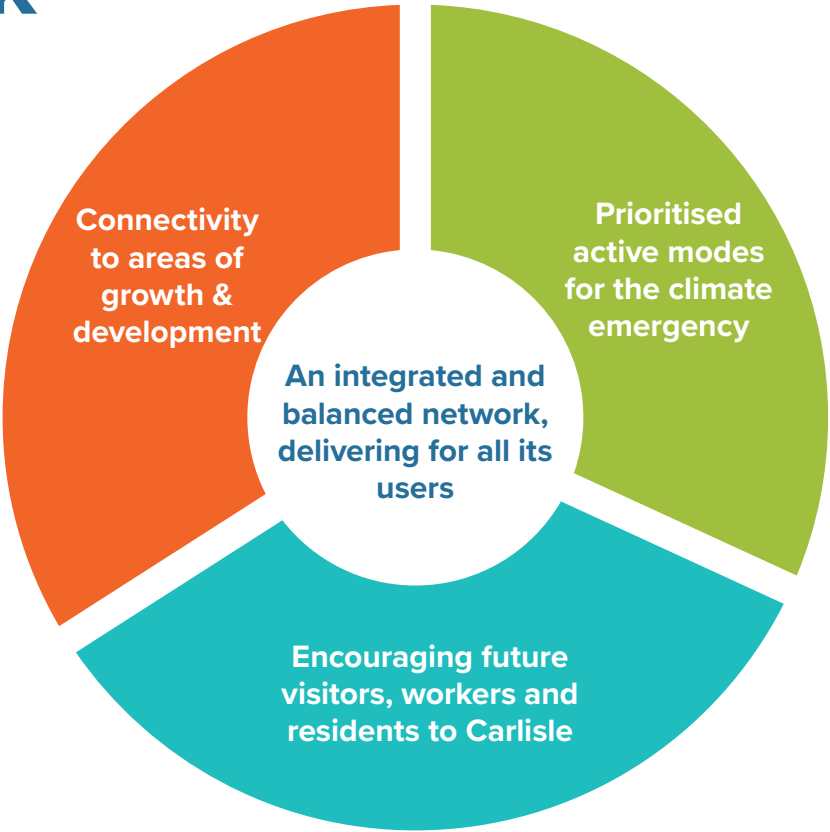
South Park

2.60

2.30

12

What will Carlisle look like in the future?



If delivered together, the schemes in the T&M Plan have the potential to transform Carlisle’s transport network into an integrated and balanced network which delivers for all its users.

None of the schemes can be considered in isolation. It is critical to understand the inter-relationships between different modes of travel and different users needs and what improvements that requires of the network. For example, the central core made up of Lowther Street, Devonshire Street, Victoria Viaduct and English Street is a key focus for Carlisle. Making them more friendly for active travel modes and welcoming to residents, workers and visitors is crucial to the city centre’s success. However, these streets cannot be looked at in isolation. Interventions which improve connectivity of the wider transport network will need to be undertaken, such as a parking consolidation to reduce traffic in the city centre and sustainable boulevards into the city centre.

If delivered together, the schemes in the T&M Plan have the potential to transform Carlisle into a sustainable city which better caters to its residents and provides an offer more suitable to attract new businesses, residents and visitors. It will be a more climate-friendly city with healthier travel options, providing people with safer routes for walking and cycling, and better public transport provision.
























































The schemes will improve the visitor experience in the city, by elevating the presence of the city’s heritage and culture and providing an urban environment with people friendly streets which encourage walking, shopping and sightseeing around Carlisle.

Carlisle’s economy will benefit by improving the transport infrastructure within the city. Improving access into and through the city with increased sustainable travel options and the reduction of congestion and severance within the city increases access to services, improves the health and wellbeing of residents and creates a more liveable environment. As city’s compete for jobs and workers, the ability to provide a high quality of life for a variety of demographics is key in bringing in investment and opportunity.

How do we get here?

The package of schemes set out in the T&M Plan need further work and investment. Some are already on their way to delivery – particularly the Carlisle Station Gateway and FHSF schemes. Others need scheme development, programme entry, and funds.

It is suggested that they are delivered over time in the near (2020-25), or longer-term (2025+) future. The high-level, indicative phasing plan on the overleaf sets out how this could happen.

OBJECTIVE	SCHEME	COST	TIME	RISK
Connectivity to areas of growth & development	Infrastructure Delivery Plan schemes	£££	 	
	Junction improvements on alternative routes	££  	 	
	Sustainable travel 'boulevards' into Carlisle City centre	£££	 	
	Botchergate public realm improvements	£££	 	
	Severance reduction	££		
	Implementation of parking strategy schemes	£		
	Implementation of bus routing & stopping strategy	£ 		
Prioritised active modes for the climate emergency	Electric buses for the city centre	££		
	Victoria Viaduct / James Street / Nelson Bridge pedestrian junction improvements	££		
	Implementation of LCWIP schemes	££  	 	
	Park & stride location identified for school pick/up drop/off	£		
	Carbon-capture and flood-resilience solutions	£  	 	
	Carparking and public realm Southern Gateway	£££		
	Northern Gateway (Court Square) public realm scheme	£££		
Encouraging future visitors, workers & residents to Carlisle	English Street sustainable travel street	££	 	
	Devonshire Street sustainable travel streetscape scheme	££		
	Lowther Street severance reduction and streetscape improvement scheme	£££		
	Bank Street & English Street public realm improvement with parking consolidation	££  		
	Market Square public realm improvement	£££	 	

Next Steps

This T&M Plan has set the principles for transport and movement in Carlisle city centre, and identified the strategies and schemes needed to deliver its vision and objectives. The next steps take it from Plan to action.

Highway movements and rerouting

We need to understand the full implications of the schemes within the T&M Plan, and how traffic will route and re-route in the city as a result. It is important to recognise this, look at the impacts, and consider whether they need to be mitigated. This does not just apply to the city centre. The effects on routes leading into and around Carlisle need to be considered, as well as the potential for the CSLR to reduce city centre traffic and provide greater opportunity to deliver the T&M Plan schemes to ‘lock in’ the benefits of the CSLR.

To do this, highway and junction modelling will be undertaken on the T&M Plan as schemes progress into further development.

Funding and development

We need to use existing funding opportunities and be ready for new ones, getting the most value for Carlisle and its residents, businesses and users. This means:

- Future High Streets Fund, Borderlands funding for the Station Gateway and Citadels, the Towns Fund and future Caldew Riverside Scheme should all be harnessed to deliver T&M Plan schemes where possible.
- We need to make sure schemes outside the T&M Plan boundary connect and integrate well with those in this Plan. For example, green routes from St Cuthbert’s Garden Village must tie into the LCWIP routes.
- We need to work with government and developers, making this T&M Plan available, to see where further opportunities for funding and delivery might arise.
- We need to continue to develop T&M Plan strategies and schemes so they are ready for when future opportunities appear.

Working together to progress the T&M Plan

Finalising this T&M Plan is not the end of the process, but the start of taking Carlisle on a journey to deliver its vision and objectives by funding and building the schemes within it. This requires momentum, support and motivation. We recommend:

- A T&M Plan working group is set up to monitor progress on delivering the schemes and strategies, to be alive to future funding opportunities, and to coordinate schemes to ensure the fourth wraparound objective of ‘an integrated and balanced network, delivering for all its users’ is achieved.
- A start is made now on commissioning and developing the strategies in the ‘Taking Carlisle on a Journey’ chapter, and the schemes earmarked for early delivery.

We are investing in the future



