

Carlisle City Centre Development Framework



Final Report

February 2015

CARLISLE
CITY COUNCIL



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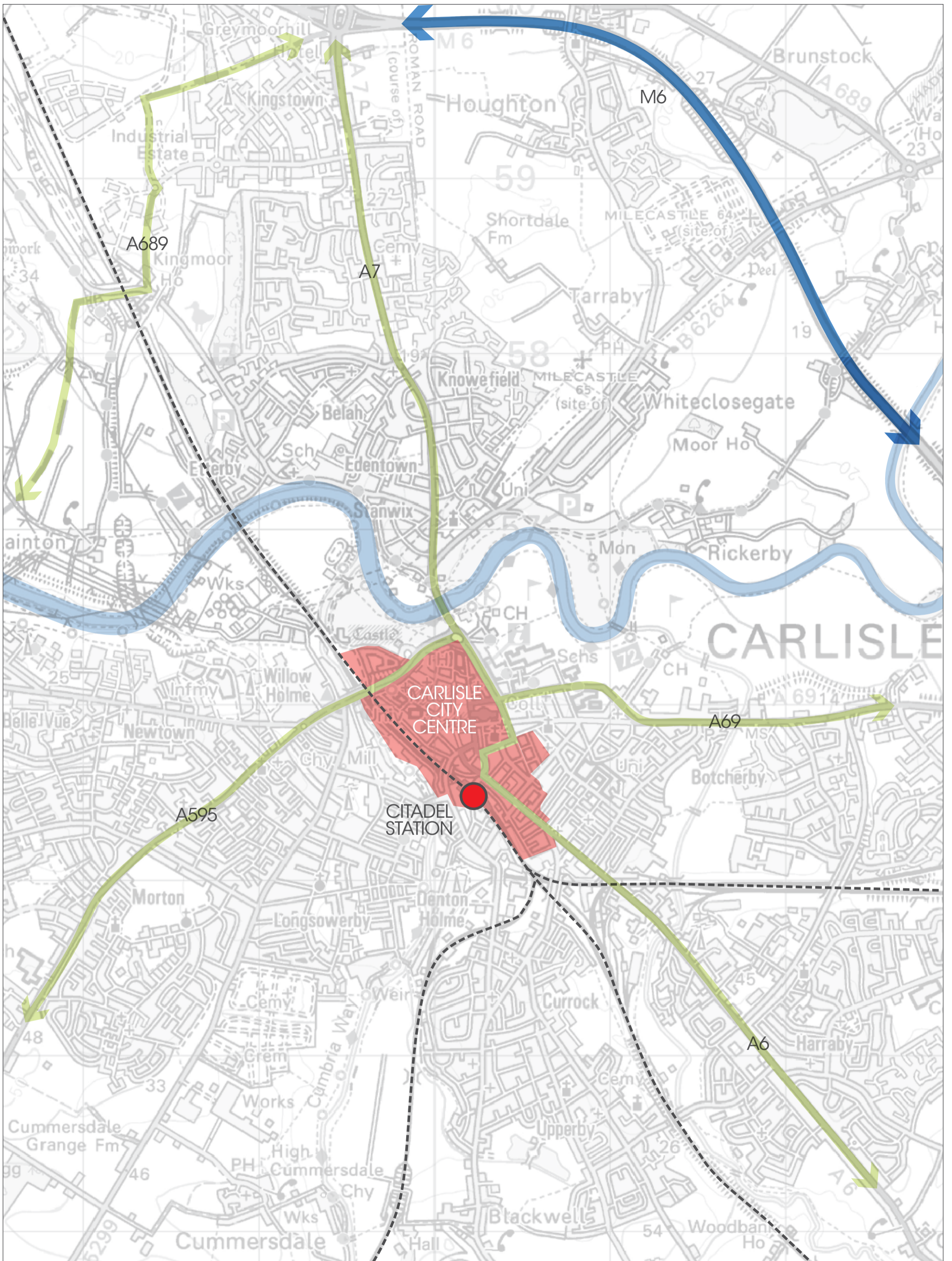
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1. Introduction

Purpose of the Document

- 1.1 GVA were appointed in June 2013 to prepare a Development Framework to guide future development in Carlisle City Centre to 2030. The area of study is presented in Figure 1. This report presents our findings and recommendations.
- 1.2 Carlisle is recognised as one of the largest and most important cities in northern England with a significant population and sub-regional catchment. In regional catchment terms the City Centre caters for almost 500,000 people and therefore provides a higher order function for both residents and businesses in the region. The City has considerable potential for both business and population growth over the timeframe of the Development Framework.
- 1.3 The requirement to prepare a Development Framework was prompted by the findings of the Carlisle City Retail Study, prepared by GVA in August 2012, which identified a significant quantitative and qualitative need for new Class A1 comparison (non-food) retail development in the City over the period to 2030.
- 1.4 The Retail Study indicated that whilst the City Centre was identified to be vital and viable, it was not achieving its full potential due to existing constraints such as its historic core (attractive asset but restricts change / expansion), small and historic retail accommodation (size and configuration of units) and department stores occupying multiple (irregular) cojoined units.
- 1.5 Improving the City Centre performance and overall future vitality and viability will only be achieved if new comparison retail provision is delivered which is of sufficient quality to add to the existing clothing and fashion offer in particular. However, the study identified a limited availability of potential development sites within the existing City Centre Primary Shopping Area (PSA) which could accommodate substantive new retail development to meet identified future needs.
- 1.6 On this basis, given the National Planning Policy Framework (NPPF) emphasis on ensuring suitable and ultimately deliverable site opportunities are identified to meet future needs,



Carlisle City Centre Development Framework
Figure 1
 Boundary of the City Centre Development Framework

this Development Framework has been specifically commissioned in order to assess potential site opportunities within or immediately adjacent to the City Centre PSA.

- 1.7 The NPPF is categorical in requiring that identified needs for new development are met in full. Consequently, if appropriate sites within or immediately adjacent to the City Centre PSA cannot be identified within deliverable timeframes, the Council would be required to identify less central sites to meet the needs arising. A link to the NPPF document is provided below.

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- 1.8 The recently published National Planning Policy Guidance (NPPG) amplifies the requirements of the NPPF and states that in seeking to identify sequentially compliant development site opportunities, it is necessary to complete a thorough assessment of the suitability, viability and availability of locations for main town centre uses. A link to the document is provided below.

<http://planningguidance.planningportal.gov.uk/>

- 1.9 The City Centre already faces considerable competition from out-of-centre retail destinations and further out-of-centre development, particularly comprising high street comparison retail (clothes and fashion), would potentially generate adverse impacts in terms of decreased footfall, loss of trade, increased competition, loss of key retail anchors and ultimately planned investment. It is therefore critical that appropriate sites within the City Centre are identified to meet future needs.

- 1.10 The Development Framework therefore ultimately represents a significant opportunity to proactively plan to enhance the City Centre as the primary (and pre-eminent) sub-regional shopping and leisure destination for Cumbria (and immediately beyond).

- 1.11 GVA have assembled a large consultancy team to undertake this important assignment and have been responsible for the project management, property, planning and development analysis. BDP have undertaken the urban design / landscape analysis and prepared illustrative concept plans, artist's impressions and precedent images. Transportation analysis has been undertaken by Hyder Consulting and Montagu Evans have provided broad brush viability and property market advice.

Role of the Development Framework

- 1.12 The Development Framework seeks to build upon existing local and national planning policy to set out principles and preferred locations for new development in Carlisle City Centre across the period associated with the emerging new Local Plan (2015 – 2030).
- 1.13 The Development Framework does not have the status of either a Development Plan Document (DPD) or a Supplementary Planning Document (SPD). It is a non-statutory planning document which would however be a material consideration in the determination of any subsequent planning application submitted in advance of the new Local Plan being adopted. It will provide evidence for and inform the preparation of the emerging new Local Plan and any inherent or subsequent site-specific allocations.
- 1.14 On the basis of the retail study findings and the strategic implications for the future role and function of Carlisle City Centre, the City Council considers that a Development Framework is essential to demonstrate its overall vision.

Objectives of the Development Framework

- 1.15 The Development Framework has the following overriding objectives:
- To guide future development in the City Centre to 2030;
 - To identify suitable locations within the City Centre to accommodate future development to meet identified needs;
 - To identify potential timeframes for development/delivery;
 - To incorporate the views of the community in preparing options for future development; and
 - To ensure the work forms part of the Council's evidence base for the Local Plan which will inform development options and future strategy for the City Centre.

Development Framework: Study Process

- 1.16 Work on the Development Framework has been undertaken in the following 6 stages:

Stage 1	Information Review and Analysis of the City Centre Area
Stage 2	Identify Opportunities/Constraints, Key Issues and Initial Ideas/Options for Change
Stage 3	Consultation and Feedback on Initial Ideas/Options
Stage 4	Refinement and identification of Preferred Options
Stage 5	Consultation and Feedback on Preferred Options Recommendations
Stage 6	Final Report and Recommendations

Structure of the Report

1.17 The analysis contained in the Report is presented in four parts as set out below:

PART A: BASELINE/EVIDENCE BASE

Section 2: Retail Context – this considers the City-Wide Retail Study findings;

Section 3: Planning Policy Framework – this addresses the National Planning Policy Framework and Practice Guidance;

Section 4: Property Market Analysis – which considers the market for retail, leisure and other uses in Carlisle;

Section 5: Economic Development Context – which considers economic strategy and the Local Enterprise Partnership’s Strategic Economic Plan;

PART B: CHARACTER AREA ANALYSIS AND OPTION DEVELOPMENT

Section 6: Approach to the Analysis of Character Areas – which describes the process which has been undertaken to assess the opportunities for change in the character areas;

Section 7: Historic Quarter – from initial analysis through options to strategy;

Section 8: Primary Shopping Area - from initial analysis through options to strategy;

Section 9: Botchergate - from initial analysis through options to strategy;

Section 10: Lowther Street/Portland Square - from initial analysis through options to strategy;

Section 11: Caldew Riverside - from initial analysis through options to strategy;

Section 12: Citadel - from initial analysis through options to strategy;

Section 13: Area North of Lowther Street including Rickergate - from initial analysis through options to strategy;

PART C: PREFERRED OPTION

Section 14: Preferred Option – analysis and selection of the Preferred Option, scheme proposals, artist's impressions and precedent images; and

Section 15: Consultation Feedback on the Preferred Option – analysis of the feedback received on the Draft City Centre Development Framework Option Consultation which was held between the 28th July and 1st September 2014;

PART D: FINAL RECOMMENDATIONS AND WAY FORWARD

Section 16: Recommendations – presentation of the strategy and key findings of the Carlisle City Centre Development Framework.

Section 17: Way Forward – identification of the steps to be undertaken following the publication of the City Centre Development Framework.

PART A: BASELINE AND EVIDENCE BASE

2. Retail Context

- 2.1 The primacy of traditional centres such as Carlisle City Centre as the main shopping destination for local residents has and continues to be challenged by evolution of shopping habits (growth in internet shopping and out-of-centre provision) and ongoing commercial challenges (changing store formats, portfolio rationalisation etc.).
- 2.2 Whilst there has been a decline in demand for retail floorspace in traditional centres as retailers cut back on space to improve efficiencies, retailers are moving towards a 'hub and spoke' network of provision whereby larger flagship stores in strategic locations are supported by satellite stores in smaller centres and transactional websites. The larger flagships accommodate a fuller range of goods and services while smaller stores offer a more select range supplemented by internet kiosks allowing access to the wider range.
- 2.3 On this basis, whilst smaller town centres have been greatly impacted by the pull of larger, higher order shopping destinations, there is a considerable opportunity for Carlisle City Centre, as the sub-regional shopping and leisure destination for Cumbria (and immediately beyond), to enhance its function and overall attractiveness.

City-Wide Retail Study (2012)

- 2.4 The Retail Study identified that the City Centre is performing well with around 70% of local residents within the Carlisle urban area regularly shopping for non-food retail goods. However, whilst the study acknowledged the positive performance of the City Centre as a comparison (non-food) shopping destination, the study identified several qualitative and physical deficiencies, as follows:
- Although the City Centre accommodates most mainstream high street fascia's (River Island, M&S, Next etc.), the retailers currently trade from very small retail units which reduce the fashion product lines that can be stocked in comparison to larger stores. There is potentially latent demand for existing comparison retailers to 'up-size';
 - With the exception of Debenhams which occupies a modern unit adjoining The Lanes shopping centre, existing department stores in the City Centre (particularly M&S and House of Fraser) presently occupy historic units over multiple floors. The M&S store for example comprises three separate but interlinked buildings;

- There is a stated desire by local residents and visitors for an enhanced range of multiple shops in Carlisle; and
 - The City Centre lacks some of the mid-to-higher range fashion retailers normally associated with higher order sub-regional centres.
- 2.5 The historic nature of the City Centre, whilst a significant asset and attraction in its own right, was identified to be restricting the ability of existing retailers to expand their offer and constraining realistic development opportunities to create new modern retail floorspace to attract new retailers to the City Centre (to meet unsatisfied operator requirements for representation in the City).
- 2.6 The lack of potential development sites within the City Centre PSA was compounded by the findings of the quantitative capacity assessment which identified a significant need for c. 18,200 m² (net) of comparison (non-food) retail floorspace in Carlisle by the end of the emerging Local Plan period in 2030. In accordance with the National Planning Policy Framework (NPPF), the study concluded that the City Council should proactively identify new sites within the City Centre PSA or assess the potential for physical expansion of the City Centre PSA to meet the need identified.
- 2.7 Given that retailer demand is finite and will gravitate to out-of-centre locations which are cost effective and offer the benefits of lower rents, better configured floorspace and in most cases free parking, the continued lack of appropriate / deliverable sites within or immediately adjacent to the City Centre PSA to meet the identified (latent) need is a significant threat to the future vitality and viability of the City Centre.

3. Planning Policy Framework

- 3.1 As detailed in the introduction, the Development Framework is to form part of the evidence base to underpin the identification of suitable (and deliverable) site-specific allocations and/or broad locations for growth through the emerging Local Plan plan process.
- 3.2 The Development Framework does not have the status of either a Development Plan Document (DPD) or a Supplementary Planning Document (SPD). It is a non-statutory planning document which would however be a material consideration in the determination of any subsequent planning application submitted in advance of the new Local Plan being adopted.
- 3.3 The main requirements of the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) are summarised below to set the context for the preparation of the Development Framework.

National Planning Policy Framework (NPPF)

- 3.4 The NPPF was published in March 2012 and with respect to town centres, the guidance specifies that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.
- 3.5 With respect to town centres and meeting retail needs, local planning authorities are directed to (amongst others):
- Promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
 - Allocate a range of suitable sites to meet the scale and type of (amongst others) retail and leisure development needed in town centres;
 - Assess the potential to expand town centres to ensure a sufficient supply of suitable sites is available to meet identified needs;
 - Promote development by providing detail on form, scale, access and quantum of development where appropriate; and

- Indicate broad locations for strategic development on a key diagram and land-use designations on a proposals map;
- 3.6 A key driver of the Development Framework is to ensure that the 'needs' identified in the Council's existing Local Plan evidence base (the City-Wide Retail Study) are met in full. In addition, whilst the NPPF specifies that whilst Local Plans should be aspirational, they are required to be realistic and deliverable. The Development Framework is therefore required to be prepared within this context.

National Planning Practice Guidance (NPPG)

- 3.7 The recently published NPPG amplifies the requirements of the NPPF. The main guidance of relevance to the development framework is summarised below.

Town Centre Strategies

- 3.8 The guidance details that any strategy should be based on evidence of the current state of town centres and opportunities to meet development needs and support their viability and vitality. The Development Framework, which forms part of the emerging Local Plan evidence base, therefore seeks to address, alongside other evidence of relevance, the following questions (amongst others):
- What is the appropriate and realistic role and function of the City Centre over the plan period (to 2030);
 - What the most appropriate mix of uses would be to enhance the overall vitality and viability of the City Centre;
 - Can the City Centre accommodate the scale of assessed need for main town centre uses (as defined by NPPF). Any assessment should include consideration of expanding centres or development opportunities to enable new development or redevelopment of existing underutilised space; and
 - In what timeframe can new (retail) development within the City Centre be delivered.
- 3.9 In seeking to identify appropriate, sequentially compliant development site opportunities, it is necessary to complete a thorough assessment of the suitability, viability and availability of locations for main town centre uses. NPPG directs local planning authorities

to take full account of relevant market signals when planning for town centres and keep land allocations under regular review.

4. Property Market Analysis

- 4.1 Our initial analysis indicates that there is considerable interest from operators, investors and existing occupiers to invest in a variety of City Centre uses including retail, hotel, restaurants and leisure.

Retail

- 4.2 Key comparison retail anchors are continuing to upsize to bigger floorplate units in larger centres so as to stock more product lines, benefit from economies of scale and consolidate on a regional basis with fewer but larger stores.
- 4.3 The comparison (non-food) retail offer in the City Centre reflects its sub-regional status with national multiples including mid-range clothes retailers such as Next, H&M, Marks & Spencer, River Island and Top Shop present. However, the retailers currently trade from relatively small retail units which reduce the product lines that can be stocked in comparison to modern retail unit floorplates. There is potentially latent demand for existing comparison retailers to 'up-size'.
- 4.4 There are a range of main department store anchors in the City Centre including House of Fraser, BHS, Marks & Spencer and Debenhams.
- 4.5 The House of Fraser and Marks & Spencer department store anchors in the City Centre PSA trade over multiple floors with the latter trading from three historically separate buildings which have been amalgamated.
- 4.6 As a sub-regional centre, Carlisle lacks prominent operators such as Primark, Zara and mid-to-high range fashion retailers (All Saints, Reiss, Ted Baker, Diesel etc.).
- 4.7 There is competition from less constrained out-of-centre retail destinations in Carlisle to absorb latent retailer demand; this mirrors a wider trend whereby retailers are opting to develop stores in the most strategic and cost effective locations which offer the benefit of lower rents, better space and free / accessible car parking.

Leisure

- 4.8 The existing evening economy is mainly concentrated along Botchergate with the existing multiplex cinema complemented by restaurants, pubs and clubs. The leisure provision within the City Centre is however starting to migrate northwards around The Crescent (restaurants and hot-food takeaways), Lowther Street (restaurants and traditional bars / pubs) and Warwick Road.
- 4.9 The Sands Centre in the northern part of the City is one the premier venues for entertainment in the region attracting over three quarters of a million customers each year to events that include international orchestras, theatre, opera and ballet. The West Walls Theatre has also been consistently providing cultural entertainment in Carlisle for over 60 years. The addition of a new Arts Centre and exhibition / event space in the Old Fire Station on Warwick Street within the City Centre, due to open in the summer of 2015, will also add to the City's leisure and cultural offer.
- 4.10 There are also a number of family-orientated, national chain restaurants (e.g. Pizza Express and Nando's) within the existing defined City Centre Primary Shopping Area. However, as a sub-regional centre, there is scope for further enhancement to capture the growth in demand from operators, provide a more family orientated offer and increase dwell time within the centre.

Hotels/Accommodation

- 4.11 While Carlisle City Centre has a good representation of budget and mid-range hotels, there may still be further opportunities given the growth in this sector.

Offices

- 4.12 The public sector (City Council, Cumbria County Council and Government Agencies) are the key office occupiers (and footfall generators) within the City Centre.
- 4.13 The City Centre office market at present is relatively small-scale and predominantly comprises 'above' shop / terraced accommodation occupied by financial and professional services.

- 4.14 The City Centre office market faces significant competition from established out-of-town employment destinations including Parkhouse.
- 4.15 Private sector office demand in Carlisle City Centre is weak; low rents and high yields means viable development is unlikely, save for owner occupancy or through public sector requirements. For substantive new office development to take place in the City Centre, the public sector will likely need to anchor any scheme.

Residential

- 4.16 The City Centre residential market comprises traditional resident dwellings with no new builds or apartments market. There may be an opportunity to grow the market if an appropriate product can be delivered in an attractive environment (depending on viability / demand).

5. Economic Development Strategy

Carlisle City Council's Economic Strategy

- 5.1 Through the Carlisle Economic Development and Enterprise Priority Group, the City Council have produced a Community Plan for Carlisle and District, for the period 2011 – 2016.
- 5.2 The vision to deliver economic growth, included within the Community Plan, incorporates the following aims:
- Maximise opportunities conferred through significant population growth;
 - Ensure measured and sustained economic growth and performance across the district;
 - Ensure there are secure, diverse, and progressive employment opportunities in both rural and urban areas;
 - Promote a move towards a higher wage economy;
 - Ensure employers have access to skills and staff required to enable development; and
 - Ensure that Carlisle has the range and quality of housing, education, health and community services to drive economic growth in the future.
- 5.3 The strategy recognises that the strength and sustainability of the economy cannot be measured by growth alone and that it is essential to ensure that the makeup of Carlisle's economy has a diverse and balanced mix across urban and rural areas.
- 5.4 The Economic Development and Enterprise Priority Group will work alongside the Chamber of Commerce, the Larger Employers Affinity Group and the Local Enterprise Partnership to identify a future action plan, with specific projects developed.

Cumbria County Council's Economic Strategy

- 5.5 Cumbria County Council's Economic Strategy, *Economic Ambition*, aims to encourage growth in the business community, and through this, support the vision and aspirations of the Local Council Plan.

-
- 5.6 The Ambition focuses on building upon the following assets:
- The excellent north - south communications enjoyed by the main towns along the M6 / West Coast Main Line corridor;
 - West Cumbria's global reputation and expertise in nuclear and clean technologies;
 - The County's strengths in the growing advanced manufacturing sector, particularly in submarine construction, biopharmaceutical and LED clusters;
 - The world class rural landscape and strong Lake District tourist brand; and
 - Opportunities to improve Cumbria's workforce skills through apprenticeships, work-related training and provision through Cumbria's Education Institutions.
- 5.7 Key actions to deliver these priorities include: regenerating town centres identified in Area Plans; investing in the strategic transport network; working alongside developers in the Energy sector; facilitating supply chain networks in the nuclear industry; promoting the advanced manufacturing sector; securing the use of externally funded rural programmes; delivering superfast broadband; tackling unemployment and skills deficits; and working to align training programmes with the needs of businesses.
- 5.8 To deliver the identified actions, Cumbria County Council will work alongside businesses, local communities, the Local Enterprise Partnership and local planning authorities, amongst others.
- 5.9 Once agreed, the Economic Strategy will be used to develop a Delivery Plan, which will provide a greater level of detail regarding the required actions over the lifetime of the Economic Ambition.

Cumbria Local Enterprise Partnership Strategic Economic Plan

- 5.10 The Cumbria Local Enterprise Partnership (LEP) has produced a Strategic Economic Plan, entitled '*The four pronged attack: Cumbria Strategic Economic Plan 2014 – 2024*', which aims to ensure that Cumbria has one of the fastest growing economies in the UK.
- 5.11 Between 2014 and 2024, the Cumbria LEP aims to deliver 15,000 additional full time equivalent jobs; ensure growth in the county's GVA by £600m; deliver 100% coverage of superfast broadband; raise the skills level of local people; and increase visitor expenditure by over £500m.

- 5.12 The Cumbria LEP has conducted a SWOT analysis of the economy and concluded by establishing four key assets, which are the identified four strategic priorities for the Business Plan period. More detail on these priorities is provided below.

Advanced Manufacturing Growth

- 5.13 The LEP recognises the contribution of the manufacturing sector to the county's economy, contributing 25% to the county's GVA and employing 20,000 people. Future growth is anticipated to come from indigenous and existing businesses.
- 5.14 The Business Plan recognises an opportunity for Cumbria to develop as a hub for national and international supply chains. Actions to support the advanced manufacturing sector include: improving connectivity via the A590; supporting existing companies through Regional Growth Funding; focusing on SMEs and supply chains; and supporting growth in the Barrow Waterfront Enterprise Zone.

Nuclear and Energy Excellence

- 5.15 The aim for Cumbria is to build upon the history and experience within the energy and nuclear sectors, to create over 3,000 new jobs in this sector in West Cumbria. The focus is to develop West Cumbria as the UK Nuclear Centre of Excellence, whilst also growing the existing R&D base.
- 5.16 This priority includes the creation of a Nuclear Technology Innovation Gateway, which will provide a link with Manchester University's Nuclear Institute. The LEP will also support existing businesses regarding the use of clean technologies and energy / resource efficiency.
- 5.17 The success of the nuclear and energy sectors is also linked to necessary improvements to infrastructure; notably the coastal railway and sustainable transport networks. This includes developments at the Port of Workington, to unlock development land and improve access.

Vibrant Rural and Visitor Economy

- 5.18 The vision for the visitor economy includes investment in existing destinations and attractions to allow Cumbria to compete on an international stage. Increasing the number of international tourists to Cumbria is a key priority.
- 5.19 In terms of the rural economy, forestry and the agri-food sectors are identified as key activities. In order to support the rural economy, and small businesses in particular, the LEP will focus on broadband delivery and support services through the Business Growth Hub.

Strategic Connectivity of the M6 Corridor

- 5.20 The connectivity and promotion of the M6 corridor opportunity is crucial in unlocking the economic potential of East Cumbria. The priority concerning The Strategic Connectivity of the M6 action is of particular relevance to Carlisle reflective of its focus on:
- Increasing the presence of the University of Cumbria in Carlisle City Centre;
 - Improved facilities at, and around, Carlisle Station as a principle point of arrival in the heart of Carlisle;
 - Improving our leisure and cultural facilities in town centres; and
 - Sustainable transport access and connectivity improvements.
- 5.21 The LEP will also work with the Homes and Communities Agency to assist housing delivery along the M6 Corridor. Other projects include working on improvements to the motorway junctions and infrastructure at Penrith, Kendal and Carlisle.

Four Drivers within the 'Four Pronged Attack'

- 5.22 The LEP has identified four key drivers needed for the four strategic priorities of the Business Plan period:
- **Business support:** Inspiring and supporting businesses to allow them to reach their full potential;
 - **Skills development:** Supporting the development of motivated and skilled people, both employees and entrepreneurs;

- **Infrastructure improvements:** Ensuring the right infrastructure is in place to support business competitiveness and growth; and
- **Environmental Sustainability:** Using Cumbria's environment as a key economic asset.

Public Realm Strategy

- 5.23 Carlisle City Council are also seeking to work with partners to improve public realm within and on key approaches to the City Centre which will have a positive impact on its appearance and improve its attractiveness.

Public Realm Projects

- 5.24 A number of individual public realm projects are proposed in the City Centre including the entrance to the Historic Quarter around the Old Town Hall. Improvements are also proposed in the Rickergate area to link the new Arts Centre with the rest of the City Centre.
- 5.25 In Caldewgate improvements are to be undertaken to the Paddy's Market area to improve the visual amenity. The works will include enhanced parking provision, tree planting, public art and information boards.
- 5.26 The public realm is also being significantly improved through the highway 'de-cluttering' work that Cumbria County Council is currently progressing in conjunction with the City Council. This work will also complement the signage strategy which is outlined below.

Signage Strategy

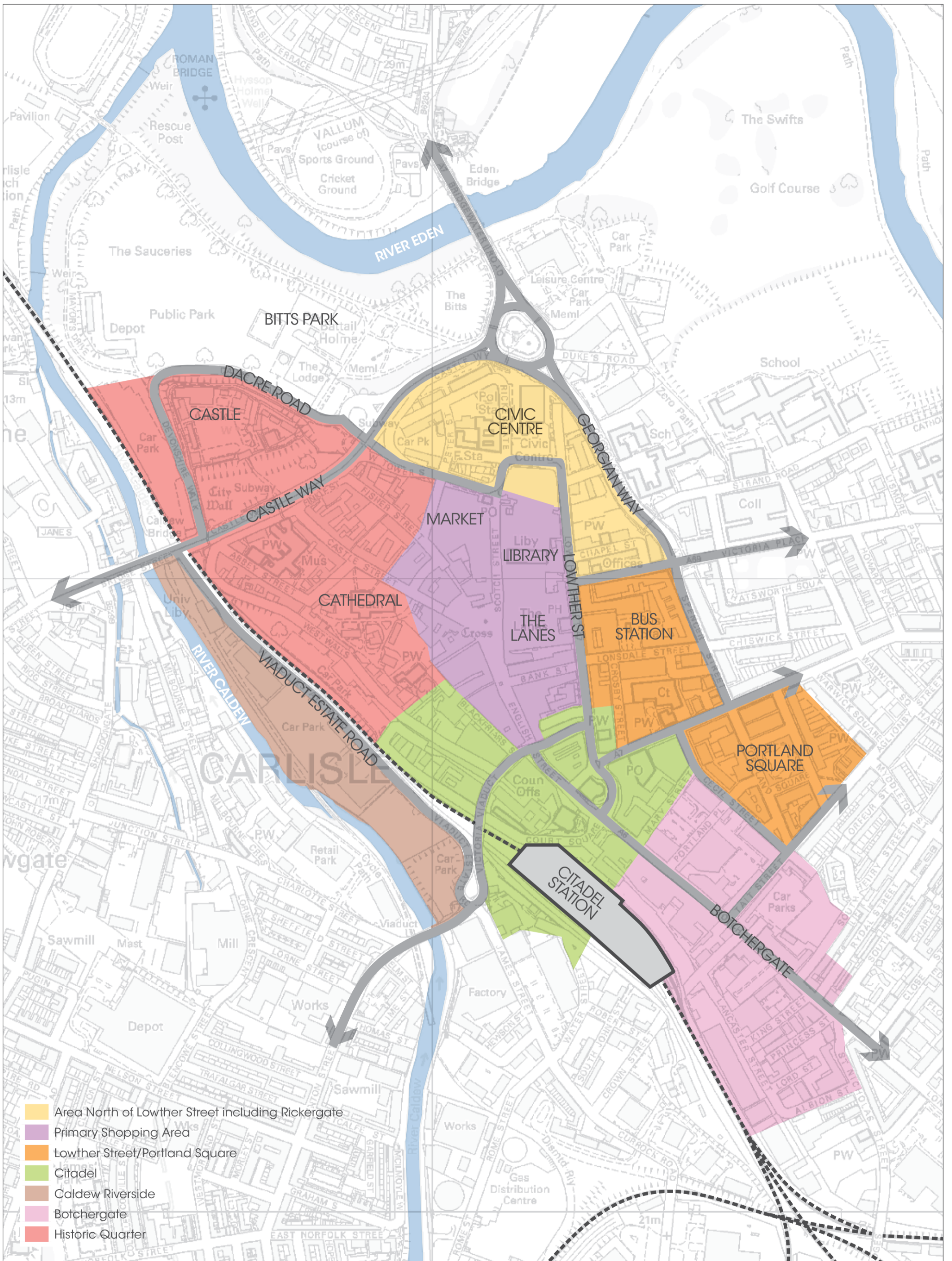
- 5.27 A signage strategy has been developed to ease navigation around the City for both visitors and residents, thereby improving connectivity between the City Centre's key assets. Improvements to pedestrian signs will be undertaken together with the installation of information points to guide and inform. Signs will also be replaced at key gateways into the City.

PART B: CHARACTER AREA ANALYSIS AND OPTION DEVELOPMENT

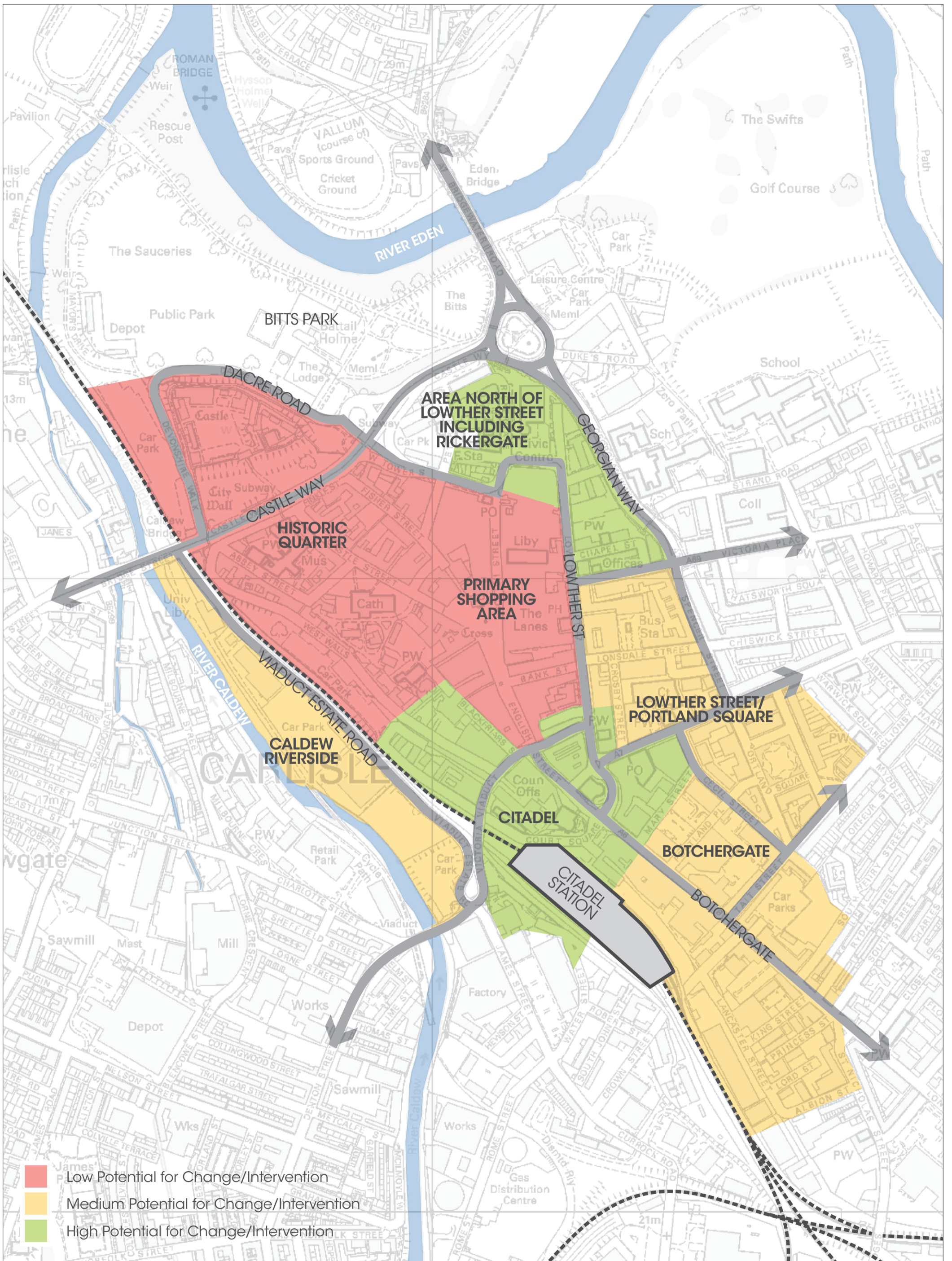
6. Approach to the Analysis of Character Areas

6.1 This part of the report presents our approach to the analysis of the character areas within the City Centre. The following tasks have been undertaken for each character area:

- Firstly, a high level analysis of the **character, opportunities, constraints, key issues and ideas regarding future options for change** has been undertaken in each respective character area. The character areas are shown in Figure 2. This analysis was displayed at the public consultation exercise in November 2013 and is summarised on the Consultation Boards which are presented on the Council's website.
- Secondly, **feedback was obtained from the consultation on the ideas and initial options** which were presented in November 2013. This has informed our analysis as work has progressed;
- Thirdly, **further work has been undertaken to refine our initial ideas and options and prepare Preferred Options to identify the Potential for Change and possible Scope of Intervention** in each character area. The work has included:
 - Physical Capacity and Design Analysis of the Area to the North of Lowther Street including Rickergate;
 - Engagement with Officers at Carlisle CC and Cumbria CC on all character areas;
 - Initial engagement with public sector land owners in the Area to the North of Lowther Street including Rickergate;
 - Commercial advice / soft market testing in the Area to the North of Lowther Street including Rickergate; and
- Fourthly, and on the basis of the above, **each character area has been categorised according to their Potential for Change and prospective Scope of Intervention**. This categorisation is illustrated in Figure 3 and is derived from the analysis which is contained in the following sections (7 – 13) of the Report, which addresses each character area in turn.



Carlisle City Centre Development Framework
Figure 2
Character Areas



Carlisle City Centre Development Framework
Figure 3
 Analysis of Character Areas: Potential for Change

7. Historic Quarter

Character

- 7.1 Located to the west of the City Centre PSA and to the north of the Citadel, the Historic Quarter extends to Dacre Road and the railway viaduct adjacent to West Walls (Figure 2). The area is an established conservation area with a number of iconic listed buildings and structures, and furthermore an important tourist attraction with the Castle, Cathedral, Tullie House Museum and Art Gallery and City Walls. The Fraternity Project is looking to improve facilities relating to Carlisle Cathedral including its important collection of historic books.

Opportunities/Constraints and Key Issues

- 7.2 Castle Way severs the Castle from the wider Historic Quarter. Pedestrian movement to the west and north of the Historic Quarter is particularly constrained with Castle Way, the railway and changes in level. Pedestrian movement to the west of the Historic Quarter to Caldew Riverside is particularly constrained with the City Walls, railway viaduct and considerable changes in level. The former Hooper's Department Store building is an important destination between the City Centre PSA and the Historic Quarter.

Ideas and Possible Future Options for Change

- 7.3 A strategy to improve access and movement through the Historic Quarter was identified at the Initial Options stage. Beyond this it will be essential that there is continued support for the appropriate and sensitive reuse of buildings and sites within the Historic Quarter.

Consultation Feedback

- 7.4 The main (summary) findings of the consultation event on initial issues and options held in November 2013 identified the following:
- Conserve and be proud of the entire City Centre as a place where buildings and the street plan are of national as well as local historical importance;
 - The City is an important tourist destination and this makes a significant contribution to the local economy; and
 - The Historic Quarter should be made more accessible to the castle.

- 7.5 The above list is not exhaustive and is only intended to indicate some of the key messages which emanate from the comments that have been made. Reference should therefore be made to the consultation feedback report (which is on the City Council's website) for the full list of comments that have been submitted.

Proposed Strategy

- 7.6 Figure 3 illustrates that the Historic Quarter has been identified as an area which has **Low Potential for Change/Intervention**. The following presents the guiding principles which are recommended to promote and enhance the Historic Quarter as part of the Development Framework in the future. The emphasis is recommended to be on active management rather than significant physical interventions, as set out below:

- Limited (if any) Physical Intervention/Redevelopment;
- Increase Pedestrian Permeability and Accessibility (Castle Way);
- Promote Key Attractions (Museum, Castle, Cathedral and Tullie House);
- Maintain and Enhance Attractive Public Realm;
- Focus on uses and activities which complement and enhance the character of the area; and
- Potential for more outdoor seating and pedestrian activity.

8. Primary Shopping Area

Character

- 8.1 The City Centre PSA is a vibrant shopping destination which is linear in configuration and accommodates most mainstream high street retailers and large department stores including Debenhams, Marks and Spencer and House of Fraser.
- 8.2 The stores are in the most part positioned along attractive pedestrianised streets in the City Centre Conservation Area with a number of historic buildings and structures including the iconic Old Town Hall. The western side of the PSA fronting on to English Street comprises substantial retail and commercial buildings inter-dispersed with modern 'infill' retail units.
- 8.3 The Market Cross is a prominent and popular public realm area in the centre of the PSA. There are limited vacancies but the area is characterised by traditional terraced retail unit accommodation inter-dispersed with modern infill. The Lanes Shopping Centre is a modern mall destination with associated car parking facilities. Debenhams is a strong anchor to the north.
- 8.4 The Lanes Shopping Centre is a modern mall destination located to the east of English Street which is physically and visually integrated with the wider historic PSA. The area also includes the indoor market.

Opportunities/Constraints and Key Issues

- 8.5 The existing City Centre PSA is extensively covered by a conservation area designation with a number of listed buildings and structures. Whilst these historic buildings and street pattern are a significant asset to the City Centre, they also constrain the future potential for new development without significant physical intervention into the historic core of the City.
- 8.6 Notwithstanding The Lanes Shopping Centre, existing retail provision currently trades from relatively small retail units which reduce the product lines that can be stocked in comparison to modern retail unit floorplates. Key department store anchors such as The House of Fraser and Marks & Spencer trade over multiple floors.
- 8.7 Whilst the historic and linear nature of the City Centre PSA is a significant asset, it also constrains future potential for new development without substantial physical intervention.

There are limited infill opportunities. Access, movement and car parking availability are also key issues.

Ideas and Possible Future Options for Change

- 8.8 While there are limited options for physical intervention in the City Centre PSA, there are opportunities to promote activities and uses which complement the character of the area and improve pedestrian movement and the public realm.

Consultation Feedback

- 8.9 The summary findings of the consultation event on initial ideas and options held in November 2013 detailed the following:

- Need to retain and offer opportunities for small independent shops & businesses to expand;
- There is not enough variety in the choice of shops both at the top and lower end of affordability;
- Concerns raised over the closure of stores, including Hoopers; and
- Encourage more independent retailers.

Proposed Strategy

- 8.10 Figure 3 illustrates that the **City Centre PSA** has been identified as an area which has **Low Potential for Change/Intervention**. The following presents the guiding principles which are recommended to promote and enhance the **Primary Shopping Area** as part of the Development Framework in the future. The emphasis is recommended to be on active management rather than significant physical interventions, as set out below:

- Limited (if any) Physical Intervention/Redevelopment;
- Increase Pedestrian Permeability and Accessibility;
- Promote Flexibility in Secondary Areas (Off Pitch);
- Maintain and Enhance Attractive Public Realm;
- Maintain and Enhance Transport Movement Circulation; and
- Manage Parking Capacity.

9. Botchergate

Character

- 9.1 Located south of the Citadel and to the east of the railway station, Botchergate is an historic conservation area and gateway to the city from the south. It is characterised by an active mixed use street frontage which has received recent investment in block improvements and new developments. The multiplex cinema, set back from Botchergate, is a key attraction.
- 9.2 The area is one of the main areas for the City Centre evening economy (pubs, clubs, restaurants and takeaway uses). There are some visual amenity issues relating to blank frontages.

Opportunities/Constraints and Key Issues

- 9.3 The evening economy uses generate some environmental and visual amenity issues relating to blank day-time frontages.
- 9.4 The relocation of Cumbria County Council's offices to new premises on William Street represents a significant new development that will increase footfall and provide further new investment opportunities.
- 9.5 While there are constraints around multiple ownership and development viability, opportunities exist to diversify the leisure offer, reduce traffic impacts and improve pedestrian links to the railway station and Primary Shopping Area. Botchergate is the key route into the City from the south.

Ideas and Possible Future Options for Change

- 9.6 Frontage improvements to existing properties together with new uses for vacant/underutilised buildings could be considered. Junction improvements in the area could also assist in improving access from Botchergate to other areas of the City. The relocation of County Council jobs could stimulate other investment and increase footfall in the area.

Consultation Feedback

9.7 The summary findings of the consultation event on initial issues and options held in November 2013 detailed the following:

- The need for "breathing spaces" in the built environment and how these can be enhanced; street trees and flower beds;
- The importance of the old church yard green area on Botchergate; and
- "Alive after five" is a concept which is often brought up for Carlisle - a local resident population in the city centre will encourage this;

Proposed Strategy

9.8 Figure 3 illustrates that **Botchergate** has been identified as an area which has **Medium Potential for Change/Intervention**. The following presents the guiding principles which are recommended to promote and enhance the **Botchergate** area as part of the Development Framework in the future. The emphasis is recommended to be on active management of the area which also has the potential for new development, as set out below:

- Build Upon New County Council Office Anchor;
- Promote Flexible Uses in Secondary Areas (Off Pitch);
- Improve Public Realm – Gateway from the South;
- Implement the adopted Conservation Area Management Plan and reduce the risk posed to the Conservation Area as a heritage asset;
- Manage the Evening Economy (Land Use and Environment);
- Enhance Pedestrian and Vehicular Movement;
- Manage Parking Capacity; and
- Encourage the appropriate re-use of gap and vacant premises and the empty upper floors of properties in the area.

10. Lowther Street/Portland Square

Character

- 10.1 Lowther Street/Portland Square is located to the east of the City Centre PSA and is predominantly characterised by a mix of retail, commercial and residential uses. Lowther Street is a secondary retail area with a number of shops and commercial uses. Portland Square is an important conservation area with a number of listed buildings centred around an attractive garden square.
- 10.2 The area is the primary north-south route through the City Centre for public transport with the bus station as an important hub. There are also a number of public car parks which serve the City Centre PSA accessed from Lowther Street.

Opportunities/Constraints and Key Issues

- 10.3 The relocation of Cumbria County Council offices to Botchergate will reduce footfall in the area and potential alternative viable uses for vacated historic premises in Portland Square will be required. There are significant vehicular movements along Lowther Street given the number of car parks.
- 10.4 Pedestrian links to the City Centre PSA are poor and could be improved. The Bus Station provides an important but limited transport facility for both residents and visitors to the city but the environment and townscape character on the adjacent streets is poor, which is in part, a product of having the bus station at this location.
- 10.5 There are a number of multiple ownerships (public and private) within the area which may require assembly to deliver comprehensive (and viable) development.

Ideas and Possible Future Options for Change

- 10.6 Through the rationalisation of Cumbria County Council assets, the historic buildings at Portland Square are becoming available for alternative uses. Cumbria County Council is presently working to secure their viable and sustainable reuse, being mindful of the need to help ensure the retention of their character which is an important asset.

- 10.7 There is also a need to consider transport movement, car parking and the future role of the bus station. Pedestrian movement to and from the area, and particularly improved east – west pedestrian links, will also be an important consideration in this regard.

Consultation Feedback

- 10.8 The main (summary) findings of the consultation event on initial issues and options held in November 2013 detailed the following:

- There is a case for more city centre living - bringing more people into the centre will keep it alive;
- There is a need for a car parking strategy;
- Careful consideration needs to be given to the position of the Bus station in the city;
- There is a need for further detail on the proposed traffic routes within the city centre, and the pedestrian means of access from the car parks, over what are already busy roads.

Proposed Strategy

- 10.9 Figure 3 illustrates that the Lowther Street/Portland Square area has been identified as an area which has **Medium Potential for Change/Intervention**. The following presents the guiding principles which are recommended to promote and enhance the Lowther Street/Portland Square area as part of the Development Framework in the future. The emphasis is recommended to be on active management of the area which also has the potential for new development, as set out below:

- Limited Physical Intervention in Portland Square due to the conservation area and historic buildings;
- County Council relocation provides opportunities to encourage a viable new mix of uses (residential, employment);
- Opportunity to redevelop surface car park on Lowther Street;
- Encourage flexible mix of uses on Lowther Street;
- Improve public realm and viability of uses around the bus station;
- Opportunity to address physical barrier of Lowther Street by improving permeability and ease of access to the City Centre PSA;

- Improve public realm where opportunities arise;
- Enhance pedestrian and vehicular movement; and
- Manage parking capacity.

11. Caldew Riverside

Character

- 11.1 The area comprises a large triangular shaped site which is located between Nelson Bridge and Castle Way between the River Caldew, Viaduct Estate Road and the railway line.
- 11.2 The area is detached from the wider City Centre by the railway line (West Coast Mainline), constrained junctions and significant changes in land levels. Currently there are a mix of low grade commercial and leisure uses along with extensive areas of surface car parking and the area includes a number of vacant sites.
- 11.3 The site is underutilised although a significant proportion of the site is subject to planning permission for a new Tesco superstore.

Opportunities/Constraints and Key Issues

- 11.4 The West Coast Main Line creates a barrier between the City Centre and areas to the west which include the Caldew Riverside area.
- 11.5 The site is in mixed ownership and Tesco has an extant planning permission. Whilst the site is an important brownfield regeneration opportunity, it is detached from the City Centre and would effectively function as a standalone destination with limited prospects of physical integration.
- 11.6 Flood risk is also an issue although flood defence works have been put in place for part of the area. Land contamination is also a constraint to future development.
- 11.7 The West Walls are scheduled as an ancient monument and have recently been conserved by the City Council with some grant aid from English Heritage. Views to and from the West Walls should be a key consideration in the design of any future new developments in the area.

Ideas and Possible Future Options for Change

- 11.8 Access to the area needs to be enhanced, including links to the riverside cycleway to the west of the site. Flood risk alleviation and land remediation also need to be addressed.

- 11.9 The site has an implemented foodstore consent and there are opportunities for the regeneration of other sites in the area. A mix of uses could potentially be accommodated subject to addressing the relevant policy tests and providing these uses do not undermine the delivery of sequentially preferable site opportunities for the City Centre.

Consultation Feedback

- 11.10 The main (summary) findings of the consultation event on initial issues and options held in November 2013 detailed the following:
- Tesco benefits from an implementable planning permission to erect a 3,715sq m2 (gross) foodstore;
 - The consultation material acknowledges the flood and contamination issues affect development potential;
 - Remediation of the site and adjoining land will be necessary before development takes place at the site;
 - The junction between Viaduct Road and Bridge Street needs to be improved.

Proposed Strategy

- 11.11 Figure 3 illustrates that **Caldew Riverside** has been identified as an area which has **Medium Potential for Change/Intervention**. The following presents the guiding principles which are recommended to promote and enhance the **Caldew Riverside** area as part of the Development Framework in the future. The emphasis is recommended to be on active management of the area which also has the potential for new development, as set out below:
- Assist in expanding the City's Green Infrastructure network through the creation of a riverside walk/cycle way;
 - Brownfield regeneration opportunity;
 - Improve pedestrian and vehicular access to the area;
 - Implemented Foodstore Consent (Tesco); and
 - Potential for mix of uses to complement (but not compete) with the City Centre.

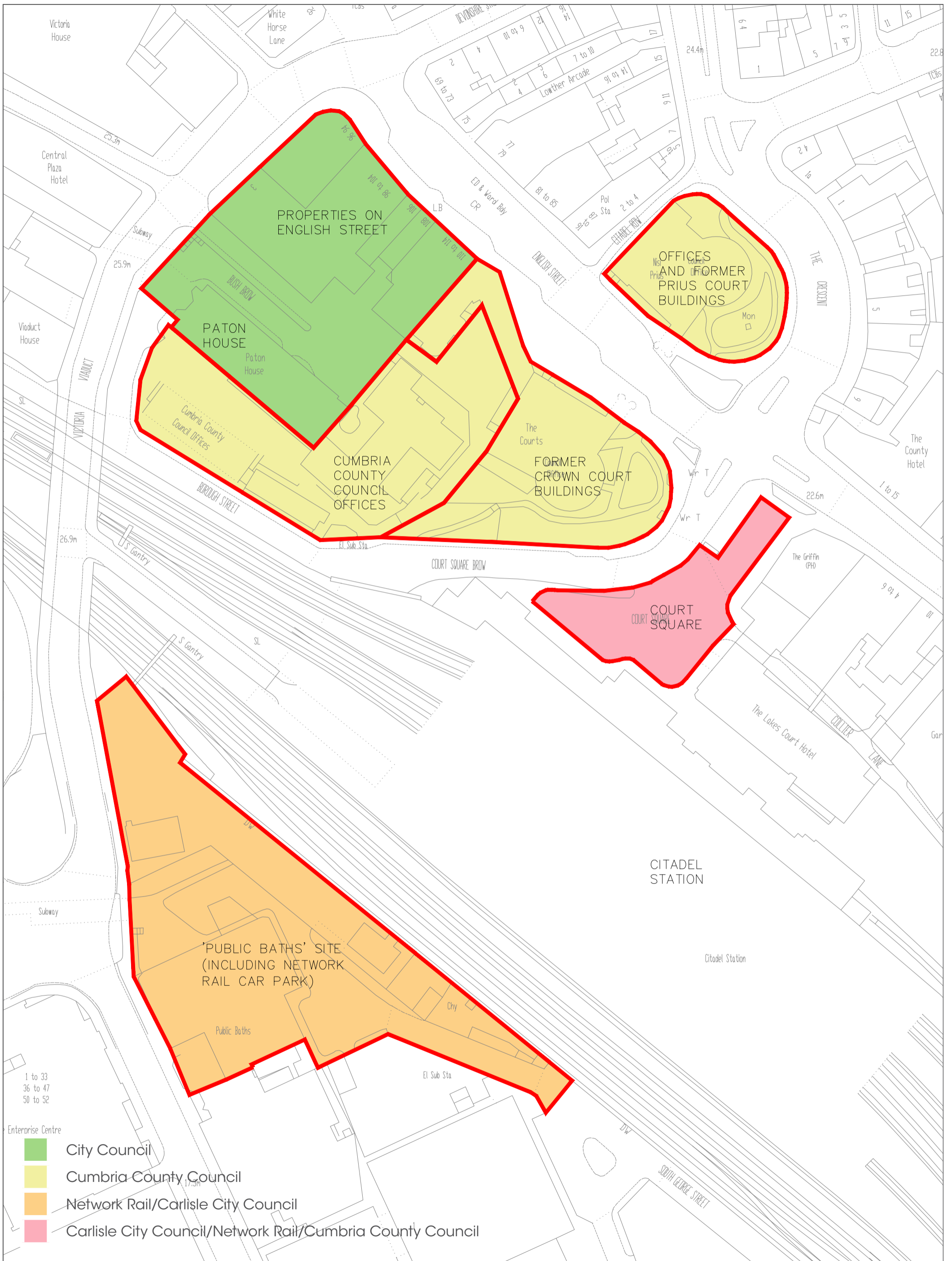
12. Citadel

Character

- 12.1 The Citadel Area is a key city centre gateway located to the south of the City Centre PSA between Caldew Riverside and Botchergate and includes the Railway Station. The latter was highlighted in Section 5 as having a high priority for improvement in the Cumbria Strategic Economic Plan.
- 12.2 The Citadel area also comprises a large number of underutilised historic buildings which require future sustainable uses. The Citadel area is defined by:
- The Railway Station and Court Square to the south; and
 - The former Courts and Office area defined by Borough Street, Court Square, Bush Brow, English Street, Citadel Row and the Crescent to the north.
 - The appropriate reuse of other buildings in this area will also be important such as the former Central Plaza hotel, alongside wider enhancements within the context of the conservation area.

The Courts and Office Area

- 12.3 The two Grade 1 listed Citadels and Gate Arch date from 1811 and are on the site of the southern medieval gateway into the walled city of Carlisle.
- 12.4 English Street includes a number of impressive historic buildings, particularly at its southern end. The streetscape is characterised by the use of good quality materials which reflect the historical character but the street scene is dominated by the movement of traffic, particularly buses which reduce the quality and enjoyment of the public space.
- 12.5 The Crescent is an attractive curved street lined by interesting historic buildings but it is also characterised by significant vehicular movements and a busy road junction at Botchergate/Court Square.
- 12.6 The area has a significant topography, with the land falling steeply from English Street down to the River Caldew.



Carlisle City Centre Development Framework
Figure 4
 Citadel/Station: Opportunity Sites/Land Ownership

Railway Station and Court Square

- 12.7 Carlisle Railway Station is a Grade II* listed building, one of only three Grade II* stations in the northwest and one of the most important early stations in England. The main north-south west coast railway line runs close to and parallel with the river Caldew beneath the west walls of the city.
- 12.8 The south-eastern edge of Court Square is defined by two important listed buildings including the Cumbrian Hotel of 1852 (which is a Grade II listed building) and the former Crown Courts, (being the southern of the two Citadel Towers) which is a Grade I listed building.
- 12.9 The impressive architecture of Court Square provides a grand and imposing entrance to the city.
- 12.10 The arrangement of buildings creates a sense of enclosure which helps to define the importance of the public space. However, the space is dominated by both parked and moving vehicles which does create a barrier to pedestrian movement around the station.
- 12.11 Court Square has the potential to become an iconic and valued urban space and focal point which could enhance the sense of arrival into Carlisle.

Opportunities/Constraints and Key Issues

- 12.12 Table 12.1 presents the land ownership for the key opportunity sites in the Citadel/Station area. The sites are illustrated in Figure 4. The information shows that land in the Citadel area shown on the plan is mainly in the ownership of Carlisle City Council and Cumbria County Council, with some land owned by Network Rail, including the parcel of land shown and annotated in Figure 4 as 'Public Bath' Site which also includes land used by Network Rail for car parking.
- 12.13 Cumbria County Council is relocating to new offices on Botchergate in 2016 when their existing building in Citadel will be surplus to their requirements. The future relocation of the Pools from the rear of the station on James Street increases the land available around the railway station and provides the opportunity to review development opportunities to the rear of the station. The relocation of the swimming pool represents a significant redevelopment opportunity.

Table 12.1 : Citadel / Station Opportunity Sites- Land Ownership, Conservation/Heritage Status and Use

Address	Ownership	Conservation/Heritage Status and Use
Offices and former Nisi Prius Court Buildings	Cumbria County Council	Buildings are listed and are currently available for re-use.
Former Crown Courts Buildings	Cumbria County Council	Buildings are listed and will be vacated by Spring 2016.
Cumbria County Council Offices	Cumbria County Council	Buildings are not listed and will be vacated by Spring 2016.
Properties on English Street	Carlisle City Council	Buildings are not listed. Freehold owned by the City Council. Tenants are on long leaseholds. Predominantly retail use.
Paton House	Carlisle City Council	Buildings are not listed. Predominantly office use.
Court Square	Network Rail / Cumbria County Council	Uses for parking and 'drop-off' at station
'Public Baths' Site	Carlisle City Council / Network Rail.	Used for car parking

Ideas and Possible Future Options for Change

- 12.14 Cumbria County Council's relocation from the Citadel provides a significant future development opportunity in the City Centre which could be combined with the adjacent land areas owned by the City Council.
- 12.15 Future retail development is however limited as the sites which have direct access onto English Street and form part of the main pedestrian thoroughfare have long term leases which have more than 10 years to run and represent development opportunities which are more likely to be realised at the end of or beyond the plan period. The sites which do not have access onto the main English Street frontage are probably less suitable for major retail development due to the backland nature of these sites. The Citadel sites lend themselves more to a range of possible future uses including office, leisure, residential, education and ancillary car parking but probably not major retail development.
- 12.16 Opportunities in Court Square include improvements around the listed station building structures, improved car parking and access to the station, and a range of possible options to deliver improved accessibility to Carlisle Station which are being considered by

Cumbria County Council, together with opportunities to improve station drop off and car parking provision. Opportunities to improve public realm to enhance the sense of arrival to the City Centre are also a key priority. The relocation of the swimming pool from the site also represents a significant redevelopment opportunity for the area. Court Square has a crucial role as both a physical gateway to Carlisle City Centre and anchor to the southern extent of the City Centre PSA.

- 12.17 The site also links Botchergate to the City Centre PSA. For this reason, the appropriate and attractive re-use of the site is essential to the continued sustainable and balanced development of Carlisle City Centre, and the successful preservation of key attributes of the historic environment.

Consultation Feedback

- 12.18 The main (summary) findings of the consultation event on initial issues and options held in November 2013 detailed the following:

- There is a need to improve transport mode connectivity; bus and rail;
- Any development around the Citadel area should be in keeping with the historic conservation area status;
- If Carlisle is to offer itself as a City for business and tourism, it needs a modern purpose built transport hub;
- Inter urban bus services will provide greater customer satisfaction if the bus station was relocated to the rail station; and
- There is a need for short-term parking.

Proposed Strategy

Figure 3 illustrates that **Citadel/Station** has been identified as an area which has **High Potential for Change/Intervention**. The analysis highlights the importance of the Citadel as a gateway to the city from the station and in addition, outlines the considerable potential for future mixed use redevelopment. The City Council are continuing to work with Cumbria County Council to promote and accelerate the realisation of the redevelopment potential of the Citadel site as it is recognised as a potential catalyst for much needed investment in the wider area including the adjacent Victoria Viaduct area.

12.19 The following presents the guiding principles which are recommended to promote and enhance the **Citadel/Station** area as part of the Development Framework in the future. The emphasis is recommended to be on promoting future development, refurbishment and public realm opportunities as set out below:

- Significant Enhancement of Station Public Realm;
- Improved Gateway (Court Square to Citadel);
- To review and improve station car parking access and drop off provision;
- Limited Physical Intervention at Court Square;
- A major redevelopment opportunity with the relocation of the swimming pool from the rear of the railway station;
- English Street/Rear of Citadel - Mixed Use Redevelopment Opportunity (Public Ownerships). Uses could include office, leisure, residential, education and ancillary car parking. A flexible approach would help to ensure that appropriate and deliverable opportunities come forward in response to market conditions;
- Opportunity to Secure viable uses for listed Citadel structures; and
- Public realm enhancements to English Street (where possible).

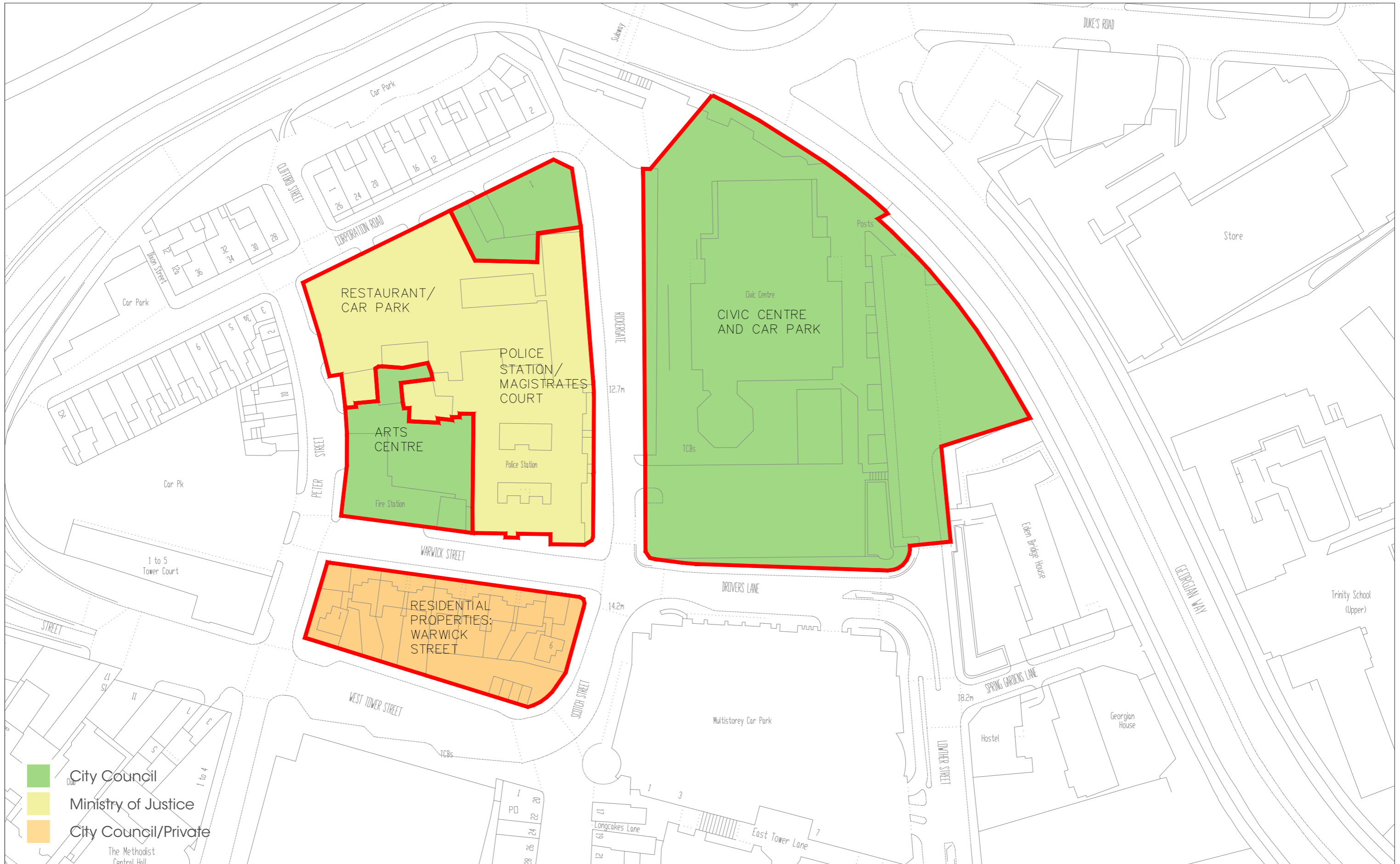
13. Area North of Lowther Street including Rickergate

Character

- 13.1 This area is located north of the City Centre PSA and key transport routes through the City and is bounded by Victoria Place, Lowther Street, West Tower Street and Drovers Street to the south and Castle Way/Georgian way to the north. The area is located within the City Centre Conservation Area.
- 13.2 The area includes the Civic Centre and Eden Bridge House (offices), the Magistrates Court, former Police Station and Fire Station and a number of residential properties and small commercial premises along Peter Street, Corporation Road and Warwick Street. There are also a number of surface car parks in this area.

Opportunities/Constraints and Key Issues

- 13.3 A significant proportion of the character area is within the public sector estate comprising (amongst others) the Civic Centre (City Council), Magistrates Court and Police Station (both Ministry of Justice). With the exception of the Old Police Station and adjoining newer building, most public sector buildings within the area comprise functional post war accommodation in relatively large development plots. There is consequently an opportunity to consolidate the public estate to deliver potential efficiency savings (in accommodation terms) whilst simultaneously releasing sites for redevelopment.
- 13.4 The area is subject to an element of flood risk which will need to be taken into account in assessing future development opportunities. It should be noted however that flood defences are currently in place and these provide a degree of protection to roads and premises in the area.
- 13.5 The existing surface car parks adjoining the Civic Centre complex in particular are a relatively inefficient land-use and provide an opportunity for future substantive redevelopment. Figure 5 illustrates these key opportunity sites and Table 13.1 summarises the ownerships.
- 13.6 A critical transitional area between the existing City Centre PSA and the Rickergate character area currently comprises residential dwellings and commercial premises (publicly and privately owned) and it would be important to connect any future development schemes on the public estate sites with the City Centre PSA.



Carlisle City Centre Development Framework
Figure 5
 Area North of Lowther Street including RickerGate: Opportunity Sites/Land Ownership

Table 13.1 Opportunity Sites: Land Ownership

Address/Use	Ownership
Civic Centre and Car Park	City Council
Residential Properties on Warwick Street	City Council/Private
Police Station/Magistrates Court	Ministry of Justice
Arts Centre	City Council
Restaurant/Car Park	City Council/Private/Ministry of Justice
Civic Centre Office Tower	City Council

- 13.7 Connectivity between the existing City Centre PSA and Rickergate is particularly important given that West Tower Street is the primary east – west traffic route through the northern part of the City Centre.

Ideas and Possible Future Options for Change

- The area should be considered for possible future retail development to logically extend the existing defined City Centre PSA northwards to meet future demand given the historic and physical constraints of comprehensive development within the City Centre;
- The Civic Centre and neighbouring buildings and car parks could be considered for redevelopment for retail use if alternative office accommodation can be found for existing uses in the future; and
- Alternative access to the car parks in the area should be considered to reduce the increase in traffic on through routes in the City Centre.

Consultation Feedback

- 13.8 The main (summary) findings of the consultation event on initial issues and options held in November 2013 detailed the following:
- Opportunity for more affordable or family housing in this part of the City Centre;
 - The plans for the Arts Centre were largely supported by the community of Rickergate;
 - If this proposal is taken forward thought needs to be given to the provision of a policing base within the retail centre; and

- Support for the proposals to provide better pedestrian connectivity to the Retail area and to the Sands.

Refinement of Initial Options

13.9 Further analysis was undertaken post the Issues and Options Consultation Event to refine the initial options and prepare more detailed options for the opportunity sites. Two options were prepared:

- Option A which incorporates the retention of the Civic Centre Tower (Figure 6); and
- Option B: which includes the comprehensive redevelopment of the Civic Centre Tower (Figure 7).

13.10 These options are presented in the following paragraphs.

Option A: Retain Civic Centre Tower

13.11 Whilst the Civic Centre tower is retained under this option, there are significant physical interventions proposed, including:

- Construction of new development on the footprint of the Civic Centre buildings which are to be demolished (excluding tower);
- Construction of new development on the adjacent existing car park;
- Demolition and redevelopment of existing police station / courts buildings (Old Police Station façade to be retained);
- Demolition of existing premises along Warwick Street. This area, and particularly the eastern premises, has been identified as a key site with high visibility and an opportunity for a prominent corner building that could help to define the scheme. It also provides an essential link to the existing high street retail offer;
- Pedestrianisation of Rickergate; and
- Creation of a new vehicular access from Georgian Way.

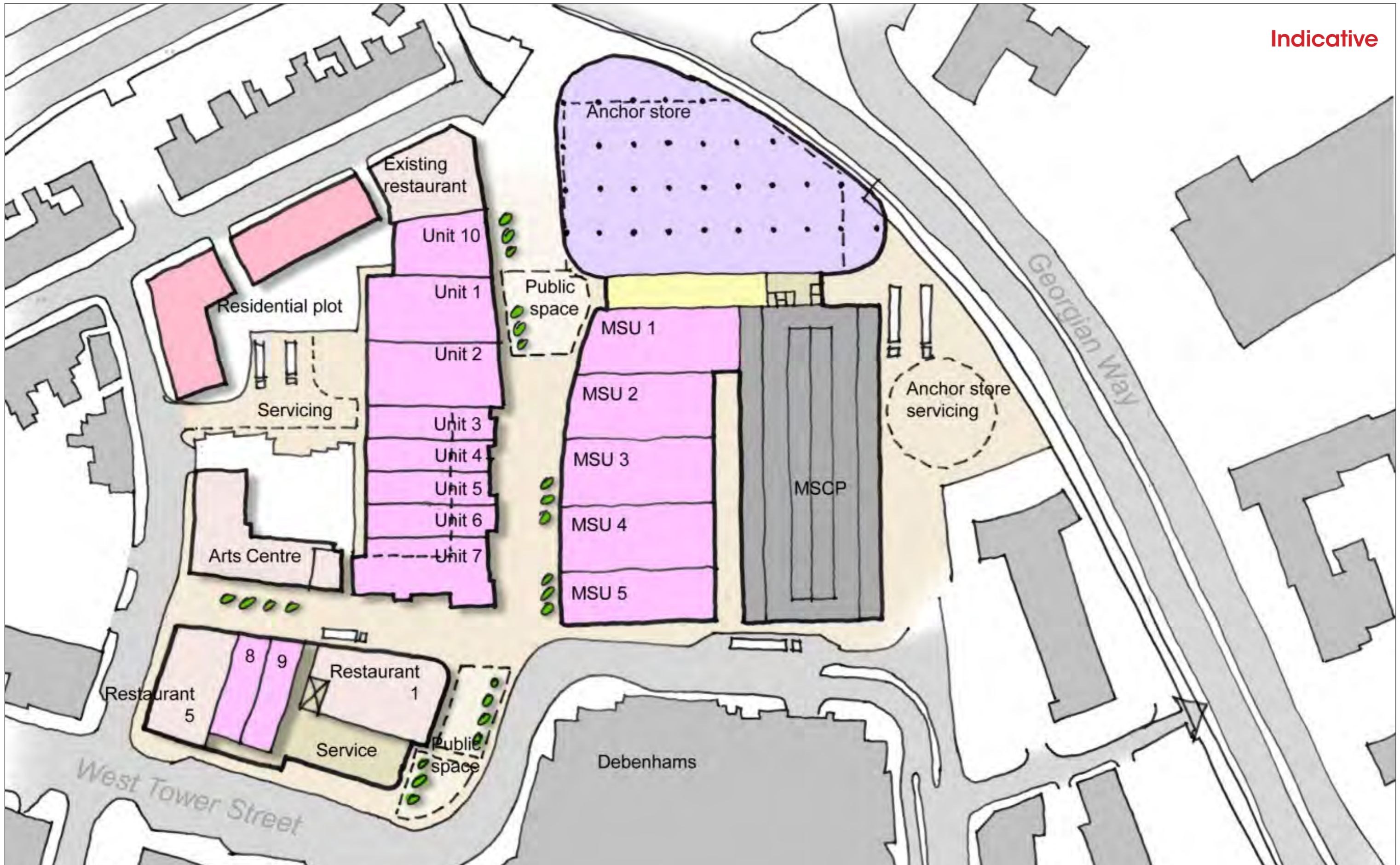
13.12 Option A provides 17,202 sq. m. (185,162 sq. ft.) of retail and leisure floorspace, including an anchor store of 8,278 sq. m. (89,104 sq. ft.) and approximately 370 car parking spaces

Indicative



Carlisle City Centre Development Framework
Figure 6 - Area North of Lowther Street including Rickergate
Option A: Retain Civic Centre Tower

Indicative



Carlisle City Centre Development Framework
Figure 7 - Area North of Lowther Street including Rickergate
Option B: Comprehensive Redevelopment of Civic Centre Tower

in a new multi storey car park. It also includes new residential development. Table 13.2 presents the accommodation schedule for Option A.

Table 13.2 Option A: Retain Civic Centre Tower: Accommodation Schedule

Address/Use	Floorspace (m2)	Floorspace (sq. ft.)
Class A1 Anchor Store	8,278	89,104
Retail Units	3,676	39,568
Small Retail Units	2,976	32,034
Restaurant Units	2,272	24,456
Total	17,202	185,162
Residential Units	31 Apartments	

Source: GVA/BDP

Note: All areas are approximate at this stage and subject to further amendment and All areas represent gross external areas

13.13 The following outlines the strengths and constraints of Option A

Strengths:

- Logical extension to City Centre PSA;
- Retention of Civic Centre Office Tower (no relocation issues);
- Not dependent on integration with The Lanes;
- Provision of modern retail unit configurations;

Constraints:

- Anchor store configuration (not ideal in physical and commercial terms);
- Not enough retail frontage to support retail units due to constrained Anchor Store;
- Limited prominence of Anchor Store from Georgian Way/Northern Approach;
- Pedestrian route through Anchor Store to maintain/generate footfall (viability of extended City Centre PSA Retail Circuit);
- Requires non City Council owned land;
- Requires new access / implications for wider City Centre movements; and
- Requires new quantum of City Centre car parking provision (multi – storey).

Option B: Comprehensive Development of Civic Centre Tower

13.14 The interventions are the same as under Option A with the exception that:

- The Civic Centre would be demolished and the site would be subject to comprehensive redevelopment;
- The Anchor Store is slightly larger and has a higher quality of space;
- The unit next to the existing restaurant on Rickergate (Adrianos) would be used for retail as it is located on the Anchor Store retail circuit; and
- The large retail units on Rickergate would be double height, providing more floorspace.

13.15 This option provides approximately 18,723 square metres (201,534 square feet) of retail and leisure floorspace in modern unit configurations, including a 8,688 square metre (93,518 square feet) Anchor Store and approximately 450 car parking spaces in a new multi storey car park. The option also includes new residential development. Table 13.3 presents the accommodation schedule for Option B.

Table 13.3 Option B: Comprehensive Redevelopment of the Civic Centre Tower: Accommodation Schedule

Address/Use	Floorspace (m2)	Floorspace (sq. ft.)
Class A1 Anchor Store	8,688	93,518
Retail Units	5,130	55,219
Small Retail Units	2,976	32,034
Restaurant Units	1,929	20,764
Total	18,723	201,534
Residential Units	31 Apartments	

Source: GVA/BDP

Note: All areas are approximate at this stage and subject to further amendment and All areas represent gross external areas

13.16 The following outlines the strengths and weaknesses of Option B.

Strengths:

- Logical extension to City Centre PSA;
- Not Dependent on Integration with The Lanes;
- Commercial Anchor Store configuration;
- Provision of modern retail unit configurations;
- Prominent Anchor Store to Georgian Way/Gyratory; and

- Maximum length of street frontage (dumbbell retail circuit).

Constraints

- Civic Centre relocation required (Implications for phasing of delivery);
- Requires non City Council owned land;
- Requires new access / implications for wider City Centre movements; and
- Requires new quantum of City Centre car parking provision (multi – storey).

13.17 The following section assesses the respective performance of both options and identifies a preferred option to be taken forward for further analysis.

Part C: Preferred Option

14. Preferred Option

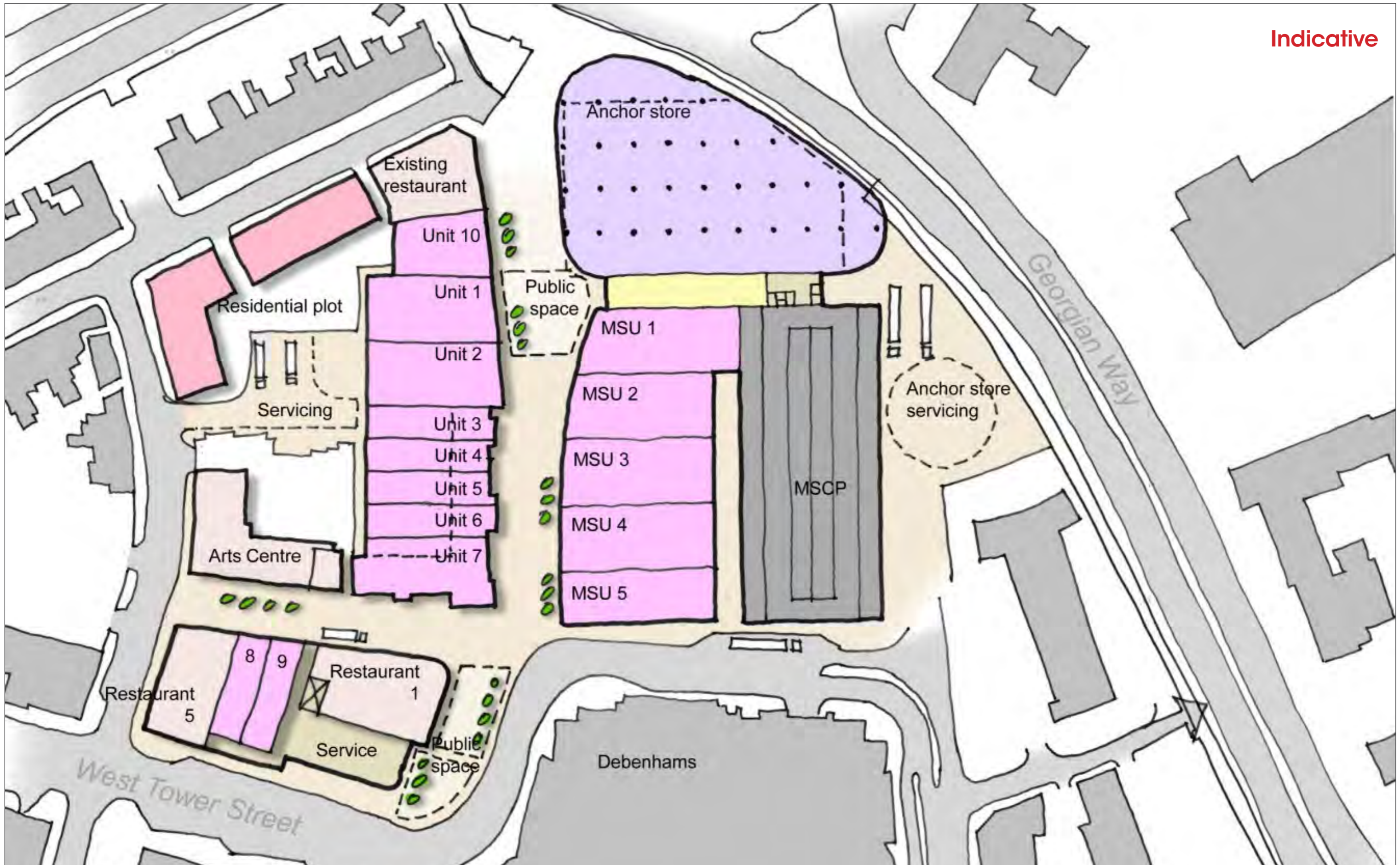
Comparative Analysis of the Options

- 14.1 This section presents the Preferred Option for development in the Area to the North of Lowther Street including Rickergate together with a series of exemplar images and artist's impressions of an indicative future scheme.
- 14.2 Whilst both options provide a logical extension to the existing City Centre PSA, the main difference between the respective options for Rickergate is as follows:
- Option A promotes partial demolition of the Civic Centre (tower retained) whilst Option B identifies total demolition;
 - Option B enables more retail development to be delivered given the larger development area;
 - Commercial feedback has identified that the size, shape and frontage / prominence of the Anchor Store under Option B is more attractive whereas it is constrained under Option A and does not meet current operator expectations;
 - Option B has a stronger retail street / circuit and frontage; and
 - Option B provides an increased quantum of car parking.
- 14.3 Option B is therefore recommended as the Preferred Option for new retail-led development in Carlisle City Centre. It would largely but not exclusively meet the quantitative need identified in the City-wide retail Study which the City Council are actively required to plan for.

Indicative Development Proposals

- 14.4 Figure 8 presents the indicative development proposals for the Preferred Option.
- 14.5 This Preferred Option provides approximately 18,723 square metres (201,534 square feet) of retail and leisure floorspace in modern unit configurations, including a 8,688 square metre (93,518 square feet) department store and 450 car parking spaces in a new multi storey car park. The Recommended Option also includes new residential development. Table 14.1 presents the accommodation schedule for the Preferred Option.

Indicative



Carlisle City Centre Development Framework
Figure 8 - Area North of Lowther Street including Rickergate
Preferred Option - Indicative Development Proposals

Table 14.1 Preferred Option: Accommodation Schedule

Address/Use	Floorspace (m2)	Floorspace (sq. ft.)
Class A1 Anchor Store	8,688	93,518
Retail Units	5,130	55,219
Small Retail Units	2,976	32,034
Restaurant Units	1,929	20,764
Total	18,723	201,534
Residential Units	31 Apartments	

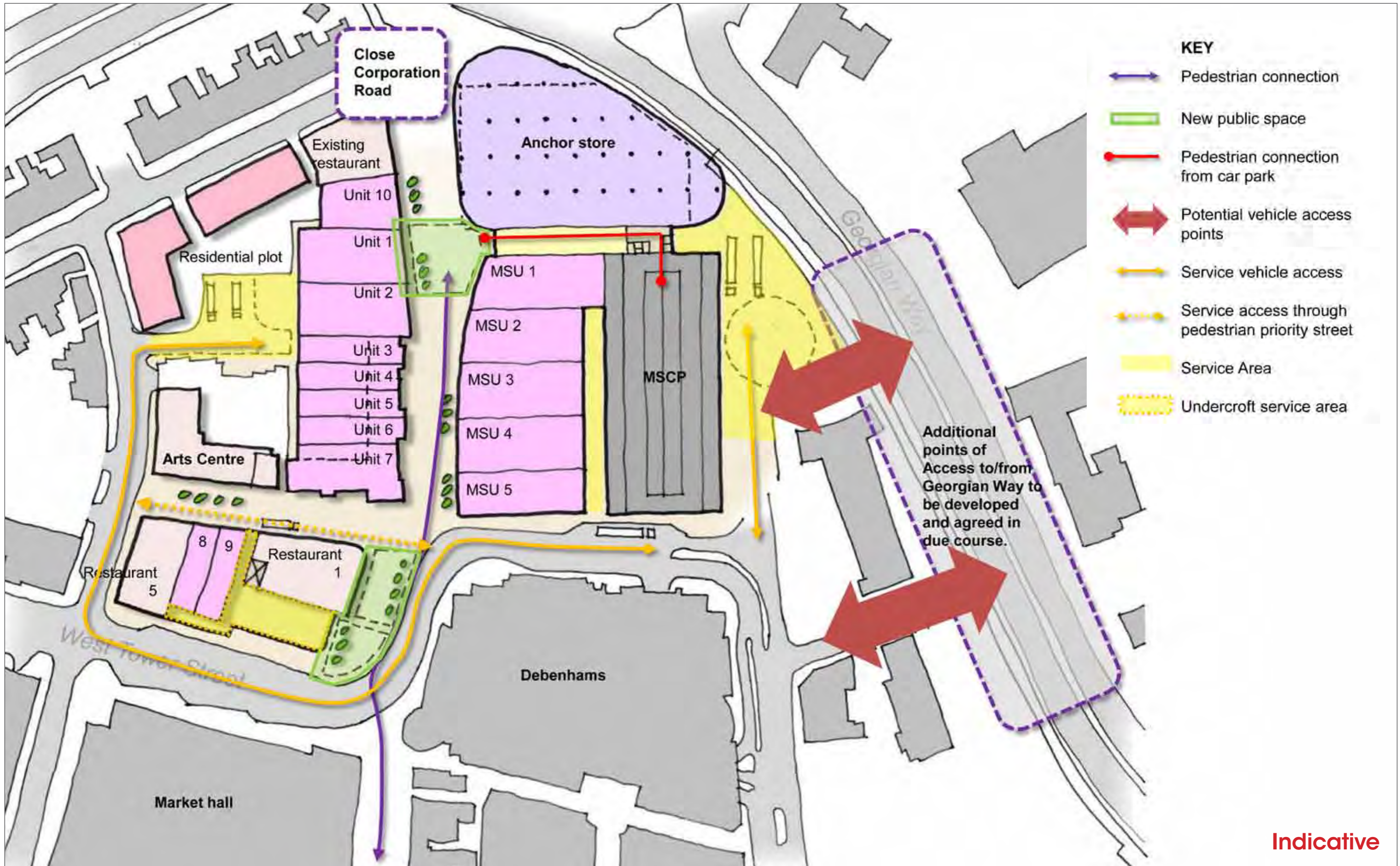
Source: GVA/BDP

Note: All areas are approximate at this stage and subject to further amendment and All areas represent gross external areas

- 14.6 Figure 9 illustrates the area along Georgian Way where access to the scheme will be required. This is subject to further analysis as work on the Preferred Option progresses. Transport improvements will need to be identified through the Infrastructure Delivery Plan which is being developed in conjunction with Cumbria County Council and will support the emerging Carlisle Local Plan in its widest sense. It is intended that this work would consider the effects of all proposed development before reviewing the potential for specific mitigation measure to address the effects of development.
- 14.7 Figure 9 also illustrates possible service vehicle access and circulation together with an indication of new areas for public space and pedestrian connections from the proposed car park.

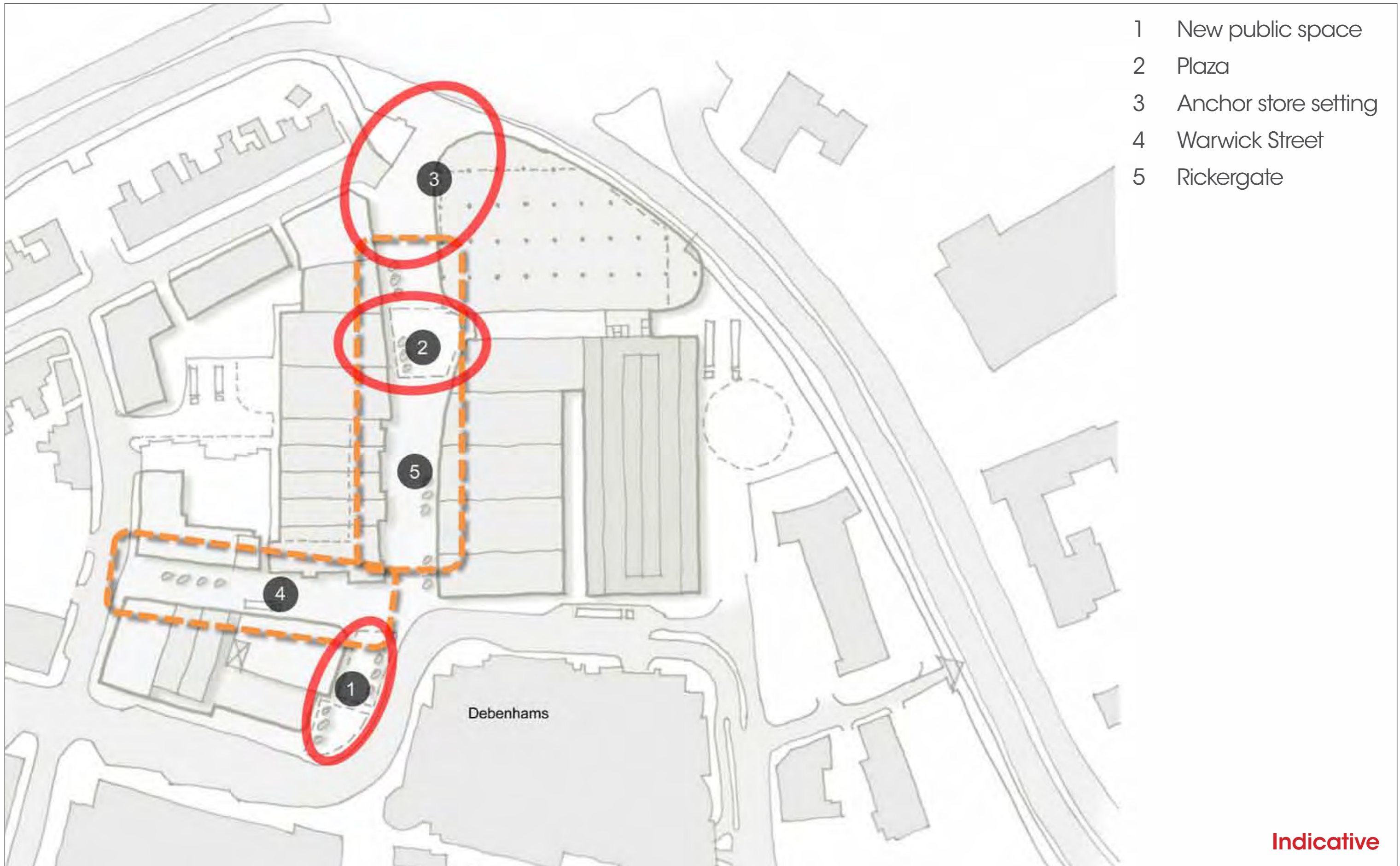
Open Space Framework and Public Realm

- 14.8 Figure 10 illustrates the proposed open space framework which shows the new public space at the corner of West Tower Street / Scotch Street and the Central Plaza and Anchor Store setting on Rickergate. The illustration also shows the public space on Warwick Street and Rickergate.
- 14.9 Figure 11 presents a range of public realm precedent images for the new public spaces which are proposed in the Preferred Option and Figure 12 shows precedent images for the public realm in the Plaza area.
- 14.10 Figure 13 presents a range of photographs which depict an Anchor Store in its setting. These illustrative examples show the design principles that could be replicated along Rickergate.



Indicative

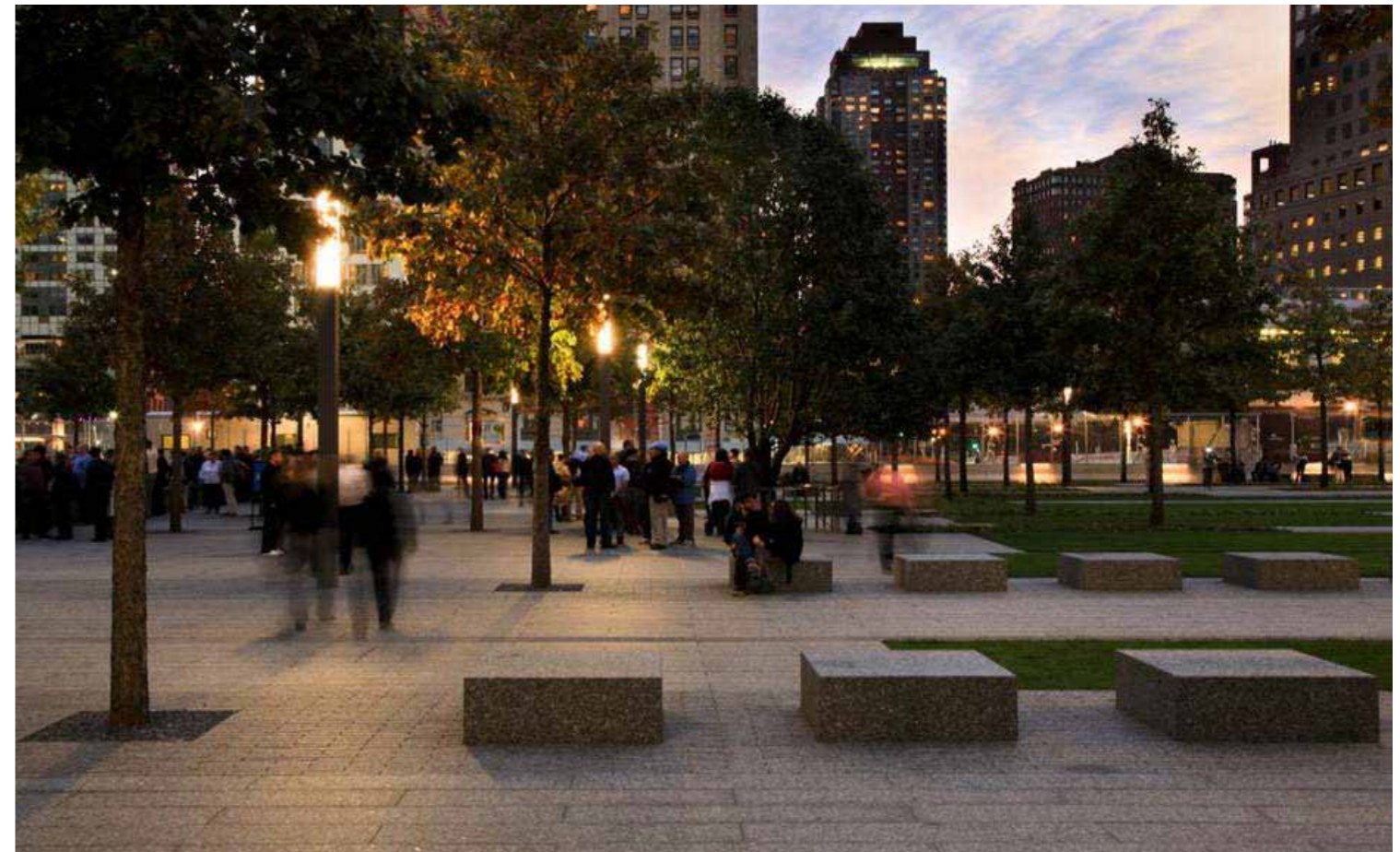
Carlisle City Centre Development Framework
Figure 9 - Area North of Lowther Street including Rickergate
 Preferred Option - Possible Road Access, Servicing and Pedestrian Movement



Carlisle City Centre Development Framework
Figure 10 - Area North of Lowther Street including Rickergate
 Preferred Option - Open Space Framework



Carlisle City Centre Development Framework
Figure 11 - Preferred Option
Public Realm Precedent Images - New Public Space



Carlisle City Centre Development Framework
Figure 12 - Preferred Option
Public Realm Precedent Images - Plaza

- 14.11 Precedent public realm images for the Warwick Street area are presented in Figure 14.
- 14.12 Figure 15 presents a number of precedent images which show examples of the type of smaller retail units and the public realm which could be provided on RickerGate.

Aerial view of the Conceptual Development Scheme

- 14.13 Figure 16 presents an illustrative aerial view of the Preferred Option looking north east from a vantage point above Scotch Street. The illustration shows the position of the new restaurants and leisure uses which front onto West Tower Street and provide a continuation of the existing retail frontage from the City Centre PSA.
- 14.14 The illustration also shows the location of Debenhams in the foreground and the large retail units fronting onto the eastern side of RickerGate which are in turn located directly adjacent to the proposed multi storey car park. The smaller retail units which are constructed behind the retained building façade to the west of RickerGate illustrate how the scale and massing of development is reduced in the western part of the area, to reflect the scale and character of the existing residential development along Peter Street and Corporation Road.
- 14.15 A new Arts Centre is located on Warwick Street and new housing is proposed to be provided to the south of Corporation Road to enhance the residential offer and complete the residential frontage on both sides of the road.
- 14.16 Figure 17 presents an artist's impression of the corner building at the junction of West Tower Street and Scotch Street which shows the scale of retail development, pedestrian activity and the public realm. This is an important building located at the southern entrance to the scheme. The illustration also shows the view along RickerGate to the proposed Anchor Store.

Shop Fronts

- 14.17 Figure 18 presents a range of precedent images which show the type of shop frontage development which could be provided in the RickerGate area.

Leisure Offer

- 14.18 Figure 19 presents a range of photographs showing typical food and beverage outlets and seating areas which could be provided in the RickerGate area.



Carlisle City Centre Development Framework
Figure 13 - Preferred Option
Public Realm Precedent Images - Anchor Store Setting



Carlisle City Centre Development Framework
Figure 14 - Preferred Option
Public Realm Precedent Images - Warwick Street



Carlisle City Centre Development Framework
Figure 15 - Preferred Option
Public Realm Precedent Images - Rickergate



Carlisle City Centre Development Framework
Figure 16 - Preferred Option
Aerial View looking North East



Carlisle City Centre Development Framework
Figure 17 - Preferred Option
View looking down Rickergate from Scotch Street





Carlisle City Centre Development Framework
Figure 18 - Preferred Option
Shop Front Precedent Images - Rickergate



Carlisle City Centre Development Framework
Figure 19 - Preferred Option
Precedent Images - Leisure Offer

Anchor Store

- 14.19 Precedent Anchor Store images are presented in Figure 20 to illustrate the type of store that could be located on Rickergate.

Car Parking

- 14.20 Figure 21 presents a range of precedent images for multi storey car parking which illustrates the sensitive treatment given to the building facades.

Residential Development

- 14.21 A number of residential images are presented in Figure 22 to show the types of terraced and flatted development which could be considered to the north of Corporation Road.



Carlisle City Centre Development Framework
Figure 20 - Preferred Option
Precedent Images - Department Store



Carlisle City Centre Development Framework
Figure 21 - Preferred Option
Precedent Images - Multi-storey Car Park



Carlisle City Centre Development Framework
Figure 22 - Preferred Option
Precedent Images - Residential

15. Consultation on the Preferred Option

Overview

- 15.1 Consultation on the information presented in the Draft Development Framework took place between 28th July and 1st September 2014. The Draft City Centre Development Framework Report and a copy of the Draft City Centre Development Framework Consultation Boards were made available on the Council's website. The Consultation Boards were also exhibited at the Civic Centre and other venues in Carlisle.
- 15.2 Responses to the comments raised in the written representations have been consolidated into a report which is available on the Council's website. The responses highlight the specific changes which have been made to the Draft Development Framework to reflect the comments that have been made. In some cases these refer to specific sections of the previous Draft Report (i.e. paragraph numbers and bullet points) and every effort has been made to incorporate the responses in the exact place which has been referenced in preparing this final version of the report.
- 15.3 Consultation responses to the Draft Development Framework have in the most part been very positive and there is widespread interest and indeed excitement in some quarters around the indicative proposals for future development. There has been considerable media coverage during the consultation period with various articles appearing in the press together with features/discussions on both local television and radio. In addition, the Council has received further inquiries from parties who are interested in taking many of the identified development opportunities forward.

Key Points Highlighted in the Consultation

- 15.4 The following highlights some of the key points that have been raised during the consultation. These are in addition to the consultation feedback responses which have been referenced in earlier sections of the report.
- 15.5 The list below is not however exhaustive and is only intended to indicate some of the key messages from the comments that have been made. Reference should therefore be made to the Consultation Feedback Report (which is on the City Council's website) for the full list of comments (and responses) that have been made.

Extension of Primary Shopping Area to include Land to the East of Lowther Street

- 15.6 Within the Rickergate area, views were expressed around the possibility of extending the City Centre PSA to include a wider location including land to the east of Lowther Street (including the Lowther Street car park) in responding to future retail needs.
- 15.7 Notwithstanding the challenges posed in terms of extending the City Centre PSA to the east of Lowther Street (including land ownership and permeability), it is noted that there is some recent interest in considering retail development in this area, (including the current owners of the Lanes Development) although it has to be acknowledged, not on a scale that would address the retail floorspace requirements highlighted in the Retail Study or which can be accommodated in the Preferred Options which were outlined in the Draft Report.
- 15.8 Whilst the City Centre Development Framework would not preclude such development on the Lowther Street car park due to its current retail designation, approval would be subject to addressing the challenges outlined above. It is acknowledged that the identification of this area along with land to the north of Lowther Street / Rickergate as an area for future comparison retail development would afford a greater degree of flexibility to respond to the identified needs for future retail development as they arise.

Recognising the Value and Importance of the Rickergate Community

- 15.9 Some respondents expressed concern that the value and importance of the Rickergate Community would be undermined by the development proposals shown in the Draft Development Framework. We would like to point out that one of the key objectives of the City Centre Development Framework is to respect the values of the Rickergate community alongside the many other communities who live in the City Centre area.
- 15.10 In our view, Rickergate is an area which presents a major opportunity for future retail and leisure growth at the edge of the City Centre next to existing homes and businesses. We should like to emphasise that the way in which future development proposals are assessed in relation to the existing communities within which they are located, is an important consideration that will be addressed if and when detailed proposals for the area come forward in the future and in consultation with the community. In this regard, it is also important to note that only those buildings which are considered essential to the delivery

of a firm development proposal in the Rickergate area would be considered for demolition in the future.

Sequentially Preferable Sites and Delivery Timeframes

- 15.11 Whilst noting the preference of some respondents for major retail development to be focussed on alternative sites to the preferred option, it should be emphasised that other sites within the City Centre do not have the capacity to accommodate the required quantum of retail growth or within the required timeframes. Some sites are also sequentially less preferable in retail planning terms as they are detached from the City Centre PSA. In this regard it is material to note that plans and proposals progressed by the City Council and others must accord with national guidance which requires other sites to be prioritised as far as comparison retailing is concerned.

Preserving the Character of the Conservation Area in Rickergate

- 15.12 The conservation area status of Rickergate has been emphasised in the consultation feedback report and whilst it was highlighted in the Draft Development Framework, we have made the importance of the conservation area designation more explicit in this final document. The development proposals in Rickergate are not considered incompatible with its conservation area status as the conservation area designation would not in itself preclude development but instead ensure that any future proposals maintain the character and heritage quality of the area which has already been identified. We are confident that the conceptual development scheme presented in this report will provide the basis for future proposals which can be refined and enhanced to ensure this objective is fully met.

The importance of the Citadel Area

- 15.13 A number of respondents highlighted the importance of the Citadel area for the future regeneration and development and in particular its role as a stimulus for development in neighbouring areas of the city such as Botchergate and Victoria Viaduct. The Draft Development Framework acknowledged the significance of the Citadel area and this Final Report has been strengthened to reflect the considerable potential which exists for mixed use redevelopment and wider area regeneration.
- 15.14 The Citadel section of the report (Section 12) has been updated to more explicitly acknowledge the opportunity the redevelopment of the Citadel complex presents as a

catalyst for much needed investment in the wider locality. Indeed, the City Council are continuing to work jointly with Cumbria County Council to fully understand, promote and accelerate the realisation of the redevelopment potential of the Citadel site. For these reasons, the delivery of new development in the area of the Citadel is a key priority for the City Centre Development Framework particularly in the context of the forthcoming relocation from the Courts by Cumbria County Council and the opportunity to take forward and consider some of the future development/investment opportunities in more detail.

Flood Risk

- 15.15 Some concerns were raised in relation to the possible risk of flooding in the future, particularly in the Caldew Riverside and Rickergate areas. The Local Plan already contains policies which deal with flood risk and the need to consider for example, a potential breach scenario in the flood defences which protect these areas, would be dealt with through the process of a Flood Risk Assessment which would be required to accompany any development proposal for these areas.

Green Infrastructure

- 15.16 The importance of promoting a green environment and sustainable methods of transport (including non-motorised transport) is embedded in both Cumbria City Council's and Carlisle City Council's green infrastructure objectives and is seen as an essential component to mitigate the potential adverse impacts of climate change. The Council's green infrastructure policies will form an important part of the City Centre Development Framework over the time period of the plan.

Cyclists and Cycleways

- 15.17 There have been suggestions that more emphasis should be given to cycleways. The City Centre Development Framework does refer to improved permeability (movement) across the City and it should be emphasised that this extends to all users including cyclists. Other policies in the Local Plan seek to promote a continuous, safe and attractive public rights of way network including cycleways.

Transport

- 15.18 The impact of potential future development proposals on the transport network has also been raised during the consultation and it is worth pointing out that important transport modelling work is being undertaken to support the implementation of the Local Plan. Consultants have recently been appointed to undertake an assessment of the necessary interventions, including specific improvements to Citywide cycle and walking networks. This study once published will inform the Infrastructure Delivery Plan which will act to prioritise investment in infrastructure across Carlisle.

Car Parking

- 15.19 The need to manage parking capacity is acknowledged by the Framework as a matter which requires attention. The City Council is currently considering the management and parking arrangements for car parks in its ownership and how these can be used to help maintain and enhance the vitality and viability of the City Centre.

Park and Ride

- 15.20 A query was raised on the possible need for a Park and Ride facility but it should be noted that there is no evidence to currently support the need for park and ride site.

Vacancies and Displacement

- 15.21 Some concern was raised about the presence of vacant retail units in the core of the City Centre which for some respondents brought into question the need for more retail development in the future.
- 15.22 One of the key things to emphasise is that existing vacancies are considered to be below the national average with a number of long standing vacant units such as those at the Crown and Mitre having recently reverted back into active use. Property agents in the City have indicated that there is a relatively strong demand for vacant units within the core of the City Centre and a relatively quick turnaround in bringing new occupiers into properties that have been vacated.
- 15.23 The City Council are also committed to working with stakeholders to reduce the number of vacancies within the City Centre and will be proactive in using the powers available to them to assist in this objective. The recent City Council initiative in January 2015 to update their Discretionary Rate Relief Policy to offer re-occupation relief for retail units which have been vacant for 12 months or more is testament to their intervention in this regard. The

implementation of this national initiative at the local level sees such units qualify for a 50% reduction in their business rates (National Non - Domestic Rates) for 18 months from the date the premises becomes occupied and is likely to constitute a strong incentive in bringing empty units back into use.

- 15.24 In the context of considering existing vacant units, it is also worth noting that evidence from the Carlisle Retail Study supports the need for additional retail units within the City Centre particularly from a qualitative perspective in terms of providing the size, form and configuration of units which accord with retailers' current high street needs. This evidence is considered to remain robust with a number of those in the retail industry (from within the City and beyond), recently reaffirming the study's conclusions. Such new units will be a key element of any strategy going forward to retain a number of existing retailers as well as attracting new retailers to Carlisle, and ultimately to maintain the vitality and viability of the City Centre and its overall offer.

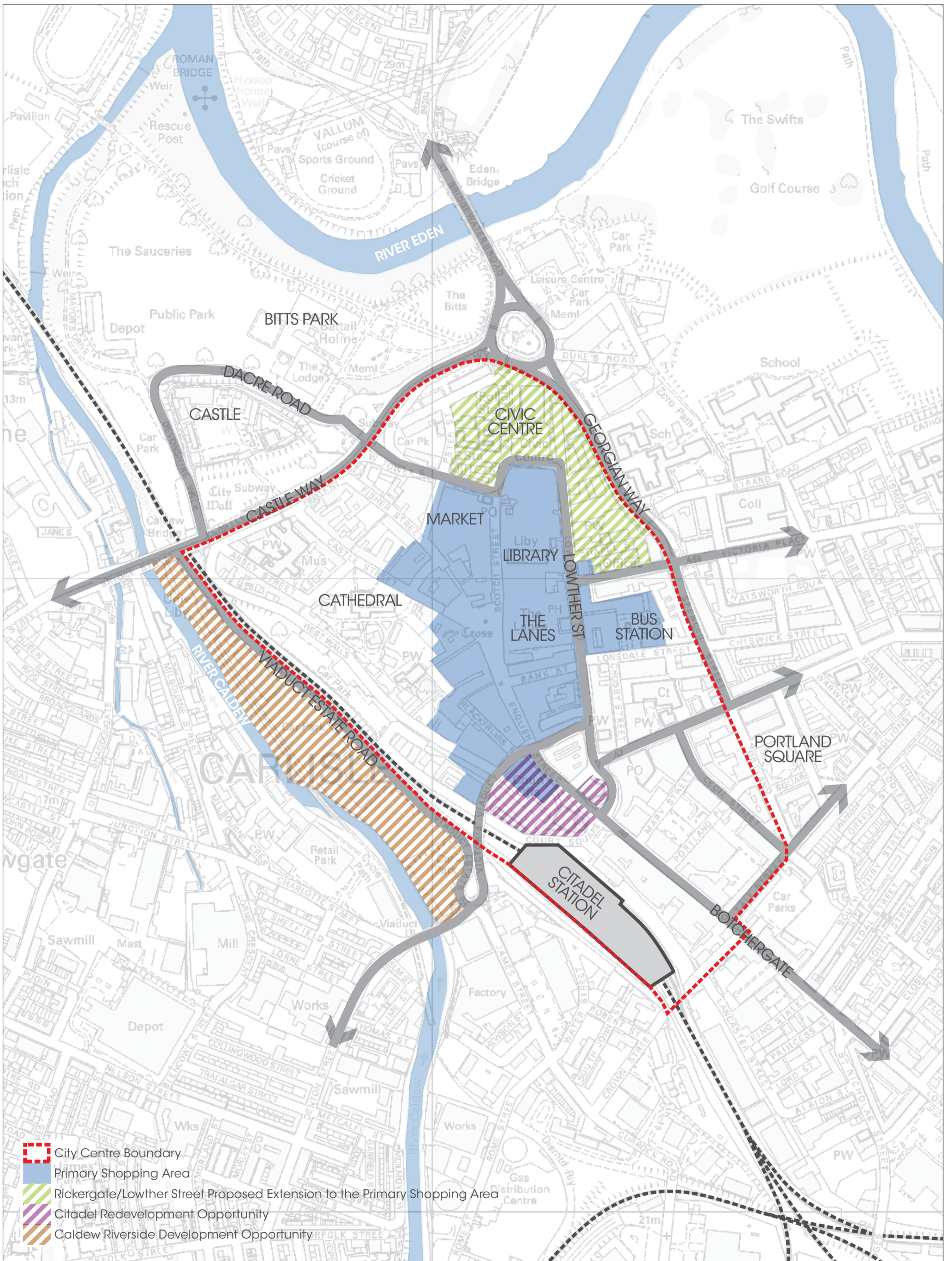
Part D: Recommendations and Way Forward

16. Recommendations

- 16.1 This report has presented a Development Framework to guide future development in Carlisle City Centre to 2030. It primarily responds to the Carlisle City Retail Study which identified a significant quantitative and qualitative need for new Class A1 comparison (non-food) retail development in the City over this period.
- 16.2 The Development Framework forms part of the evidence base which underpins the identification of suitable and deliverable site specific allocations and / or broad locations for growth that will be identified in the Local Plan. It should be emphasised that while the Development Framework does not have the status of either a Development Plan Document or a Supplementary Planning Document it will be a material consideration in the determination of any future planning applications submitted in advance of the new Local Plan being adopted.
- 16.3 Figure 23 presents the key recommendations of the Carlisle City Centre Development Framework. There are 3 key proposals:
- Firstly, the proposed northern extension of the Primary Shopping Area into the Rickergate and Lowther Street areas which are denoted with the green hatching;
 - Secondly, the proposed development opportunity at Citadel which is denoted with the purple hatching; and
 - Thirdly, the proposed development opportunity at Caldew Riverside which is denoted with the brown hatching.
- 16.4 These recommendations are described in further detail below.

Northern Extension of the Primary Shopping Area into the Rickergate and Lowther Street area

- 16.5 A significant part of the area is in public sector ownership and includes a number of buildings which occupy large plots with considerable development potential. These buildings are located next to a number of underutilised sites including surface car parks.
- 16.6 The conceptual option development plans and supporting analysis outlined in Parts B and C of this report show that these sites have the capacity to accommodate the required levels of floorspace outlined in the Retail Study. In addition, the analysis shown in this report



Carlisle City Centre Development Framework
Figure 23
 Recommendations

indicates that there is the market appetite to deliver development on this scale and in this location and that there is occupier demand to take up the floorspace that is provided.

- 16.7 Further analysis undertaken as a result of the feedback obtained during the second round of public consultation on the Draft Development Framework has concluded that the proposed extension to the City Centre PSA should also include the area located to the east of Lowther Street which includes land in both public and private ownership and more importantly includes sites where recent retail development interest has been expressed.
- 16.8 The identification of this larger area for future comparison retail development will provide a greater degree of flexibility to respond to the identified needs for future retail development as they arise and it is on this basis that it is recommended that the proposed boundary identified in Figure 23 is incorporated into the Local Plan.

Citadel: A Catalyst to Regenerate the Southern part of Carlisle City Centre

- 16.9 The Citadel area is located to the south of the City Centre PSA which has been highlighted as an area which has a high priority for improvement in the Cumbria Strategic Economic Plan.
- 16.10 Land within the Citadel area shown in Figure 23 is mainly in the ownership of Carlisle City Council and Cumbria County Council and the analysis presented in Section 12 of this report shows that the land and buildings in the area have a high potential for change/intervention. The imminent relocation of Cumbria County Council's offices from the Citadel to new premises in Botchergate provides an added stimulus to address future development opportunities in the area.
- 16.11 The Citadel site occupies a pivotal position as a gateway to the city from the station and has considerable potential for future mixed use development. There is an opportunity to re-use and redevelop parts of the site in the short term for a variety of main town centre uses including conference facilities, residential, educational and institutional uses. Our analysis does however conclude that the area does not easily lend itself to major retail led development (Section 11). It is important however to note that any development around the Citadel area will need to be in keeping with the objective to preserve and enhance the significance of the unique nature of the heritage assets in this locality.
- 16.12 The reuse and redevelopment of the buildings and land on the site could also act as a catalyst to enhance the vitality and viability of the southern extent of the City Centre,

including Botchergate which is in keeping with the objectives of the Development Framework. Opportunities to secure and build on this should therefore be maximised as far as is possible.

Caldew Riverside

- 16.13 Caldew Riverside is a large triangular shaped area located between Nelson Bridge and Castle Way between the River Caldew, Viaduct Estate Road and the railway line.
- 16.14 The site has a number of challenges including the significant changes in land levels, constrained road junctions and a mixture of private and public ownerships. Currently there are a mix of low grade commercial and leisure uses with extensive areas of surface car parking and vacant land. There are also flood risk and land contamination constraints to address.
- 16.15 The area is however an important brownfield regeneration opportunity for Carlisle which has been the subject of considerable developer interest in recent years. The area is suitable for a mix of uses which should complement those found in the City Centre. While the site has an implemented foodstore consent, this report has highlighted that the area is sequentially less preferable for major new Class A1 comparison (non-food) retail development than the City Centre and this forms a key part of our recommendations. The area is identified as having 'medium' rather than 'high' potential for change in view of the above mentioned constraints and associated development viability concerns which will need to be addressed in bringing development opportunities forward.
- 16.16 It is important that proposals for redevelopment should utilise the opportunities presented by the River Caldew including the riverside walk/cycle way and links to the City Centre. The opportunity for bringing forward site development proposals within the context of a coherent vision and strategy for the wider area should also be supported.
- 16.17 Figure 23 shows the boundary of the Caldew Riverside area which has the potential to be regenerated.

Historic Quarter; Primary Shopping Area; Botchergate and the Lowther Street / Portland Square Areas

- 16.18 While the focus on the above recommendations has been on the redevelopment opportunities which have been identified in the RickerGate/Lowther Street, Citadel and

Caldew Riverside areas, reference should also be made to Part B of this Report and Section 7 (Historic Quarter); Section 8 (Primary Shopping Area); Section 9 (Botchergate) and Section 10 (Lowther Street / Portland Square) in particular, for the analysis of the opportunities / constraints, key issues and ideas for possible future change. The guiding principles identified in the 'Proposed Strategy' for each of these areas forms an integral part of the Development Framework Recommendations, and should be embedded in policy where relevant and appropriate .

17. Way Forward

17.1 This report has presented the Evidence (in Part A); the Analysis (in Part B) and the Options (in Part C) to support the identification of the Recommendations for the City Centre Development Framework presented in Part D of the document. The following presents the way forward for each of the proposed areas for change.

Northern Extension of the Primary Shopping Area into the Rickergate and Lowther Street area

17.2 We have made informed assumptions in preparing the Preferred Option for the area north of Lowther Street including Rickergate which we believe to be proportionate to the stage we are at in the process. Further and more detailed work will however need to be undertaken to identify whether:

- The site can be made available for development within the required timescales;
- The proposed scheme, which includes relocation of the Council offices and other public sector bodies, is viable in cost terms (funding and investment);
- There is sufficient physical capacity to accommodate the site (highways and other site-specific infrastructure and environmental matters); and
- The proposal is commercially viable and attractive in terms of economic returns, land values and levels of potential market demand.

17.3 The majority of the land required to deliver the Preferred Option outlined in Section 14 is within City Council ownership and discussions with the Ministry of Justice (MoJ) have indicated that they are willing to explore the opportunities for relocation with a view to making their land available for redevelopment. Further discussions with the MoJ will be undertaken to take the development opportunity forward.

17.4 It is recognised that careful consideration is required to ensure that any redevelopment would integrate effectively with the existing area. Redevelopment also offers an opportunity to better integrate the area with the parks beyond, the Sands Centre (as a key leisure hub), the new Arts Centre (and entertainment venue) and the car parks at the Sands and Swifts which many visitors from the north currently use.

-
- 17.5 Ongoing market testing with potential developers/investors is essential to ensure that the Preferred Option and conceptual proposals identified in this report are progressed and refined in line with current operator requirements.
- 17.6 Community engagement is also essential as plans for the area are progressed.

Citadel: A Catalyst to Regenerate the Southern part of Carlisle City Centre

- 17.7 It is recommended that the City Council prepare a Development Brief for the site in conjunction with Cumbria County Council to outline the opportunities and scope for a more comprehensive redevelopment of the site.
- 17.8 This approach will ensure that the potential benefits of site redevelopment are maximised and that any opportunities to accelerate delivery are identified. Such an approach will also ensure that development proposals respect the significance of the heritage assets which characterise this area, which could be prejudiced if development comes forward on a piecemeal basis.
- 17.9 Site development opportunities should be flexible in nature to respond to changing market requirements, thereby ensuring that proposals do not prejudice any longer term opportunities. We also recommend that further market testing is undertaken to inform the content of the Development Brief.
- 17.10 Community engagement is also essential as plans for the area are progressed.

Caldew Riverside

- 17.11 Caldew Riverside is considered to be a medium to long term development opportunity area where development initiatives will be brought forward by the private sector. The City Council should however give further consideration to the opportunity of preparing an overarching masterplan for the area, at an appropriate future time, which will provide more detail than is currently available in the Development Framework. Such an approach will again be important in acting to ensure that the opportunity presented by the site in its widest sense is not lost to piecemeal development outwith the context of a clear strategy.
- 17.12 Community engagement is also essential as plans for the area are progressed.