

Cambridge City Council

Project Appraisal and Scrutiny Committee Recommendation

Project Name: Parker's Piece Lighting Project

To: Cllr Andrea Reiner

Executive Councillor for Public Places

Report by: Simon Payne – Director of Environment

Scrutiny committee: ENVIRONMENT 14 January 2014

Wards affected: Market

Recommendations:

1.0 Financial recommendations –

- 1.1 The Executive Councillor is asked to approve the commencement of the Parker's Piece Lighting Scheme as detailed in this report, the funding for which is already included in the Council's Capital & Revenue Project Plan.
- 1.2 The total estimated cost of the project is £60,000 funded from the capital plan allocation SC584.
- 1.3 The on-going revenue costs for the project will be incorporated within existing revenue budgets.

2.0 Procurement recommendations:

The Executive Councillor is asked to approve the carrying out and completion of the procurement of:

2.1 The installation of the lighting on Parker's Piece in accordance with the details in this report.

2.2 Subject to:

- The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
- The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

3.0 The Project

This project proposes the installation of additional lighting columns along the two diagonal path sections that are adopted public highway across Parker's Piece.

Site Location Plan



Image courtesy of Cambridgeshire County Council

Target Project Programme Dates:

Commence Procurement	December 2013
Award of Contract	January 2014
Commence Construction	January 2014
Project Completion	February 2014

3.1 Anticipated Cost

Total Estimated Project Cost	£	60,000	
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Cost Funded from:

Funding:	Amount:	Details:
Reserves	£21,000.00	Environmental Safety Fund (£16,000.00) Safer City Grant (£5,000.00)
Repairs & Renewals	£0.00	
Developer Contributions	£39,000.00	Public Realm Developer Contributions (£39,000.00)
Climate Change Fund	£0.00	
Other	£0.00	

3.2 Procurement process

Procurement will be through a request for quotations from three specialist lighting contractors in accordance with a written specification. Quotations will be assessed by a skilled officer panel and selected in accordance with a clear evaluation scheme, based on demonstrated quality versus cost.

3.3 Background

3.3.1 Parker's Piece is described as follows in the Cambridge Landscape Character Assessment:

"Parker's Piece is a large green space to the south east of the historic city core. It is well used as a recreation area. It has tree planting to its boundary, but none with the internal space, making it a unique space in Cambridge. There are two major paths bisecting it, with a Grade II Listed lamp column near the centre. Like New Square and Christ's Pieces it is closely mown."

- 3.3.2 The existing Grade II Listed lighting column is at the centre of the two main paths that cross the park diagonally and is known locally as Reality Checkpoint. The Listed Status text for this structure reads:
 - "Lamp Standard. C.1860. Cast iron. Square-section plinth and base with inscription panels to each side. South-west side with access hatch. Top edges with waterleaf decoration. Base of shaft with 4 intertwined dolphins. Plain shaft of circular section carries 4 candelabra lamp holders by means of scrolled wrought-iron stays. Glazed mantle cages of inverted conical section."
- 3.3.3 Parker's Piece was transferred to the corporation as pasture in perpetuity for the townsfolk in 1612, and has remained relatively unchanged throughout its history. This relative consistency has established a strong landscape character. This site is also within the conservation area and forms part of the city's historic core.
- 3.3.4 Having said that, it has still had to evolve with the changing demands for its use, which history shows has taken time to agree by those responsible. Some of the changes include;
 - Ground levelled for a cricket pitch (1831 and 1832).
 - Surfaced footpath on all four sides of the common separated from the horses and cattle by an oak post and rail fence.
 - Surface of PP levelled and drained into new sewer; single row of elms to be planted on three sides (proposed 1839).
 - > 30 lime trees planted on NE side of Parker's Piece (1868).
 - ➤ Iron fence to be installed around Parker's Piece (Council decision 1878).
 - Worn tracks over the grass formalised by limestone paths on Parker's Piece (decision1880).
 - Paths on Parker's Piece widened and drained (decision 1890).
 - ➤ Electric lamp installed at centre of Parker's Piece (Reality Checkpoint) (decision 1893).
 - ➤ Hobbs Pavilion built on Parkers Piece. (1927)
 - Paths widened at corners and lay-by created in Regents Terrace.
 - Paths at NE corner of Parker's Piece modified. (2000)

- 3.3.5 It is also interesting to note that, at the time the grass tracks were proposed to be formalised by limestone paths in 1880, it was highlighted that they should be lit, which probably led to the installation of Reality Checkpoint ten years later.
- 3.3.6 Since then the city has continued to develop and the population of Cambridge is expected to increase extensively over the next 20 years, with the quality and accessibility of the historic core key to the attraction of the city, as a place to live and visit.
- 3.3.7 This projected increase in population will continue to put more pressure on the capacity of the city centre in supporting more residents and visitors.
- 3.3.8 Parker's Piece is a hugely valuable green space for Cambridge, highlighting the great value that high quality green spaces can bring to an urban environment and it now seems the time has once again come for more difficult decisions to be made over its further evolution, following the demands from those using it.

3.4 Project Aims & Objectives

- 3.4.1 For many years the issue of additional lighting across Parker's Piece has been debated.
- 3.4.2 In 2003, the City Council set up a budget known as the Environmental Safety Fund, which aimed to help deal with issues of community safety, specifically in areas of recorded violent crime across the city, by funding improvements to public amenity lighting.
- 3.4.3 Parker's Piece was specifically mentioned as one of those problem areas, but proposals have taken many years to gain enough momentum, a general theme for any proposed changes to Parker's Piece over the past 400 years.
- 3.4.4 Community safety concerns are therefore not a new issue for Parker's Piece and it is clear that this project is dealing with a sensitive issue that has now reached a point where important decisions need to be made.

- 3.4.5 To partly inform these decisions, the Safer Neighbourhoods team from Cambridgeshire Police has provided a list of recorded incidents that occurred between the hours of 18:00 and 06:00 throughout 2012 for the Parker's Piece area. A detailed breakdown can be found in Appendix B of this report.
- 3.4.6 It was also made clear that there are also incidents that go unreported, although these are assumed to be of a less serious nature.
- 3.4.7 A total of 57 incidents were reported during 2012 including;

➤ Violence 15
➤ Theft 5
➤ Robbery 4
➤ Sex Offence 1

- 3.4.8 The majority of violence related incidents occurred between the hours of midnight and 04:00hrs. Rowdy/Nuisance incidents occurred predominantly between 21:00hrs and midnight. All recorded robbery incidents occurred after 21:00hrs.
- 3.4.9 With the majority of incidents taking place during the hours of darkness, targeting improvements to lighting is an obvious option in a bid to reduce these statistics.

3.5 Feasibility Stage Consultation

- 3.5.1 In March this year a public consultation was conducted to investigate whether additional lighting on Parker's Piece would be welcomed by residents and park users.
- 3.5.2 The consultation trialled different lighting types, asking respondents views on their perceived safety of the Piece and their opinion of the installed lighting.
- 3.5.3 The consultation was extensive and generated 1,039 valid responses over a period of four weeks.

3.5.4 Some of the key statistics were;

- The heaviest usage time of the Piece is the early evening
- After dark, three out of five people do not feel safe on the Piece.
- The trialled lighting improved the perception of safety significantly, especially for women, younger people and students; who all felt safer whilst the trial was operational.
- 76% of respondents welcome the idea of lighting Parker's Piece, with 17% thinking that it was a bad idea. 69% wanted to see the scheme extended (primarily young people, students and women).
- 62% of responses were from local residents.
- The most vulnerable groups including women, younger children and students were on the whole greatly in support of lighting, whilst older people were more resistant to the introduction of lighting.

Some criticisms of proposed lighting were as follows:

- That people who felt unsafe could walk around the park.
- That bollards would act as obstacles for cyclists and pedestrians.
- That any lighting would negatively detract from the character of the space.
- Increased levels of light pollution were not desirable.
- It was suggested by several respondents that further consideration should be given to the design of the lighting proposed.

3.6 Lighting Design Development

- 3.6.1 Due to the strong level of public support for the introduction of improved lighting on Parker's Piece, officers carried out further design development work.
- 3.6.2 This included further research and procurement of advice from specialist lighting designers and manufacturers.
- 3.6.3 This gave officers an opportunity to look in more detail at the feasibility of the retracting bollards that were part of the original trial.
- 3.6.4 Whilst these could potentially resolve concerns over the imposition of the character of the space during daylight hours, it became apparent that there were significant operational and maintenance issues that made them an unfeasible option.
- 3.6.5 Both the retractable and fixed bollards were easy targets for vandalism with several of them made inoperable.
- 3.6.6 They also anecdotally created an eye level glare which reduced sightlines for pedestrians and cyclists. It is thought that they may pose a health and safety risk to cyclists and pedestrians, particularly during the period of time taken for the retractable bollards to rise out of the ground.
- 3.6.7 Due to the nature of the moving parts in the retractable bollards, there was also a high risk of failures and the need for considerable on-going and expensive maintenance.

3.7 Proposed Lighting Design

- 3.7.1 It is generally accepted that the optimal method of providing amenity lighting, to any decent standard and with minimal impact, can only really be achieved through the installation of lighting columns.
- 3.7.2 The proposal that is recommended, which achieves the aspired level of lighting whilst having the least amount of impact on the character of the Piece, involves the installation of six new lighting columns.

- 3.7.3 The proposed lighting is intended to act as 'beacon' or 'wayfinder' lighting, providing pools of light thrown on to paths to interrupt the consistent expanse of darkness across the Piece.
- 3.7.4 The lighting columns are proposed to be 8 metres tall, which is a reasonable height for such a wide open space, and a proportionate scale for the location.
- 3.7.5 Shorter lighting than this would be at risk of looking out of scale and also significantly reduce the area of illumination. Taller lighting than this would then be higher than Reality Checkpoint, which officers would recommend is avoided.
- 3.7.6 The proposed lighting column design is shown in Figure 1.0 below, installed at a total of six locations on the Piece.

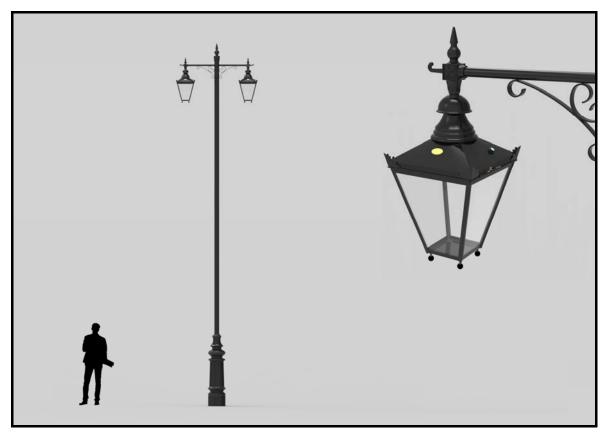


Figure 1.0 Images of the proposed lighting column and lantern style.

3.7.7 In order to visualise the impact of the columns within the Piece, photomontages have been created from two different viewpoints, including an aspect towards Regent Terrace (fig 3.0) and also towards the Catholic Church and Hills Road junction (fig 4.0).

3.7.8 The columns are proposed to be sited adjacent to the edge of the paths within the grass, so as not to interfere with the current pedestrian and cycle flows.



Fig 3.0; Photomontage of a column looking towards Regent Terrace.

- 3.7.10 These locations and columns have been selected for the following reasons;
 - ➤ Being a column mounted light will allow for a wider, controlled area of light to be thrown on to the paths than smaller individual bollards, with none of the eye level glare.
 - > 8 metre columns will be more vandal resistant.
 - ➤ The columns will not puncture the existing treeline and skyline.
 - ➤ At the spacing indicated, these columns will act as 'beacons' or way finder lights, whilst still leaving some areas not as highly illuminated between them.
 - At these spacing the columns will not give a regimented, consistent line of vertical structures across the site. This will also reduce the possibility of breaking a 'framed view'.



Fig 4.0; Photomontage of a column looking towards the Catholic Church on Hills Road.

- ➤ The lighting heads will be fitted with an optic/reflector system, designed to direct light toward the path, where it is needed, whilst minimising illumination of the green space through light spillage.
- ➤ The County Council, who are responsible for Reality Checkpoint, have plans to install improved luminaires into this central feature.
- ➤ The proposed lighting columns will use the same white light luminaire technology, which provides significant improvements to colour rendition.
- ➤ The columns reference but do not attempt to mimic 'Reality Checkpoint' and the Victorian character of the park.
- The Columns will not be taller than 'Reality Checkpoint', and are less ornate, thereby reducing the perception that they 'compete' with the listed structure.
- ➤ The columns will be painted a different colour (black) to reality checkpoint.
- ➤ By acting as wayfinder beacons, these columns will encourage the public to make use of the green space in the evenings and night time, rather than be deterred, thus increasing public access.
- ➤ The proposed lighting relates directly to existing footpaths and their historic layout.
- ➤ During the day time, the relatively low number of proposed columns into what is a large space will minimise the negative impact of new introductions onto the Piece.
- 3.7.11 The proposal introduces the minimum number of columns to provide the aspired lighting improvements, whilst being sensitive to the character, form and function of the Piece as a whole.

3.7.12 As such the columns will remove the current completely dark sections at the mid-point of each path, but will not consistently light the path from one side to the other.

3.8 Consultation on final proposals

- 3.8.1 A consultation was carried out during November on the final proposal, which was generally well support by those who responded.
- 3.8.2 Of the 176 responses, 150 (85%) supported the revised proposal.
- 3.8.3 More detailed results for the consultation can be found in appendix C of this report.

3.9 Minor amendments to the design following consultation

- 3.91 Taking into account comments received and a subsequent review of the design, it was decided that the two columns located on the Regent Terrace end of both paths should be moved a small distance into the Piece.
- 3.92 This provides the maximum lighting benefit for the Piece from these two columns and ensures that all columns are spaced equally at 80m centres from Reality Checkpoint.
- 3.93 The final layout plan for the columns can be found in appendix D of this report, which also shows the location of the columns at the final consultation stage.

3.9 Council Policies and Strategies

Given the sensitive landscape character and heritage value of the space, as well as its strategic importance and social value to Cambridge, a number of desk and field studies have been used to inform the process, including;

- Cambridge Local plan 2006
- Landscape Character assessment
- Parker's Piece Conservation Plan 2001
- Internal opinion from the urban design team, Asset team, City Centre team and Conservation team
- Extensive public consultation undertaken in 2013
- Discussion with lighting suppliers on different designs and their impact

Cambridge City Council vision statement.

The following statements from the vision are considered directly relevant to this project:

- A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives
- A city where people behave with consideration for others and where harm and nuisance are confronted wherever possible without constraining the lives of all
- A city which draws inspiration from its iconic historic centre and achieves a sense of place in all of its parts with generous urban open spaces and well- designed buildings

4.0 Parker's Piece Conservation Plan 2001.

- 4.0.1 The Parker's Piece conservation plan is a well-considered and thorough document, outlining the history and significance of the Piece, as well as giving a clear set of guidance notes recommending how the heritage asset should be managed going forward.
- 4.0.2 The conservation plan highlights the character of the Piece and clearly aims to conserve the openness and lack of structures with the exception of reality checkpoint in the centre.
 - "Retain the open character of the central area of Parker's Piece. Avoid introducing tree planting there, additional lighting, other structures or artefacts." Section 5.1.2; Parker's Piece Conservation Plan 2001
- 4.0.3 Whilst the character of Parker's Piece is an extremely important factor in considering the visual impact of new lighting columns, this is a statement that has been made at a particular point in time and the Piece has and will continue to evolve.
- 4.0.4 No doubt past recommendations didn't agree with the paving of the diagonal paths or installing reality checkpoint, but those decisions now seem reasonable based on its usage in this day and age.
- 4.0.5 This is recognised in section 5.2.2 which states;

"In order to keep the spaces relevant to public needs today, maintain a balance between the existing range of uses and be ready to consider new suggestions and demands without compromising the qualities and facilities valued currently."

and

The layout of Parker's Piece has resulted from a formalisation of tracks and uses established over time rather than from a single design. The results of this gradual evolution are fundamental to the character and flexibility of the space.

- 4.0.5 It must also be highlighted that this plan is not an allencompassing document, for example it has very little reference to night time usage.
- 4.0.6 It does however recognise the importance of safety concerns and the paths as a thoroughfare;

"Ensure the open spaces and their toilet facilities feel safe places to visit by their design and high standard of maintenance."

"At night, particularly in winter, the (Parkside) pool offers welcome illumination ahead to those crossing Parker's Piece on their way home from work."

"The designated cycle paths across Parker's Piece enables people to avoid the busy junction between Gonville Place and Hills Road.

"As a reflection of the importance of these historic spaces, provide adequate resources for appropriate, high quality materials and designs for artefacts such as seats, paths and lights, and their future maintenance."

- 4.0.7 The Cambridge Historic Core Appraisal June 2006 also recognises the importance of Parker's Piece as a thoroughfare;
 - "its paths are also an important part of the foot and cycle network connecting the city to housing areas throughout the year."
- 4.0.8 The consideration for additional lighting, based on the content of the Conservation Plan, should be based on the fact that Parker's Piece should be allowed to evolve, as recognised in the plan. The Piece is not purely something to look at, but a functional part of the city's life for residents and visitors.
- 4.0.9 This proposal still avoids significantly changing the unobstructed landscape or adversely conflicting with other uses of the space and minimises the introduction of additional artefacts.

4.1 Summarise key risks associated with the project

- 4.1.1 That the introduction of lighting will damage the character of this space, reducing it's perceived quality and value, through different groups in Cambridge.
- 4.1.2 That efficiency of new lighting will be compromised without continued partnership working with Cambridgeshire constabulary and other partners.
- 4.1.3 That the proposed lighting scheme cannot guarantee a decrease in future criminal behaviour on the Piece.
- 4.1.4 That the columns may be vandalised or damaged, resulting in additional financial implications.

4.2 Financial implications

- a. Appraisal prepared on the following price base: 2013/14
- b. There are no specific grant funding conditions.

4.3 Net revenue implications (costs or savings)

Revenue	£	Comments
Maintenance	£ 900	Energy Costs & Cleaning
R&R Contribution	£ 1,000	Annual contribution over 40 year design life
Developer Contributions		
Energy savings	()	See below
Income / Savings	()	
Net Revenue effect	£ 1,900	

4.4 VAT implications

"The VAT incurred on this project will need to be incorporated within the Council's annual Partial Exemption (PE) calculation, of around £12,000. This VAT is known as 'exempt input tax' as the Council hires this venue for various VAT exempt supplies (e.g. the hiring of land). There is a risk to the Council, dependent on other capital schemes corporately, that it's 5% de minimis limit could be exceeded. An option to mitigate this risk would be to consider 'opting to tax' this site.

However, this option is not being considered at this stage, due to the above amount being relatively immaterial in VAT terms. This Council is therefore confident that the above amount can be contained within the above PE limit. Careful monitoring by the Accountant (VAT & Treasury) is being instigated and any divergence from the planned capital expenditure will be advised to the Director of Resources for appropriate action to be taken."

4.5 Energy and Fuel Savings

(a)	ls	this	project	listed	in	the	Carbon	
Mar	nage	ment	Plan?					No

4.6 Climate Change Impact

Positive Impact	No effect	Negative Impact
		-L

The additional energy required for the luminaires will have a small negative impact. This has been kept to a minimum by selecting energy efficient luminaires as well as keeping the number to an absolute minimum.

3.15 Staff required to deliver the project

Service	Skills	Total Hours
Streets and Open	Consultation	Approximately 150
Spaces, Project Delivery and Asset team	Procurement	
and Asset team	Contract administration	
	Construction Supervision	
	Project quality control	

3.16 Dependency on other work or projects

The 'Cambridge Rules' Public Art Commission will need to take into account the proposed location of these columns through the design and locating of the artwork.

3.17 Appendices and Background Papers

APPENDIX A - Capital Costs/Funding Profile

APPENDIX B - 2012 Reported Incidents for Parker's Piece Area

APPENDIX C - Final Consultation Results

APPENDIX D - Final Layout Plan

3.18 Inspection of papers

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Date prepared:	10 th December 2013

Capital Project Appraisal - Capital costs & funding - Profiling

Appendix A

	2013/14		2015/16 £	2016/17 £	2017/18 £	Comments
	£					
Capital Costs						
Building contractor / works	54,000					
Purchase of vehicles, plant & equipment						
Professional / Consultants fees	6,000					Officer Time
Other capital expenditure:						
Total Capital cost	60,000	0	0	0	0	
Capital Income / Funding						
Government Grant						
Developer Contributions	39,000					Public Realm Developer Contributions
R&R funding						
Earmarked Funds						
Existing capital programme funding	21,000					Safer City Grant Environmental Safety Fund
Revenue contributions						
Total Income	60,000	0	0	0	0	
Net Capital Bid	0	0	0	0	0	



APPENDIX B

2012 Incidents Reported in the Parker's Piece Area

Research in relation to crime types/incidents/ASB on and around Parkers Piece, Cambridge during the hours of darkness.

Between 31/12/11 and 31/12/2012 – Reported between the hours of 18.00 and 06.00.

57 incidents reported to Police in the area of Parkers Piece, Cambridge

Incident Type	Number
Animals	1
Concern	5
Domestic	1
Fire	1
Noise Complaint	1
Property	2
Road Related	3
Robbery	4
Rowdy/Nuisance	5
Sex Off	1
Street Drinking	1
Susp Circs	7
Theft	5
Violence	15
Other	5

For the violence related incidents the majority of these occurred between the hours of midnight and 04.00hours.

Rowdy/Nuisance incidents occurred predominantly between hours of 21.00 and midnight.

The 4 robbery incidents all occurred after the time of 21.00hrs.

The incidents reported have predominantly occurred over the weekend.

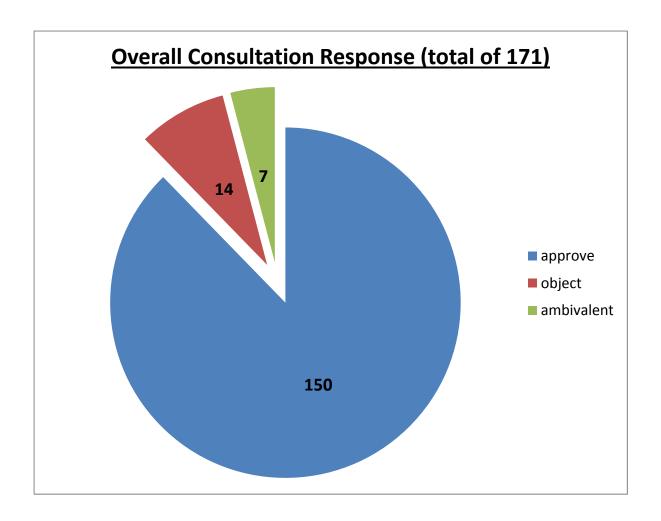
Day of Week	No. of Incidents
Monday	5
Tuesday	3
Wednesday	6
Thursday	11
Friday	14
Saturday	10
Sunday	11



APPENDIX CFinal Consultation Results

PARKERS PIECE LIGHTING PROJECT

CONSULTATION RESULTS - November 2013



Alternative Design Suggestions 1 suggest design incorporating football styled lights 2 would prefer ground level lights 3 what about following example of ground-level lighting at ARU 4 how about tivoli 'runway' lights on the paths like on the unlit busway cycle paths? 5 should explore different colour (not black but brown/grey/green/camouflage), design (e.g. like those on King's Parade), and finish (anti-graffiti) to lighting columns (examples given) 6 would like to have design competition to create more imaginative, inventive design

mments relating to the number of columns		
1	too many lights	too many
2	should be another light on path to Parkside	more needed
3	Is layout best possible given that lights A and F overspill to street	
	lighting, but gaps after D and C where there is less street lighting	different layout
4	are all lights needed? specifically C, E and F - on the path more used by	
	commuters than late-night students	too many
5	additional SIX lights will increase the light levels enormously, affecting	
	residents overlooking Piece every night; are all dark areas, alleys,	
	streets, etc to be illuminated	too many
6	taken account of previous consultation - this is big improvement	fine
7	will they provide sufficient light?	more needed
8	too many lights - love the character of the place as it is now	too many
9	delighted	fine
10	should remove lights A and F as unnecessary	too many
11	should not have more than 4 columns	too many
12	columns A & F are redundant - only need 4	too many
13	fully support scheme but inadequate number of lights - at least one	
	more on each path section; pools of light and darkness in-between can	
	cause an increase in fear of crime	more needed
14	question whether A & F are needed	too many
15	like revised design	fine

1	like revised design	positive
2	want high quality lights, suggest green colour, light focused onto paths,	change
3	Would like to have design competition to create more imaginative, inventive design	change
4	In favour of the Windsor style lantern,	positive
5	like type of lights	change
6	should explore different colour (not black but brown/grey/green/camouflage), design (eg. like those on King's Parade), and finish (anti-graffiti) to lighting columns (examples given)	change
7	style of column is ok	positive
8	bespoke design to reflect character, materials, detail of eg. central column - not 'off the peg' style	change
9	like new style of column	positive
10	High lighting means that it will be easy to view the whole path and see that it is clear or safe; positioning off the path gives space for pedestrians/cyclists	positive
11	good design	positive
12	much prefer new look - install them as quickly as possible	positive
13	design is fine but will they provide sufficient light	positive
14	taken account of previous consultation - this is big improvement	positive
15	great improvement on previous design	positive
16	few tall lights better than original proposal, but still intrusive	positive
17	prefer new lights	positive
18	this style far better than original proposals	positive
19	good	positive
20	better look, more in keeping	positive
21	nice lights just too many	positive
22	happy with design of these lights	positive
23	lights should be at ground level	change
24	they look like good, quality lights	positive

