

CAMBRIDGE  
CITY CENTRE  
ACCESS STUDY

DRAFT

January 2015





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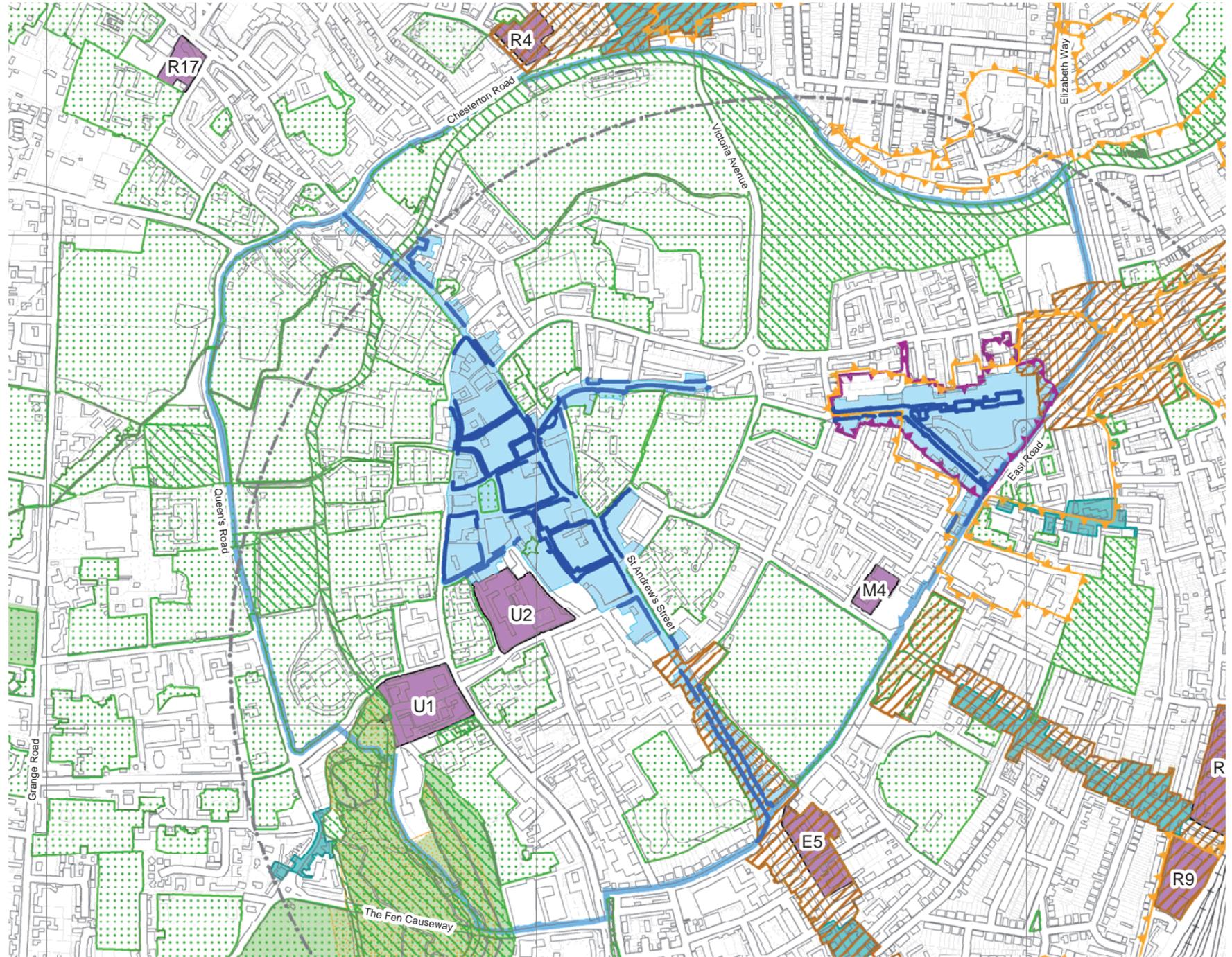


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Extract from Cambridge Draft Submission Policies Map



# INTRODUCTION

Cambridge is a desirable place to live, work and visit and the iconic architecture, river and open spaces are an essential part of its character. As a consequence of its popularity the streets and spaces, especially in the historic city centre, are under increasing pressure from the number of people using them. They need to cope with demand for access by a wide range of users, from pedestrians, cyclists, public transport and vehicles servicing businesses and colleges.

Busy streets are a sign of vitality and fulfil a range of functions:

*High streets and town centres have always been about much more than shopping. Retail is an important part of the town centre mix, but people also come for many other reasons, such as to visit cafes, restaurants, pubs, galleries, museums, cinemas, parks, hairdressers, beauty parlours, doctors and dentists, libraries, banks, solicitors, and estate agents. And there's a strong social factor too – the high street is often the place where local people come together to meet friends and join in community activities. It can provide a setting for shared experiences, and be a focal point of local identity, community pride, and common heritage and values.*

*(Re-imagining urban spaces to help revitalise our high streets.  
DCLG 2012)*

As a historic city centre with narrow streets, the space available for all these activities is both limited and finite. It is therefore essential that it is used wisely and to the greatest benefit. Virtually everyone using the city centre becomes a pedestrian for at least part of their journey and this study considers the city centre and Grafton Centre areas from the pedestrian perspective, including its ease of use by the disabled, users of shop mobility scooters and people pushing buggies.

Not only does high quality design of the public realm meet the needs of all users, research has demonstrated that high quality streets also have direct economic benefits (Paved with Gold: The real value of good street design - CABE 2007). This has been supported by more recent research which has demonstrated that public realm improvements can have a beneficial impact on existing business performance and can provide a competitive return compared to other transport projects. At a time when public resources are scarce, well-planned improvements to streets and places should be attractive to governments seeking high returns from public spending. (The Pedestrian Pound – the business case for better streets and places – Living Streets).

## Definitions

For the purpose of this report the following definitions are used:

**Public realm** - includes all the spaces between buildings that can be freely accessed. It includes all outdoor areas including roads, pavements, parks, squares and pedestrian routes.

**Highway** - a route over which people can pass and repass as frequently as they wish, without hindrance and without charge.

**Carriageway** – part of a highway over which the public has a right of way for the passage of vehicles.

**Pavement** – area adjacent to a carriageway over which the public has a right of way on foot only.

**Paths** – routes across open spaces.

## 2.0 SCOPE AND METHODOLOGY

The scope of the study is to:

- Undertake an objective baseline review of the accessibility of Cambridge city centre (Historic Core and Grafton, the areas as defined in the Local Plan 2014). This includes ease of movement and benefits of pedestrianisation, assistance provided by way-marking/signage, welcome features and hosts, impacts of street advertising/stock displays, licensing of restaurant /cafe street furniture, street clutter, street furniture, impact of pedlars, punt and walking tour touts, visual pollution and materials; and
- Identify current issues and problems for users, residents and visitors particularly disabled users and to identify options for action and areas of potential improvement in accessibility and for improved inter-agency working, now and in the future.

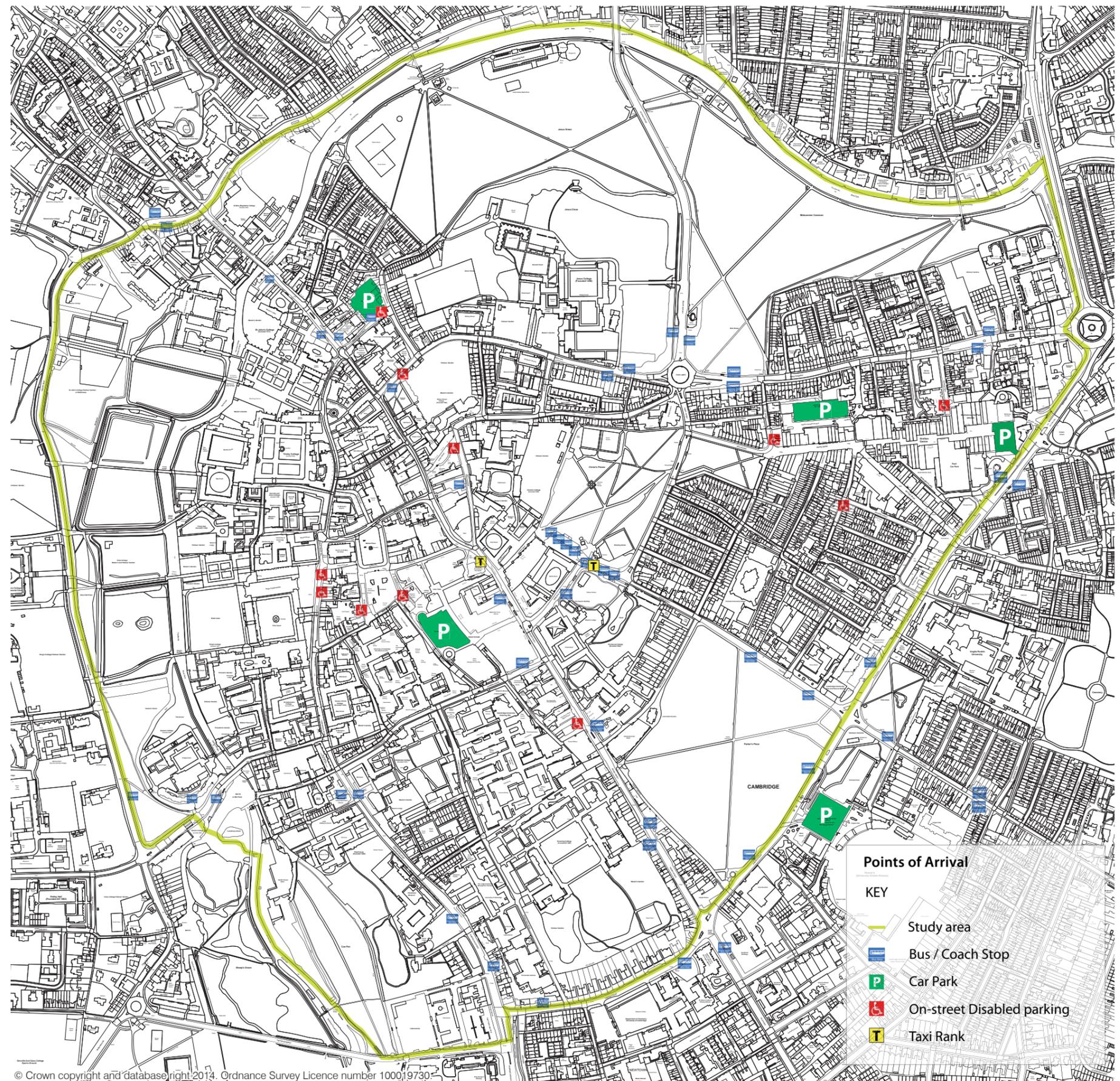
For the purposes of this report accessibility has been defined as being issues of particular concern/interest to pedestrians, disabled and wheelchair users and their ability to move around the city's streets and spaces. This study does not consider car access or parking or cycling. Its focus is on accessibility around the centre once people have got there, not about getting there.

This study focuses on streets and spaces owned and managed by the County and City Councils – the public realm. Spaces under private control, most notably within the Grand Arcade, Lion Yard and the Grafton Centre shopping centres are excluded from this study.

This study is based upon:

- Walking observation of key streets in the study area to review baseline conditions;
- Comments from City and County Council Officers;
- Comments from interested parties;
- A review of relevant documents and current 'best practice'; and
- A review of planned interventions / investment in the public realm investment arising from any major redevelopment taking place.

Where appropriate, options for action are considered and recommendations made that could bring about improvement to the pedestrian environment, both in the short term and those that will require significant further investigations, and consultations and resourcing.



## 3.0 PRESSURES AND ISSUES

### Increasing numbers of people

#### Residents

The population of the city is forecast to grow from 123,900 in 2011 to 150,000 by 2031 (Cambridge Local Plan 2014 submission draft). The population of South Cambridgeshire is also increasing with 19,000 new homes identified in their new Local Plan for the period to 2031 and many of these new residents will rely on Cambridge as their destination for work, shopping and leisure.

#### Workers

The number of people expected to be working in the city will also be increasing in the coming years. The Cambridge Local Plan Submission draft 2014 plans for an additional 22,100 jobs up to 2031 and many of these employees will use the city centre.

#### Visitors

The total number of visitor trips to Cambridge is estimated at over 5.3m a year (Tourism South East – Economic Impact of Tourism Cambridge City 2013 results), of which some 4.6m are day trippers. This is calculated as a total value to the local economy of over £580m pa and accounts for over 11,000 jobs (or 17% of all employment).

It could reasonably be assumed that the city will remain a popular destination for visitors. Increasing overnight stays is a strategic objective of the “Visit Cambridge” tourism service.

#### Students

Both Cambridge University and Anglia Ruskin University have plans to increase student numbers and the city is also an important centre for specialist schools.

Taken together it is clear that there will be growing pressure on the city centre from pedestrians and it will be imperative that best use is made of all the available space.

### A living / working city centre

The city centre is home to a number of colleges, the administrative / ceremonial centre of the University, a large number of businesses and a 7

day a week market as well as homes and all require servicing. With much of the historic centre subject to vehicle restrictions between 10.00am and 4.00pm much of the servicing has to take place outside of these times, which in turn can conflict with periods of heavy use by cyclists and pedestrians.

#### Cycles

Cambridge has high levels of cycle usage and this will increase both through growth in population and as planned improvements to the cycle network are made. Increased numbers of cycles will lead to increased demand for cycle parking.

#### Large / heavy vehicles

The narrow streets and sharp bends in the city centre can make access by large vehicles, including buses, difficult as they require a large amount of space to safely manoeuvre and can be intimidating to pedestrians and cyclists.

The impact of large / heavy vehicles on the public realm cannot be ignored as it affects the amount of space that can be devoted to pedestrians and the design and specification of construction and surfacing materials that need to be able to cope with the loads and turning movements. Several areas of the city centre that have been subject to street enhancement schemes have required major remedial works as the consequence of the rapid deterioration due, at least in part, to the significant loads and turning manoeuvres of large vehicles.

### Issues facing the disabled

When accessing public places the disabled can face particular difficulties, and these can vary with the nature of the disability, for example:

#### Visually impaired, whether partially sighted or totally blind.

They face trip hazards, falling hazards such as drops, way finding difficulties, street furniture and clutter, difficulties with other people and vehicles, inadequate handrails and lack of technology/aids to help them be independent.

#### Hearing impaired and deaf people

Difficulties include not being aware of dangers.

#### Ambulant disabled people

This may include people who walk with sticks, crutches and walking frames and those who walk slowly or for short distances (and may use scooters for longer distances).

They face trip hazards, cambers, slopes, street furniture and clutter, difficulties with other people and vehicles, inadequate handrails, lack of seating to rest on, narrow routes, and lack of parking or drop off spaces near venues.

#### People with learning difficulties

They can endanger themselves or find the street confusing.

#### Wheelchair and scooter users

They find narrow, uneven, cambered pavements with kerbs very difficult, also street furniture, lack of parking and drop off spaces near venues, being lower than everybody else

### Local Authority Budgets

It is understood that local authority budgets are under pressure and money to maintain and improve the public realm of the city is in competition with many other demands.

It is understood that the County Council have a capital budget for 2015/16 of some £120,000 for the city centre for major works (1 or 2 projects) and an estimated £200,000 a year for the maintenance of streets.

There are no street improvement projects in the city centre identified for funding by the City Council.

With limited local authority budgets clear priorities, responsibilities and a coordinated approach to managing the city's public realm will be important, as will securing funding from other sources.

The City Council's Local Plan Submission Draft 2014 states an intention to prepare a Public Realm Strategy, to be subject of consultation prior to adoption as a Supplementary Planning Document. This will offer an opportunity to establish a sound basis for moving forward with major works.

There is the potential for funding for the public realm from other sources, including City Deal, planning obligations (S106 / Community Infrastructure Levy) and from public / private partnerships.

## 4.0 SUMMARY OF RESPONSIBILITIES

Responsibility for the maintenance, management and enforcement of the public realm is spread over numerous teams with County and City Council departments, the Police and private owners. In summary:

### County Council

- Traffic Regulation Orders – includes control and management of access, parking and loading;
- Works within the public highway – street improvements;
- On street parking enforcement;
- Maintenance of the public highway;
- Street lighting; and
- Tables and Chairs in the highway – licensing and enforcement.

### City Council

- Development management and enforcement;
- City Centre Management;
- Environmental improvements (including public art);
- Management and maintenance of open spaces;
- Lighting on open spaces;
- Street trading licencing and enforcement;
- Markets;
- Buskers;
- Refuse and recycling;
- Street cleaning;
- Graffiti / litter enforcement;
- “Visit Cambridge” - the official tourism service for Cambridge and surrounding area; and
- City Ranger Service.

### Police

- ‘Wilful obstruction of the highway’;
- ‘Public nuisance’;
- Enforcement of traffic regulations; and
- Pedlars.

### Private land owners

There are publicly accessible areas of the city that are privately owned, most notably the Grand Arcade, Lion Yard and Grafton Centre shopping centres.

There are also areas adjacent to some business premises and shops that are in private ownership. These are often delineated by a change of paving material or by strips or studs.

### Partnership working

Within the city centre there is a long history of collaborative working on matters related to the public realm at both officer and member level.

### Cambridge BID

Cambridge BID represents over 1100 businesses and organisations within the city centre across a broad range of sectors, including the two universities, the Colleges, museums and the City and County Councils. It delivers a wide range of projects additional to those delivered by the City Council which are aimed at improving the experience of all users of the city centre. The City Ambassadors act as a first point of information and guidance.

## 5.0 LEGISLATION AND GUIDANCE

The City and County Councils and the Police have statutory powers to control activities in the public realm. These are extensive and wide ranging. For the purposes of this study it has been assumed that the key issues identified that impact upon the ease of pedestrian movement can be tackled by the use of statutory powers. However this should be a last resort and that wherever practicable a solution should initially be sought through a consultative and collaborative process. Where this proves impossible detailed and specific legal advice should be obtained on a 'case by case' basis to ensure the most appropriate way forward is agreed.

There are some activities within the public realm that are already subject to licencing by the relevant local authority and where appropriate this is referred to in the relevant section.

The Equalities Act 2010 requires public bodies to consider all individuals when carrying out their day-to-day work and as far as it applies to this report make reasonable changes to the way things are done (such as changing a policy) and to the built environment.

In addition to statutory powers there is a wide range of guidance issued that refers to the design of the public realm and the most relevant are summarised below. Where appropriate more detailed reference is made in the subsequent sections.

### National Guidance

#### The Planning (Listed Building and Conservation Areas Act 1990)

Section 72 calls for special regard to be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

#### National Planning Policy Framework (DCLG 2012)

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. A section deals with 'ensuring the vitality of town centres' with planning authorities encouraged to 'recognise town centres as the hearts of their communities and pursue policies to support their viability and vitality' and 'retain and enhance existing markets and where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive' (paragraph 23). It also deals with design, advertisements and safe and accessible developments.

#### Inclusive Mobility – A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure (Department for Transport 2002, updated 2013)

This remains the most relevant national advice dealing with accessibility in the public realm. It sets out recommended minimum pavement widths and gradients and guidance on streetscape design.

It acknowledges that where the area concerned is an historic environment that changes needed to improve accessibility should be made with sensitivity for site context. It suggests early consultation with those responsible for managing the historic environment to ensure that changes do not detract from the appearance of the area.

#### Manual for Streets (Department for Transport 2007)

A ground breaking publication which questioned a number of long held street design principles and presents guidance on how to do things differently to bring about a transformation in the quality of streets. The main changes recommended include:

- Applying a hierarchy to the design process with pedestrians at the top;
- Emphasising a collaborative approach to the delivery of streets;
- Recognising the importance of the community function of streets as spaces for social interaction;
- Encouraging innovation with a flexible approach to street layouts and the use of locally distinctive, durable and maintainable materials and street furniture; and
- Using the minimum highway design features necessary to make the streets work properly.

#### Manual for Streets 2 (Chartered Institute of Highways and Transportation 2010)

Builds upon guidance in Manual for Streets and explores in greater detail how and where its key principles can be applied. Provides specific guidance related to pedestrian needs and street furniture.

#### Streets for all - East of England (English Heritage 2005)

Offers guidance on issues such as accessibility, local distinctiveness and visual quality to improve the appearance of public spaces. The underlying principles are to reduce clutter, coordinate design and reinforce local character whilst maintaining safety for all.

### Manual for Historic Streets (English Historic Towns Forum 2008)

Makes the case for well-designed historic streets and features numerous case studies of public realm improvements in historic towns and cities.

### Local Transport Note 1/08 Traffic Management and Streetscape (Department for Transport 2008)

The intention of this note is to encourage design teams to enhance streetscape appearance by establishing a 'less is more' principle on scheme design and to look at the bigger picture rather than focussing on single issues. It sets out guidance on how to deliver successful schemes through collaborative working and illustrates examples of good practice.

### Traffic Advisory Leaflet 01/13 Reducing Sign Clutter (Department for Transport 2013)

This sets out practical advice in reducing sign clutter and sets out the policy framework for traffic signs with minimising the impact on the environment as a key priority.

### Paved with Gold: the real value of good street design (CABE 2007)

A report that investigated the value of design and concluded there were direct economic benefits from high quality streets. The attributes of a high quality street include:

- dropped kerbs;
- tactile paving and colour contrast;
- smooth, clean, well-drained surfaces;
- high-quality materials;
- high standards of maintenance;
- pavements wide enough to accommodate all users;
- no pinch points;
- potential obstructions placed out of the way; and
- enough crossing points, in the right places

### Street Design for All (PRIAN 2014)

This provides an up to date summary of 'best practice' in street design, from basic principles through to detailed guidance on clutter, road safety and detailed design.

### Local Guidance

#### The Cambridge Historic Core Appraisal (Cambridge City Council 2006)

This described all streets in this part of the Central Conservation Area and identified opportunities for streetscape enhancements. It suggested the need for a Streetscape Manual to guide the detailed design of streetscape enhancement schemes and the benefits of an audit of signage and location of street furniture as a means of reducing street clutter.

#### Cambridgeshire Design Guide for Streets and Public Realm (Cambridgeshire Horizons 2007)

The section dealing with pedestrians states places should be capable of being used by the whole community and that designs should avoid the creation of barriers to movement that prevent everyone from participating in mainstream activities independently. In areas of relatively high levels of pedestrian movements. Such as around shops, pavement widths of 3m should be considered.

It also advises crossing points should be provided at locations where it can be reasonably expected that pedestrians will want to cross the carriageway. Tactile surfaces should be provided at uncontrolled crossings where pedestrian flows will be higher than normal.

### Local Planning and Transport Policy

Seeking to improve the quality of the city's public realm is already well established in City and County Council policies.

### City Council

The Cambridge Local Plan 2014: Proposed submission (July 2013) provides a vision for the city in the period up to 2031. Policy 9 advises that the Council intends to produce a City Centre Public Realm Strategy Supplementary Planning Document (SPD) which will be developed in partnership with Cambridgeshire County Council, providers of infrastructure and other relevant stakeholders, and will be subject to public consultation.

This SPD will:

- set out how public realm improvements will be coordinated;
- focus on improving connections between the historic core and Fitzroy/Burleigh Street areas of the City Centre, and connections between the City Centre and the railway station;
- seek to improve facilities for pedestrians and cyclists;
- seek to unify streets through the use of high quality surface treatments and street furniture, lighting, tree planting and landscaping to reflect the quality of the historic environment; and

- set out improvements to the public realm around the Market Square, in order to make better use of this important civic space.

The Local Plan also identifies the Fitzroy St /Burleigh St / Grafton Area as an Area of Major Change (policy 11). Within it development should, amongst other criteria:

- be of a high quality, with well-designed edges securing significant townscape improvements to Burleigh Street and East Road;
- improve the bus interchange, including an increase in capacity and better waiting facilities for passengers;
- improve the public realm along Fitzroy Street and Burleigh Street, by removing unnecessary signage and street furniture, and using a simple and durable palette of materials; and
- promote linkages to the historic core.

It also states that the Council will coordinate the production of a masterplan for the area which will be consulted upon and adopted by the council as a Supplementary Planning Document (SPD).

Policy 24 deals with the 'Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area'. This includes the Hills Road / Regent Street junction and Regent Street up to Park Terrace. Insofar as this study is concerned it states:

*Development proposals will deliver a series of coordinated streetscape and public realm improvements which:*

- a. take an approach to street design consistent with Manual for Streets 1 and 2 and their successor documents that creates a low speed traffic environment to restore the balance between people and vehicles;*
- b. emphasise 'place making' over vehicle movement, in particular at junctions, through the use of tighter geometry and radii, to reduce approach speeds and to reclaim areas for additional public space;*
- c. re-establish historic routes and create clear gateways/entry points into existing residential neighbourhoods;*
- d. create a more comfortable and simplified pedestrian environment through provision of more generous pavements and street trees, removal of pedestrian guardrails and unnecessary signage, and introduction of more direct crossings that respond to key desire lines; and*
- e. use a simple and durable palette of materials.*

*The following key projects will be delivered through development proposals and in accordance with criteria a-e:*

f. Regent Street – reallocation of space for wider pavements to better cope with pedestrian flows, reduce street clutter and provide improved cycle parking facilities; and

g. Hyde Park Corner – improvement of the setting of the Our Lady of the English Martyrs Church and increase pavement widths in front of the terrace opposite. Simplify the pedestrian and cyclist user experiences through more direct crossings and investigate the potential for single stage crossings.

Within the historic core of the city, and in its conservation areas particularly, visual pollution can have a significant impact on the character and setting of heritage assets, detracting from the special qualities of the city that make its historic environment of such international renown.

Policy 65: Visual Pollution states proposals for fixed and mobile advertising, street furniture, signage, telecommunications cabinets and other items that could constitute visual pollution within the public realm will only be permitted where it can be demonstrated that:

- they do not have an adverse impact on the character and setting of the area and its visual amenity;
- they do not impede pedestrian and vehicular movements or impact on public safety;
- they have a clearly defined purpose and avoid unnecessary clutter;
- they are in keeping with their setting, in terms of size, design, illumination, materials and colour; and
- consideration has been given to the cumulative impact of the proposals, with an emphasis on avoiding an accumulation of street clutter.

### County Council

The Transport Strategy for Cambridge and South Cambridgeshire (March 2014) seeks to encourage cycling and walking. It recognises that new development in the area will bring a very significant number of additional trips on to the transport network. To accommodate these, there needs to be a step change in the number of trips that are undertaken on foot or by bike if unacceptable levels of delay are to be avoided.

Policy TSCSC 12 states 'The highest possible standard of cycling and walking infrastructure appropriate to a location will be pursued in line with this strategy and the emerging cycle strategy'.

Barriers to walking are set out in Table 4.10 together with solutions. Of particular relevance to this study are to:

- increase the number and improve the quality of pedestrian crossings;
- reduce indiscriminate cycle parking that can block pedestrian routes;
- Introduce benches/rest stops; and
- Remove street clutter, ensure street furniture is not obstructing access.

The strategy also states that:-

*'..the high quality of the public realm in the city and its historic core lends itself to walking, as does the extensive off-road pedestrian network which provides attractive routes across commons and meadows and by the River Cam. Key streets in the city centre are destination streets and this is of at least equal importance to their role as access routes. In these streets pedestrians must have priority, elsewhere the aim is to ensure that all pedestrian and cycle routes are safe, continuous and attractive to users'.*

There is also a specific policy related to streetscape and the built and natural environment (Policy TSCSC 18) which refers to work with key partners to help protect and enhance the area's distinctive character and environment, while supporting sustainable growth and identifying solutions that will help to achieve longer term environmental benefits.

There is recognition that many traffic schemes have resulted in a large presence of various traffic signs, railings, road markings and street furniture and a stated intention to seek minimise this wherever it is appropriate to do so. Table 5.2 sets out a number of short term interventions in the city centre which includes improvements to the city centre streetscape and public realm and to investigate bus tunnels as a possible longer term option for addressing capacity constraint in the city centre.

### City Centre Capacity Study (Arup 2013)

This report was prepared as part of the evidence base for the new Cambridge Local Plan. This considered a number of options for increasing the capacity of the city centre including segregating cycles and pedestrians, wider pavements and shared space. And concluded:

*We recommend that, in areas of high pedestrian activity, the city centre adopts a strategy that does not segregate pedestrians from other users of the space. Pedestrians and cyclists are both important user groups that are prioritised in local policy, although pedestrian comfort should be considered paramount from a safety perspective. Moreover, research has shown that shared space and other pedestrian priority schemes can contribute to higher pedestrian flows and improved rental values. (Section 6.1.1 page 89/90)*

In considering opportunities it notes that that 'pleasant, safe and active streets with high levels of footfall provide the basis for thriving business and retail centres' (part of section 6.2). It recommends that to enhance future capacity and improve the quality of the retail experience it will be important that a comprehensive Public Realm Strategy is prepared and implemented. It notes there is a need to readdress the balance between vehicles and cyclists/pedestrians and identifies key opportunities, including:

- Expand the pedestrianised zone within the historic core;
- Extension of the shared space to remove many of the narrow pavements helping increase the capacity of pedestrian footfall in these areas;
- Unify the streets within the historic core and beyond through a simple and robust palette of surface treatments and street furniture to reflect the quality of the rich historic environment;
- Shared surfaces, raised tables and carefully located pedestrian crossings can increase the pedestrian capacity of an area, whilst also creating a more comfortable and accessible environment; and
- Market Square has the potential to become a much better 'Civic Space'.

References and relevant publications can be found in Appendix 1.

## 6.0 BRIEF HISTORY OF STREETScape ENHANCEMENT IN CAMBRIDGE

Over the past 50 years the streets in the city centre have been subject to significant changes. As the impact of motor vehicles grew there was a recognition that the quality of the city centre for pedestrians and cyclists was reducing as a consequence. From the 1970s restrictions on access through the historic core of the city by motor vehicles (and for a time by cycles) has been accompanied by measures to widen pavements and give greater priority to pedestrians.

The redevelopment that led to what is now the Grafton Centre included the pedestrianisation of Fitzroy and Burleigh Streets.

### Timeline

#### City Centre

- 1970s Lion Yard shopping centre constructed and Petty Cury pedestrianised
- 1977 Permanent traffic restrictions introduced on St Andrew's Street, Trumpington Street / Kings Parade and St John's Street
- 1980s New Square car park removed, grass reinstated and a direct pedestrian route between Grafton Centre and City Centre established
- 1992 10.00am-4.00pm restriction introduced on St John's Street and St Andrew's Street to limit motor vehicle access to city centre. Cycling also prohibited within restricted zone.
- 1992 Sussex Street pedestrianised
- 1993 City centre pedestrianisation works implemented (following temporary measures).
- 1994 Scheme for comprehensive enhancement of Market Square prepared and submitted for Heritage Lottery Funding. Application unsuccessful and tender for works not awarded by Council
- 1996 St Andrew's Street streetscape enhancement scheme implemented
- 1997 Bridge Street 24 hour restriction introduced
- 1998 Lighting Strategy for city centre agreed by City and County Councils
- 1998 Bridge Street and Magdalene Street streetscape enhancement scheme
- 1999 Green Street – streetscape enhancement scheme implemented. Jointly funded by Trinity College, local traders and the City and County Councils
- 1999 Emmanuel Road 24 hour restriction introduced



Sussex Street - before



Sussex Street - after



St. Andrew's Street - before



St. Andrew's Street - after (1996)

- 2000 Kings Parade and Senate House Hill streetscape enhancement scheme
- 2001 Emmanuel Road streetscape enhancement scheme implemented
- 2003 Silver Street 10am to 4pm restriction, Monday to Saturday introduced
- 2005 Cycling within 10-4 zone permitted (initially for experimental period)
- 2007 Christ's Lane re-opened as part of redevelopment of Bradwell's Court
- 2008 Grand Arcade opened
- 2008 Further works to St Andrew's Street following opening of Grand Arcade
- 2008 St Andrews Street - 24 hour restriction on northbound movements introduced and enforced with rising bollards
- 2010 New pedestrian signage installed
- 2014 Areas of carriageway on Peas Hill and Guildhall Street paved

**Grafton Centre**

- Early 1980s Grafton Centre constructed and Burleigh Street and Fitzroy Street pedestrianised and paved
- 2002 Further works to enhance Fitzroy and Burleigh Streets. Part of both streets repaved.



Green Street - before



Green Street - after (1996)



Magdalene Street - before



Magdalene Street - after



Construction of Market 'Test Panel'



New pedestrian Signage

## 7.0 CONSULTATIONS

As part of this study contact was made with a wide range of people with an interest in the city centre and Grafton Centre to seek a broad understanding of the issues facing the various users of the city's public realm.

A list of people contacted is in Appendix 2.

The aim of this consultation was to understand the issues and to discover whether there were any common issues or locations.

The consultations asked 3 questions, in summary:

- Are there any particular obstacles to ease of pedestrian movement?
- Are there any particular streets / spaces where these problems are found?
- What suggestions do you have to improve access by pedestrians?

Not surprisingly, there was a wide range of answers to these questions, and these have been considered in the following sections on a 'topic' basis together with the audit of key streets which identifies locations where issues most commonly occur. There are a number of areas which would benefit from a more comprehensive review and these are identified so they can be considered further, possibly as part of the planned Public Realm Strategy.

During the consultations a number of responses raised wider issues of traffic management in the city centre such as the operation of the 10-4 motor vehicle restrictions in the historic core and size of vehicles manoeuvring in narrow streets. These are not considered further in this report but because they could have a fundamental impact, for example on the ability to widen pavements, it is suggested that these matters be considered by the City and County Councils in advance of the preparation of the Public Realm Strategy.

### Notes of Disability Consultative Panel - Tuesday 23rd September 2014

The key issues raised were as follows:

*Cambridge City Centre historically was a restricted zone where pedestrians were able to move with safety after 10am without risk of conflict with buses, taxis or cycle traffic. This has been reversed in recent years with delivery vehicles, street vendors and increasing numbers of cycle racks to accommodate cyclists many of whom pay no attention to 1 way streets. It could be argued that the elderly and disabled are being discriminated against in favour of the able bodied. Riven York paving, King's Parade. The uneven surface is a hazard for the ambulant disabled. This is also the case along St Edward's Passage.*

*Accessible parking bays e.g. Peas Hill. The number of accessible parking bays within the city centre has significantly reduced over the last twenty years. The remaining bays often fail to meet the required standard specified in the guidance for blue badge parking. There are often obstacles, the bays become loading bays at certain times of the day or you have to cross on-coming traffic in order to reach them.*

*It would be helpful if businesses could work with Council policy to be more aware when accessible bays outside shops are being mis-used.*

*Cllr Moore added that the Planning process should include compliance with disability guidance within its standard criteria.*

*'A' boards e.g. All Saints Passage. These require permission but there is no enforcement.*

*Obstructions on the street need to prove their worth e.g. on Burleigh Street/ Fitzroy Street where cafés spill out onto the street. The 10am-4pm cycle ban is also not enforced in this area and the spill-out from the language school is very obstructive.*

*Green Street. With its cambered pavement, cobbles and stepped shop doorways, this is possibly the worst street in the city centre for the disabled, whether ambulant or in a wheelchair. This is particularly unfortunate as it would otherwise be a convenient route between Trinity Street and Sidney Street.*

*Free School Lane. The entrance to Pembroke Street is very narrow. There are traffic sign posts taking up much of the pavement often with bicycles chained to them. A change in the signage strategy to reduce clutter and obstructions would be welcomed.*

*Silver Street/Queen's Lane. The pavement is very narrow here with a difficult camber.*

*Sidney Street/Bridge Street. The pavement is particularly narrow in the Round Church Street area, and with heavy traffic movements down Jesus Lane, this is a hostile environment for the vulnerable or disabled.*

*Downing Street/St Andrews Street junction. The pavement is very narrow on this corner with a difficult camber. The traffic islands, sign posts and the generally confusing arrangement of the junction make this area very difficult to navigate.*

*University Arms Hotel, St Andrews Street. There are cobbles on the approach to Parker's Piece.*

### College Bursars

College Bursars were invited to send comments to the 3 key questions, and were also asked whether Colleges could exercise any control over A-boards and other paraphernalia that was placed outside premises in their ownership.

Concerns included street clutter (including poorly parked cycles), the condition of pavements, delivery vehicle access and 'punt touts'.

Suggested improvements included reviewing vehicle access arrangements (times and size of vehicles), enforcement of cycle restrictions, and tackling punt touts.

The responses are set out in detail in Appendix 3.

### Questionnaire survey

Questionnaires were made available to users of the Shopmobility Service, individual members of the Disability Consultative Panel and others on request.

The issues of greatest concern were uneven paving, lack of dropped crossings, narrow pavements with conflicts with cyclists also mentioned.

The responses received are set out in detail in Appendix 4.

## 8.0 BARRIERS TO EASE OF MOVEMENT

### Quality of pavements

The quality of the pavements in the city centre is a common thread running through the consultation responses with the following all frequently mentioned:

- Narrow pavements;
- Pavements with steep cross falls (often found in combination with narrow pavements);
- Uneven surfaces – including broken and loose paving;
- Lack of drop / tactile crossings; and
- Lack of crossing points – including zebra crossings

Obstructions on pavements are dealt with separately.

### Best Practice

National guidance is set out in 'Inclusive Mobility – A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure (Department for Transport 2002, updated 2013)'. This recommends:

#### Pavement widths:

2000mm allows two wheelchairs to pass comfortably;

1500mm minimum width acceptable under most circumstances – allows a wheelchair and pedestrian to pass one another; and

1000mm an absolute minimum where there is an obstacle (and the maximum length at this width should be 6.0m).

### Crossfall on pavements

Some crossfall (eg from a building to the carriageway) is needed to provide good drainage, but if too great can make it difficult for wheelchair users. In normal circumstances a figure of 2.5% (1 in 40) should be regarded as the maximum acceptable.

### Surfacing

Surfaces should be firm, slip resistant in wet and dry conditions and should not be made of reflective material. Joints between flags and paviors should not be more than 10mm in pavements and the maximum deviation of a surface should not exceed 3mm under a 1.0m straight edge. The use of cobbles is considered to be inappropriate.

### Crossing points

Level or flush access is essential for the majority of wheelchair users. Such access either by dropped kerb or raised road crossing must be provided at all Zebra and controlled crossings and at other places – side roads, access

points and parking areas etc – used by pedestrians. On longer side roads and residential roads dropped kerb should be provided every 100 metres to avoid the need for wheelchair users to make lengthy detours to cross the road having given due consideration to desire lines and intervisibility. Detailed design guidance is also given.

The Cambridgeshire Design Guide refers to a pavement width of 3m in areas with high levels of pedestrian movement.

### Tactile crossings

Requirements are flush kerbs, with a max 6mm upstand accepted if this cannot be achieved. A footway slope gradient of no more than 1 in 12, the preference is 1 in 20. The width is dependent on its level of use. It is often the gradient that is difficult to achieve, due to restrictions on layout and/or underground services, drainage also needs to be considered. Tactiles in certain parts of the city centre also need to be assessed for their suitability, with studs provided where the public realm is most sensitive, such as areas of natural stone paving.

### Assessment

#### Narrow pavements

There are numerous streets within the city centre with widths typically less than 1500mm from buildings to kerb edge, some with pavements only on one side of the street and even some streets with no effective pavements.



Narrow footway with steep camber



Broken paving



Poor paving



No tactile paving

The locations most frequently identified as being of concern were:

- Bridge Street between Jesus Lane and Round Church Street;
- St Andrew's Street / Downing Street junction;
- Silver Street (from Bridge to Trumpington Street);
- Pembroke and Downing Streets; and
- Trinity Street.

There are very few areas within the city centre that have a 3m wide pavement as suggested in the Cambridgeshire Design Guide, indeed in many cases the pavements are below 1500mm. During the operation of the 10-4 vehicle restrictions in the city centre pedestrians maximise the space available by using the carriageway.

### Steep crossfalls

In many locations the crossfall is significantly steeper than the recommended 1:40 with the consequence they can be difficult, or in the worst cases impossible, to negotiate in a wheelchair. A combination of narrow pavements and steep crossfall can be particularly difficult to negotiate.

*"Along the short stretch of pavement between the Corn Exchange box office and the Corn Exchange itself, in front of the box office, there is a dip in the pavement on its road side. I waited there while my husband went into the box office then, before he came out, as I attempted to negotiate this bit of pavement on my own in my manual wheelchair, the dip caused me to roll into the road. Luckily there was no passing traffic and a waiting pedestrian pushed me back onto the pavement".*

*Wheelchair user Nov 2014*

### Uneven surfaces

The street audit and comments received during the consultations identified two main areas of concern. Firstly there are some surfaces which are particularly difficult to use and secondly there are areas of where there is a need for maintenance to replace broken or loose paving and to rectify areas prone to flooding. At least some of this is attribute to poor reinstatement following works by utility companies.

Areas considered to be particularly difficult to negotiate as a result of the granite sett surfacing materials are:

- The Market; and
- Green Street.

Although a general concern was expressed about the general unevenness of the pavements in the city centre specific reference was most frequently made to Rose Crescent.

### Lack of dropped crossings / tactile paving

There are some areas of the city with high levels of pedestrian movements where there is a noticeable lack of dropped crossings. The most frequently mentioned location being the Market where other than the 'test panel' on the south east corner there are very few places where level access is possible. Other locations which have high levels of pedestrian activity, but have no tactile crossings include routes across:

- Pembroke Street at Trumpington Street junction;
- Kings Parade at Trumpington Street junction;
- Silver Street at Trumpington Street; and
- Jesus Lane at Sidney Street.

### Lack of zebra crossings

A number of comments were received about the lack of formal pedestrian crossings in the city centre. The removal of zebra crossings, in particular the one across Emmanuel Street on the junction with St Andrew's Street was considered to be a retrograde step which prioritises motor vehicles above pedestrians.

### Summary

The issue of narrow pavements and steep cross falls can be difficult to resolve without major engineering works to widen pavements or to raise the level of the carriageway.

Some streets are so narrow that some form of 'shared surface' may be the necessary. This in itself can be a problem for the visually impaired and proposals for shared surface areas need to be approached with care and consideration of all users.

### Recommendations

A strategy for street surfacing should be part of the public realm strategy – this will allow consideration to be given to an appropriate palette of materials for specific street and spaces.

Use specialist contractors to reinstate high quality surfacing materials. Where paving is lifted by utility companies it can be poorly reinstated as they do not necessarily have the expertise to carry out the works to the highest standards.

The street audit has identified a number of locations in the city centre where tactile crossings are not present. Some locations are in areas where major street enhancements schemes are likely to come forward, but there may still be merit in investigating these locations to determine if more urgent action is appropriate.

### Financial implications

The cost of high quality pavements and carriageways will vary with the location, underground conditions and the materials to be used. The streets and pavements in the city centre have main utility services underground and these can be a considerable constraint both in terms of the renewal of surfacing, but also arising from access for repairs.

The capital cost of carrying out street enhancement schemes is a considerable investment – in the region of £6-700 per square metre, and probably nearer £1000 per square metre on more challenging locations (such as the Market Square). The underground conditions can require very substantial construction to be carried out to give a durable sub base on which the surfacing materials are laid. One of the lessons that needs to be learned from some previous street enhancement schemes is that if the construction of not of an appropriate quality it is likely to fail and require major reconstruction in a short period of time.

The long term maintenance of surfacing is a significant issue. High quality materials can be difficult and costly to maintain without specialist labour.

The cost of installing tactile crossings in the city centre where it is often not straight forward is likely to be in the region of £3000 per crossing (both sides of the road).



Quayside  
Photo: Cambridge City Council

## Obstructions on pavements

### A Boards

A-boards are proliferating on streets within the city centre and Grafton Centre area as more businesses place them on the pavement and the size and number of them per premises appears to be increasing.

Although A-boards are valued by traders as a means of advertising their businesses they reduce the width of pavements and thereby the space available for free movement by pedestrians and users of wheelchairs, Shopmobility scooters, carers pushing prams / buggies and shoppers with bags. They are a hazard to the visually impaired and contribute to visual clutter.

*A-boards by their very nature obstruct pedestrians from being able to move in a straight line along the pavement. They present a trip hazard, especially to people who cannot see them and who use mobility aids. Tripping over or colliding with an A-board increases the risk of injury. They may also force people to step into the road in order to pass them, and this places blind and partially sighted people at greater risk from on-coming traffic.*

*Furthermore, wherever the available space for pedestrians narrows, flow is restricted and this causes congestion around the obstruction. It is harder to use mobility aids in congested areas because the presence of A-boards and people in the way reduces the visibility of white canes.*

*(RNIB Briefing paper)*

This study did not identify any research evidence that demonstrates an increase in trade arising from A-boards being placed immediately outside premises.

A-boards are a form of outdoor advertising where express consent is required from the local planning authority. The National Planning Policy Guidance (paragraph 011 Ref ID 18b-011-20140306) deals specifically with A-boards, and in answer to the question 'Do A-boards' need express consent?' states:

*"A-boards" on highways (including pavements) where vehicular traffic is prohibited will require express advertisement consent. They will also require the consent of the relevant council under section 115E of the Highways Act 1980 for permission to place items such as "A-boards" in highways (including pavements) where vehicular traffic is prohibited.*

There are a small number of streets / passageways off main streets in the city centre where it is not always clear that there are shops along them and A-boards are used to direct pedestrians.

The Council's website refers to A-Boards and states:

*Shop owners in Cambridge can only have an A-board if it is situated on private land and not on the highway, or pavement. A-boards can cause an obstruction to passers-by, especially those with a visual impairment. They can therefore be dangerous, particularly where a pavement is narrow.*

*A-boards that are attached to street furniture will be removed by the council without notice, whilst other A-boards are dealt with by Cambridgeshire County Council.*

*(<https://www.cambridge.gov.uk/environmental-crime>)*

### Options

There are a number of potential options; do nothing, voluntary removal, a licencing scheme or a complete ban.

#### Do nothing

If no action is taken it can be envisaged that increasing numbers of A-boards will appear on the city's streets and that these may also increase in size. This will make movement by pedestrians even more difficult than at present.

As A-boards are currently unauthorised advertisements and do not have the explicit consent of the highway authority to do nothing is not considered to be a sustainable position.

#### Voluntary removal

A high profile public awareness campaign to inform the business community of the problems that the proliferation of A-boards can cause in terms of both access and clutter may be successful in securing the voluntary removal of A-boards. This would need to be sustained over a period of time.

In limited problem areas there may be a need for additional signage and a review of the city centre signage should be undertaken to identify these as a complementary measure.



Benet Street



Burleigh Street



Sidney Street / Green Street



Green Street



Bridge Street

## Licencing

A number of local authorities operate a licencing agreement to exercise control over A-boards. These schemes vary in terms of the licence requirements and areas of operation. Criteria applied include:

- Minimum footway widths (Chester – not allowed on streets with pavements less than 1800mm)
- Specified streets only (Gloucester)
- Size and number of signs (most authorities)
- Annual fee (£100 per board – Brighton)

It is clear that for a licencing to be effective some 'rules' would need to be drawn up and licencing system established and meaningful enforcement put in place. This would need to include a requirement for advertising consent to be sought and granted (with a right of appeal to the Secretary of State where not granted) followed by compliance with guidance on design, location, size etc. This would also need to be accompanied by regular enforcement to ensure all A-boards fully complied with the licencing. For a licencing scheme to effectively work there would need to be regular enforcement with appropriate penalties for breaches. This seems to be a bureaucratic nightmare with the potential for endless disputes. Importantly it would send a message that street advertising was more important than free movement by pedestrians and the disabled.

It would also require both the City and County Councils effectively authorising an obstruction of the public highway. This would make it more difficult to resist other forms of obstruction of the highway, such as shop displays and plant containers also being introduced.

## Ban

The simplest, but potentially controversial, approach is an outright ban on the use of A-boards. This is a clear and unambiguous position and one that ensures the maximum amount of pavement space is available for use by pedestrians. However as stated above, it would be preferable for there to be a voluntary agreement to remove A-boards, and this should be pursued in the first instance. If this is not successful then their removal is considered to be legally enforceable. This would send a clear message that great importance is placed on keeping pavements clear for pedestrians. It is important to note that for a ban to be successful active and continual enforcement would be essential and this could be expensive.

A number of authorities adopt this approach, most examples are in London. A survey by London Travel Watch (November 2103) states that boroughs with a 'zero tolerance' of A boards include Barnet, Greenwich, Hackney and Kingston-upon-Thames.

## Recommendations

Develop a policy on A-boards - In order to maximise the amount of space available on pavements. As a first step consideration should be given to a high profile public awareness campaign aimed at educating the business community of the significant problems that A-boards can cause users accessing the city centre.

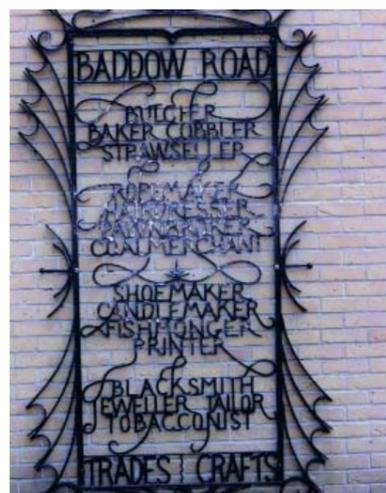
Review of street signage and identify problem areas - There are some streets in the city where improved pedestrian signage to shops would be beneficial and consideration should be given to how this can be introduced.

## Financial implications

Further work will be needed to develop a strong and sustained public awareness campaign. Critical to its success will be close collaboration with business led partnerships such as Cambridge BID and the local media. This will require existing staff time to be devoted to this work or additional resource bought in to deliver this.



Green Street / Trinity Street - potential signage opportunity



Example of signage

## Tables and Chairs

Siting tables and chairs on the highway is managed by the County Council who grant licences on an annual basis. There is a formal application process and published guidance setting out the licencing requirements and conditions. The fees charged (2014) are £70 for the initial application with an annual fee of £100 per square metre.

In respect of the 'licensed area' the Policy Guidance Notes (Section 3e) states:

*The role of the public highway is to allow the public to pass and re-pass. In granting permission for pavement cafes it is important to ensure that these rights are not detrimentally affected. They must be located and managed in a manner that protects the rights and safety of all users with special attention to wheelchair users and those with impaired vision.*

It also advises (section 4b):

*A pedestrian route must be maintained at all times for people to walk through or around the pavement café with minimal inconvenience. This route should be straight and adjacent to the premises to ensure that all pedestrians and particularly those with a disability can maintain their normal path.*

There are no stated dimensions within the guidance and individual applications are considered on their merits with Council officers using their discretion on a case by case basis. The guidance (section 4a) states that in some cases it may be necessary to provide brass studs defining the periphery of the agreed area, or a low level marker to assist the blind and partially sighted who use a white stick for guidance. Observation indicates this is not implemented.

## Issues

Tables and chairs can enliven a streetscene and provide popular facilities. Many premises operate in all but the most adverse weather conditions and are clearly beneficial in the successful operation of many businesses. Some operations already have significant numbers of tables and chairs, often with umbrellas, other enclosures, planters and menus as an integral part of the arrangements.

There are clear benefits to the city centre and Grafton Centre areas for pavement cafes to operate but there are some locations where the width of the pavement is insufficient without adversely affecting pedestrian movements.

Poorly sited and managed tables and chairs can obstruct free passage of pavements and where accompanied by additional planting and signage can add clutter.

## Assessment

The current licensing system generally appears to operate well, although council staff can be under considerable pressure from businesses to agree to locate tables and chairs on narrow pavements. This indicates there is a significant financial benefit arising that is in excess of the relatively modest annual licence fee.

It can be difficult to ensure that tables and chairs do not creep outside the licenced area especially as they are not generally demarcated on the ground. On narrow pavements even the smallest encroachment outside the licenced area can make it difficult for pedestrians to pass.

## Recommendation

Revise the Policy Guidance Note to include reference to minimum clear pavement width that must be maintained – 1500mm – and require the licensed area to be demarcated on the ground so staff and customers are aware of the maximum extent available.

Undertake regular inspections of premises to ensure compliance with the terms of the licence.

## Financial implications

May result in a small decline in annual income if fewer licences issued or reduced amount of floorspace licenced.



King's Parade



Market Street



Petty Cury

## Inconsiderately parked cycles

### Current situation

Although significant additional cycle parking has been provided in the city centre, during the day demand exceeds supply. Cycle parking racks are invariably full in the most popular locations with the consequence that cycles are affixed to any convenient object – signs, bollards, railings or simply propped up against walls.

### Issues

A substantial number of comments were received about inconsiderately parked cycles obstructing the free passage of pedestrians, which is particularly acute where there are narrow pavements and / or heavy pedestrian flows.

Based upon the street audit and responses from consultation the main pressure points are:

- Sidney Street (in particular against the wall of Sidney Sussex College)
- Trinity Street (against the wall of Gonville and Caius College)

Cycles are affixed to the railings around Great St Mary's church, but on the St Mary's Passage and Senate House Hill sides the pavement is wide and are less of an obstacle to movement, albeit they contribute to clutter.

There appear to be a number of 'abandoned' cycles in some locations and instances where cycles are 'decorated' as advertisements taking up cycle racks.

In instances where a cycle has been left in such a way as to severely restrict movement it needs to be removed urgently.

The consultations identified one location (outside Sainsbury's on Sidney Street) where cycle parking has been installed which requires access from the pavement rather than the carriageway. This is inconvenient for both pedestrians and cyclists and could easily be resolved.

Observations indicate that where 'no cycle parking' signs are affixed to walls (eg on Trumpington Street by Clare College) that these are effective.

### Options

There seems to be general agreement that this is an important issue and should be tackled. There are some instances where cycles are being affixed to sign poles / bollards or other street furniture which may no longer be needed so these should be removed as a first step. Raising awareness of the issues arising from inconsiderately parked cycles would also be worthwhile.

Affixing appropriately worded signs to walls / railings in selected areas may help reduce the problem as this seems to be effective in some locations (eg Trumpington Street by Clare College).

However it is accepted that this will not completely eradicate the problem and a procedure should be agreed to allow the removal of inconsiderately parked cycles.

Where cycles are parked (or fall over) in a manner which obstructs the free passage of pedestrians an appropriate way needs to be found to remove them quickly so as to minimise the inconvenience.

Providing more cycle parking in the city centre is already an aim of both the City and County Councils but there are limited opportunities for significant number of new spaces to be provided within the public realm.

### Recommendations

In partnership with other interested parties (including the Police, County Council, colleges and Cambridge Cycle Campaign) consider an awareness raising campaign to discourage inconsiderate cycle parking.

Identify and remove abandoned cycles on a regular basis.

Investigate how best to quickly remove cycles that are blocking pavements.

Review current cycle parking (including outside Sainsbury's in Sidney Street) and where necessary reconfigure to provide access from carriageway rather than pavement.

### Financial Implications

There will be staff resource implications associated with the investigations necessary to develop and agree appropriate measures.

Cost associated with altering cycle racks on Sidney Street.



Sidney Street



Sidney Street



Trumpington Street



'No cycles' sign

### Other 'temporary' obstructions

Other matters raised during the consultations were:

#### Punt touts and 'flags' and banners

The impact of punt touts in the city centre was raised most frequently. The principal issues were the use of 'flag' advertisement on Kings Parade and the congestion / nuisance caused by trading on the street which leads to blocked pavements.

The City Council's Planning Committee at its meeting on 5 November 2014 agreed that enforcement action be undertaken to remove the illegally displayed signs. As this is an ongoing issue it is not considered further here.

#### Licensed Street Trading

Street trading pitches are licensed and controlled by the City Council and this study has identified few issues arising from them that impact upon free pedestrian movement. There are limited examples where pitches seem to 'grow' which can impede free pedestrian movement (for example the greengrocer on Fitzroy Street).

#### Pedlars

An issue particularly in the summer months on Petty Cury. Pedlars are exempt from street trading licencing, but still require permission to operate and need to comply with the associated regulations.

Effective enforcement action will require a coordinated approach between the Police and City and County Councils to ensure the conditions of

their Pedlars Certificate are being complied with. A 'working group' has recently been set up to explore opportunities for more coordinated action in this area.

#### Buskers

Busking is a long established tradition which can add to the attractiveness of the city centre and (if done well) provide pleasure and entertainment. However busking can attract large crowds which in turn can obstruct pavements. The Council operates a 'Buskers Code' which seeks to strikes a balance to ensure busking can continue whilst protecting residents and businesses to prolonged exposure to the same performances. The code warns that buskers should not obstruct the flow of pedestrians as this could be considered to be obstruction when the Police might take action.

#### Recommendation

The City and County Councils and the Police should continue to use their statutory powers to deal with these activities to ensure they do not obstruct pavements.



Buskers - Market



Pedlar



Street performer



Punt tout banners

## Street Furniture and Clutter

This section deals with the wide range of items that are located in the public realm. These are installed for the public benefit, and include items such as, lighting, refuse bins, cycle racks and seats. Where these items are located poorly they can make movement by pedestrians difficult. How they relate to buildings, routes and views can give rise to clutter in the street - both physical and visual which can detract from the character and qualities of the city:

*It is essential for many people including blind and partially sighted people to have a clear route along a pavement. The proliferation of street furniture presents blind and partially sighted people with additional objects to negotiate round.*

*Street furniture causes problems when it is poorly located, overused, or when the furniture itself is hard to see or detect properly with a white cane. In these cases it can become a hazard and increase the risk of significant collisions that result in injury.*

*Every pedestrian collision matters because it contributes to the sense of adversity and this affects a person's mobility by undermining confidence.*

*RNIB Briefing Paper*

This section also considers highway signage which, whilst it is essential for safe use of the highway, can have a significant impact on the appearance of the city's streets.

Manual for Streets 2 notes that in recent years there has been increasing concern that excessive and poorly planned and maintained street furniture is seriously degrading the quality of the local environment. It suggests designers:

- start from a position of no street furniture and only introduce elements when they serve a clear function;
- lay out street furniture so that pedestrian routes are kept clear; and
- new furniture should be well designed and in sympathy with the character of the street; and
- items of historic interest should be retained.

Street furniture when appropriately designed and located can add local distinctiveness to streets. For example, the street furniture in Bridge Street and Magdalene Street features artist designed bollards and a bespoke stone and timber seat on Quayside. In contrast stainless steel street furniture has been installed in Fitzroy and Burleigh Street areas.

### Street furniture

As many of the city's pavements are narrow, street furniture has the potential to be an obstruction to movement. Within the scope of this study, street furniture is considered in respect of the impact it has on ease of movement and whether it is sited in such a way as to be clutter.

The street audit and other consultations identified the following issues:

- Street furniture reducing effective pavement widths on narrow streets (in particular litter bins);
- Unnecessary bollards and pedestrian guardrails;

- Damaged street furniture can detract from the quality and, for example, where bent can obstruct the pavement and be an unexpected obstacle for pedestrians;
- Inconsistency of style – eg metal and wooden bollards in close proximity;
- Poorly located refuse and recycling bins – eg Market Street end of Rose Crescent;
- Trade waste bins eg Regent Terrace, Hobson Passage, Corn Exchange Street and Laundress Lane;
- Signs affixed to poles where they could reasonably be attached to a nearby pole, lamp column or wall;
- Advertisements on telephone kiosks;
- 'Temporary' advertisements – eg including signage used by the punt touts on King's Parade (NB these have recently been subject of a decision by the Planning Committee to secure their removal; and
- Cycles 'decorated' as an advertisement.

### Best Practice

The Submission Draft Local Plan deals with street furniture and clutter (and advertising) as visual pollution and Policy 65 requires proposals to demonstrate (amongst other factors) they do not have an adverse impact on the character and setting of the area and do not impede pedestrian or impact on public safety.

The NPPF promotes good design and warns that '*poorly placed advertisements can have a negative impact on the appearance of the built and natural environment*' (paragraph 67). It also states that planning policies and decisions should aim to achieve places which promote (amongst others),



Guildhall



Trumpington Street



Rose Crescent



Laundress Lane

'safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas' (paragraph 69).

Inclusive Mobility – A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure (Department for Transport 2002, updated 2013) gives guidance on the positioning and design of street furniture and states:

Street furniture can cause problems for wheelchair users and for people who are visually impaired. It is essential, taking account of heritage issues, to consider both the position of any furniture and the means of making it apparent to people with reduced vision.

The guidance recommends:

- Poles, bollards etc should be positioned to leave at least minimum pavement widths
- A consistent approach to be adopted within an area.
- Placing signs and street lights on walls wherever possible, and where this is not possible at the back edge of the pavement close to buildings.
- Waste bins should be approximately 1300mm in heights, continue to ground level and be of a rounded design. They should also be colour contrasted to their surroundings
- Bollards should be at least 1000mm in height with a colour contrast on the top. Where placed by the roadside they should be at least 500mm from the carriageway (and 600mm where there is a severe crossfall); and
- Colour contrasted bands (150mm deep) on poles

There are numerous examples of authorities' including street furniture

within public realm strategies and street design guides. Some examples are listed in Appendix 1.

### Assessment

There is scope to improve accessibility and reduce clutter by removing unnecessary or redundant items of street furniture.

Wherever practicable, given the constrained nature of much of the city centre, future installation of street furniture should meet best practice guidance.

### Recommendations

Audit all street furniture and remove what is not essential and relocate items where they obstruct pavements or where they are arranged in a way that causes visual clutter.

Internal officer collaboration should ensure decisions on the design and location of street furniture should consider both the effect on ease of pedestrian movement and the impact on visual appearance.

Where bollards are installed in the city centre they should be black painted metal with a contrast colour top.

Consider alternative locations or alternative collection arrangements remove or at least reduce the numbers of Trade Waste bins on pavements.



Damaged Seat - St. Andrew's Street



Cycle Advert



Bins narrow footway - Sidney Street



Notice board obstructs pavement - Parkside

## Highway Signage

Highway signage is essential for the safe operation of the highway, but recent national guidance is clear that poorly sited signs and unnecessary posts can restrict the space available on pavements and can cause problems for the visually impaired and disabled pedestrians. Signage can also contribute to visual clutter and should be audited on a regular basis. The use of yellow backing boards can be very intrusive and should only be used as a last resort.

Issues arising from the street audit and consultations include:

- Visual impact of signage including that associated with the 'rising bollard' traffic control on Bridge Street;
- Redundant sign poles; and
- Poorly located signs obstructing pavements;

The Police have advised that poor signage can be an issue in seeking to enforce cycling restrictions and that better signage would be of assistance. For example although cycling is not permitted in Sussex Street there is no sign to warn cyclists of this at the entrance off Sidney Street.

## Best Practice

Traffic Advisory Leaflet 01/13 Reducing Sign Clutter Department for Transport (2013)

This sets out practical advice in reducing sign clutter and sets out the policy framework for traffic signs with minimising the impact on the environment as a key priority. It states local authorities should consider auditing their traffic signs, signals and road markings on a regular basis. This will help

identify those signs which are obsolete or unnecessary which can then be removed. Of particular relevance to this study it states:

Poorly sited signs and unnecessary posts can restrict the space available on pavements and can cause problems for the visually impaired and disabled pedestrians. Local authorities should consider the impact of sign placement on pedestrians and vulnerable road users, and in relation to other street furniture. The recommended minimum unobstructed pavement width is 2m.

## Assessment

There are some instances where highway signage is located where it obstructs free movement on pavements. Although the visual impact of highway signage is not considered to be a major issue, a review would be beneficial to determine whether improvements could be made, for example to reduce the number or size or to remove yellow backing boards. Such a review would assess if the absence of signs are impeding the enforcement of traffic restrictions.

There is a notable contrast between the visual impact of the signage in Silver Street and that on Bridge Street associated with the rising bollards.

## Recommendations

Review highway signage and remove redundant signs (and poles) or reduce in size where appropriate.

Consider whether any additional signage would be beneficial in permitting better enforcement of restrictions.

The proposed Public Realm Strategy should set out 'best practice' guidance for highway signage.

## Financial implications

A review of signage and any resultant works would require funding. Officers from the County Council have advised that an audit of highway signage and the subsequent removal of unnecessary signs, re-siting, or replacement of large signs with smaller ones cannot be carried out within existing resources.

The estimated cost of removing a post is some £150-200, but for any that are illuminated this cost rises to at least £1000.



Bridge Street



Emmanuel Road



Silver Street



King Street

## On street disabled parking spaces

Apart from some 108 parking spaces for use by the disabled within city centre car parks there are designated on street parking spaces on:

- City Road – 2 spaces
- Guildhall Street – 2 spaces
- Jesus Lane - 6 spaces
- Napier Street – 2 spaces
- St Andrews Street – 2 spaces
- Hobson Street - 6 spaces
- Fair Street - 2 spaces
- Kings Parade – 10 spaces
- Peas Hill – 4 spaces
- Round Church Street – 3 spaces
- Trumpington Street - 2 spaces
- Bridge Street – 1 space

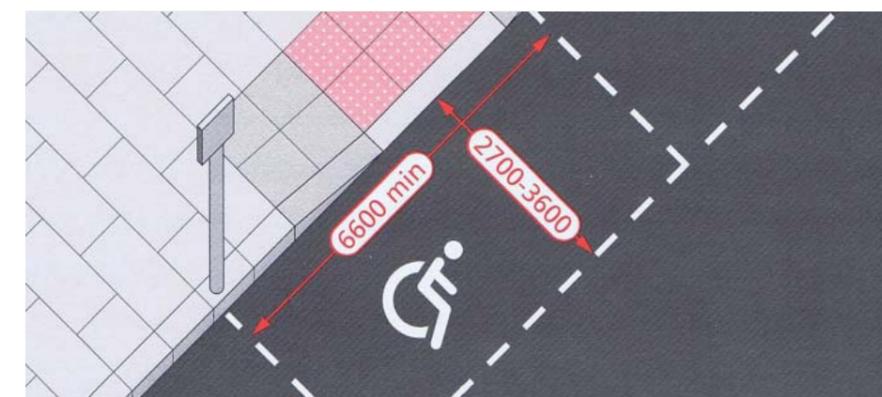
## Issues

Some of these spaces are considered to be difficult to access and to use. For example:

- The Blue Badge parking on Jesus Lane is on a busy bus route and the driver needs to exit onto the carriageway so parking is only suitable for front seat passengers and even then they alight onto a very narrow path with fly parking of bikes. The parking spaces are narrow, have no hatching, are no use for drivers or those with vehicles with ramps. The relatively steep camber on the road can make this difficult. The pavement can be obstructed by inconsiderately parked cycles.
- The spaces on Peas Hill have recently been moved further away from the market to a location without hatching or a correctly placed dropped kerb and is steeply cambered.
- The spaces on Hobson Street are only suited to front seat passengers, not drivers, or those in wheelchairs and the spaces are hard to get to from the outside, particularly the north of the City
- The space on Bridge Street only accommodates a single vehicle

## Recommendation

All on-street disabled parking spaces should be reviewed to assess whether any enhancements can be made to improve their quality and ease of use.



*On street parking bays should be a minimum of 6600mm by 2700mm (preferably 3600mm). The extra width allows for an access zone on kerb or street side. It is recommended that kerbside parking bays should be sited where road gradient and camber are reasonable level, eg 1:50. A road with steep camber causes difficulties for wheelchair users who have a side lift in their vehicle. Where designated bays on street are at a different level from the adjacent pavement, dropped kerbs should be provided for wheelchair users with appropriate tactile marking.*

*On street bays should have a raised sign at the head of the bay to ensure that if snow or fallen leaves obscure the road markings the purpose of the bay is still apparent.*

*(Inclusive mobility 2002)*



Disabled bays - Jesus Lane



Disabled parking bay - Peas Hill



Disabled parking bay - Hobson Street



Disabled parking bay - Bridge Street



Contractor sign obstructs footway (Magdalene Street)



Damaged seat and missing tree (Quayside)



Smoking stop (Burleigh Street)



Granite setts instead of tactile paving (Trumpington Street)



Tactile model of city centre (Queen's Road)



Red carpet for some, carriageway for others (Sidney Street)



Lack of usable footway means people walk on carriageway (Mill Lane)

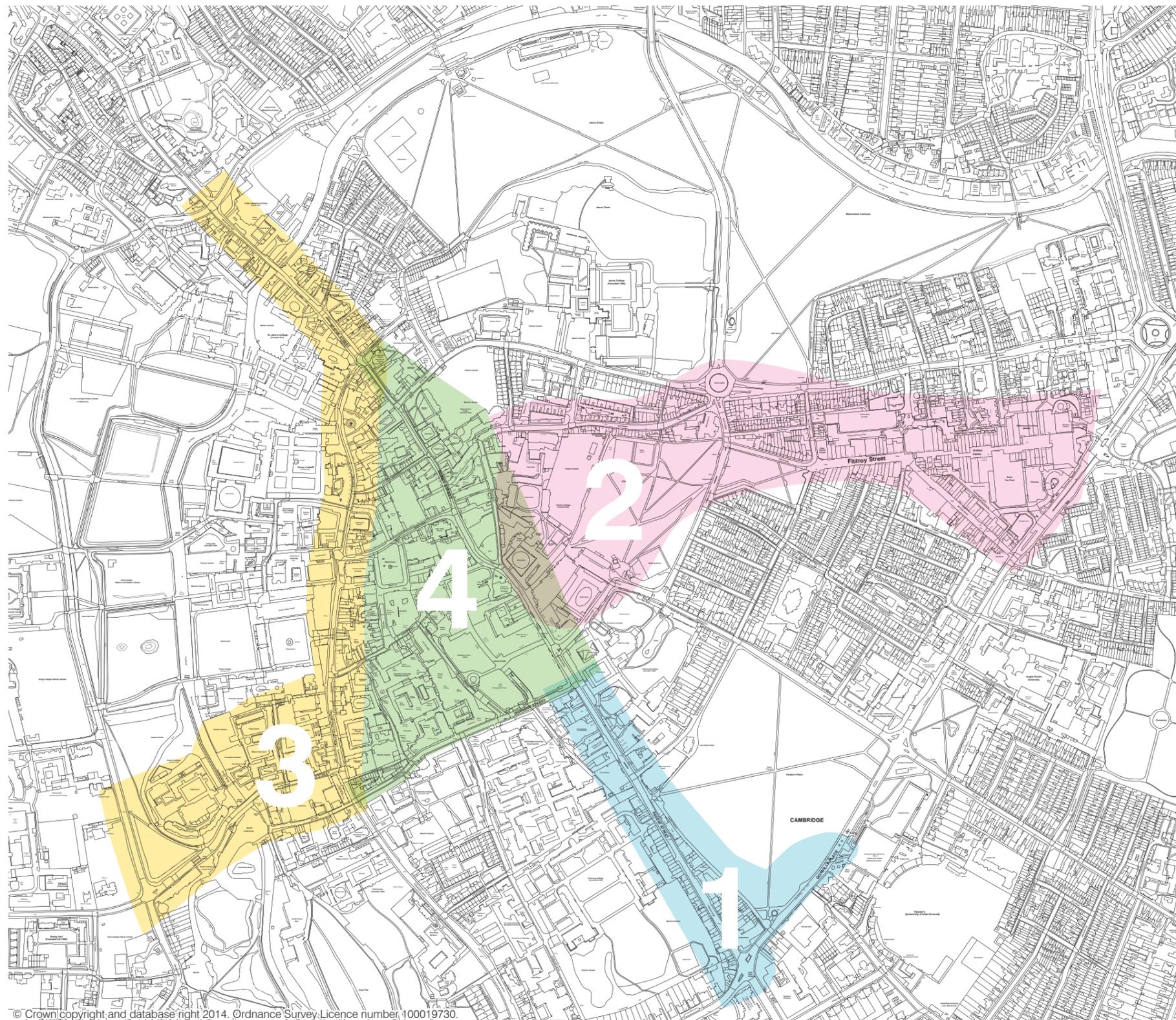


Some cyclists ignore 'no entry signs' (Trinity Street)



Narrow footway means pedestrians use carriageway to pass (Pembroke Street)

## 9.0 CASE STUDIES



This section audits a number of key pedestrian routes from points of arrival in the city centre to the Market Square to illustrate typical issues facing pedestrians. The routes considered are:

### **Case Study 1 – Queen Anne Terrace Car Park to the Market Square**

This is a route for those using Queen Anne car park as well for many daily commuters as they walk or cycle into the city centre from the Station and Hills Road areas.

### **Case Study 2 – Grafton Centre to St Andrews Street**

The link between the city's two main shopping centres with much of the route across open spaces.

### **Case Study 3 - Queens Road to Magdalene Street**

With many tourists being dropped off at Queens Road this is the route many will take into the city centre and on to the river at Quayside and the shops on Magdalene Street. It is also a busy with students moving between the city centre and the west Cambridge site.

### **Case Study 4 – The city centre**

The heart of the city and the destination for millions of people every year.

## CASE STUDY 1 – QUEEN ANNE TERRACE CAR PARK – CITY CENTRE

An important route for workers, visitors and shoppers heading for the city centre.

### St Andrews Street / Downing Street junction

- Very busy junction- buses, taxis, cycles and pedestrians;
- Narrow footway on western side of St Andrew's Street with very limited space for pedestrians waiting to cross Downing Street from the south; and
- Left turn vehicle access restriction from Downing Street not always complied with.

### Regent Terrace / Regent Street

- Point of convergence for numerous pedestrian and cycle routes;
- Important crossing point for pedestrians and cycles; and
- Cluttered entrance to Parker's Piece – signs, bins, cycles and advertising together with unattractive floorscape.

### Regent Street

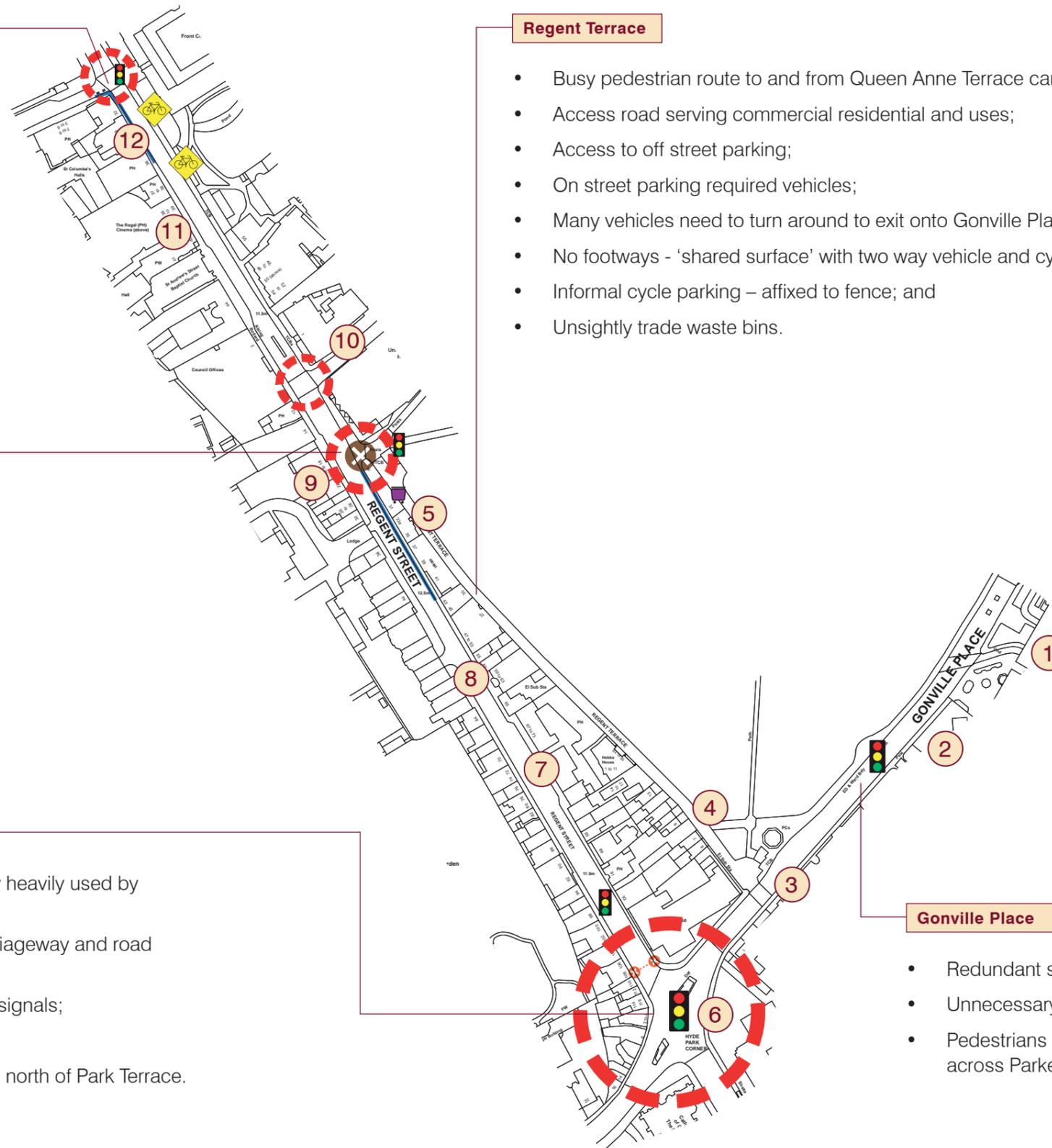
- Junction with Hills Road / Lensfield Road / Gonville Place very heavily used by pedestrians, cycles and motor vehicles;
- Pavements narrow and streetscene dominated by 3 lane carriageway and road markings;
- No dropped crossings for pedestrians to cross other than at signals;
- Very narrow footway outside 'Pizza Hut'; and
- North bound motor vehicle access restricted by rising bollard north of Park Terrace.

### Regent Terrace

- Busy pedestrian route to and from Queen Anne Terrace car park;
- Access road serving commercial residential and uses;
- Access to off street parking;
- On street parking required vehicles;
- Many vehicles need to turn around to exit onto Gonville Place;
- No footways - 'shared surface' with two way vehicle and cycle movements;
- Informal cycle parking – affixed to fence; and
- Unsightly trade waste bins.

### Gonville Place

- Redundant sign poles;
- Unnecessary pedestrian guard railing; and
- Pedestrians often step over railing and walk across Parker's Piece.



#### KEY

- Pavement typically less than 1500mm
- No pavement
- No tactile crossing
- ▨ Poor paving surface
- No motor vehicles
- 🚦 Signal controlled pedestrian crossing
- 🚶 Zebra Crossing
- ⊗ Concentration of clutter
- 🗑️ Concentration of trade waste bins
- 🚲 Concentration of ad-hoc cycle parking
- Pedestrian / cycle / vehicle conflict

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1 On leaving car park - redundant sign poles. Is pedestrian guardrail necessary?



2 Many cross road and climb over fence to take short cut across Parker's Piece



3 Entrance onto Regent Terrace



4 Car parking servicing, cycles and pedestrians share space



5 Trade waste bins, cycles fixed to fence reduce available space and add to clutter



6 'Gateway' to city centre. Narrow pavements



7 Signage affixed to separate pole despite adjacent lamp column



8 New bus stop sign, but old sign not removed



9 Entrance to Parker's Pieces with trade waste bins prominent. New finger post sign, but old signs not removed



10 Road closure and associated signage



11 Narrow pavement



12 Even narrower pavement at signals

**CASE STUDY 2 – THE BACKS TO MAGDALENE STREET – PART I**

*A popular route for visitors, but also heavily used by students moving between the city centre and west Cambridge*

**Trumpington Street**

- Low bollards on eastern side, but not western side; and
- Cycle parking within carriageway reduces parking against walls and railings.

**Queens Road**

- Tourist coach drop off and pick up with large numbers of visitors and also busy route for cyclists;
- ‘Hoggin’ path to Silver Street can be unpleasant to use when wet; and
- 3D model popular with tourists.

**Silver Street from Queens Road to Trumpington Street**

- Footways (both sides) from the Bridge to Trumpington Street very narrow and often with steep cross falls; and
- No tactile crossing across Queen’s Lane.

**Silver Street Bridge**

- North footway on bridge easily blocked by visitors looking at Mathematician’s Bridge; and
- Southern side wide enough to allow seating, cycle racks and bins and street trading pitch.

**Senate House Hill**

- Pavement outside Great St Mary’s widened by previous streetscape scheme with custom designed street furniture;
- 3D bronze models of city centre and seating attract large crowds;
- Popular meeting place for tours;
- Popular site for poster display; and
- Cycles affixed to church railings.

**St Mary’s Passage**

- Wide pedestrian only link to market.

**Kings Parade**

- A world renowned destination;
- Low wall in front of Kings College becomes the longest seat in the city;
- ‘Low’ bollards protect footways on western side;
- Riven York stone of eastern side considered by some to be too uneven;
- A-boards, shop displays, café table and chairs all reduce footway width on eastern side; and
- Distinctive new streetlights replaced Richardson Candles.

**Silver Street/Trumpington Street / Pembroke Street /Mill Lane junction**

- A very busy area with high volumes of pedestrians and cycles (and cars at rush hours);
- No tactile crossings;
- Duplicated / redundant signage;
- Cycles affixed to railings;
- Posters fixed to railings;
- A-boards reduce narrow pavement width; and
- Richardson Candles street lights (Grade II listed) remain in this area. Signage should be removed from them.

**Laundress Lane**

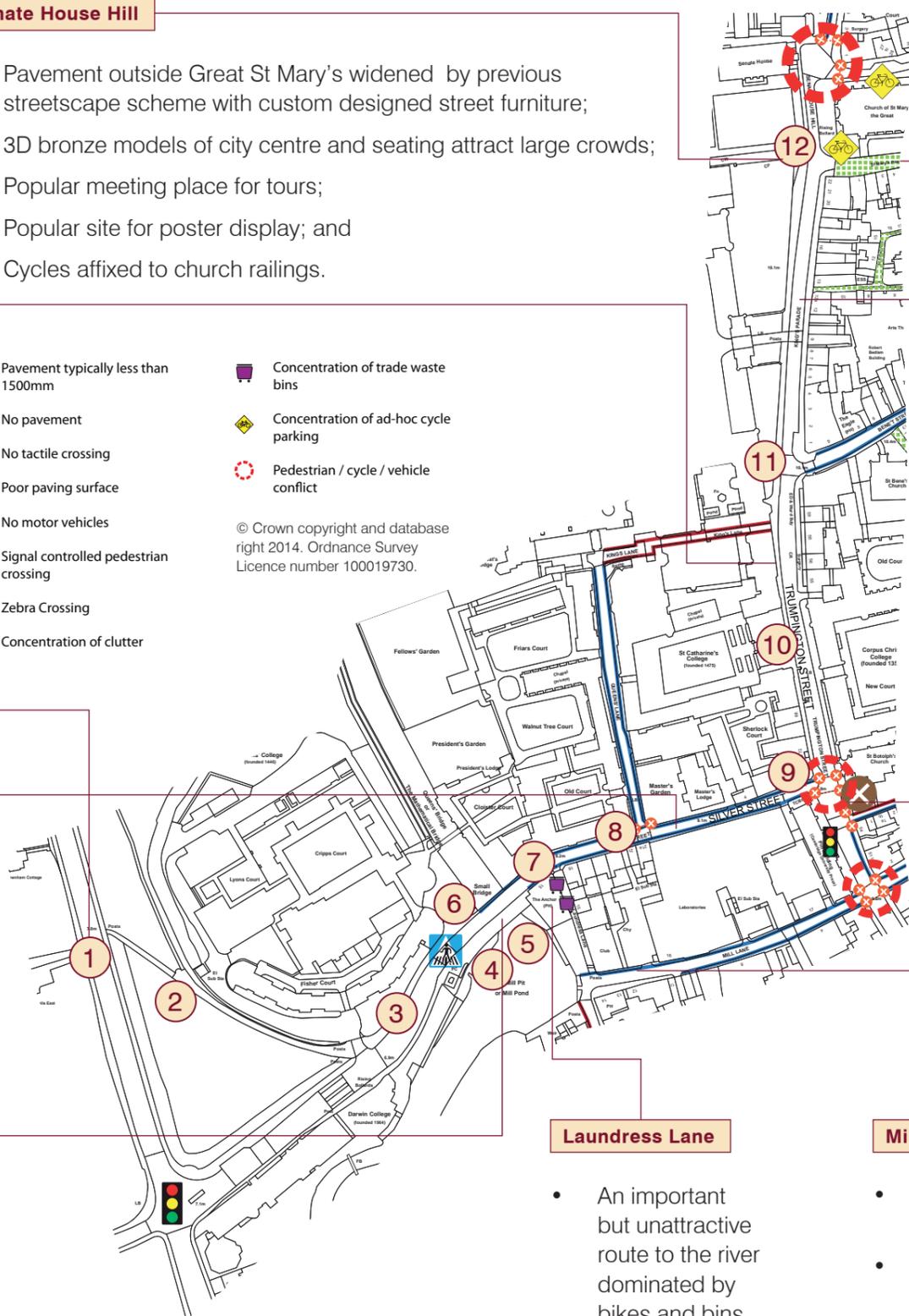
- An important but unattractive route to the river dominated by bikes and bins.

**Mill Lane**

- Vehicular access to numerous commercial and University buildings and to the river / punt station; and
- Minimal footway width on north side and narrow footway on south side.

**KEY**

- Pavement typically less than 1500mm
  - No pavement
  - No tactile crossing
  - Poor paving surface
  - No motor vehicles
  - Signal controlled pedestrian crossing
  - Zebra Crossing
  - Concentration of clutter
  - Concentration of trade waste bins
  - Concentration of ad-hoc cycle parking
  - Pedestrian / cycle / vehicle conflict
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1 First impression for visitors arriving at coach stop



2 'Hoggin' path uneven and floods after rain



3 Raised zebra crossing gives clear priority to pedestrians



4 ..but also allows easy access to off street car parking



5 Street furniture and ice cream stall located to leave clear pavement for pedestrians



6 Narrow pavement easily blocked by pedestrians admiring the Mathematician's Bridge and river



7 Narrow pavements both sides of road, but clear of bollards, lamp columns and sign poles.



8 crossing Queens Lane – no tactile crossing



9 Silver Street / Trumpington Street junction



10 Leaning sign in middle of footway



11 Grasshopper clock a popular attraction but pedestrians block pavement



12 Senate House Hill

## CASE STUDY 2 – THE BACKS TO MAGDALENE STREET – PART II

A popular route for visitors, but also heavily used by students moving between the city centre and west Cambridge

### Magdalene Street

- A major route to and from the city centre for buses;
- Footways widened and resurfaced in sawn York stone as part of previous streetscape enhancement scheme; and
- Custom deigned bollards, 'totem' and 'flower walk' incorporated into design.

### Trinity Street

- Footways on west side very narrow and often obstructed by parked cycles.

### Trinity Lane

- 2 way street for vehicles;
- Footways too narrow to be useable;
- Important (but not formally signposted) pedestrian and cycle route to Garret Hostel Lane; and
- Granite 'wheeler' kerbs on northern side are rare in city.

### Senate House Passage

- Busy cycle and pedestrian route to and from Queens Road and west Cambridge;
- High quality York stone paving in centre; and
- Cobbles along edges difficult for pedestrians.



### Magdalene Street / Northampton Street junction

- Entrance into city centre marked by totem;
- No pedestrian phase on signals; and
- No tactile paving across Chesterton Road Castle Hill or Northampton Street.

### Quayside

- Popular destination – access to river by punts and for restaurants, cafes and bars (day and evening); and
- Custom designed seat but tree removed and not replanted.

### Bridge Street

- Footways widened and resurfaced in sawn York stone as part of previous streetscape enhancement scheme;
- Carriageway now predominately tarmac; and
- Wide footway on eastern side but large A-boards reduce available width.

### Bridge Street / Round Church Street junction

- Pavements widened and surfaced in York stone as part of previous streetscape enhancement; and
- Tarmac carriageway needs to cope with bus and lorry movements so is a vehicle dominated space.

### Green Street

- View of shops obscured by bend in road.



1 Narrow pavement blocked by cycles



2 Bollards protect buildings but block pavement



3 Sett carriageway difficult for the disabled. Shops not visible on Green Street



4 Trinity Lane too narrow for effective pavements



5 Waste bins and bollard narrow pavement width



6 Bridge St double bus stop



7 A board in middle of pavement and close to cycle parking reduces available pavement



8 Part of the Bridge Street A-board slalom



9 Quayside pedestrian area - grit bin blocks pavement



10 Carriageway narrowed to allow wider pavements outside shops and college. Reflective band designed into bollard



11 Shop display reduces pavement width



12 'Gateway' to city centre marked by 'totem'. Signage reduced to minimum

### CASE STUDY 3 – GRAFTON CENTRE TO CITY CENTRE

A busy pedestrian route between two shopping centres.

#### Four Lamps roundabout

- Busy junction with poor facilities for pedestrian who need to cross wide carriageways.

#### Fitzroy Street

- Entrance to Fitzroy Street from New Square dominated by highway signage, a-boards, cycle parking, telephone kiosk and street trading vehicles;
- Change of paving colour and type part way along;
- Extensive cycle parking and extended street trading pitch creates a barrier to movement across the street; and
- Extensive use of A-boards along street.

#### Burleigh Street

- Vehicles permitted at eastern end (from Dover Street);
- Change of streetscape – paving and street furniture;
- Extensive use of A-boards along street; and
- On street dedicated smoking area introduces new clutter.



- KEY
- Pavement typically less than 1500mm
  - No pavement
  - No tactile crossing
  - ▨ Poor paving surface
  - ▨ No motor vehicles
  - 🚦 Signal controlled pedestrian crossing
  - 🚶 Zebra Crossing
  - ⊗ Concentration of clutter
  - 🗑️ Concentration of trade waste bins
  - 🚲 Concentration of ad-hoc cycle parking
  - ⊗ Pedestrian / cycle / vehicle conflict

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#### Christ's Lane

- Historic route reopened when Bradwell's Court was redeveloped; and
- Extensive length of tactile paving, but no obvious pedestrian priority across St Andrew's Street towards Lion Yard.

#### Christ's pieces / Drummer Street

- New 'square' created as part of Christ's Lane development; and
- Cycles fixed to railings can reduce effective width of path.

#### Emmanuel Road crossing

- Motor vehicle restriction enforced with drop bollard and associated dominant signage; and
- Crossing point from New Square can be difficult to negotiate in wheelchair.

#### East Road

- Major traffic route;
- 4 lanes of traffic and a central island;
- Pedestrian route from bus stop to Grafton Centre not clear; and
- Advertising posters affixed to pedestrian guard rails.



1 Incomplete tactile crossing



2 Advertising attached to guardrail



3 Entrance to Burleigh Street



4 A-boards, advertising and street furniture provide an obstacle course for pedestrians



5 Junction between original and 'new' paving scheme



6 Extension to street trading pitch extends along street



7 Entrance to Fitzroy Street shows street divided by central row of signs, cycle parking street furniture with A-boards prominent



8 Crossing difficult for wheelchair users



9 Cycle parking in fence



10 New square created through redevelopment of Christ's Lane site



11 Link to Lion Yard. Cars parked on private land around church



12 No tactile crossings

## CASE STUDY 4 – CITY CENTRE – PART I

The heart of the city with world renowned architecture, home to many colleges, regionally important shopping and entertainment and numerous pubs, cafes and restaurants.

### Guildhall Street / Wheeler Street / Peas Hill

- Vehicle dominated streets used to service the Guildhall, Corn Exchange and Arts Theatre and as part of route for vehicles exiting the Grand Arcade car park;
- Footways on Wheeler Street very narrow;
- Approach towards Market from Guildhall Place is unattractive – narrow footway, bollards, poor surfacing; and
- Recent street improvement works have created additional footway space on both Guildhall Street and Peas Hill, but much more is needed to change the overall appearance from a 'service area' to a pedestrian dominated space where vehicles are allowed.

### Downing Street / Pembroke Street

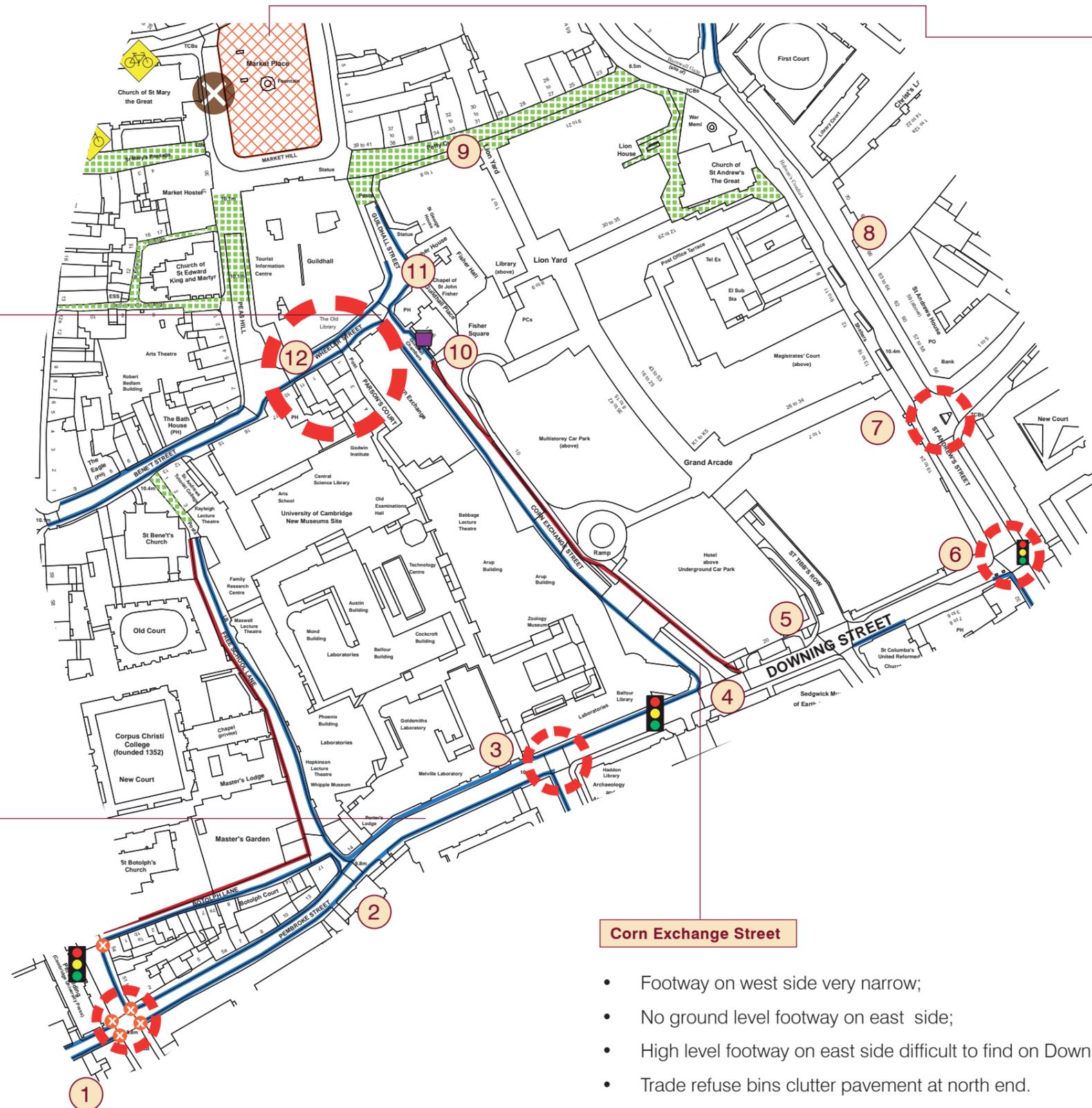
- Main access road to Grand Arcade car park and servicing yard;
- Bus route;
- Important access route to and from university sites and heavily used by pedestrians and cycles;
- Narrow footways; and
- Junction with Free School Lane very narrow and footway easily obstructed.

### Corn Exchange Street

- Footway on west side very narrow;
- No ground level footway on east side;
- High level footway on east side difficult to find on Downing Street; and
- Trade refuse bins clutter pavement at north end.

### Market Square

- Market very difficult to access by the disabled – full height kerbs on south, east and west sides and uneven granite sett surface;
- Very limited seating;
- Unattractive in the evening once stalls emptied;
- Tarmac carriageway around market visually dominant; and
- Refuse and recycling skips an unattractive feature.



#### KEY

- Pavement typically less than 1500mm
- No pavement
- ⊗ No tactile crossing
- ⊗ Poor paving surface
- No motor vehicles
- 🚦 Signal controlled pedestrian crossing
- 🚶 Zebra Crossing
- ⊗ Concentration of clutter
- 🗑️ Concentration of trade waste bins
- 🚲 Concentration of ad-hoc cycle parking
- ⊗ Pedestrian / cycle / vehicle conflict

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1 Trumpington Street / Pembroke Street / Mill Lane junction very busy but with low pedestrian priority. No tactile paving



2 Bollards at entrance to Free School Lane mean pedestrians need to walk in carriageway to enter



3 Tennis Court Road junction



4 Poor pedestrian environment along Corn Exchange Street



5 Tactile paving leads visually impaired into a low wall. Then need to cross two vehicle accesses with no dropped crossings or tactile paving



6 Narrow footways at very busy junction. Signalised pedestrian crossing arrangements considered dangerous for disabled



7 St Andrew's Street / Emmanuel street junction requires pedestrians to cross wide expanse of tarmac with no 'formal' crossing (which has been removed)



8 Pavement café leaves plenty of width of pavement



9 Pavement café significantly reduces space available for pedestrians



10 Trade waste bins obstruct pavement and are an eyesore



11 Pedestrian access towards market from Grand Arcade uninviting and obstructed by bollards (protecting overhanging building)



12 Pavements behind Guildhall very difficult for those in wheelchairs - narrow, steeply cambered and with few dropped crossings. Obstructed by planters and apparently randomly placed wooden bollards

## CASE STUDY 4 – CITY CENTRE – PART II

The heart of the city with world renowned architecture, home to many colleges, regionally important shopping and entertainment and numerous pubs, cafes and restaurants.

### Sidney Street / Jesus Lane / Bridge Street junction

- A very difficult place for pedestrians;
- Buses turning from Jesus Lane into Bridge Street can oversail the footway and be intimidating for pedestrians;
- The footways are very narrow; and
- The privately owned colonnade on the eastern side offers extra capacity for pedestrians but can be blocked by A-boards.

### Green Street

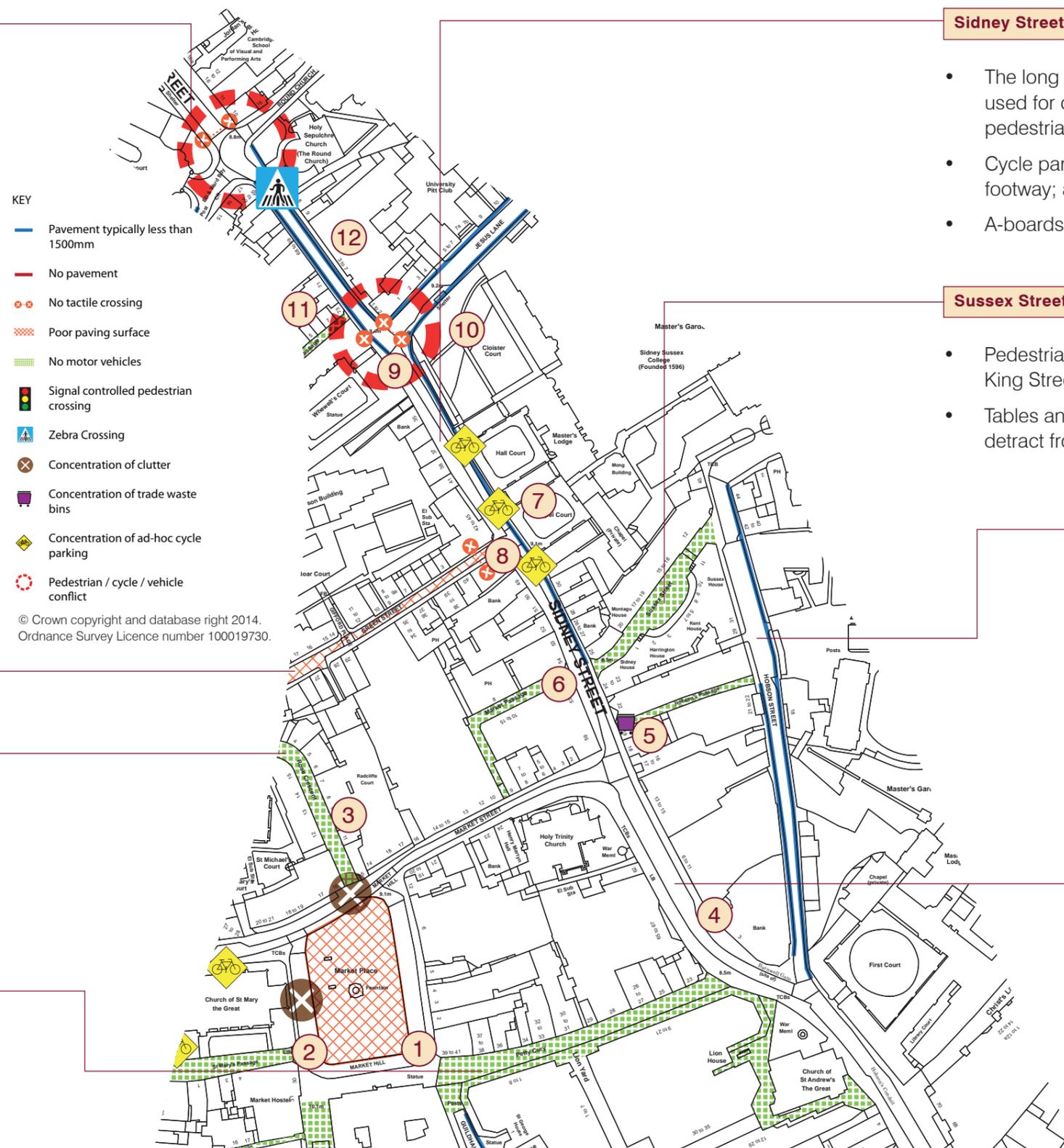
- Granite sett carriageway difficult for the disabled; and
- Footways can be obstructed by poorly parked cycles and A-boards.

### Rose Crescent

- Entrance from Market Street dominated by clutter – bins and signs;
- York Stone paving in need of repair; and
- A-boards and pavement café reduce space available for pedestrians.

### Petty Cury

- Preferred location for ‘chuggers’ and unauthorised street traders; and
- Pavement café at Market Square end significantly reduces area for pedestrians.



### Sidney Street

- The long wall to Sidney Sussex College extensively used for cycle parking which can make it too narrow for pedestrians to use;
- Cycle parking outside Sainsbury's requires access from footway; and
- A-boards add to clutter in the street.

### Sussex Street

- Pedestrianised in the 1990s and links Sidney Street to King Street; and
- Tables and chairs add vitality and interest, but A-boards detract from appearance.

### Hobson Street

- Unattractive 'service road' little used by pedestrians;
- Bus and taxi route;
- Hostile pedestrian environment on southern part – no active ground floor uses; and
- Narrow footways and steeply cambered in places.

### St Andrew's Street

- Primary shopping area and very busy with pedestrians;
- Within 10-4 motor vehicle restriction; and
- Area north of junction with Emmanuel Street north has been subject to previous streetscape enhancement works.



1

Market difficult to access by the disabled and sett surface difficult to negotiate on arrival



2

Service area of the market not screened and an unattractive feature



3

Combination of pavement café, A-boards and uneven paving make access difficult



4

Pedestrianisation of St Andrew's Street (10.00-4.00) allows pedestrians to use carriageway



5

Hobson Passage has appearance of service yard with bins and cycles prominent



6

Lack of 'no cycling sign' on entrance to Sussex Street makes enforcement difficult



7

Cycle parking against wall makes narrows pavement



8

Granite sett surfacing on Green Street difficult for the disabled and many avoid it



9

Large vehicles can over sail footway and be intimidating to pedestrians on narrow pavement



10

Narrow pavements steep camber, lack of dropped crossing and tactile paving and A-board make access by the disabled almost impossible



11

No cycling restriction ignored by a few



12

Narrow pavements mean pedestrians will often walk in the road

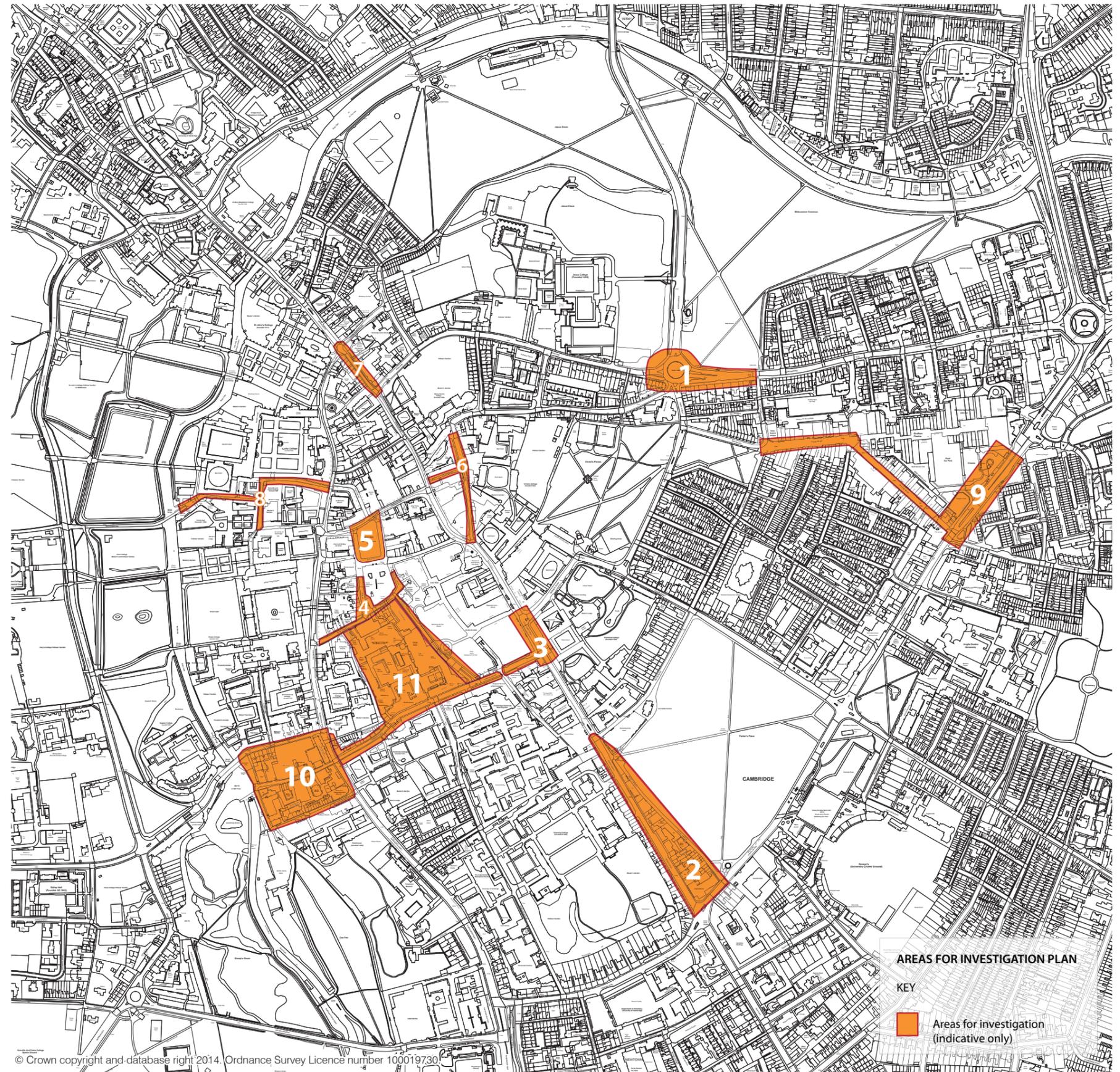
## 10.0 AREAS FOR INVESTIGATION

The case studies have identified a number of locations where pedestrian access is particularly difficult and where there are concentrations of physical and / or visual clutter and would benefit from a comprehensive review. These are:

1. Four Lamps roundabout;
2. Regent Street / Regent Terrace;
3. St Andrew's Street / Downing Street / Emmanuel Street;
4. Corn Exchange Street / Guildhall Place / Wheeler Street / Peas Hill;
5. Market Square;
6. Hobson Street;
7. Sidney Street / Jesus Lane / Bridge Street; and
8. Trinity Lane.

Area already identified for preparation of a Masterplan:

9. Fitzroy Burleigh area (including East Road) – identified within emerging Local Plan.



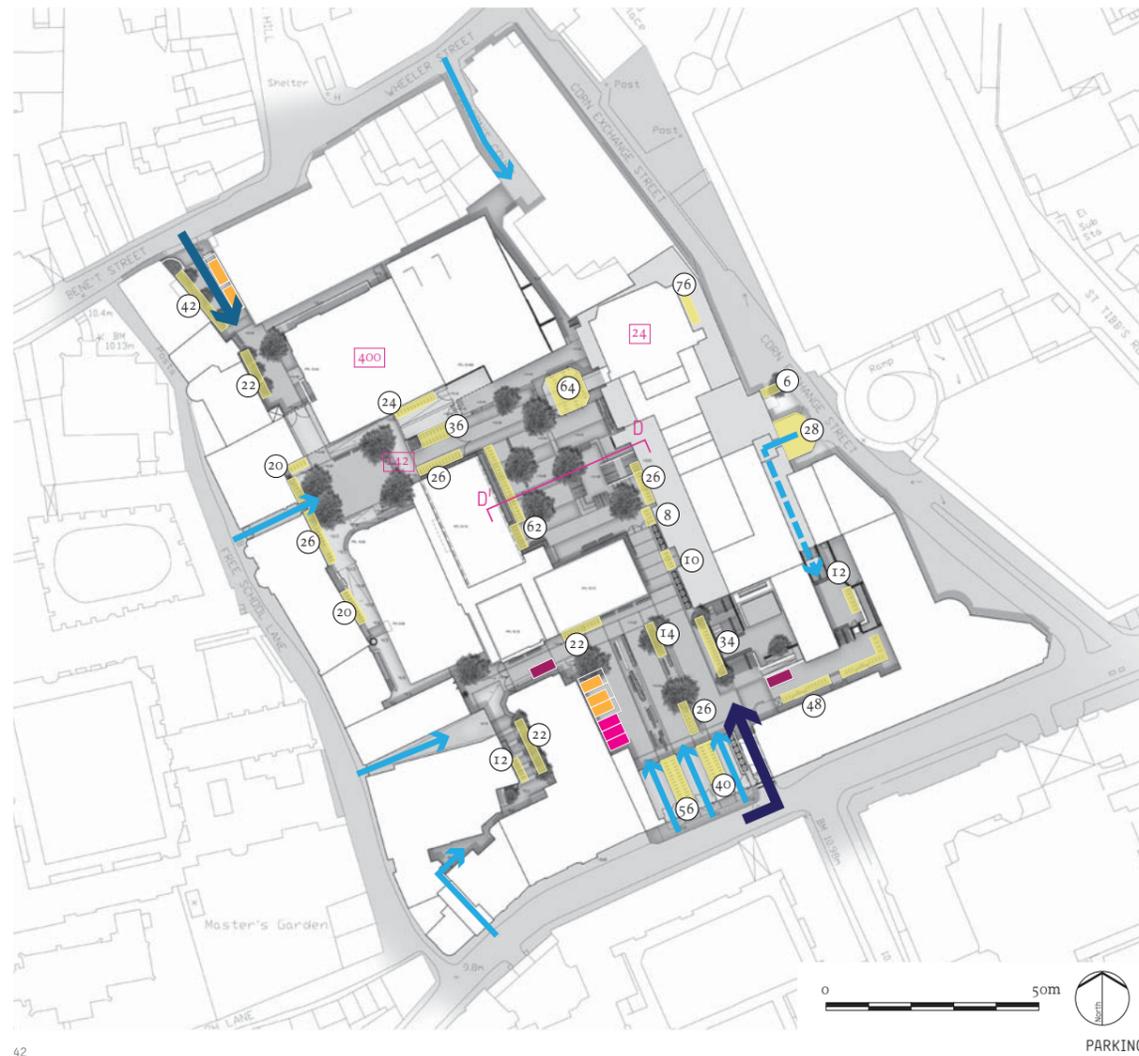
Caption

Areas currently subject to investigation by Cambridge University where the design and implementation of public realm enhancements may be achieved in association with development proposals:

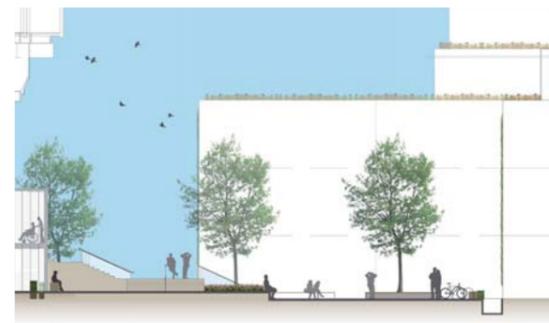
- 10. Mill Lane Area; and
- 11. New Museums Site (Pembroke Street / Corn Exchange Street).



Corn Exchange Street view  
Image credit © Nicolas Hare Architect



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SECTION D-D' (EAST - WEST) - ACCESS THROUGH THE ARUP BUILDING

- LEGEND
- Surface level cycle parking spaces
  - Car parking spaces
  - Disabled car parking spaces
  - Delivery spaces
  - 28 Number of cycle parking spaces above ground
  - 142 Number of cycle parking spaces below ground
  - Pedestrian/ cycle access
  - Vehicle access
  - All modes except servicing vehicles

Access Strategy New Museums Site  
Image credit © LDA Design

## 11.0 CONCLUSIONS

The centre of Cambridge is already under pressure from the number of people using it and with the planned growth in population together with rising numbers of students and visitors this will only increase. The ability of the city centre to cope with the increase in numbers of pedestrians is constrained by its historic and generally narrow street pattern.

For some part of their journey everyone is a pedestrian and their needs should be the highest priority in determining how the streets are designed, used and maintained. That is not to say that other users should not be catered for, only that pedestrians should be considered before other users. Moreover, streets and spaces should be designed to allow easy and convenient access by the disabled as this will invariably mean a high quality for all pedestrians.

Helpful design for the disabled will benefit all pedestrians, for example:

- For the visually impaired helpful design includes kerb lines to follow; tactile paving; colour contrast design; good lighting; removing street clutter; segregation from cyclists; segregation from vehicles; consideration from others; standardised street design in such things as crossings, audible warnings, tactile signage and way finding technology linked to mobile phones etc.
- For hearing impaired and deaf people helpful design includes segregation from cyclists and vehicles; awareness from fellow pedestrians; good signage, as they do not get as much information from audio sources; and good lighting to help lip reading.
- For ambulant disabled people helpful design includes flat pavements and shared space areas; removing street clutter; hand rails; where street furniture such as seating is provided, for this to be designed well, frequent and adequate.
- For people with learning difficulties helpful design includes standardised street design such as zebra crossings so that they know the safer places to cross; colour contrast, for example, coloured cycle routes so they know red tarmac is the cycle route; and signage with graphic illustrations.
- For wheelchair and scooter users helpful design includes flat pavements and shared space areas; and removing street clutter.

It is not acceptable for pedestrians, and in particular the disabled, to have to enter the carriageway to manoeuvre around items placed on the pavement or because the pavements are so narrow and often with a steep crossfall that they cannot be safely negotiated.

The current County Council Transport Plan and emerging City Council Local Plan both refer to meeting the needs of pedestrians and to proposals for improving the quality of the public realm.

The amount of public realm in the city is finite and it is therefore essential that the most effective and efficient use is made of the space that is available. The amount of space for pedestrians can be increased by:

- Ensuring there are no unnecessary obstructions to movement on pavements and paths;
- Taking opportunities to re-allocate space to pedestrians by widening pavements;
- Restricting or removing motor vehicles either permanently or at specific times; and
- Seeking new spaces / routes when sites / buildings are redeveloped.

The quality and ease of movement can be improved by:

- Providing smooth and level pavements and paths wide enough to allow free passage without the need to move into the carriageway;
- Providing adequate facilities to allow streets to be crossed at convenient locations;
- Ensuring pavements and paths are well maintained; and
- Providing and siting street furniture in appropriate locations.

There are significant difficulties being encountered by pedestrians, and in particular the disabled, as they move around the city centre and Grafton centre Areas. The most common issues raised during this study being:

- Narrow pavements (often with steep cross fall);
- Poor quality surfacing;
- Lack of dropped crossings and crossing places;
- Obstacles on pavements – such as A-boards, poorly parked cycles, and tables and chairs;
- Punt touts; and
- Motorists and cyclists not obeying access restrictions.

The number and size of vehicles in the city centre, in particular large vehicles, including buses, can be intimidating for pedestrians (and cyclists) and damage road and pavement surfaces and buildings.

The removal of non-essential traffic from the historic city centre between 10.00am and 4.00pm, followed by the redesign of many streets to widen pavements, has achieved much in terms of increasing the priority for pedestrians. However there are high levels of pedestrian and cycle use in the city centre outside of these times. For example, in recent years there has been a considerable increase in the number of cafes / restaurants and other similar businesses which operate throughout the day and into the evening. In the summer months the city centre is busy with pedestrians at 4.00pm when traffic is again allowed into the heart of the city centre.

### Towards a public realm strategy

The consultations undertaken indicated a broad agreement on the main issues to be tackled and widespread support for improving the quality of the public realm in the study area.

If the quality of the pedestrian environment is to be brought up the same standard as the quality of the architecture, which must surely be the aim, this will require a comprehensive and multi-agency approach. The City Council are already committed to the preparation of a Public Realm Strategy. This will be commissioned in the next 12 months after the Local Plan Examination is concluded.

Achieving the highest quality design of the city's public realm needs to be accompanied by a recognition that regular maintenance is absolutely essential for the quality to be maintained. Without a financial commitment to resource maintenance over the long term then there is little point in making the capital commitment to the highest quality in the first place.

Effective consultations with all interested groups will be essential in devising detailed proposals to ensure full consideration is given to the competing demands before decisions are taken. The consultation, planning and implementation of major street improvements can be a long and costly process.

The scale of investment to deal with all the issues identified will be considerable and it will be necessary to agree on priorities for action. The Public Realm Strategy should form the basis for the setting of priorities. A review of vehicle access is considered to be a pre-requisite for detailed design to ensure streets and spaces can be designed and constructed appropriately.

In most instances, the only way to increase the width of pavements is to reduce the space available to motor vehicles. In the narrowest of streets this may only be able to be achieved through a 'shared surface' although

such an approach can present difficulties to the visually impaired and needs to be carefully considered.

Previous streetscape enhancements achieved much in terms of widening pavements, improving accessibility by lowering kerbs and improving appearance. However there remain a number of locations which could benefit from enhancement to improve facilities for pedestrians, but these all present significant challenges and will require difficult decision to be made and they will involve changing the priority for users away from motor vehicles (including buses and taxis) in favour of pedestrians.

The locations where a review is needed to bring about significant improvements to ease of movement by pedestrians are:

- Four Lamps roundabout;
- Regent Terrace;
- St Andrew's Street / Downing Street / Emmanuel Street;
- Corn Exchange Street / Guildhall Place / Wheeler Street / Peas Hill;
- Market Square;
- Hobson Street;
- Sidney Street / Jesus Lane / Bridge Street;
- Trinity Lane;
- Mill Lane Area (including Silver Street); and
- Pembroke Street / New Museums Site.

There are elements of the public realm of high heritage value and which form part of the distinctive character of the City. Some are listed buildings in their own right (eg Gilbert Scott telephone kiosks, Richardson Candle street lights, walls and railings) whilst others are an important part of the character of the city (eg historic paving and signage). Care will be needed when designing public realm works to ensure these are fully considered to determine how they can be successfully integrated or relocated and reused.

### First steps

Collaborative working with partners, including Cambridge BID, will be important in securing 'buy-in' for many of the measures considered important to improve access for pedestrians in the city centre / Grafton Centre area. The most cost effective way to maximise the space available for pedestrians is to ensure the existing pavements and spaces are free of unnecessary obstructions. The proliferation of A-boards and similar advertisements on pavements reduce the free passage by pedestrians, are an obstacle to wheelchair users and a hazard to the visually impaired. Their removal would be a great improvement for pedestrians and will also remove a significant component of visual clutter. There is a stark contrast between the public realm and the managed spaces within the Grand Arcade, Lion Yard and Grafton Centre where A-boards are not permitted.

In a small number of locations it is not always clear to passing pedestrians that a side street may contain business and that there would be merit in exploring opportunities to improve signage in these locations. Liaison with traders through Cambridge BiD will allow priorities and potential site specific solutions to be agreed.

Street trading is managed by the City Council and tables and chairs in the highway are subject to licencing by the highway authority. It is inevitable that some licence holders will seek to extend their trading areas and this can make passage by pedestrians difficult. There is an opportunity to review the terms of licences to ensure that minimum clear pavement widths are explicitly stated and for these to be subject to more rigorous enforcement.

A number of locations have been identified where there are difficulties encountered by pedestrians and the disabled in crossing roads. The removal of zebra crossings (in particular across Emmanuel Street at the St Andrew's Street junction) and the arrangements at Four Lamps roundabout have been most frequently mentioned.

There are numerous locations where there are no dropped crossings or tactile paving in areas of heavy pedestrian use. These locations should be reviewed to assess whether improved facilities can be provided.

There seems to be widespread support for inconsiderately parked cycles to be removed. Poorly parked cycles can obstruct the pavement, in extreme cases so passage is impossible without walking in the road.

A number of on-street disabled parking spaces are poorly located and do not meet the recognised standards and there is consequently the opportunity to review these.

### Clutter / visual pollution

Visual clutter can be reduced by removing unnecessary or redundant poles and signs and by carefully locating street furniture. It can also be reduced by ensuring any essential highway signs are appropriately sited and of the minimum size necessary. Signage associated with the rising bollards closures is particularly prominent.

In the longer term the Public Realm Strategy should include guidance and specifications on:

- Surfacing materials for carriageways, pavements, and wholly pedestrianised areas;
- Minimum clear pavement widths and maximum cross falls;
- Types and positioning of street furniture;
- Signage; and
- Lighting.

### Enforcement of traffic regulations

Cyclists riding 'the wrong way' along streets is a source of concern to many pedestrians. The Police identify the 'hotspots' as:

- Trinity Street;
- Market Street;
- Petty Cury;
- Sidney Street; and
- Fitzroy / Burleigh Street.

Recent changes allow Police Community Support Officers to stop cyclists and issue Traffic Offence Reports (which attract a £50 fine). Whilst this offers greater scope to improve enforcement it will be important to ensure there is adequate signage in place setting out the relevant restrictions.

Motorists ignoring traffic signs can also be potentially dangerous to pedestrians as the manoeuvre is not expected. The most common locations are:

- Downing Street – left turn into St Andrew's Street; and
- Emmanuel Road / Parker Street into Drummer Street.

The introduction of Automatic Number Plate Recognition cameras will be a deterrent to such manoeuvres.

### Funding

At a time when council budgets are under pressure it will be necessary to seek funding from a range of potential sources for major projects, including:

- City Deal;
- Cambridge BID;
- Planning obligations (including Corridor Transport Payments); and
- Private/public partnerships.

There is the potential to create new or improved and high quality pedestrian routes through the redevelopment of parts of the city by other partners. The planned development in the Mill Lane area, the New Museums site and the Judge Institute all incorporate public realm and accessibility improvements.

The removal of A-boards will require a policy to be developed and implemented. As a first step a strong and sustained public awareness campaign should be undertaken in close collaboration with business partnerships such as Cambridge BID and the local media. This, together with the associated review of street signage will require existing staff time to be devoted to this work or additional resource bought in to deliver this.

## 12.0 RECOMMENDATIONS

There are a number of actions that could be taken to bring about improvements to the ease of movement for pedestrians, and in particular the disabled, in the city centre and Grafton Centre areas. Effective and collaborative working with the relevant organisations to raise awareness of the issues and then develop plans to take action to:

- Raise awareness of the issues arising from A- boards and similar forms of advertising on pavements to secure their removal;
- Remove inconsiderately parked and abandoned cycles;
- Remove damaged and redundant highway signs and poles;
- Review locations where on-street trade refuse bins are reducing pavement width and are an eyesore with a view to their removal, relocation or screening;
- Repair and replace damaged / loose/uneven paving and areas where puddles form in wet weather;
- Review all junctions without tactile crossings to assess whether their installation would be beneficial;
- Enforce the licencing of tables and chairs on the pavement and street trading pitches to ensure they do not 'overspill' outside their permitted area and create difficulties for pedestrians; and
- Enforce vehicle and cycling restrictions.

There are also quick actions which can be taken to reduce clutter and approve the appearance of the city centre and Grafton Centre area:

- Undertake a comprehensive audit of all highway signs with a view to removing or where essential reducing the number and size wherever practicable;
- Review locations of street furniture and relocate where appropriate; and
- Repair / replace damaged seats, bollards etc.

Liaise with County Council to review traffic management arrangements in the city centre to ensure they are still the appropriate.

Move forward with the preparation of a Public Realm Strategy and include within its scope standards to ensure design takes full account of the needs of the disabled, including materials, minimum clear pavement widths and maximum cross falls; crossing points; and the positioning of street furniture and signage.

Undertake an audit of historic street surfacing and street furniture to inform the Public Realm Strategy

In the interim, a comprehensive review of all street furniture should be undertaken to assess:

- Whether it is essential, and if not it should be removed;
- Whether it is appropriately sited, and if not it should be relocated ;
- Whether it is an acceptable design; and
- Damage – whether it can be repaired or replaced.

In advance of the installation of any replacement or new street furniture (including refuse bins, cycle racks, seats, bollards and signage) that the design and location be agreed by both City and County Councils to ensure they are located appropriately so as to maintain adequate pavement width and do not constitute visual clutter.

Where new cycle racks are introduced they should not remove or reduce pavement space. They should replace road space wherever practicable.

Review location and design of on street disabled parking places, in consultation with other relevant parties, to assess if the current positions meet accepted standards and if not whether they can be designed to do so.

Work with Police, Colleges and Cambridge Cycle Campaign to raise awareness of the issues arising from disregarding cycle restrictions and parking cycles in locations where they can impede pedestrian access.

Work with the University to bring forwards improvements to the public realm in association with planned major developments.

Increasing the City Ranger service within the city centre to provide additional resources to assist in reporting of, or dealing with, issues, such as damaged paving, abandoned cycles and enforcement of A-boards, street trading, pavement café tables and chairs and busking.

To capitalise on what appears to be a broad consensus on the need to enhance accessibility for pedestrians that a 'Pavements for People' workshop / conference be organised to bring together the various groups to consider the issues, options and priorities for action.

## APPENDIX I - REFERENCES

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- Royal National Institute for the Blind, Street furniture Briefing (2012)
- Royal National Institute for the Blind, Pedestrian Crossings Briefing (2012)
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- Tourism South East – Economic Impact of Tourism Cambridge City 2013 results (2014)

## APPENDIX 2 – CONSULTEES

The following were consulted in the preparation of this study

Cambridge City Council Disability Consultative Panel

City / County Walking and Cycling Liaison Group

Cambridge BID Ltd

Cambridgeshire County Council officers

Cambridge City Council officers

Cambridge College Bursars

Cambridge University

CamSight

AgeUK

Cambridge Police

Cambridgeshire Alliance

Cambridge Older Persons Enterprise (COPE)

Cambridge Cycle Campaign

Cambridge Past Present and Future

ARU Study Support Service

Cambridge University Disability Resource Centre

## APPENDIX 3 - COMMENTS FROM COLLEGES

Responses were received from a number of Colleges and their comments are recorded below:

### Q1 Are there any particular obstacles to ease of pedestrian movement?

- There are certainly uneven footways throughout the city centre; some areas worse than others and temporary obstacles such as A Boards and other signage commonplace. However the signage is not necessarily an obstacle to pedestrian movement if carefully managed.
- The locking of cycles to any fixed post or railing throughout the city centre can certainly restrict movement where pavement width is limited.
- Sections (of streets) where there are bike racks and waste bins on the same section of path, leaving a narrow walk-space between.
- There are numerous examples across the City where bicycle stands restrict the free flow of pedestrians. However, it is recognised that there is a shortage of bicycle parking within the centre and this has resulted in additional stands being erected, sometimes in inappropriate locations; often objections to planning applications were overruled. Either more off-street parking needs to be created, [perhaps in car parks, or the existing provision needs to be better managed by the City. In particular, abandoned bicycles should be removed from stands.
- The large number of big delivery vehicles using Trinity Street to access the Market Square is extremely dangerous, often causing damage to buildings and mounting pavements endangering pedestrians. City Council vehicles are some of the worse culprits, particularly as they are not limited by the bollards.
- Cyclists who cycle against the flow of traffic on Trinity Street are a danger to pedestrians. The one-way system in Trinity Street is completely ignored by cyclists, which can be extremely dangerous, particularly for pedestrians.
- Streets in the city centre are generally too cluttered. Whilst A boards and cafe chairs & tables can be an issue in some areas, the main problem in my view is the proliferation of signage, street furniture, street vendors and poorly parked cycles – and redundant telephone boxes
- The biggest concern is the number of tour touts (opportunistic street trade) on King's Parade during peak tourist season. They do obstruct the pathways and cause difficulties for ease of

movement and they centre on the pavement almost directly outside King's as you will know.

- Bicycles seem to be left/parked against any building and in some instances take up the majority of pavement space forcing pedestrians to walk on the road.

### Q2 Are there any particular streets / spaces where these problems are found?

- King's Parade - The worst of these is the punt touts and their signs. They cause considerable difficulty for visitors and the behaviour of punt touts is often unacceptable. The A-frames outside shops are less disruptive but do make it a little harder to move along King's Parade.
- Trinity Lane - is also a concern, mainly because of the delivery traffic along this narrow street. Delivery drivers are often inconsiderate of cyclists and pedestrians. The Transport Authority proposed, some months ago, putting a bicycle rack outside Clare College on Trinity Lane. King's College objected because this would impede access for emergency vehicles to the Chapel. I hope that this idea has now been dropped but I have had no confirmation of this.
- Peas Hill has faced considerable difficulty over parking. If the Arts Theatre is to operate, it is essential that it is able to secure parking for its large delivery vehicles. This has improved in recent weeks but will require further attention to ensure that access is available when needed.
- Accessibility for pedestrians is very poor in Trinity Street, Trinity Lane and Senate House Passage, in particular narrow pavements on Trinity Street are made difficult to negotiate by pedestrians because of bicycles leaning against buildings. Pedestrians are often forced to walk in the road.
- The pavement surface of Rose Crescent is particularly poor and uneven along with the western side of Bridge street between St Johns Street and All Saints Passage. This section of Bridge Street is also extremely narrow. The very large number of cycle racks along Sidney Street restricts pedestrian movement between the junction with Green Street and Barclays Bank.
- Signposts take up space in narrow footpaths – for instance the one on the corner of Jesus Lane (opposite the cake shop) which is set 6 inches into the path, and is leaning over the whole path

almost at right angles now as it has (presumably) been hit by a vehicle.

- The resurfacing of All Saints Passage by the Council has caused this pavement to flood when it rains and these puddles last for days and so restrict pedestrian movement
- Rose Crescent – street furniture outside La Raza.
- Petty Cury – street furniture outside Stazione.
- Bike racks - corner of Market Hill and St Andrew's St.
- Bridge St – street furniture from corner of Round Church St to Magdalene Bridge.
- Bridge St - very narrow/uneven pavement from Sweet Shoppe to All Saints Passage/Sidney St. Could this not be widened in the middle section and yet still allow bus access
- The most serious obstacles to pedestrian movement are parked cycles, both in formal cycle racks and those bikes that have been left on the pavement forcing pedestrians into the road. This issue is exacerbated in narrow chokepoints including Sidney St adjacent to Sainsbury's. A long-term solution would be to disperse cycle parking away from the hot spot in the immediate centre of the City (a bit like 'park & ride'). This, however, would require robust policing to change old habits and get cyclists to use the dispersed facilities.
- Senate House Passage is a popular walkway for pedestrians but is made extremely dangerous by cyclists who cycle at speed in both directions with little or no regard to pedestrians. This situation is exacerbated by food suppliers who park their trucks outside our Great Gate overlooking King's Parade and wheel pallets along Senate House Passage to deliver to Clare and Trinity Hall Colleges. This results in chaos as bicycles are forced onto the cobbled edges of the passage as they circumnavigate trolleys and pedestrians.
- The uneven pavement in Rose Crescent is a concern for pedestrians. The flag stones are disintegrating and there is damage caused by the utility companies. In spite of representations to the Highways Authority they seem unwilling to either replace the damaged stone or re-lay the surface.
- The entrance to Rose Crescent from Market Hill is cluttered with a mixture of bollards, signage and litter bins, which makes pedestrian access problematic. These items could be rationalised to improve the appearance and encourage pedestrians, without permitting vehicular access.

- The uneven road surface in Green Street is the subject of many complaints. This was re-laid with cobbles about 15 years ago. Cobbles, whilst visually attractive, create an uneven surface making access for wheelchair users less easy and the surface is uncomfortable for those with high heels. In retrospect, the chosen surface was probably a mistake and consideration should be given to applying a smooth road surface.
- In most cases, external cafe seating is of a reasonable size and sensibly sited. That is not the case in Petty Cury and around the market square.
- The most acute chokepoint is outside Sidney Sussex College & Sainsbury's. Large delivery vehicles block pavements for extended periods causing pedestrians into the route of cyclists and other vehicles. Replacing large trucks that deliver small loads to the City Centre locations with smaller environmentally friendly vehicles operating from an 'out of town distribution centre' to deliver the 'final mile' would reduce pavement blockage.

**Q3 If you could suggest 3 improvements to improve access by pedestrians what would they be?**

- Enforce one-way cycling regulations, for example in Trinity Street, and clamp down on cyclists using the pavement.
- Improve the pavement surfaces
- Publicise the city centre as pedestrian friendly
- To improve pedestrian access: Bridge St and Sidney St to be closed to vehicles.
- Agree that bicycles should not be parked against buildings with narrow pavements. Apply suitable signs and remove offending bicycles to a remote pound for release on payment of a fee. Any costs would need to be recovered via fees. All our College members' bicycles are marked with a unique College reference so we could help.
- Allow access to Market Hill via the bollard outside Senate House, i.e. drop it from 6.00am and 9.30am. Only allow access to Trinity for cars vans, small utility vehicles. (NB Counter view also received - If delivery access was denied from that area, we would find it very difficult to receive goods as large trucks may not be able to navigate the narrow confines of Trinity Lane. It should be noted that the large trucks are used by our national suppliers who use one truck and one journey to enable them to make deliveries to several colleges in Cambridge).
- Persuade retailers to arrange deliveries in small vans or rigid bodied 7.5T vehicles.

- Permit access for larger vehicles before 7.00am rather than 0930am.
- Ask the City Council to procure smaller vehicles more sensitive to the environment and make them subject to restricted access, i.e. not after 9.30am.
- Do not allow trucks to park in King's Parade when delivering to the Old Schools, Clare or Trinity Hall. They should use Trinity Lane.
- Make Senate House Passage a pedestrian walkway – "Cyclists dismount, No Deliveries".
- Ask the police to apply the RTA and fine offenders (Cyclists ignoring one way' restrictions).
- More properly designated cycle parking areas are required – not just cramped racks installed on the pavement.
- Punt touts and their paraphernalia are a physical and psychological deterrent to pedestrians and the current voluntary code of practice that attempts to regulate it might be reviewed.
- More effective control of cycle parking.
- More effective control of tables and chairs outside catering establishments.
- Repair broken pavement slabs and kerbs.
- They could take a view on meaningfully tackling the punt touts that congregate on the street o/s College (no doubt other colleges too). ... the numbers out front who do restrict pedestrian access through stopping people and blocking access is astonishing. They easily extend from o/s Corpus Christi, past the Senate House and into the market. The front of King's, because of its additional tourist pull is particularly awash with punt touts.

**Q4 Are there are parts of the city centre where 'visual clutter' is considered to be an issue?**

- There is considerable signage and other clutter at the Market Hill end of Rose Crescent and the Sidney Street end of Green Street. It is important for certain Retailers to be able to promote their businesses and we would advocate careful management, rather than an outright ban.
- Punt Touts are the prime cause of visual clutter and disruption to the smooth flow of pedestrians.
- Visual clutter is particularly bad around Quayside/Bridge Street.

**Q5 Could Colleges that own shops introduce, any sanctions in their leases to control 'A' boards and other paraphernalia that can be put outside (eg shop displays and plants)?**

- There will be certain signage restrictions within commercial retail leases but not necessarily clauses specifically relating to A Boards. It should be appreciated that irrespective of what the lease says, A Boards tend to be placed outside the property demise; and therefore beyond the control of the Landlord. The onus must be on the Highways Authority to enforce incursions onto pavement areas where there is a genuine issue.
- The various different College leases vary; however, some specifically forbid the use of A boards or similar outside retail units. Where A boards exist, they are on the public highway and not within College property; therefore, the enforceability of such restrictions is questionable. The Highways Authority has the power to seek their removal, which is the appropriate way for A boards to be managed. If the City Council see this as an issue then they are in a better position to manage the situation than the landlord.
- Colleges can, and often do, control what tenants are allowed to put outside their shops.
- Landlords, including Colleges, could introduce sanctions in their leases to control 'A' boards but this would only be effective if the City Council were to provide standardised guidance so that commercial tenants were all treated the same.

## APPENDIX 4 - QUESTIONNAIRE SURVEY RESULTS

Shopmobility users were invited to complete a short questionnaire. The results are set out below.

Potential obstacles to ease of movement	Average Score	Locations
On a scale of 0-10 (where 10 is a major concern), to what extent do you consider the following cause a problem to the ease of movement by pedestrians in the city centre / Grafton centre		
narrow pavements	5.67	<ul style="list-style-type: none"> <li>West side of market - cycles chained to railings;</li> <li>Pretty universal;</li> <li>Jesus Lane;</li> <li>King St, Market Sq;</li> <li>Sidney St, Market St;</li> <li>Burleigh St o/s Grafton;</li> <li>The Cow.</li> </ul>
uneven paving	7.33	<ul style="list-style-type: none"> <li>Market;</li> <li>Pretty universal;</li> <li>everywhere, especially Trinity Street, Sidney St, Market Sq;</li> <li>Grafton Centre to New Square;</li> <li>General;</li> <li>Petty Cury, Market Sq;</li> <li>Market Square and roads around; and</li> <li>Sidney Street, Green St.</li> </ul>
lack of dropped crossings	5.89	<ul style="list-style-type: none"> <li>More needed by popular stalls;</li> <li>St Andrews Street; and</li> <li>Market Street.</li> </ul>
street furniture (eg bollards, seats, litter bins, cycle racks)	5.33	<ul style="list-style-type: none"> <li>Everywhere - difficult when training a guide dog - often forced into road;</li> <li>o/s Grafton;</li> <li>Cycles taking over footway in Sidney St; and Fitzroy St (2 comments).</li> </ul>

Potential obstacles to ease of movement	Average Score	Locations
A' boards or other signs / banners on pavements	4.56	<ul style="list-style-type: none"> <li>Market Sq.</li> </ul>
shop displays on pavement	4.22	
café tables / chairs on pavement	4.44	<ul style="list-style-type: none"> <li>Petty Cury, The Cow.</li> </ul>
Unauthorised street traders	3.67	
other issues specified		
cyclists on pavements	10	
cars / vans parked on pavements	10	
dump bins outside shops	6	
camber on Burleigh / Fitzroy Streets	8	
lack of disabled parking at theatre	10	
Lack of dropped crossings to Market	10	

Improvements	
If you could make 3 improvements to the city centre / Grafton Centre to improve access by pedestrians what would they be?	
➔	Bicycles in Market Street make crossing in a mobility scooter difficult as they do not give way;
➔	Enforce cycle ban in pedestrian areas;
➔	Mend broken paving promptly;
➔	Campaign to encourage shops not to obstruct the pavements;
➔	Widen pavement around market stalls;
➔	Widen pavement from Lloyds Bank to shops in St Andrews Street;
➔	Widen pavement in King Street from St Giles Church to Reeds hairdressers;
➔	Restrict access by cyclists;
➔	More even pavements;
➔	Market Sq, Market St, Petty Cury – all same level with M/S Boots etc;
➔	Provide more disabled parking near theatre – much was lost when road was paved over for cycle racks; and
➔	There is now too much 'loading' and not enough disabled (parking). Could not the loading area be used for disabled parking after say 6.00pm?

About you	
It would be helpful if you could provide the following information:	
Your home post code	SG8 9NF, CB4 3LD, CB4 2UP, CB23 7PT, CB4 1LN, CB23 5BH, SG8 0BU, CB24, CB21 4QY
Do you normally visit alone or accompanied?	Alone – 3 Accompanied – 6
Please describe the nature of your disability (if any)	<ul style="list-style-type: none"> <li>Osteoarthritis in knees;</li> <li>Wheelchair uses / crutches / Guide dog trainer;</li> <li>Arthritic feet, asthma, 2 knee replacements;</li> <li>Back and knee problems;</li> <li>Difficulty in walking, poor sight;</li> <li>Broken spine;</li> <li>RA Stroke';</li> <li>(not clear); and</li> <li>Arthritis, Osteoporosis.</li> </ul>

## Other questionnaires

In addition questionnaires were made available to members of the Disability Consultative Panel and others on request. Two responses were received.

Potential obstacles to ease of movement	Average Score	Locations
On a scale of 0-10 (where 10 is a major concern), to what extent do you consider the following cause a problem to the ease of movement by pedestrians in the city centre / Grafton centre		
narrow pavements	8.5	<ul style="list-style-type: none"> <li>Bridge St / Magdalene Streets</li> <li>Silver Street</li> <li>Pembroke / Downing Streets</li> <li>A major concern throughout the city centre</li> </ul>
uneven paving	9.5	<ul style="list-style-type: none"> <li>The entire city centre</li> <li>A major concern throughout the city centre</li> </ul>
lack of dropped crossings	6.5	
street furniture (eg bollards, seats, litter bins, cycle racks)	10	<ul style="list-style-type: none"> <li>All non essential street furniture should be removed</li> </ul>
A' boards or other signs / banners on pavements	10	<ul style="list-style-type: none"> <li>Green St</li> <li>Silver St</li> <li>Sussex St</li> <li>Bridge St</li> </ul>
shop displays on pavement	10	<ul style="list-style-type: none"> <li>As above</li> </ul>
café tables / chairs on pavement	5.5	
Unauthorised street traders	8	<ul style="list-style-type: none"> <li>Outside Guildhall, Holy Trinity Church, Market St and Petty Cury</li> </ul>

Potential obstacles to ease of movement	Average Score	Locations
other issues specified		
Cyclists who do not obey highway code	10	<ul style="list-style-type: none"> <li>Sidney Street</li> <li>Green St</li> <li>Bridge St</li> <li>Silver St</li> <li>Peas Hill</li> <li>Fitzroy / Burleigh Streets</li> </ul>
Cyclists not using bells and weaving around wheelchair users on pavements	10	
Vehicle access to city centre during the day	10	<ul style="list-style-type: none"> <li>Petty Cury</li> <li>Sidney St (Boots)</li> </ul>

## Improvements

If you could make 3 improvements to the city centre / Grafton Centre to improve access by pedestrians what would they be?

- ➡ Halve bus movements within historic core as they are too big for city streets (eg Magdalene Bridge);
- ➡ A general ban on city centre cycling accompanied by appropriate enforcement;
- ➡ Closing city centre / applying more restrictions to vehicular movements during the day so the city centre can be enjoyed by pedestrians once again;
- ➡ More consideration needed towards wheelchair users over the needs of cyclists;
- ➡ More restrictions for cyclists; and
- ➡ Attention given to pavements and levelling as wheelchair users need smooth surfaces.

About you	
It would be helpful if you could provide the following information:	
Your home post code	CB3 0B, not stated
Do you normally visit alone or accompanied?	Accompanied - 2
Please describe the nature of your disability (if any)	<ul style="list-style-type: none"> <li>Blind; and</li> <li>Carer for ambulant disabled resident.</li> </ul>

**Additional comment received:**

Re. Disabled accessibility in and around City centre.

I am a Personal Assistant/Carer and as a wheelchair navigator or driver for disabled clients that I take out into the city centre, I feel I have experience on the problems and difficulties faced by disabled.

Firstly I find the Grafton area of the city, easier to negotiate than the city centre, mainly I expect because the development is relatively new.

However, the city centre.. Sidney street, Green street, Kings Parade and of course Market street are the worst areas by far. The pavement slabs are desperately uneven , sometimes with deep ruts which wheelchair wheels sink into and could easily eject a passenger from a wheelchair or give them a nasty jolt.. Leaving the responsibility of passenger safety to the “ driver”.. When pushing a wheelchair it is not without its difficulties, as one has to concentrate on the passageway ahead, whilst negotiating the various cambers.. And of course, be aware of the cyclists who speed about weaving in and out of everyone on their merry ways. All in all somewhat of an obstacle course. To try and navigate the market is indeed a challenge.. Often avoided, keeping largely to the perimeter, leaving the middle section for the more adventurous “ who dares wins” types.. Which is a shame as we have a pleasant market which everyone ought to be able to enjoy. However I appreciate the cobbles of the market have been there for many many years and are of course part of the history and charm.

The park walkways.. Such as Christs Pieces.. Which has three /four walkways.. Could ONE be used by pedestrians and cyclists.. Leaving the others for walkers and wheelchairs and pushchairs to be able to navigate without having cyclists weaving in and out of them.. Sometimes at quite nippy speeds too. Likewise with the roads.. Which have restricted access for motor cars, yet cyclists race along them.. Due to the condition of a lot of the pavements.. I often have to use the roads.. Losing the perils of the pavements to be faced with the racing , weaving cyclists, most whom do not even ring bells, assuming they have them, to warn of their approach. Having recently been presented with a parking ticket for parking in Kings Parade.. I would like to draw attention to the disabled parking facilities there. Not really knowing the parking area well, I parked there recently to take a Clint, in a wheelchair to the Arts Centre. I wanted to get as close as possible to avoid too long a journey on the uneven pavements, which would be more difficult to navigate in the dark. The Disabled printing is in the road at intervals... I understood the whole length to be disabled parking.. But found out it is shared with loading/unloading sections.

(Bearing in mind the shops were closed) The area there is poorly lit and I did not see the sign with an arrow pointing ..not in the direction I was facing!.. I found the sign after looking for it later.. The photograph taken by the parking man had lit up the sign with the camera flash.. But on the photograph it is evident that it is hard to be seen. There were no other cars parked at the time.. So I need not have parked illegally.. Had I SEEN the sign. Again the journey to the theatre had to be in the road as I couldn't see the paving slabs.. Making it a little dangerous.. And I had to make sure I was seen by cars and cyclists.

I hope my comments will be of some help to future planning with disability in mind.