



# Public Document Pack

## Cambridge City Council

### COMMUNITY SERVICES SCRUTINY COMMITTEE

**To: Scrutiny Committee Members:** Moghadas (Chair), Ratcliffe (Vice-Chair), Austin, Baigent, Reid, Reiner, Sarris and Sinnott

**Alternates:** Councillors Benstead and Sanders

**Executive Councillor for Community, Arts and Recreation:** Councillor Johnson

**Executive Councillor for City Centre and Public Places** Councillor O'Reilly

*Despatched: Monday, 9 March 2015*

**Date:** Thursday, 19 March 2015

**Time:** 2.30 pm

**Venue:** Committee Room 1 & 2 - Guildhall

**Contact:** Toni Birkin

**Direct Dial:** 01223 457013

### AGENDA

#### 1 Apologies

To receive any apologies for absence.

#### 2 Declarations of Interest

Members are asked to declare at this stage any interests that they may have in an item shown on this agenda. If any member of the Committee is unsure whether or not they should declare an interest on a particular matter, they should seek advice from the Head of Legal Services **before** the meeting.

#### 3 Minutes *(Pages 7 - 22)*

To approve the minutes of the meeting on 15<sup>th</sup> January 2015

#### **4 Public Questions (See information below)**

##### **Items for decision by the Executive Councillor, without debate**

These Items will already have received approval in principle from the Executive Councillor. The Executive Councillor will be asked to approve the recommendations as set out in the officer's report.

There will be no debate on these items, but members of the Scrutiny Committee and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

**(On this occasion all item will be debated)**

##### **Items for debate by the Committee and then decision by the Executive Councillor**

These items will require the Executive Councillor to make a decision *after* hearing the views of the Scrutiny Committee.

There will be a full debate on these items, and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

#### **Decisions for the Executive Councillor for Community, Arts and Recreation**

##### **Items for debate by the Committee and then decision by the Executive Councillor**

**5 Community Arts and Recreation Portfolio Plan 2015/16 (Pages 23 - 32)**

**6 Cambridge City Council Arts Plan Delivery Framework (Pages 33 - 40)**

**7 Updated Sports And Physical Activity Plan 2014-2017 (Pages 41 - 62)**

#### **Decisions for the Executive Councillor for City Centre and Public Places**

##### **Items for debate by the Committee and then decision by the Executive Councillor**

**8 City Centre and Public Places Portfolio Plan 2015/16 (Pages 63 - 72)**

**9 S106 Funding And Interim Arrangements Ahead Of The Local Introduction Of The Community Infrastructure Levy (Pages 73 - 82)**

- 10 Cambridge City Centre Accessibility Study** *(Pages 83 - 140)*
- 11 A Future Model for Tourism for Cambridge and the Surrounding Area**  
*(Pages 141 - 172)*

## Information for the Public

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The meeting is in the Guildhall on the Market Square (CB2 3QJ).

Between 9 a.m. and 5 p.m. the building is accessible via Peas Hill, Guildhall Street and the Market Square entrances.

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**Present:** Councillors Moghadas (Chair), Ratcliffe (Vice-Chair), Austin, Baigent, Reid, Reiner, Sarris and Sinnott

**Executive Councillor for Community, Arts and Recreation:** Councillor Johnson

**Executive Councillor for City Centre and Public Places:** Councillor O'Reilly

Director of Customer and Community Services: Liz Bisset

Director of Environment: Simon Payne

Sports and Recreation Manager: Ian Ross

Head of Arts and Recreation: Debbie Kaye

Urban Growth Project Manager: Tim Wetherfield

Asset Manager: Alistair Wilson

Project Delivery and Environment Manager: Andrew Preston

Principal Accountant (Services): Chris Humphris

Community Funding and Development Manager: Jackie Hanson

Arts and Events Manager: Jane Wilson

Committee Manager: Toni Birkin

<b>FOR THE INFORMATION OF THE COUNCIL</b>
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### **15/1/CS Apologies**

No apologies were received.

### **15/2/CS Declarations of Interest**

<b>Agenda Item</b>	<b>Councillor</b>	<b>Interest</b>
15/11/CS	Reid	Personal: Trustee of Cambridge Literary Festival who was a grant applicant.
15/12/CS	Reiner	Personal: Member of Tennis Club

### **15/3/CS Minutes**

The minutes of the meeting of 16<sup>th</sup> October 2014 were agreed and signed as a correct record.

### **Change to Published Agenda Order**

Under paragraph 4.2.1 of the Council Procedure Rules, the Chair used her discretion to alter the order of the agenda items. However, for ease of the reader, these minutes will follow the order of the agenda.

### **Decisions taken by Executive Councillors**

#### **15/4/CS     Public Questions**

**Councillor Holland addressed the Committee and made the following points:**

- i. S106 grant to Anglia Ruskin University of £250K was made at the last meeting on the assumption that planning permission would be granted for the development of their sports fields off Whitehorse Lane, Girton.
- ii. South Cambs DC refused the planning application last year.
- iii. What has become of these monies and where does the £250K sit in the budget?

The Executive Councillor for Community, Arts and Recreation, Councillor Johnson responded as follows:

The S106 funding had not yet been received. The £250k contribution from the S106 agreement (07/003/OUT) was made up of 5 x £50k instalments due at the 99<sup>th</sup>, 199<sup>th</sup>, 299<sup>th</sup>, 399<sup>th</sup> and 499<sup>th</sup> occupation. Although it was anticipated that some money (first instalment) might come in sometime in 2016, it was going to be a while until the full amount is received.

When received, the £250k outdoor sports funding was for sports ground replacement in the North West quadrant (Castle, Arbury, West Chesterton and Kings Hedges) or within 1 mile of the City boundary.

Strictly speaking, a £250k grant had not been made and was not part of the current S106 grant-setting process. The money has been ear-marked for when it comes in and it can't be spent until it had been received. ARU are aware of the payment profile and accept the risk going forward on that basis (i.e. the City Council was not obliged to pay the money to ARU until/if it receives it from the developer once the trigger points were reached).

Due to the restriction on how this contribution can be spent, no others bid had been received.

**Councillor Holland's other questions were taken when the agenda items were considered and are noted along with those items.**

**15/5/CS      Licence to Grant the Temporary Use of Part of Parker's Piece to Facilitate the Demolition and Rebuild of the University Arms Hotel**

The decision was noted.

**15/6/CS      City Centre and Public Places Portfolio Revenue and Capital Budgets 2015/16 (Estimate) and 2016/17, 2017/18, 2018/19 and 2019/20 (Forecast)**

**Matter for Decision**

The report detailed the budget proposals relating to the City Centre and Public Places portfolio that are included in the Budget-Setting Report (BSR) 2015/16.

**Decision of Executive Councillor for City Centre and Public Places**

The Executive Councillor is resolved to:

**Review of Charges:**

- i. Approve the proposed charges for this portfolio's services and facilities, as shown in Appendix A of the Officer's report.

**Revenue:**

- ii. Noted the revenue budget proposals as shown in Appendix B of the Officer's report.

**Capital:**

- iii. Noted the capital budget proposals as shown in Appendix C of the Officer's report.
- iv. Delete some schemes from the Capital Plan as shown in Appendix C of the Officer's report.
- v. Adjust capital funding for items 2 (c) to 2 (e) of the Officer's report, as appropriate.

**Reason for the Decision**

As set out in the Officer's report.

## **Any Alternative Options Considered and Rejected**

Not applicable.

## **Scrutiny Considerations**

The Committee received a report from the Principal Accountant (Services). He highlighted the following errors in the report: items C2723 Corn Exchange Heating and C3724 King Hedges Learner Pool, had been included in this portfolio in error. The Chair rejected a suggestion that both Portfolios reported on the agenda, be discussed together.

In response to Members' questions the Asset Manager (Streets and Open Spaces, stated the following:

- i. The riverside moorings budget had been overachieving with income better than expected. There was therefore no need to increase fees at this point.
- ii. Fees would be reviewed in the next year when there was a clearer picture of the number of moorings and the impact of Riverside.

In response to Members' questions the Project Delivery & Environment Manager confirmed that the Prison of War Memorial Plaque project was at an early stage of development. The committee was invited to comment on the budget only at this stage. Full consultations would follow regarding the design and the location.

The Director of Environment added clarity to the increased charges proposed for the Bereavement Services. He stated that a substantial investment in the services was required and the increased fees were within a 5% range. Charges for Band 1 services had been keep as low as possible. The Director of Environment undertook to provide the required information to Members of the Committee in a briefing note.

Councillor Reiner asked for more details on the Market Charges and questioned why an admin fee had been introduced. The Director of Environment undertook to provide the required information to Members of the Committee in a briefing note.

In response to Members' questions the Principal Accountant added clarity to the new reporting methods for the Budget Report. He explained that an

additional heading of, 'Projects under Development', had been added to allow a full business case to be agreed before items were added to the Capital Plan. This would allow projects to be fully explored before they were allocated a budget.

The Committee resolved by 5 votes to 3 to endorse the recommendation.

The Executive Councillor approved the recommendation.

### **Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

### **15/7/CS S106 Priority-Setting: Third Round - City Centre and Public Places**

#### **Matter for Decision**

Since the process for the next S106 priority-setting rounds was agreed in October 2014, local groups and clubs have submitted grant applications for developer contributions funding to help them develop their projects. This report sets out the 10 bids for small-scale public art proposals. Five of these, totalling just over £39,000, were recommended, for approval.

#### **Decision of Executive Councillor for City Centre and Public Places**

The Executive Councillor resolved to approve the following S106 grant applications, subject to satisfactory further information from the applicants and grant agreements:

- i. The Big Draw 2015 event in Chesterton (£1,000);
- ii. Production of a new Cambridge Sculpture Trails leaflet (up to £2,600);
- iii. Public art project in Rock Road library community garden (£6,490);
- iv. Twilight at the Museums light projection animation (£14,000); and
- v. 'Creating my Cambridge – clicking to connectivity' involving former pupils from Abbey Meadows junior school (£15,000).

#### **Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The Committee received a report from the Urban Growth Project Manager.

The Committee questioned how well applicants understood the process and suggested that the guidance could be clearer regarding the special provisions for schools. The Executive Councillor for City Centre and Public Places undertook to give this matter further consideration and to investigate the possibility of circulating improved guidance to schools.

The Public Art Officer confirmed that Officers did assist applicants with the application process.

The Committee resolved unanimously to endorse the recommendation.

The Executive Councillor approved the recommendation.

**Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

**15/8/CS      Cambridge Rules Public Art Commission - concept approval****Question from Councillor who is not a Member of this Committee:  
Councillor Holland**

**Councillor Holland stated that while this proposal was welcomed she had concerns about the sustainability of such installations. She requested that future projects give more consideration to the use of local materials and suppliers. She questioned the carbon impact of transporting granite blocks around the world.**

The Executive Councillor for City Centre and Public Places, Councillor O'Reilly thanked Councillor Holland for raising the issue. She stated that the standard approach to such projects was to use local companies and materials whenever possible.



**Matter for Decision**

The report requested the approval of one of four artist concept proposals, which were submitted in response to a public artwork commission. The aim of the commission was to celebrate the development of the code of football rules first drawn up by Cambridge University in 1848 ('Cambridge Rules') and to acknowledge their role in shaping the establishment of the modern day rules of Association Football now played world-wide. The four artist concept proposals under-went extensive public consultation and formal quality assessment. The results of this consultation and assessment were included in the report and have informed the selection of the concept recommended for approval. The approved budget for this commission is £115,000, funded by Public Art Developer Contributions.

**Decision of Executive Councillor for City Centre and Public Places**

The Executive Councillor resolved to approve:

- i. The detailed design and implementation of the Neville Gabie and Alan Ward concept – 'Written in stone, interpreted worldwide – brought back to Cambridge'

**Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The Committee received a report from the Project Delivery and Environment Manager.

The Committee made the following comments in response to the report:

- i. Welcomed the project.
- ii. Expressed satisfaction with the robust consultation process.

The Executive Councillor suggested that the artist should be invited to brief members on the concept and design.

The Committee resolved unanimously to endorse the recommendation.

The Executive Councillor approved the recommendations.

**Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

**15/9/CS Community, Arts and Recreation Portfolio Revenue and Capital Budgets 2015/16 (Estimate) and 2016/17, 2017/18, 2018/19 and 2019/20 (Forecast)**

**Matter for Decision**

The Budget-Setting Report (BSR) 2014/15 would be considered, firstly, by Strategy & Resources on 19 January 2015. The report detailed the budget proposals which related to this portfolio that were included in the BSR.

The report also included any recommendations concerning review of charges or project appraisals for schemes in the Capital & Revenue Projects Plan for this portfolio.

**Decision of Executive Councillor for Community, Arts and Recreation**

The Executive Councillor resolved to:

**Review of Charges:**

- i. Approve the proposed charges for this portfolio's services and facilities, as shown in Appendix A of the Officer's report.

**Revenue:**

- ii. Note the revenue budget proposals as shown in Appendix B of the Officer's report.

**Capital:**

- iii. Note the capital budget proposals as shown in Appendix C of the Officer's report.

**Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The Committee received a report from the Principal Accountant (Services).

The Committee made the following comments in response to the report:

- i. Item X3572: Welcomed along with the hope that disadvantaged young people, in affluent Wards, would not be forgotten. Ward Councillors wanted to be involved as this project developed.
- ii. Free swimming lessons were welcomed. However, concerns were raised about the ability of some schools to pay for the associated transport.

In response to Members' questions the Head of Community, Arts and Recreation confirmed that the Board was in place to oversee the Clay Farm Multi use Centre and further reports would come to this committee in due course.

The Committee resolved by 5 votes to 3 to endorse the recommendation.

The Executive Councillor approved the recommendation.

**Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

**15/10/CS Cambridge City Council Arts Plan****Matter for Decision**

The report set out how Cambridge City Council would approach its strategic and developmental role in respect of the arts and cultural life of the city from 1 April 2015. It built on the previous Cambridge City Council Arts Strategy, which ran from 2011-2014.

**Decision of Executive Councillor for Community, Arts and Recreation**

The Executive Councillor resolved:

- i. To approve the approach outlined in the report and agree that more detailed work is undertaken to develop an action plan and bring this to scrutiny committee for consideration and approval.

### **Reason for the Decision**

As set out in the Officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Community Funding and Development Manager.

At the request of the Executive Councillor the following amendment to the recommendation was tabled. Additional wording in bold and underlined:

To approve the approach outlined in the report and agree that more detailed work is undertaken to develop an action plan **and bring this to scrutiny committee for consideration and approval.**

The Committee made the following comments in response to the report:

- i. Requested that future reports in this matter included more details regarding the finances involved.
- ii. Thank the officer's involved for their hard work on this matter.

The Committee resolved by 7 votes to 0 to endorse the recommendation.

The Executive Councillor approved the recommendations.

### **Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

### **15/11/CS Community Grants 2015-16**

### **Matter for Decision**

The report detailed the implementation process undertaken for the new Community Grants fund and made recommendations of awards, for voluntary and community organisations, under the new scheme, for 2015-16.

### **Decision of Executive Councillor for Community, Arts and Recreation**

The Executive Councillor resolved to agree:

- i. The grants to voluntary and community organisations for 2015-16, as set out in Appendix 1 of the officer's report, subject to the budget approval in February 2015 and any further satisfactory information required of applicant organisations.
- ii. The Area Committee grants budget as set out in paragraph 8.1 of the Officer's report, subject to the budget approval in February 2015.
- iii. To establish a Transition Fund of £75,000, from 2014-15 unallocated funding, to support voluntary and community organisations through the first year of the implementation of the new priorities and outcomes as detailed in Section 6, and as allocated in Appendix 1, of the Officer's report.
- iv. That officers reviewed the Discretionary Rate Relief contributions from this fund, in discussion with the Business Rates service, and bring a report back to this committee in March 2015, as detailed in paragraph 6.1 of the Officer's report.

### **Reason for the Decision**

As set out in the Officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Community Funding and Development Manager. The Executive Councillor for Communities, Arts and Recreation, Councillor Johnson, welcomed the comprehensive and targeted approach taken to achieve the desired outcomes while meeting the required savings.

The Committee made the following comments in response to the report:

- i. Requested future analyses of the effectiveness of the grants.
- ii. Suggested that it was unclear from the report how the grants that had been awarded aligned with the priorities. However, it appeared that the Arts had suffered disproportionate cuts.

In response to Members' questions the Community Funding and Development Manager said the following:

- iii. She appreciated that Members were unable to compare this year's grants with the previous year, but stated that including figure for previous years would have been misleading as they were not like for like. However, officers had considered those factors when making their recommendations.
- iv. Stated that applications that met the new criteria were allocated funding.
- v. Said that it had not been possible to split applications into priority headings. However, she assured members that there had been a reasonable coverage across the priorities. In addition, some proposals met more than one priority.
- vi. Confirmed that grant recipients would be subject to future evaluation and monitoring. However this would be proportionate to the size of the organisation and the grant received.

The Committee resolved unanimously to endorse the recommendation.

The Executive Councillor approved the recommendations.

### **Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

### **15/12/CS S106 Priority-Setting: Third Round - Community, Arts and Recreation**

**Question from Councillor who is not a Member of this Committee: Councillor Holland.**

**Councillor Holland had three areas of concern regarding the proposed award for King's College School.**

- 1. Will the community use of this venue be permissive? Is the School fully engaged with the local community? Does the school have**

**evidence from existing partners to support the inclusive nature of facilities?**

- 2. Were state schools offered similar opportunities to apply for funding?**
- 3. This is a large allocation. Will it be used in the near future or is there a danger that it will sit in the school's bank account.**

The Urban Growth Projects Manager responded. He explained that £75,000 allocation was being awarded from the City-wide indoor sport budget. They had also been awarded £50,000 from the West Central Area Committee from their devolved budget.

All awards would be subject a Community Use Agreement. The School already had existing external users who used the facilities at weekends. In addition, a local football tournament used the school's pitches. The proposed new facilities would make community use easier as the new changing rooms would not require access to the school building.

### **Matter for Decision**

Since the S106 priority-setting process was agreed in October 2014, local groups had submitted grant applications for developer contributions funding to help them develop their projects. The report set out the nine bids that had been made for new or improved sports facilities to benefit more than one area of the city (see Appendices B and C of the Officer's report).

Another 11 applications for local community facilities and outdoor sports projects were being reported to the relevant area committees in early 2015 (see Appendix D of the Officer's report).

### **Decision of Executive Councillor for Community, Arts and Recreation**

The Executive Councillor is recommended to:

- i. approve the following S106 grants, subject to more details, project appraisal approval and community use agreement (see section 5 of the Officer's report)
  - a. Cambridge 99 Rowing Club: upgraded/extended kitchen facilities (£5,000 outdoor sports grant),
  - b. Cambridge Canoe Club: additional boat & equipment store (£10,000 outdoor sports grant),
  - c. Cambridge Rugby Club: new changing rooms (provisional

- £200,000 outdoor sports grant – see paragraph 5.6 of the Officer's report),
- d. King's College School: sports centre – visitor changing rooms (£75,000 indoor sports grant),
  - e. Cambridge Gymnastics Academy: refurbishment of warehouse as a gymnastics facility (£65,000 indoor sports grant),
  - f. Netherhall School & 6th Form Centre: supplementary funding for gym facility (£64,000 indoor sports grant);
  - ii. agree the allocation of £80,000 of community facilities S106 contributions from the strategic fund towards the Clay Farm community centre (paragraph 4.6 refers of the Officer's report).

### **Reason for the Decision**

As set out in the Officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Urban Growth Projects Manager.

Councillor Reid stated that the West Central Committee had expressed reservations regarding providing funding to a private school. They had resolved to make the award subject to the councillor approval of the wording of the Community Use Agreement. Money awarded for community facilities must be used for inclusive facilities. Defining community use as use by groups was problematic as there was no clear definition of what constitutes a group.

Officers confirmed that due to the size of the award (£75,000), a full project appraisal would come back to this committee for further consideration.

The Committee made the following comments in response to the report:

- i. Suggested that details of other application made by the same organisation be included in the report.
- ii. Suggested that grant applicants be asked if they pay the living wage
- iii. Suggested that applicants should ensure contractors do not blacklist workers.
- iv. Welcomed the update on the Rouse Ball pavilion.



In response to Members' questions the Urban Growth Projects Manager stated the following:

- i. All applications for S106 funding must demonstrate additional benefit for the community.
- ii. Community Use Agreements were legal documents which included equality and diversity requirements and were monitored annually.
- iii. A website which highlighted venues which had Community Use Agreements was under construction.
- iv. Signage regarding Community Use to be displayed in venues was also under consideration.
- v. Appendix D of the Officer's report did not contain figures as Area Committees had not yet agreed which projects to support.

The Committee resolved unanimously to endorse the recommendation.

The Executive Councillor approved the recommendations.

**Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

No conflicts of interest were declared by the Executive Councillor.

The meeting ended at 5.15 pm

**CHAIR**

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To: Executive Councillor for Community, Arts and Recreation: Councillor Richard Johnson  
Report by: Debbie Kaye, Head of Arts and Recreation  
Relevant scrutiny committee: Community Services 19/3/2015  
Scrutiny Committee  
Wards affected: All Wards

## **DRAFT COMMUNITY ARTS AND RECREATION PORTFOLIO PLAN 2015-16**

### **Key Decision**

### **1. Executive summary**

- 1.1 This report covers the draft Community, Arts and Recreation Portfolio Plan 2015-16, which sets out the strategic objectives for the portfolio for the year ahead, describes the context in which the portfolio is being delivered and details the activities required to deliver the outcomes and the vision. Performance measures and risks are also shown for each strategic objective.

### **2. Recommendations**

- 2.1 The Executive Councillor is recommended:
- (i) To approve the draft Community, Arts and Recreation Portfolio Plan 2015-16

### **3. Background**

- 3.1 This is the fourth year in which Cambridge City Council has produced Portfolio Plans. The aim of the Portfolio Plans is to set out how each of the seven Portfolios will contribute to the delivery of the vision outlined in the Council's vision statement.
- 3.2 The draft Community, Arts and Recreation Portfolio Plan for 2015-16 has been developed by officers and the Executive Councillor, in parallel with the budget planning process. In comparison to previous years, the draft Community, Arts and Recreation Portfolio Plan for 2015-16 sets out a limited number of high-level, strategic objectives for the Portfolio, along with the broad activities required to achieve these objectives.

- 3.3 The services that will deliver the strategic objectives set out in the Plan are each developing more detailed Operational Plans. These will function as management tools to ensure the tasks that deliver the strategic objectives are planned and managed effectively.

## **4. Implications**

### **(a) Financial Implications**

The financial implications of this plan are set out in the budget for the portfolio.

### **(b) Staffing Implications** (if not covered in Consultations Section)

Staff will be allocated personal objectives to ensure the tasks and activities to deliver the objectives are managed. Staff will be supported in the learning and development activities they need to deliver their contribution to the plan.

### **(c) Equality and Poverty Implications**

The activities set out in this plan aim to support the Council's equality and diversity objectives. Equality impact assessments will be carried out on decisions and projects related to this plan as appropriate. The Portfolio Plan includes a number of actions which will support residents on low incomes and contribute to the delivery of the City Council's Anti-Poverty Strategy, including:

- Identifying and implementing a mechanism to help people who need it get debt and other financial advice, and increased access to affordable loans, bank accounts and other financial products for those who currently have difficulty accessing them
- Identifying timetable and approach to payment of the National Living Wage (NLW) within the Leisure Management contract in accordance with the Council's NLW accreditation
- Implementing a new initiative to enable better access to swimming lessons to low income families with young children
- Increasing use of community, leisure and arts facilities and attendance at events by people on low incomes
- Promoting financial education and saving with young people by implementing a Junior Savers project in partnership with schools

### **(d) Environmental Implications**

The objectives contained in the plan are not expected to have a significant environmental impact.

**(e) Procurement**

Some of the actions involved in the Plan will involve procurement by the Council. Separate reports on the procurement elements of actions included in the Plan will be provided at an appropriate time.

**(f) Consultation and communication**

This is a strategic document covering a number of different objectives. There has therefore been no consultation on this plan per se, although there will be consultation on those elements of it that have a significant impact on residents at the appropriate time, in accordance with the Council's code of practice on consultation and community engagement.

**(g) Community Safety**

There are no significant community safety issues associated with the strategic actions set out in the Portfolio Plan.

**5. Background papers**

N/a

**6. Appendices**

Appendix A - Draft Community, Arts and Recreation Portfolio Plan Portfolio Plan 2015-16

**7. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

Author's Name:	Debbie Kaye
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**Cambridge City Council**

**Communities, Arts & Recreation 2015/16**

**Portfolio Holder: Executive Councillor Richard Johnson**

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**Lead Officer: Debbie Kaye**

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**Phone number: 01223 457551**

**Version: Draft 20.1.2015**

<b>Vision Statement 1:</b>	A city which believes that the clearest measure of progress is the dignity and well-being of its least well-off residents, which prioritises tackling poverty and social exclusion, recognising that greater social and economic equality are the most important pre-conditions for the city's success.
<b>Strategic Objective 1:</b>	Supporting communities and individuals in addressing the impact and causes of economic and social inequality
<b>By March 2016 we will have:</b>	<p>1.1 - Supported a range of activity that addresses actions identified in the City's Anti-Poverty Strategy (APS)</p> <p>1.2 - Identified and implemented a mechanism to help people who need it get debt and other financial advice, and increased access to affordable loans, bank accounts and other financial products for those who currently have difficulty accessing them (link to F&amp;R PP 1.9)</p> <p>1.3 - Identified timetable and approach to payment of the National Living Wage (NLW) within the Leisure Management contract in accordance with the Council's NLW accreditation</p> <p>1.4 - Implemented a new initiative to enable better access to swimming lessons to low income families with young children</p> <p>1.5 - Increased use of community, leisure and arts facilities and attendance at events by people on low incomes</p> <p>1.6- Promote financial education and saving with young people by implementing a Junior Savers project in partnership with schools</p>
<b>Lead Officer:</b>	<p>1.1 - Debbie Kaye</p> <p>1.2 - Debbie Kaye</p> <p>1.3 - Ian Ross</p> <p>1.4 - Ian Ross</p> <p>1.5 - ALL</p> <p>1.6 - Paula Bishop</p>
<b>Performance Measures:</b>	<p>1.1 - As identified in APS</p> <p>1.2 - Reference Finance Portfolio Plan</p>



	1.3 - Completion date identified for payment of the Living Wage to staff employed by the current leisure management contractor 1.4 - Numbers of children from low income families enrolled in targeted lesson programme 1.5 - Increase in the numbers of people on low incomes using community, leisure and arts facilities and attending events 1.6 - Number of Junior Savers accounts opened in targeted areas
<b>Delivery Risks:</b>	1.1 - Identification of suitable partner organisation 1.2 - Cost to the Council is unaffordable 1.3 - Other barriers to participation e.g. transport, cannot feasibly be addressed 1.4 - Other barriers to participation e.g. cultural, transport 1.5 - Insufficient interest/support

<b>Vision Statement 2:</b>	A city which draws inspiration from its unique qualities and environment and its iconic historic centre, and retains its sense of place across the city through positive planning, generous urban open spaces and well-designed buildings, and by providing quality council services
<b>Strategic Objective 2:</b>	Transforming Council community and cultural services to deliver outcomes that work for the future in a period of challenge, change and growth
<b>By March 2016 we will have:</b>	2.1 – Provide options for the sustainable long term operation of community centres by undertaking a cost and functionality appraisal 2.2 - Supported a successful implementation of the new Cultural Trust, Cambridge Live 2.3 – Identified sustainable and accessible management approaches for community facilities in growth areas (including Storey's Field and Clay Farm) in dialogue with key stakeholders 2.4 – A plan developed in partnership with North west sub group for well-connected community development and sport provision within the North west Quadrant area 2.5 - Delivered prioritised s106 capital schemes
<b>Lead Officer:</b>	2.1 - Debbie Kaye 2.2 - Debbie Kaye

	2.3 - Debbie Kaye 2.4 - Sally Roden/Ian Ross 2.5 - Ian Ross/Jackie Hanson/Sally Roden
<b>Performance Measures:</b>	2.1 - Options Appraisal complete and recommendations approved 2.2 - Business plan and performance arrangements are on track 2.3 - Feasible plan is in place and supported by stakeholders 2.4 - Feasible plan is in place and supported by stakeholders 2.5 - % projects completed against in year target
<b>Delivery Risks</b>	2.1 - Scope is limited for some reason 2.2 - Implementation is delayed 2.3 - Lack of consensus amongst key stakeholders 2.4 - Planning-related delays 2.5 - New projects added which distract resource and delay delivery of priorities 2.5 - The end of pooled contributions on 106 agreements (from April 2015)
<b>Vision Statement 3:</b>	<ul style="list-style-type: none"> <li>▪ An international city which celebrates its diversity and actively tackles discrimination on gender, race, nationality, ethnic background, religion, age, disability, gender identity, and sexual orientation.</li> <li>▪ A city in which all citizens feel that they are listened to and have the opportunity to influence public decision making, and which values, supports and responds to individual and community initiatives.</li> </ul>
<b>Strategic Objective 3:</b>	Promoting community and individual well-being by supporting participation in neighbourhood, cultural, sporting and recreational activity
<b>By March 2016 we will have:</b>	3.1 – Increased influence by young people on local decision-making via a Young People's Engagement Project 3.2 - Developed a delivery plan in relation to the Council's new Arts Plan 2015-20 3.3 –A revised approach to sports development which promotes greater opportunity for

	<p>residents in most need of support to live healthy, active lives</p> <p>3.4 – Found appropriate ways to publicly mark the end of World War 2, including a focus at the Big Weekend</p> <p>3.5 - Supported identified organisations through a transition phase to enable them to be well-equipped to apply for future Community Grants</p> <p>3.6 - Identified future priorities for inequalities-related work and partnerships</p>
<b>Lead Officer:</b>	<p>3.1 - Paula Bishop</p> <p>3.2 - ADO</p> <p>3.3 - Ian Ross</p> <p>3.4 - ADO</p> <p>3.5 - Jackie Hanson</p> <p>3.6 - Jackie Hanson</p>
<b>Performance Measures:</b>	<p>3.1 – Numbers of young people engaged and outcomes achieved in respect of influence made at Area Committees</p> <p>3.2 - Number of community initiatives supported in respect of Year 1 target</p> <p>3.3 - Number of initiatives identified which target evidence-based need and disadvantage, and which promote health, well-being and a more active lifestyle</p> <p>3.4 - ADO</p> <p>3.5 - Improved understanding of the Community Grants criteria and eligibility to apply and quality of applications received for 2016-17 funding</p> <p>3.6 - Discussed with stakeholders and plan drafted outlining future approach</p>
<b>Delivery Risks</b>	<p>3.1 - Lack of interest amongst target group</p> <p>3.2 - Reliance on funding applications from CCC and other organisations</p> <p>3.3 - Reliance on external funding for some initiatives e.g. NHS/Exercise Referral</p> <p>3.4 - Reliance on external partners and reciprocal funding</p> <p>3.5 - Groups do not wish to engage/face viability problems</p> <p>3.6 - Fragmented approach with stakeholders</p>

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To: Executive Councillor for Community, Arts and Recreation: Councillor Richard Johnson  
Report by: Head of Communities, Arts & Recreation  
Relevant scrutiny committee: Community Services Scrutiny Committee 19 March 2015  
Wards affected: ALL

### Cambridge City Council Arts Plan Delivery Framework

#### Not a key decision

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#### 1. Executive summary

This report follows on from the Arts Plan report presented at committee on 15<sup>th</sup> January 2015 and provides the detailed action plan as mentioned in that report.

#### 2. Recommendations

The Executive Councillor is recommended:

- To approve the Arts Plan Delivery Framework 2015-18 and action plan 2015-16

#### 3. Background

3.1 The Cambridge City Council Arts Plan specifies that it will work to a combination of Cambridge City Council's strategic vision, and the shared cultural vision, *Inspiring Cambridge*, established by Cambridge Arts and Cultural Leaders.

3.2 Cambridge City Council strategic vision 'One Cambridge – fair for all', in which economic dynamism and prosperity are combined with social justice and equality.

- One Cambridge – Fair for all
- Caring for our environment and our people
- Creating a great place to live, learn and work

3.2 *Inspiring Cambridge* sets out the importance of arts and culture to health and well-being, economic prosperity, and community cohesion. It identifies four high level outcomes for arts and culture in Cambridge:

- Connecting the whole community through arts and culture
- Exploiting our rich cultural assets to develop a world leading cultural education offer
- Contributing to sustainable growth
- Developing further a creative, welcoming accessible city with an excellent cultural offer

### 3.3 Operational Approach

In addition to specifying high level aspirations the arts plan also sets out the operational approach. It states that Cambridge City Council will have a strategic and developmental role, enabling rather than directly delivering arts and cultural activities. There are three identified elements to the new operational approach: partnerships; advocacy, communication and evidence; and investment. The delivery framework below sets out in more detail the parameters for each element, followed by an action plan for 2015-16.

### 3.4 Delivery Framework

3.5 **Partnerships** play a crucial role in taking forward the outcomes of the arts plan. They reflect the fact that going forward, Cambridge City Council will not directly deliver arts activities, but works through partnerships with arts and cultural organisations, and others.

3.6 **Structural Partnerships** reflect a long term understanding of the arts and cultural landscape of Cambridge, include key arts and cultural partners, and are often the starting point from which thematic and project specific partnerships can develop. The relationships sustained through these structural partnerships are central to the effective delivery of Cambridge's shared aspirations for arts and culture, by providing clear and stable mechanisms through which the sector can engage. Cambridge City Council has a long term commitment to these partnerships, at the same time recognising that they need to be re-focused and re-shaped to meet the aims of the changed landscape. The action plan 2015-16 specifies actions over the first 12 months of this plan. The impact of the changes and the effectiveness of the partnerships going forward will be monitored and evaluated annually for the lifetime of this framework.

3.7 Cambridge City Council currently maintains five key structural partnerships for arts and culture:

- Cambridge Arts and Cultural Leaders (CACL) established by Cambridge City Council and bringing together all the major arts and cultural organisations based in Cambridge;
- Cambridge Core Stakeholders Partnership: the major funding bodies for arts and culture in Cambridge, including Cambridge City Council, Arts Council England, University of Cambridge, Cambridgeshire County Council;
- Culture Task Group: a county wide grouping encompassing culture and sport including all local authorities, Arts Council England, Sport England, English Heritage, and other key bodies, led by Cambridgeshire County Council;
- Cambridge Arts Network (CAN): a city based network with in the region of 1000 members, established and administered by Cambridge City Council;
- Event Management Group (EMG): a City Council convened forum to ensure a diverse and balanced range of high quality cultural, recreational, social and community outdoor events delivered throughout the year.

**3.8 Thematic Partnerships** reflect key priorities, focusing on the role that arts and culture can play in helping to meet the significant opportunities and challenges for Cambridge. They recognise that the most effective interventions will draw on strengths from outside the arts and cultural sector. Thematic partnerships are not project specific and can have a significant life span.

**3.9 Children and Young People** is the first thematic partnership to be established. *My Cambridge* (the partnership name) was established through a collaborative process, engaging with experts within and beyond the arts and cultural field, with residents, and with children and young people. It is working across arts and cultural organisations, schools, Cambridge City Council, and Cambridgeshire County Council, to develop and implement a programme designed to bring a sea change to the way in which children and young people engage with arts and culture across Cambridge, and in particular to ensure that every child is able to make full use of Cambridge's rich art and cultural resources.

**3.10** Two further thematic partnerships are proposed, and will be developed using the same collaborative process.

**3.11 Well-being:** arts and culture are increasingly recognised as playing a significant role in community and individual well-being, across a spectrum ranging from community engagement through to clinical interventions. Individual Cambridge based organisations already have a significant track record in this field. The purpose of the partnership will be to harness the skills and expertise already in the City, and identify shared opportunities to

meet key aspirations around health and well-being and connected communities. There will be a particular focus on reducing inequality and social exclusion, given their impact on health and well-being.

3.12 Growth: the arts and cultural sector has an essential role to play in good growth, helping to ensure that Cambridge is a great place to live and work. The development of a partnership will enable the alignment of activity and investment both within and beyond the City Council.

3.13 The impact of the thematic partnerships will be monitored and evaluated annually for the life time of this framework.

3.14 In addition to structural and thematic partnerships, Cambridge City Council will continue to work in partnership with individual organisations to support the approach outlined in this plan.

### **3.15 Evidence, Advocacy, and Communication**

This is the second element of the arts plan. Cambridge City Council is uniquely positioned at the intersection of communities, businesses, its own operations, other local authorities, and other agencies working in and influencing the city. It is able to listen and share knowledge and to ensure that multiple and sometimes competing perspectives are heard and attended to.

3.16 Evidence: there is an increasing body of evidence about the wider benefits of arts and cultural engagement, both economic and social. The City Council will collate and share evidence, in particular where there is a clear link back to City Council priorities, the vision of *Inspiring Cambridge*, and the activity of the thematic partnerships. It will also work with others to support the collection of high quality evidence.

3.17 Advocacy: Cambridge City Council will advocate, both internally and externally, for the role of arts and culture in achieving City Council priorities and the vision of Inspiring Cambridge. Advocacy will take place both through existing networks and forums, for example, Cambridge City Deal, Greater Cambridge Greater Peterborough Partnership, and also through specific, timetabled activities, in particular in relation to internal advocacy.

3.18 Communication: Cambridge City Council is a recognised source of information about arts and culture in the City. In addition to the communication that will take place through partnerships and the advocacy strategy, there is a regular requirement both to put information into the public domain, and to respond to enquiries from residents and others.



### 3.19 Investment

3.20 Cambridge City Council is a major investor in the arts and cultural life of the City. The investment made by the City Council will focus on achieving the strategic vision of the City Council through arts and culture.

3.21 Grants: Cambridge City Council will continue to include arts and culture as one of the priorities in its Community Grants scheme, and applicants and funded organisations will be supported by an appropriately experienced strategy officer.

3.22 Contracts: From 1 April 2015 Cambridge City Council will have a long term contract in place with Cambridge Live to deliver key elements of the arts and cultural programme in Cambridge, including the Cambridge Corn Exchange and Guildhalls, Cambridge Folk Festival, and Cambridge City Events. This investment will be managed to ensure maximum benefit in relation to the goals of this plan are achieved.

3.23 Commissions: Cambridge City Council will commission specific activities in relation to agreed plans. For example, work in relation to the My Cambridge children and young people's programme will be commissioned.

3.24 External Investment : Cambridge City Council will work with Arts Council England, Heritage Lottery Fund, and other funders to maximize the benefit of external funding within the city, both in relation to jointly funded organisations, and more broadly.

3.25 When appropriate it will prepare and submit grant applications either solely, or as lead or support within a partnership bid, linked to strategic partnership plans developed using the approach outlined above.

### 3.26 Action Plan 2015-16

<b>1</b>	<b>Partnerships</b>
<b>1.1</b>	<b>Structural</b>
<b>1.11</b>	<b>Cambridge Arts and Cultural Leaders (CACL)</b>
1.111	Maintain active engagement and attendance at meetings
	Provide support to the partnership
<b>1.12</b>	<b>Cambridge Core Stakeholders Partnership</b>
1.121	Lead on convening quarterly meetings
1.122	Review role of partnership in relation to CACL
<b>1.13</b>	<b>Culture Task Group (County wide partnership)</b>
1.131	Review options for Cross County partnership
<b>1.14</b>	<b>Cambridge Arts Network – CAN</b>
1.141	Implement 12 month plan for CAN to operate as an independent network, including recruitment of external support for newsletter, initiation and support of committee, handover of website, and social networking opportunities
<b>1.15</b>	<b>Event Management Group</b>
1.151	Implement new approach following outcomes of review of the role and purpose of the group taking place February 2015
1.16	Monitor and evaluate individual and cumulative impact of changes to structural partnerships.

<b>1.2</b>	<b>Thematic Partnerships</b>
<b>1.21</b>	<b>My Cambridge</b>
1.211	Continue to support the development of the partnership, including facilitation of meetings, identification of funding opportunities, and brokering appropriate links
<b>1.22</b>	<b>Development of new Thematic Partnerships</b>
1.221	Establish Arts, Culture and Well Being Partnership using My Cambridge model
1.222	Investigate options and potential for Arts, Culture and Growth Partnership
1.23	Monitor and evaluate impact of thematic partnerships
<b>2</b>	<b>Evidence, Advocacy and Communication</b>
<b>2.1</b>	<b>Evidence</b>
2.11	Develop and maintain a regular process to identify, digest and disseminate relevant evidence about arts and cultural impact, using local and national information sources, such as Arts Council England, Arts Development UK, and key journals including Arts Professional, Arts Industry.
2.12	Identify and take up specific regional and national opportunities to network both to bring back best practice to Cambridge and to showcase Cambridge strengths.
<b>2.2</b>	<b>Advocacy</b>
<b>2.21</b>	<b>Internal Advocacy</b>
2.211	identify internal opportunities to present the benefits of relevant arts and cultural engagement including but not limited to presentations at team, departmental and other management meetings
2.212	Identify and build working relationships with internal officers relevant to this framework (for example: planning, growth, community development, children and young people)
<b>2.22</b>	<b>External Advocacy</b>
2.221	Identify opportunities to present the benefits of arts and cultural engagement to key external groups and partnerships (as part of CACL or other partnership where appropriate). These will include the City Deal partnership, Greater Cambridge Greater Peterborough LEP
2.222	Identify and building working relationships with relevant external organisations
<b>2.3</b>	<b>Communications</b>
<b>2.31</b>	<b>Maintain regular communication mechanisms</b>
2.311	Identify and implement revised operation of CAN newsletter using external support
2.321	Use City Council internal and external communication mechanisms, including websites, newsletters etc., to communicate messages about arts and cultural engagement
2.34	Maintain database of key local contacts, both arts and cultural and in support of the thematic partnerships
<b>2.32</b>	<b>Advice and Support</b>
2.321	Provide advice and support to arts practitioners, organisations and community groups in relation to arts and cultural activity.
2.322	Work with CACL and other partners to deliver annual conference with a focus on sharing and disseminating best practice in support of key aims
<b>3</b>	<b>Investment</b>
<b>3.1</b>	<b>Grants</b>
3.11	Ensure all Cambridge City Council funding opportunities relevant for the delivery of the aims of this plan are identified and shared with potential applicants
<b>3.12</b>	<b>Community Grants Scheme</b>
3.121	Ensure accurate and timely information about the scheme is shared with arts and cultural sector in Cambridge
3.122	work with Community Grants team to support application process and ensure maximum benefit is achieved
3.123	Provide strategic support at level appropriate to grant to organisations in receipt of Community grants under arts and culture priority
<b>3.2</b>	<b>Contracts</b>
<b>3.21</b>	<b>Cambridge Live</b>
3.211	Oversee contract
3.212	Maintain regular contact to ensure maximum benefit in relation to arts plan and key aims are achieved
<b>3.3</b>	<b>Commissions</b>
3.31	Manage the process of awarding commissions for activities, including activities funded through external investment. Ensure that My Cambridge resources are allocated

	appropriately (in conjunction with partnership steering group)
<b>3.4</b>	<b>External Investment</b>
3.41	Work with key external funders to ensure that maximum benefit is achieved for Cambridge. Sign post opportunities and where appropriate work through partnerships or take the lead on bidding for external investment

## 4. Implications

(a) **Financial Implications** - none

(b) **Staffing Implications**

The Arts Development Officer role will be reviewed to take on this new approach. The need for a future review of this role was highlighted in the Director of Customer and Community Services' Implementation Paper in respect of the merger of Community Development and Arts & Recreation in June 2014.

(c) **Equality and Poverty Implications**

An Equality Impact Assessment has been conducted.

(d) **Environmental Implications** - Nil

(e) **Procurement** - None

(f) **Consultation and communication**

Discussions have been held with Cambridge City Council Arts and Events Team, and Cambridge Arts and Cultural Leaders.

(g) **Community Safety** - None

## 5. Background papers

Arts Plan Delivery Framework Equality Impact Assessment

*Inspiring Cambridge* available at:

[http://www.cam.ac.uk/sites/www.cam.ac.uk/files/inspiring\\_cambridge\\_10.12.14\\_a4\\_printable\\_version.pdf](http://www.cam.ac.uk/sites/www.cam.ac.uk/files/inspiring_cambridge_10.12.14_a4_printable_version.pdf)

## 6. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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To: Executive Councillor for Community,  
Arts and Recreation: Councillor Richard Johnson

Report by: Ian Ross

Relevant scrutiny committee: Community Services Scrutiny Committee 19/3/2015

Wards affected: All

## **UPDATED SPORTS AND PHYSICAL ACTIVITY PLAN 2014-2017**

### **Not a Key Decision**

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#### **1. Executive summary**

- 1.1 The Sports Strategy 2014-17 was adopted in March 2014 following local consultation with clubs and sporting organisations to identify and prioritise themes for areas of work and development within the City.
- 1.2 After a change in Administration following the May 2014 elections the work on delivering the adopted Sports Strategy continued, but has now been updated to reflect and incorporate the new Council Vision and Policy Objectives to bring a focus on tackling Anti-Poverty and health and well-being related issues on the key themes previously identified through consultation. There is now an updated action plan for delivery within new priority areas and targeted interventions over the remaining term of the strategy.

#### **2. Recommendations**

The Executive Councillor is recommended:

- To approve the approach outlined in the report and agree for the delivery of the Sports Action Plan 2015 - 2017

#### **3. Background**

- 3.1 The Sports Strategy 2014-17 was adopted by the Community Services Scrutiny Committee in March 2014. Extensive local consultation was undertaken in workshops and face to face meetings with local sporting clubs and organisations, and with Sport England and other National Governing Bodies to develop the Strategy.
- 3.2 Five key themes were identified and prioritised for areas of work and development for Sport within the City. These five themes are;
- a) **Tacking adult & young people's obesity levels**  
To tackle poor health outcomes and medical conditions, such as diabetes and Coronary Health Disease, related to obesity.
  - b) **Tackling low levels of activity**  
There is strong evidence linking low levels of physical activity to long-term conditions and all-cause mortality.
  - c) **Provide for the growing demand for informal sport and recreation opportunities**  
Participation at competition level is not always the main goal and some people see as unobtainable, and would rather participate for fun. Encourage sports deliverers to make sport more accessible and participation less formal.
  - d) **Helping those unable to swim**  
Growing number of younger people and adults are unable to swim 25m unaided. 10% of parents do not take their children swimming because they cannot swim themselves.
  - e) **Supporting the City's community groups and sports organisations**  
Provide opportunity for local people to live more active lives, to help promote and provide support and assistance to help bring sporting and volunteering opportunities into local communities.
- 3.3 A specific focus for 'bridging the gap' - was applied at the time to enable widening access opportunities and promoting participation in sport and physical activity for those people who face barriers to accessing services, and reducing inequality in opportunities to be physically active.
- 3.4 A change in Administration then followed after the May 2014 elections, the work on delivering the adopted Sports Strategy continued, but has now been updated to reflect and incorporate the new Council Vision and Policy Objectives to bring a direct focus on tackling Anti-Poverty barriers, and health and well being related issues, but still focussing around the five key themes previously identified through the public consultation.

- 3.5 The Action plan for delivery now is presented with these new Policy Objectives and priority areas at the core, to allow for focussed targeted work, participation programmes and local interventions to be rolled out over the remaining term of the strategy.
- 3.6 Following consultation with the Executive Councillor for Community, Arts and Recreation a focus for the coming years are to be around;

### **Anti-Poverty – Reducing health and well-being inequalities**

- Implementing the objectives of the anti-poverty strategy into work with clubs and organisations within the City to reduce barriers and increase participation opportunities for those on low incomes.
- Targeted and specific project work for increased physical activity opportunities in deprived Wards and areas around the City.
- Provide and expand Exercise Referral opportunities within deprived wards and areas around the City.

### **Community Grants – Targeting the most disadvantaged**

- Promote the Community Grants programme and inclusive objectives to sporting clubs and organisations to provide better access opportunities for those on low incomes.
- Apply for grant funding opportunities to deliver focussed work to promote physical activity in the City and targeted wards
- Work with SureStart and similar organisations to identify children who would benefit from Free Swimming Lessons for under 6's.

### **Opening up sports playing pitches – Promoting Community use**

- Liaise with Local Clubs and Organisations for opportunities for enhancing and increasing sporting and recreational facilities with the use of S106 Developer and CIL contributions.
- Promote and widen sporting opportunities in Non Council owned sporting venues, facilities and outdoor pitches
- Promotion and increased usage of existing community use hours in centres, and monitoring of new and existing community use agreements.

### **Working in Partnership**

- 3.7 A workshop programme has been setup with Sport England and Living Sport to fully identify and understand the Sporting data for Cambridge and the surrounding areas, breaking the National and Local data sets down to identify and understand local trends, types and usages within the local and Ward populations.
- 3.8 Following the data analysis stage targeted work will then be undertaken to identify which National Governing Body programmes and initiatives can be matched up to local ward needs and available facilities.
- 3.9 This will lead to targeted funding applications to the Sports Activation funding grants from Sport England, and area committees, and working with local clubs to setup bespoke programming of targeted activities in local centres, open spaces and neighbourhoods.
- 3.10 Another crucial partner for local delivery of the Sport Strategy is GLL. The sports team will be working with GLL to setup and deliver a range of new programmes, classes and activities within our own centres utilising specific sports development hours allocated within the Leisure Contract.
- 3.11 GLL employs a Sports Engagement Officer who the sports team will work closely with to develop outreach programmes in schools, community centres, and community halls.
- 3.12 Another area of work will be to utilise GLL Gym based staff and trainers to develop a better understanding for residents to be able to use the “Free Outdoor Gyms” located around the City especially in Romsey, Cherry Hinton, Nightingale, Ditton Fields, and Thorpe Way.
- 3.13 GLL will also help deliver the swimming initiatives with both schools and SureStart organisations to achieve the targets of getting juniors across the City to be able to swim 25m. A programme to increase water confidence amongst adults will also be run.
- 3.14 The local health and well-being board and County Primary Care Trust (PCT) are other key partners in both funding exercise referral opportunities around the City and provision of advice, guidance and resources such as the Change for Life programme.
- 3.15 Funding has been secured from the PCT for the coming year to develop the existing successful exercise referral programme for more targeted intervention work and a free referral scheme for those in most need.
- 3.16 Internal partnerships will also be strengthened with continued working with the community centres and ChYpPS team, for delivery of activities and holiday programmes within the centres and open spaces.

#### **4. Implications**



(a) **Financial Implications**

Work undertaken within the Strategy is provided for within existing Revenue Budgets, and targeted external grant funding is also to be applied for from the Sport England Community Activation funding rounds for some work streams within the Activity plan.

(b) **Staffing Implications**

A review of the Sports Development working priorities and work areas has been undertaken and re assigned between the officers. Some Community Activation funding will include bids and costs for additional staffing and coaching sessions. Any persons subsequently employed will be on fixed term contracts directly linked to any funding grant received.

(c) **Equality and Poverty Implications**

An Equalities Impact Assessment was originally drafted and has been updated to accommodate the action plan

(d) **Environmental Implications**

**Nil:** There are no Environmental or Climate Change impacts directly relating to the implementation of the proposed work areas or action plan.

(e) **Procurement**

There are no procurement issues to be considered with this action plan. Any future Capital investments will be procured in line with the Councils Procurement Policy

(f) **Consultation and communication**

In depth consultation was undertaken to initially form the Activity Plan with local clubs and National Sporting Organisations and Governing Bodies.

(g) **Community Safety**

There is no direct impact on Community Safety but activities within the plan can be used for diversionary and recommended activity pathways for those identified most at risk of offending or displaying antisocial behaviour.

## **5. Background papers**

These background papers were used in the preparation of this report:  
Sports & Physical Activity Plan 2014-2017 Scrutiny report – 13<sup>th</sup> March 2014

<http://democracy.cambridge.gov.uk/documents/s23512/Sport%20Physical%20Activity%20Plan%202014-17.pdf>

## **6. Appendices**

Sports & Physical Activity Action Plan 2015 – 2017

## **7. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

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# **Sports & Physical Activity Action Plan 2015 - 2017**

Following rounds of consultation and workshops with sporting National Governing Bodies (NGB's), local clubs and organisations, and Sport England, the following key themes were identified in 2014 as being the main focus for the City Council's Sports Team to tackle over the next few years, to provide excellent sporting infrastructure and opportunities for residents and visitors to the City.

## **THEMES**

- a) **Adult & young people's obesity levels** which are lower than national average but are still a growing concern in respect of the evidence linking obesity to poor health outcomes and medical conditions, such as diabetes and Coronary Health Disease.
- b) **Tackling low levels of activity** - 17% of adults living in the City do no or very little physical activity (take part in less than 30 minutes per week) in addition 64.7% of adults are not achieving the recommended 150 minutes of physical activity per week to improving health. There is strong evidence linking low levels of physical activity to long-term conditions and all-cause mortality.
- c) **The growing demand by local people for informal sport** and recreation opportunities (for example, running) rather than belonging to a sports club. Participation at competition level not always the main goal and some people see as unobtainable, and would rather participate for fun. New research from Sport England finding similar results and are now encouraging sports deliverers to make sport more accessible and participation less formal.
- d) **Helping those unable to swim** - growing number of 11 year olds, younger people and adults who are unable to swim 25m unaided. 30% of key stage 2 pupils who do attend curricular lessons cannot swim 25m unaided, and 39% of pupils are not taking any swimming lessons. 1 in 10 parents do not take their children swimming because they cannot swim themselves, and 52% responding to a recent national survey said they now swim very rarely or never.
- e) **Supporting the City's community groups and sports organisations** in providing opportunity for local people to live more active lives. With the growing cost and numbers of qualifications to deliver sport and the reliance on volunteers to help make clubs sustainable, is a key area to help promote and provide support and assistance to help bring sporting opportunities into local communities.

Other areas highlighted as key issues to be considered in all work action planning are;

- Making sports activities more affordable
- Improving geographical accessibility of sports centres
- Providing more swimming opportunities and a 50m pool
- Increasing awareness of sporting opportunities
- Increasing disabled provision and more integrated activities

## **Sports & Physical Activity Action Plan 2015 - 2017**

### **Adult & Young People's obesity levels**

<b>Actions</b>	<b>Partners</b>	<b>Performance Measure</b>	<b>Year &amp;Lead</b>
Work with Public Health partners to support and help them deliver weight management programmes for adults and young people across the City.	Cambridgeshire County Council Public Health Directorate CSSP LCG's – CATCH and CamHealth	Attendance and retention figures to programmes, Change to physiological measures, Changes to physical activity levels, Increase in referrals to exercise referral scheme (adults) from weight management services.	
Offer tailored support and bespoke services to these adults accessing the exercise referral scheme.	NICE Cambridgeshire County Council Public Health Directorate Leisure & community facilities (outside of LM contract) GLL LCG's Addenbrookes Obesity clinic	Improvement in exercise referral retention amongst obese adults, Improvement to physiological measures, Increase in physical activity levels, Increase in exercise referral clients continuing with programme of activity following scheme.	
Increase the numbers and opportunities for adults with medical conditions (including obesity) to access exercise referral services, as a result of the new leisure management contract	GLL Cambridgeshire County Council Public Health Directorate	Increase in number of referrals at the Abbey and Parkside sport centres, Increase in number of activity opportunities for exercise referral clients across all GLL sites.	

### **Tackling low levels of activity**

<b>Actions</b>	<b>Partners</b>	<b>Performance Measure</b>	<b>Year &amp;Lead</b>
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Develop and in some instances, continue to provide activity programmes and projects that specifically encourage adults and children from targeted groups to become more active.	GLL Street Games Leisure & community facilities Public Health Directorate	Number of people engaged from areas of deprivation	
Specifically, engage with partners to increase participation amongst the following groups:		Number of people engaged from areas of deprivation	
<b>Older adults</b> (specifically men),  Audit gaps of provision to identify geographical gaps and types of activity  Expand taster session programme with a focus on developing activities and exit routes into community.	Forever Active, Cambridgeshire Community Services Falls Prevention Team, Sport England, LivingSport, GLL, CCC Community Development, COPE, U3A	Number of sessions established Throughput of specific interventions Usage numbers at GLL sites	
<b>People from Black, Asian and Minority Ethnic Groups</b> Audit gaps of provision Identify and contact other ethnic communities within city to assess needs  Identify and address barriers to participation Expand taster session programme with a focus on developing sustainability	Sporting Equals CCC Community Development GLL Faith Groups Cambridge Community Ethnic Forum LivingSport NGB's	Active People Survey Number of sessions established Throughput of specific interventions Usage numbers at GLL sites	
<b>Tackling low levels of activity</b>			
<b>Actions</b>	<b>Partners</b>	<b>Performance Measure</b>	<b>Year &amp; Lead</b>
<b>People with Disabilities</b>  Expand upon existing disability programme with a focus on working with partner organisations to develop sustainability and exit routes including	EFDS CCC Community Development Local Sports Clubs Local Disability Forums eg Ability Plus Disability Sport Forum	Increase in participation rates Active People Survey Throughput of specific interventions Usage numbers at GLL sites	

<p>holiday provision.</p> <p>Club support to offer more inclusive opportunities in the form of awareness training and grant support.</p> <p>Support clubs and sports organisations to access CCC Community Grant aid.</p> <p>To work with sports and community/leisure centres/clubs to deliver inclusive disability sessions</p> <p>Representation on county Ability Plus Meetings (Disability sport Forum)</p> <p>Promotion of inclusive sport opportunities at local neighbourhood festivals</p> <p>Partnership work with You can Too Hub offering inclusive cycling opportunities</p>	<p>Sports Centres</p> <p>GLL</p> <p>Cambridge Powerhouse</p> <p>Living Sport</p> <p>NGB's</p> <p>You Can Too Hub</p>		
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## Tackling low levels of activity

Actions	Partners	Performance Measure	Year & Lead
<p><b>Women &amp; Girls</b></p> <p>Establish Women and Girls in Sport Stakeholder Group</p> <p>Audit activity levels across the city</p> <p>Understand needs and establish project work</p>	<p>Sport England</p> <p>Women's Sports Foundation</p> <p>Living Sport</p> <p>CCC Community Development</p> <p>GLL</p> <p>Sport &amp; Leisure Providers</p> <p>British Cycling – Breeze programme</p> <p>Street Games – Us Girls programme</p>	<p>Throughput of participants</p> <p>Active People Survey</p> <p>Usage numbers at GLL sites</p> <p>Attendances at “Us Girls and For the Girls” programmes</p>	

<p>Implement local activation plan for women and girls sport including “get back into” programmes and collaboration of Women and Girls Projects.</p> <p>Partnership working with Sport England</p> <p>Focus around raising profile of women’s sport at popular city events</p>			
<p>Adults who are sedentary with long term medical conditions</p>	<p>Cambridgeshire County Council Public Health Directorate Public Health England GLL Forever Active LCG’s Addenbrookes, Papworth, Brookfields and Fulbourn Hospitals</p>	<p>Throughput Commissioning of physical activity</p>	

## Tackling low levels of activity

Actions	Partners	Performance Measure	Year & Lead
<b>Mental health &amp; homeless service users</b>  Expand programme of provision and introduce new sport sessions Developing partnerships to enhance provision	Cambridgeshire County Council Public Health Directorate Cambs & P'boro NHS Trust MIND Cambs Kelsey Kerridge Salvation Army Chesterton Sports Centre Local MH service user services Eg. Lifecraft Homeless hostels YMCA	Throughput Number of sessions sustainable	
<b>Young people</b>			
Roll out "Doorstep Sports Club" model within targeted communities of the city focussing on areas of deprivation.	Sport England Street Games CCC Community Development Youth Work Providers GLL School Sports Partnership	Identify needs Number of Doorstep Sports Clubs established Weekly throughput Usage numbers at the Sports Centres	
Consolidate activity provision ensuring sustainability, through the development of exit routes with local clubs for participation and volunteering.  Development of club satellite centres utilising secondary school sites	Street Games Youth Work Providers NGB's School Sports Partnership Sport England CSP GLL Secondary Schools	Participation and volunteering rates   Number of satellite clubs established	
Link with new junior cycling opportunities to be developed at key community sites working with schools, local youth groups and Cambridge School Sports Partnership	British Cycling Local sites Youth work agencies School Sports Partnership	Weekly participants Number of sessions developed	

## Tackling low levels of activity



Actions	Partners	Performance Measure	Year &Lead
<p>Work with schools/youth groups to signpost young people into community sport and recreation.</p> <p>Development of Young People Sports Challenge Day</p>	<p>Romsey Mill Camb County Council Youth Development team CSSP FE colleges School Sports Partnership Local Sports Clubs</p>	<p>Identify needs Number of Doorstep Sports Clubs established Number of sessions developed Participation levels Junior membership levels within local sports clubs</p>	

## Provide for the growing demand for informal sport and recreation opportunities

Actions	Partners	Performance Measure	Year &Lead
Develop and encourage the opportunity for active, informal recreation in the City, by utilising the many green and open spaces that already exist. a focus on increasing and offering opportunities for informal recreation and physical activity on areas of green space  Provide range of affordable recreational facilities in parks for young people	CCC walking & Cycling Team British Cycling Park Run + 321 run routes Breeze PING! Table Tennis England Tennis Partners inc ParkTennis Local park- based clubs eg bowls clubs CCC Streets & Open Spaces	Numbers of informal groups accessing open spaces. Throughput for organised activity.	
Showcase and promote participation in sport via provision of sporting opportunities at city events and local carnivals.	CCC Community Development NGB's LivingSport	Attendance at ward events Local residents feedback Throughput in participation Programmed scheme of work to complement community programming	
Promotion of clubs and opportunities available along with better promotion and monitoring of Community Use hours in developer contribution funded sporting facilities	CCC funded sports facilities	Monitoring of existing community use agreements (quarterly). Sports development plans included within new community use agreements. Membership of sports centres /club committees.	
Develop a <b>TdF legacy</b> that encourages recreational cycling, particularly amongst non-cycling groups with a particular focus on young people and club development opportunities	Local Cycling Partners British Cycling Cambridgeshire Partnership Cycling Participation Strategy 2015-2018 Living Sport Sport England	Establishment of TdF legacy group. Tour of Cambridgeshire Commissioning of cycling opportunities Specific interventions and resources secured CSAF bid	

## Provide for the growing demand for informal sport and recreation opportunities

Actions	Partners	Performance Measure	Year &Lead
Work with key cycling delivery partners to develop targeted approaches and programme of activity of social led rides targeting key	Local Cycling Partners British Cycling Cambridgeshire Partnership Cycling	Establishment of TdF legacy action group. Tour of Cambridgeshire	

geographic areas of the city and those inactive.  Develop Service level Agreement with local cycling delivery partner	Participation Strategy 2015-2018 Living Sport Sport England	Commissioning of cycling opportunities Specific interventions and resources secured CSAF bid	
Establish new partnerships with sports providers to offer new recreation versions to enable future participation.	Leisure Providers NGB's CCC Community Development LivingSport Local Clubs	No of clubs/providers engaged Number of sessions offered	
Development of run routes around the City.	Run England CCC Streets and Open Spaces	No of 3-2-1 run routes established within city. Throughput of weekly usage	
Develop feasibility into the development of Park Run at one site in the city.  Assessment of potential market including postcode analysis of existing projects around Cambridge.	Run England CCC Streets & Open Spaces	Throughput APS	
Support development of new cycling routes and opportunities such as the new Bike Bus, local social rides and Go Ride opportunities to enable local residents to access recreational cycling.	Cambs County Council CCC Walking and Cycling Team British Cycling CCC Community Development	Increase in the number of local opportunities Postcode analysis of participants Throughout of weekly usage	

### Provide for the growing demand for informal sport and recreation opportunities

Actions	Partners	Performance Measure	Year & Lead
Further development of PING! to identify legacy opportunities through local community focus and "play on". Encourage more informal table tennis participation by awareness programme. Develop initiative to support local clubs/providers to target key areas within city.	Table Tennis England Sport England Street Games Local Clubs Leisure & Community Providers Youth Clubs Cambridge School Sports Partnership	Monitoring throughput at informal sessions Engagement with local clubs Number of Doorstep Clubs established	

Establish targeted sessions focussing on hard to reach groups eg: Mental Health Older adults Women & Girls Young People			
Increase the usage of public tennis courts, particularly during “off peak” periods	LTA Community Tennis Partners Park Tennis Street Games U3A, Forever Active Cambridge School Sports Partnership CCC Streets & Open Spaces	Monitoring throughput, particularly for key communities	
Continue to support the recreational tennis programme at Jesus Green focussing on sustaining volunteers. Establish focus on hard to reach groups	CCC Streets & Open Spaces Cambs Volunteer Centre Living Sport Park Tennis LTA	Number of participants Number of new sessions established	

## Provide for the growing demand for informal sport and recreation opportunities

Actions	Partners	Performance Measure	Year & Lead
Link with local community partners to offer “no strings” tennis such as “Pop up” Tennis Clubs.	Street Games LTA Local Tennis Clubs Community Centres	Number of participants Number of sessions established Number of people engaged from areas of deprivation.	
Develop sustainable exit routes with local tennis clubs and sports centres.	Leisure Providers Tennis Clubs LTA Schools	Number of satellite clubs established	
Trim Trails & outdoor gym promotion. Better structured use of the outdoor gym provision in open spaces by groups and residents	GLL Boot camp operators Leisure Providers Schools Sustrans	Number of participants Number of sessions established Number of people engaged from areas of deprivation.	

Ice rink – Work with the developers of a new Ice Rink by the Newmarket Road Park and Ride site	Ice Rink Operator	Number of participants Number of sessions established Number of people engaged from areas of deprivation.	

## Helping those unable to swim

Actions	Partners	Performance Measure	Year & Lead
Increase the provision of school swimming lessons across GLL sites to enable swimming ability to increase amongst complete non-swimmers and those not reaching KS2 targets across all City schools.	GLL Cambridge School Sports Partnership ASA	Increase in number of pupils reaching KS2 targets Increase in number of school years accessing school swimming programme	
Introduce targeted sessions across GLL sites to encourage swimming participation amongst weak or non-swimmers Eg. Older adults, BAME communities, disabled children	GLL Forever Active CCC Community Development ASA Disability forums	Throughput at organised sessions Progression of participants as measured by GLL	
Increase the awareness of swimming opportunities in the City.	GLL City Providers ASA	Local Sport Profile Active People Survey	
Provide free swimming lesson provision on referral for: <ul style="list-style-type: none"> <li>City children in years 5 + 6 who are not reaching KS2 targets,</li> <li>City children aged 3 and 4 living in the North and East of the City</li> </ul>	GLL SureStart Centres in North and East Pre-schools in designated area ASA CSSP Family workers	Throughout and retention to programmes Progression of participants as measured by GLL	
50m pool at the NW University site. Continue to promote the need for a 50m indoor swimming pool at the university site	Cambridge University ASA	Planning approval S106 funding Provision of a new indoor pool	
Jesus Green Pool Developments. Develop a master plan to improve access and range of facilities and opportunities for increased usage of the site by all.	Friends of Jesus Green Pool Jesus Green Association GLL Sport England & National Lottery	Planning approval S106 funding Provision of a new facilities Lottery Grant	

## Supporting the City's community groups and sports organisations

Actions	Partners	Performance Measure	Year & Lead
Increase awareness and encourage	CCC Community Development	Number of clubs engaged in grant	

applications to funding opportunities, including Cambridge City Council Community Grants, Area Committee funding and S106 Developer Contribution Grants	Community Sport Network Cambridge Future Champions LivingSport	process	
Promote and support funding applications to external funders working with partners to increase sport and physical activity opportunities in the city for target groups.	Sport England Living Sport CSN	Number of clubs supported	
Re-establish and co-ordinate opportunities for City's Community Sport Network to share common ideas and develop best practice meeting half yearly to co-ordinate key messages to local sports providers  Undertake review and establish priorities Engage with local, regional and national initiatives.  Promote best practice on club structures and policy to increase the range and provision of sustainable sports clubs	Sport England Local Clubs NGBs Facilities CCC CSP GLL	Number of clubs engaged Number of resulting partnerships	
<b>Sports Clubs</b> Increase capacity at local sports clubs by enabling and supporting them to apply for external and CCC Community funding to enhance workforce and coaches	CCC Community Development Living Sport Sport England NGB's GLL	Active People Survey Throughput of participants Number of new personnel engaged at club level	

## Supporting the City's community groups and sports organisations

Actions	Partners	Performance Measure	Year & Lead
Promotion of clubs and opportunities available along with better promotion and monitoring of Community Use hours in developer contribution funded sporting facilities	CCC funded sports facilities/Clubs	Monitoring of existing community use agreements (quarterly). Sports development plans included within new community use agreements. Membership of sports centres committees.	

Work with community sports groups to showcase their activities through Council events such as Big Weekend and local community festivals.	Cambridge Live CCC Community Development NGB's Local sports clubs GLL	Participation numbers at taster sessions at events Resulting club membership levels	
Attend key events within the city to develop local community focus using the opportunity for consultation and activity. Development of Doorstep Sport opportunities.  Provide information on where and how to get active in the city	National Governing Bodies of Sport CCC Community Development Local Sports Clubs GLL	Local resident feedback Number of Doorstep sport opportunities	
Help with the development of the programme by looking at future sport and recreation sites to expand.	Local Sports Clubs & Facilities Schools NGB's Sport England S106 Developer contributions	Number of proposals taken forward at each funding round Commitment from NGB's	

## Supporting the City's community groups and sports organisations

Actions	Partners	Performance Measure	Year &Lead
Support, capture and utilise the enthusiasm for mass participation events in the City, such as the half-marathon and triathlon events.  Work with National Governing Bodies to develop grass roots opportunities for participation.	National Governing Bodies of Sport CSN	Club membership levels Number of exit routes developed	
Communicate with local sports providers around the obligations of agreements	CCC		



CH Pavilion extension. To provide extra changing rooms and kitchenette for use by the club and local groups	Cherry Hinton Lions FC (Adult & Juniors) Cambs FA GLL Cherry Hinton Residents Association	Number of participants Number of sessions established Number of people engaged from areas of deprivation.	
Nightingale Pavilion redevelopment. To provide better changing rooms and kitchenette for use by the club and local groups	Cherry Hinton Lions FC (Juniors) Cambs FA Friends of Nightingale Recreation Ground GLL	Number of participants Number of sessions established Number of people engaged from areas of deprivation.	
Trumpington Bowls extension. To develop an out of season programme for indoor carpet bowls  To develop wider community usage of the space out of the bowls season	Southern Fringe residents association Trumpington Bowls Cub Scout groups	Number of participants Number of sessions established Number of people engaged from areas of deprivation.	

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To: Executive Councillor for City Centre and Public Places: Councillor Carina O'Reilly  
Report by: Joel Carre, Head of Streets and Open Spaces  
Relevant scrutiny committee: Community Services Scrutiny Committee 19/3/2015  
Wards affected: All Wards

## **DRAFT CITY CENTRE AND PUBLIC PLACES PORTFOLIO PLAN 2015-16 Key Decision**

### **1. Executive summary**

- 1.1 This report covers the draft City Centre and Public Places Portfolio Plan 2015-16, which sets out the strategic objectives for the portfolio for the year ahead, describes the context in which the portfolio is being delivered and details the activities required to deliver the outcomes and the vision. Performance measures and risks are also shown for each strategic objective.

### **2. Recommendations**

- 2.1 The Executive Councillor is recommended to:
- (i) approve the draft City Centre and Public Places Portfolio Plan 2015-16.

### **3. Background**

- 3.1 This is the fourth year in which Cambridge City Council has produced Portfolio Plans. The aim of the Portfolio Plans is to set out how each of the seven Portfolios will contribute to the delivery of the vision outlined in the Council's vision statement.
- 3.2 The draft City Centre and Public Places Portfolio Plan for 2015-16 has been developed by officers and the Executive Councillor, in parallel with the budget planning process. In comparison to previous years, the draft City Centre and Public Places Portfolio Plan for 2015-16 sets out a limited number of high-level, strategic objectives for the Portfolio, along with the broad activities required to achieve these objectives.

- 3.3 The services that will deliver the strategic objectives set out in the Plan are each developing more detailed Operational Plans. These will function as management tools to ensure the tasks that deliver the strategic objectives are planned and managed effectively.

## **4. Implications**

### **(a) Financial Implications**

The financial implications of this plan are set out in the budget for the portfolio.

### **(b) Staffing Implications** (if not covered in Consultations Section)

Staff will be allocated personal objectives to ensure the tasks and activities to deliver the objectives are managed. Staff will be supported in the learning and development activities they need to deliver their contribution to the plan.

### **(c) Equality and Poverty Implications**

The activities set out in this plan aim to support the Council's equality and diversity objectives. Equality impact assessments will be carried out on decisions and projects related to this plan as appropriate.

### **(d) Environmental Implications**

The Plan contains objectives and activities that are likely to have a medium positive environmental impact. For example:

- Completing the production of a public tree strategy, which sets out the Council's policies for the management of the city's tree stock
- Piloting development of a Cambridge civic pride campaign, engaging community groups and individual volunteers in looking after their local environment, including Friends Groups, 'Rivercare' and community litter picks
- Completing a review of Parks' Friends Groups and produced a plan setting out how the Council will work with such groups

### **(e) Procurement**

Some of the actions involved in the Plan will involve procurement by the Council. Separate reports on the procurement elements of actions included in the Plan will be provided at an appropriate time.

### **(f) Consultation and communication**

This is a strategic document covering a number of different objectives. There has therefore been no consultation on this plan *per se*, although there has been or will be consultation on those elements of it that have a significant impact on residents at the appropriate time, in accordance with the Council's code of practice on consultation and community engagement and our statutory obligations on consulting around planning matters.

**(g) Community Safety**

There are no significant community safety issues associated with the strategic actions set out in the Portfolio Plan.

**5. Background papers**

N/a

**6. Appendices**

Appendix A – Draft City Centre and Public Places Portfolio Plan 2015-16

**7. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

Author's Name:	Joel Carre, Head of Streets and Open Spaces
Author's Phone Number:	01223 - 458201
Author's Email:	<a href="mailto:joel.carre@cambridge.gov.uk">joel.carre@cambridge.gov.uk</a>

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## City Centre & Public Places Portfolio Plan *2015-16*

Portfolio Holder: **Councillor Carina O'Reilly**

Lead Officer: **Joel Carré**

Email address: **[joel.carre@cambridge.gov.uk](mailto:joel.carre@cambridge.gov.uk)**

Phone number: **01223 458201**

<b>Vision Statement 1:</b>	An entrepreneurial city with a thriving local economy, in which businesses are assisted to build on their global and national pre-eminence in learning, discovery and production, and develop a full range of local employment and skills development, while also recognising and delivering on their social responsibilities.
<b>Strategic Objective 1:</b>	To consolidate the market position of the council's bereavement services.
<b>By March 2016 we will have:</b>	1.1 - Completed a restructure of the bereavement service to accommodate a more commercial approach and delivered the required level of budgeted savings 1.2 - Prepared a Bereavement Services Business Plan for the period 2016-2019
<b>Lead Officer:</b>	Paul Necus/Tracy Lawrence
<b>Performance Measures:</b>	<ul style="list-style-type: none"> <li>• Produced a business plan for the service</li> <li>• Commenced delivery of an investment programme for the buildings and grounds of the Bereavement services sites</li> <li>• Achieved savings of £105k in 2015-16 from burials, cremations and commemorations compared to the same period in 2014-15</li> </ul>
<b>Delivery Risks:</b>	<ul style="list-style-type: none"> <li>• Increased market competition</li> </ul>



<b>Vision Statement 2:</b>	<p>A city where ‘town’ and ‘gown’ combine, and where mutual understanding and partnerships are developed through joint working, community initiatives and volunteering</p> <p>An entrepreneurial city with a thriving local economy, in which businesses are assisted to build on their global and national pre-eminence in learning, discovery and production, and develop a full range of local employment and skills development, while also recognising and delivering on their social responsibilities,</p>
<b>Strategic Objective 2:</b>	To develop a sustainable model for the future delivery of tourism for Cambridge and the surrounding area.
<b>By March 2016 we will have:</b>	2.1 - Developed a Destination Management Organisation (DMO), which will be a business led partnership, in line with best practise nationally and government recommendations
<b>Lead Officer:</b>	Emma Thornton
<b>Performance Measures:</b>	<ul style="list-style-type: none"> <li>• Significant “buy in” secured from external partners to include the universities, accommodation providers, retail and service sectors, attractions and other destinations in the Beyond Cambridge<sup>1</sup> area.</li> <li>• Increased income from membership fees and other revenue of between 5-20%.</li> <li>• DMO organisation set up and launched by January 2016.</li> </ul>
<b>Delivery Risks:</b>	<ul style="list-style-type: none"> <li>• Lack of “Buy in” from external partners</li> <li>• Unable to secure income levels as projected in outline business case for Year 1</li> </ul>

<sup>1</sup> Initially likely to include South Cambs, Hunts, Fenland, East Cambs and West Suffolk, but it is quite possible that its reach could extend beyond these areas

<b>Vision Statement 3:</b>	A city which draws inspiration from its unique qualities and environment and its iconic historic centre, and retains its sense of place across the city through positive planning, generous urban open spaces and well-designed buildings, and by providing quality council services.
<b>Strategic Objective 3:</b>	To transform the delivery of the Council's public realm (Streets and Open Spaces (S&OS)) operational and developmental services in accordance with the corporate Transformation Programme
<b>By March 2016 we will have:</b>	<p>3.1 - Evaluated the initial Streets and Open Spaces (S&amp;OS) service review structure implemented in April 2014 and made recommended refinements</p> <p>3.2 - Completed a wider comprehensive review of S&amp;OS services, including identifying alternative delivery models, reducing bureaucracy/ streamlining systems, maximising use of assets and being more entrepreneurial/ increasing income</p> <p>3.3 - Completed the production of a public tree strategy, which sets out the Council's policies for the management of the city's tree stock</p> <p>3.4 - Completed a review of the Council's moorings policy, including service provision and associated fees and charges</p>
<b>Lead Officer:</b>	Joel Carré (3.1, 3.2) Development Manager (3.3, 3.4) – new post, subject to outcome of S&OS initial service review
<b>Performance Measures:</b>	<ul style="list-style-type: none"> <li>• Initial review evaluation report completed and recommendations implemented</li> <li>• S&amp;OS transformational plan approved for consultation</li> </ul>

	<ul style="list-style-type: none"> <li>• Tree strategy adopted, which sets out effective policies for managing the city's tree stock</li> <li>• Moorings policy adopted, which sets out measures for effectively managing moorings</li> </ul>
<b>Delivery Risks</b>	<ul style="list-style-type: none"> <li>• Being able to clearly define agreed scope of wider comprehensive service review</li> <li>• Management capacity to lead wider service review process, while also managing and supporting establishment of new service structure in first year of operation</li> </ul>

<b>Vision Statement 4:</b>	A city where all citizens and organisations appreciate their duties as well as their rights, where people are free to enjoy themselves but also show consideration for others, and where the community works together to reduce harm and nuisance including by education and, where needed, robust enforcement of the law.
<b>Strategic Objective 4:</b>	<p>To support community engagement and action to help with the maintenance, development and management of a high quality public realm environment across the city</p> <p>To develop a clear policy statement that sets out the Council's commitment to maximise accessibility in the city centre and develop an action plan to take forward some of the key recommendations from the City Centre Access study,</p>
<b>By March 2016 we will have:</b>	<p>4.1 - Piloted development of a Cambridge civic pride campaign, engaging community groups and individual volunteers in looking after their local environment, including Friends Groups, 'Rivercare' and community litter picks</p> <p>4.2 - Completed a review of Parks' Friends Groups and produced a plan setting out how</p>

	<p>the Council will work with such groups</p> <p>4.3 - Produced a public realm volunteering policy which provides a consistent framework for the effective recruitment and management of volunteers</p> <p>4.4 - Developed a city centre accessibility statement and supporting action plan</p>
<b>Lead Officer:</b>	<p>Wendy Young (4.1, 4.2)</p> <p>Joel Carré (4.3)</p>
<b>Performance Measures:</b>	<ul style="list-style-type: none"> <li>• Increased engagement of community groups and individual volunteers in looking after their local environment, as evidenced through evaluation of the Cambridge civic pride campaign pilot</li> <li>• Friends group support plan adopted, resulting in mutually beneficial and constructive working relationship</li> <li>• Public realm volunteering policy adopted</li> <li>• Volunteer hours supporting the city's public realm (use as baseline figure for target setting in subsequent years)</li> <li>• City centre accessibility statement and action plan adopted</li> </ul>
<b>Delivery Risks</b>	<ul style="list-style-type: none"> <li>• Civic pride campaign pilot is dependent on attracting sufficient support and engagement from local community</li> </ul>



To: Executive Councillor for City Centre and Public Places  
(and Deputy Leader): Councillor Carina O'Reilly

Report by: Head of Planning Services

Relevant scrutiny committee: Community Services 19/3/2015  
Scrutiny Committee

Wards affected: All wards

## **S106 FUNDING AND INTERIM ARRANGEMENTS AHEAD OF THE LOCAL INTRODUCTION OF THE COMMUNITY INFRASTRUCTURE LEVY**

### **Key Decision**

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#### **1. EXECUTIVE SUMMARY**

- 1.1. Under national Community Infrastructure Levy (CIL) Regulations, new restrictions from 6 April 2015 will limit substantially the extent to which councils can enter into new S106 agreements with developers (and, therefore, significantly reduce the number and value of new S106 contributions from new developments). This is in addition to further constraints covered by a ministerial announcement in November 2014. Cambridge is particularly affected by the latest restrictions as the city council cannot introduce (or receive payments via) the Community Infrastructure Levy until after the examination of its draft Local Plan and CIL proposals has been concluded. See Section 3.
- 1.2. Officers are focussed on finding ways forward, working within the CIL Regulations to continue to be able to secure developer contributions – to mitigate the impact of development - prior to the local implementation of CIL. The development of these arrangements is ongoing and will need to be finalised after the Committee meeting date. See Section 4.
- 1.3. The new restrictions on the number of agreed contributions that can be collected for a particular purpose (often referred to as 'S106 pooling') do not affect developer contributions from existing S106 agreements that have already been received. This does not therefore impact directly on the fourth S106 priority-setting round scheduled for later this year. It is important to note, however, that new S106 agreements entered into after 6 April 2015 will have implications for S106 devolved decision-making in the longer term. See Section 5.

## **2. RECOMMENDATIONS**

The Executive Councillor is recommended to:

- 2.1 delegate authority to the Head of Planning Services to finalise the city council's interim approach to seeking S106 contributions from 6 April 2015 until the local implementation of a Community Infrastructure Levy for Cambridge. The final details of this interim approach will be agreed in consultation with the Executive Councillors for City Centre & Public Places and Planning Policy & Transport, their Opposition Spokes and the Chairs of the Community Services and Environment Scrutiny Committees;
- 2.2 confirm that the scheduled fourth S106 priority-setting round (based on S106 developer contributions already received and available) will go ahead in 2015.

## **3. BACKGROUND**

- 3.1 The Executive Councillor oversees the council's use of developer contributions and S106 devolved decision-making process – and this is why these issues are being reported to this Committee.
- 3.2 The city council has collected developer contributions (via Section 106 agreements), in line with its Planning Obligations Strategy SPD and the Community Infrastructure Levy Regulations 2010, to offset and mitigate the impact of development in Cambridge. This has helped to provide or improve a wide range of facilities across the city, including community centres, sports provision, parks & open spaces and play areas. For background information, please visit the council's Developer Contributions web page (see Section 7 for details).
- 3.3 This Committee has previously been briefed on the use of S106 contributions, notably in a S106 priority-setting report in October 2014. This has highlighted the Community Infrastructure Levy Regulations, which, for the last five years, have set three statutory tests to make sure that S106 contributions are:
  - a. necessary to make developments acceptable in planning terms;
  - b. directly related to the development; and
  - c. fairly and reasonably related in scale and kind to the development.
- 3.4 The October 2014 report also made this Committee aware of national policy changes through which the S106/planning obligations system would be replaced by the Community Infrastructure Levy (CIL) as the prime means by which councils secure payments from developers. Whilst there will still be S106 agreements in relation to affordable housing and on-site provision of facilities within developments, CIL will be the vehicle for general infrastructure contributions.

## **S106 pooling constraints**

- 3.5 The Government is incentivising the introduction of CIL. New S106 pooling constraints, which come into effect on 6 April 2015, will restrict the extent to which councils can enter into new S106 agreements.
- a. S106 pooling constraints mean that if councils have put in place more than five S106 contributions since 2010 for an infrastructure project or type of infrastructure, then from 6 April 2015, they will not be able to collect any more contributions for that purpose.
  - b. Local authorities will only be able to accept a maximum of five contributions towards infrastructure projects or types of infrastructure that could otherwise be funded from CIL. Any such contributions should meet the three statutory tests. The five contributions include any from unimplemented consents.
- 3.6 The council's Planning Obligations Strategy supplementary planning document has focussed on a tariff-based system, with a number of standard contribution types (e.g., community facilities, informal open space, play provision for children and teenagers, outdoor sports, indoor sports, public art, public realm). These have been included in S106 agreements (each more than five times in the last five years) along the lines "for the provision of, improvement of or better access to.....within the city of Cambridge". The council will no longer be able to use this tariff-based approach from April 2015 and its standard contribution types. (That said, paragraph 4.4 considers the potential scope for the use of different/more specific projects or types of infrastructure in future S106 agreements.)
- 3.7 The city council submitted its CIL proposals to the Planning Inspectorate in March 2014, anticipating that the examination of the draft Local Plan and CIL proposals would be completed by April 2015. The examination process for the Local Plan has taken longer than expected, however, and is still on-going. Officers await to hear the Inspector's timetable for next stages, and it is expected that the examination of the Local Plan could extend into the rest of 2015. This has had consequences for the planned roll-out of CIL and continued reliance on S106 agreements for longer than previously expected.
- 3.8 The city council is not alone. South Cambridgeshire District Council faces the same issues with the public examination of its draft Local Plan and CIL proposals. Cambridgeshire County Council's scope to enter into its S106 contribution types for new developments (e.g., for roads and schools) is also significantly affected. More widely, officers are in contact with local authorities in four other counties which face delays beyond April 2015 in being able to implement CIL. Given that the Department for Communities and Local Government has already

extended the date from which S106 pooling constraints will apply (from April 2014 to April 2015), the possibility of a further extension is considered unlikely.

3.9 In addition to the new restrictions from April 2015, please note that:

- a. in late November 2014, the Minister of State for Communities and Local Government announced that S106 contributions should not be sought for sites of 10 homes or less (which have a maximum combined gross floor space of 1,000 square metres) and all residential annexes and extensions;
- b. a High Court ruling last month last month means that local authorities can no longer seek new contributions towards the monitoring of planning obligations. In *Oxfordshire County Council v Secretary of State for Communities & Local Government and others* [2015] EWHC 186 (Admin), it was held that administrative and monitoring costs incurred by a local planning authority in ensuring that planning obligations were observed were not an obligation in their own right (but an everyday function) and not necessary to make the development acceptable in planning terms.

3.10 It is clear that the implications of the changes - in terms of potential contributions that the council may no longer be able to seek - could be significant. It is, however, difficult to put a precise figure on this because it remains to be seen:

- a. whether the run-up to the local introduction of CIL may have an impact on the number of planning applications submitted;
- b. which specific major planning applications may come forward and whether site-specific mitigation measures may be necessary;
- c. how far the council may be able to secure other payments from developers, consistent with the CIL Regulations;
- d. when it will be possible for CIL to be implemented locally (albeit that a 12-month interim period is currently anticipated).

3.11 As a broad indicator of the potential impact, the city council entered into S106 agreements for 17 major sites (i.e., 11 or more dwellings) between January – December 2014, with agreed city council contributions totalling £1.7 million. Those from the three largest agreements were more than those from the other 14 agreements combined. It is important to remember, however, that:

Total value	Agreements
< £25k	6
£25k-£50k	4
£50k-£100k	1
£100k-£150k	1
£150k-£200k	1
Over £200k	3



- a. the number and value of planning applications for major developments varies from year to year;
- b. the 2014 analysis includes some site-specific contributions which the council will continue to be able to collect after 6 April 2015;
- c. not all developments for which S106 agreements are made come to fruition – that is, not all agreed contributions become payable.

#### **4. APPROACH TO INTERIM ARRANGEMENTS**

- 4.1 Whilst working within the CIL Regulations, the city council (working closely with county council and South Cambridgeshire District Council) is actively seeking an interim solution prior to the implementation of CIL, in order to minimise the impact of these changes. This involves:
  - a. putting in place sensible measures that can already be taken;
  - b. anticipating which major planning applications may come forward;
  - c. seeking expert advice to interpret the application of the regulations.
- 4.2 The measures already being put in place include:
  - a. getting S106 agreements finalised before 6 April 2015 for planning applications that have already been determined;
  - b. briefing relevant staff on what action is being taken to apply the recent changes and what they need to do in particular;
  - c. taking forward, as site-specific mitigation measures (as appropriate), those projects/works that the CIL report to the Development Plan Scrutiny Committee in March 2014 envisaged for future S106 agreements, for example
    - site-specific transport infrastructure
    - informal open space and play provision
    - household waste and recycling receptacles
    - on-site public art, as part of design considerations, and
    - on-site natural environment mitigation measures;
  - d. focusing contribution requests for monitoring activity on sites/issues necessary to make developments acceptable in planning terms (including monitoring of air quality and contaminated land).
- 4.3 The need to anticipate which major planning applications may come forward during the interim period (prior to the implementation of CIL) is particularly important given the national, standard 13-week target for determining major planning applications (once submitted). Officers need as much preparation time as possible to identify and negotiate specific mitigation measures that are necessary.

- a. The preparations being made include:
  - i. checking Annual Monitoring Report research and requests for pre-application advice as an indicator of which applications may be submitted (officers do not currently anticipate applications for any strategic sites in the next 12 months);
  - ii. consulting other council services about the potential impact of proposed developments, supporting evidence (e.g., from service strategies and needs assessments) and the need for mitigation measures;
  - iii. sharing information about anticipated major planning applications with county council colleagues, as appropriate.
- b. The council may need to focus its efforts, during the interim period before CIL implementation, on securing S106 agreements from larger sites, bearing in mind:
  - i. the amount of contributions that could be secured from individual sites (which need to be “fairly and reasonably related in scale and kind to the development”),
  - ii. the cost of mitigation measures and
  - iii. the constraint that no more than five contributions can be pooled towards a specific mitigation project (see paragraph 3.5b).

4.4 Reflecting on the S106 pooling constraints in the CIL Regulations, the latest advice note from the Planning Officers Society (February 2015) states that, “There has been debate about the exact meaning of ‘infrastructure projects or types of infrastructure’ and legal advice has been sought by some authorities. There are, as yet, no case law or appeal decisions which give guidance on the subject.” In this context, and in conjunction with the county council and South Cambridgeshire District Council, the city council will be seeking Counsel’s informal opinion on a range of questions to interpret how the CIL regulations may be applied and what actions the councils may need to consider.

## **5. S106 PRIORITY-SETTING**

5.1 Overall, the council has around £5.2 million of unallocated off-site developer contributions available, including around £2 million (excluding on-site contributions for the major growth sites) received in 2014. A top-level analysis of the S106 funding available to each area committee and strategic/city-wide programme – by contribution type – will be provided ahead of the Scrutiny Committee meeting and posted on the council’s website. This will show that the availability of developer contributions is not evenly spread across the city or across contribution types. For example, there are higher levels of S106 contributions available from South Area and for outdoor sports

facilities and lower levels from the North and West/Central areas and for the play provision, public art & public realm contribution types.

- 5.2 The new S106 contributions agreed from 6 April 2015 will need to be site-specific and/or related to particular projects. It is unlikely that these will provide the same scope – as there has been in the past – for area committees (for local projects) and Executive Councillors (for strategic/city-wide projects) to decide subsequently how these should be used. S106 devolved decision-making and priority-setting will therefore be confined to those S106 contributions agreed prior to 6 April 2015.
- 5.3 Throughout the third S106 priority-setting round in late 2014/early 2015, this Committee and the area committees have been advised that S106 contributions will soon taper off and run down. This is reinforced by the implications of the S106 pooling constraints and the November 2014 ministerial announcement. These restrictions do not affect developer contributions from existing S106 agreements that have already been received, however.
- 5.4 Following the S106 priority-setting report to this Committee in October 2014, the Executive Councillor agreed the arrangements for the next (fourth) S106 priority-setting round later in 2015. This is based on:
- a. inviting local residents and community groups to identify needs for new or improved facilities (not repairs or like-for-like replacements) in Cambridge to help address the impact of development in the city;
  - b. project proposals relating to the following contribution types: community facilities; informal open space; play provision for children and teenagers; indoor sports; outdoor sports; public art and public realm;
  - c. a public consultation and grant application process is scheduled to take place from early summer 2015, which would invite both:
    - i. proposals for projects on council land/property that would involve council project management and delivery and
    - ii. grant applications from community groups looking to improve their facilities, making them accessible to the wider community;
  - d. priority-setting reports to area and scrutiny committees, as appropriate (for local and strategic/city-wide projects respectively) in autumn 2015.
- 5.5 Although the S106 pooling constraints will have longer-term implications for S106 devolved decision-making and priority setting, it will still be possible for the fourth round to go ahead. Recommendation 2.2 invites the Executive Councillor to confirm this approach.

## 6. IMPLICATIONS

- 6.1 **Financial implications:** This report has highlighted the likelihood of significant reductions in S106 contributions that can be agreed from 6 April 2015. Please note also that contributions are payable only when triggers for payment are met (e.g., when development commences).
- 6.2 Paragraph 3.9 has also highlighted that councils can no longer seek new contributions towards the monitoring of planning obligations. These have previously helped to meet the costs of planning obligations monitoring. The implications of this will be addressed as part of the wider review of the council's S106 and CIL service in the coming year.
- 6.3 **Staffing implications:** It remains to be seen what effect the S106 pooling constraints and the run-up to the introduction of the CIL will have on the volume of planning applications received by the city council – and what this means for the workloads of planning officers and staff in other services (e.g., in compiling evidence to demonstrate the need for site-specific mitigation measures).
- 6.4 Whilst there may be fewer S106 applications to process and monitor, staff involved in overseeing and monitoring developer contributions will be fully engaged in the on-going preparations for the local implementation of CIL and the arrangements for the S106 fourth priority-setting round (assuming recommendation 2.2 is approved).
- 6.5 **Equality and poverty implications:** S106 contributions are focussed on mitigating the impact of development. The likely significant reduction in the overall value of new S106 contributions that can be agreed from 6 April 2015 (particularly prior to the local implementation of CIL) will reduce the developer contributions available to mitigate the impact of development, not least in those parts of the city facing social and economic disadvantages.
- 6.6 Assuming that recommendation 2.2 is approved, officers will contact local equalities groups ahead of the consultation stage of the fourth S106 priority-setting in order to encourage proposals from people who have tended to be under-represented in previous S106 consultations. This is in line with actions identified in the Equality Impact Assessment, which was reported to this Committee in October 2014.
- 6.7 **Environmental implications:** There are no specific implications arising from this report beyond the general recognition that fewer new developer contributions agreed during the interim period prior to the local implementation of CIL will reduce the council's ability to mitigate the environmental impact of development in Cambridge.

- 6.8 **Procurement implications:** None arising from this report.
- 6.9 **Consultation and communication:** The council's Developer Contributions web page has mentioned the broad arrangements for the fourth S106 priority-setting round since last autumn and these have also been highlighted in area committee reports. Assuming that recommendation 2.2 is agreed, the consultation/grant application stage in early summer 2015 will be publicised via the website, social media, news releases and emails to local groups (not least those which have made enquiries in the last 12 months about the availability of S106 funding).
- 6.10 **Community Safety implications:** None arising from this report.

## 7. BACKGROUND PAPERS

These background papers were used in the preparation of this report:

- Community Infrastructure Regulations (<https://www.gov.uk/government/policies/giving-communities-more-power-in-planning-local-development/supporting-pages/community-infrastructure-levy>);
- Planning Officers' Society advice note on "Section 106 Obligations and the Community Infrastructure Levy", February 2015 (<http://www.planningofficers.org.uk/downloads/pdf/POS%20Advice%20Note%20S106%20and%20CIL%20February%202015.pdf>);
- Written statement to Parliament by Minister of State for Communities and Local Government (28/11/14): <https://www.gov.uk/government/speeches/small-scale-developers>
- Developer Contributions web page ([www.cambridge.gov.uk/s106](http://www.cambridge.gov.uk/s106));
- Community Infrastructure Levy web page ([www.cambridge.gov.uk/community-infrastructure-levy](http://www.cambridge.gov.uk/community-infrastructure-levy));
- S106 grants reports to Community Services Scrutiny Committee, 15/01/2015;
- "S106 priority-setting and devolved decision-making" report to Community Services Scrutiny Committee, 16/10/2014;
- "Draft Planning Obligations Strategy SPD" report to Development Plan Scrutiny Sub-Committee, 25/3/2014.

## 8. INSPECTION OF PAPERS

To inspect the background papers or if you have a query on the report please contact:

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To: Executive Councillor for City Centre and Public Places (and Deputy Leader): Councillor Carina O'Reilly

Report by: Head of Planning Services

Relevant scrutiny committee: Community 19/3/2015 Services Scrutiny Committee

Wards affected: Abbey Arbury Castle Cherry Hinton Coleridge East Chesterton King's Hedges Market Newnham Petersfield Queen Edith's Romsey Trumpington West Chesterton

### **CAMBRIDGE CITY CENTRE ACCESSIBILITY REVIEW**

#### **Not a Key Decision**

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#### **1. Executive summary**

- 1.1 In 2014 a review was commissioned to gain a fuller understanding of the issues affecting ease of access in and around the city centre for a range of users but particularly pedestrians, disabled and wheelchair users. The review was completed recently and the final draft report is attached for consideration.
- 1.2 The review provides a baseline assessment of current accessibility issues in and around the city centre and potential areas for future action. Key issues identified that are impacting upon accessibility include 'clutter' and obstructions on streets in the city centre and issues with the configuration and quality of the public realm. These issues and their resolution will of necessity involve the support and engagement of a number of partners.
- 1.3 The next steps in this process will be to develop a plan to support action on the conclusions of the review, to maximise the effectiveness of existing actions by partners and to inform future investment decisions that impact upon the accessibility of the city centre such as City Deal and other initiatives.

## **2. Recommendations**

The Executive Councillor is recommended:

- [1] To agree the findings of the city centre accessibility review and to note the recommendations for further action set out in the study at Appendix A;
- [2] To agree the development of a detailed action plan to be brought back to Scrutiny Committee at its next cycle for consideration

## **3. Background**

- 3.1 The City Centre Accessibility review was commissioned by the council to gain an objective understanding of accessibility issues in and around the city centre. The scope of the study was to undertake a baseline review of the accessibility of Cambridge city centre (looking at the Historic Core and Grafton areas as defined in the Local Plan 2014).
- 3.2 The accessibility issues focussed on are those of particular concern/interest to pedestrians, disabled and wheelchair users that impact on their ability to move around the city's streets and spaces. The review did not consider car access or parking or cycling. Its focus was on accessibility around the city centre once people have got there, not about getting there.
- 3.3 A wide range of partners, organisations, stakeholder and interested groups were contacted as part of the review. Local access groups were surveyed and their feedback has been included within the review report and recommendations. Council officers, including the Access Officer provided the reference group for the consultants undertaking the study.
- 3.4 The review considered thematic and practical issues and the baseline assessment focussed on key parts of the city centre (historic core and Grafton areas). These were broken up into reference areas and specific streets were surveyed for accessibility issues. The study also considered the legal and policy framework impacting on the use and management of the city centre, the agencies involved and their varied responsibilities. Interviews and surveys were used to gain understanding of issues from a wide range of agency and user viewpoints.
- 3.5 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. 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 accessibility review has the potential to feed into the implementation of these plans and influence other initiatives such as City Deal which will be important for users of Cambridge city centre in future.

- 3.6 The main conclusions from the study are that parts of the city centre are difficult to access, particularly for disabled and wheelchair users for a variety of reasons including:
- street obstructions; street furniture, street trading, Advertising boards, badly parked bikes, licensed activities, unlicensed activities and other 'clutter'
  - Public realm and maintenance – pavement widths, crossovers, obstructions, maintenance issues
  - Complexities in the different agencies involved in licensing and enforcement activities, and differing enforcement priorities
- 3.7 The most common issues being raised by pedestrians during the review were:
- 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.
- 3.8 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. The City Council has committed to commissioning a Public Realm Strategy that could form the basis for the setting of future priorities for public realm investment.
- 3.9 The report makes a number of recommendations for future action. These actions are varied in their ease of delivery, cost and complexity but focus on:
- Addressing ease of accessibility by looking at street clutter and particularly how advertising 'A' Boards are dealt with in future
  - Cycle parking and management of abandoned cycles
  - Public realm investment and removal of surplus street furniture
- These actions will of necessity require an inter-agency approach to their delivery.

- 3.10 Actions to improve accessibility and address the issues identified in the review need to be understood and developed to take account of other initiatives affecting the city centre such as Cambridge BID, City Deal, planned redevelopments and any public realm investment associated with that. Alongside this, the context of recent commitments to increased investment in street scene cleansing and greater street scene enforcement will also need to be considered. Some actions will ultimately be easier to deliver than others and may or may not be possible within existing budgetary provision.
- 3.11 The recommended actions will be evaluated by officers and discussed with partners and stakeholders as the next stage of this project. These will then be worked up and brought back to the next Scrutiny Committee meeting for consideration.

## **4. Implications**

### **(a) Financial Implications**

There are no financial implications at this stage. The development of an action plan as the next stage of this project will review any budgetary implications above existing budget commitments.

### **(b) Staffing Implications**

Capacity will be needed to take forward the preparation of the action plan and to secure the future implementation of identified actions. This capacity will be found from existing budgets wherever possible or highlighted as a requirement in the action plan when brought back to Community Services Scrutiny Committee for consideration.

### **(c) Equality and Poverty Implications**

The accessibility review has not been subject to EQIA but the action plan will be assessed using that process when reported back to Community Services Scrutiny Committee next cycle.

### **(d) Environmental Implications**

There are no adverse climate change implications from the accessibility review study. The development of an action plan will consider climate change implications in detail.

### **(e) Procurement**

The procurement of the study has followed the council's procurement regulations.

**(f) Consultation and communication**

The draft accessibility study has been circulated to stakeholders and interested groups who have been asked to give feedback to help inform the development of the action plan. The Access Officer and the Disability Consultative Panel have received a presentation on the review findings and meetings have been held with the Cambridge BID.

**(g) Community Safety**

There are no adverse community safety implications. Improvements to personal accessibility and the wider public realm are likely to have a positive effect upon access and public safety.

## **5. Background papers**

These background papers were used in the preparation of this report:

Draft Cambridge City Centre Accessibility Study 2015

## **6. Appendices**

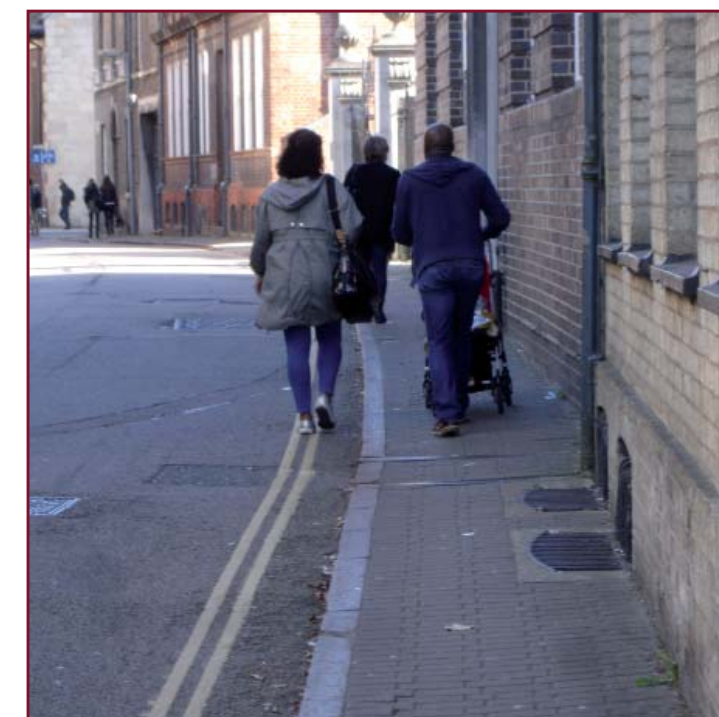
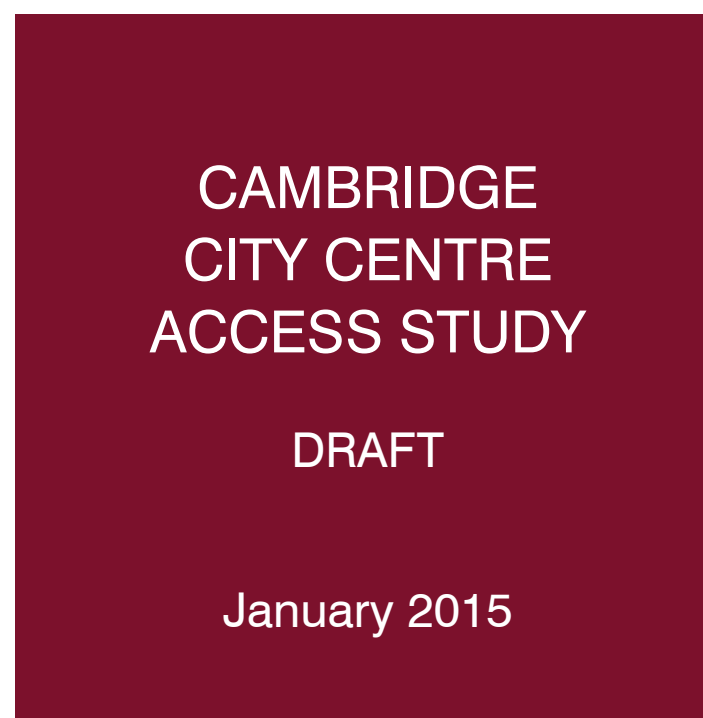
Appendix A – Draft City Centre Accessibility Study 2015



## **7. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

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Project Ref: 14-1094  
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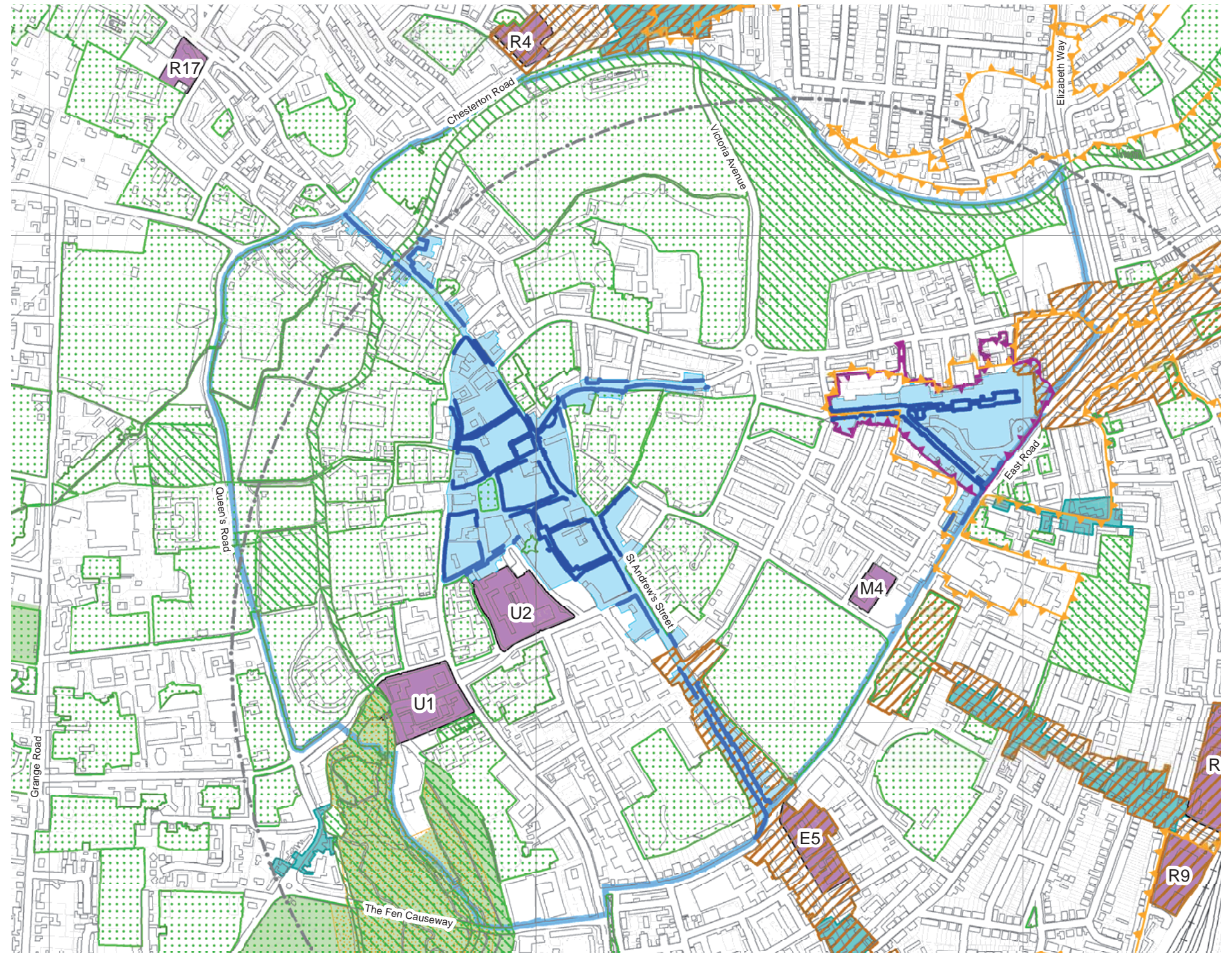
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- 2. List of consultees
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Extract from Cambridge Draft Submission Policies Map





# 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 - CABI 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.

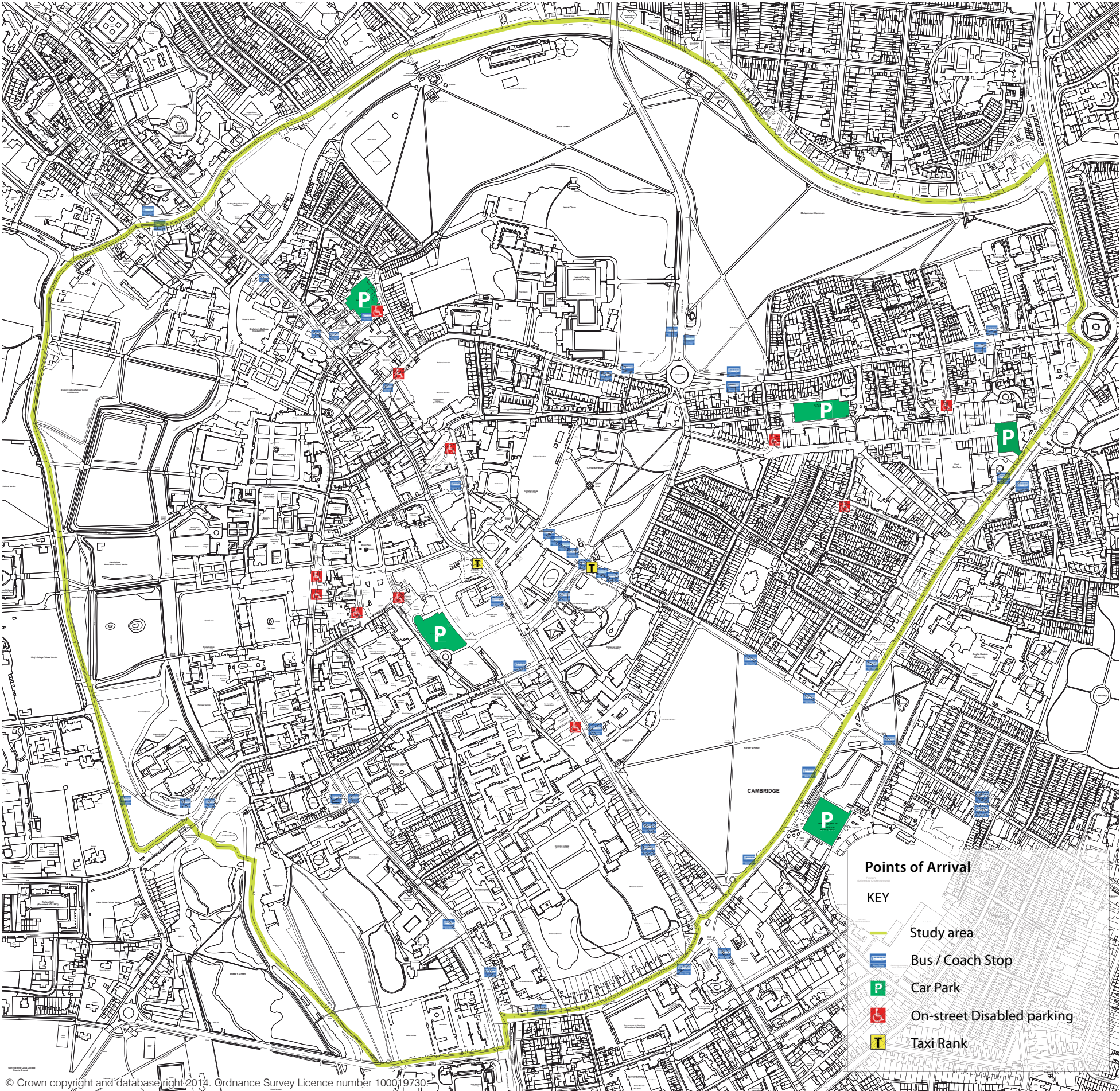
For the purposes of this report accessibility has been defined as being issues of particular concern/interest to pedestrians, disabled and wheelchair users and their ability to move around the city's streets and spaces. This study does not consider car access or parking or cycling. Its focus is on accessibility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

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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.

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*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

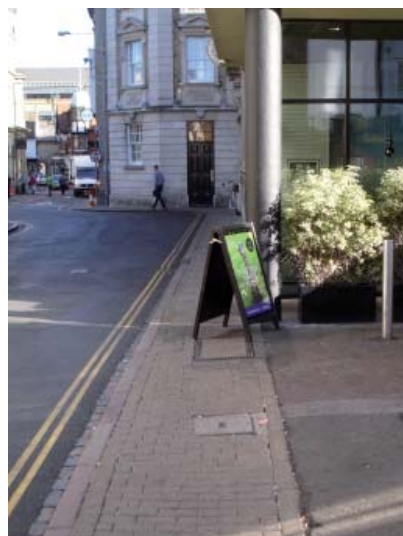
If no action is taken it can be envisaged that increasing numbers of A-boards will appear on the city's streets and that these may also increase in size. This will make movement by pedestrians even more difficult than at present.

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 licensing 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.*

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 prove 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

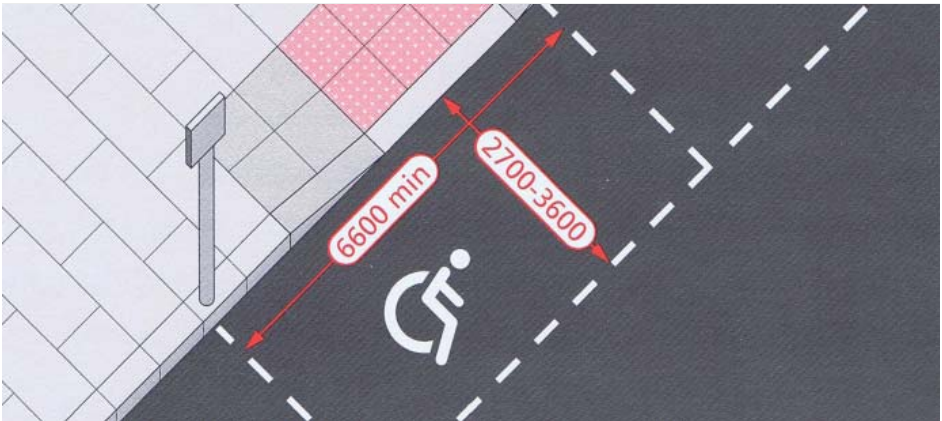
Issues

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)



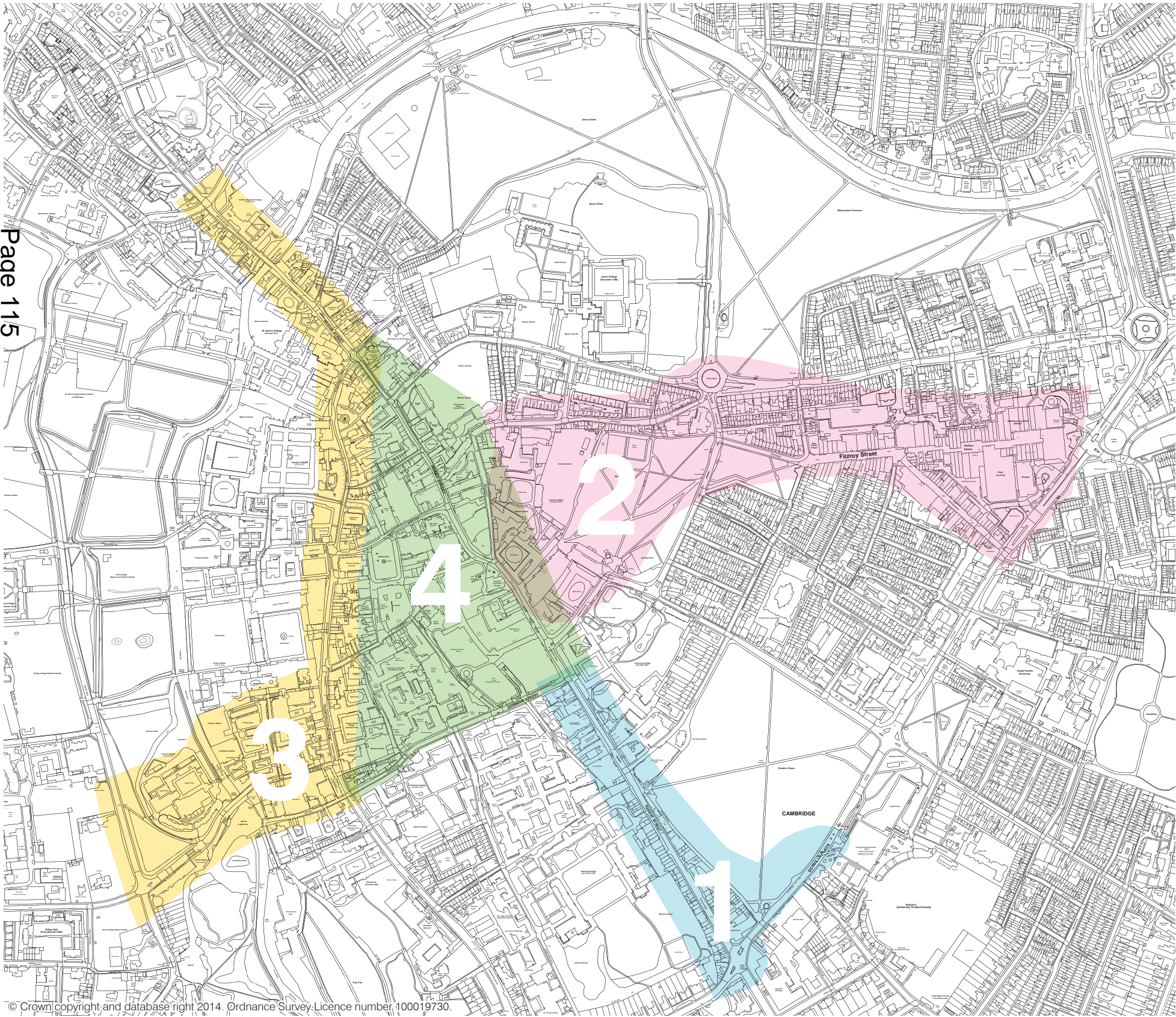
Some cyclists ignore 'no entry signs' (Trinity Street)



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.

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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**Gonville Place**

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





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



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



Entrance onto Regent Terrace



Car parking servicing, cycles and pedestrians share space



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



'Gateway' to city centre. Narrow pavements



Signage affixed to separate pole  
despite adjacent lamp column



New bus stop sign, but old sign not  
removed



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



Road closure and associated signage



Narrow pavement



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

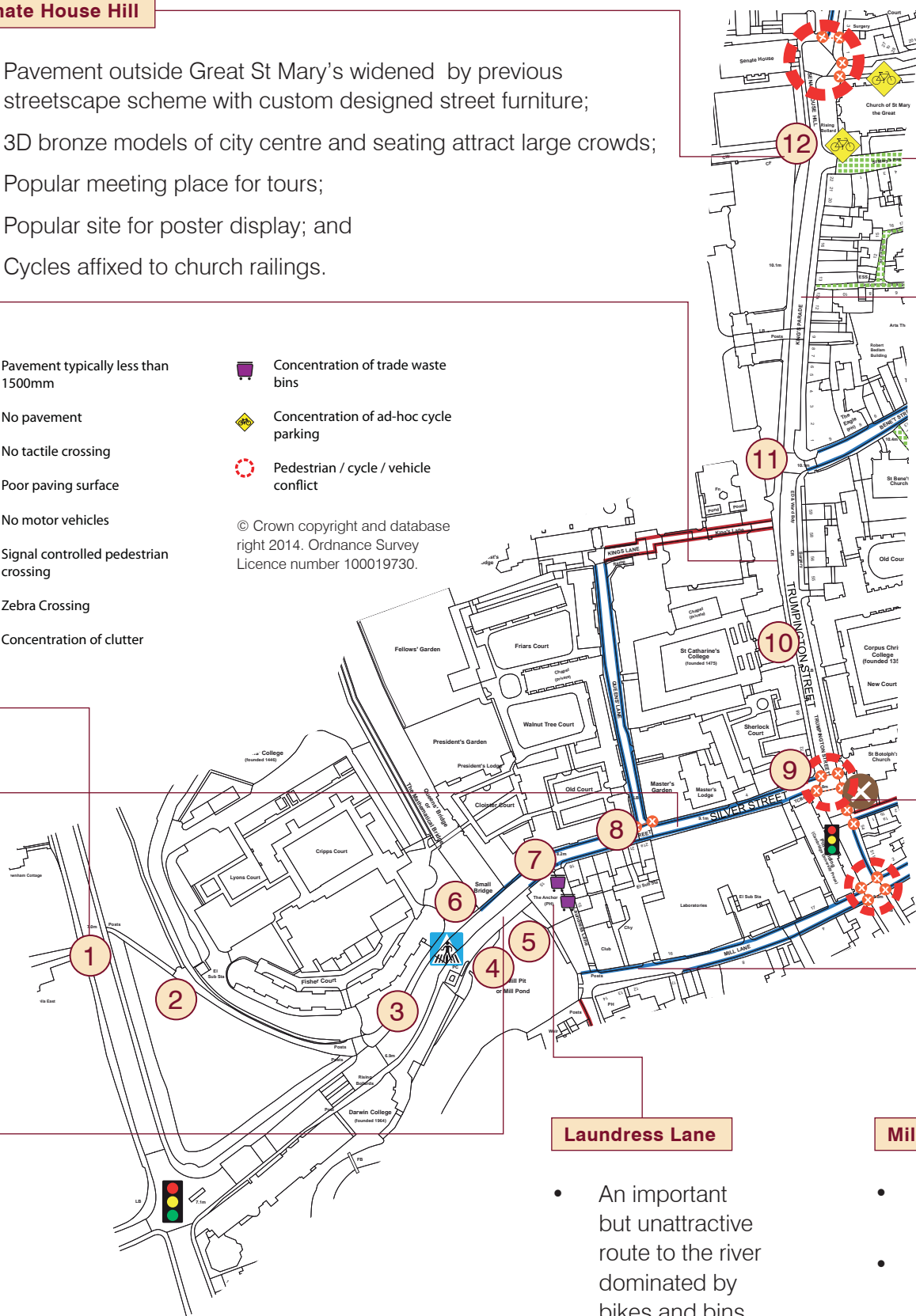
- An important but unattractive route to the river dominated by bikes and bins.

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



'Hoggin' path uneven and floods after rain



Raised zebra crossing gives clear priority to pedestrians



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



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



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



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



crossing Queens Lane – no tactile crossing



Silver Street / Trumpington Street junction



Leaning sign in middle of footway



Grasshopper clock a popular attraction but pedestrians block pavement



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

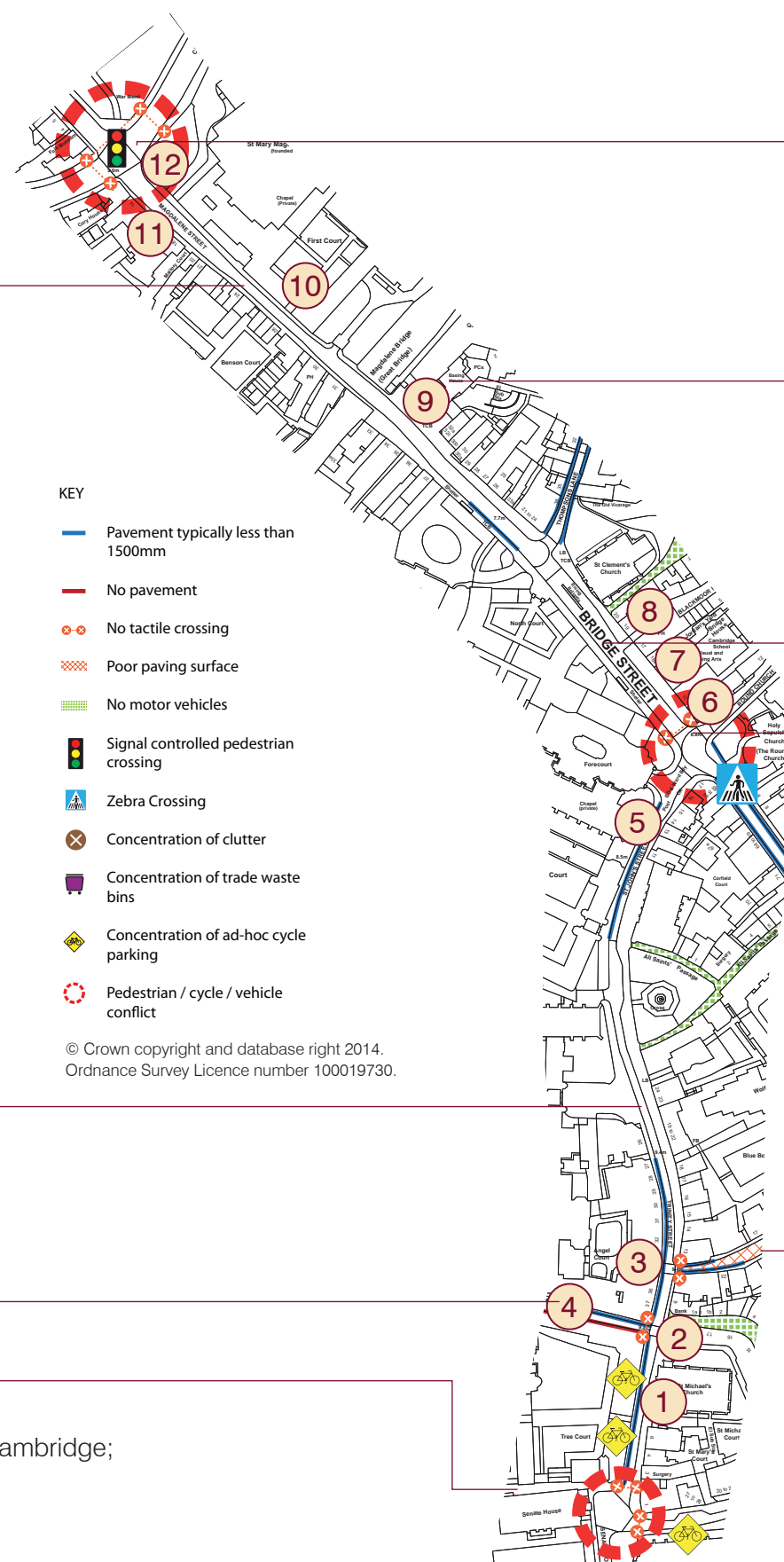
- Footways on west side very narrow and often obstructed by parked cycles.

### Trinity Lane

- Page 120
- 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.





Narrow pavement blocked by cycles



Bollards protect buildings but block pavement



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



Trinity Lane too narrow for effective pavements



Waste bins and bollard narrow pavement width



Bridge St double bus stop



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



Part of the Bridge Street A-board slalom



Quayside pedestrian area - grit bin blocks pavement



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



Shop display reduces pavement width



'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**

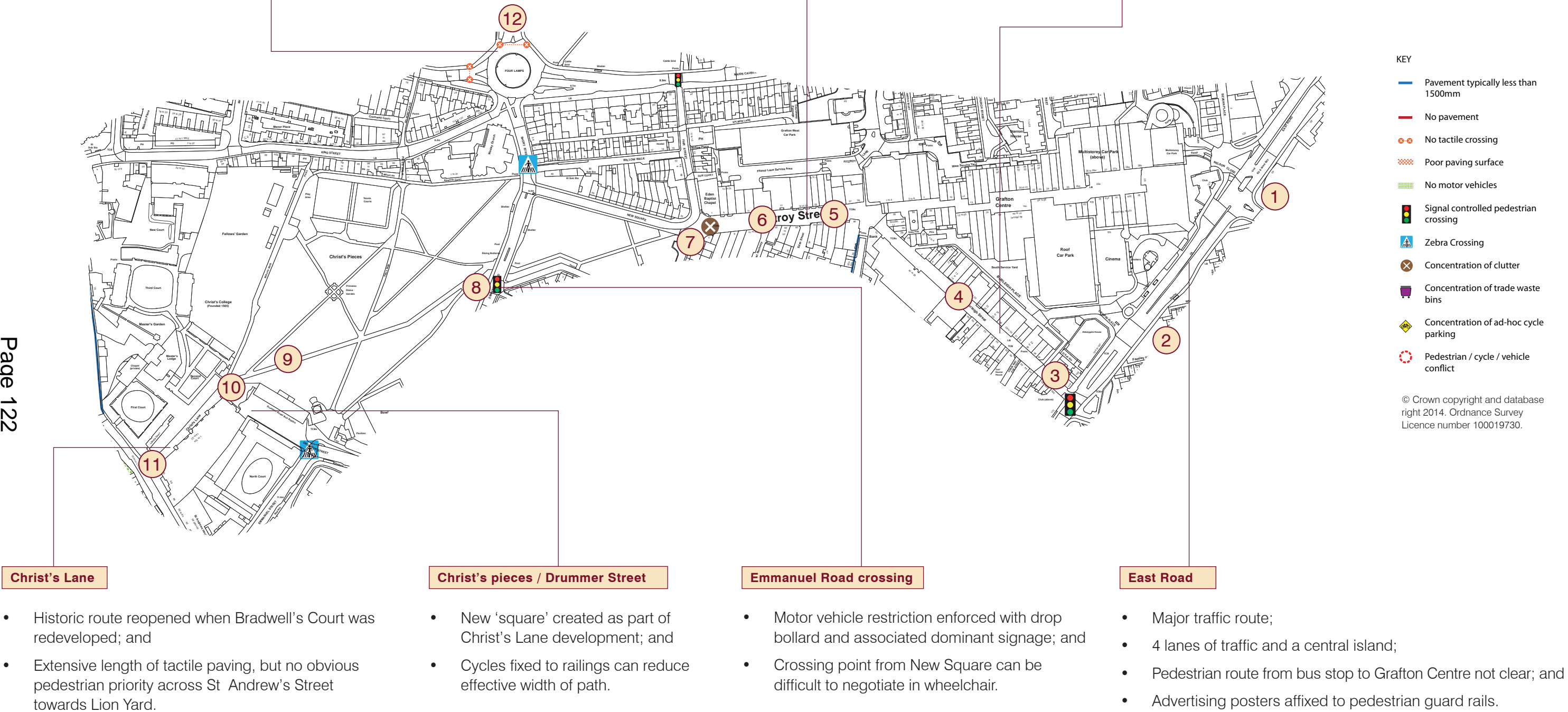
- Busy junction with poor facilities for pedestrian who need to cross wide carriageways.

**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.







Incomplete tactile crossing



Advertising attached to guardrail



Entrance to Burleigh Street



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



Junction between original and 'new' paving scheme



Extension to street trading pitch extends along street



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



Crossing difficult for wheelchair users



Cycle parking in fence



New square created through redevelopment of Christ's Lane site



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



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.

Page 124

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.







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)



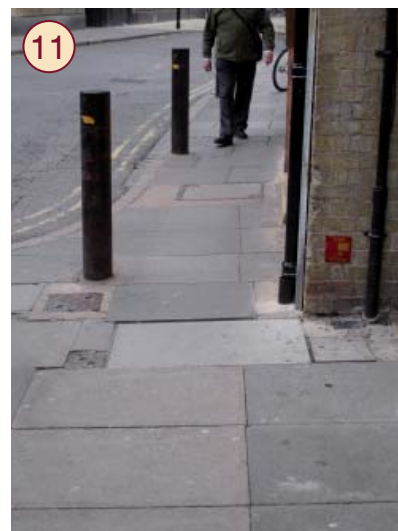
8 Pavement café leaves plenty of width of pavement width



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

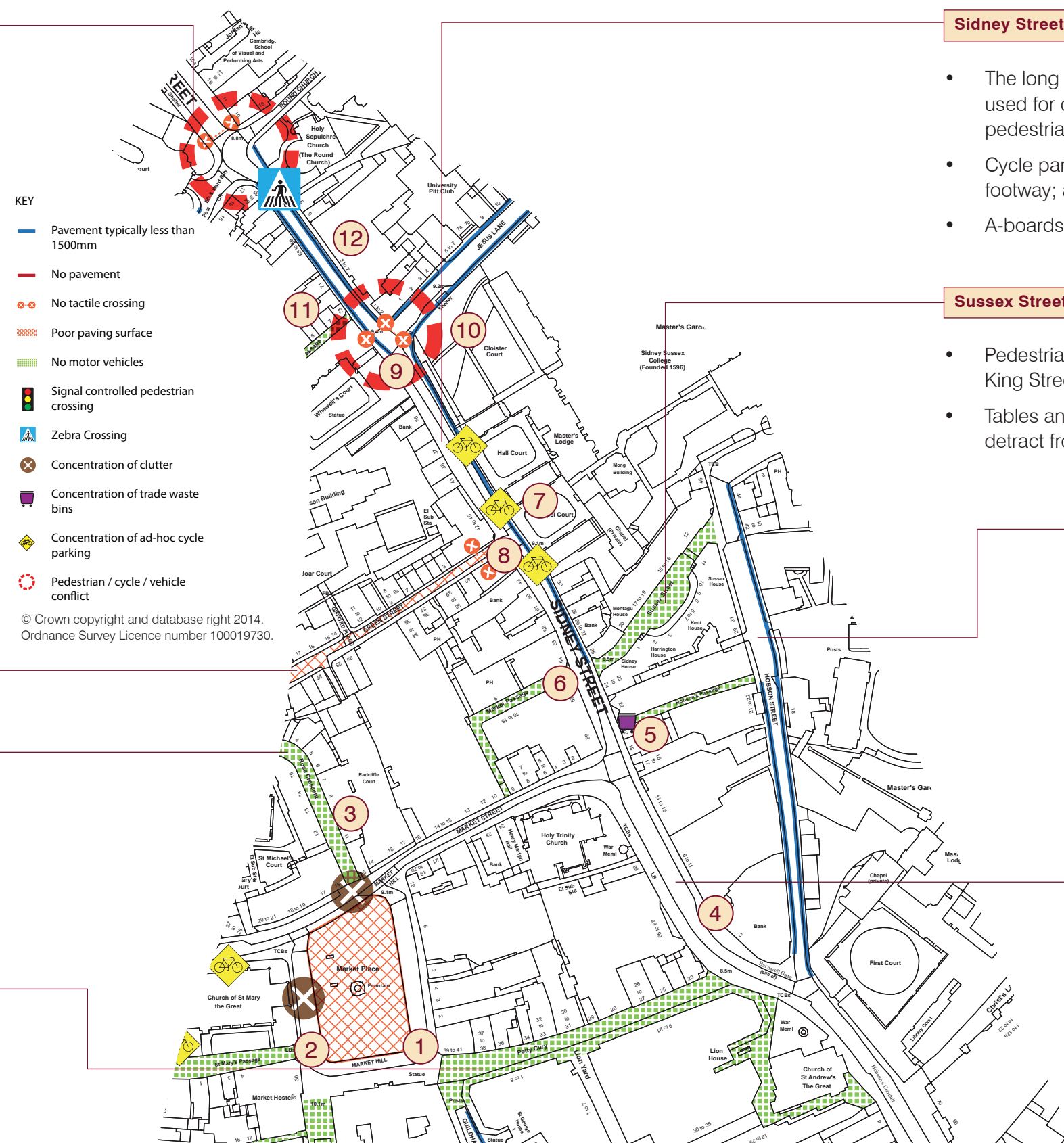
- Granite sett carriageway difficult for the disabled; and
- Footways can be obstructed by poorly parked cycles and A-boards.

### 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.





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



Service area of the market not screened and an unattractive feature



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



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



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



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



Cycle parking against wall makes narrows pavement



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



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



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



No cycling restriction ignored by a few



Narrow pavements mean pedestrians will often walk in the road



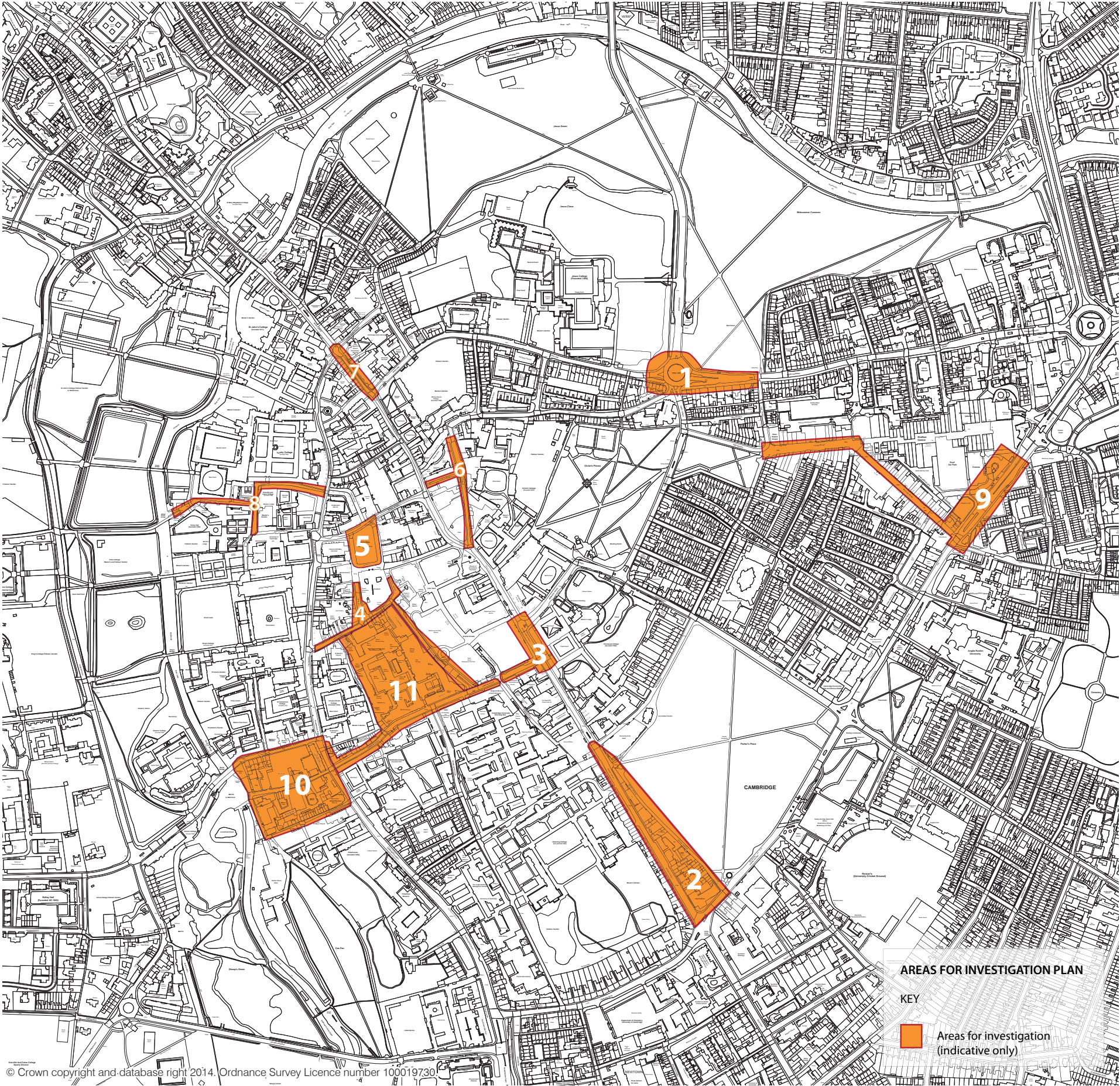
# 10.0 AREAS FOR INVESTIGATION

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

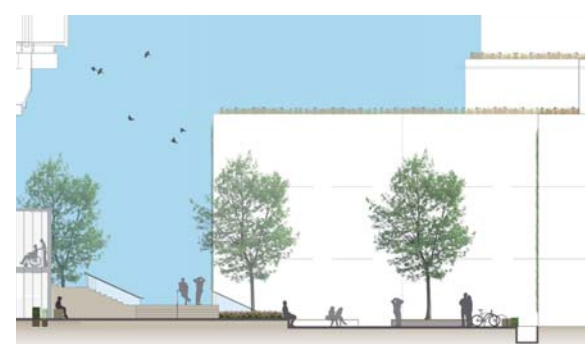
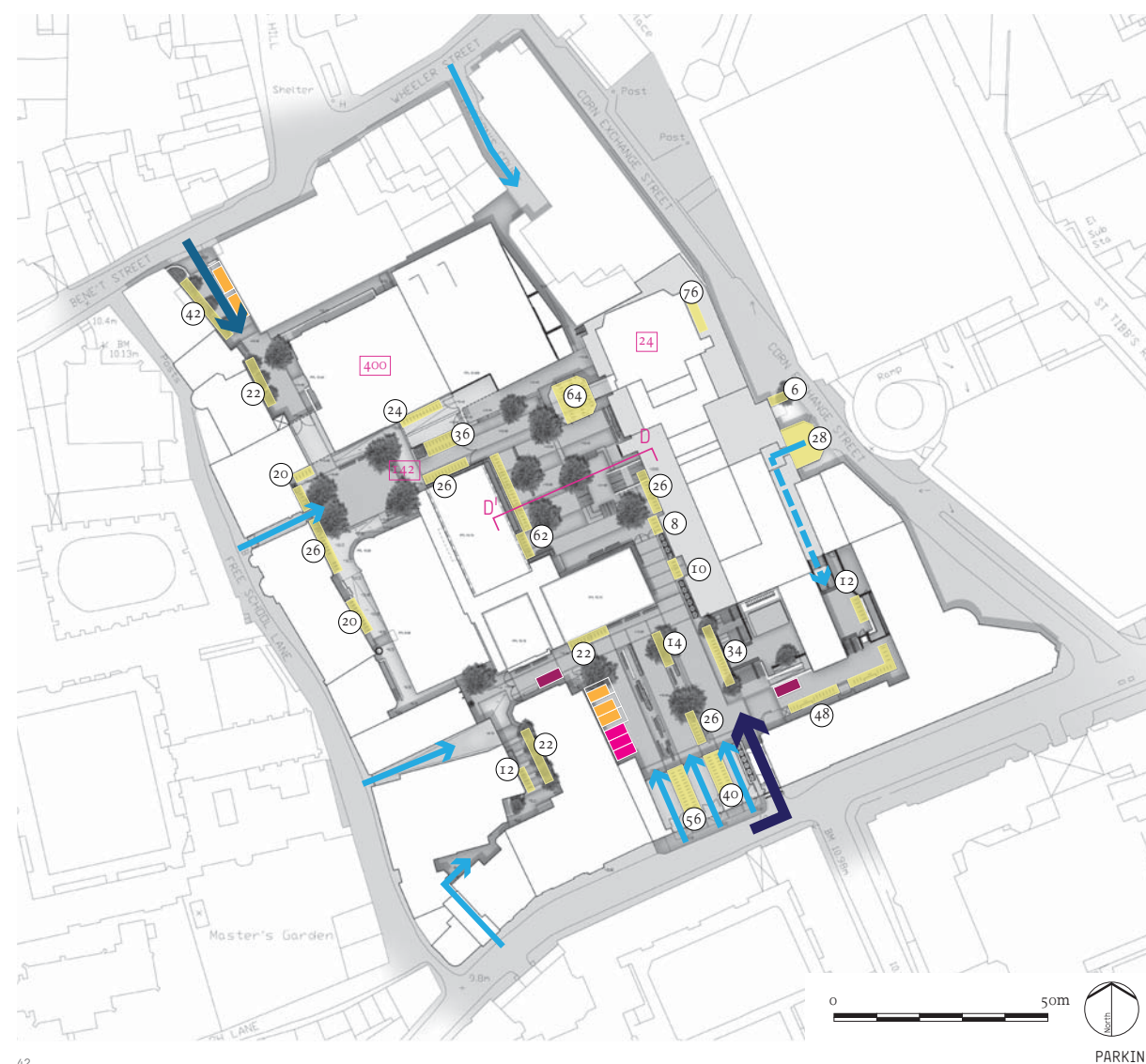


Areas currently subject to investigation by Cambridge University where the design and implementation of public realm enhancements may be achieved in association with development proposals:

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



Corn Exchange Street view  
Image credit © Nicolas Hare Architect



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 improve 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

Page 133

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- Living Streets - The Pedestrian Pound – the business case for better streets and places. (undated)
- Public Realm Information and Advice Network – Street Design for All – An update of national advice and good practice (2014)
- Royal National Institute for the Blind, A-Boards Briefing (2012)
- Royal National Institute for the Blind, Street furniture Briefing (2012)
- Royal National Institute for the Blind, Pedestrian Crossings Briefing (2012)
- Royal National Institute for the Blind, Shared Space Briefing (2012)
- 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

CRU Study Support Service

Cambridge University Disability Resource Centre

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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 uses 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.

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To: Executive Councillor for City Centre and Public Places.  
Report by: Simon Payne, Director of Environment  
Relevant committee: Customer Scrutiny: 19/03/2015  
and  
Community Services  
Wards affected: ALL

### **A FUTURE MODEL FOR TOURISM FOR CAMBRIDGE AND THE SURROUNDING AREA.**

#### **1. Executive Summary**

On 16<sup>th</sup> October 2014 the Executive Councillor made an “in principle” decision, following Community Services Scrutiny Committee, to establish a new Destination Management Organisation (DMO) as an alternative delivery mechanism for the future provision of tourism services in Cambridge and the surrounding area. This model is based on guidance from Government and best practise nationally. This move would deliver a long term financially sustainable model for tourism, whilst increasing investment, safeguarding the visitor economy as a key economic driver for the city and the surrounding area, and reducing the cost to the City Council.

This report provides an update on progress with this project and seeks final approval to create the new DMO.

#### **2. Recommendations**

The Executive Councillor for City Centre and Public Places is recommended:

1. To approve the creation of a new Destination Management Organisation (DMO) as a private sector led, public/private sector tourism partnership and a “Not for Profit” Company Limited by Guarantee on the basis described in this report.
2. To delegate authority for all decisions necessary to implement and establish the DMO to the Director of Environment after consultation with the Executive Councillor, Chair and Opposition Spokes, subject

to existing delegations to other officers and to compliance with budgetary procedures.

### **3. Background**

- i. In the current and likely future economic environment, developing a financially sustainable model for tourism is important for the Council in order to safeguard the tourism sector as an important contributor to the local economy. It is also key to ensuring that the tourism service is equipped to respond to the challenges and opportunities from growth.
- ii. To date, the service has been principally operational (through the operation of the Tourist Information Centre and Guided Walking tour service) with a clear focus on visitor management rather than maximising the economic return from tourism. However, since 2009, the Service has laid down the foundations for a more partnership approach to delivery through the introduction of the Visit Cambridge Membership scheme (where tourism partners pay an annual fee in return for a range of business benefits including marketing, business support and networking). Membership to Visit Cambridge has grown significantly year on year and currently there are 300 Members across a broad range of business sectors and covering a wide geographical area.
- iii. The visitor economy is a key economic driver for Cambridge with 5.3 million visitors a year bringing around £583 million to the Cambridge economy and accounting for around 17 % of local employment (source: Cambridge Economic Impact of Tourism Report 2013). This represents a 48% growth on the 2010 figures. However disappointingly 86% of these visitors are only staying for the day. The broader Cambridgeshire economy receives over 24 million visitors a year bringing £2 billion to the Cambridgeshire economy and accounting for 10% of local employment. (Cambridgeshire Economic Impact of Tourism Report 2013).
- iv. It is therefore evident that the current model of tourism is not maximising the value from our visitor economy with the consequent range of and mix of local jobs. In addition high volumes of day visitors can have a detrimental environmental impact on our small historic city centre. In order to respond to this challenge we need a tourism organisation which is equipped to develop and deliver a strategy aimed at converting more of our day visits to overnight stays and short breaks in the Cambridge and Beyond area.



- v. It is also worthy of note that it is widely recognised that a vibrant well managed visitor economy makes a significant contribution to the quality of life for all users of the city and is a key contributor to attracting inward investment.

### **3a. National Context**

- 3a.i. Given the discretionary nature of tourism, Section 4.2 of the “2011 National Government Tourism Policy” (<http://bit.ly/1DxufQP>) identifies private sector led partnerships as the financially sustainable way forward for tourism delivery locally. Another key element of national policy is that the focus should be more on destination management, rather than marketing, which has been the emphasis historically. The reason for this is that having an effective joined up approach to destination management is essential to delivering a positive visitor experience and therefore maximising the economic benefits to the visitor economy. These new models are referred to as “Destination Management Organisations” (DMOs) in Government Policy.
- 3a.ii. There are a considerable number of DMOs across the UK and Cambridge is part of a network of DMOs in other heritage destinations which include Durham, Carlisle, Chester, Oxford, Bath, Greenwich, Lincoln and York. All of these are well established DMOs.
- 3a.iii. As the models of tourism delivery evolve nationally it is essential that they work closely with Business Improvement Districts (BIDs) and other partnership organisations involved in “place making” in the surrounding area to avoid duplication of efforts and a joined up approach to Destination Management. Continued close working with Cambridge BID and other BIDS in the Cambridge area will therefore be very important for the new DMO. It is suggested that in the case of Cambridge BID, reciprocal representation from the lead officers of the BID and the DMO, “in attendance,” at the respective board meetings would support this. This is in line with best practise nationally.

### **3b. Objectives**

The key objectives of setting up a DMO are to:

- 3b.i. Develop a long term financially sustainable model for tourism in Cambridge and the surrounding area and reduce the cost of tourism to the Council.

- 3b.ii. Safeguard the visitor economy as a key economic driver for the city and the surrounding area.
- 3b.iii. Maximise the economic benefits of the visitor economy; value not volume.
- 3b.iv. Support environmentally sustainable tourism that reduces carbon emissions and minimises environmental impact.
- 3b.v. Ensure a joined up approach to destination management which will be able to respond to the pressures of growth and the new opportunities through City Deal.
- 3b.vi. Secure continued investment in destination management thus helping to make Cambridge a better place to live and to work and to help attract inward investment.
- 3b.vii. Embed the City Council's core values of openness, transparency, diversity, and protecting the environment within the new organisation.
- 3b.viii. Mitigate against increased costs and risk to the Council through loss of confidence from the private sector, and the subsequent reduction in membership income if the service were to remain in house.

In summary, the principal benefit of establishing a DMO is that it presents an opportunity to increase investment, and to see an improvement in the scale and quality of tourism provision, and support for the tourism industry, which otherwise could not be delivered, whilst reducing the cost to the City Council.

The DMO project is aligned to 5 out of 8 the Council's new Vision statements (published in July 2014) as follows:

- Transforming services to meet the needs of residents with fewer resources
- Working with partners to pool resources and deliver services better
- Listening to our staff and engaging them in service redesign
- Being open, transparent, accountable and fair
- Promoting a high quality and sustainable environment
- Improving through flexibility, listening and continuing innovation

#### **4. Progress update**

- i. Since “In principle “approval to set up a DMO was agreed following Committee in October 2014 the following progress has been made:
- ii. A project team has been set up to oversee the delivery of this project with representation from finance, HR, legal and the Business transformation office in the Council. It is proposed the project group would meet regularly following final approval to set up the DMO.
- iii. The Head of Tourism and City Centre Management has held meetings with key interest groups and stakeholders to brief them on the proposals to establish a DMO. These have included Cambridge Hoteliers, Cambridge BID, the College Bursars Tourism Sub Committee, The National Trust, Cambridge University, Cambridge Ahead, Cambridge Network, Conference Cambridge, the Great Days Out Group (a network of attractions in the Cambridge and Beyond area) the GCGP LEP and other local authorities in the GCGP LEP area. A briefing has also been held for members of Visit Cambridge and a Visit Cambridge Member survey undertaken to gain feedback on the current service delivered by Visit Cambridge and aspirations for how this might be enhanced through a DMO.
- iv. A stakeholder briefing was held on Thursday 5<sup>th</sup> February 2015 which brought together key representatives from organisations that may be represented on the DMO Board.
- v. Feedback to date from the engagement with these key interest groups and stakeholders has been positive and supportive of the proposal to establish a DMO for the Cambridge and Beyond area as set out in this report.

- vi. Further detailed research has also been undertaken on operating costs for the new organisation to inform the detailed financial business case for the DMO.
- vii. An informal consultation on the proposals has been undertaken with staff and unions. This was held from 31<sup>st</sup> October until 24<sup>th</sup> November 2014. In addition, informal team meetings have been held with affected staff to keep them updated.

## **5. The DMO model- the detail**

The DMO would be a private sector led, public/private sector tourism partnership and a “Not for Profit” Company Limited by Guarantee.

### **5a Governance**

- 5a.i. The DMO would be governed by a Board of Directors (ideal size would be between 10-12 and no greater than 15) drawn from a broad range of tourism stakeholders across Cambridge and the surrounding area. In addition to an interest in tourism and a commitment to improving/developing the visitor economy, the board would require a mix of experience/ skills in areas such as legal, finance, marketing and communications, retail, arts and culture and the hospitality sector.
- 5a.ii. There would need to be councillor representation from Cambridge City Council, and ideally Cambridgeshire County Council and South Cambridgeshire District Council. DMOs are visitor focussed and therefore do not tend to have defined geographical boundaries; this is key to their financial viability.
- 5a.iii. It is important to note that it is not proposed that the DMO adopts the model of a local authority led company. In order to ensure that its corporate status is clear and secure, industry guidance is that local authority board representation should not exceed 20%. This is considered best practise nationally and is the case from research undertaken into DMOs governance structures in Chester, Durham, Bath, Stratford Upon Avon, Oxford, Greenwich and York.
- 5a.iv. It is recommended that an appropriate senior council officer (at Head of Service level) would sit “in attendance” at meetings of the DMO Board alongside the Councillor representative. This would ensure oversight of the development of the new organisation and strengthen the ongoing relationship between the DMO and the Council. This is similar to arrangements in place with the Cambridge BID Board and is



common practise in this type of business led partnerships. It is proposed that the same Council officer would attend both the Cambridge BID and DMO Board meetings.

- 5a.v. Once final approval to set up the DMO had been secured, it would be proposed that the Council invite applications for Board Directors to the DMO. Job descriptions and person specifications would be drawn up setting out the particular skills, background and competencies that would be required. The Board will need to represent a broad mix of sectors and directors will need to be well respected within their sectors. They will need to be high calibre individuals who have the necessary skills, energy and commitment to make the new company succeed. It is usual in companies of this type for the board to then appoint the Chair. Where sector representatives are not evident this might involve an interview process. It is anticipated that a DMO Board would be in place by end May 2015.
- 5a.vi. The proposed process through which the DMO Board and chair would be appointed is slightly different from the Cultural Trust but this is reflective of the different character of the DMO partnership which is more business led and is consistent with best practise elsewhere.
- 5a.vii. The DMO business case assumes that the DMO annual accounts would be subject to a full external audit on an annual basis.

## **5b. Funding**

- 5b.i. Whilst all DMOs across the UK are based on the business led partnership model, the funding arrangements vary considerably dependent on the priority of tourism locally politically and the scale of private sector tourism stakeholders. The key themes however are “Partnership” and “Business led”.
- 5b.ii. Initially, the funding model for the DMO is based on a combination of commercial activity and a Membership scheme, which is the funding basis currently. Alternative sources of funding would be investigated and developed as the new DMO develops. There would need to be some continued local authority subsidy in the first 2 years of operation, with a reduction in the second year as private sector support for the new organisation grows (as set out in the **DMO Financial Business Case** shown in **Table 1**). The DMO Financial Business case assumes between 2-20% growth in income across Membership and commercial activity.
- 5b.iii. As part of developing the detailed business case, the current Visit Cambridge Membership scheme has been reviewed. Any proposals would need to be agreed by the DMO Board, but the aim is that the

different categories would be simplified and that a tiered Membership fee along the lines of “Standard,” “Enhanced” and “Premium” would be introduced. This is in line with national best practice and would ensure that Membership fees are set at a level that will maintain and attract increased support locally in the early years of the new organisation.

- 5b.iv. A key objective of the move to a DMO is to increase income over expenditure which can then be reinvested into projects to increase the “value” from the visitor economy. These would include participation in well informed, targeted national and international marketing campaigns aimed at promoting Cambridge and the surrounding area therefore converting more day visitors to short break visitors. Investment in research into understanding the visitor market better will also be important in order to ensure that any future marketing activity is targeted appropriately.
- 5b.v. It would be important for the new DMO Board to develop a reserves policy, but this would be challenging in the early years of operation and reserves would need to be created gradually. The DMO would be subject to corporation tax, so will need to manage surpluses accordingly.
- 5b.vi. There would not be an expectation for the Council to underwrite the DMO, other than to make good any pension deficit on TUPE’d staff, should the DMO project fail (see Section 8 (a) Financial Implications).
- 5b.vii. The DMO would be an independent accountable body which would need to adapt to the new commercial environment.

### **5c. Local Authority Membership**

All DMOs reviewed to date are currently in receipt of some public funding (average 20% of turnover subsidy) although many are anticipating that this will be reduced. In light of this and in order for local authority members to be seen as genuine partners in the DMO, it would be important for them to make some financial contribution. The new DMO model of delivery would give the Council a significantly increased return on a relatively small investment compared to the status quo. It is anticipated that this could be in the form of a “Strategic Partner” annual membership fee. For the City Council it is suggested that this would be set at £10K. This would not be expected whilst the DMO is still in receipt of a subsidy from the Council (therefore not until 2018/19). Similar levels of Membership would be sought from other local authorities and key strategic partners within the DMO area. These would be set at a level commensurate with the benefits that the DMO delivers either to a particular organisation or to a local authority area.

## **Options**

The 16<sup>th</sup> October 2014 committee report set out alternatives to the creation of a DMO:

- 1) keep the service in house; and/or
- 2) reduce the specification of the service.

In each case the report concluded that there was more of a risk to the service, and therefore a negative impact on tourism in the City, from taking these options forward. This is because they could result in a subsequent withdrawal in Visit Cambridge Membership income and therefore private sector investment in the service, therefore increasing the net cost of the tourism service to the Council. In addition, an opportunity to deliver a long term sustainable model for tourism, which would improve the quality and scale of tourism provision, would have been missed.

The option of a retain/retain and reduce approach to Tourism remains, but the risk of this choice has not changed and therefore I am still recommending the creation of a DMO.

## **6. Legal considerations / relationships**

There are a number of legal considerations in establishing the DMO and taking the current Visit Cambridge service out of the Council. These include:

- The terms of the initial 2 year service level agreement (SLA) between the Council and the DMO whilst the DMO is in receipt of a council subsidy.
- Arrangements for repayment of set-up costs.
- Ownership and transfer of intellectual property rights in, for example, the “Visit Cambridge” brand, the Tourist Information Centre and the Guided Walking Tour service.
- The use of existing Council buildings. Separate lease arrangements will need to be set up between the DMO and the Council formalising the terms on which the premises are occupied.
- The transfer of existing Visit Cambridge contracts to the DMO.

## 7. Implementation Timetable

Subject to support from the Executive Councillor and Customer and Community Scrutiny Committee for the final proposals, it is proposed that work progresses to establish a DMO for Cambridge and the surrounding area, with key milestones as follows:

March -May	Shadow Board recruited External specialist advice procured as necessary Company created Ongoing stakeholder and staff engagement including formal staff consultation
May- October	Development of DMO Business Plan. External specialist advice procured as necessary Completion of SLA, leases and legal documentation Set up new systems and procedures Agree Communications strategy for new DMO Ongoing staff consultation and communication
October -December	Necessary accounting arrangements carried out New IT systems in place Ongoing staff communication
January 2016	DMO in place and operational Formal launch

One of the key tasks during the early years of the DMO will be the creation of a **Destination Management Plan (DMP)** for the Cambridge and Beyond area. This is a shared statement of intent to manage a destination over a stated period of time, articulating the roles of the different stakeholders and identifying the clear actions that they will take and the apportionment of resources. The DMO will lead on this but it will be developed and delivered in partnership with a variety of partners. The DMO's Business Plan would form part of this.

Visit England is encouraging and supporting the development of "Destination Management Plans" throughout England as an essential tool in the delivery of a successful visitor economy. National Government policy encourages destination organisations to become focused and efficient bodies that are increasingly led by the private sector. Destination Management Plans are one mechanism to achieve this.



## 8 Implications

### 8a. Financial Implications

The detailed business case for the new DMO is set out in **Table 1** below:

Table 1:	2015/16	2015/16	2016/17	2017/18	2018/19	2019/20	
	Year 0	Year 0					
DMO Business Case (Summary)	Apr - Dec-15	Jan - Mar-16	Year 1	Year 2	Year 3	Year 4	Total
	£	£	£	£	£	£	£
<b>Income</b>							
Local Authority Support/Strategic Partner		(8,750)	(37,000)	(25,000)	(25,000)	(25,000)	(120,750)
Membership (i)		(64,240)	(129,510)	(135,990)	(142,800)	(149,940)	(622,480)
Visitor Information Centre (ii)		(13,970)	(94,970)	(96,870)	(98,810)	(100,790)	(405,410)
Guided Walking Tours (iii)		(40,500)	(283,500)	(297,680)	(312,560)	(328,190)	(1,262,430)
Other (ii)		(58,540)	(101,440)	(103,470)	(105,530)	(107,630)	(476,610)
Total Income		<b>(186,000)</b>	<b>(646,420)</b>	<b>(659,010)</b>	<b>(684,700)</b>	<b>(711,550)</b>	<b>(2,887,680)</b>
<b>Expenditure</b>							
Employees		122,120	501,100	501,100	501,100	501,100	2,126,520
Premises		16,480	65,900	65,900	65,900	65,900	280,080
Supplies and Services		29,360	117,300	117,300	117,300	117,300	498,560
Total Expenditure		<b>167,960</b>	<b>684,300</b>	<b>684,300</b>	<b>684,300</b>	<b>684,300</b>	<b>2,905,160</b>
<b>Net DMO (Income) / Expenditure before Corporation Tax (iv)</b>		<b>(18,040)</b>	<b>37,880</b>	<b>25,290</b>	<b>(400)</b>	<b>(27,250)</b>	<b>17,480</b>
(i) Assumes either 5% or 20% growth p.a. depending on Membership category.							
(ii) Assumes 2% growth p.a.							
(iii) Assumes 5% growth p.a.							
(iv) Any DMO surplus will be reinvested into activities/resources to improve the Destination Management function.							

8a.i. The final business case has been reviewed and developed and now reflects a January 2016 DMO launch compared to the previously reported April 2015 launch.

8a.ii. The amount of Council subsidy and set-up costs has therefore changed since the October 2014 report (see tables below). Subject to approval of the DMO Final Business Case it is recommended that any changes to the budget provision set out in the Budget Setting report (BSR) 2015 will be included in the Mid-Year Financial Review (MFR) 2015.

#### The final business case assumes the following:

8a.iii. That the shortfall in years 1 and 2 of the new DMO is met by the Council, as seen in **Table 2** below.

That the Tourist Information Centre remains in its current location within the Guildhall for at least the first 5 years of the DMO. This would deliver an ongoing rental income to the Council.

8a.iv. That the new DMO is successful in growing membership at a rate of between 5-20% year on year (depending on the membership category). Given the potential geographical coverage of this new DMO this should be achievable.

8a.v. That the existing staff structure will transfer as is to the new DMO. The restructure of the Tourism service in 2010 was designed to put

a structure in place which was lean and fit for purpose for a DMO organisation. Inevitably the new DMO would need to review its core operating costs within the first 5 years which could include reviewing the staff structure. However, as the current structure is lean compared to other DMOs with similar outputs, it is unlikely that the DMO would be looking to reduce its staffing levels as these will be key in meeting the aspirations of its Members

## **8b. Set-up costs**

- 8b.i. The outline business case included an estimate of £40k set up costs. Further development of the final business case has highlighted that the set up costs are now likely to be greater than this and around £79k. This relates to the anticipated legal costs associated with setting up the DMO, additional ICT set up costs and finance support that is likely to be required during the transition of the service from the council to the DMO. It is proposed that the additional £39K should be subject to a Bid to the Business Transformation Fund held by the Programme Office. It is proposed that if the Council supports the proposal for it to pay a “Strategic Partner Member” fee of £10K pa, that from year 3, this is offset on an annual basis against the repayment of set up costs due to the Council from the DMO.
- 8b.ii. The principle of this approach is important because the DMO will be under significant pressure to maintain income levels as projected in the DMO Final Business case. At the same time it will need to make provision for a reserves policy whilst also increasing activity in line with its members’ aspirations for this new more commercially focussed and dynamic model. These terms will allow the DMO to pay back the set up costs without impacting on its ability to succeed and flourish in its early years.
- 8b.iii. Pension contributions have been determined assuming that the DMO becomes an Admitted Body within the Local Government Pension Scheme (LGPS) arrangements. The business case also assumes that as an admitted body, the DMO will operate a closed LGPS pension scheme with an ongoing pension contribution rate of 18.5%. This has been confirmed following receipt of an assessment by the County Council of the LGPS requirements in relation to any transfer. (NB: the LGPS will be available only to transferred Council staff and new staff will be enrolled in a separate scheme).
- 8b.iv. Indicative costs for a bond to mitigate against project failure have been determined. However, as with the Cultural Trust, the Head of

Finance has recommended that the Council underwrites the risk rather than require the purchase of a bond.

- 8b.v. The DMO business case assumes that the DMO annual accounts would be subject to a full external audit on an annual basis.

## 8c. The Financial implications for the City Council are set out in Table 2 below:

<b>Table 2:</b>	<b>2015/16</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	
Financial implications for City Council including retained recharges and set-up costs	Year 0 Apr - Dec-15	Year 0 Jan - Mar-16	Year 1	Year 2	Year 3	Year 4	Total
	£	£	£	£	£	£	£
<b>Status Quo Cost to Council (i)</b>	89,625	29,875	119,500	119,500	119,500	119,500	<b>597,500</b>
<b>Post DMO City Council costs</b>							
DMO shortfall from 1 January 2016	0	0	37,880	25,290	0	0	63,170
City Council net income to 31 Dec 2015	(63,670)	0	0	0	0	0	(63,670)
Retained Recharges (ii)	227,200	63,500	177,070	140,210	102,900	67,960	778,840
	<b>163,530</b>	<b>63,500</b>	<b>214,950</b>	<b>165,500</b>	<b>102,900</b>	<b>67,960</b>	<b>778,340</b>
Rent income from Gift shop and coffee shop	(40,720)	(13,570)	(54,290)	(54,290)	(54,290)	(54,290)	(271,450)
Rent income from DMO (above existing recharge)	0	(3,910)	(15,630)	(15,630)	(15,630)	(15,630)	(66,430)
<b>Post DMO Cost to the Council</b>	<b>122,810</b>	<b>46,020</b>	<b>145,030</b>	<b>95,580</b>	<b>32,980</b>	<b>(1,960)</b>	<b>440,460</b>
<b>Financial (benefit) / cost to the Council</b>	<b>33,185</b>	<b>16,145</b>	<b>25,530</b>	<b>(23,920)</b>	<b>(86,520)</b>	<b>(121,460)</b>	<b>(157,040)</b>
<b>Set-up Costs (iii)</b>	<b>79,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>79,000</b>
<b>Financial (benefit) / cost to the Council (including set-up costs)</b>	<b>112,185</b>	<b>16,145</b>	<b>25,530</b>	<b>(23,920)</b>	<b>(86,520)</b>	<b>(121,460)</b>	<b>(78,040)</b>
(i) Status Quo includes £43k BSR savings from 2015/16. Assumes Membership income remains at existing levels.							
(ii) Includes saving from Head of Tourism & City Centre Management post and assumes 15% reduction year on year on other retained recharges.							
(iii) If the Council pays a Strategic Partner member fee, due from Year 3, this would be offset against the repayment of the set-up costs due from the DMO.							

This assumes the following:

- 8c.i. That the £43k savings on the tourism service as identified in the Budget Setting Report (BSR), are delivered in 2015/16 reducing the cost of tourism to the Council to £119,500 pa.
- 8c.ii. That the base rent and turnover rent from the Gift Shop and Coffee Shop, which is currently included in the Tourism budget, is retained by the Council. In addition, there will be an additional £15,630 pa of rental income to the Council from the DMO, over and above the existing premises recharge.
- 8c.iii. It can be seen that the creation of a DMO has a positive financial impact for the Council, as the 5 year cost is predicted to be £440,460, a reduction of £157,040 based on the status quo and before set-up costs.
- 8c.iv. That the Council is able to reduce the residual overheads by 15% per annum until they reach 40% of the current level. This is being

addressed corporately alongside other service transformation initiatives.

- 8c.v. That the additional costs to the Council, (excluding set up costs) in years 1 and 2 will start to be offset from savings in year 2.
- 8c.vi. It is likely that there will be indirect financial benefits to the Council from setting up a DMO; the DMO will be able to operate more commercially which should increase opportunities to increase turnover rent to the Council from the Green Coffee Company and the Gift shop.

## **8d. Staffing Implications**

- 8d.i. If a decision is made to set up the DMO and there is a transfer of services to the newly created DMO then it is intended that (TUPE) Transfer of Undertakings (Protection of Employment) Regulations will apply to the staff carrying out that service.
- 8d.ii. Under TUPE where a business, service or part of a business is being transferred to a new employer/organisation the contracts of employment of employees are also transferred. They automatically transfer by operation of law. This means that from the first day of transfer all the contracts of employment which existed between individual employees and the Council become contracts between each individual and the new employer.
- 8d.iii. In accordance with the TUPE Regulations, the Council will inform and consult with employees affected by the transfer and their representatives.
- 8d.iv. It is anticipated that approximately 14 FTE members of staff may be impacted by the proposal.
- 8d.v. It is proposed that the post of Head of Tourism and City Centre Management transfers into the DMO to Head up the DMO. There are some existing functions in the existing Service that would need to be retained within the City Council, namely City Centre Management (including management of the markets and street trading) and officer representation on the BID Board on behalf of the Council. It is proposed that, these functions are reassigned to the Head of Streets and Open Spaces and that post would also lead the officer representation of the DMO Board. Consideration will need to be given to the transition arrangements around this change.



## **8e. Governance / Relationships –**

If a DMO is established the Council's role in the delivery of tourism will change from one of the lead organisation, as it is currently, to a strategic partner in what will be a business, not local authority led partnership. This offers the opportunity for the Council to be a key partner in delivering a significantly enhanced tourism service, working with its partners, whilst reducing the cost to the Council.

## **8f. Equal Opportunities Implications**

An Equalities Impact Assessment is attached as **Appendix 1**.

This is the same EIA as the one that was attached to the original committee report in October. Officers have reconsidered and given due regard to the equalities implications of this decision and are satisfied that they have not changed since October 2014.

## **8g. Environmental Implications**

The establishment of a DMO would have a positive environmental impact; a key strategic aim of the DMO would be the development of environmentally sustainable tourism. This would include a focus on increasing overnight stays therefore reducing the detrimental impact from high volumes of day visitors on our historic city.

## **8h. Procurement.**

There are no procurement implications to establishing a DMO. As the level of public subsidy will be low and only in the first 2 years of the DMO the organisation will not be subject to EU procurement rules. However it would be expected that the DMO would operate an open a competitive procurement policy.

## **8i. Community Safety.**

None.

## **9. Risk Analysis**

A high level risk analysis which sets out the key risks associated with this project is attached as **Appendix 2**.

This has been reviewed and updated and officers are satisfied that it captures the current risks associated with this project.

## **10. Consultation and communication**

The following consultation will be arranged:

### **10a Internal**

- 10a.i. A formal TUPE consultation will be undertaken with all affected staff and individual briefings will also be scheduled in for individual staff and the unions to ensure they are kept informed and genuinely engaged every step of the way.
- 10a.ii. Trade Unions will be briefed on the proposals and will be updated on a regular basis as part of the ongoing consultation process.

### **10b External**

- 10b.i. Throughout the development and implementation stage, ongoing engagement with external stakeholders to raise the profile of the new DMO and to secure “buy in” from the private sector will be essential. This will need to be well beyond Cambridge and should seek to include the surrounding areas where there is the opportunity to benefit from the Cambridge visitor economy.
- 10b.ii. In addition, it will also be important to explore the opportunities to develop further strategic alliances with local authorities in the Greater Cambridge, Greater Peterborough LEP area. This project would support three of the Greater Cambridge Greater Peterborough LEP’s strategic priorities, notably:
  - 1) Skills (in particular for SMEs – business-led provision)
  - 2) Enterprise (promoting enterprise growth and innovation)
  - 3) International Profile (increasing inward investment)

### **10c. Community Safety.**

None.

## **11. Background papers**

- 1 - DMO - EQIA
- 2 - DMO - High Level Risk Analysis
- 16<sup>th</sup>October2014-sCommitteeReport  
<http://democracy.cambridge.gov.uk/documents/s26488/Delivery%20of%20Tourism%20Report.pdf>

## 12. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

Author's Name: Simon Payne

Author's Phone Number: 01223 – 458277

Author's Email: [Simon.Payne@cambridge.gov.uk](mailto:Simon.Payne@cambridge.gov.uk)

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# Cambridge City Council Equality Impact Assessment

Completing an Equality Impact Assessment will help you to think about what impact your strategy, policy, plan, project, contract or major change to your service may have on people that live in, work in or visit Cambridge, as well as on City Council staff.



The template is easy to use. You do not need to have specialist equalities knowledge to complete it. It asks you to make judgements based on evidence and experience. There are guidance notes on the intranet to help you. You can also get advice from David Kidston, Strategy and Partnerships Manager on 01223 457043 or email [david.kidston@cambridge.gov.uk](mailto:david.kidston@cambridge.gov.uk) or from any member of the Joint Equalities Group.

## 1. Title of strategy, policy, plan, project, contract or major change to your service:

Arms Length Tourism Model

## 2. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?

To develop a long term sustainable model for tourism delivery which will reduce the cost to the council whilst delivering an enhanced service to the industry.

## 3. Who will be affected by this strategy, policy, plan, project, contract or major change to your service? (Please tick those that apply)

☒ Residents

☒ Visitors

☒ Staff

A specific client group or groups (please state):  
Tourism businesses/stakeholders in Cambridge and the surrounding area.

## 4. What type of strategy, policy, plan, project, contract or major change to your service is this? (Please tick)

☒ New

☐ Revised

☐ Existing

## 5. Responsible directorate and service

Directorate: Environment

Service: Tourism and City Centre Management

**6. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service?**

☐ No

☒ Yes (please give details):

The likely successful model will be private sector led and delivered in partnership with tourism stakeholders across the public and private sectors. In undertaking the feasibility work and developing the business case, it will also be necessary to work with colleagues in all the support services( HR, Legal and Finance) and colleagues in neighbouring Local Authorities.

**7. Potential impact**

Please list and explain how this strategy, policy, plan, project, contract or major change to your service could **positively** or **negatively** affect individuals from the following equalities groups.

When answering this question, please think about:

- The results of relevant consultation that you or others have completed (for example with residents, people that work in or visit Cambridge, service users, staff or partner organisations).
- Complaints information.
- Performance information.
- Information about people using your service (for example whether people from certain equalities groups use the service more or less than others).
- Inspection results.
- Comparisons with other organisations.
- The implementation of your piece of work (don't just assess what you think the impact will be after you have completed your work, but also think about what steps you might have to take to make sure that the implementation of your work does not negatively impact on people from a particular equality group).
- The relevant premises involved.
- Your communications.
- National research (local information is not always available, particularly for some equalities groups, so use national research to provide evidence for your conclusions).

**(a) Age** (any group of people of a particular age, including younger and older people)

Nil The service age profile is broad( 25-34-21%,35-44-25%, 45-54-17%,55-64-37%) .

**(b) Disability** (including people with a physical impairment, sensory impairment, learning disability, mental health problem or other condition which has an impact on their daily life)

Nil. The service profile is 4% disabled. As there is no proposed relocation of the service there will be no impact from this proposal. .

**(c) Gender**

Nil . The Service profile is 75% female and 15% male

**(d) Pregnancy and maternity**

Nil

**(e) Transgender** (including gender re-assignment)

Nil

**(f) Marriage and Civil Partnership**

Nil

**(g) Race or Ethnicity**

Nil. The service profile is 91%BAME and 9%BAME.

**(h) Religion or Belief**

Nil

**(i) Sexual Orientation**

Nil

**(j) Other factor that may lead to inequality (please state):**

## 8. If you have any additional comments please add them here

The aim of this project is to enhance not reduce the specification of this service through the development of this new model. Therefore I do not anticipate any negative impact on any equalities group through this project. In fact the aspiration should be that all groups should benefit positively from the project. At this early stage, when the scope and scale has yet to be defined, it is not possible to evidence this positive impact. However I hope to be in a position to evidence this once the feasibility work is complete and a firm proposal has been developed ( May /June 2014). An updated more detailed EQIA will then be included in the report which will go to Environment Scrutiny Committee in July 2014.

## 9. Conclusions and Next Steps

- If you have not identified any negative impacts, please sign off this form.
- If you have identified potential negative actions, you must complete the action plan at the end of this document to set out how you propose to mitigate the impact. If you do not feel that the potential negative impact can be mitigated, you must complete question 8 to explain why that is the case.
- If there is insufficient evidence to say whether or not there is likely to be a negative impact, please complete the action plan setting out what additional information you need to gather to complete the assessment.

All completed Equality Impact Assessments must be emailed to David Kidston, Strategy and Partnerships Manager, who will arrange for it to be published on the City Council's website. Email [david.kidston@cambridge.gov.uk](mailto:david.kidston@cambridge.gov.uk)

## 10. Sign off

Name and job title of assessment lead officer: Emma Thornton

Names and job titles of other assessment team members and people consulted:

Date of completion: 13<sup>th</sup> December 2013

Date of next review of the assessment: Beg June 2014



## Action Plan

**Equality Impact Assessment title:**

**Date of completion:**

Equality Group	Age
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Disability
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Gender
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Pregnancy and Maternity</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Transgender</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Marriage and Civil Partnership</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Race or Ethnicity</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Religion or Belief</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Sexual Orientation</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Other factors that may lead to inequality</b>	
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

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## Creation of Destination Management Organisation Risks

Risk		Cause	Consequence	Controls	Likelihood	Impact	Score
1.	Staff not engaged and in support of the project ( <b>DMO/Council</b> )	Lack of on-going regular communication with staff	Staff less productive. Low staff morale affecting service delivery and income performance	Regular staff briefings. Staff engaged in the project and included in the circulation of key reports	2	4	8
2	Increased competition from other organisations delivering services similar to Visit Cambridge ( <b>DMO</b> ).	Other organisations providing similar services/products to Visit Cambridge e.g. Walking Tour companies, Punt Touts, visitor focussed websites and publications	Reduction in commercial income levels	Increased development and promotion of the unique selling points (USPs) of the Visit Cambridge services/products provided. Working with partners to tackle punt touts issues. Working closely with Cambridge BID. Good engagement with tourism providers across the GCGP LEP area on this project.	2	3	6

## Creation of Destination Management Organisation Risks

Risk		Cause	Consequence	Controls	Likelihood	Impact	Score	
3	Page 168	Failure to develop robust financial management arrangements( <b>DMO</b> )	Some core Visit Cambridge income streams are seasonal and dependant on a number of external factors including the weather	Cash flow issues resulting in inability to cover monthly revenue costs (e.g. salaries)	In preparation for setting up the DMO a detailed cash flow will be prepared and this will form part of the ongoing financial monitoring of the DMO. The final business case assumes a virtual finance office solution in order to provide efficient and timely transactional management which will be essential for cash flow. Good risk management will need to be in place in order to mitigate any risks on income which is dependent on external factors ( e.g. weather).	2	5	10
	4.	Failure to develop alternative delivery models for Tourism (Service remains in house)- <b>(Council)</b>	No political support for alternative delivery models	A reduction in Membership income and inability to maximise income opportunities thus increasing the net cost of the Tourism Service to the Council	Cross Party Political Engagement. Member Briefings. Development and support for robust business case.	2	3	6

## Creation of Destination Management Organisation Risks

Risk		Cause	Consequence	Controls	Likelihood	Impact	Score
5.	The projected growth in Membership income is not achieved( <b>DMO/Council</b> )	The DMO fails to deliver adequate ROI (return on investment) for Tourism organisations resulting in reduction in Membership. DMO Members partners are not obliged to contribute as it is a voluntary membership scheme	Additional subsidy required from the Council. Unable to meet objective of service being cost neutral	Robust Business Plan. Clearly defined business benefits for DMO members. Clear objectives. Evidence of delivery and KPI's. Regular engagement and communication with DMO members	3	3	9
Page 169	Unable to secure income levels as projected in outline business case for Year 1( <b>DMO/Council</b> )	Lack of "Buy in" from Partners. Income Targets over ambitious	Additional subsidy required from the Council. Unable to meet objective of service being cost neutral	Robust Business Plan. Clearly defined business benefits for DMO members. Clear objectives. Evidence of delivery and KPI's. Regular engagement and communication with DMO members	2	3	6
7.	Inability to ensure DMO reflects CCC core values ( <b>Council</b> )	Inadequate reflection of CCC core values in the Articles of Association for the new DMO	Ineffective partnership working. Lack of political support leading to the failure of the project to fulfil its potential	CCC representation on Shadow Board of DMO. Active engagement at Member and Executive Councillor level.	2	4	8

## Creation of Destination Management Organisation Risks

Risk		Cause	Consequence	Controls	Likelihood	Impact	Score
8.	Failure to engage key strategic partners ( <b>DMO/Council</b> )	Lack of engagement and communication with key partners. Inability of key partners to 'buy in' to the vision.	Failure of the project.	Stakeholder workshops held. Meetings with key partners planned including Cambridgeshire County Council SCDC, the LEP, Cambridge University (Pro Vice Chancellor), Key attractions, Cambridge Ahead and other Business Networks	2	4	8
9.	Lack of Political Support for the new Destination Management Organisation ( <b>Council</b> )	Project fails to articulate how it links in with current political priorities	<p>Failure of the project.</p> <p>Tourism service unable to deliver significant further savings without a reduction in service specification which could lead to increased costs if the private sector disinvests.</p>	Project is aligned to 5 out of the 8 new Vision statements for the Council (published in July 2014). Regular on-going briefings with Members across both parties (Lib Dem & Labour). Environment Scrutiny Member briefing in March 14. Labour briefing planned for early September. Included as an item on the Forward Plan.	2	4	8



## Creation of Destination Management Organisation Risks

Risk		Cause	Consequence	Controls	Likelihood	Impact	Score
Page 171	The Council is unable to reduce the residual recharges at the rate assumed in the DMO business case( <b>Council</b> ) .	The assumption is overambitious.	Increase in the cost of the project to the Council.	Further work has been undertaken by the Finance department to agree a more cautious and realistic reduction in retained recharges and 15% pa has been agreed on all Business Transformation projects corporately . A proposition to review and redesign central support provision with the aim of aligning it better with the future demands and circumstances of the Council is being developed and will be the means by which central support costs will be managed down; this will be a project within the Councils corporate transformation programme.	2	4	8

<b>Key:</b>	
1 – 4	Low
5 – 10	Medium
12 – 15	Significant
16 – 25	High

**Creation of Destination Management Organisation Risks**

NB: Each risk is annotated to highlight whether the risk is assigned to the DMO, the Council or both.