

Carlisle City Council

Report to Executive

Report details

Meeting Date:	21 st March 2022
Portfolio:	Environment and Transport
Key Decision:	No
Policy and Budget Framework	Yes/No
Public / Private	Public
Title:	Carlisle Local Cycling and Walking Infrastructure Plan
Report of:	The Deputy Chief Executive
Report Number:	CS.14/22

Purpose / Summary:

This report presents to members the attached Carlisle Local Cycling and Walking Infrastructure Plan (LCWIP) which has been prepared by the County Council. The LCWIP is being presented to Carlisle Local Committee on the 9th March 2022 with a recommendation that they approve the plan. This plan has been prepared by the County Council, with the support of a range of Key Stakeholders including the City Council. It sets out prioritised plans for the provision of enhanced cycling and walking routes in Carlisle. The plan has been prepared in consultation with a wide range of interested parties and has been the subject of extensive public consultation. The approved plan will be an essential requirement when council bids for government funding for cycling and walking improvements are made.

Recommendations:

It is recommended that members endorse the Carlisle Local Cycling and Walking Infrastructure Plan as set out in the appendix to this report.

Tracking

Executive:	
Scrutiny:	
Council:	

1. Background

- 1.1. The Appendix attached to this report gives details of a report being considered by the Carlisle Local Committee recommending they approve the Carlisle Local Cycling and Walking Infrastructure Plan (LCWIP). The LCWIP is an essential document to enable bids to be made for government infrastructure funds for active travel. In preparing this plan the County Council have fully engaged with the City Council and other key stakeholders. There has also been extensive public consultation in preparing the plan. This report has been prepared to enable the City Council to endorse the LCWIP.
- 1.2. The documents attached in the appendix give details of why an LCWIP is required for Carlisle, and they also explain the process that has been followed to gather information and prepare the plan. The LCWIP identifies cycling and walking improvements at a local community level and is designed to facilitate a long-term approach to developing cycling and walking networks. Encouraging people to adopt a more active lifestyle will benefit their health, but collectively this will have a positive impact on net zero carbon emissions.
- 1.3. The focus of the LCWIP is the improvement of routes used for everyday shorter journeys, such as to work, school, or the shops. It aims to identify good quality infrastructure that connects the places people need to get to, in a coherent, direct, safe, and attractive way. Recognising that it is not always possible to connect everywhere and that funding for delivery needs to be secured, the LCWIP aims to prioritise future investment where the most benefits can be realised. The LCWIP is not a funded plan however, having an LCWIP in place will put the Council in the best possible position to secure future funding for the delivery of improvements.
- 1.4. Levels of cycling and walking in Carlisle increased during the COVID-19 lockdown in Spring/Summer 2020. This was in part because roads were less busy and quieter, offering more desirable conditions for cycling and walking. The reduction in traffic emissions also led to improvements in air quality. As people returned back to places of work and to school, levels of cycling and walking reduced. This demonstrates that the potential for cycling, and walking exists if the right conditions are put in place.
- 1.5. An initial round of public engagement on the Carlisle LCWIP was undertaken in May 2021, asking for feedback on what would encourage people to change to cycling and walking for short journeys. Findings were consistent with national data whereby, a large proportion (58%) of respondents identified they currently make journeys by car to places that were within cycling and walking distance. Journeys to the shops and commuting to work were the main reasons given. Public and stakeholder engagement has played a key part in the development of the Carlisle LCWIP and following the initial public consultation undertaken in May 2021 a further consultation

followed in November 2021. In addition, regular workshops have been undertaken with key stakeholders throughout to ensure a wide range of views were considered.

- 1.6. The results of the consultation exercises demonstrated a strong desire for future investment in cycling and walking infrastructure. Responses emphasised the importance of providing safe, segregated routes that provide direct connections to the places people want to get to. The need to provide routes that were separated from other modes of travel was a common theme in the responses and was identified as a key measure for encouraging more cycling and walking. The creation of more traffic free neighbourhoods and lower speed limits were also supported. The main perceived barriers to cycling and walking were:

- Busy roads
- Quality of routes
- Feeling unsafe
- Junctions that are difficult to cross

The draft priority cycling and walking networks presented received a high level of support and the majority of respondents felt the proposals would encourage them to cycle or walk more often.

2. Proposals

- 2.1 **Cycling Network.** The Priority Cycling Network, which is detailed in the attached documents, reflects the importance of connectivity across the city to increase active travel and reduce car journeys. Key aspects of the network include:
- Carlisle Station as a central cycle hub with the provision of a new cycle parking facility.
 - Links to and within the education cluster incorporating Carlisle College and several secondary schools.
 - Access to key employment sites, including the Cumberland Infirmary, Kingmoor Park/Kingstown, and the city centre.
 - Connectivity to and from St Cuthbert's Garden Village.

Recognising that it is not possible to connect everywhere, the LCWIP focuses on the most important routes to secure funding for. Support for walking and cycling infrastructure usually increases further once it is built and people are using it. Over time these priorities can be built on to deliver a more extensive network to encourage and support a step change in the numbers of people cycling and walking.

- 2.2 **Walking Network.** As part of the LCWIP, it identifies Core Walking Zones across the study area, along with primary and secondary routes linking into those Core Walking Zones.

- Core Walking Zones are areas with the highest potential for footfall such as town centres and employment sites.
- Primary routes are those routes that are generally the most direct and have the highest usage.
- Secondary routes are alternative routes that are generally less direct but quieter

The LCWIP identifies potential improvements within the Core Walking Zones and along the primary routes which, could include new or enhanced road crossings; better quality public spaces and paths; and the provision of dedicated and separated space for walkers.

Improvements have been identified for the Carlisle City Centre Walking Zone (CWZ1) and connecting primary routes. These are shown on the plans attached in the appendix.

- 2.3 Prioritisation** In developing the LCWIP, government guidance setting out a recommended approach to prioritising networks of walking and cycling routes, has been followed. The guidance recommends that priority should be given to areas which have the greatest potential for growing cycling and walking trips and offer the greatest value for money.

The delivery of all improvements identified in the Carlisle LCWIP is subject to securing funding. Routes for delivery have been prioritised using a framework that assesses:

- Effectiveness – the potential to generate cycling trips
- Alignment with policy objectives – such as those in the CTIP
- Economic factors – scheme cost, value for money and likelihood of attracting funding
- Deliverability – engineering constraints, land ownership and stakeholder support.

- 2.4 Next Steps.** The Carlisle LCWIP provides a prioritised investment plan for cycling and walking in Carlisle District over the next 15 years. The LCWIP considers the overlaps and synergies with other plans, schemes and strategies. This means the network priorities will be reviewed and updated periodically, particularly if there are any significant changes in local circumstances, such as the publication of new policies or strategies, new development sites, if funding bids are successful and as walking and cycling networks mature and expand. The LCWIP for Carlisle is a live document that will be regularly reviewed to ensure the most appropriate routes for cycling and walking are identified and prioritised for future delivery. The document will be used to assist in securing funding for the delivery of the identified improvements.

3. Risks

3.1 There are no obvious risk with endorsing the plan. If the plan was not to be adopted by the County Council, then this would make it very difficult to obtain government funding for infrastructure improvements.

4. Consultation

4.1 Public Consultation took place in May 2021 and November 2021. Regular Workshops have also been held with Key Stakeholders to ensure that the plan has considered the views of the potential users of the proposed networks.

5. Conclusion and Reasons for Recommendations

5.1 The government has indicated that bids for improved cycling and walking infrastructure will only be considered if a local cycling and walking infrastructure plan is in place. The Carlisle plan lists a large number of potential schemes which have been ranked in priority order based on a range of criteria which are detailed in the report.

6. Contribution to the Carlisle Plan Priorities

6.1 The LCWIP is intended to assist with promoting Active Travel and all the health benefits which are associated with this. In this respect it should greatly assist in achieving the Carlisle Plan Priorities.

Contact details:

Contact Officer: Darren Crossley/Keith Poole Ext: 7451

Appendices attached to report:

- Carlisle Local Committee Report on LCWIP
- Appendix 1 to Local Committee Report

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 – Members are being asked to endorse the Plan which is attached to the report. If in due course it is intended to make applications for grant funding, or to carry out works in order to progress the Plan, further approvals will be required.

Property Services –

Finance - There are no direct financial implications of the Executive endorsing this Local Cycling and Walking Infrastructure Plan.

Equality -

Information Governance-

COUNTY COUNCIL LOCAL COMMITTEE FOR CARLISLE

Meeting date: 9th March 2022

From: Angela Jones, Executive Director, Economy and Infrastructure

CARLISLE LOCAL CYCLING AND WALKING INFRASTRUCTURE PLAN

1.0 EXECUTIVE SUMMARY

1.1 *The purpose of this report is to seek approval of the Local Cycling and Walking Infrastructure Plan (LCWIP) for Carlisle.*

2.0 STRATEGIC PLANNING AND EQUALITY IMPLICATIONS

2.1 *By preparing an LCWIP for Carlisle and working to achieve the delivery of the findings, the Council will be meeting the following Council Plan priorities:*

- *To enable communities to live safely and shape services locally*
- *To safeguard children, and ensure that Cumbria is a great place to be a child and grow up*
- *To promote health and wellbeing, and tackle poverty*
- *To protect and enhance Cumbria's world class environment*
- *To provide safe and well-maintained roads and an effective transport network*
- *To promote sustainable economic growth, and create jobs*
- *To support older and vulnerable people to live independent and healthy lives*

3.0 RECOMMENDATION

3.1 It is recommended that Members approve the LCWIP for Carlisle as attached at Appendix 1.

3.2 It is recommended that Members delegate authority to the Executive Director – Economy and Infrastructure in consultation with the Chair and Vice Chair of the Local Committee to make any necessary minor amendments to the Carlisle LCWIP prior to its publication.

4.0 BACKGROUND

- 4.1 The Cumbria Transport Infrastructure Plan (2022 – 2037) sets out the strategy for Active Travel in Cumbria and the development of LCWIPs are a key part of this. The Council has committed to the development of a series of LCWIPs. The methodology for LCWIPs has been developed by the Department for Transport (DfT) as part of the national Cycling and Walking Investment Plan. DfT funding for local cycling and walking schemes will be dependent upon the schemes inclusion in a LCWIP, with infrastructure to be designed in line with the DfT Cycle Infrastructure Design guide issued in July 2020.
- 4.2 The LCWIP for Carlisle, outlines the network of key cycling and walking routes in the district. The focus of the Carlisle LCWIP is the improvement of routes used for everyday shorter journeys, such as to work, school or the shops. It aims to identify good quality infrastructure that connects the places people need to get to, in a coherent, direct, safe and attractive way.
- 4.3 Recognising that it is not always possible to connect everywhere and that funding for delivery needs to be secured, the Carlisle LCWIP focuses on the routes where the most benefits can be realised. Support for walking and cycling infrastructure usually increases further once it is built and people are using it. Over time these priorities can be built on to deliver a more extensive network to encourage and support a step change in the number of people cycling and walking.
- 4.4 The Carlisle LCWIP is not a funded plan however, having an LCWIP in place will put the Council in the best possible position to secure future funding for the delivery of improvements.
- 4.5 The masterplan for St Cuthbert's Garden Village (SCGV) seeks to create new neighbourhoods where sustainable and active travel is the preferred choice of travel to the city centre. The LCWIP is therefore a key document in supporting the ambitions for SCGV and will be used to inform the Infrastructure Delivery Plan for SCGV.
- 4.6 Public consultation on the draft LCWIP proposals was undertaken in May 2021. During this consultation the draft priority network for cycling was presented. Feedback was sought on the existing barriers to cycling and walking and what improvements could be made to encourage more everyday short journeys to be undertaken by active travel. The consultation received a total of 191 questionnaire responses. Through the consultation it was established that 58% of respondents currently make journeys by car to locations within walking and cycling distance and 49% answered that they would cycle more often and 39% would walk more often if improvements to cycling and walking routes were made.
- 4.7 A second round of public consultation took place in November 2021, presenting the updated priority cycling and walking networks reflecting the feedback received in the first consultation. 147 responses were received, showing the same strong desire for future investment in cycling and walking infrastructure.

- 4.8 The Carlisle Local Cycling and Walking Infrastructure Plan (2022 – 2037) is included in Appendix 1.

5.0 OPTIONS

- 5.1 That Members approve the Carlisle Local Cycling and Walking Infrastructure Plan.
- 5.2 That Members approve the Carlisle Local Cycling and Walking Infrastructure Plan with recommended changes.
- 5.3 That Members do not approve the Carlisle Local Cycling and Walking Infrastructure Plan.

6.0 RESOURCE AND VALUE FOR MONEY IMPLICATIONS

- 6.1 There are no financial implications for the Local Committee arising from this report.

7.0 LEGAL IMPLICATIONS

- 7.1 In respect of recommendation 3.1, it is a proper decision for members under paragraph 5.1.1 Part 2D of the Constitution to approve the Local Cycling and Walking Infrastructure Plan for Carlisle.
- 7.2 In respect of recommendation 3.2, it is a proper decision for members under paragraph 2.2 Part 3A of the Constitution to delegate authority to the Senior Programme Manager – Cycling and Walking to make necessary minor amendments to the Carlisle Local Cycling and Walking Infrastructure Plan. (S. Barnes 25/02/2022)

8.0 CONCLUSION

- 8.1 The Carlisle LCWIP provides a prioritised investment plan for cycling and walking in Carlisle District over the next 15 years.
- 8.2 The LCWIP considers the overlaps and synergies with other plans, schemes and strategies. This means the network priorities will be reviewed and updated periodically, particularly if there are any significant changes in local circumstances, such as the publication of new policies or strategies, new development sites, if funding bids are successful and as walking and cycling networks mature and expand.
- 8.3 The LCWIP for Carlisle is a live document that will be regularly reviewed to ensure the most appropriate routes for cycling and walking are identified and prioritised for future delivery.

Angela Jones
Executive Director Economy and Infrastructure

28th February 2022

APPENDICES

Appendix 1: Carlisle Local Cycling and Walking Infrastructure Plan (2022-2037)

Electoral Division(s): All in Carlisle

Executive Decision	<input type="checkbox"/>	No	
Key Decision	<input type="checkbox"/>	No	
If a Key Decision, is the proposal published in the current Forward Plan?	<input type="checkbox"/>	<input type="checkbox"/>	N/A
Is the decision exempt from call-in on grounds of urgency?	<input type="checkbox"/>	No	
If exempt from call-in, has the agreement of the Chair of the relevant Overview and Scrutiny Committee been sought or obtained?	<input type="checkbox"/>	<input type="checkbox"/>	N/A
Has this matter been considered by Overview and Scrutiny? If so, give details below.	<input type="checkbox"/>	No	
Has an environmental or sustainability impact assessment been undertaken?	<input type="checkbox"/>	<input type="checkbox"/>	N/A
Has an equality impact assessment been undertaken?	<input type="checkbox"/>	<input type="checkbox"/>	N/A

PREVIOUS RELEVANT COUNCIL OR EXECUTIVE DECISIONS

The County Council Committee for Carlisle approved a recommendation from Highways and Transport Working Group meeting of the 17th June 2020 to a request for £15,830 to allow the urgent development of a Carlisle LCWIP be approved on 16th July 2020.

CONSIDERATION BY OVERVIEW AND SCRUTINY


Not considered by Overview and Scrutiny.

BACKGROUND PAPERS

No background papers.

REPORT AUTHOR

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Carlisle Local Cycling and Walking Infrastructure Plan (LCWIP) 2022-2037



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Foreword

I am pleased to introduce Cumbria County Council's Local Cycling and Walking Infrastructure Plan (LCWIP) for Carlisle, which outlines the proposed network of key cycling and walking routes in the district. The plan will work in conjunction with our wider infrastructure plans, including the Cumbria Travel Infrastructure Plan to support transport and connectivity, which will help Cumbria to become one of the best-connected rural geographies in the UK, whilst also incorporating the growth of Cumbria and responding to climate change.

The LCWIP identifies cycling and walking improvements at a local community level and is designed to facilitate a long-term approach to developing cycling and walking networks. Encouraging people to adopt a more active lifestyle will benefit their health, but collectively this will have a positive impact on net zero carbon emissions.

This document gives a summary of the county council's goals and objectives, while sharing more specific information about the communities that we have consulted with in Carlisle.

I'd like to thank all the residents, businesses, and visitors for their support and feedback on engagement and consultations to date.



Cllr Keith Little
Cumbria County Council Cabinet Member for
Highways and Transport

It is a privilege to live in this part of the country with such stunning scenery right on our doorsteps. Our aim is to encourage more people to take up walking and cycling within our city, towns, and villages, to improve connectivity between these communities, and to improve access to the greater countryside, whilst mitigating the adverse impacts of climate change.

Additionally, we should not underestimate the role active travel will play in supporting the recovery of the economy. Through better connections and travel options, people will have access to education, training, and employment opportunities, which will contribute to a healthy, more reliable workforce.

I'm delighted with the progress that has been made through the Carlisle LCWIP so far and I would like to acknowledge the efforts of all who have taken the time to share their views and opinions.



Cllr Cyril Weber
Cumbria County Council Chair of Carlisle Local
Committee

Vision and Aim

What is a Local Cycling and Walking Infrastructure Plan?

A **Local Cycling and Walking Infrastructure Plan (LCWIP)** is a document that identifies and prioritises cycling and walking improvements at a local level. It sets out an approach for developing prioritised routes over the period of the Plan (2022-2037), with the aim of **encouraging more people to make journeys on foot or by bike.**

The focus of the LCWIP is the improvement of routes used for **everyday shorter journeys**, such as to work, school or the shops. It aims to identify good quality infrastructure that connects the places people need to get to, in a coherent, direct, safe and attractive way. Recognising that it is not always possible to connect everywhere and that funding for delivery needs to be secured, the LCWIP aims to prioritise future investment where the most benefits can be realised. The LCWIP is not a funded plan. However, having an LCWIP in place will put the Council in the best possible position to secure future funding for the delivery of improvements.

The LCWIP has been developed using principles set out in the Government's first Cycling and Walking Investment Strategy, 2017. This Strategy sets out the ambition "**to make walking and cycling the natural choices for shorter journeys or as part of a longer journey**". Government guidance outlining a recommended approach for developing LCWIPs has also been followed.

The LCWIP is based on data and evidence of existing and future potential demand but has also been guided throughout by effective engagement with partners, stakeholders and the public.

The LCWIP covers Carlisle District, focussing on the City of Carlisle but including links to surrounding communities such as Brampton, Longtown and Dalston.

The LCWIP provides:


- Plans showing the most important routes for development
- Priorities and timescales for development
- A detailed evidence base to support future delivery funding bids
- A basis for securing government funding or developer contributions

Why is an LCWIP important for Carlisle?

Creating Attractive Places to Live and Work

Carlisle is the county's largest urban area. Many people live and work within a distance that can be undertaken on foot or by bike. Investment in the streets where people live or work could create more attractive and desirable places, particularly where the investment promotes sustainable modes of travel. Significant future development is planned for Carlisle with new communities and supporting infrastructure including, district and local centres, schools and strategic green infrastructure, delivered through the St Cuthbert's Garden Village. There is an opportunity to create an exemplar development for active travel where streets are attractive places to be in, not just to move along. The LCWIP for Carlisle will build on the plans for St Cuthbert's Garden Village, providing connections to and from the wider Carlisle area.

Responding to the Climate Crisis




Transport accounts for **27%** of the UK's greenhouse gas emissions – **61%** of this is from cars and taxis

(DfT Transport Statistics for Great Britain 2021)

Cumbria has set itself an ambitious challenge to be the first carbon-neutral county in the UK by 2037 (Cumbria Zero Carbon Partnership, 2021). De-carbonising transport is key to achieving this goal. Cycling and walking has a much lower carbon footprint compared to other forms of transport and undertaking more journeys on foot or by bike could help to tackle climate change. The LCWIP for Carlisle focusses on everyday short journeys such as those to work, school and the shops, where there is the greatest potential for change.


Supporting Health, Wellbeing and Access for All

Active travel can play a crucial role in supporting public health and wellbeing. It is one of the simplest and most effective ways of enabling adults and children to meet the recommended levels of physical activity. The LCWIP for Carlisle has an important role to play in promoting behavioural change. By setting out well planned networks that connect people to the places they want to go and focussing on inclusive design that ensures access for all, the LCWIP presents a real opportunity for behavioural change that will last for generations to come.




27.8% of people in Carlisle (16+) are **inactive**

Compared to 27.5% in England (Active Lives Survey 10, 2021)



1.2% of adults in Carlisle cycle for travel at **least 3 days** per week

Compared to 2.3% in England (Active Lives Survey, 2019-20)



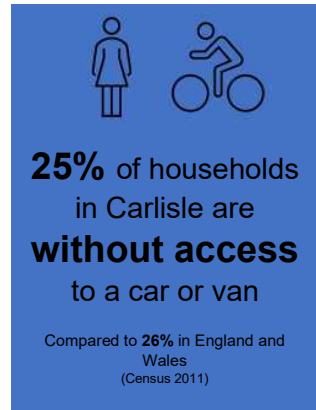
13.0% of adults in Carlisle walk for travel at **least 3 days** per week

Compared to 15.1% in England (Active Lives Survey, 2019-20)

The health cost of inactivity to Carlisle is **£1,900,000** every year

(Sport England Local Sport Profiles)

Improving Accessibility and Social Inclusion



Households who struggle to access employment and education opportunities, key services and facilities due to transport poverty can suffer from social exclusion. Cycling and walking are generally affordable modes of transport, accessible to most people. Enabling people to walk or cycle to the places they want to travel to can facilitate social inclusion. The LCWIP for Carlisle aims to connect people to jobs, education and each other, which is especially important when other modes of transport are not available.

Improving the Tourism Offer

Cumbria is well known for the fantastic leisure cycling and walking opportunities that the landscape offers, and Carlisle is a key gateway for visitors to the area. The Carlisle LCWIP integrates with existing longer distance leisure routes, such as the Hadrian's Wall National Cycle Network Route (NCN72). It also provides connections from the transport hubs to several key tourist destinations within the city such as Tullie House, Carlisle Castle and Carlisle Cathedral.



Existing Context

National policy context

Gear Change: A bold vision for cycling and walking (DfT, 2020) ^[1]

Sets out the governments vision for the delivery of far higher quality cycling infrastructure. Accompanied by Local Transport Note 1/20 with new ambitious cycle design standards.

Cycling and Walking Investment Strategy (DfT, 2017) ^[2]

Aims to make active modes of transport the natural choice by 2040. Sets out the need for LCWIP to inform locally targeted investments.

Future of Mobility: Urban Strategy (DfT, 2019) ^[3]

Includes the principle that ‘walking, cycling and active travel must remain the best option for short urban journeys’.

Clean Air Strategy (DEFRA, 2019) ^[4]

A change to more sustainable modes of transport is key to delivering a reduction in emissions.

Decarbonising Transport: A Better, Greener Britain (DfT, 2021) ^[5]

Sets out the government’s commitments and actions needed to decarbonise the UK’s transport system.

Key Local Policy documents include:

- Cumbria Transport Infrastructure Plan, 2022-2037 ^[8]
- Cumbria Local Industrial Strategy, 2019 ^[10]
- Cumbria Cycling Strategy, 2017-2022 ^[11]
- Carlisle District Local Plan, 2015-2030 ^[9]
- Economic Recovery Plan, 2020 ^[12]
- Destination Borderlands and the Borderlands Growth Deal, 2021-2031 ^[13]
- Cumbria Rural and Visitor Economy Growth Plan, 2017 ^[14]

National and local policy has guided and shaped the development of the Carlisle LCWIP. The Plan supports key environmental, health, social, economic and sustainable mobility goals to better connect **people and places**.

UK Net Zero Target (2020) ^[6]

National target to bring all greenhouse gas emissions to net zero by 2050

Inclusive Transport Strategy (DfT, 2019) ^[7]

A need for inclusive infrastructure with streetscapes designed to meet the needs of all travellers.

Local policy context

There are strong levels of support for cycling and walking in existing local policy.

The **Cumbria Transport Infrastructure Plan (CTIP)**^[8] recognises the role that active travel schemes can play in improving health, access to education, employment and services and supporting the local economy. The CTIP places active travel centrally in the aim to develop a ‘Clean and Healthy Cumbria’.

The **Carlisle District Local Plan, 2015-2030**^[9] cites cycling and walking as key mechanisms to achieve the goals outlined in several policies including:

- Policy IP2 – Transport and Development
- Policy SP5 – Strategic Connectivity
- Policy SP9 – Health and Thriving Communities

The Local Plan also sets out a number of housing and employment growth areas in Carlisle which need to be considered when developing the active travel network. These include St Cuthbert’s Garden Village, redevelopment of Carlisle Station and Citadels and employment development within Kingmoor Park Enterprise Zone.

Carlisle is benefiting from significant investment across several transport and placemaking schemes. These schemes aim to improve the districts offer as an attractive place to live, work, study, visit and invest. They also feature improvements to connectivity by sustainable and active modes of travel.

Town Investment Plan

- Carlisle has been awarded £19.7m from the Towns Fund – part of government's plan for levelling up the UK economy.
- The Town Deal will support a number of projects including sustainable travel and public realm investments to better connect the Railway Station, Citadels, Devonshire Street and former Central Plaza site.
- Investment in the public realm, public transport and active travel links on English Street and Botchergate.

Carlisle Station Gateway

- £20m of funding from the Borderlands Inclusive Growth Deal has been allocated for improvements at this major gateway to the city.
- Improvements include reducing vehicle movements on Court Square, relocating carparking and enhancements to the public space. The changes will remove the pedestrian-vehicle conflict on Court Square and increase connectivity for active travel.
- Establishment of Carlisle Station as a key cycle hub within the city.

Carlisle Citadels University Campus

- £50m of funding from the Borderlands Inclusive Growth Deal has been allocated for plans to transform the Citadels Buildings into a new home for the University of Cumbria.
- Creation of high quality, accessible public spaces and public realm improvements to English Street.

Future High Streets Fund

- £9.1m has been secured for Carlisle city centre through the government's Future High Streets Fund.
- Proposals include reimagining the Market Square, with a greater space for events and improvements for pedestrians on Devonshire Street.

Carlisle Southern Link Road (CSLR)

- The CSLR will connect M6 J42 with the A595 at Newby West. A new shared-use cycling and walking path will be constructed along the entire length and will continue along the A6(N) towards Carlton.
- Four new shared use footbridges will allow pedestrians and cyclists a traffic free option of crossing of major road junctions.
- Connections to existing walking and cycling infrastructure such as the shared use path on the Carlisle Northern Development Route (CNDR), NCN Route 7 and the Cumbria Way in the Caldew valley, Dalston Road, Newbiggin Road, Durdar Road and the A6 London Road.
- Access to Stoneraise primary school from Durdar will also be improved via a new shared-use path for pedestrians and cyclists.

St Cuthbert's Garden Village

- An ambitious development project seeking to deliver around 10,000 new homes to the south of Carlisle, along with supporting employment opportunities, community facilities and a broad range of infrastructure.
- The vision is to create a series of low carbon neighbourhoods with an integrated cycling and walking network that provides excellent sustainable transport connections.
- Plans for a new 'Greenway' running through the centre of the development to connect communities and provide links to onward routes to the city centre.
- The St Cuthbert's Garden Village masterplan makes the most of Carlisle's natural assets, including the river corridors, to provide a largely off-road green network for pedestrians and cyclists.
- There is the potential to create a '20 minute neighbourhood' where people can meet their everyday needs within a short walk or cycle.

Sands Leisure Centre Improvements

- Carlisle City Council is investing £27m to extend the Sands Leisure Centre to provide a wider range of facilities for the benefit of leisure, entertainment, and health services.
- The centre is located on major vehicle, cycle and walking routes and will serve as a transport hub where facilities such as car parking, EV charge points, secure cycle parking, e-bike charging, and coach/bus parking are provided.

How do people currently make local journeys?

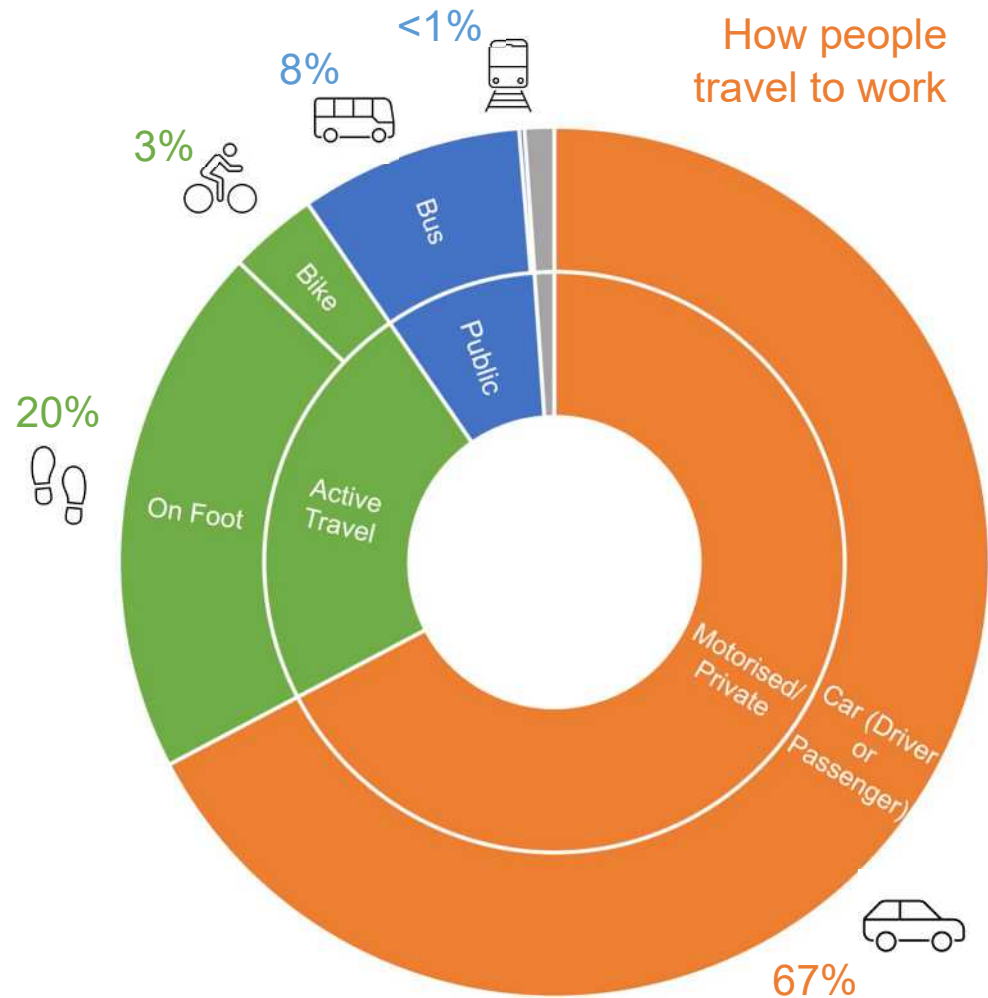
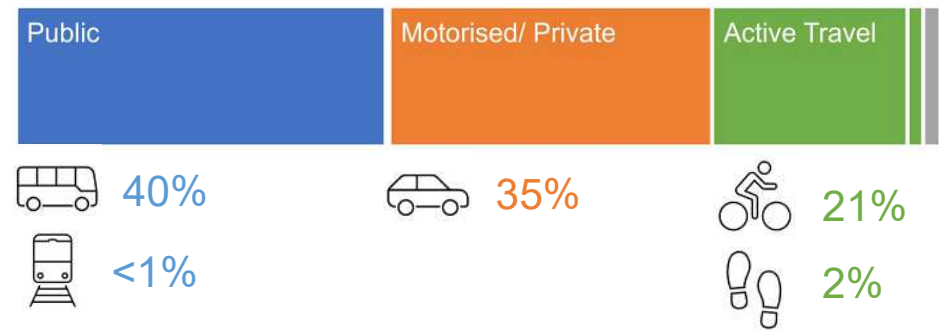
National **travel to work** data from 2011^[15] shows high levels of containment in Carlisle with almost 85% of residents also working within the district. The city centre is a key zone for employment, attracting the greatest volume of trips.

Despite short commuting distances there is a high level of car dependency with around **67%** of trips using this mode of travel. Only **3%** of journeys to work were found to be made by cycling and **20%** by walking.

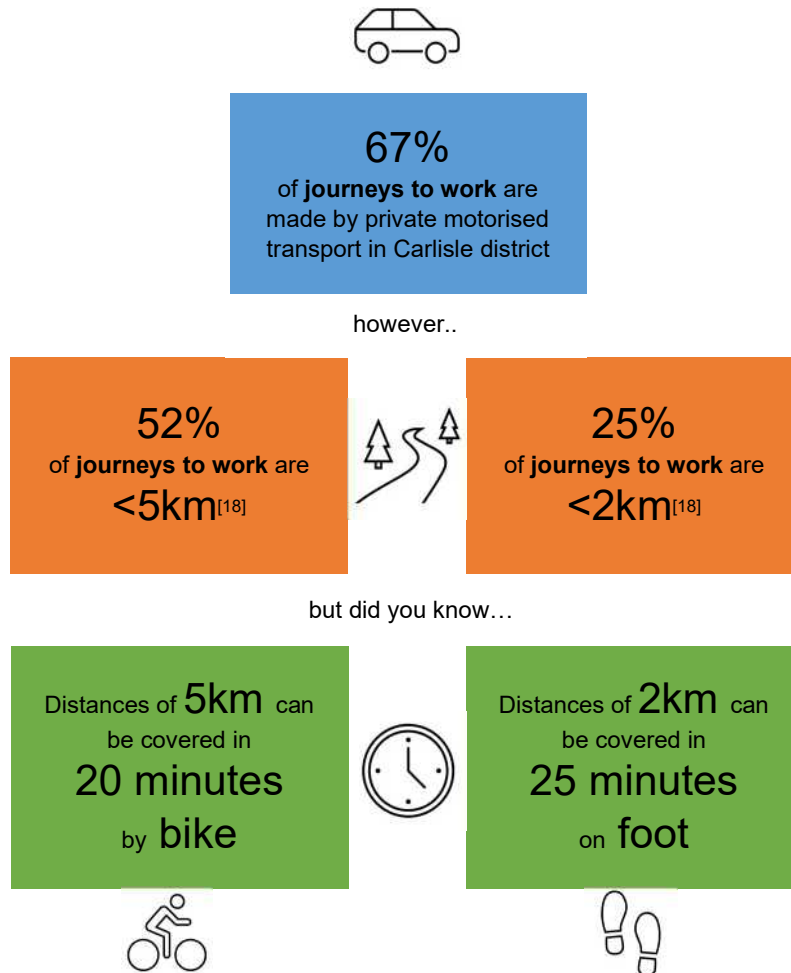
Travel to school ^[16] data indicates just **21%** of children in Carlisle district walk to school, whilst **2%** cycle. Private motorised transport as a means of getting to school accounted for almost **35%** of journeys.

The most popular cycle routes ^[17] for both school and travel to work journeys within the district are all located within the **urban area of Carlisle**. These include the key radial routes of the A7 corridor, London Road, Warwick Road and Castle Way which converge on the city centre.

How children travel to school



Potential for more walking and cycling



98% of respondents said **improvements to cycling and walking routes** would encourage them to walk and/or cycle **more often** than they do currently.

Levels of cycling and walking in Carlisle increased during the COVID-19 lockdown in Spring/Summer 2020. This was in part because roads were less busy and quieter, offering more desirable conditions for cycling and walking. The reduction in traffic emissions also led to improvements in air quality. As people returned back to places of work and to school, levels of cycling and walking reduced. This demonstrates that the potential for cycling and walking exists if the right conditions are put in place. Improvements to active travel infrastructure will form part of this.

Despite high levels of car dependency across Carlisle district, a high proportion of everyday journeys to work, school or the shops are within a distance which is easily achievable either on bike or on foot.

An initial round of public consultation on the Carlisle LCWIP undertaken in May 2021, asked for feedback on what would encourage people to change to cycling and walking for short journeys. Findings were consistent with national data whereby, a large proportion (58%) of respondents identified they currently make journeys by car to places that were within cycling and walking distance. Journeys to the shops and commuting to work were the main reasons given.

Cycling and Walking Infrastructure

Developing the LCWIP

The LCWIP for Carlisle has been developed in accordance with government guidance and has followed a six stage process.

- **Stage 1: Determine the scope** – establish the geographical context and arrangements for governing and preparing the plan.
- **Stage 2: Gathering information** – identify existing walking and cycling patterns and potential new journeys. Review existing conditions and identify barriers to walking and cycling. Review related transport and land use policies and programme.
- **Stage 3: Network planning for cycling** – identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the improvements required.
- **Stage 4: Network planning for walking** – identify key trip generators, core walking zones and routes, audit existing provision and determine the improvements required.
- **Stage 5: Prioritising improvements** – prioritise improvements to develop a phased programme for future investment.
- **Stage 6: Integration and application** – integrate outputs into local planning and transport policies, strategies and delivery plans.



Engagement and Public Consultation

Public consultation and stakeholder engagement have played a key part in the development of the Carlisle LCWIP with an initial public consultation undertaken in May 2021 and a follow up in November 2021. In addition, regular workshops have been undertaken with key stakeholders throughout.

The initial public consultation focused on gaining an understanding of:

- Current travel behaviour – cycling and walking journeys and why these are undertaken;
- Public opinion on the current active travel provision in Carlisle;
- Any barriers on active travel routes that may prevent cycling and walking;
- What would encourage modal shift to cycling or walking for short journeys; and,
- Feedback on the emerging priority cycling network.

A total of **191 responses** were received for this consultation.

The follow up consultation offered a second opportunity to comment on proposals prior to finalising the Carlisle LCWIP. This consultation focused on:

- Gauging the level of support for the draft prioritised cycling and walking network plans;
- Whether the network and interventions proposed would encourage the respondent to use active modes more often; and,
- Whether there was support for reduced space for cars to prioritise active modes.

A total of **147 responses** were received for this consultation.

The results of the consultation exercise demonstrate a **strong desire for future investment** in cycling and walking infrastructure. Responses emphasised the importance of providing **safe, segregated routes** that provide **direct connections** to the places people want to get to. The need to provide routes that were **separate from other modes of travel** was a common theme in the responses and was identified as a key measure for encouraging more cycling and walking. The creation of more **traffic free neighbourhoods** and **lower speed limits** were also supported.

The main perceived barriers to cycling and walking were:

- Busy roads
- Quality of routes
- Feeling unsafe
- Junctions that are difficult to cross

The draft priority cycling and walking networks presented received a **high level of support** and the majority of respondents felt that the proposals would encourage them to cycle or walk more often.

“Just imagine a city that prided itself on active transport, a rarity on the UK landscape... If Carlisle was a cycling city, what a selling point that would be. Cycling is an absolute no brainer.”

- a local resident, open ended question response,
November 2021

Existing cycling and walking routes

42% felt the existing cycling routes **do not** connect to the places they want to go

22% felt the existing walking routes **do not** connect to the places they want to go

Cycling and walking barriers and opportunities

68% identified “**busy roads**” as top 3 reason for why it is difficult to cycle

34% identified “**difficult junctions to cross**” as top 3 reason for why it is difficult to walk

78% identified “**cycle routes separated from other modes of travel**” as a top 3 reason for encouraging them to cycle more

61% identified “**better maintained pavements/footways**” as a top 3 reason for encouraging them to walk more

“Priority is given to cars, it would be great to give priorities to walkers and cyclists.”

- A local resident, open ended question response, May 2021

“Fantastic to see a guiding principle set out that bikes should be segregated from pedestrians and motor vehicles. This is a key reason why I don't cycle to work as it's currently dangerous.”

- A local resident, open ended question response, November 2021

Support for proposals

69% said they would support cycling and walking improvements even when this could mean less space for other road traffic

94% welcomed more money being spent on cycling and walking in Carlisle

63% strongly agreed or agreed with the routes prioritised in the draft Carlisle LCWIP cycling network

65% strongly agreed or agreed with the routes prioritised in the draft Carlisle LCWIP walking network

53% felt the proposals in the Carlisle LCWIP would encourage them to cycle or walk more often



See Carlisle LCWIP Technical Report Appendix C for copies of the Consultation Reports

The Carlisle LCWIP broadly identifies the types of improvements that could be implemented. All improvements are subject to funding and further development.

Cycling Infrastructure Improvements

On-Highway Fully Segregated Cycleways



Segregated cycleways offering separation from pedestrians and motor vehicles.

Photo shows a stepped cycle track.

On-Highway Lightly Segregated Cycleways



Light segregation providing a protected space.

Photo shows light segregation using 'wands'.

Off-Road Cycleways



Greenways providing rural connections. Shared use paths where pedestrian number are low.

Photo shows a greenway with segregated facilities

Upgrades to Existing Facilities



Removal of through-traffic to create Low Traffic Neighbourhoods. Slowing traffic i.e. 20mph zones.

Photo shows a Low Traffic Neighbourhood

Road Crossings and Junctions



Strong visual priority for cyclists and walkers on side junctions. Crossings and junctions offering separation and improved safety.

Photo shows a 'CYCLOPS' junction.

Secure Cycle Parking



Short stay and long stay solutions that are secure and positioned at strategic locations.

Photo shows a secure cycle hub.

Walking Infrastructure Improvements

Public Realm



Enhancing the look and feel of an area through, planting, paving, seating, and street art.

Photo shows public realm improvements.

Road Crossings



Widening refuges, improving timings, signals and markings.

Photo shows an improved signalised junction .

Blended Footways



Continuing footways across junctions to enforce pedestrian priority.

Photo shows a blended footway

Wayfinding



Providing simple directional signage, larger maps or interactive screens

Photo shows information and wayfinding signage.

Maintenance

Short term maintenance to bring a route up to standard or planning for longer term maintenance.

Increased Surveillance

Improving sightlines, additional access points or installing CCTV.

Footway Widening

Proving adequate footway widths.

Speed Reduction

Through physical traffic calming measures, enforcement cameras or public realm.

Dropped Kerbs and Tactile Paving

Improving access for pedestrians with limited mobility or sight impairments.

Reduced Kerb Radii

Limiting the speed of motor vehicles at junctions to allow pedestrians to cross more safely

Cycling Network

The Priority Cycling Network reflects the importance of connectivity across the city to increase active travel and reduce car journeys. Key aspects of the network include:

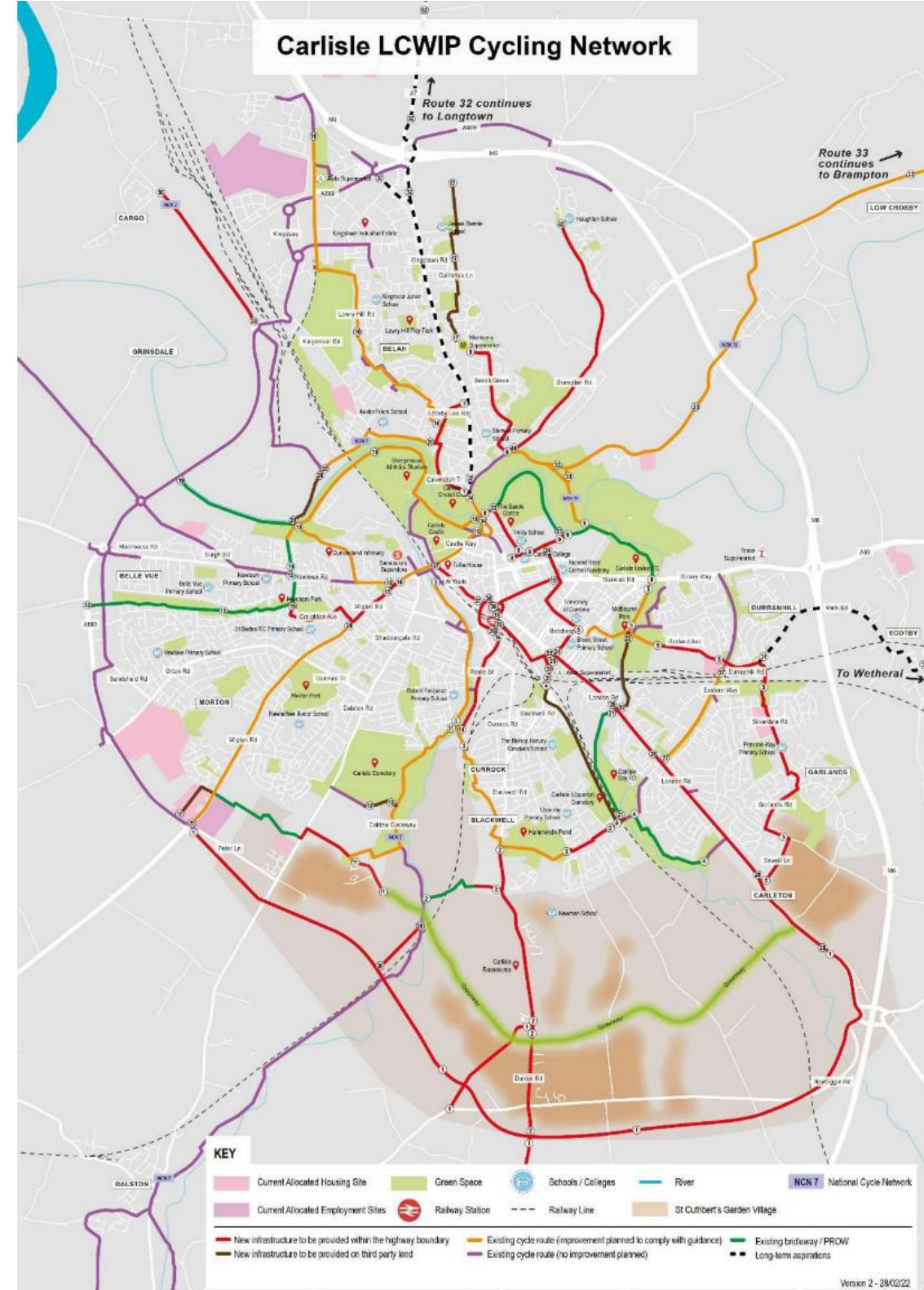
- Carlisle Station as a central cycle hub with the provision of a new cycle parking facility;
- Links to and within the education cluster incorporating Carlisle College and several secondary schools;
- Access to key employment sites, including the Cumberland Infirmary, Kingmoor Park/Kingstown and the city centre;
- Connectivity to and from St Cuthbert's Garden Village.

Recognising that it is not possible to connect everywhere, the LCWIP focuses on the most important routes to secure funding for. Support for walking and cycling infrastructure usually increases further once it is built and people are using it. Over time these priorities can be built on to deliver a more extensive network to encourage and support a step change in the numbers of people cycling and walking.

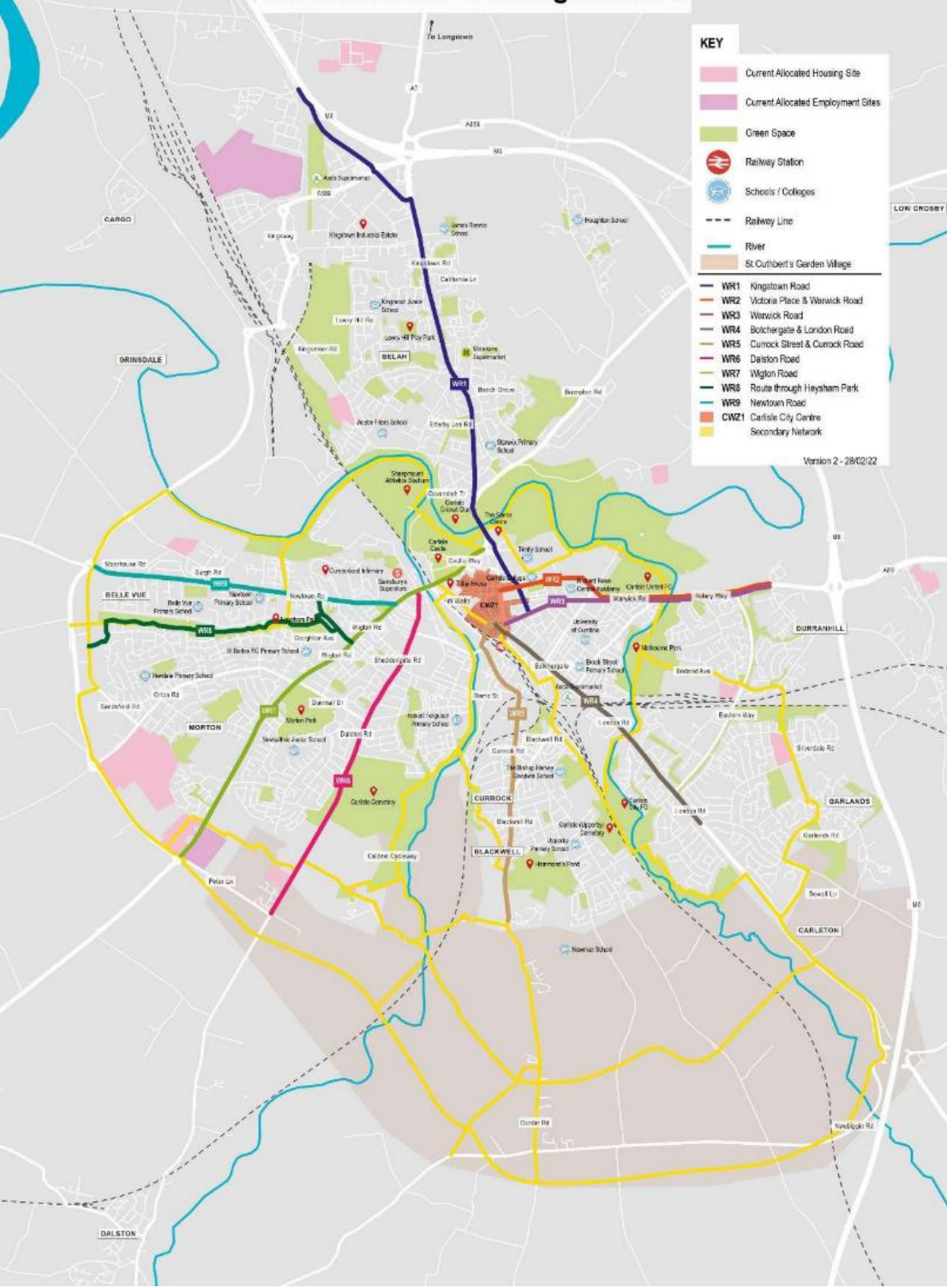


See Carlisle LCWIP Technical Report Appendix A for a copy of the Cycling Network Map

The network provides a combination of cycling infrastructure along the main routes into the city as well as alternative routes using the river corridors and quieter roads. It incorporates new cycling routes and improvements to existing routes, alongside existing provision to provide a coherent, direct, safe, comfortable, and attractive cycle network for Carlisle.



Carlisle LCWIP Walking Network



The walking network map shows Primary and Secondary routes to Carlisle City Centre Core Walking Zone. Throughout the lifespan of the LCWIP a more complete walking network will be established by identifying routes and improvements for other Core Walking Zones.

Walking Network

As part of the LCWIP, we have identified Core Walking Zones across the study area, along with primary and secondary routes linking into those Core Walking Zones.

- **Core Walking Zones** are areas with the highest potential for footfall such as town centres and employment sites.
- **Primary routes** are those routes that are generally the most direct and have the highest usage.
- **Secondary routes** are alternative routes that are generally less direct but quieter

The LCWIP identifies potential improvements within the Core Walking Zones and along the primary routes which, could include: new or enhanced road crossings; better quality public spaces and paths; and the provision of dedicated and separated space for walkers.

Improvements have been identified for the Carlisle City Centre Walking Zone (CWZ1) and connecting primary routes. These are shown on the plan adjacent and further detail is provided in the full LCWIP.

Throughout the lifespan of the LCWIP, improvements will be identified for the remaining Core Walking Zones and connecting primary routes across the LCWIP area.



See Carlisle LCWIP Technical Report Appendix A for a copy of the Walking Network Map

Prioritisation

In developing the LCWIP, government guidance setting out a recommended approach to prioritising networks of walking and cycling routes, has been followed. The guidance recommends that priority should be given to areas which have the **greatest potential for increasing cycling and walking trips** and offer the **greatest value for money**.

The delivery of all improvements identified in the Carlisle LCWIP is subject to securing funding. Routes for delivery have been prioritised using a framework that assesses:

- Effectiveness – the potential to generate cycling trips
- Alignment with policy objectives – such as those in the CTIP
- Economic factors – scheme cost, value for money and likelihood of attracting funding
- Deliverability – engineering constraints, land ownership and stakeholder support

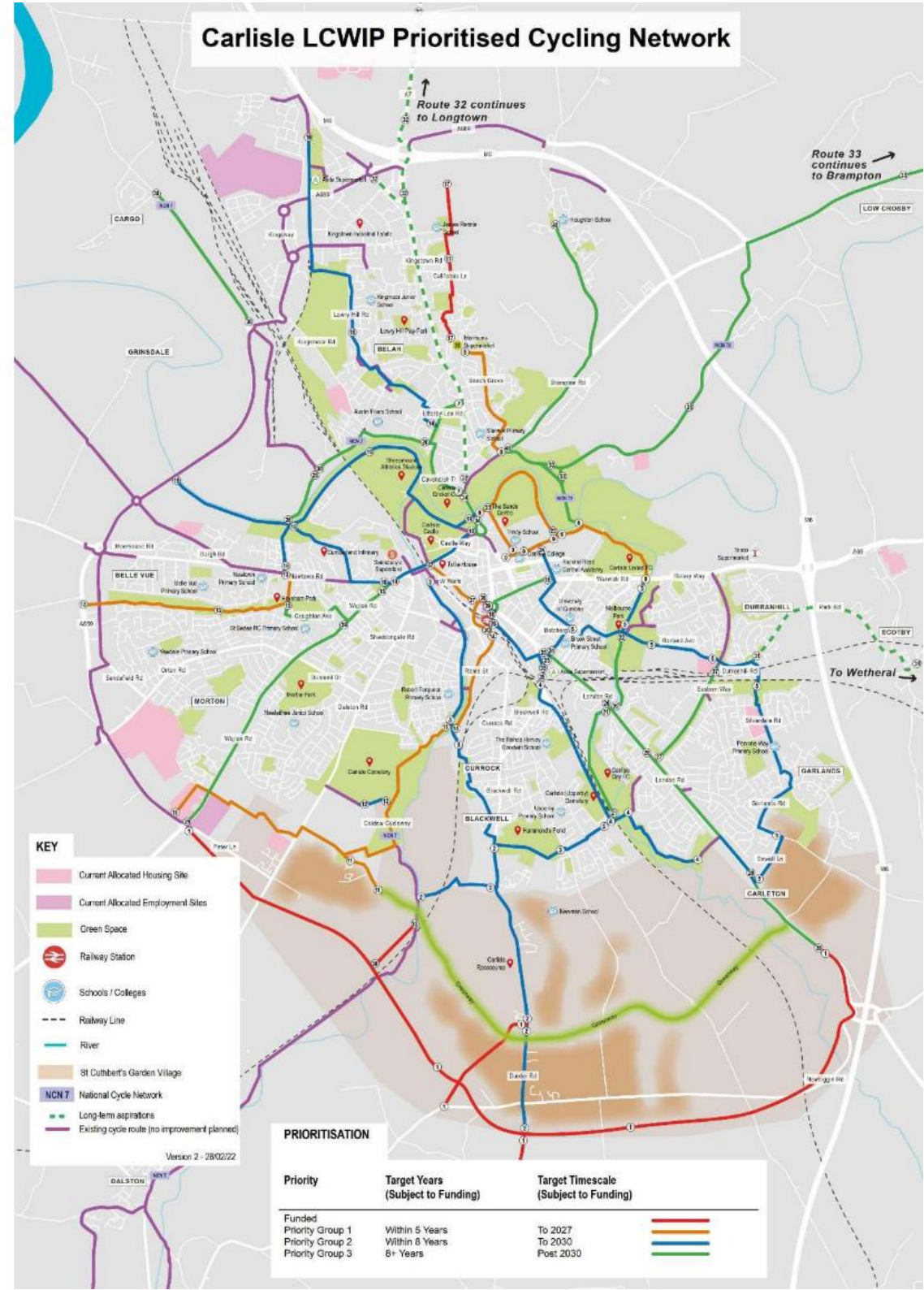
The cycling routes have been prioritised as shown on the adjacent plan. The routes have then been categorised according to the targeted timescale for delivery:

- **Funded:** These will be delivered in line with the timescales of the funding source
- **Priority 1:** Delivery within 5 years (2026/27), subject to funding
- **Priority 2:** Delivery within 8 years (by 2029/30), subject to funding
- **Priority 3:** Delivery 8 years plus (post 2029/30), subject to funding.



See Carlisle LCWIP Technical Report
Appendix B for a copy of the
Prioritised Cycling Network Plan

Carlisle LCWIP Prioritised Cycling Network



Conclusion and Next Steps

The Carlisle LCWIP provides a prioritised investment plan for cycling and walking in Carlisle District over the next 15 years.

The LCWIP takes into account the overlaps and synergies with other plans, schemes and strategies. This means the network priorities will be reviewed and updated periodically, particularly if there are any significant changes in local circumstances, such as the publication of new policies or strategies, new development sites, if funding bids are successful and as walking and cycling networks mature and expand.

The LCWIP for Carlisle is a live document that will be regularly reviewed to ensure the most appropriate routes for cycling and walking are identified and prioritised for future delivery.

The document will be used to assist in securing funding for the delivery of the identified improvements.

Further Information

For further information please refer to our webpage for accompanying reports:

www.cumbria.gov.uk/cyclingandwalking

- Carlisle LCWIP Technical Report
- Carlisle LCWIP Technical Report Appendix A – Cycling Network Plan and Walking Network Plan
- Carlisle LCWIP Technical Report Appendix B – Prioritised Cycling Network Plan
- Carlisle LCWIP Technical Report Appendix C – Supporting Information
- Consultation Reports

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