

# Making Space for People

## Supplementary Planning Document



## Baseline Report

June 2019

# BDP.

Planning, Landscape Architecture, Urban Design and Engagement advice

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Transport advice



**CAMBRIDGE**  
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Turleys (previously Beacon Planning) - Historical analysis

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# 1. Introduction

## The Baseline Report

This report provides an overview of the baseline findings for the Making Space for People Supplementary Planning Document (SPD).

This report summarises the outcomes of a comprehensive programme of meetings, workshops, online engagement, desktop review, analysis and site visits that have been undertaken to help formulate a thorough understanding of Cambridge and those who live and work in the city and the potential impacts of projected growth.

The report has been prepared by BDP and Urban Flow, on behalf of Cambridge City Council and has been funded by the Greater Cambridge Partnership. The SPD will address a wide range of issues, and as such, the baseline report has been produced by a multidisciplinary team: BDP, Urban Flow, Cambridge City Council, Greater Cambridge Partnership and Turley's, previously Beacon Planning.

## 1.1 Project Introduction

### Rationale for Project

The 2018 Cambridge Local Plan sets an aspiration for the city of Cambridge to be a compact and dynamic city which caters to the needs of those living, working and visiting the city, whilst setting a worldwide exemplar for ideas and innovation.

Although echoed through its thriving institutions and economy, the city's built environment is yet to fully reflect this vision. Continued growth is adding pressure to the constrained historic core, streets and local infrastructure, challenging the city's ability to manage increased movement and demand over key city spaces. These issues have contributed to challenges, including congestion and poor air quality along with concerns about safety.

The 2018 Local Plan sets out a series of ambitious proposals to ensure the city's built environment achieves quality design and fosters an environment which allows the city to evolve physically. To take the policies of the Local Plan forward, an SPD is required to provide a series of guiding principles planning must follow when approaching development of the city's spaces and movement patterns. In order to formulate these principles this baseline report identifies best practice currently guiding city development at home and overseas.

This project supports the 2018 Local Plan by establishing a comprehensive strategy for movement and the protection and enhancement of the existing environment and future spaces in the city centre.

### Purpose of the Supplementary Planning Document

The aim of the Making Space for People SPD is to provide a reference document, setting out an ambitious, coordinated and strategic approach for delivering an infrastructure of high quality spaces and ease of movement across Cambridge city centre for all. The strategy will look to:

1. Enhance and develop the city centre's unique identity
2. Develop a public spaces network establishing future roles and functions for the city's streets and spaces.
3. Identify key design principles to be incorporated in the creation of new or improved spaces, streets, cycleways and walkways, as well as opportunities for targeted investment that prioritises the enhancement of these spaces.
4. Development of a movement hierarchy
5. Further promote Cambridge as a place to live, work and visit.

The SPD aims to be ambitious and will set out a clear direction for further development of the city.

Image 1: River Cam



## SPD Site Area

The Making Space for People SPD site area is defined by Local Plan Policy 10: City Centre, along with contextual adjoining opportunity areas which include: Policy 11: Grafton Area of Major Change; Policy 21: Mitcham's Corner Opportunity Area; Policy 22: Eastern Gate Opportunity Area; Policy 23: Mill Road Opportunity Area; Policy 24: Cambridge

Railway Station, Hills Road Corridor to the City Centre Opportunity Area and Policy 25: Old Press/Mill Lane Opportunity Area.

The intention of this SPD is to ensure that development proposals for the city centre take a strategic and integrated approach. As such, the SPD will give consideration to the contextual areas, where there are clear implications for the city centre.

Figure 1: SPD Site Area



## SPD Status

This project is undertaken by Cambridge City Council (CCC) as the local planning authority, in partnership with Cambridgeshire County Council (the County) and the Greater Cambridge Partnership (GCP).

The draft Making Space for People SPD will be prepared in accordance with paragraph 153 (plan-making) of the National Planning Policy Framework (NPPF) (2018) and Regulations 11 to 16 (Local Planning) of the Town and Country Planning (England) Regulations 2012.

The SPD will give effect to Policy 10 'The City Centre' of the Cambridge's 2018 Local Plan, providing a strategy for management and guide the design of public realm and movement improvements.

Once adopted, the SPD will be a material consideration in assessing planning applications within the site area boundary.

## Relationship to GCP Transport Programme & City Access Strategy

The Greater Cambridge Partnership (GCP) is a consortium of public and private sector partners that work together to deliver infrastructure projects across the Greater Cambridge area. Specifically, the GCP Transport Programme will deliver a comprehensive and sustainable transport network across Greater Cambridge to accommodate the city's growth.

The GCP's City Access strategy is currently developing solutions that address the primary issues of congestion and mobility across the city, with the aim of achieving a 10-15% reduction in the 2011 peak-time traffic levels by 2031. The strategy looks to propose and deliver a series of measures through four workstreams documents: the Demand Management Study, the Clean Air Zone Study, the Public Transport Insight and Offer and the City Centre Spaces and Movement Strategy (now known as the Making Space for People SPD).

Once adopted, the SPD will guide city centre infrastructure investment, whilst working in tandem with the other three City Access Workstreams.

Figure 2: Relationship between Key City Access Workstreams



## 1.2 Baseline Report

### Baseline Methodology

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This report summarises the outcomes of a comprehensive programme of meetings, workshops, online engagement, desktop review, analysis and site visits that have been undertaken to help formulate a thorough understanding of Cambridge and those who live and work there, as well as a better understanding of the potential impacts of projected growth and the future of the city.

Meetings, discussions and workshops with technical and non-technical stakeholders have provided a comprehensive insight into the needs and requirements of the local community and stakeholders.

Quantitative and qualitative data has been collected and analysed by the GCP to develop proposals for demand management and air quality improvement across the wider city of Cambridge as part of the City Access projects. Although still in preparation at the time of writing, these documents work in tandem and are critical to the preparation of the final SPD. Therefore, it is essential these parallel documents inform each other to develop a shared vision for the city of Cambridge.

### Baseline Report Structure

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The baseline report sets the scene and provides a robust evidence base to inform the development of the Making Space for People SPD. The report has been structured in the following sections:

Chapter 2 - provides a context for the Spaces and Movement SPD, identifying the city context, its future ambitions, related planning policy and studies, best practice guidance and historical development of the city of Cambridge.

Chapter 3 - summarises the findings from the engagement strategy, conducted for the purpose of this report.

Chapter 4 - examines Cambridge city centre today, analysing the existing structure, spaces and character of the study area.

Chapter 5 - examines the city centre's current transport provision analysing how this impacts on movement and access.

Chapter 6 - provides a conclusive summary of the baseline findings, identifying strengths and weaknesses of spaces and movement across the city centre.

# 2. Context

This chapter provides a contextual setting for the SPD area to identify the city's past, present and future requirements, through an examination of patterns of growth, future ambitions of the city, relevant planning policy and studies, best practice guidance and a review of the city's historical evolution.

## 2.1 Wider City Context and Strategic Significance

### The City of Cambridge

The city of Cambridge is situated in the south east of England, 50 miles north of London. Although only 40km sq in area, the city operates as a regional centre for the County of Cambridgeshire, attracting people from the surrounding area for retail, recreational and cultural activities and events.

Set on the River Cam, the city is characterised by its prestigious university, medieval streets and open spaces. What is more, the city's compact form and flat topography has contributed to it becoming the best known cycling city in the UK, nicknamed 'Britain's Cycle City'.

In 2016 the city's population was estimated at 131,800, whilst the Greater Cambridge area (including the city and the South Cambridgeshire district) has an estimated population of 265,000 people. Young adults represent the largest demographic grouping in the city at 30%, which is second highest in the UK (Centre for Cities, 2018). This is largely a product of the city's dominant education and economic sectors. In 2016/17 the student population of the University of Cambridge and Anglia Ruskin was 42,200 (Higher Education Statistics Agency, 2018).

### Local & Regional Governance

The Greater Cambridge area is defined by the Cambridge City Council and South Cambridgeshire District Council Areas

The local authorities take responsibility for local services, budgets and planning policies.

Cambridgeshire County Council is made up of five districts including the two Greater Cambridge councils, East Cambridgeshire District Council, Huntingdonshire District Council and Fenland District Council.

The County Council's primary responsibility in the context of the SPD is to manage highways across the region.

In 2017 the Cambridgeshire and Peterborough Combined Authority was formed to provide regional autonomy. The authority is made up of seven councils, including those that form part of the GCP, and is chaired by a directly elected Mayor. The authority has been given devolved responsibility for boosting growth in the region.

### Strategic Transport Connections

Cambridge is well connected to its neighbouring cities through a series of strategic links across the regional area. The London to Cambridge corridor provides a series of direct routes between London, Stansted airport, Cambridge and Peterborough. The link between Cambridge and Stansted airport ensures the city is globally accessible, whilst high speed train routes connect Cambridge to London and Cambridge to Peterborough in approximately 50 minutes.

On going movement proposals include dedicated road and rail links between Oxford and Cambridge, the country's two leading university cities. The importance of the two cities and their relationship is further emphasised through the recent announcement by the National Infrastructure Commission (NIC, 2017) of a new deal to develop one million new homes and infrastructure along the Cambridge - Milton Keynes - Oxford arc.

Figure 3: City Context

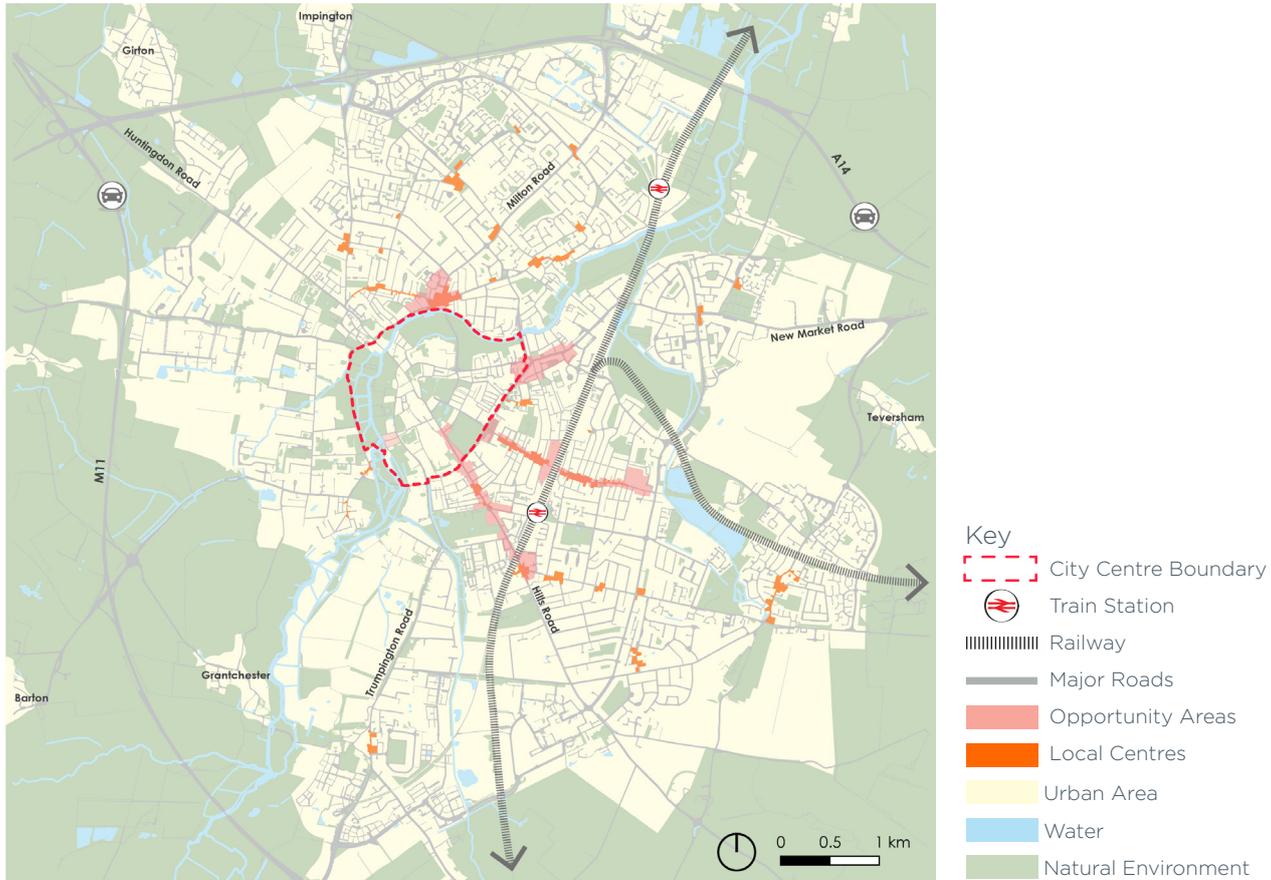
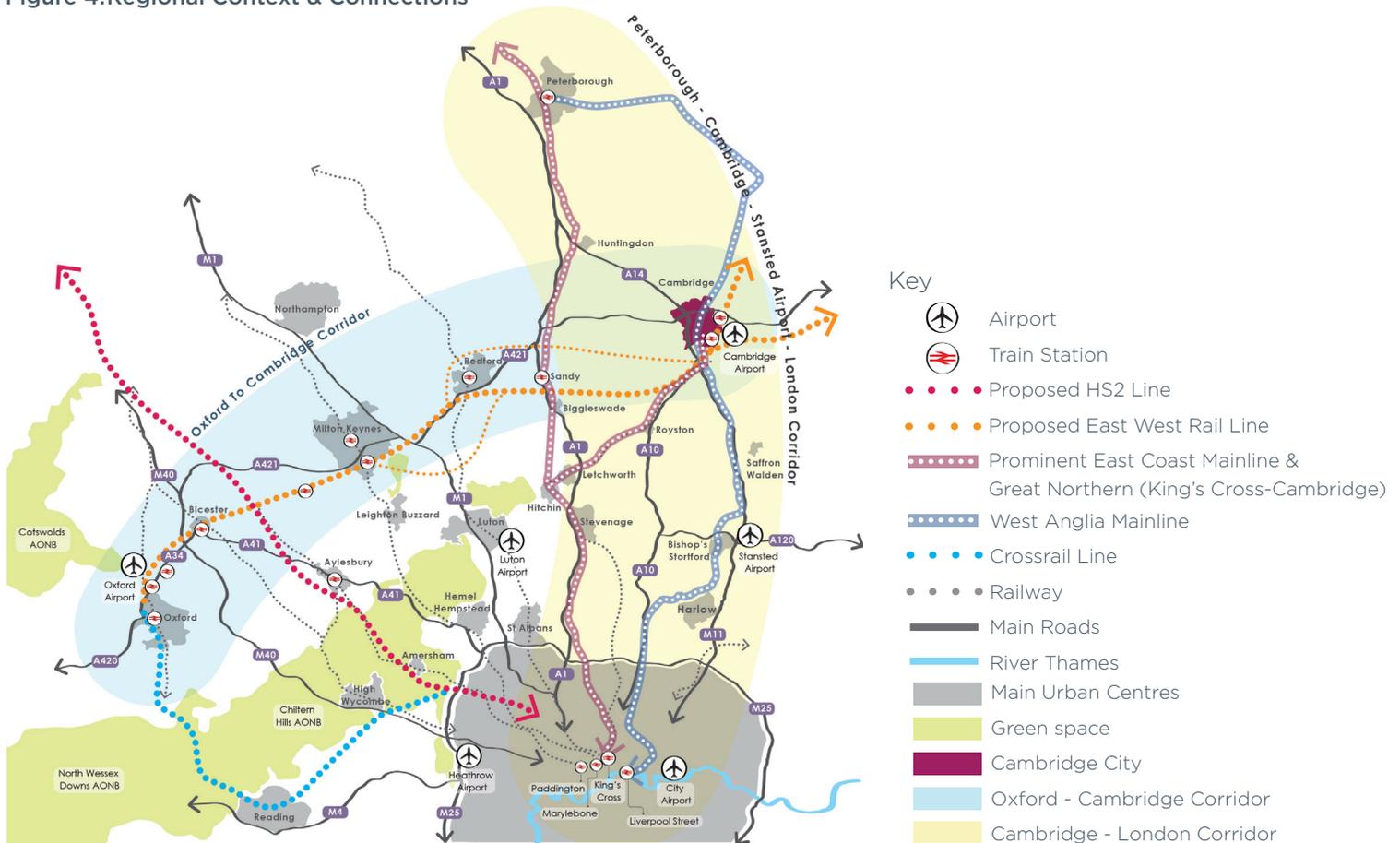


Figure 4: Regional Context & Connections



## Centre of International Excellence: Cambridge Economy, Education & Ambition

Cambridge has a long and established history as an international centre of excellence in education, science, technology and the knowledge economy.

Home to one of the oldest and highest ranking universities in the world, education is the primary component of the city's identity. Cambridge's education sector accounts for 7% of the city's overall gross value added (GVA) (Irwin Mitchell, 2018), in part responsible for the city recording the sixth highest economic output in the country.

The city's reputation for outstanding achievement and innovation spreads beyond academia. The Cambridge Phenomenon, a term first coined by Peta Levi in a Financial Times article in November 1980, describes the incredible explosion of technology, life sciences and service companies that has occurred in the city since 1960 (<http://www.cambridgephenomenon.com/phenomenon>). This high profile clustering of globally significant hi-tech and bio-tech businesses has led to a rapid growth of start-ups in the area, with more patents published in Cambridge than in any other UK city. The network now comprises 1,000 technology and biotechnology companies, generating more than 40,000 jobs in these sectors.

Science and research, and technology-based business are two of five key sectors which underpin Cambridge's economy. The other primary economic generators include the city centre economy, tourism and the public sector (Cambridge Economy: Retrospect and Prospect study, 2011). Currently there are 24,649 companies based in Cambridge, with a

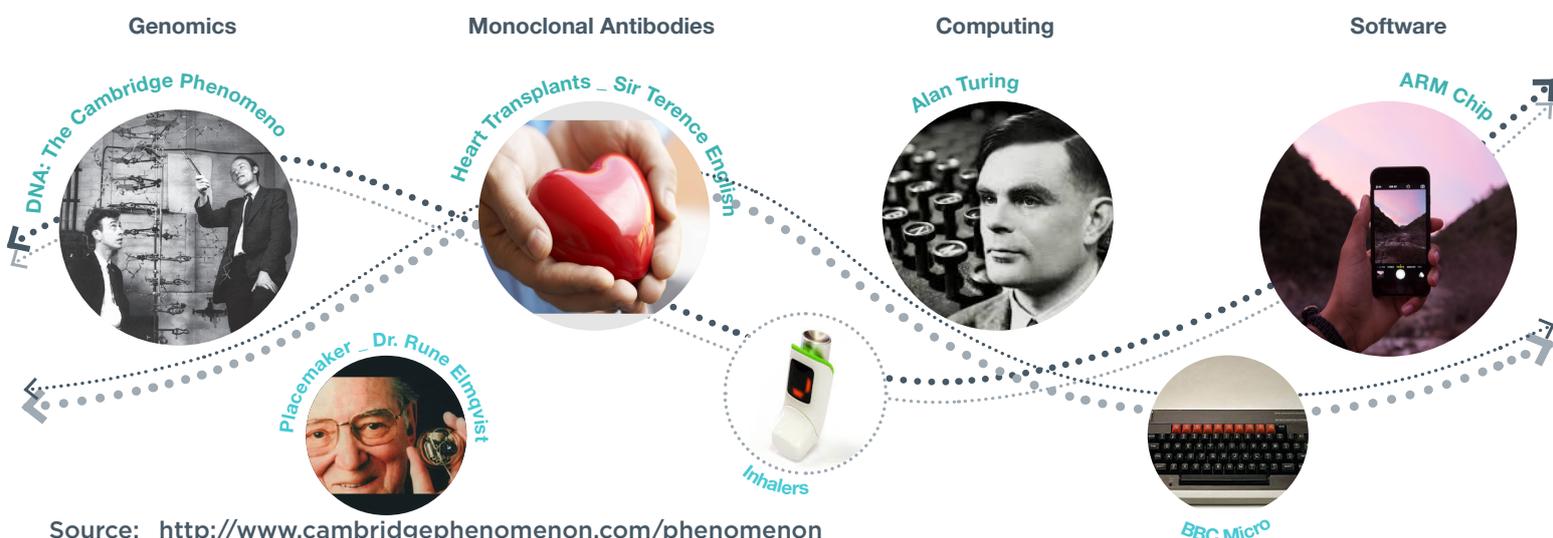
total turnover of £43.3 bn (Cambridge Cluster, 2018). This has led to the creation of 224,762 jobs overall in the area, making the city one of the five most competitive in the UK.

Cambridge has topped Grant Thornton's UK Vibrancy Economy Index, 2018 for the fifth year running. Here cities are judged on their ability to balance quality of life and economic growth, delivering common good across its citizens, technological readiness and position as a city gateway. Out of 324 local authorities, Cambridge came first for dynamism and opportunity and fifth for community, trust and belonging. Although ranking first overall, Cambridge's health, wellbeing and happiness fell some way below the national average, coming in at 232.

The city's position on the world stage, as a centre for academic excellence and start-up innovation, has been consistent and has set a standard for other cities to follow. However, leading global cities are not solely judged on what they currently provide, but how prepared they are for future requirements. Although coming 10th in the Financial Time's FDI Intelligence 2016/17 European Cities of the Future, the city failed to retain its spot on the 2018/19 list.

Whilst the majority of top ranking global cities operate on a larger scale than Cambridge, confidence is growing in the opportunities smaller cities can provide in leading innovation. Cambridge has established itself as an innovation leader through its industries, however there are still gaps in its ability to translate this to its built environment.

Figure 5: Cambridge Phenomenon Key Inventions Timeline



Source: <http://www.cambridgephenomenon.com/phenomenon>

## Growth: Patterns & Pressures

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The continued strength of Cambridge's education and economic sectors has contributed to significant growth in the city's population and visitor numbers. The population of Cambridge is predicted to rise from 124,350 in 2011, to 156,240 by 2031 (Cambridgeshire County Council 2015 based population forecast).

Cambridge has become the UK's fastest growing economy, generating 2.0% annual growth and forecasted to grow a further 2.2% (Irwin Mitchell 2018 UK Powerhouse City Tracker report). However, average wages in the city have fallen behind average house prices, making it increasingly difficult to purchase property in the city centre, with associated impacts on the number of people commuting in from surrounding villages and market towns.

The 2013 City Centre Capacity Study has identified the need for 22,000 new jobs, 70,200 sq.m of employment land, 40,000 sq.m of retail, 20,000s q.m of leisure space and 14,000 new dwellings across the city of Cambridge by 2031, to which the city centre must make a significant contribution.

Successful promotion of the city's resources and offer has led to high numbers of tourists. Although seasonal, these groups bring continuing pressure on Cambridge city centre's spaces and movement. The city hosts 5.3 million tourists a year, which is a 48% increase since 2010. Although tourism contributes £583 million to Cambridge's economy and generates 17% of local employment, reports indicate that figures are not as high as they could be on account of many

tourists only visiting for the day or just a few hours. (Visit Cambridge, 2013).

The city's growth is set to be managed through two primary frameworks, firstly through the City Council's Local Plan and secondly via investment projects from the Greater Cambridge Partnership (GCP).

The Cambridge Local Plan (2018) sets out to support the challenge of balancing and managing conflicts between two competing yet related dynamics: the sustainability and quality of life advantages of a compact and heritage-rich city, with the need to accommodate growth of competing uses, including residential and the five key business-sectors of the city's economy.

The Greater Cambridge Partnership looks to ensure that the city is taking a holistic approach to growth. The partnership seeks to secure sustainable economic growth for Greater Cambridge by unleashing a second wave of the 'Cambridge Phenomenon' through delivery of 33,500 new homes for all; 44,000 new jobs; better, greener transport; strong and healthy communities; and improvements in air quality through powers and investment worth up to £1 billion over 15 years.

Through these two spheres of management, the city of Cambridge looks to take control of increasing pressures on its services and infrastructure to ensure the city develops for the benefit of its population, environment and economy.

## 2.2 Future of Cambridge

### Vision for Cambridge 2031

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#### Cambridge Local Plan 2018

Setting out the city's vision for the future, the 2018 Local Plan lays out a proposed set of objectives for the City of Cambridge till 2031. At the heart is the attainment of a high quality environment with outstanding sustainable movement.

The city of Cambridge strives to be:

- A world class city that is compact, dynamic and has a thriving city centre.
- A more environmentally sustainable and successful low carbon economy.
- A continuing leader in higher education and research.
- A city with a range of good quality housing
- A city that encourages innovation and design excellence, contributing positively to Cambridge's distinctive identity.
- A city where green spaces, infrastructure and the River Cam are protected, enhanced and grown.
- A city that protects its heritage.
- An uncongested and clean city, where sustainable transport is the norm.
- A city that creates community and enjoys an enviable quality of life, where residents have a voice.
- A city that is inclusive for all, combining prosperity, affordability, health, safety and a good social mix.
- A city served by successful and easily accessible local centres, offering a choice of shopping services and community facilities

#### The City Deal

The regional City Deal (2014) has committed a set of pledges to ensure 'ease of movement' everywhere within the Cambridgeshire - Peterborough area. This will be achieved by:

- increasing capacity in key strategic corridors to and from the city (especially where there are new houses or new businesses);
- developing a 'sustainable transport network' (i.e. bus and train links, cycle routes and footpaths) between 'employment hubs' and 'high tech clusters'.

These will be delivered through a series of projects including:

- 'new high quality public transport links' into Cambridge on 'key corridors', 'connecting with major employment centres';
- a 'comprehensive network of pedestrian and cycle routes within Cambridge';
- ensuring that on 'the main radial routes' buses will have 'high quality priority measures'.

### Vision of Cambridge 2065

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A collaborative report published in 2015 brings together reviews by the City Council, Cambridge University, local businesses and interest groups outlining their future vision for Cambridge. The summary concludes:

*....'the authors see Cambridge in 2065 as a city that is green and connected. Cambridge is seen as both a global leader and local hub, for high-tech innovation, culture and also communities. The very high quality of life associated with the city has been maintained and developed, providing a recreational and cultural match to its continuing intellectual and economic growth.*

*Above all, Cambridge is viewed as a beautiful city that attracts people from all over the world and whose citizens can live healthy, happy, and equal lives.'*

These two visions for the city of Cambridge will guide and inform the objectives and principles set out in the Making Space for People SPD.

## 2.3 Planning Policy Review

This policy review provides an overview of the relevant development plan policies that will inform the design of the spaces and movement strategy going forward.

### Adopted Policy

#### National

- National Planning Policy Framework (NPPF) March, 2018

#### Regional

- Transport Strategy for Cambridge and South Cambridgeshire, 2013
- Cambridgeshire Local Transport Plan, 2011-2026
- Cambridgeshire Green Infrastructure Strategy, 2011

#### Local

- Cambridge Local Plan, 2018
- Open Space and Recreation Strategy 2011
- Cambridge City Council Planning Obligations Strategy SPD 2010

#### Cambridge Local Plan, 2018 - 2031

Cambridge Local Plan sets out the planning framework to guide future development for the city till 2031.

The plan is made up of three primary documents:

- The Local Development Framework
- The North West Cambridge Area Action Plan
- The Cambridge East Area Action Plan

The Local Plan has been under development since 2011. The proposed plan was submitted to the Secretary of State for Examination In Public in 2014 and has since gone through a series of modifications, which were consulted during January and February 2018. The final document was adopted in October 2018.

### Spatial Strategy

#### NPPF, 2018

Policies 11-14: requires Local Plans to be prepared with the presumption in favour of sustainable development.

Policies 15-19: Requires local planning authorities to produce a Local Plan for its area. Local Plans should be aspirational but realistic, setting out strategic priorities and opportunities for development.

Policies 20-23: states that strategic policies should set out an overall 15 year strategy for the pattern, scale and quality of development, and make sufficient provision for housing, employment, retail, leisure, infrastructure for transport, community facilities, conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

#### Cambridge Local Plan, 2018

The Local Plan's spatial strategy sets out related policies and designations designed to minimise the distance people need to travel, and make it easier to move around the city to access jobs and services by sustainable modes of transport.

Policy 1: lays out the assumption in favour of sustainable development. The policy provides a list of land use needs over the plan period (table 2.1), which includes the need of additional floor-space for both universities, hotels, retail, strategic leisure, waste and energy facilities.

Policy 2: Spatial Strategy for the Location of Employment Development - supports growth of the Cambridge Cluster of knowledge-based industries and institutions and other clusterings. Employment development will be focused on the urban area, areas of major change, opportunity areas and the city centre. Provision has been made for the development of at least 12 hectares of employment land (net) from April 2011 to March 2031.

Policy 14: Areas of Major Change & Opportunity Areas - Encourages development within the AOMCs and opportunity areas to include significant public realm improvements as well as sustainable transportation. High densities are to be encouraged in the City Centre, district centres and local centres and around key transport interchanges. OA include: Mitcham's Corner (Policy 22), Eastern Gate (Policy 23), Mill Road (Policy 24), Cambridge Railway Station (Policy 25), Old Press/Mill Lane (Policy 26), and the Fitzroy/Burleigh Street/Grafton Area of Major Change (AOMC) (Policy 12).

## Ensuring the Vitality of Town Centres

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### NPPF, 2018

Policy 85: requires planning policies to positively support town centres, setting out policies for management, growth and adaptation. In drawing up Local Plans, local planning authorities should:

- define a network and hierarchy of town centres and promote their long-term vitality and viability;
- define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
- retain and enhance existing markets and, where appropriate, re-introduce or create new ones;
- allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary;
- where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre; and
- recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

### Cambridge Local Plan, 2018

Policy 6: Hierarchy of Centres in Cambridge, organises the centres into a series of categories including: the City Centre, district centres, local retail centres and neighbourhood centres, whilst setting out the policy implications.

Policy 10: identifies Cambridge City Centre, as the primary focus for developments attracting a large number of people and for meeting retail, leisure, cultural and other needs appropriate to its role as a multi-functional regional centre.

Development is expected to:

1. Add to the vitality and viability of the City Centre;
2. Achieve a suitable mix of uses;
3. Preserve or enhance heritage assets and their setting, open spaces and the River Cam;
4. Be of the highest quality design and deliver a high quality public realm; and
5. Promote sustainable modes of transport.

Policy 43: University Faculty Development requires that any land in the city centre acquired for intuitional growth must optimise the use of land, including a mix of uses on larger sites and take opportunities to improve circulation for pedestrians and cyclists, together with public realm improvements as well as reductions in car parking provision.

## Place Making & the Public Realm

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### NPPF, 2018

Policy 125: states that plans must set out a clear design vision and expectations to ensure quality of place. These policies must be developed with the local community to ensure they reflect local aspirations.

Policy 126: highlights the opportunity supplementary planning documents can create by producing design guides and codes to provide maximum clarity to design expectations. These provide a framework for creating distinctive places, with a consistent and high quality standard of design. However their level of detail and degree of prescription should be tailored to the circumstances in each place.

Policy 127: Planning policies and decisions should ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change;
- establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks;
- create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

### Cambridge Local Plan, 2018

Policy 10: The City Centre - outlines the intended role of the city centre as a multi-functional regional centre, which looks to encourage development that adds vitality, viability and diversity, whilst preserving heritage assets, delivering high quality design and promoting modes of sustainable transport.

The policy also identifies the need for a public realm SPD to set out a coherent strategy for improvement to the capacity, quality, and connectivity of the city centre's public streets and spaces. Direct reference is made for the need to improve the public realm around Market Square, in order to enhance its role as the city's primary civic space.

Policy 55: Responding to Context - supports development which positively responds to its context and draws inspiration from the key characteristics of its surroundings. The development should enable the creation of distinctive and high quality places across the city.

Policy 56: Creating Successful Places - outlines that the design of a development should be attractive, high quality, accessible, inclusive and safe. Streets must be designed to respond to their level of uses, whilst preventing vehicular traffic to dominate. The policy also states the need for attractive places of appropriate scale, that are inclusive and provide natural surveillance. Public spaces and realm must respond to context, safe, usable, create active edges, provide amenities and are enjoyable. Materials, finishes and street furniture must be appropriate to its location.

Policy 59: Designing Landscape and the Public Realm - must take an integrated and designed holistically with its local context. The design must consider the needs of all users and adopt the principles of inclusive design. Materials must be of a high quality and respond to the context to help create local distinctiveness. An integrated approach should be taken to surface water management as part of the overall design. Trees and other planting is to be incorporated ensuring they are appropriate to both the scale of buildings and the space available. Existing features including trees, natural habitats, boundary treatments and historic street furniture and/or surfaces that positively contribute to the quality and character of an area should be retained and protected.

## Sustainable Transport

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### NPPF, 2018

Policy 102: emphasises that patterns of movement, streets, parking and other transport considerations must be integral to the design of schemes, and contribute to making high quality places. What is more, opportunities must be found to promote walking, cycling and public transport use. Policy 103: The planning system must insure that the transport system is balanced in favour of sustainable transport modes, giving people a real choice about how they travel. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.

Policy 104: Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development.

### Transport Strategy for Cambridge & South Cambridgeshire, 2013

Is a combined transport strategy between Cambridge City Council and South Cambridgeshire Council and adopted by the Cambridge County Council in 2014, which looks to achieve sustainable growth and economic prosperity across the County.

The Strategy supports policy 4 of the NPPF, looking to encourage more journeys to be made through sustainable modes to reduce further traffic levels and pollution. This is supported by a series of measures:

- Extra capacity for buses, cyclists and pedestrians on roads on the outskirts of Cambridge
- Expansion of the Park and Ride service
- Reduction of road space for cars
- Improving frequency and quality of public transport
- Encourage bus routes that connect economic hubs and the new Cambridge North station

### Cambridge Local Plan, 2018

Policy 5: Sustainable Transport Infrastructure aims to connect employment hubs and hi-tech clusters through investment in sustainable transport. Specifically, the policy attempts to deliver greater pedestrian and cycle prioritisation where growth has been identified along the proposed city-wide 20mph zone.

Policy 80: Supporting Sustainable Access to Development - supports development which encourages walking, cycling and the development of high quality public transport provisions to the City Centre. The policy safeguards existing and proposed routes for these transport modes, whilst emphasising the need for them to feed into a wider network of safe and convenient routes.

Policy 82: Parking Management - prioritises development with an approach to the management of both vehicular and cycle parking infrastructure. The policy makes reference to the transport strategy, which prevents any net increase in overall vehicle parking levels (other than disabled parking) in the City Centre.

## Conservation & Heritage

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### NPPF, 2018

Policy 170: requires planning policies to support and enhance the natural and local environment, through the protection of its existing character, improvement of access

Policy 184: requires planning policies to set out a positive strategy for the conservation and enjoyment of the historic environment.

### Cambridge Local Plan, 2018

Policy 61: Conservation and Enhancement of Cambridge's Historic Environment - requires all new development to conserve or enhance the significance of the heritage assets of the city (buildings and spaces), their setting and the wider townscape, including views into and out of conservation areas.

Policy 67: Protection of Open Space - seeks to protect existing public assets, including open space and leisure facilities. Where the loss of such assets is unavoidable, alternative locations and the replacement must be fully available for use before the area can be redeveloped.

Policy 69: seeks to protect Sites of Local Nature Conservation Importance. Where development is permitted it must enhance the existing value and prevent harm.

Policy 7: the River Cam - development proposals along the River Cam are required to:

- enhance views to and from the river,
- protect and enhance the unique physical, natural and culturally distinctive landscape of the river.
- raise the quality of the river, adjacent open spaces and the integrity of the built environment in terms of its impact, location, scale, design and form
- enhancement of the natural resources and offer opportunities for re-naturalisation of the river
- enable, where possible, opportunities for greater public access to the
- take account of and support, as appropriate, the tourism and recreational facilities associated with the river.

## Planning Obligations Strategy SPD Draft 2014

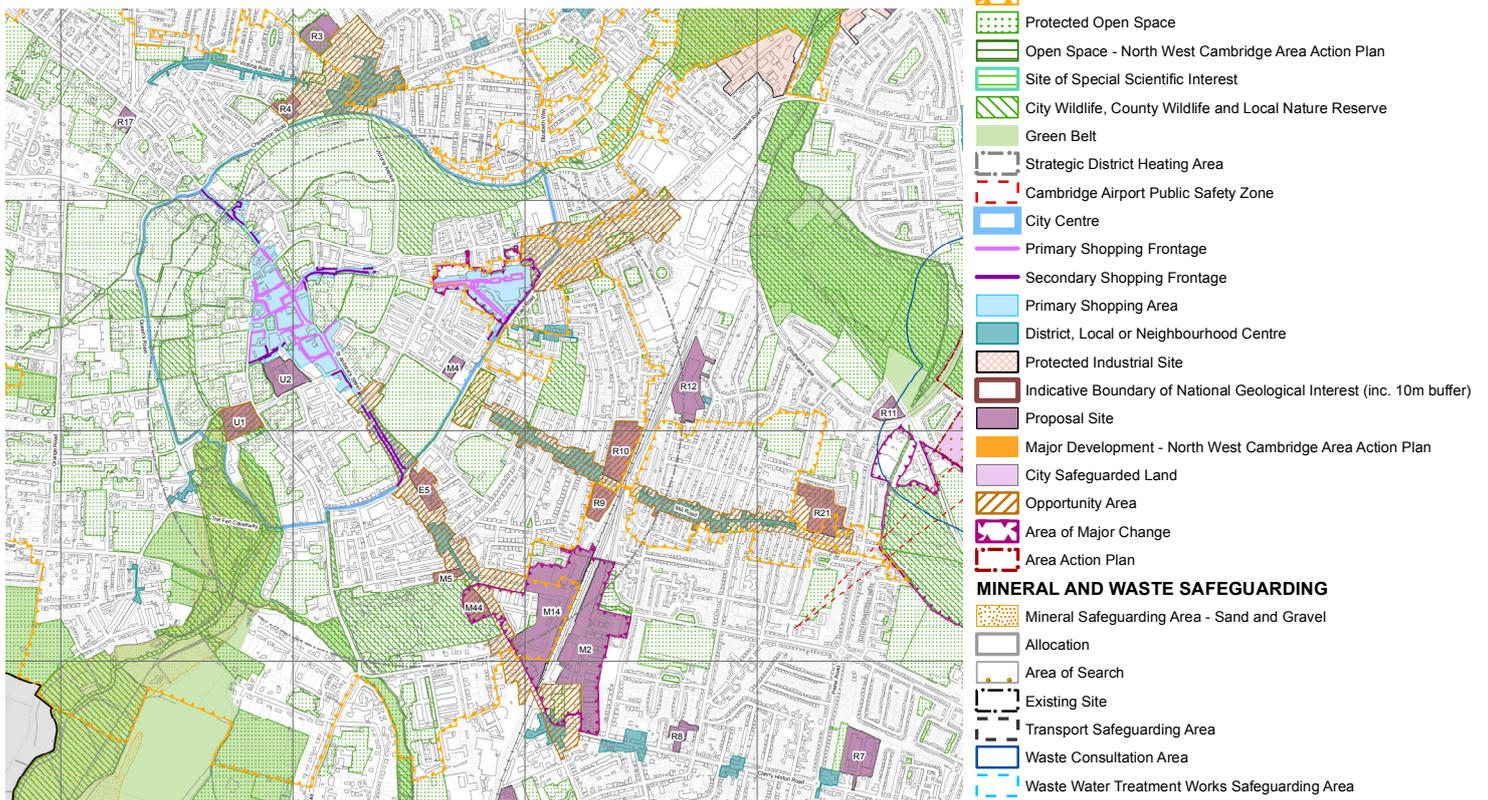
The policy document sets a programme to provide infrastructure to assist in the development of socially inclusive and environmentally sustainable communities, through the enhancement of open spaces, public realm, transport improvements sport and recreation, community, leisure, arts and cultural facilities.

City wide community infrastructure will be financed by the Community Infrastructure Levy (CIL), whilst on-site infrastructure will be funded through planning conditions and obligations.

The proposed CIL charging schedule lays out the following rates per sq.m:

- Residential (C3, C4, including sheltered accommodation) - £125
- Retail (A1 - A5 and sui generis akin to retail) - £75
- Student Accommodation - £125
- All other developments (including B, C1, C2 and D class uses) - £0

Figure 6: Extract of the Cambridge Policies Map 2018



## Proposed Schemes & Initiatives

The City Council has outlined a series of policy Areas of Major Change, Opportunity Areas and Proposal Sites as part of the 2018 Local Plan to accommodate growth requirements. These schemes sit within the study area operating as local centres and key access routes into the historic core.

These policy areas must be considered and aligned with proposals for the city centre through the SPD strategy.

### Grafton Area of Major Change

The Grafton Area of Major Change, as outlined in a Masterplan and Guidance SPD (2018) and Local Plan Policy 11 (2014), is supported as a location for expansion and redevelopment of retail, leisure, residential and student use. Development is required to improve the bus interchange, including an increase in capacity and better waiting facilities; support for sustainable modes of transport including improvements for pedestrians and cyclists such as a managed cycle parking facility, and with no increase in car parking above current levels; and development of linkages to the historic core.

### Mitcham's Corner Opportunity Area

Mitcham's Corner Opportunity Area is outlined in Local Plan Policy 21 and a Development Framework SPD (2017). Development proposals must contribute to the creation of a low-speed environment restoring the balance between people and vehicles; emphasise 'place making' over vehicle movement; reinforce or re-establish historic routes; and create a more comfortable and simplified pedestrian environment. This will create safer, more active and inclusive streets, and a place where it is pleasant to live and work.

### Eastern Gate Opportunity Area

The Eastern Gate Opportunity Area is outlined in Local Plan Policy 22 and a Development Framework SPD (2011). The vision for the OA is to reconnect people and places, responding to the negative outcomes of large-scale 1970's highway interventions and construction of unsympathetic bulky buildings that relate poorly to the public realm. Development proposals are required to create a low-speed traffic environment restoring the balance between people and vehicles; emphasise 'place making' over vehicle movement; re-establish historic routes; and create a more comfortable and simplified pedestrian environment through provision of more generous pavements and street trees, and response to desire lines.

### Hills Road to City Centre Opportunity Area

The Hills Road to City Centre Opportunity Area aims to promote and coordinate the use of sustainable transport modes, and deliver and reinforce a sense of place through a low speed traffic environment and emphasis on 'place making'. The OA extends beyond the study area towards the railway station, and aims to create an improved, high quality link between these. It makes two provisions within the city centre, relating to the widening of pavements and improved cycle parking on Regent Street, and simplification of the pedestrian and cyclist user experience at Hyde Park Corner.

### Old Press/Mill Lane Opportunity Area

The Old Press and Mill Lane Opportunity Area is outlined in Local Plan Policy 25 and a Development Framework SPD (2010). The site is located in the historic core of the city, and currently accommodates a range of the University of Cambridge's academic and administrative facilities. Relocation of the University's activities away from the site offers the opportunity to create a lively, attractive area with scope to enhance the public realm and setting of heritage assets, and address existing conflicts between vehicles and pedestrians.

Although located at the edge of the city centre, these locations will have a significant impact on the demand for goods, services and activities in the city centre.

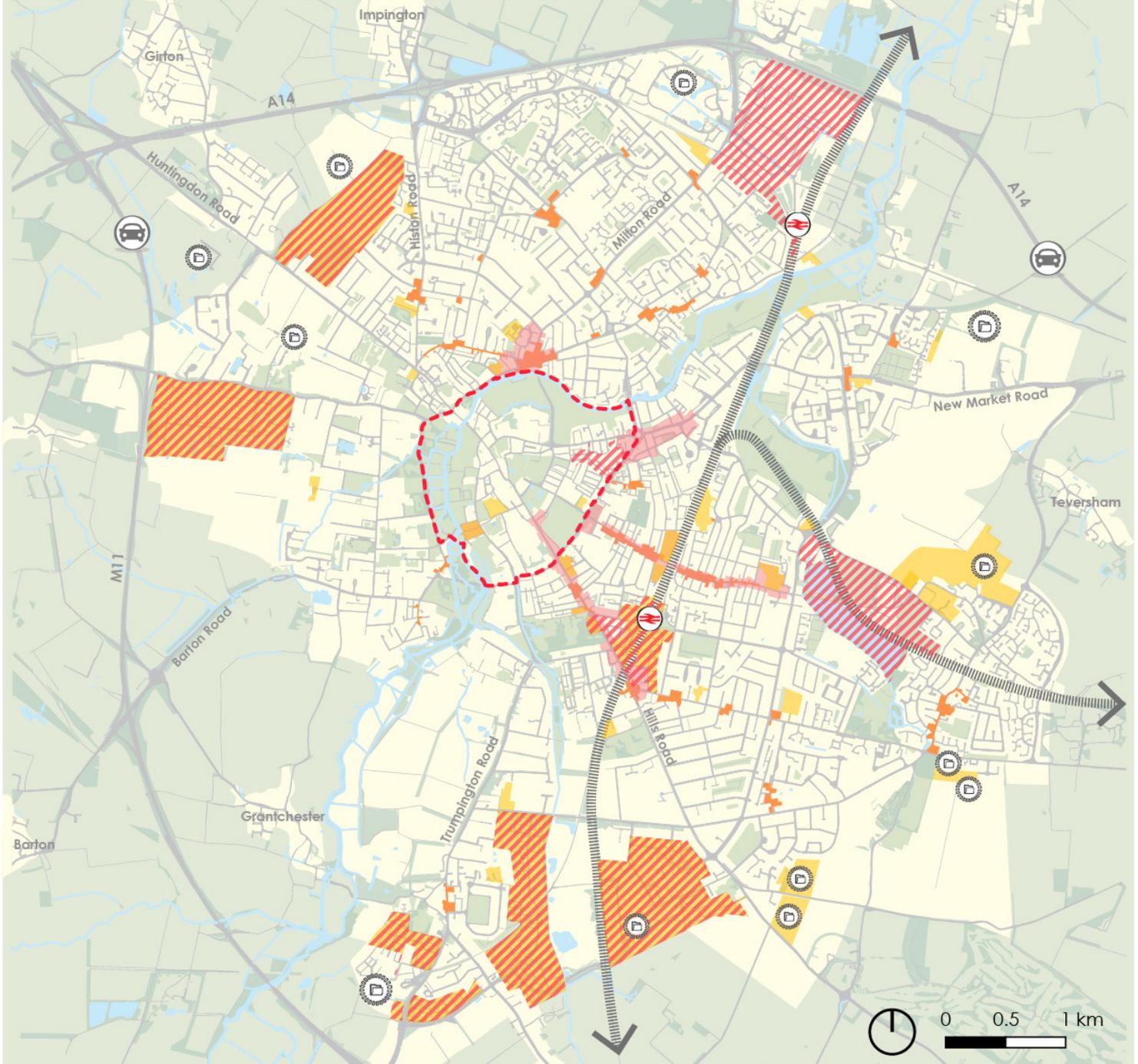
### University of Cambridge Estate Development Framework

The development framework identifies how the University of Cambridge intends to grow and develop its estates, to ensure they are fit for purpose and that it stays competitive amongst the world's top universities. As many faculties have re-located to NW Cambridge, this leaves the opportunity for new life to be breathed into these central locations. The plan also sets to ensure that the University's growth continues to provide and enable local, national and international investment in the city's economy and infrastructure.

A sustainable travel strategy has been proposed to reduce the university's impact on congestion, air pollution and climate change

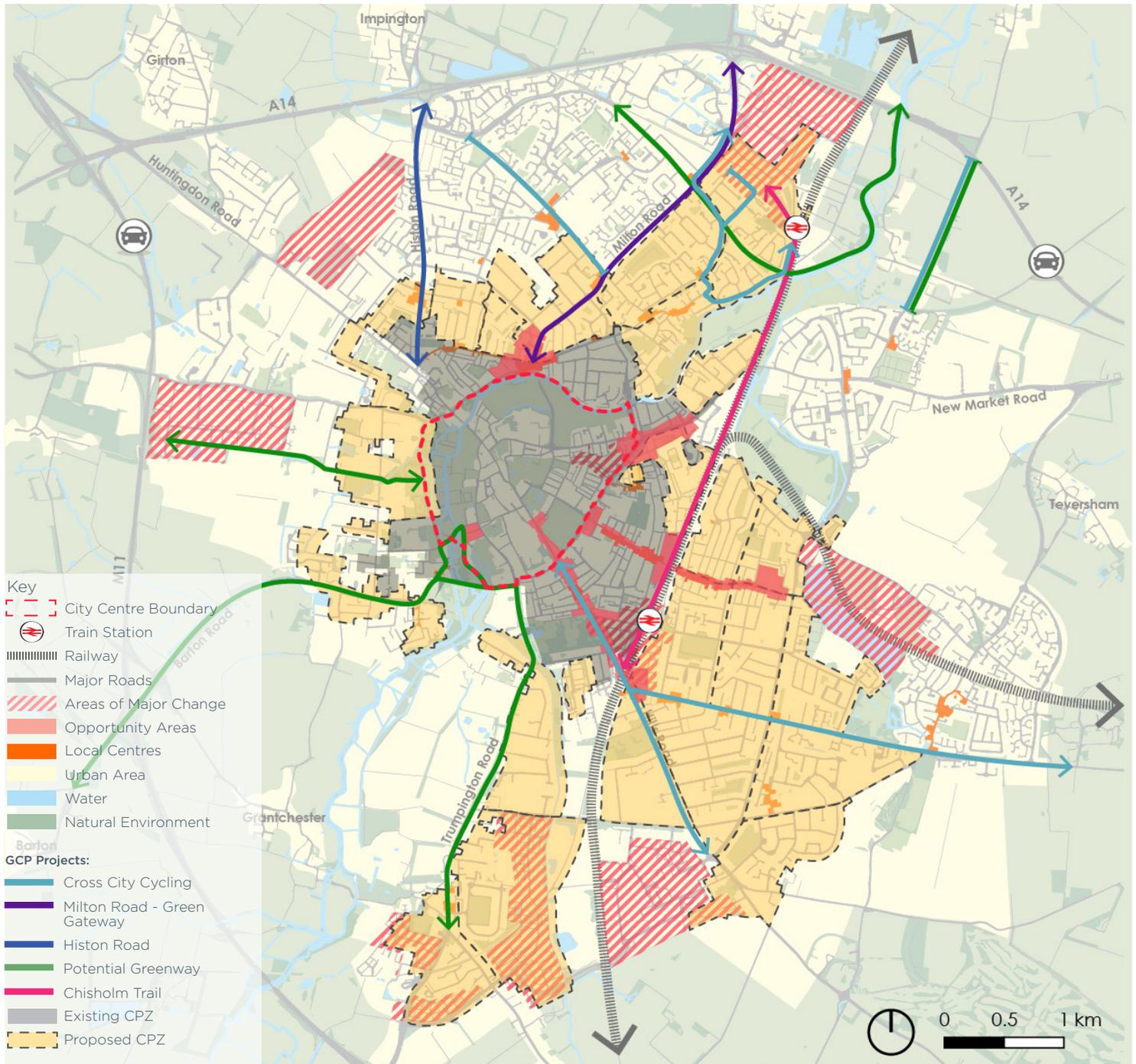
To meet changing demand, the University has identified a series of sites which will accommodate growth. Site masterplans will address: access, public realm improvements, place making, space requirements and sustainability.

Figure 7: Areas of Major Change, Opportunity Areas & Major Planning Applications



	City Centre Boundary		Areas of Major Change
	Train Station		Local Centres
	Large Planning Application		Urban Area
	Railway		Water
	Major Roads		Natural Environment
	Proposal Sites		

Figure 8: Areas of Major Change, Opportunity Areas, GCP Movement Initiatives and CPZs



## Sustainable Environment & Movement

The GCP seeks to realise local and regional objectives through investment in a series of transport initiatives across the city of Cambridge, with the aim to improve sustainable strategic movement into and around the city centre.

These includes:

- Greenway Projects
- Chisholm Trail

- Histon Road
- Milton Road
- Cross City Cycling

The County Council proposed a series of new Controlled Parking Zones (CPZs) as part of a wider regional strategy to disincentivise private vehicle use across the city of Cambridge. This work, which is funded by the GCP, is currently ongoing.

## 2.4 Relevant Studies & Strategies

The following documents are relevant studies and strategies which inform the Spaces and Movement SPD strategy.

### Ensuring Vitality of the Town Centre

- Cambridge Sub-Region Retail Study October 2008 (Amended September 2009)
- Tall Buildings and the Skyline guidance for Cambridge (2012)
- Cambridge Retail and Leisure Study Update (2013)
- Cambridge City Centre Capacity Study (2013)
- Employment land review for Cambridge City Council and South Cambridgeshire District Council update (2013)

### Place Making & the Public Realm

- Cambridge Landscape Character Assessment (2003)

### Conservation & Heritage

- Cambridge Historic Core Appraisal (2016)
- Parker's Piece Conservation Plan (2001)
- Trumpington Conservation Area Appraisal (2010)
- Open Space and Recreation Strategy (2011)
- Mill Road Area Conservation area Appraisal (2011)
- Coe Fen and Sheep's Green Conservation Plan (2011)
- West Cambridge Conservation Area Appraisal (2011)
- Newnham Croft Conservation Area Appraisal (2013)
- The Kite Conservation Appraisal (2014)

### Transport

- Cambridge Local Transport Plan 2011 - 2031
- Cambridge City Centre Capacity Study, Arup, (2013)
- Cambridge City Deal (2014)
- GCP Transport Strategy - Future Transport Requirements (2018)

### Sustainability

- Sustainable Design and Construction SPD and associated documents (2007)
- Design Codes for Strategic Development Sites within the Cambridge Fringe Areas (2012)

## 2.5 Best Practice Guidance

This section reviews key themes under current best practice guidance for how cities should consider growth and development in light of climate change, changing social and economic needs, new technologies and ways of living.

### Global Cities

The notion of a successful global city has shifted international focus from economic competitiveness to a more holistic, liveable and sustainable approach. Cities are required to set the bar and take responsibility for shaping what future urban living means. Cities are being assessed on broader measures, beyond binary Gross Domestic Production (GDP) and Gross Value Added (GVA), through a city's ability to provide an environment and quality of life that puts people first, is inclusive, and healthy in tandem to economic success (Grant Thornton, 2018).

### Heritage & Historic Landscapes

#### UNESCO's New Life for Historic Cities (2013)

UNESCO's New Life for Historic Cities (2013) report sets out a best practice for how cities should consider their historic landscape. It states 'Cities are dynamic organisms. There is not a single 'historic' city in the world that has retained its 'original' character: the concept is a moving target, destined to change with society itself. To preserve the urban historic landscape, strategic and dynamic alliances need to be built between various actors in the urban scene, foremost between public authorities that manage the city and developers and entrepreneurs that operate in the city.'

Consequently, it sets out the following guidance:

- Undertake a full assessment of the city's natural, cultural and human resources;
- Use participatory planning and stakeholder consultations to decide on conservation aims and actions;
- Assess the vulnerability of urban heritage to socio-economic pressures and impacts of climate change;
- Integrate urban heritage values and their vulnerability status into a wider framework of city development;
- Prioritise policies and actions for conservation and development, including good stewardship;
- Establish the appropriate (public-private) partnerships and local management frameworks;
- Develop mechanisms for the coordination of the various activities between different actors

### Global Urban Agenda & Sustainable Development

#### UN Sustainable Development Goals (2015)

The United Nations (UN) Sustainable Development Goals (SDGs) set out a series of targets for how cities should approach growth, development and social transformation, in the context of modern global issues. Sustainability and resilience are at the heart of the UN's 2030 Agenda, which stresses the necessity of compact cities of human scale to enable healthy, high quality, sustainable urban environments endorsing cities to implement of green city policies. The most direct reference is SDG Goal 11:

*'To make cities and human settlements inclusive, safe, resilient and sustainable (United Nations, 2015),'*

It is further supported by Goal 9 - 'to build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation', along with Goals 8 and 12 which call for the development and implementation of policies and monitoring mechanisms for sustainable tourism that promotes local culture and products and generates jobs.

#### The New Urban Agenda (2016) - Habitat III

The New Urban Agenda (2016) outlines UNESCO's commitments for supporting the UN SDG's.

One of UNESCO's core pledges includes the encouragement of cities to create and maintain well-connected and well-distributed networks of open, multipurpose, safe, inclusive, accessible, green and quality public spaces and promoting a wide range of transport and mobility options' where walking and cycling, and public transport are prioritised over private motorised transportation.

UNESCO pledges to encourage national, subnational and local governments to expand and develop their pedestrian and cycling infrastructure and technology-based innovations to reduce congestion and pollution while improving efficiency, connectivity, accessibility, health and quality of life.

Urban freight must also be planned for to support its contribution to sustaining the city whilst minimising its impact on the environment and the livability.

## Cities for People

The compact human scale city narrative has been perpetuated most notably through the writings of Jane Jacobs in 'Life and Death of Great American Cities' (1961) and more recently in Jan Gehl's 'Cities for People' (2010). Gehl encourages cities to re-evaluate their approach, designing public space and the urban environment to put people first rather than the motor vehicle. Subsequently, Gehl has proposed 5 rules for designing great cities:

1. Stop building architecture for cheap gasoline  
Cities should be designed to encourage walking, cycling and access to public transport, discouraging the use of private motor vehicles
2. Make public life the driver of urban design  
Design to encourage people to interact and dwell in public space
3. Design for multisensory experience  
Urban environments must consider all the senses to create high quality spaces
4. Make public transport more equitable  
This can be achieved through accessibility, efficiency, and as a reasonable alternative to cars
5. Ban cars  
The car is not the smartest method of travel across a city. Large numbers of vehicles reduce space on the street for other activities.

Gehl's vision has resulted in many admired interventions across leading cities, such as New York's pedestrianisation of Times Square, and Copenhagen and Melbourne's public space and cycle networks. Gehl states that 'a good city is like a good party, you know it's working when people stay for much longer than really necessary, because they are enjoying themselves.

## Supporting Sustainable Regeneration & Growth

### Greater London Authority (GLA) & Transport for London (TfL) Transport

The GLA and TfL lead the way nationally and internationally in supporting sustainable growth, transport and movement. At the time of writing this baseline document, the Mayor set out an ambitious transport strategy for the city with the aim of 80% of trips to be made on foot, by cycle or using public transport by 2041.

This strategy aims to ensure that regeneration and new development schemes incorporate the Mayor's principles of Good Growth and including local people in local decisions to provide the greatest benefit for everyone.

The programme of investment will draw on TfL best practice guidance including Road Taskforce and Healthy Streets to deliver the following three themes:

#### Healthy Streets & Healthy People

Investment will focus on improving the experience of being in the places where people live, work go to school, spend time and travel. Reducing traffic dominance and prioritising walking, cycling and public transport use will help Londoners live active, healthy lives and help create a city that works well for its residents.

#### A Good Public Transport Experience

With the right blend of planning and investment will ensure that public transport becomes an increasingly attractive alternative to using a car. Proper planning for the whole journey will help integrate public transport and street-level investment. Making sure the right services are available where people need them, reducing overcrowding and keeping fares affordable will help to reduce car dependency.

#### New Homes & Jobs

Transport improvements are vital to the creation of new homes and jobs and can ensure that London's growth supports healthy lives. Appropriate investment will help to create communities where local amenities are within walking and cycling distance and public transport is available for longer journeys, reducing car dependency and improving quality of life.

## 2.6 Historic Context

The historical evolution of the city of Cambridge's built form is integral to understanding what makes the city successful, along with the current space and movement challenges it faces today.

### Early Settlement

There is evidence of human occupation in the Cambridgeshire area since the Bronze Age. The City of Cambridge originated as a settlement from the two bridgeheads that guarded the crossing of the River Cam. This point of the river was desirable due to its higher and flatter terrain, far less prone to flooding.

During the Roman era, the settlement was situated on the present Castle Hill, to the north-east of a natural crossing of the river. The city had been walled by the late 4th century AD, by which time there was also extensive occupation of the lower town around Bridge Street and Jesus Lane. However, the Roman settlement dissipated between 410 and 450 AD.

### Medieval Development of the City

Early Saxon occupation appears to expand the Roman settlement further, covering both sides of the river. Grantabrycge, as the town was then known, had its own mint and up to six churches; (St Bene't still survives).

The King's Ditch, believed to be formed during the Danish era, developed a defensive boundary on the western side of the city following the river from today's Magdalene College down to Mill Lane.

### The River Cam

By the 10th century, Cambridge had an established trading function based on river and sea-borne traffic. The town's value as an inland port, providing access to the North Sea and the Continent, gave it valuable commercial and strategic positioning. Businesses looked to take advantage of this, locating along the river's edge.

A river crossing on or very near to the site of Magdalene Bridge can be seen dating back to 875. All routes, both local and long-distance, had to converge on this crossing point, giving it strategic importance. The convergence of both land and river routes at the crossing was a significant factor in the growth of early Cambridge.

By the 11th century, the town began to take its current shape with a bridge at the loop in the river linking the old Roman town to the main town. Cambridge was a port town until 1295.

### Growth of the City

The town remained wealthy under the Normans, as evidenced by the number of religious foundations of which are still in existence (for example the Round Church). Today's street-pattern, formed by a primary north-south route owes its origins to the Norman period.

By the 13th century, Cambridge was booming but as the town was tightly encircled by open fields, the city became densely populated. The Market Place and St Mary's Church became the commercial hub, with 'rows' of shops, a guildhall and inns around. Royal Charters of 1201 and 1207 established the town as a corporation whilst the first migration of scholars from Oxford marked the origins of the University.

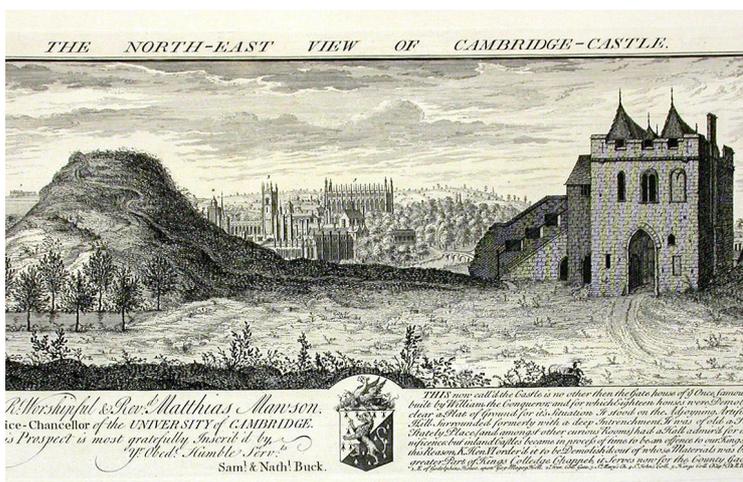


Image 2: Cambridge Castle 1730, Buck Brothers



Image 3: Quayside 1900

## Growth & Development of the University

### The Early Modern Period, Land Acquisition

The Black Death hit Cambridge during the 14th century, damaging the economy. The colleges seized this opportunity to cheaply acquire property and the University subsequently grew rapidly over the 14th and 15th centuries. The town's dense centre meant that the first colleges had to look to the marshy ground beyond the King's Ditch and on the eastern edge of the river for sites for building. These early colleges, outside of medieval Cambridge, were quite simple and surpassed in architectural quality by the religious foundations. However, this changed on account of the Reformation, as the colleges began to acquire and adapt former religious buildings.

Garret Hostel Bridge was originally developed as a public route from Milne Street to the river as a replacement to Salthithe Lane, which had become privatised as the town had granted it to the King (Henry VI) for his college in 1455. The building of King's College cut Milne Street (now Queens Lane) in half, with Garret Hostel Lane provided as an alternative river crossing.

The Cam was canalised in the 14th/15th century to aid the river trade and maintain a powerful water supply to the mills. However, the construction of the 'Royal' Colleges around this time, gradually erased most of this commercial and industrial area around the river, fuelling the 'town and gown' disputes which were to rage for many centuries.

### 17th & 18th Centuries, Continued Growth

In the 17th century the University's control over the city was evident from the marked contrast between the grand college architecture and the simple residential and commercial 'town' buildings. Concern at the state of the dense town, with its tenements and narrow courts saw new building controls introduced.

#### Key\*

- Castle Hill (original settlement)
- Built environment
- River Cam
- Kings ditch
- Arterial route
- Secondary access routes
- Railway line
- Bridges

\*The key corresponds to all historic maps of the present section, highlighting Cambridge's key elements and their evolution.

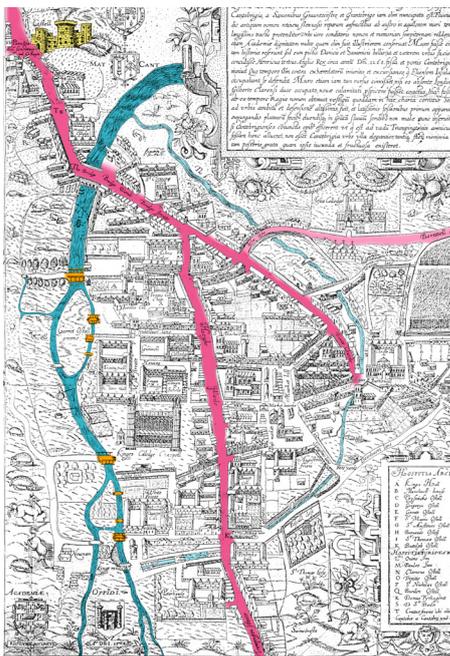


Figure 9: 1574 by Richard Lyne

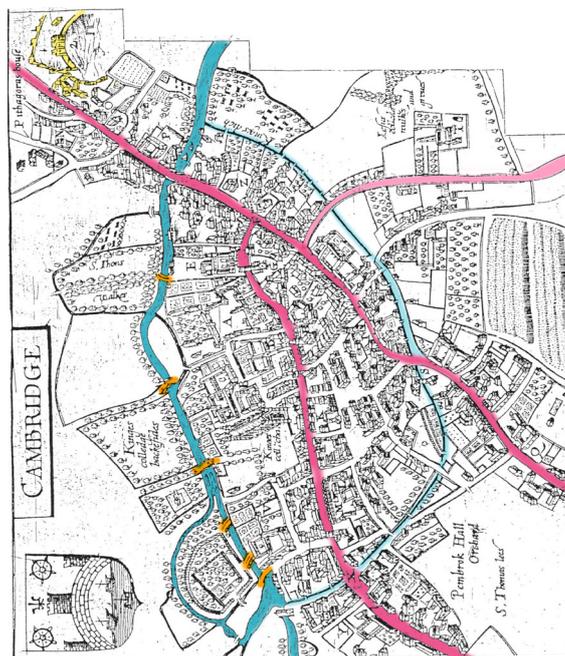


Figure 10: Cambridge 1610 by John Speed

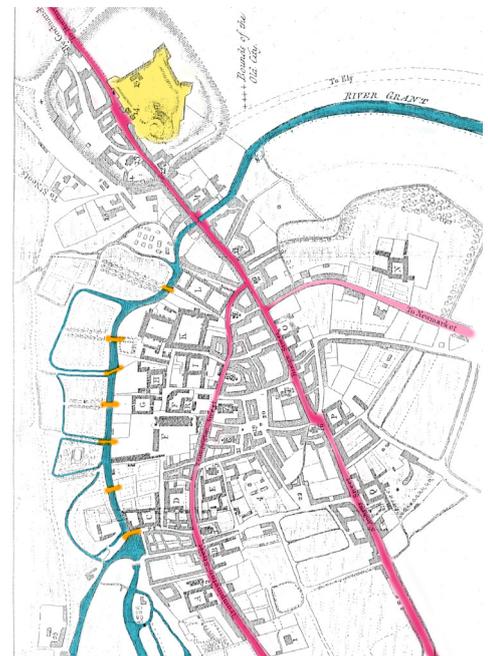


Figure 11: Cambridge 1763

Land swaps occurred to meet the requirements of the expanding university. Trinity College exchanged Parker's Piece for some land to the rear of the College and this together with land acquired by St John's was the origin of 'The Backs' which remains a defining feature of the city today.

The 18th century saw a greater cooperation between the townsfolk and the University. Improvements made around the Old Schools and Senate House saw the demolition of slums, whilst King's Parade and Trumpington Street were widened as King's and St Catharine's Colleges bought up property. A botanic garden was laid to the south of the market and major public buildings (including Addenbrooke's Hospital just south of the City Centre) were erected.

The pattern of the old medieval town surrounded by commons, open fields and marshes (by now often in the ownership of religious institutions and colleges) and the pre-enclosure open fields remained, had put a tight constraint on new development.

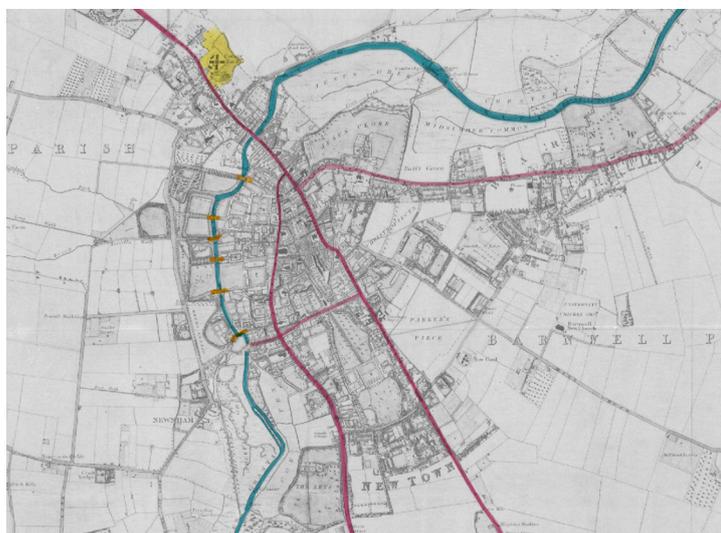


Figure 12: Cambridge 1830 by Alan R.H Baker

## The Railway & City Expansion

The first railway line which linked Cambridge to London and Norwich, was opened in 1845. The Eastern Counties Railway constructed the railway station a mile from the city centre to avoid the need for wholesale demolition of existing property and, according to local legend, was favoured by the University as students would not be lured to the vice dens of London – reflecting the power and influence of the University over the city.

The coming of the railway signalled the end of the River Cam as the economic artery of the town, with some industries such as ironworks, breweries and mills (e.g. Foster Mills and The University Press) moving to be near to the railway.

### 19th & 20th Centuries, Expansion beyond the Historic Core

The eastern and western fields were subsequently built upon, expanding the city beyond the historic core. The latter was acquired to build large houses and low density college institutions; characterised by red-brick Arts and Crafts and Queen Anne-style houses. The eastern fields were in complete contrast with high density terraced houses. This new town was first built south of the city centre with later developments further east off Mill Road and Newmarket Road.

Jesus Green, originally part of Midsummer Common, was separated due to the construction of Victoria Avenue bridge to meet the needs of expanding residential areas. Originally used for grazing cattle, the green became a primary space within the city for recreational activity.

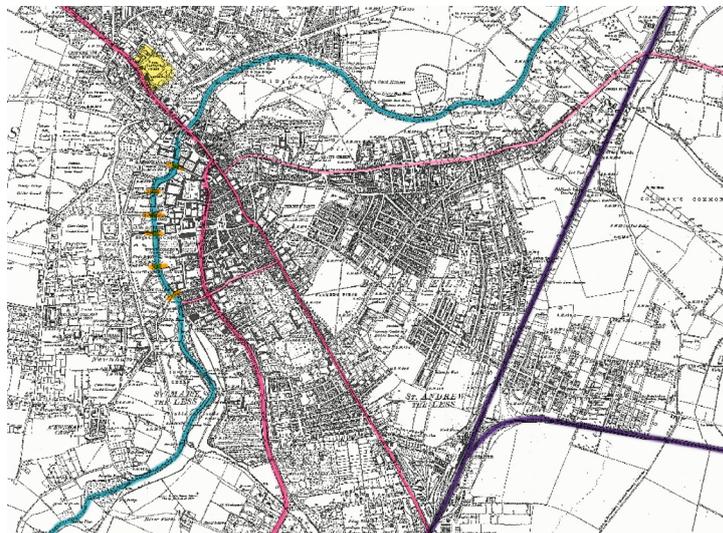


Figure 13: Cambridge 1889

Streets and spaces within Cambridge were principally designed for pedestrians, with limited access available for horse and cart and bicycles. However, whilst the streets and spaces have primarily remained the same, the arrival of Cambridge station, subsequent growth around Cambridge, coupled with the later arrival of the private motor vehicle resulted in a rapid increase in the number of people visiting Cambridge.

The railway brought with it a new era of industry and job creation to the city. This in turn meant that more houses were built around the railway station, to accommodate railway workers, such as in the Railway Cottages on Mill Road by the Railway Bridge. Cambridge Railway Station thrived as a goods yard when built in 1896.

As the city has expanded, many of the earlier industrial buildings which lined the railway fell into disuse and have been redeveloped. The impact of the railway was seen by 1851, when movement out of the city centre was increasing, with many families moving to new suburbs such as Chesterton. This migration of families to the suburbs meant that areas within the city centre were opened up for colleges and town centre uses.

In the late 19th and early 20th century, expansions of the University curricula led to the relocation of the Botanic Garden to the south of the city and the re-purposing of the land for science teaching.

The later 20th century expansion of Cambridge has mostly been in suburbs further south and east of the city with the hospital also relocating to the south. This has developed through to today's expansion of transportation hubs, residential and employment developments beyond the city centre to the north, south and east of the city, such as Cambridge North station, Science Park and the former industrial land adjacent the railway.

Central Cambridge still retains many aspects of its historic character. Extensive open space is within easy walking distance of the Market Square. The juxtaposition of small medieval and Georgian houses set against grand Colleges, creates outstanding townscape, intimate streets and spaces.



Image 4: Market Square 1920



Figure 14: Cambridge 2018, Wider Expansion of the City

Figure 15: Cambridge City Centre 2019



## 2.7 Summary

The city of Cambridge has a long and successful history as an economic and political regional centre, an international education centre of excellence and a visitor destination.

The historical review identifies that the city centre streets and spaces are largely unchanged, retaining their medieval street pattern and re-purposing many historic buildings to meet modern needs. The preservation of the city's built form, large green spaces and waterway have resulted in a constrained city centre, limiting growth to the city's fringes.

As building uses have continued to evolve, the city centre's role and function have changed from one largely based on trade and education to include new uses such as retail, leisure, tourism and science and technology businesses.

Whilst this has brought about significant interest and urban character, it also presents challenges and constraints, notably in terms of how to accommodate modern needs such as housing, employment, tourism and complex transport requirements within a constrained street pattern and protected landscapes. This change has principally been organic and piecemeal in terms of streets and places, resulting in increasing pressure within the city centre.

Future projections for the city are looking to address this, placing greater emphasis on ensuring Cambridge grows sustainably to support and enhance its environment and historic assets, and to encourage a healthy community and economy.

# 3. Stakeholder Engagement

## 3.1 Engagement Process

The engagement process has been a critical component to formulating the SPD. Stakeholders and members of the public have been engaged throughout the project to ensure there have been multiple opportunities for input from local stakeholders.

The strategy included multi-channelled engagement aimed at reaching a broad demographic. This included: one to one discussions; the online surveys; stakeholder workshops; public exhibitions; website material; social media; newsletters and mailing list updates.

### Statutory Consultation

The draft SPD will be presented to the Planning and Transport Overview and Scrutiny Committee for approval to go out to public consultation. This is anticipated to take place in 2019 and take place for a period of 6 weeks. The SPD will then be formally adopted by the City Council.

The SPD is anticipated to be formally adopted by the City Council in early 2020.

### Baseline Engagement

The first stage of engagement - the formulation process, was in 3 phases, aimed at informing the direction of the document. These included: identifying challenges and opportunities, setting a vision and strategies, and outlining key projects and delivery. This baseline consultation incorporated a mix of online public consultation and stakeholder workshops. Consultation for an SPD is not statutorily required at this stage. However, the City Council see engagement at this stage to be essential to the development of a successful document.

Three stakeholder workshops were programmed to hear the opinions and requirements of a range of local interest groups, whilst providing a channel for collaborative discussion between them. The workshops were themed and scheduled to ensure stakeholders were involved at each stage of the development process.

- Workshop 1: Challenges and Opportunities - July 2018
- Workshop 2: Design Principles - August 2018
- Workshop 3: Vision and Strategies - November 2018

### Engagement So Far

The following engagement has been undertaken, which has informed the baseline analysis in order to build a collaborative vision between the Council, local community and service providers.

- A public online survey
- Public engagement events were held at the Guildhall, the Grand Arcade and the Grafton Centre.
- Stakeholder surgeries - a series of one to one sessions were held with stakeholders on 7th and 8th June 2018
- Workshop 1: Challenges and Opportunities held on 4th July 2018
- Workshop 2: Design Principles - 17th August 2018
- Schools workshop: Form the Future - 29th September 2018
- Engagement with students at the October 2018 Freshers' Fair
- Workshop 3: Vision and Strategies - 22nd November 2018

## 3.2 Public Engagement

An online public engagement was conducted by Cambridge City Council for a 4 week period from 21st June until 16th July 2018.

Members of the public were asked to feedback on:

- Open spaces - how could they be improved and what is important to safeguard?
- Cycling and walking routes - what new routes would you like to see and how can existing routes be improved?
- Street improvements - where would you like to see new benches, play areas and other street furniture?
- Are there opportunities for creating new spaces?

The engagement platform comprised of:

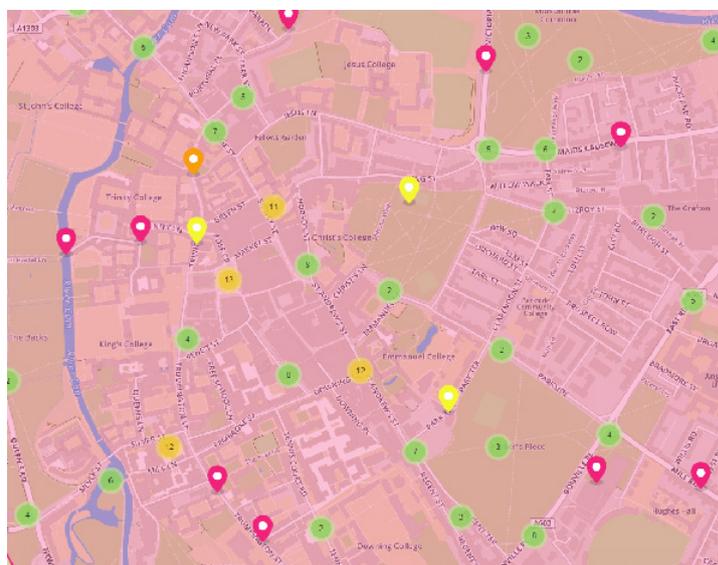
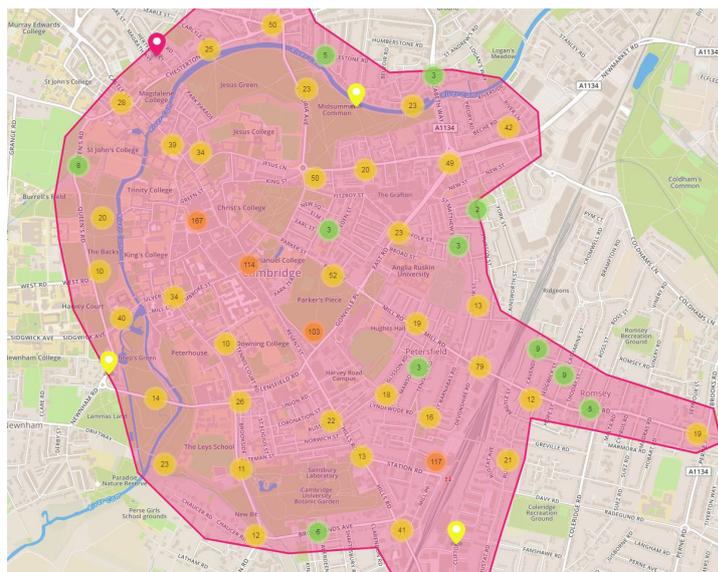
- Interactive map - allowing members of the public to pin exact locations where they identify issues and opportunities in the City Centre
- Survey - asking questions which allowed people to feedback on broad strategic issues and opportunities.

478 people engaged and provided feedback via the map and/or survey. The web page was visited 2.320 times.

The map provided a powerful tool in its ability to spatially plot public opinion. It was particularly useful in identifying small scale issues across the City, where individuals experience the most conflicts. Most of the 832 responses addressed transport challenges.

As with the interactive map, the 346 people completed the survey tended to focus on movement conflicts along particular streets.

Image 5: Interactive Maps Used During Online Engagement



## 3.3 Stakeholder Engagement

### Stakeholder Surgeries

Stakeholders, representing local communities and interest groups, including community groups, Councillors and service providers, were invited to have one to one conversations with the Council discussing opportunities and constraints, and what approach the document should take.

### Workshop 1

On 4th July 2018 32 stakeholders gathered at Anglia Ruskin University, for a half-day workshop to address movement and public realm proposals for Cambridge city centre's emerging Making Space for People SPD.

The workshop was the first in a series of three, providing a critical opportunity for local and regional representatives to hear each other's perspectives and collectively problem solve.

The intention of the first workshop was to review challenges and opportunities identified in the stakeholder surgeries, through roundtable discussions, whilst addressing barriers to change. Attendees were asked to discuss and present their ideas in small groups. These ideas, along with the wider engagement platforms, have informed the direction of the SPD, allowing the consultant team to generate a series of proposals to take forward to Stage 2: Vision and Strategy.

Through the discussions and presentations many ideas emerged, as potential priorities the City Council and GCP need to explore in order to deliver the brief, these include:

- Public transport improvement
- Enhancement of character and offer in areas outside of the historic core
- Creation of street hierarchy
- Review access restrictions
- Review of parking options

### Workshop 2

On 17th August 2018 the same group of stakeholders gathered at Anglia Ruskin University, for a second half-day workshop to review the challenges and opportunities within some of the city centre's core streets.

The stakeholders were initially asked to review areas of the city centre based on best practice principles for quality streets. In the second half of the workshop the group analysed how the identified issues manifest on particular streets.

### Workshop 3

On 22nd November 2018 the same group of stakeholders gathered at Gonville and Caius College.

This third half-day workshop aimed to assist the project team in developing a vision for the future of the city centre identified by interest groups who represent the local community.

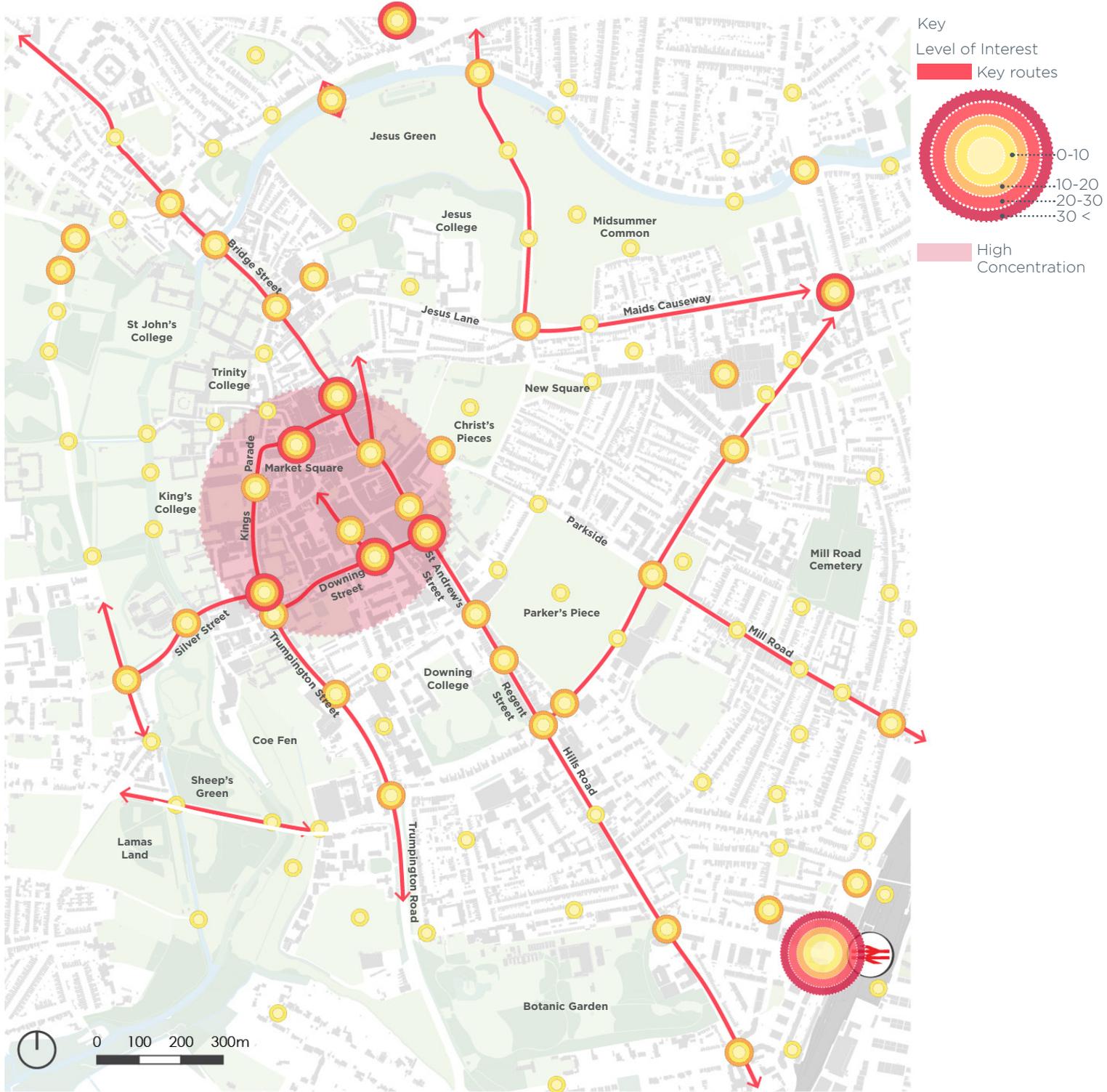
Reflecting on the challenges and opportunities, collected from earlier engagement, the workshop began by asking stakeholders to identify the city centre's future potential. The second half of the session asked participants to collectively develop a series of guiding principles and strategies for achieving the proposed vision.

Overall, the workshops were successful in identifying relevant themes and issues, generating a collaborative sense of ownership of the SPD amongst stakeholders, along with the desire for joint working to ensure delivery. As a result the project team has become more informed of local opinion, needs and demands.



Image 6: Snap Shot from Workshop 1

Figure 16: Summary of Engagement Interest Locations





# 4. Cambridge Today:

## Urban Form, Character & Spaces in the City Centre

This chapter looks to identify and review Cambridge city centre's urban structure, its character and open spaces that exist today. Through this examination the baseline will identify strengths and weaknesses which will inform a series of opportunities and a future strategy presented through the SPD.

The analysis in this chapter has been informed by a comprehensive desktop review, programme of meetings, workshops, online engagement, and site visits that have been undertaken to help formulate

a thorough understanding of the issues that persist across the city centre.

The review will come together in chapter 6 to form a summary understanding of how the needs of each transport mode are coming into conflict with one another.



Image 7: The City of Cambridge, Birds Eye View, 2018 (Google Maps, <https://www.google.co.uk/maps/>)

## 4.1 Urban Structure

### City Centre & Urban Grain

Cambridge city centre continues to retain its compact urban grain (the pattern of streets and paths that has evolved over time, composing the city's street and block structure), which is structured on a medieval street pattern. Preserving its origins, the urban form remains tied to its organic structure, with indirect and narrow streets. The resulting city blocks are disproportionate to the size and frequency of the adjoining streets.

A primary axis divides the city centre into two parts, running from north to south. Whilst this primary axis offers a direct connection through the city, there are few complementary streets providing a similar connection.

City blocks are larger in the west of the city centre, where the urban form has been defined by the River Cam and college grounds. To the southeast the city blocks begin to fragment, allowing for a greater number of connections into the city centre.

While the preservation of the historic urban grain within Cambridge city centre creates positive character and interest, it also results in a relatively restricted street and movement structure. With large footprint block types and curved streets, movement is less permeable, when compared to a city with a traditional rectilinear urban grid. To the southeast, blocks become smaller and set to a more orthogonal street pattern that provides a greater degree of permeability.

Cambridge today boasts 25 bridges along the River Cam. Garret Hostel, Magdalene and Silver Street bridges are still gateways to the historic core and transition points between the tranquil green spaces and the bustling activity of the city centre.

The historic core is largely separated from the expanding Cambridge of today by a ring of open land formed by the Commons and the Backs. The latter are riverside grounds jointly owned by several colleges. The Backs were originally meadows liable to flooding and so were used as common pasture.



Image 8: Garret Hostel Lane



Image 9: The River Cam



Image 10: Sidney Street



Image 11: The Backs

Figure 17: Structure of the Medieval Pattern of Cambridge (Urban Grain)



- Urban Blocks
- Green Spaces
- Study Area Boundary
- River Cam & Other Water Bodies

## Built & Unbuilt Area

The following plan shows the structure of the buildings across the city centre, reflecting the built (occupied) and unbuilt (open/unoccupied) space.

The existing built form is densely clustered within the historic core and the eastern side of the city centre. This corresponds to the historic layout within the centre of the city, and the mainly residential areas within the eastern half of the city centre. These residential areas are grouped around large areas of green space, and this is responsible for the large proportion of unbuilt land within both the eastern and western edges of the city centre.

The built form comprises of a variety of blocks and building patterns, creating irregularity and diversity across the city centre. Relatively dense blocks form the city centre's heart, reflecting the civic and mixed uses present. Whereas the western edge of the city centre is formed of built space characterised by square blocks with courts, originally built for religious use however now occupied by the university colleges.

Residential areas are typified by terraces of buildings which are synonymous with the Victorian era, although larger villas are also found across the centre.

On the eastern side of the city centre (within the SPD area) the following plan exhibits large unbuilt areas signifying the extent of the located open green space.



Image 12: Dense Historic Core



Image 13: The Residential Terrace Streets, New Square



Image 14: King's College



Image 15: Double Tree by Hilton Fronting River Cam

Figure 18: Buildings within the City Centre



- Built Structures within the Study Area B
- Built Structures outside the Study Area
- ▬ Study Area Boundary

## 4.2 Land Use & Character

### Land Use & Key Destinations

Figure 20 demonstrates the gathering of uses and activity across the city centre. The city centre's wide range of uses are primarily zonal and grouped. Key uses seen within the city centre include education/employment, retail, cultural and residential. Employment and educational related uses are mainly located within western and central parts of the city centre, whereas residential uses are located within the south-east. Mixed-use retail uses are focused within the central core located along the main axial routes. Tourist attractions are concentrated to the west of the city centre, clustering around the central university Colleges, River Cam and Market Square.

#### The Historic Core - Mixed Use

The core of the historic centre comprises of a mix of shopping, leisure and educational activities accompanied by architectural assets, listed buildings, chapels and religious places. High street and independent retailers, cafes, restaurants and theatres operate at ground level, with residential uses at the upper floors. Market Square is considered the main civic space of the city. The square is well visited for its daily market, attracting tourists, retailers and locals.

Other important landmarks found at the core of the historic centre include the Guildhall, the Corn Exchange, Kettles Yard gallery, and the New Museums Site.

#### Primary Retail Locations

Primary retail activity is clustered in the historic core spanning off the arterial route. A more recent clustering of retail activity has developed on the eastern side to accommodate local retail demand. There are two primary indoor shopping centres - the Grand Arcade and the Grafton Centre.

The Grand Arcade is located in the heart of the city centre. Anchored by John Lewis department store, the arcade contains a number of high street retailers, complementing the retail offer of the local independent shops found elsewhere in the city centre. Renovation to the site brought the existing Lion Yard shopping centre and the Grand Arcade under one roof. The centre is enclosed, providing a public route that runs through Grand Arcade, creating a desirable pedestrian access route into the core of the city centre, away from vehicles and cyclists. The Grand Arcade also hosts the New Cambridge Magistrate's Court, the Cambridge Library and a multi-storey car and cycle parking facility.

The Grafton Centre is located on the eastern edge of the city centre. The shopping centre's location attracts local Cambridge residents due to its position surrounded by residential developments, away from the historic centre. The centre offers retail facilities and a cinema. Currently, the Grafton Centre is in the process of refurbishment, whilst subject to proposals under the Grafton Area of Major Change and Masterplan SPD (2018).

#### Employment Locations

Within the study area, employment activities are primarily found within the colleges, retail locations and along the river.

In Cambridge there are two main universities, the University of Cambridge and the Anglia Ruskin University. The University of Cambridge is a confederation of six schools and 31 colleges, which are governed by their own regulations, however they are integral to the University of Cambridge. Positioned in the city centre, the most renowned colleges of the Cambridge University are King's College, Trinity College, Jesus College, St. John's College, Queen's College and Downing College. The colleges, despite their main educational purpose, are also regarded as primary attractions and landmark points of the city. These conglomeration of buildings incorporate teaching spaces, student accommodation, dining spaces, event spaces, museums, chapels, sports facilities, gardens and park areas (University of Cambridge website).

Figure 19: Main Employment Areas

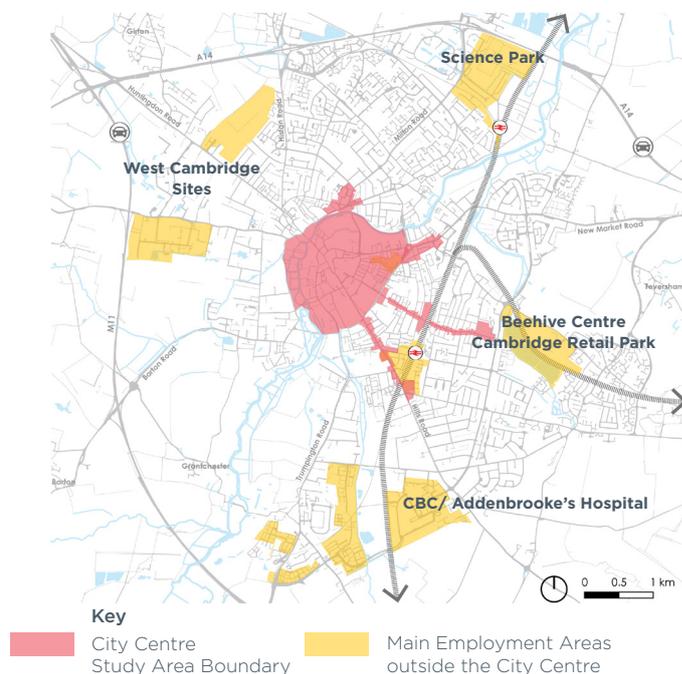
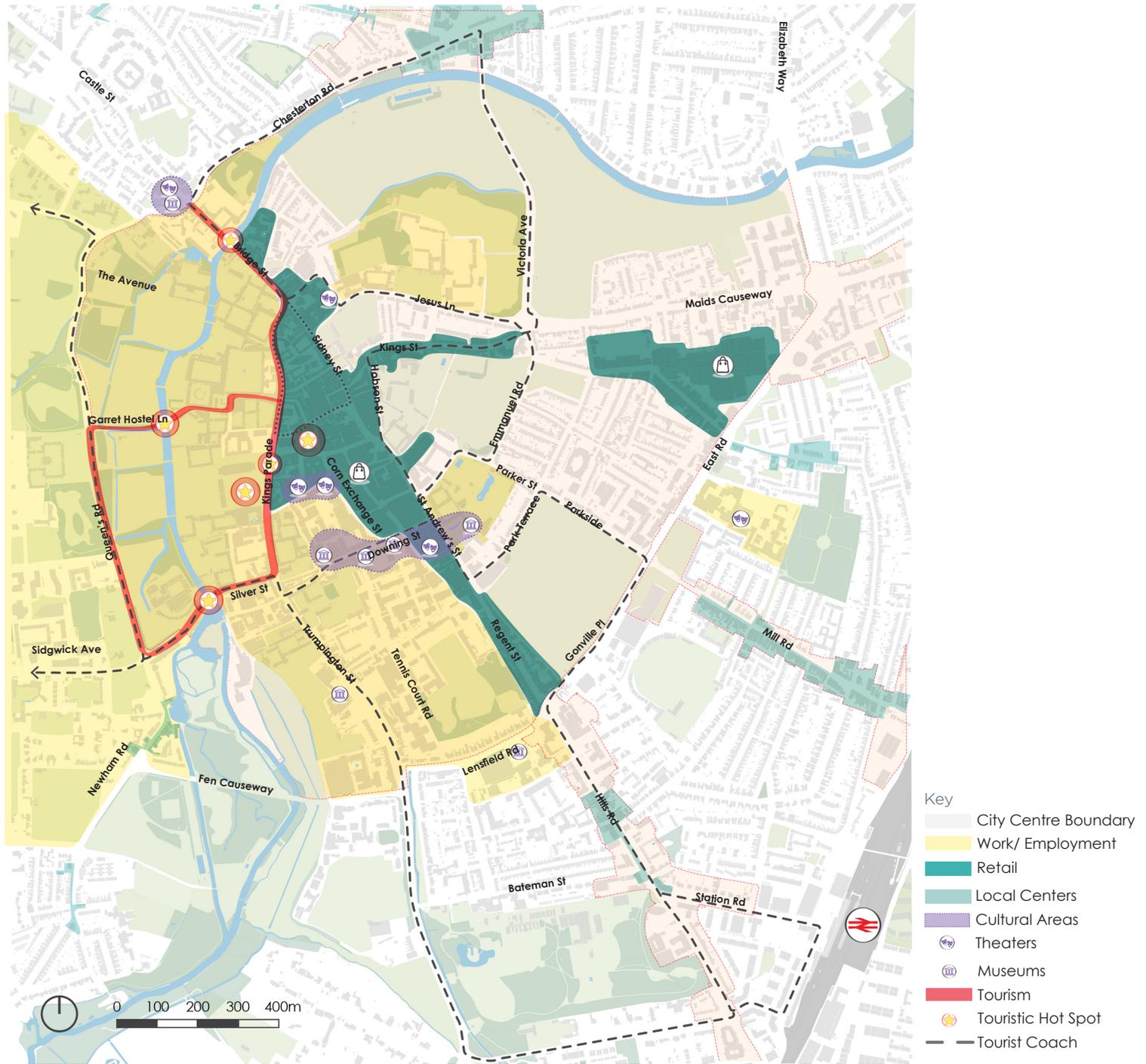


Figure 20: City Centre Uses & Hot Spots



## Recreational Activity

Recreational activity principally occurs within the parks and green spaces through sports, play facilities and regular annual events.

## Cultural Activities

Cultural activities are scattered across the historic core, with a grouping of museums situated along Downing Street. The primary museums in the city centre of Cambridge are owned and integrated into the Cambridge University, providing key attractions in the city centre, with many buildings of architectural merit. The historic core plays host to a range of seasonal and temporary events throughout the calendar year.

## Built Heritage & Conservation

Cambridge city centre is covered by the Central conservation area with additional conservation areas abutting. These areas are supported through conservation area appraisals which provide guidance on what features and character within the area must be preserved. The central conservation area is the largest, comprised of the historic core and open spaces including the college backs, Jesus Green, Midsummer Common and the Botanic Gardens. The only area absent from a conservation area designation is the area around the Grafton Centre at the eastern-north part of the city centre.

The city's 1,500 listed buildings are largely clustered at the central and western part of the city centre. Buildings of local interest are more evenly spread across the whole city centre. The list ranges, from the remains of Roman buildings to medieval and Gothic churches, college grounds, historic townhouses and shopping parades, and offices built in the 1970's. Examples of the range of historic buildings can be found on the adjacent page.



Image 16: Kings College



Image 17: St. John's College

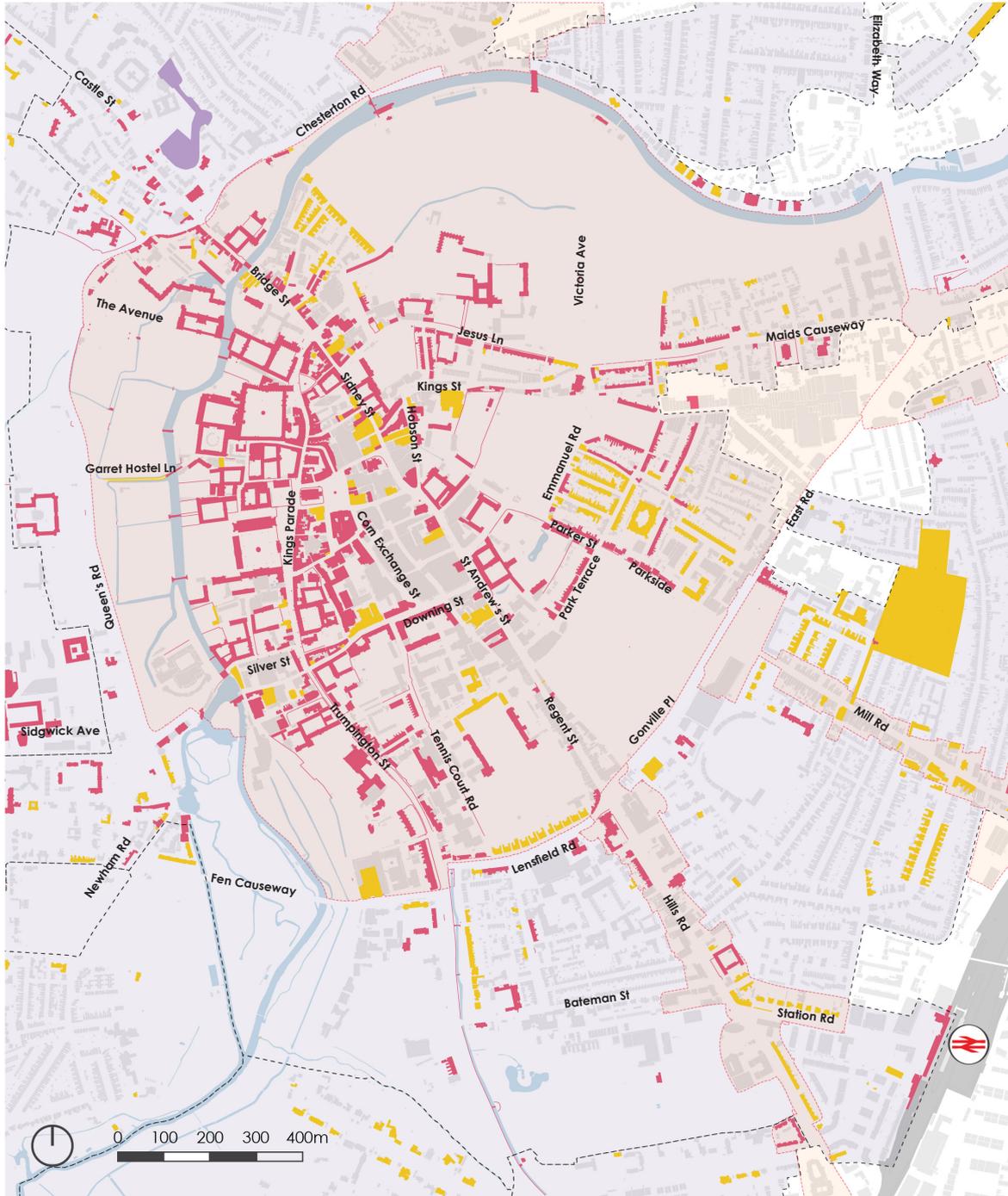


Image 18: The Mathematical Bridge



Image 19: Fitzwilliam Museum

Figure 21: Architectural Heritage & Character



- Conservation Areas
- Listed Buildings
- Buildings of Local Interest
- Ancient Monuments
- Existing Buildings
- Study Area Boundary

## Streetscape Character

A Historic Core Appraisal was conducted by Cambridge City Council to assess the townscape characteristics of the city centre. A street by street analysis was conducted awarding each a rating to identify its level of significance. Images 23 to 26 show key streets and the historic significance of these streets as defined in the Historic Core Appraisal.

Figure 22 provides a conclusive summary of the appraisal, identifying that the most significantly important streets are on the western side of the city centre on account of their buildings of historic significance and architectural merit. The streets with the lowest rating are mostly found to the east. Central streets with low ratings, such as Corn Exchange Street, are due to their lack of activity, active frontage and architectural interest.

The appraisal notes that the preservation of the historic urban form is the foundation of the city centre's streetscape characteristics today, largely composed of narrow intimate streets, lined with a number of high-quality well designed buildings. The majority of streets retain an active frontage. This has ensured that streets are overall busy and active throughout the day. Many buildings are designed to the footpaths edge with narrow pavements, resulting in a densely compact core with very few street trees.

The Historic Core Appraisal is a street-by-street analysis that provides a detailed audit of every street within the core area, assessed on a scale of difference significance (low significance street, significant street, high significance street, very high significance street). This is displayed on the following plan (figure 22).

Image 20: Very High Significance Street, Trinity Street



Image 21: High Significance Street, Sidney Street



Image 22: Low Significance Street, Corn Exchange Street



Image 23: Significant Street, Regent Street



Figure 22: Map Based on Historic Core Appraisal for Streetscape Character



- Street Significance: Very High
- Street Significance: High
- Street Significance: Significant
- Street Significance: Low
- Street Significance: High (added by study team)
- Street Significance: Significant (added by study team)
- Street Significance: Low (added by study team)
- Existing Buildings
- Study Area Boundary

## Identified Streetscape Issues

In summary of the overall streetscape environment the following streetscape issues have been identified in regard to character:

### Low Quality Streetscape Character on Approach Roads and to the East of the Historic Core

Expansion and modern improvements have meant that heritage character of the city is not always reflected in the public realm.

### High Quality Streetscape Character Found within the Historic Core

Preservation of historic design, materials and detailing. However this is not carried through to all streets, resulting in a fragmented approach to street design.

### Vehicle Focused Streets

Many streets across the city centre have been designed or adapted to favour vehicles resulting in reduced comfort for pedestrians and cyclists.

### Lack of Coherent Wayfinding & Signage

Existing signage is piecemeal, lacks a consistent design and sometimes placed along footways that creates barriers to movement. This prevents legibility across the city centre.

### Street Clutter

Unnecessary use of signage, railings and bollards create street clutter, preventing pedestrian ease of movement and accessibility for all users. Some necessary street furniture such as bins and cycle stands are poorly located along the streetscape, causing obstacles.

### Lack of Seating & Dwelling Space

Some of the primary spaces and streets across the city centre lack sufficient seating space, discouraging people from dwelling. This results in movement dominated streets.

### Lack of Tree Planting & Green Infrastructure

Narrow streets have prevented space for planting resulting in limited streetscape character.



Image 24: Lack of Quality & Consistent Materials



Image 25: Street Clutter along Footways, Hills Road



Image 26: Lack of Designated Seating & Dwelling Space at King's

## 4.4 Open Spaces

The city centre of Cambridge comprises of the city’s primary commercial core, University Colleges, residential clusters and a variety of open spaces. These open spaces offer a range of typologies, including parks and gardens; College grounds; natural and semi-natural green spaces; civic spaces; and a couple of outdoor sports facilities, providing an integral component of the city’s character and setting.

The city as a whole is overwhelmingly green, containing 740 hectares of protected open space. Within this, 66 hectares can be found in the centre’s Market ward.



### Typology

The majority of the open space is green, with only Market Square, Fisher Square and Quayside offering paved public open space.

Open space is diverse, from riverside parks to grassy commons and flower gardens, shaping Cambridge’s landscape as much as the historic buildings and urban grain.

The centre includes a range of flexible, active green park spaces used for play and events. Each of these spaces vary in character.

Tranquil green spaces are found at the northern and southern ends of the city centre, a 10 minute walk from Market Square. These grassy commons are rural in nature, incorporating a range of biodiversity, including grazing cows. Due to limited paved open space, many of these spaces are used to host annual events.

The River Cam, for which the city takes its name, runs along the western edge of the city centre, structurally framing the city’s central core. The Cam has become a recreational hub for tourists and locals alike, in particular for punting and offering spaces for relaxation.

These spaces are currently being supported by the City Council’s 2011 Open Space and Recreation Strategy, which has set out a vision “towards 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.”

Figure 23: Proportion of open space typology (Open Space & Recreation Strategy, 2011)

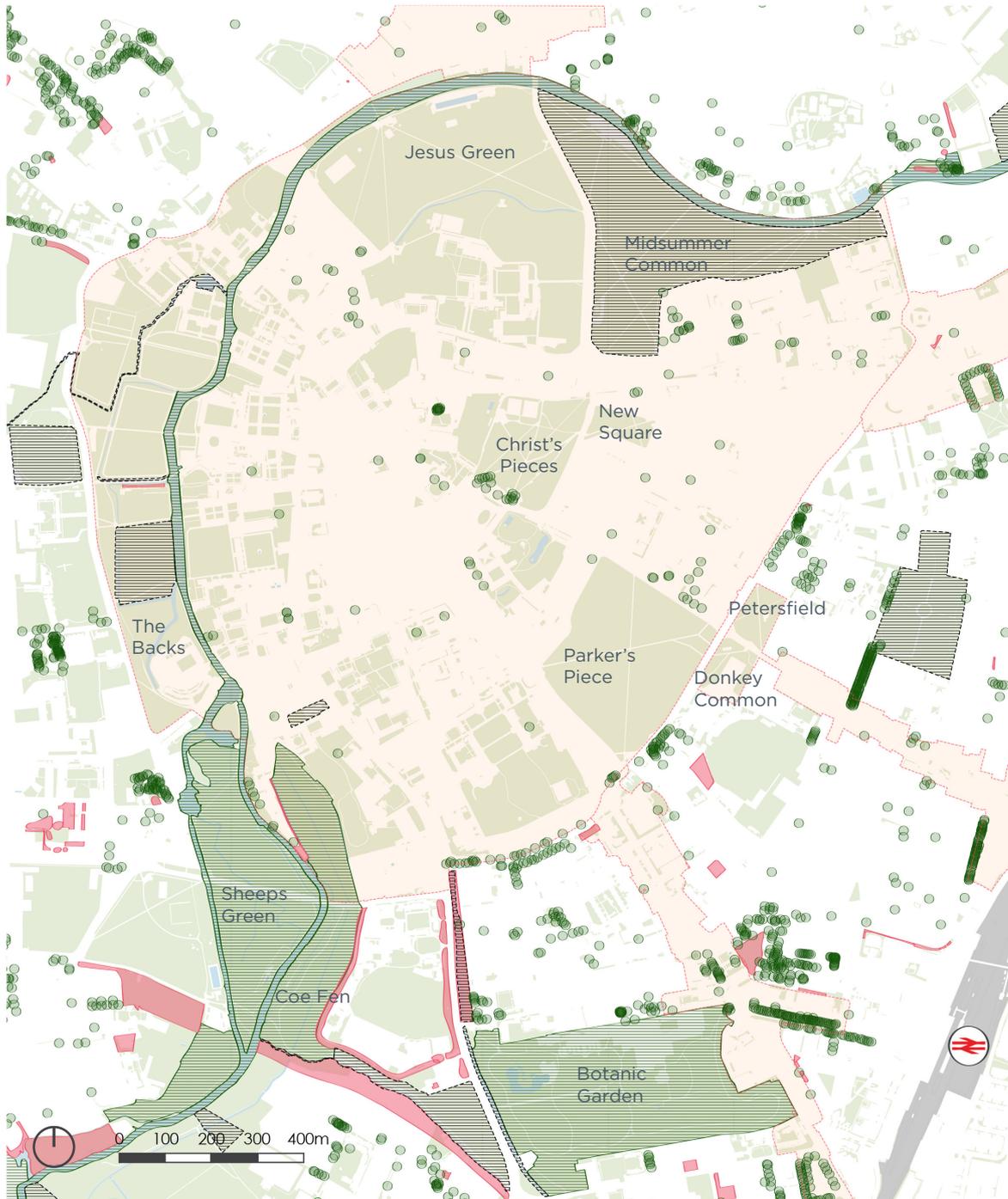
Typology	Sites
Amenity Green Space (AGS)	2
Cemeteries and Churchyards (CEM)	2
Civic Spaces (CIV)	2
Natural and Semi-Natural Green Spaces (NAT)	2
Provision for children and young people (CYP)	3
Parks and Gardens (P&G)	19
Allotments (A)	1
Outdoor Sports Facilities (SPO)	2
<b>Total:</b>	<b>30</b>

Figure 24: Protected Open Spaces



- |  |                          |   |                           |
|--|--------------------------|---|---------------------------|
|  | Public Open Space        |  | Children & Young People   |
|  | Parks & Gardens          |  | Cemeteries & Churchyards  |
|  | Amenity Green Space      |  | Outdoor Sports Facilities |
|  | Semi Natural Green Space |  | Civic Spaces              |
|  | Allotments               |  | Study Area Boundary       |

Figure 25: Nature Designations



-  TPOs
-  County Wildlife Sites
-  City Wildlife Sites
- 
-  Open Green Areas
-  Study Area Boundary

## Open Space Appraisal

This section appraises the open spaces found within the city centre to understand the character, typology and range of facilities that currently exist.

### Primary Open Space

Primary open spaces include civic spaces, market squares, large parks, gardens and nature reserves.

**Market Square** is the primary town square and public space of the city centre. A road frames the outer edge, whilst a permanent market food and craft is erected in the centre of the square, dictating the use of the square. A historic fountain is located in the centre, however it is hidden by the market. The Square is active by day but the fixed market structures restrict activity at night. Retail, eateries and buildings of significance, such as the Guildhall and Great St Mary's Church situated around the edge of the square, generate high levels of activity throughout the day.

**Type:** Civic Space

**Ownership:** Public

**Facilities:** daily market and street food

**Activities and Events:** Buskers and Street Performers festival, night market, film screenings, protests

**Christ's Pieces** is a 2018 Green Flag award winning Victorian park designed with tree-lined avenues. The formal seasonal bedding displays planted 'petal beds' near Emmanuel Road, while ornamental shrub beds are located around the perimeter adding extra colour and interest. Christ's Pieces and the New Square create an important link between the historic city centre and the Grafton shopping centre, providing extremely well-used and visited spaces. A 10 year management plan has been developed.

**Type:** Park and Garden

**Ownership:** Public

**Facilities:** playground, refreshment kiosk, bowling green, 4 tennis courts, table tennis, public toilets,



Image 27: Market Square



Image 28: Christ's Pieces

**Jesus Green** is an open green which sits along the River Cam. The park is characterised by its avenue of London Plane trees providing a leafy canopy over its footpaths.

**Type:** Park and Garden

**Ownership:** Public

**Facilities:** outdoor swimming Lido; refreshment kiosks; six tennis courts; children's playgrounds; skate park; table tennis; barbecue area; and public toilets

**Activities and Events:** Jazz and Brass in the Park, beer festival, fairgrounds



Image 29: Jesus Green

**Midsummer Common** is an ancient area of grassland bordered by the River Cam. The University College boathouses are positioned along the waters edge. Between April and October the Common is grazed by a locally cherished herd of cattle. Midsummer Common Management Plan, 2014-2019 provides a 5 year plan to protect and enhance the Commons' environmental quality and biodiversity. The plan also sets a strategy for sustainable drainage, environmental projects and events hosted.

**Type:** Natural and Semi-Natural Green Space

**Ownership:** Public

**Annual Events:** Midsummer Fair, the Cambridge Marathon, the bonfire night festival and the Strawberry Fair.



Image 30: Midsummer Common

**Parker's Piece** is a large green open space at the edge of the historic centre. The space is relatively open, which allows it to accommodate a variety of formal and informal activities, including regular use as a playing field by local schools and for major public events. The park is famously known as the place where, in 1848, students agreed a set of simple guidelines for football which were to influence the development of the Football Association rules. Petersfield and Donkey Common provide additional green space adjacent to the main green.

**Type:** Park and Garden

**Ownership:** Public

**Facilities:** playing fields; public toilet

**Annual Events:** The Big Weekend, the Ice Rink, Buskers and Street Performers festival, Town and Country Show, University of Cambridge Freshers Fair, cricket matches.



Image 31: Parker's Piece

**Coe Fen** is a Local Nature Reserve following the edge of the River Cam, at the southern end of the Backs. The space resembles characteristics of the countryside, incorporating water meadows, grazing cows and a range of wildlife. Punting is available at Silver Street and can be taken downstream along the Backs or upstream toward Grantchester. The fen is popular with picnickers and as a spill over from the neighbouring pubs. Spaces in the Fen can be hired for private events.

**Type:** Natural and Semi-Natural Green Space

**Ownership:** Public



Image 32: Coe Fen

**Sheeps Green** is a local nature reserve, which runs along the west bank of the River Cam, adjacent to Coe Fen. The reserve is rural and tranquil in character, however includes a range of facilities and infrastructure for activities. From April to October the Green is grazed on by cattle and horses.

**Type:** Natural and Semi-Natural Green Space

**Ownership:** Public

**Facilities:** Learner pool; bowling green; play area; refreshment kiosk



Image 33: Sheeps Green

**The Backs** are a stretch of Grade I historic parks and gardens which run along the backs of the colleges and the edge of the River Cam. Framed by lavish facades and stately courts of the colleges, each of the greens vary in size and landscaping. St John's College was notably designed by the famous landscape architect Lancelot 'Capability' Brown. The parks are privately managed and maintained by the Colleges and are primarily for students and faculty members. Members of the public are limited to restricted hours, some of which are chargeable. The views of the colleges and positioning of famous bridges along this section of the River, including the Bridge of Sighs and the Mathematical Bridge, makes it a popular spot for tourist punters.

**Type:** Park and Garden

**Ownership:** Private



Image 34: The Backs

**College Courtyards and Gardens** are green manicured squares located in the centre of the most famous University of Cambridge colleges. The courtyards are privately managed and maintained by the Colleges and are primarily for students and faculty members. Members of the public are limited to restricted hours, some of which are chargeable.

**Type:** Park and Garden

**Ownership:** Private

**Annual Events:** The Shakespeare Festival



Image 35: College Courtyards & Garden

**Kings Parade/ Senate House Hill** are adjoining streets that operate in tandem as spaces due to their hosting of many of the city's key attractions and accommodating the centre's lack of required civic space. The street's wide width and use of shared surface accentuates the feel of this street as a space, in contrast to the surrounding narrow streets. Buildings of significance and high architectural quality create an active frontage to the west, whilst the eastern frontage is comprised of historic townhouses hosting commercial activity. Uniformity is created through the consistency of building height (2 storeys), architectural features and lawn setting.

**Type:** Civic Space and Street

**Ownership:** Private with fully public accessibility

**Facilities:** adjoining cafes, shops and restaurants



Image 36: King's Parade

## Secondary Open Spaces

Secondary open spaces include: small greens, paved sit out-areas, children's play spaces or other areas of a specialist nature, including nature conservation areas.

**Fisher Square** is a small paved public space at the back of the Grand Arcade shopping centre. The square offers secluded seating space accompanied by tree planting and sculptural element. Only half of the frontages around the square are active shop fronts. The Square provides a key pedestrian exit from the Grand Arcade.

**Type:** Civic Space

**Ownership:** Public

**Facilities:** seating, public toilets

**Activities and Events:** Buskers and Street Performers festival and spill out activity from the night club



Image 37: Fisher Square

**Quayside** is a small public realm space adjacent to the River Cam at Bridge Street which is not protected public space in the Local Plan. The space has become a tourist hotspot on account of the punting pick up spot at the water's edge and restaurants with outdoor seating.

**Type:** Amenity Space

**Ownership:** Public

**Facilities:** seating

**Activities:** Punting pick up, restaurants, shops



Image 38: Quayside

**New Square** is a small green lawn adjacent to Christ's Pieces and residential houses. The only landscaping is trees which frame the western edge. The space is mostly used by locals to relax and sit on the grass.

**Type:** Park and Garden

**Ownership:** Public

**Facilities:** seating



Image 39: New Square

**Petersfield** is a small green space adjacent to Parker's Piece, along East Road and Mill Road. The space includes a large number of trees, planting along the edge and a playground.

**Type:** Park and Garden

**Ownership:** Public

**Facilities:** playground



Image 40: Petersfield

**Donkey Common** is a green space surrounding Parkside gym, adjacent to Parker's Piece and along East Road and Mill Road. Limited infrastructure is present except for a small half pipe for skateboarding. Trees line the northern edge.

**Type:** Park and Garden

**Ownership:** Public

**Facilities:** Skate Park



Image 41: Donkey Common

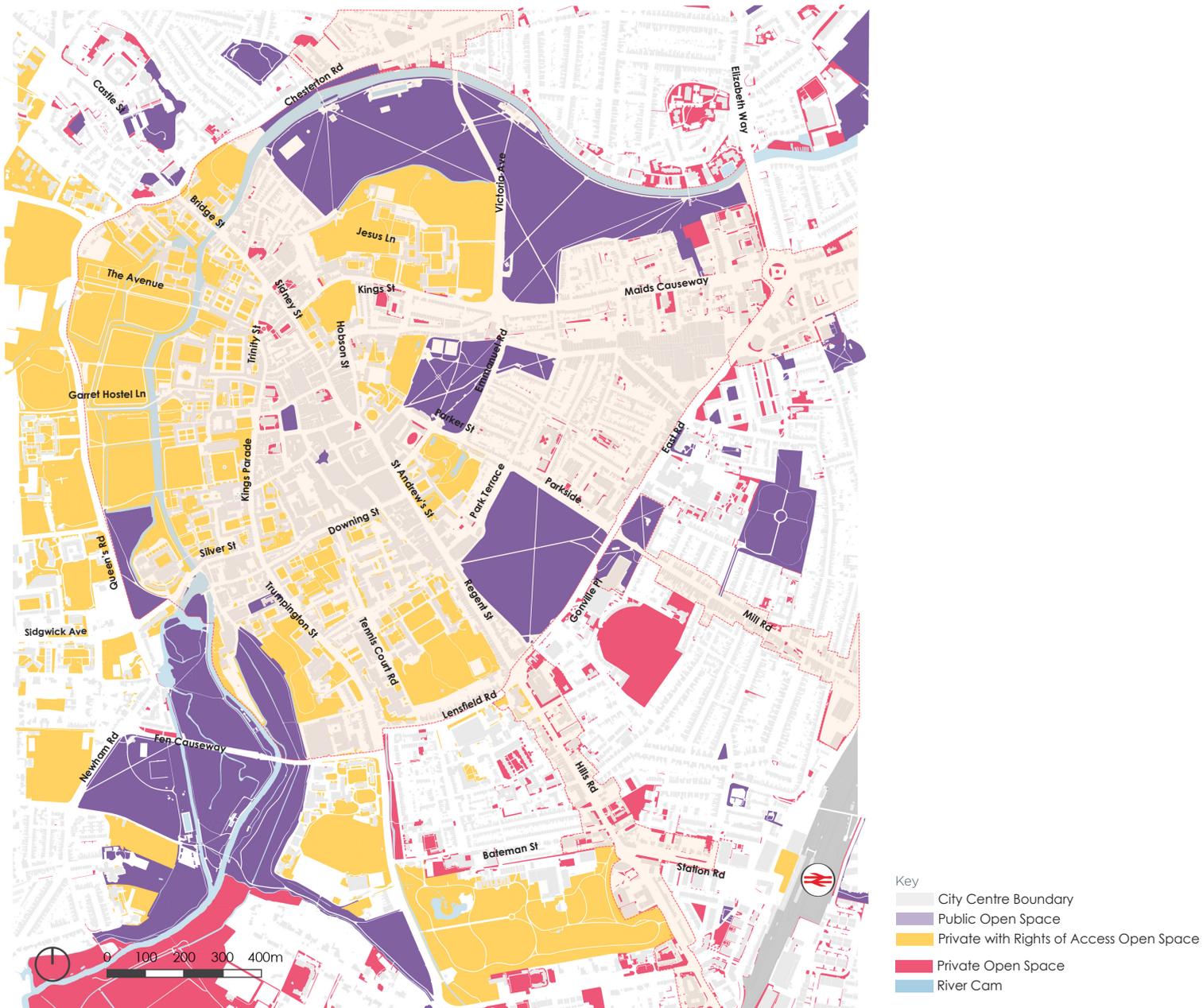
## Ownership of Open Spaces

Public open spaces are predominantly on the eastern side of the city centre, whilst large privately owned open spaces are clustered to the west. This is a consequence of the clustering of Cambridge University Colleges who first reclaimed land along Senate House Hill from religious institutions in the 14th Century (University of Cambridge, 2018).

## Accessibility

- The primary public green open spaces are accessible 24 hours 7 days a week
- Civic spaces are accessible 24 hours 7 days a week
- University College grounds operate as private open space with rights of access. Students and faculty can access these spaces at any time, whilst members of the public can only access for visitation during specified day time hours, some of which are chargeable.

Figure 26: Ownership of Protected Open Spaces



## Spaces Analysis

Cambridge's history and heritage are celebrated within its city centre spaces through the protection of nature and biodiversity, use of materials and surrounding built form.

### Main Identified Issues

#### Lack of Hard Space

Cambridge city centre offers a good range of inner city green spaces which are flexible and provide space for rest and relaxation. However, the city centre lacks hard open space for flexible use.

#### Facilities Lacking

Although the majority of Cambridge's open spaces are widely adored, the engagement process has revealed concerns regarding a general lack of facilities within the city centre's existing spaces, with particular emphasis placed on the lack of seating and the provision of spaces for people to dwell within.

Other facilities lacking include outdoor gym facilities and a range of play facilities for a variety of ages. Currently, the three playgrounds that exist in Jesus Green, Petersfield and Christ's Pieces would be classed as LAP's (Local Area for Play) which are targeted at under 6's.

#### Inadequate lighting of green spaces and inconsistent across streetscape

Users feel unsafe using these spaces during darker hours. This limits movement and access particularly afternoons during the winter months.



Image 42: Poor Provision of Seating in Market Square

#### Access

Whilst Cambridge city centre holds a high proportion of open green space, however a significant amount of this space is privately owned, particularly within the western half of the city centre. This results in restricted access for locals and visitors alike.

#### Streets as spaces and spaces as streets

The nature of Cambridge's compact historic streets has resulted in many becoming spaces in themselves, which is evident from the honey-potting of tourists and residents alike. Examples of this include King's Parade, Bridge Street and Sidney Street. However, these streets also hold a primary function as a movement and access routes.

On the other hand, due to the lack of street space capacity, many spaces within the city centre have become key movement routes for pedestrians and cyclists. This results in conflict between people using the space to dwell and moving within the space.

#### Meeting Future Need - Lack of New Space

The historic built form on the western side of the city centre leaves little opportunity for new public space. However, existing public space could be reevaluated to accommodate present and future needs.

There is a greater area of public open space, and public highway, within the eastern half of the city centre. This side could work harder to develop its identity and alternative offer.



Image 43: Vehicles in Key Public Spaces, King's Parade

## Primary Spaces

**Market Square** is a well proportioned hard space that holds heritage elements, including the listed fountain and historic set paving. However, as the most prevalent feature of the space, the market use currently hides many of these features. No tree planting exists within the square. However, limited tree planting can be found in the gardens to Great St. Mary's, these are specimen trees of good quality.

The connection between the central market and surrounding buildings is currently compromised by the presence of a surrounding broad carriageway used for servicing and deliveries. Views towards key facades are restricted by the central market, in particular prominent buildings such as Great St. Mary's and the Guildhall.

During the day, Market Square provides daily activity for local people and visitors to enjoy. However the existing layout prioritises vehicles and cyclists, coupled with significant clutter and poor market arrangements doesn't create a space for people to dwell and enjoy. After dark police crime statistics and engagement feedback note that the area can become a hotspot for antisocial behaviour.

**Parker's Piece** provides a flexible green space that accommodates varied uses and large scale events, character is defined by its flexibility. Landscape variation is low in terms of space type, detailing and variation in planting mixes, but this is a consequence of its broader function as a flexible space and use as a playing field.



Image 44: Primary Civic Space at Market Square Designed for Vehicles

**Christ's Pieces** is a green space of high quality and use, evident from its Green Flag status. The space provides a variety of typologies (intimate and open) due to its good range of facilities and planting variations. However, facilities such as the playground could be updated to encourage more create play and cater for a wider range of ages. Good access is provided for cyclists and pedestrians travelling into the historic core.

**Midsummer Common** offers a good sense of place due to its semi-rural character with grasses left uncut and cows allowed to graze through the year. Landscape variation is low with little in terms of detailing or variation in planting mixes. The large open lawn is successful in providing amenity space for large scaled events. The space offers good connection and views towards the river and boat houses. Good access is provided for cyclists and pedestrians travelling into the historic core.

**Jesus Green** provides a good range of space types and facilities. However, facilities such as the playground could be updated to encourage more create play and cater for a wider range of ages.

The space offers good connection and views towards the river. Good access is provided for cyclists and pedestrians travelling into the historic core.



Image 45: Strawberry Fair at Midsummer Common

**The Backs** are high quality green spaces which are well maintained and manicured creating an inviting and tranquil setting along the river. Green spaces provide a good setting to the historic college buildings. Public use is limited as access is restricted.

**King's Parade** offers a good quality public realm with high level of detailing and quality of materials. The public realm and mature tree planting successfully provides a setting for the historic college buildings, as evident from the high volumes of tourists clustering along the streetscape. Street furniture is limited, resulting in King's College frontage wall providing popular informal seating for visitors and residents. The street is activated by café's and shops activating the built edge of the street. This space is also compromised by the number of taxis and other vehicles that use it and have to turn round to exit in this confined space which is busy with pedestrians and cycles.

## Secondary Spaces

Although small **Fisher Square** is one of the few paved centrally located, open spaces. The square provides public seating, however, the lack of facilities and active frontages limits activity.

**Quayside** has become a tourist hotspot due to its punting and dining facilities facing the river. However, the space has become dominated by punting users, preventing a range of users and other activity from occurring.

**New Square** provides a quieter seating spot for many looking to rest away from the contrastingly busier Christ's Pieces. However, the lack of seating, infrastructure and biodiversity results in the space offering minimal character and limited accessibility.



Image 46: Jesus Green Playground



Image 47: Fisher Square, A Missed Opportunity

**Donkey Common's** current design and limited biodiversity results in a low quality green space with little in the way of character. The space also does little to provide a context for the indoor gym set within it. Its proximity and frontage to two busy main roads results in the space largely being used as a movement corridor, rather than a space to visit.

Like Donkey Common, **Petersfield's** proximity to two busy main roads results in it largely being used as a pedestrian movement corridor. However, its landscaping and tree planting make it a more inviting space to dwell. Police crime statistics have noted issues of anti-social behaviour, particularly during evening hours.

## Gateways & Nodes

Many junctions into the city centre currently lack character and a sense of place that evokes a sense of arrival. This results in an under-whelming environment as you enter the city centre. These gateway junctions and views into the centre are key spaces which are currently dominated by movement.

Bridge connections at Silver Street, Garrett Hostel Lane and Magdalene Bridge are popular tourist locations offering good views along the riverside. However, as key nodes into the historic core, pedestrian dwelling time is restricted by transport movement.



Image 48: Skate Park on Donkey Common



Image 49: Gateway into the City Centre from Hills Road

# 5. Access & Movement

## 5.1 Cambridge Transport Network

### Road

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Cambridge is positioned in the northwest corner of a triangle of strategic routes comprising the A14, A11 and M11 which provide important links to London, Birmingham, the east coast ports and the north via the M11, A10, A11 and A14.

Arterial routes connect the strategic road network into the city to an outer ring road (A1134) which acts as a strategic orbital route for the city.

The East Road-Gonville Place-Lensfield Road route offers a convenient link across the outer ring road to form what is referred to locally as the inner ring road, although it does not have any formal designation as such.

Equally, Hills Road also provides an important link across the outer ring road to the city centre, via its connection to the informal inner ring at the Catholic Church junction. Whilst providing important access to the city centre these cross links also attract through traffic movements. As such the flows on these routes are high. Recent Automatic Number Plate Recognition (ANPR) survey data suggests that East Road-Gonville Place-Lensfield Road acts as a well used through route.

Other roads such as Mill Road and Coldhams Lane also provide opportunities to bypass sections of the outer ring road which results in nonessential vehicle movements taking place on local roads.

### Rail

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Cambridge has two railway stations. The main station is located in Station Road to the south of the city centre, off Hills Road. The station provides rail connections for major centres including London, Birmingham, Ipswich, Norwich, Stansted Airport and King's Lynn. The busiest and most frequent services connect Cambridge with London (King's Cross) and London (Liverpool Street).

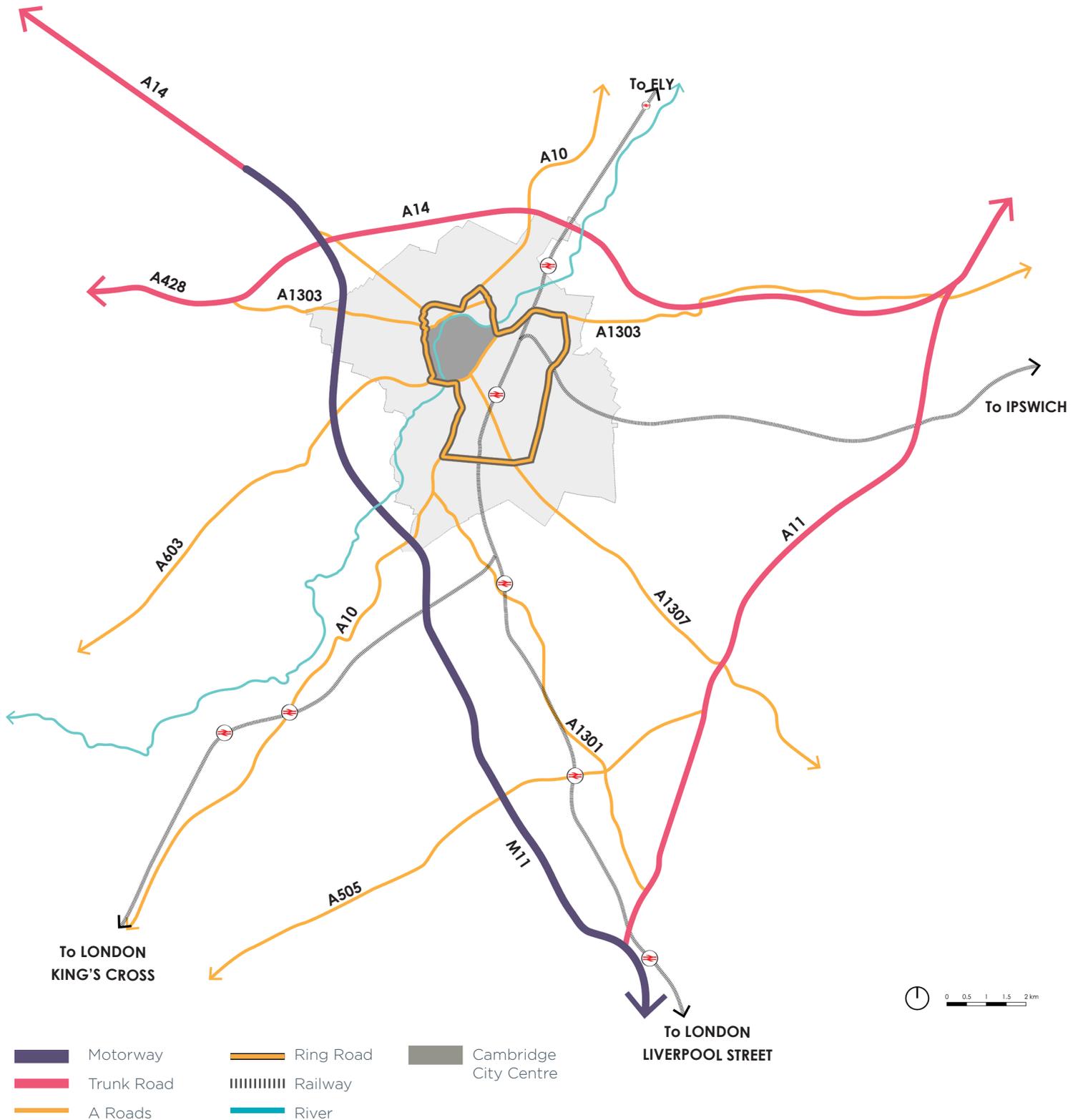
Cambridge North station is located on the northern fringe of the city. It provides access to many of the services that operate from the main station, removing the need for many rail users to travel into the heart of the city to access rail services.

Both stations are served by Busway services, whilst many other bus services in the city provide connections to the main station.



Image 50: Station Square & Railway Station

Figure 27: Strategic Network



## Key Access Routes

The River Cam restricts access to the City Centre from the west and north and, as a result, motorised access is limited to three key routes; Magdalene Street, Victoria Avenue and Silver Street (for part of the day only due to a motor vehicle access restriction). From the east and south the city centre is more accessible to motorised traffic via Newmarket Road/Maid's Causeway, Parkside, Regent Street and Trumpington Street. Station Road/Hills Road offers the most direct route for all modes linking the main railway station with the city centre.

From the west, access for pedestrians and cyclists is also available via Garret Hostel Lane. From the north the footbridges across the river to Jesus Green and Midsummer Common connect to numerous well used pedestrian and cycle access routes. Parker's Piece also provides various well used pedestrian and cycle access routes from the east. Burleigh Street also acts as a key pedestrian and cycle access route for the east side although cycling is prohibited during the middle hours of the day. In the south of the study area Tennis Court Road is also a key gateway for pedestrian and cyclist access.



Image 51: Magdalene Street - A Key Access Route

The Eastern Gateway and Mitcham's Corner opportunity areas are key points of access for the city centre, whilst the Hills Road/Station Road and Mill Road opportunity areas act as both a gateway and access route for the central area.

Based on 2017 ANPR surveys, over 42,000 motor vehicle and cycle trips are made into the city centre on a typical weekday.

Figure 28: Weekday inbound Core Area Trips by Mode Wednesday 14th June 2017  
Source: GCP ANPR Survey 2017

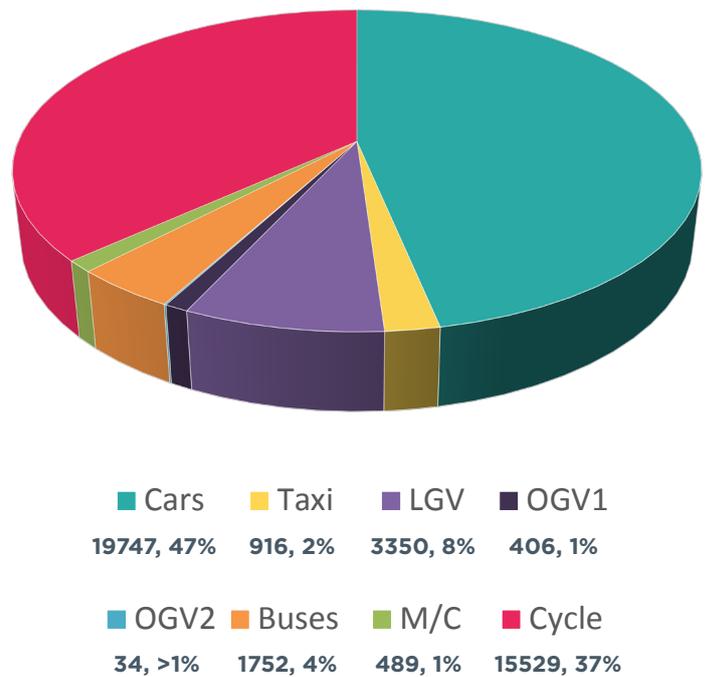
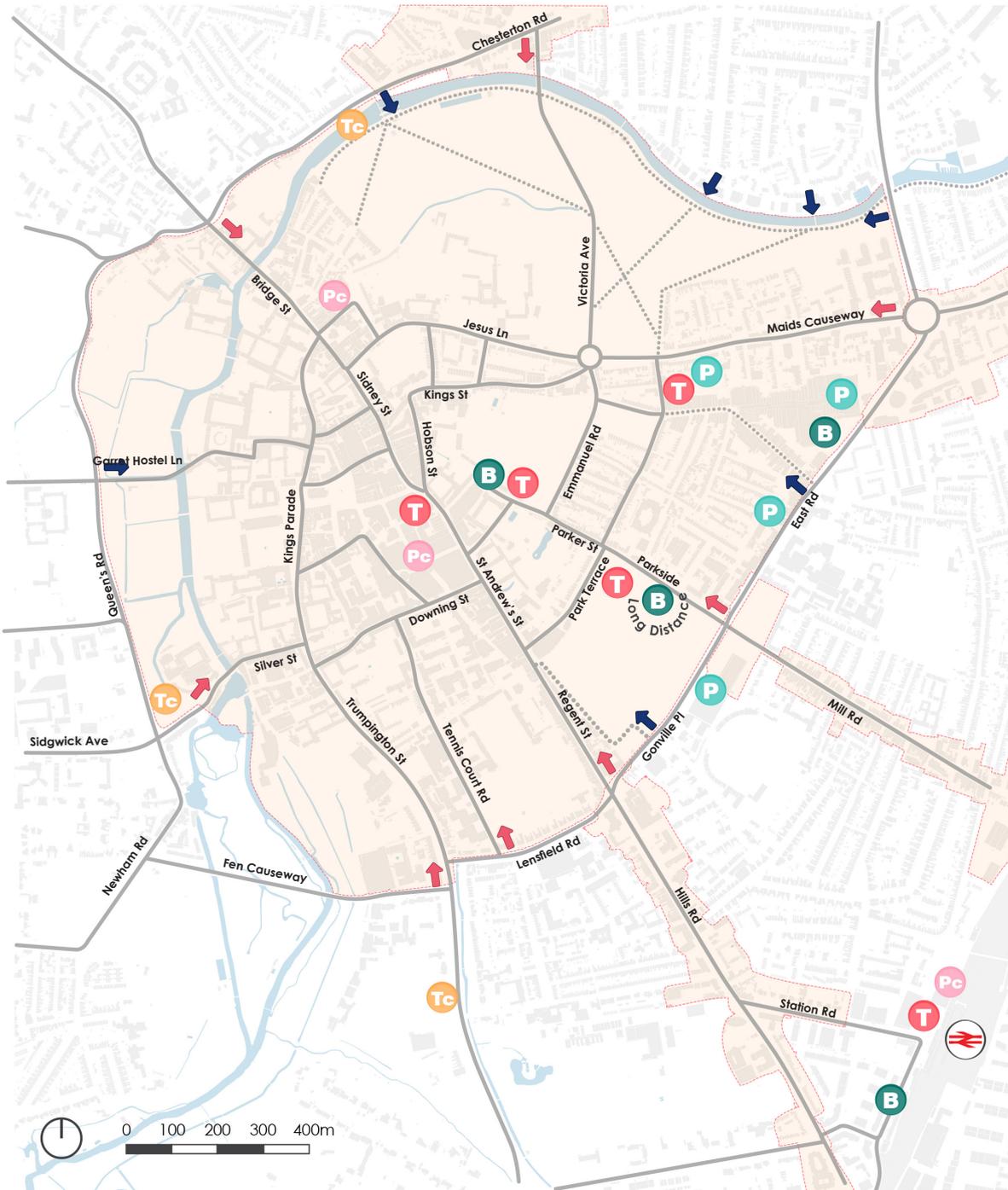


Figure 29: City Centre Access & Arrival Points



- ➔ Multi-Modal Entry Points
- ➔ Pedestrians & Cyclists
- ➔ Entry Points
- P Car Park
- Tc Tourist Coach Drop Off/ Pick Up
- B Bus Station/ Interchange
- T Taxi Rank
- Pc Car & Cycle Park
- 🚂 Railway Station
- Study Area Boundary

## 5.2 Pedestrian Network

### Context

The city centre's compact nature and favourable topography, with many key attractors within a 10 minute walking time from arrival points, enables pedestrians to access a large proportion of the city on foot. However, the nature of the streets and paths within the historic core makes it more difficult to navigate.

City Centre pedestrians represent a wide demography with wide ranging reasons for using the City Centre. Residents, workers, students and retail, leisure and culture visitors change the role and function of key areas with their pattern of use varying widely throughout the day and year.

The 2001 and 2011 census data suggests that the walking mode share is significant but static, with nearly a quarter of Cambridge residents who work in the city walking to work.

In addition, the number, location and extent of green spaces, particularly on the eastern side of the City Centre, provide numerous key walking routes allowing many pedestrians to incorporate a part of their journey through open, traffic free green space.

Table 1 shows pedestrian flows on the key river crossing access/egress points.

**Table 1: River Cam Screen-Line Count 2018  
Weekday 7am-7pm**

Location	Pedestrians
Victoria Avenue	1511
Magdalene Street	9435
Silver Street	2546
Pye Footbridge	1017
Fort St. George Bridge	1394
Jesus Lock Bridge	2505
Garret Hostel Lane Bridge	3440
Mill Lane Weir	2359
Coe Fen	872

Source: Cambridgeshire County Council



Image 52: Jesus Lock Footbridge



Image 53: Parker's Piece



## Network Analysis

The pedestrian walking network comprises of a mix of public multi-modal routes, pedestrian priority routes with some segregation from motorised traffic, public rights of way and private pedestrian routes through private land with restricted access.

Many of the pedestrian priority routes, where walking is segregated from motorised traffic but often coexists with cycling, are located in the historic core streets. These streets are typically narrow with many retaining their medieval character.

Pedestrians are permitted through various college grounds to the west of the city centre but access is restricted to certain times (see table below). The colleges most frequently visited by tourists operate restricted public access times with charges for entry, limiting free access to students and faculty members.

The Grand Arcade, Lion Yard and Grafton Centre shopping provide permissive pedestrian routes but these are only open during the day and early evening, limiting permeability at night.



Image 54: Entrance to St. John's College

Table 2: College Public Accessibility Time

Source: University of Cambridge

College	Time	Cost
Sidney Sussex College	open all day	free
Jesus College	9am - 6pm	free
Peterhouse College	9am - 5pm	free
Downing College	9am - 5pm	free
Emmanuel College Gardens	9am - 5pm	free
Trinity College	9:15am - 12 noon and 2pm - 5:30pm visits during exam time by prior arrangement only	free
Queen's College	Mar-Sep: 10am-4.30pm Sep- Nov: Mon-Fri 2-4pm, Sat-Sun 10am-4.30pm Nov-Mar 2-4pm The President's Lodge, the Old Library, the War Memorial Library, Cripps Dining Hall, staircases and the Fellow's Garden are not open to visitors	open to Cambridge residents charges visitors
Corpus Christi College	Jan-Apr 2-4pm, Jul-Sep 10.30am-4.30pm & Oct-Dec 2-4pm	charges
St John's College	Mar-Oct 10am-5pm and Nov-Feb 10am-3.30pm	charges
Clare College	Opening times vary When open, the Fellows' and Scholars' Gardens, Chapel & Hall can be visited Mon - Sun 10:45am - 4:15pm During term time, visits to the gardens are by special arrangement only	charges
Christ's College	Monday - Friday 9am - 4pm	free
King's College	Mon 9.45am- 3.30pm and Tues-Fri 9.30am-3.30pm Sat 9.30am-3.15pm and Sun 1.15-2.30pm Out of term: Mon 9.45am-4.30pm; Tues-Sun 9.30am-4.30pm	charges

## Activity

Cambridge Business Improvement District (BID) footfall analysis (2018) has identified five primary pedestrian locations within the city centre, which are monitored throughout the year. The percentages below indicate the average share of the footfall between these locations over that last year.

**Table 3: Popular Locations**

Popular Tourist Locations	Popular Local Locations
<b>Sidney Street 38.2%</b> <b>Bridge Street 15.4%</b> <b>King's Parade 12.7%</b>	<b>Fitzroy Street 22%</b> <b>Regent Street 11.6%</b>

Throughout the year, hourly footfall generally follows a bell-shaped curve, peaking between 13:00-15:00.

Daily numbers tend to be similar across Monday-Thursday (c80-100,000 depending on month); exhibit a slight increase on Friday/Sunday (c90-110,000) although this is not consistent, and Sunday is often similar to Monday-Thursday levels and higher on Saturday (120-150,000, depending on month)

Monthly data demonstrates the impact of the University timetable on the city's footfall as months with a drop in numbers coincide with out of term times of year.

During the University summer recess, footfall remains high due to an increase in tourist numbers and summer language schools.

## Tourism

The primary attractions for tourists to Cambridge are the University, Colleges and the medieval historic core streets which draw visitors from across the globe. The city centre also attracts large numbers of retail and leisure visitors from the surrounding region.

King's Parade, with its close proximity to King's College Chapel and other architecturally significant college buildings is one of the busiest tourist streets. Riverside destinations such as Quayside by Bridge Street and the Mill Pond adjacent to Silver Street are also very popular locations for tourists where there are opportunities to explore the river and colleges by punt which has become a quintessential activity for Cambridge visitors.

The Cambridge BID Lean Six Sigma report 2017 identifies punt guides at Bridge Street, Silver Street, the Grand Arcade, Station Road, Kings Parade and Regent Street, with related high levels of tourist footfall in these locations.

Silver Street, Bridge Street and Garrett Hostel Lane have become key access routes into the historic core streets, in part due to the tourist drop-off point in Queen's Road. The limited pedestrian space available along the river and on the river bridges in particular often results in pedestrians and cyclists competing for the space, at times creating a hostile environment that undermines the quality of the visitor experience.



**Image 55: Pedestrian & Cycle Congestion on Garret Hostel Bridge**



**Image 56: Narrow Footway in Silver Street**

## Assessment

### Convenience & Comfort

Many footways in the city centre are constrained and narrow resulting in few streets which are comfortable for pedestrians to access, move around or rest without undesirable interaction with other pedestrians or other transport modes. This is particularly true of the historic core streets which are the focus for tourist activity.

The high demand for movement within the historic core creates a challenging and uninviting space for ambulant disabled people, wheelchair users, visually impaired, people with young children / luggage, and visitors unfamiliar with the city centre.

Footfall numbers for Fitzroy Street are at their peak during weekends but the current restriction on cycling does not apply on Sundays. Along with other streets in the historic core, the relationship between pedestrian footfall and the levels of cycling needs further consideration given the increases expected from planned growth.

Conditions for pedestrians are very poor along key access routes like East Road and Hills Road where public space is heavily engineered in favour of motor vehicle movements at the expense of walking and cycling needs.



Image 57: King's Parade



Image 58: Hills Road

### Wayfinding

Despite recent investments in pedestrian signing infrastructure, poor signage and wayfinding continues to contribute to visitors' disorientation on many routes with clusters of pedestrians at key tourist locations causing obstruction to others passing through.



Image 59: Tourists at the Corpus Christi Clock, Trumpington Street



Image 60: Wayfinding Street Map

## Safety

Many of the historic core streets are now subject to motor vehicle access restrictions to facilitate pedestrian and cycle access. However, during busy periods inadequate space exists in some streets for the comfortable and safe coexistence of walking and cycling. This problem is compounded by tourist activity during university term times in particular.

In some locations, inactive frontages limit footfall due to lack of natural surveillance, leading to some spaces becoming intimidating to those passing through, particularly after dark.

Public engagement has highlighted that the lack of night-time activity has led many parts of the city centre feeling intimidating at night. Historically, the city centre has had a poor street lighting and although improvements have been made through the County Council's street lighting PFI contract, some areas still feel intimidating during the hours of darkness.

Public engagement has also identified that many pedestrians are deterred from walking through open green spaces after dark due to the lack of sufficient lighting. This may have a negative effect on the evening economy and indirectly promote motor vehicle access to the city centre in the evenings.

## Key Issues to Address

- Interaction between pedestrians and cyclists in key pedestrian areas and streets
- Achieving greater pedestrian priority in more city centre streets
- Wayfinding infrastructure at key arrival points to encourage tourist activity across a wider area
- Quality of the environment during the evening/ hours of darkness
- Standard of street lighting
- Pedestrian safety and convenience at key gateway junctions and routes



Image 61: Trinity Street - Pedestrians & Cyclists



Image 62: Christ's Pieces - Wayfinding Map

## 5.3 Cycle Network

### Context

The city's relatively compact scale and flat terrain has contributed to Cambridge becoming the busiest cycling city in the UK.

33% of all residents cycling three times a week and almost half the population cycling at least once a week. Additionally, 29% of trips in and around the city are made by people on cycles with more than a million trips recorded by the Parker's Piece cycle counter each year. Cycle use continues to grow as evident from cycle mode share increasing by 12% between 2004 and 2014 (GCP, 2017).

Based on 2017 ANPR video surveys, nearly 16,000 cycling trips are made into the city centre on a typical weekday. Table 3 shows cycle flows at some of the key river crossing access/egress points.

**Table 4: River Cam Screen-Line Count 2018  
Weekday 7am-7pm**

Location	Cycles
Victoria Avenue	2659
Magdalene Street	6291
Silver Street	3892
Pye Footbridge	1127
Fort St. George Bridge	2109
Jesus Lock Bridge	2054
Garret Hostel Lane Bridge	3294
Mill Lane Weir	518
Coe Fen	1951

Source: Cambridgeshire County Council

### Network Analysis

#### Permeability

Whilst cyclists are permitted to use most city centre streets, there are a few where cycling is restricted. In Fitzroy Street and Burleigh Street cycling is prohibited during peak shopping times when footfall is high although the restriction does not apply on Sundays which is the second busiest shopping day. Cycling is also prohibited in Petty Cury and St Mary's Passage, which are predominately pedestrian environments, and across Christ's Pieces which link the historic core and Grafton shopping areas.

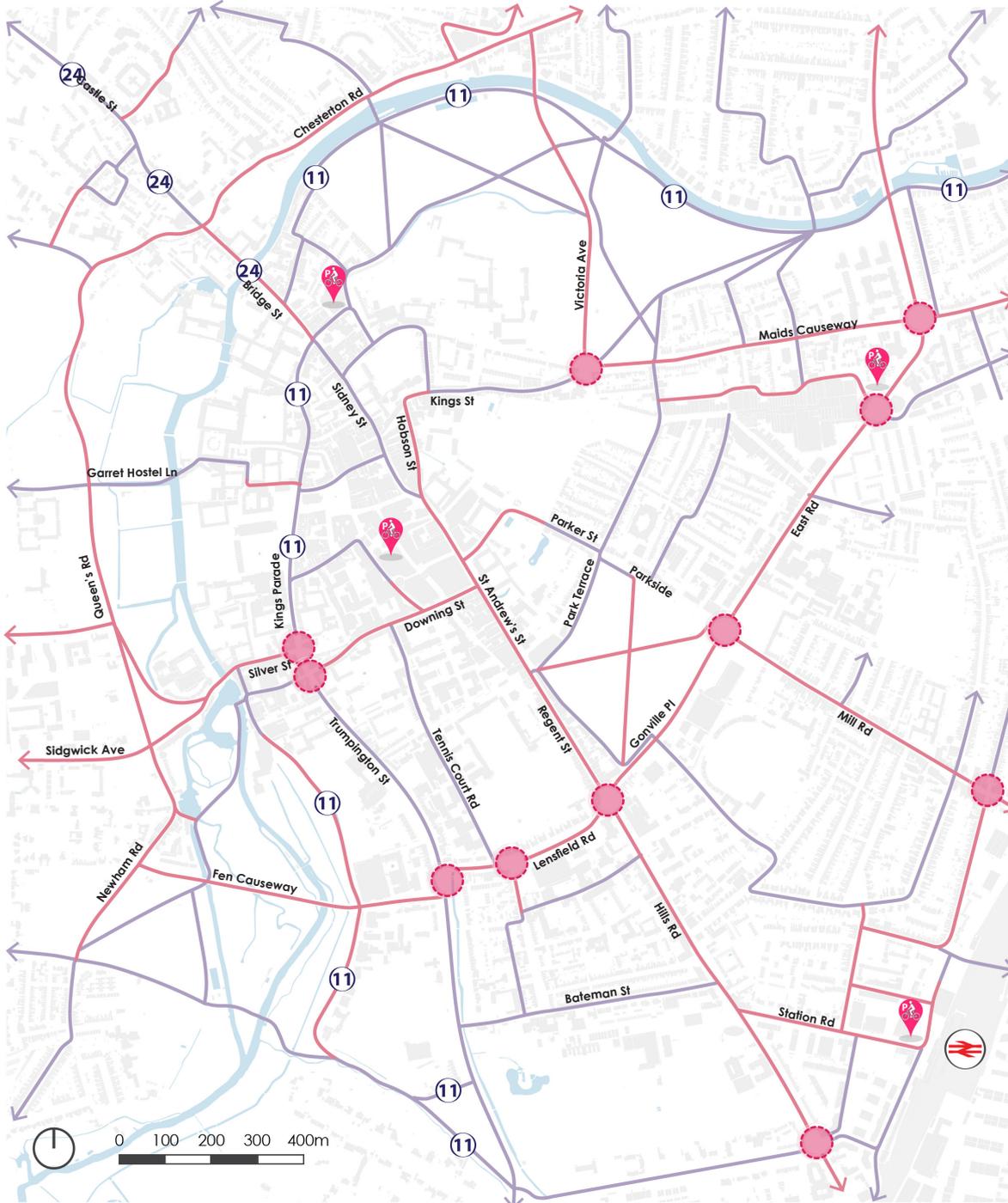
The city centre's open spaces, in particular Jesus Green and Midsummer Common, provide key off-road cycle routes into and across the northern part of the city centre. These routes link to other routes across Parker's Piece via residential streets and are popular routes for avoiding congested arterial and orbital routes.

Probably the most restrictive aspect for cyclists are the one-way streets in the historic core area. The St. John's Street-Trinity Street-Market Street-Sidney Street one-way system restricts cycling permeability although many cyclists choose to ignore the one-way restriction and ride in both directions. In 1992 cycling was prohibited in these streets during the busiest shopping hours to address concerns over the impact of cycling on pedestrian safety, convenience and comfort but this proved difficult to enforce and the restriction was rescinded several years ago. More recently, some one-way streets have been opened up to two-way cycling through changes in signing regulations; Bene't Street and Corn Exchange Street are good examples.



**Image 63: Midsummer Common Cycle Route**

Figure 31: Cycling Network & Arrival Points



- National Cycle Route 11
- Regional Cycle Route 24
- Key Locations Requiring Improvement
- Main Cycle Parking
- Main Cycle Routes
  - Higher Priority for Improvement
  - Lower Priority For Improvement
- Study Area Boundary

Many traffic signal controlled junctions that provide access to the central area are considered to represent a hostile environment for many cyclists. Some improvements have been made such as the introduction of early start green signals for cyclists at the Castle Street/Northampton Street and Catholic Church (Hills Road/Lensfield Road) junctions.

Whilst Cambridge enjoys the highest level of cycling in the UK, it also has a significant cycle safety problem; based on the County Council identified accident cluster sites in and adjacent to the city centre, around 80% of recorded injury accidents involve a cyclist. Concerns over road safety are often quoted as the reason why some people in Cambridge are unwilling to consider cycling as a means of transport.



Image 64: Two Way Cycling Permitted in Bene't Street

## Cycle Parking

Within the city centre designated cycle parking is provided in many streets and is well used particularly by students and local residents. Secure cycle parking facilities are located within the Grand Arcade, Grafton and Park Street car parks and at Cambridge station.

The Grand Arcade cycle park offers indoor parking facilities for over 400 cycles, including valet parking. It closes every night at 11.30pm. A cycle shop run is based inside which offers daily and long-term valet cycle parking.

Park Street cycle park offers basement level indoor parking facilities for over 200 cycles.

The Grafton Centre has parking for 50 cycles, with further on street parking on Fitzroy St and Burleigh

St. Bike parking at Anglia Ruskin's Compass House provides public outdoor multi-rack facilities close to the Grafton Centre.

At the railway station the cycle park provides indoor parking facilities for 3,000 cycles. Minimal on street parking is available in the area.

Often the demand for on-street cycle parking far exceeds the number of designated spaces provided and leads to the indiscriminate parking of cycles which further restricts pavement space in many streets where space is already at a premium. This is a particular problem in the historic core streets where shoppers, students and workers compete for available space.

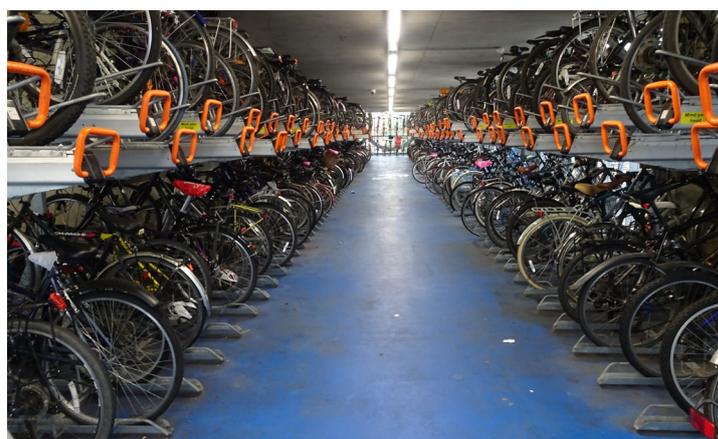


Image 65: Station Square Secure Cycle Parking

## Cycle Hire

Currently there are two types of bicycle hire available within the city centre; private bicycle hire via local businesses and University colleges and, more recently, the introduction of dockless bicycle hire schemes. Dockless bicycle hire is a service in which bicycles can be located, hired and unlocked using a smartphone app and do not require a docking station.

While dockless bicycles offer the potential to make cycling more accessible and attractive, without careful management they could result in additional street clutter and associated negative impacts on pedestrians in pressurised areas within the city centre. The County and City Councils have endorsed a code of conduct to influence the operation of dockless hire schemes.

## Assessment

### Permeability & Quality

The city centre network provides a reasonable degree of permeability although to the western side accessibility is very limited due to the lack of public routes and the limitations of River Cam crossing points. One-way streets tend to undermine permeability although this is being addressed over time.

Many primary cycling routes within the city centre share street space with buses, taxis and delivery vehicles. Within the historic core, some streets have been pedestrianised to some extent in response to the narrow streetscape and high footfall; most of these streets are also popular cycling routes. Many important cycling routes run across green open spaces which are well used by cyclists and pedestrians, offering segregation from motorised traffic.

Cycling infrastructure in the city centre is of a varying standard with a mix of on and off-road facilities, only some of which achieves any level of segregation from traffic and pedestrians. On many routes there is often a lack of continuity with cyclists experiencing a wide range of cycling facility of varying standard in a typical trip through the city centre. Some dedicated cycle paths and routes end immediately priority to or at key junctions where cyclists are required to re-join traffic dominated streets. Whilst Cambridge enjoys a reputation for being cycle friendly, in many streets the quality of infrastructure still fails to meet many cyclists' expectations.

### Safety & Comfort

Stakeholder feedback highlights concerns at key green space entrances and junction gateways to the city centre including Bridge Street, Silver Street and Garret Hostel Lane bridges. The domination of traffic at key junction gateways and on main roads such as East Road, where car movements tend to take priority over pedestrian and cyclist needs, is also a common concern.

Road safety concerns remain a barrier to encouraging cycling. The generally narrow streets within the city centre offer limited opportunities to provide segregated infrastructure and interaction between cyclists and pedestrians in some streets undermines the safety and comfort of both parties during the busiest hours of the day. This is particularly problematic in King's Parade, Market Square and around Magdalene Bridge where footways are narrow, and pedestrian and cyclist volumes are high.



**Image 66: Poorly Maintained Cycle Lane ending at Junction in St. Andrew's Street**

## Cycle Parking

The clustering of activities in the historic core has resulted in existing on-street cycle parking reaching over capacity in primary locations. As a result, significant volumes of cycles are parked indiscriminately against walls, fences, trees and street furniture often impacting on pedestrian movement and the quality of the public realm.

Unmanaged cycle parking can lead to spaces being occupied for long periods which is problematic at busy locations where a turnover of spaces is highly desirable; outside the Sainsbury store in Sidney Street is a good example. A regime where spaces near to key locations is limited to short stay (say for shoppers) with longer stays (say for staff/workers) being provided in more secure off-street cycle parks may be a more appropriate way of managing future demand.

Theft of bicycles is a continuing issue; Police crime figures average between 60 and 70 bikes reported stolen per month (Police Crime Maps). In the historic core secure parking is available within the multi-storey car parks but many cyclists are attracted to the convenience of on-street parking which is often closer to their destination.

## Key Issues to Address

- Interaction between pedestrians and cyclists in key pedestrian areas and streets
- Achieving more segregation of cycling from motorised traffic
- Impact of cycle parking on the public realm
- Provision of additional and secure parking capacity
- Impact of one-way streets/access restrictions on network permeability
- Cycling safety and convenience at key gateway junctions



Image 67: Safety Concerns at Trumpington Street Mini-Roundabout



Image 68: Indiscriminate Cycling Parking along Trinity St.



Image 69: Sidney Street Cycle Parking

## 5.4 Public Transport Network

### Context

Whilst buses are an important mode of transport to access the city centre, the mode share for buses in the city as a whole is relatively low compared with other similar cities and patronage levels have been in decline. Various bus/taxi gates have been introduced in the city centre to remove through traffic movements to facilitate more efficient access for buses and taxis.

The Stagecoach Citi bus network operates on a commercial basis as does many of the services connecting the city with towns and villages further afield but some of the rural services that connect to Cambridge are contracted by the County Council.

Buses and taxis (hackney carriages and private hire cars) are exempt from most of the access restrictions in the city centre and are able to use the majority of the city centre streets although access to the Trinity Street/Market Street/Sidney Street pedestrianised area is prohibited during the middle of the day (10am-4pm, Mon-Sat).

The City Council Taxicard scheme offers concession rates to those with valid proof of entitled benefits. Local licensed private hire cars are available for pre-booking only and operate via a meter or advance quote. Smartphone app-based taxi services have also taken off in recent years with customers able to request a ride with fares automatically calculated and charged to the persons' account.

Based on 2017 ANPR surveys, over 1,700 bus trips and nearly 1,000 taxi trips are made into the city centre on a typical weekday.

Figure 32: Cambridge City Bus Route Map

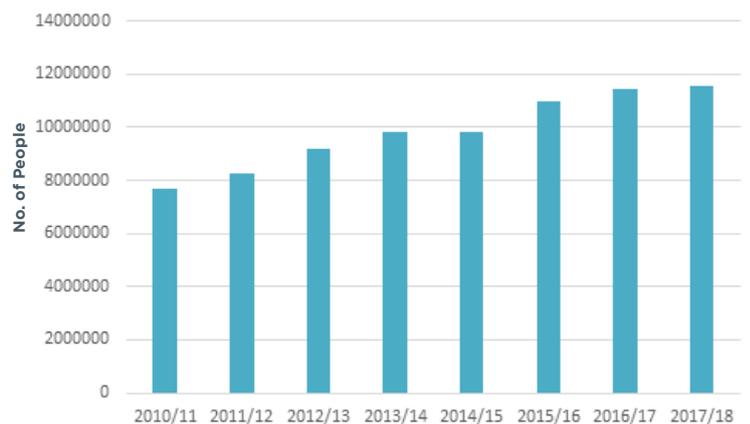


Source: Stagecoach 2018

### Rail Based arrivals/Departures

The city's main railway station is approximately a 20-30 minute walk from the historic core, making it just beyond comfortable for those less able to walk or with disabilities, small children or luggage. Therefore, many rail passengers then access the city centre either by bus or taxi. Based on exit and entry movements, rail use at the station has grown steadily over the last few years.

Figure 33: Cambridge Rail Station: Annual Entry/Exit Figures



Source: Office of Rail & Road

## Bus/Coach Based Arrivals/Departures

Drummer Street bus station and the bus stops on Emmanuel Street, Drummer Street and St. Andrew's Street serve as a city centre bus hub through which the majority of scheduled local bus services pass. The bus hub is well connected to the railway station by several local bus services.

The Grafton Centre, in the east of the city centre, has a small bus interchange served by Park & Ride and some local services.

Long distance buses (National Express and Stagecoach X5 service which links Oxford and Cambridge) arrive/depart the central area via stops along Parkside.

Queen's Road acts as the main tourist coach drop-off/pick up point for the city centre with alternative but less popular points available on Chesterton Road and Trumpington Road. The Queens Road site provides a 10 minute limited waiting time for drop off and pick up.



Image 70: Drummer Street Bus Station



Image 71: Parkside Long Distance Bus Stops

## Taxis Based Arrivals/Departures

There are three main hackney carriage ranks in the city centre; Drummer Street, St Andrew's Street and Parkside. A rank is also provided in Station Square adjacent to the railway station. City centre taxi customers generally take cabs from the St. Andrew's Street rank with the Drummer Street rank more often used as a feeder rank to help manage over-ranking in St. Andrew's Street.

During the evening when demand for taxi services is often high, given the lack of late night bus services, additional rank space is available on Sidney Street, Bridge Street, Corn Exchange Street and Market Square.



Image 72: Station Square Taxi Rank

## Network Analysis: Bus/Coach

The Drummer Street bus hub, which comprises of the bus station and various adjacent bus stops in Drummer Street, Emmanuel Street and St. Andrew's Street, remains the main focus for bus based access to/from the city centre with the majority of bus routes either passing through or terminating in the city centre. The Grafton bus interchange adjacent to East Road has four bus stops and serves the east side of the city centre.

At present low frequency services run during the evening, with the last service leaving the city centre at midnight.

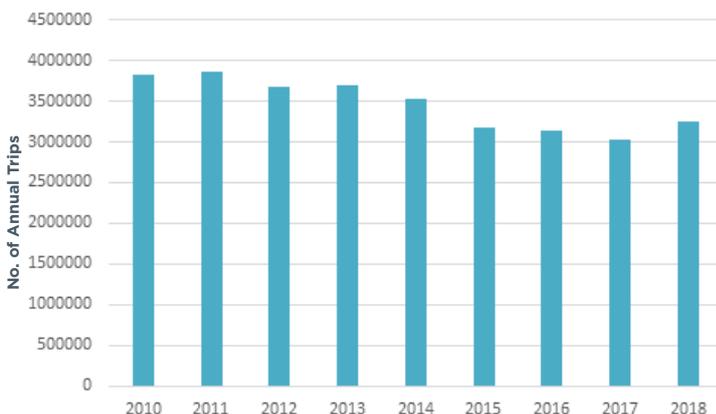
The Citi bus network of services are provided by Stagecoach. Other services which connect to towns and villages across the county are operated by both Stagecoach and Whippet. Stagecoach and Whippet both run services on the Cambridgeshire Busway all of which provide access to the city centre.

Park and Ride buses provide a frequent service to the city centre from five sites on the edge of the city. These services are operated by Stagecoach under a partnership agreement. The sites offer around 5300 car parking spaces. The bus services are well used although patronage dropped following the introduction of a charge for on-site car parking in 2014. This charge was lifted in April 2018 and patronage is on the rise again. Park and cycle has grown in popularity at the sites and around 650 cycle parking spaces are currently available.

Cambridge University has contracted with Whippet to operate the well used Universal Bus which provides day time links between its various campuses and other college sites, running between Eddington in the north to the Cambridge Biomedical Campus in the south passing to the west of the historic core area.

For services that terminate in the city centre, layover bays are provided in Park Terrace and Victoria Avenue to allow buses to wait whilst out of service. Although reasonable close to the Drummer Street area bus hub, neither location is compatible with the surrounding public realm.

Figure 34: Park & Ride Patronage



Source: Cambridgeshire County Council



Image 73: Park & Ride Bus Service



Image 74: Park Terrace Bus Layover Bay

Figure 35: Public Transport Network, Bus Interchanges & Taxi Ranks



## Assessment: Bus/Coach

### Interchange Facilities

Stakeholder discussions suggest that existing bus journey services are often unreliable and perceived as expensive, which has contributed towards reduced patronage levels.

A review of the available bus information suggests that the bus network is comprehensive and far reaching but services are fragmented, resulting in a need to change buses to reach some key locations. Congestion in the heart of the city, particularly during peak periods, is in part a consequence of the number of bus services passing through the city centre.

The Drummer Street area bus hub does not generally sit comfortably within the constrained streetscape. Competition for road space between buses and other motor vehicles that pass through the area to access the historic core streets leads to congestion causing additional delays and undermines the safe and convenient passage of the many cyclists that also pass through the area.

As well as acting as a bus hub, the area is also a busy through-fare for many pedestrians and cyclists and the available public space provides inadequate capacity during peak periods. During peak periods passengers waiting to board buses conflict with pedestrians passing through the area leading to congested footway space. Consequently, the environment for both user groups is sub-optimal.

Despite improvements undertaken in the area in 2007/08 as part of the Grand Arcade development to provide better access to bus stops and to reduce delays, the area is currently working at or beyond capacity during peak periods with little scope for accommodating any additional bus services.

Access/egress for the Grafton bus interchange problematic given the congestion that exists on East Road for lengthy periods of the day which contributes to bus delays. A draft SPD for the Grafton area envisages removing the bus station to facilitate further development with replacement bus stops to be provided on East Road itself although this will be subject to a further assessment of the impact on traffic using East Road and adjacent roads.

The long distance bus stops located in Parkside are on a busy vehicular access route at the northern edge of Parker's Piece. Although only a short walk to the historic core, the stops are not located on key pedestrian movement corridors and wayfinding infrastructure is very limited.

The green setting of the main coach drop-off/pick-up point on Queen's Road, adjacent to Queen's Green, provides a picturesque setting for arrival. Whilst the facility is intended to provide for drop off and pick up, many coaches dwell for far longer than the prescribed 10 minute period and enforcement appears ineffectual. Combined with the large number of coaches using the site during the ever extending tourist season, this leads to both traffic and pedestrian congestion with footways often blocked by large groups of tourists waiting for coaches whose drivers are trying to find space to pick up.

The location of the drop-off point on the west side of the City Centre tends to concentrate tourist activity in the historic core streets on that side of the city centre.

### Wayfinding

Wayfinding infrastructure at both city centre bus stations is generally poor with very little information available about to access the wider attractors within the central area.

The bus interchange at Cambridge station is within easy walking distance of the station but wayfinding information for visitors is limited, leading to confusion over its location. From observation, visitors to the area tend to head to the taxi rank directly opposite the station to continue their onward journeys.



Image 75: Bus Stops Concentrated in Emmanuel Street

## Impact of Bus Movements

The presence of a large number of predominantly double decker buses within the historic core, where streets and spaces are narrow and confined, creates an intimidating environment for other road users and degrades the quality of the public realm.

Whilst most city centre streets are available as bus routes, the narrowness of many creates a difficult environment for buses to negotiate which compromises journey times and impacts significantly on the local environment and air quality. At some junctions turning buses often overhang the footways which increases the risk of conflict with pedestrians; Round Church Street, Hobson Street and King Street exemplify these issues.



Image 76: Hobson Street Bus Route

## Network Analysis: Rail

Whilst the city is well served by rail services, the location of the main railway station outside of the city centre creates a feeling of disconnection.

## Assessment: Rail

Notwithstanding the recent public realm improvements and smart wayfinding totem in the area surrounding the railway station, the sense of arrival and wayfinding would benefit from improvement, particularly better visual connection between the adjacent bus interchange and the station.

There is a clear expectation of more frequent rail services throughout the day and week in the future to serve increasing demand as the City grows, with better multi-modal smart ticketing and bus services to connect the station with the city centre.

Whilst the opening of the Cambridge North station and a proposed station in the south, adjacent to the Cambridge Biomedical Campus will help manage the expected growth in rail trips to/from Cambridge, the main station will continue to be a key arrival point for central Cambridge and the city centre, in particular.

## Network Analysis: Taxis

The Station Square and St. Andrew's Street ranks are very well used by the customers, whereas the Drummer Street rank tends to operate more as a feeder rank for St. Andrew's Street when trade is light and over-ranking can occur in St. Andrew's Street. Previous proposals to remove the St. Andrew's Street rank and concentrate taxi access at the Drummer Street rank to improve bus routes and reliability have been resisted by hackney carriage operators in the past.

## Assessment: Taxis

Taxis have the same degree of access to city centre streets as buses but for some users of the city centre taxis are considered as just another car based form of transport generating significant traffic flows within city centre streets. However, for those with mobility problems, where the bus does not currently offer a realistic option, access by taxi can be an attractive alternative.

Hackney carriages are required by their licence to trade off designated ranks whereas private hire cars should not ply for hire on-street, providing primarily for pre-booked journeys. Therefore, the degree of access provided to the city centre could be termed more of a 'need' for hackney carriages whereas for the private hire car sector more of a 'want'.

During quiet periods when demand for taxis is light, the rank in St. Andrew's Street is usually fully ranked, occupying valuable space to provide for a limited number of trips. If an alternative approach could be developed this would allow the space to be repurposed for other uses/needs. Whilst the hailing of hackney carriages could help address the issue of taxi operations being focussed in one location, it does not appear to be an established practice for taxi customers or drivers in Cambridge.

UK evidence suggests that smartphone app-based taxi services have had an impact on traffic behaviour and at times result in additional congestion and associated negative impacts on-street. Whilst taxis currently play an important transport role in Cambridge, particularly for the elderly and disabled people, in some locations taxis can impact negatively on other road users especially pedestrians and cyclists and contribute to poor air quality.



Image 77: St. Andrew's Street Taxi Rank

## Key Issues to Address

- Consider the degree to which buses and taxis penetrate the city centre and the routes they are permitted to use
- How and where to provide adequate city centre bus interchange to cater for growth
- What is the future for the existing Drummer Street area bus hub?
- Where and how to manage bus layover and terminating services
- How best to manage city centre access for hackney carriages and private hire cars

## 5.5 Deliveries & Servicing

### Context

The city centre is home to a wide range of educational establishments, businesses, shops and private housing all of which require access for servicing purposes. Apart from the Trinity Street/Market Street/Sidney Street pedestrianised area, where access for servicing is restricted (10am-4pm, Mon-Sat), all other streets in the city centre are accessible at all times for deliveries and servicing.

Some city centre streets are subject to peak hour loading/unloading bans which preclude parking for deliveries and servicing.

Based on 2017 ANPR surveys, over 3,500 light goods and around 440 heavy goods vehicles enter the city centre area on a typical weekday. Less than 1% of the heavy goods vehicles are articulated.

### Network Analysis

The 3 main shopping centres (Grand Arcade, Lion Yard and Grafton Centre) have dedicated servicing facilities that allow deliveries and servicing to be managed off street. However, the norm for most shops and businesses in the city centre is for deliveries and servicing to be made from the street.

A series of vehicular access restrictions has resulted in a limited number of routes being available to service the area. For example, the historic heart of the city centre around the Trinity Street-Market Street-Sidney Street area can only be serviced via Jesus Lane with egress by the same route.

The city centre area is currently accessed by all sizes of delivery vehicles, although the number of heavy commercial vehicles is relatively low with most deliveries being made by light goods vehicles. Whilst weight limit restrictions on Maid's Causeway and Silver Street limit access for heavy commercial vehicles, the city centre is generally accessible by all sizes of delivery and service vehicle.

Some city businesses have now adopted cycle based deliveries to avoid the parking and access pressures associated with conventional goods vehicle based deliveries although it is recognised that this approach has its limitations at present.

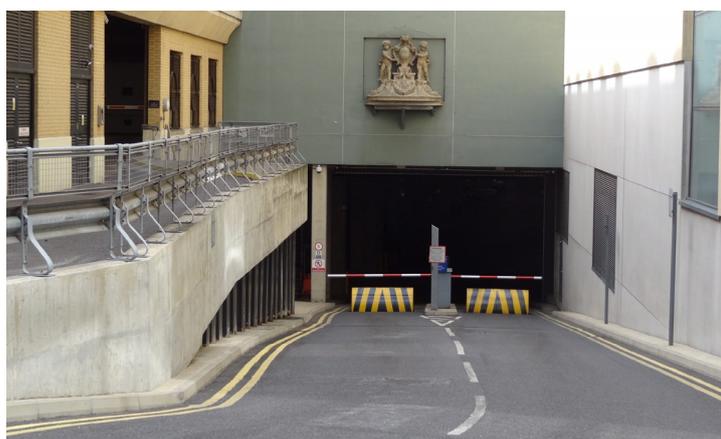


Image 78: Entrance to Grand Arcade Servicing Facility



Image 79: Sidney Street On-Street Delivery

Figure 36: Servicing Routes/ Areas & Weight Restrictions



- Bus/ Taxi Gate
- - - 7.5T Weight Limit Except for Access
- ▭ Study Area Boundary
- ➔ Servicing Route & Access Point A
- ➔ Servicing Route & Access Point B
- ➔ Servicing Route & Access Point C
- ➔ Servicing Route & Access Point D
- ➔ Servicing Route & Access Point E

## Assessment

As with bus movements, the presence of goods vehicles in the typically narrow city centre streets impacts on the quality of the public realm and contributes to delays, poor air quality and congestion, given the reliance on on-street parking to access premises. Consequently, there is tension between servicing activities and pedestrian, cycle and bus access, particularly during peak hours.

Deliveries and servicing are the life blood of the city centre but there is currently no strategy in place to mitigate the impact of service vehicles or to optimise their operations.

Adjacent local shopping areas such as Mill Road, share a similar problem. Although many routes are subject to peak period loading restrictions, there is currently no strategy in place to optimise servicing and deliveries, helping to support businesses and mitigate the impacts of delivery and service vehicles.

For many smaller sized businesses, cycle based delivery methods offer potential to reduce access by goods vehicles, particularly in streets where space for loading and unloading is at a premium.



Image 80: Mill Road



Image 81: Cycle Delivery Source: With the Permission of Zedify

## Key Issues to Address

- Consider how to optimise essential vehicular access for servicing and deliveries
- Consider how to incentivise more sustainable forms of servicing
- Explore the future role of cycle based deliveries

## 5.6 Private Motor Vehicles

### Context

Starting in the 1980's, various vehicular restrictions have been introduced in streets across the city centre which restrict access for certain vehicle categories and uses. Various bus/taxi gates were introduced between 1996 and 2008 as part of the Core Traffic Scheme to remove through traffic movements and general traffic flows in the city centre have reduced as a result. The County Council's Traffic Monitoring Report 2018 shows the number of motor vehicles observed crossing the River Cam in 2018 was 11% less than ten years ago.

Based on 2017 ANPR surveys, around 20,000 private cars enter the city centre area on a typical weekday.

### Car Based Arrivals

The five city centre multi-storey car parks (Grand Arcade, Park Street, Grafton East and West and Queen Anne), all of which sit along bus and access routes, act as main arrival points for many of the car based trips to the city centre.

Private parking accommodates most of the other car based trips into the city centre as only limited on-street pay and display car parking is available in the city centre which is restricted to short stays only.



Image 82: Approach to Grand Arcade Car Park

Figure 37: Main Car Arrival Points & Access Routes



Main Car Park Access Routes

- |    |              |    |                 |  |                     |
|----|--------------|----|-----------------|--|---------------------|
| GA | Grand Arcade | PS | Park Street     |  | Bus/ Taxi Gate      |
| GE | Grafton East | QA | Queen Anne      |  | Study Area Boundary |
| GW | Grafton West | RS | Railway Station |  |                     |

## Access Restrictions

Many streets are subject to individual access restrictions which restrict or prohibit certain vehicle uses and categories some of which are enforced by ANPR cameras (bus gates) whilst others rely on physical enforcement by the police. Given the current pressure on policing resources little attention is given to the enforcement of many of the access restrictions. Many of the access restrictions are tailored to individual streets and there is no consistency across the board making signage confusing for drivers and enforcement more complicated.



Image 83: Bridge Street Bus Gate



Image 84: Trumpington Street Access Restriction Signage

Figure 38: Traffic Management Access Restrictions



- |   |   |  |
|---|---|--|
| <ul style="list-style-type: none"> <li><span style="color: red;">—</span> No Access except Taxis, Buses, Blue Badge, Loading &amp; Local Access</li> <li><span style="color: purple;">—</span> Local Access Only 8:30am - 6:30pm Permit Holders Only 10am - 4pm Monday - Saturday</li> <li><span style="color: teal;">—</span> No Access Except for Taxis &amp; Loading (4pm - 10am Mon. - Sat. &amp; Sundays)</li> </ul> | <ul style="list-style-type: none"> <li><span style="color: blue;">—</span> No Access Except for Taxis, Loading, Blue Badge &amp; Local Access</li> <li><span style="color: orange;">—</span> Loading Only</li> <li><span style="color: yellow;">—</span> No Access</li> </ul> | <ul style="list-style-type: none"> <li><span style="color: green;">—</span> 7.5T Weight Restriction</li> <li><span style="color: red; font-size: 2em;">⊙</span> Bus/ Taxi Gate</li> <li><span style="color: black;">⋯→</span> One Way</li> <li><span style="color: blue; font-size: 1.5em;">P</span> Car Parking</li> <li><span style="border: 1px dashed red; display: inline-block; width: 15px; height: 10px;"></span> Study Area Boundary</li> </ul> |
|---|---|--|

## Car Parking

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Grand Arcade, Grafton East, Grafton West, Queen Anne and Park Street multi-storey car parks provide the bulk of off-street public parking for the city centre. The Grand Arcade and Park Street sites are centrally located whilst the other sites are located closer to the eastern boundary of the city centre. In total, the sites provide just over 3000 spaces.

The current charging policy aims to discourage long stays to achieve turnover of spaces and to disincentivise visits during the morning peak. A small ground car park offering ??? public spaces is located in Adam & Eve Street, close to the Grafton shopping centre.

The car parks are well used and well sign posted with variable message signs on local roads indicating the availability of spaces.

There is limited on-street pay and display parking available within the city centre all of which is subject to short stays with high charges to encourage off-rather than on-street parking. Within residential streets the vast majority of on-street parking is designated for local residents' permit holders with permits also available for visitors.

### Blue Badge

Designated blue badge parking is provided in several city centre streets with the more centrally located sites in King's Parade, Hobson Street and Peas Hill (check) being the most popular sites. Spaces are also provided in Fair Street to facilitate access to the Grafton shopping area. Demand often exceeds supply resulting in many blue badge holders relying on an exemption that allows them to park on waiting restrictions (yellow lines) for up to 3 hours which can exacerbate congestion and interfere with pedestrian and cycle movements. Blue badge holders are also exemption from any time limits that apply to designated on-street parking bays and are able to park in residents' permit bays.

Many properties within the city centre have parking for staff and/or visitors, notably many college and University sites although the number of spaces has probably reduced over time as some sites have been redeveloped. Access to private off-street parking is exempt from many of the existing motor vehicle access restrictions in the city centre.

## Assessment

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The availability of connecting links across the outer ring road attracts high traffic volumes on such routes as East Road and Hills Road which encourages car based access to the area within the outer ring road, including the city centre. The presence of high levels of conveniently located public and private parking also acts as an attractor for car based access to the city centre. Consequently, the city centre is still considered a convenient destination for many car based trips.

Despite a reduction in overall traffic levels in the city centre over recent years, as a result of various access restrictions, many streets are still subject to relatively high levels of traffic where pedestrian and cycling activity continues to increase.

The existing traffic access restrictions within the city centre are currently compromised in terms of enforcement and comprehension and consequently are often ignored by motorists, resulting in unwanted vehicular movements accessing the historic core and surrounding streets.

The presence of relatively high traffic levels undermines the quality of streets and public spaces as well as impacting on road safety and air quality. The competition for space in the city centre continues to grow and stakeholder feedback suggests that more of the finite public space available needs to be given over to walking and cycling as a priority with, by association, less space for general traffic, particularly in the narrow streets of the historic core.

At times parking supply at the multi-storey car parks fails to meet demand and queuing on the approach routes can occur which then blocks the movement of other traffic which, in turn, impacts on bus reliability, the safety of pedestrians and cyclists and the ability to service premises in the area. It also impacts on cars exiting the car parks which further exacerbates the queuing problem. The Grand Arcade car park is most prone to queuing although it also happens, to a lesser degree, at the other car parks.

## Key Issues to Address

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- **How to achieve further reductions in traffic levels across all the city centre streets**
- **Reducing capacity for car parking (both off and on-street) within the city centre**
- **Explore a consistent approach to motor vehicle access controls and exemptions**
- **Delivering reliable enforcement mechanisms to underpin motor vehicle access controls**
- **How best to provide and manage access to the multi-storey car parks**
- **How to reduce reliance on car based access for blue badge holders and others with limited mobility**

## Summary & Conclusions

### Place & Movement

Cambridge is a very walkable city, with most attractors within a 10 minute walk. However, the city is difficult to navigate, particularly for vulnerable pedestrians including visually impaired and wheelchair users.

Despite earlier work to reduce traffic levels in the city centre, the constrained historic urban form of the city centre means that movement space is at a premium with competition between all users and modes. The volume and size of motorised vehicles in the city centre is out of keeping and scale with the buildings and street widths. As a result, this has created an uncomfortable and unwelcoming environment for pedestrian and cycling activity. In many streets servicing needs and deliveries are facilitated by on-street parking which creates tension between place and movement functions.

Wayfinding is particularly poor, with limited on-street and up-to-date online information.

### Traffic Domination

Stakeholder feedback shows concerns that traffic continues to dominate many city centre streets, undermining the comfort and ease of movement for walking and cycling. Many junctions on the outer ring road and informal inner ring road which act as key gateways for the city centre have poor safety records and are perceived by many users as unsafe and unattractive, particularly for pedestrians and cyclists. Stakeholder comment highlights the concern that too many of these junctions and the roads that feed them are designed to give dominance to vehicle movements.

The opportunity areas that are located on the fringes of the city centre also experience similar issues and again stakeholder feedback has highlighted problems associated with the domination of motorised traffic.



Image 85: Mitcham's Corner

## Public Transport

Despite its popularity as a destination, the experience for many city centre visitors upon arrival is poor. The railway station is located away from the city centre making it feel disconnected. Similarly, the primary coach arrival point in Queen's Road and the long distance bus service bus stops in Parkside both feel remote with a lack of visual markers to guide visitors to city centre destinations and attractions. Local bus services are accessed in streets where limited space leads to conflict between dwelling bus passengers and others moving through the areas; conditions in Emmanuel Street clearly demonstrate this.



Image 86: Emmanuel Street



Image 87: Trumpington Street

## Cycling

Cycling is a very popular mode of travel to / from and within the city centre. However, the historic street layout, one-way systems and lack of alternative routes results in pressure points and tensions where cyclists come into contact with buses, pedestrians and tourists contributing to an often uneasy environment for all.

Cycle parking demand exceeds the available supply within the city centre, resulting in cycles being locked to and left against walls, railings and other street furniture, often impacting on pedestrian movement and the streetscape.

## Tourism

Tourists visit Cambridge in great numbers throughout the year and although welcomed, there is currently insufficient active management and space available to improve tourists' experience, enjoyment and safety whilst moving in and around the city.

## The Way Forward

The proposals emerging from concurrent studies into demand management, to achieve an overall reduction of traffic by 10-15% (based on 2011 levels), and air quality management, combined with work on transforming bus services, creates an opportunity for the SPD to put forward a future vision for movement to, from and within the city centre based on a revised street hierarchy that prioritises walking and cycling, supports sustainable access and which restricts motor vehicle access to essential needs and, where necessary, by clean vehicles.

# 6. Summary Findings

## Summary Introduction

The analysis of Cambridge city centre's streets and spaces, combined with the engagement of its residents, has highlighted the tensions present within Cambridge today.

Cambridge is a city which celebrates its history whilst developing world leading ideas and innovations.

The organic growth of the city has resulted in significant interest and character within the city, but it also has presented challenges and constraints, notably in terms of how to accommodate increase demand and modern needs such as housing, employment, tourism, modern transport modes and infrastructure within a constrained street pattern and protected landscapes.

As the city continues to rapidly grow and user demand increases, change is anticipated to the city's streets and spaces. Recent growth has led to tension between individual uses which do not always sit in harmony. Cars, buses, cyclists and pedestrians, often share the same space. But the ways in which these uses currently coexist are often chaotic and do not always support the character and function of the city's streets and spaces.

It is evident from stakeholder engagement, that people want to see issues created by movement pressures addressed and the positive qualities and character of the city retained and enhanced. By analysing the city through its individual uses it becomes easier to question where specific tensions lie and how they could be mitigated through a process of change. The ambition already exists with local policy and the 2018 Local Plan setting the way for Cambridge.

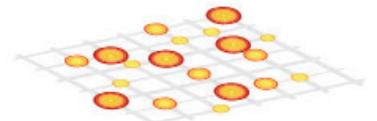
This chapter brings together the analysis from the previous chapters into two high level movement and place framework summaries which demonstrate the existing movement, place and functions within Cambridge City centres streets and spaces.

Figure 39: Elements of Baseline Analysis

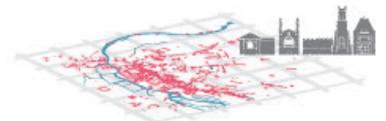
Policy Guidance & Previous Studies



Stakeholders Engagement



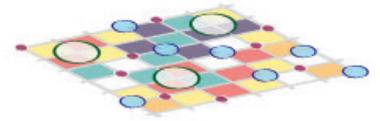
Historic Context, Heritage & Conservation



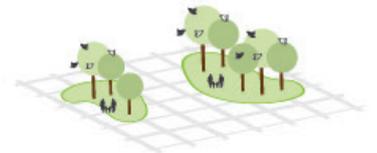
Urban Structure



Land Use & Destinations



Open Spaces



Street Function & Use



Pedestrian & Cycle Network



Public Transport Network



Delivery, Servicing & Private Motor Servicing



### 6.1 Strengths, Weaknesses & Opportunities

In this section the results of the analysis and engagement activities have produced this summary of strengths, weaknesses and opportunities.

	Strengths	Weaknesses	Opportunities
<b>Policy Guidance</b>	<ul style="list-style-type: none"> <li>• Bold ambition of the Cambridge Local Plan 2018</li> </ul>	<ul style="list-style-type: none"> <li>• Policy lacks continuity between documents</li> </ul>	<ul style="list-style-type: none"> <li>• SPD to form a cohesive city centre strategy</li> </ul>
<b>History &amp; Heritage</b>	<ul style="list-style-type: none"> <li>• Strong heritage value and identity</li> <li>• World leading city for education and learning</li> <li>• A city with a unique rural hinterland</li> <li>• The city connection and relationship to the river</li> </ul>	<ul style="list-style-type: none"> <li>• Historic evolution has contained the city</li> <li>• East of the city centre lacks key destinations and strong identity</li> </ul>	<ul style="list-style-type: none"> <li>• Create new gateway destinations</li> <li>• Enhance the character of city's centre eastern half</li> <li>• Support diversity through local businesses and centres</li> </ul>
<b>Users, Use &amp; Growth</b>	<ul style="list-style-type: none"> <li>• Demand for the city centre</li> <li>• Annual growth in visitors</li> <li>• Growing educated population</li> <li>• Existing mix of town centre uses and facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Limited evening economy offer</li> <li>• Tourist hotspot locations causing blockages</li> <li>• Tourist coach stop location</li> </ul>	<ul style="list-style-type: none"> <li>• Grow leisure/evening economy</li> <li>• Further development of the tourism strategy to better manage movement and ensure investment in local economy</li> <li>• Plan for future trends and technological advances</li> </ul>
<b>Open Spaces</b>	<ul style="list-style-type: none"> <li>• Large urban green spaces</li> <li>• Use of existing public space</li> <li>• Growing public recognition of public space and associated benefits.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of spatial diversity, lack of civic urban spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Provide flexible space for markets, events, outdoor eating and drinking</li> <li>• Seek opportunities for increase of hard public spaces</li> </ul>
<b>Street Scene</b>	<ul style="list-style-type: none"> <li>• High quality streetscape character found within the historic core</li> </ul>	<ul style="list-style-type: none"> <li>• Inconsistency of materials</li> <li>• Lack of dwelling space, street trees and plants</li> <li>• Street clutter</li> <li>• Vehicle dominated</li> <li>• Poor wayfinding and legibility</li> <li>• Insufficient enforcement &amp; maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance streetscape quality, including greening, public realm materials, permeability &amp; space to dwell</li> <li>• Removal of street clutter and use of innovations to reduce unnecessary street furniture</li> <li>• Further roll out existing wayfinding strategy</li> <li>• Improve enforcement and maintenance</li> </ul>
<b>Roads &amp; Access</b>	<ul style="list-style-type: none"> <li>• Good strategic connections to neighbouring key cities and places by rail and road</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic and local routes combined causing congestion and user conflict</li> <li>• Congested existing cross river connections</li> <li>• Lack of consistency in access restrictions</li> <li>• Weak east/ west connections</li> </ul>	<ul style="list-style-type: none"> <li>• Separate local and strategic movement where possible</li> <li>• Reduce car dependency, encouraging use of public transport and active travel shifting shorter journeys from car to cycling and walking</li> </ul>

### Strengths

### Weaknesses

### Opportunities

#### Pedestrians & Cyclists

- City centre is compact, with arrival locations and key destination in walking and cycling distance
- High number of pleasant green walking routes available

- Narrow footways combined with street clutter, delivery vehicles and enforcement issues reduce pedestrian enjoyment of the city
- Lack of cycle parking
- Unsafe feeling at night along some streets & spaces

- Help Cambridge establish a pedestrian and cycle friendly streets and spaces benchmark
- Improve enforcement
- Increase cycle parking
- Improve natural surveillance, lighting and CCTV where possible in streets and spaces

#### Public Transport

- City centre well serviced by bus routes and infrastructure
- Service well used to and from the city centre

- Almost all routes (local and strategic) travel through the city centre
- Some routes are disjointed requiring passengers to change buses
- Large double-decker vehicles out of scale with the streetscape

- Other City Access workstreams will consider bus arrangements in the city in collaboration with relevant transport authorities.

#### Private Vehicles

- Local road network is comprehensive and accessible for private vehicles
- Good infrastructure and parking facilities

- Prioritised across much of the local road network at the expense of sustainable modes
- High private vehicle use
- Key junction designs led by motor vehicle needs
- Some parking impacts other modes and reduces enjoyment of the city
- Over provision of central car parking encouraging private vehicle use and taking up valuable space

- Local roads, streets and spaces have people and placemaking at heart
- City centre traffic management strategy
- Ensure junctions are prioritising pedestrians and cyclists
- Further development of the parking strategy, including economic appraisal of sites
- Expansion of controlled parking zones, where possible

#### Deliveries & Servicing

- Delivery and service yards are provided for large retail spaces

- Lack of management results in modal conflicts during peak hours
- Lack of on-street loading provision
- Large vehicles out of scale with the streetscape

- Develop a city centre delivery and servicing strategy

## 6.2 Existing Character, Place & Movement

### Existing Movement & Place Functions

The unique nature of Cambridge's historic street layout alongside the city's modern transport needs currently results in a conflict for space between movement and place.

#### Movement Functions

As this baseline has demonstrated, the existing roads, streets and junctions perform a wide range of movement functions. Some carry high volumes of vehicle traffic and people, whereas others have largely local movement functions. Many of the roads, streets and junctions also support specialised transport networks, for example:

- The bus network
- The cycle network
- Freight and deliveries networks
- Coach routes.

Regardless of their mode of travel, people share similar objectives in terms of direct, safe, quick journeys with minimum disruption. But they compete for the same space, and can conflict with each other, particularly where the roads are narrow or crowded and at junctions. This is reflected in the comments and feedback from stakeholder and public engagement.

#### Place Functions

The existing roads, streets and junctions also perform a wide variety of functions which are specific to place. These include providing opportunities to dwell and enjoy the architectural heritage and are as important as movement. These functions have an impact on the economy as well as on quality of life, with placemaking an increasingly important element of successful cities.

The roads, streets and junctions are also the foreground to a specific built environment and the most successful streets are those that respect and refer to it. However, these roads, streets and spaces are impacted by the need for movement or are obstructed due to poor accessibility and / or wayfinding.

At present, the main routes and city access points into the centre primarily prioritise motorised vehicles. Pedestrian and cyclists are squeezed into the remaining space with little or no space left over to create places to linger, enjoy and appreciate the world class buildings and heritage. Consequently, the streets and spaces have become an uncomfortable environment for all its users.

There are numerous cases of conflict between movement and place within the study area and the following exemplify these:

- Garrett Hostel Lane: pedestrians accessing the city via this route and wanting to linger on the bridge to enjoy the view often find themselves in conflict with cyclists using this narrow route. Conversely, students cycling between their colleges and the West Cambridge site are held up by visitors enjoying the views.
- King's Parade: Pedestrians enjoying the beauty of King's College are in conflict with cycles, private cars, taxis and delivery vehicles. In addition, all motorised vehicles have to turn round in the confined space whilst pedestrians and cycles pass in close proximity, reducing enjoyment of the area.
- Emmanuel Street: buses, pedestrians, cycles and general traffic all compete for space in this confined area again reducing the experience of those using the retail and leisure establishments.

## Existing Public Spaces Character & Use Functions

### Existing Public Space Character

Public space within Cambridge's city centre is varied in character, ranging from the urban such as Market Square and King's Parade to, in some instances, almost rural ones such as Coe Fen and Midsummer Common. This assortment and unique blend of characters defines Cambridge's sense of place, and is rightly cherished by the people of Cambridge.

This variation can be seen in the existing green spaces, alternating from the manicured gardens and courtyards that surround college buildings, to the semi-rural meadowlands that wrap around the city centre following the path of the River Cam. Views to and from the river, across these green spaces, create a setting to the historical buildings and formal gardens within the city's historic core.

In contrast to the large areas of green space within Cambridge, usable hard space is in short supply, with King's Parade and the Market Square sharing the burden as the city's main public hard spaces. As such these important spaces are intensively used and tensions between uses are observed.

### Existing Place Function

Due to their size and layout many of Cambridge's green spaces are able to accommodate larger seasonal events and activities, such as Midsummer Fair on Midsummer Common or the Big Weekend on Parker's Piece. However, the city centre lacks flexible paved public space that can accommodate a range of activities.

Good urban spaces should tie the surrounding buildings to one another, offer a variation in use and activity and be great places for people to visit. To a certain degree Cambridge's public spaces fulfil this complex role, with many playing host to regular large scale events and ceremonial processions, a daily market, sporting and leisure activities. Yet in some cases, there is tension between the use of an area as a space and its use for movement, for example cyclists traveling rapidly across Parker's Piece. As such, Cambridge's city spaces are continually called upon to perform beyond their capacity. This, combined with the lack of paved, flexible public open space means that there is a cost to many of the tranquil green spaces which are working hard to accommodate seasonal uses and activities.



Image 88: Character & Use, Punting on The River Cam

## 6.3 Taking the Baseline Forward

### The Need for a Different Approach

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Significant steps have been made in recent years to support the development and management of spaces and movement across Cambridge. However, there is recognition that the current policies, approaches, tools and management do not provide adequately for all modes, resulting in clear tensions between users. The consequence of this has had a significant impact the quality of streets and spaces for people.

Stakeholder and community feedback, existing policy, best practice guidance and benchmarking against other cities point towards a need for Cambridge to raise its level of ambition and change its approach to management of streets and spaces to support existing and future needs.

**The SPD will lead the way in policy and best practice so that Cambridge remains an internationally renowned city.**

### Change Means Choice

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In summary, there is an exciting opportunity to build on Cambridge's unique, rich history, culture, educational and economic identity, in order to develop a city that reflects its exceptional characteristics and natural landscape. Seizing this opportunity will allow the city to confidently shape and embrace the next stage of the Cambridge story. This will ensure the city continues to put its people first, is inclusive and responds proactively, positively and sustainably to the projected growth in Cambridge over the next 20 years.

The city can approach the future in one of two ways: either it can continue to grow organically and in a piecemeal fashion, accommodating increased volumes of people, motorised vehicles, coaches, taxis, cyclists and pedestrians to access and move around the city centre. Alternatively it can reverse the current street hierarchy by prioritising sustainable modes of transport and focusing on people's enjoyment of this unique city centre.



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# 8. Appendices

## Appendix A: Vehicle Restrictions

### Vehicle Size Restrictions

Streets with Restrictions	weight restriction
Maid's Causeway & Newmarket Road	7.5 tonne except for loading
Victoria Road	7.5 tonne 10pm - 6am

### Streets Subject to Motor Vehicle Access Controls

Streets with Restrictions	Timings
St. John's Street, Trinity Street, Market Street, Market square, Sidney Street	Local access only 8am-6pm Mon-Sat No access except for permit holders 10am-4pm Mon-Sat
King's Parade	No access except for taxis, blue badge and for loading
Trumpington Street	No entry to section north of Silver Street except for taxis, blue badge, loading and local access
Magdalene Street & Bridge Street (north of Round Church Street)	No access except for buses, taxis, loading and local access
Drummer Street, Emmanuel Street, St. Andrew's Street (north of Downing Street, Hobson Street)	No access except for buses, taxis, loading and local access
Sidney Street (between Hobson Street and Market Street)	No entry at southern end except for taxis, blue badge, loading No entry at northern end
Bridge Street bus gate	No access except for buses & taxis
Emmanuel Road bus gate	
Silver Street bus gate	
St. Andrew's Street bus gate	
Burleigh Street (west of Adam & Eve Street) and Fitzroy Street (east of Eden Street)	No access
Fitzroy Street (west of Eden Street)	Loading only

## Appendix B: Engagement Publicity



### Introduction

Making Space for People is being developed by Cambridge City Council, Cambridgeshire County Council and the Greater Cambridge Partnership (GCP).

It is part of a wider programme of City Access improvements - improving travel within Cambridge by public transport, cycling and walking, along with tackling congestion and improving air quality and the public realm.

Other projects currently underway include cycle route improvements, looking at establishing a Clean Air Zone and initiatives to tackle traffic congestion.

### What is Making Space for People?

The strategy aims to help guide improvements to the city centre, putting people first and identifying opportunities to improve public spaces and the way people move around the city.

#### Potential areas for change could include:

- Improvements to the way people move around Cambridge city centre on foot and by bicycle.
- Enhancements to walkways, cycleways, roads and open spaces.
- New uses for certain parts of the city centre.

The strategy will be adopted by Cambridge City Council and form a Supplementary Planning Document (SPD). SPDs add further detail to the policies in the Local Plan – the document which will guide future development in the area.



## Appendix C: Baseline Engagement Summary

### Public Engagement Key Messages

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#### Concerns

- Cyclists and pedestrians feel endangered at many junctions and are reluctant to travel
- High pollution levels
- Not enough cycle parking to cater for demand
- Congestion should be improved, removing the gyratory is commonly suggested
- Not enough seating opportunities
- Pavement quality and levelling
- Tourist behaviour
- Quality of the public realm

#### Opportunities

- Increase pedestrianisation
- Limit access in the city centre to private vehicles and taxis, unless the vehicle is hybrid or electric.
- Ban car parking in the City Centre
- Widen pavements, where appropriate
- Invest in cycle infrastructure
- One-way system for vehicles
- Improve signage, wayfinding and street furniture
- Clear road markers to distinguish cycle paths and pavement
- Bus routes to be reconsidered
- Improve litter bins to prevent littering
- Design the public realm to encourage evening activity

### Stakeholder Key Messages

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#### Concerns

- Cyclists and pedestrians feel endangered at many junctions and are reluctant to travel
- Pollution levels
- Not enough cycle parking to cater for demand
- Bus service is not catering from changing demand and too expensive to incentives
- Not enough seating opportunities
- Street clutter, pavement quality and levelling restricting pedestrian movement
- Tourist coach behaviour and lack of revenue from tourism due to honey potting

#### Opportunities

- Increase pedestrianisation
- Limit access in the City Centre to private vehicles and taxis, unless the vehicle is hybrid or electric.
- Reduce car parking in the City Centre
- Invest in cycle infrastructure
- Improve signage, wayfinding and street furniture
- Large bus vehicles to be limited to the edge of the City Centre. Small electric shuttle service to circulate within the City Centre.
- Implementation of the last mile for deliveries
- Design the public realm to consider different times of day and seasons
- Improve offer (amenities and services) and sense of place in the eastern side of the City Centre
- Creation of a new public space at Drummer St
- Support for the city's built and environmental assets
- Support for local businesses to build local character and cater for a range of needs

## Primary Locations of Interest

The patterns emerging from the engagement response could be seen by their locality. The Engagement HQ map has been a useful tool that has allowed us to quickly take a broader view of where the issues predominantly arise beyond the detailed level of individual responses.

Cambridge's city spaces are clearly cherished by its populous but there remains significant concern regarding their current state and future. This can be seen by the volume of comments raised within the historic core, sitting within a 500m radius of Market Square.

Green spaces were generally seen as one of the city's primary strengths. Thus, stakeholders proposed that these spaces should be enhanced and influence the wider character of the city centres streets and spaces.

Market Square received the highest number of comments. Although regarded as an area of high significance, it was largely felt that the space needs updating and is not achieving its full potential as the primary civic space.

The anomalies to this pattern were Mill Road, Eastern Gate and Micham's Corner which, as all key nodal points, received a high number of comments regarding safety. The other anomaly space is Station Square area which, as a newly delivered space, is currently in the public eye and therefore more likely to receive criticism.

Pressure and place, comments increased within the historic core where streets become more restrictive but movement remains high.

A clear route to the centre - The most prominent is the north/south axial route, from the station to the city centre and north via Magdalene Street. This in particular held a large number of comments and was easily discernible as an area of particular focus which the SPD should address.

Figure 40: Areas Respondents Wanted to See Improved

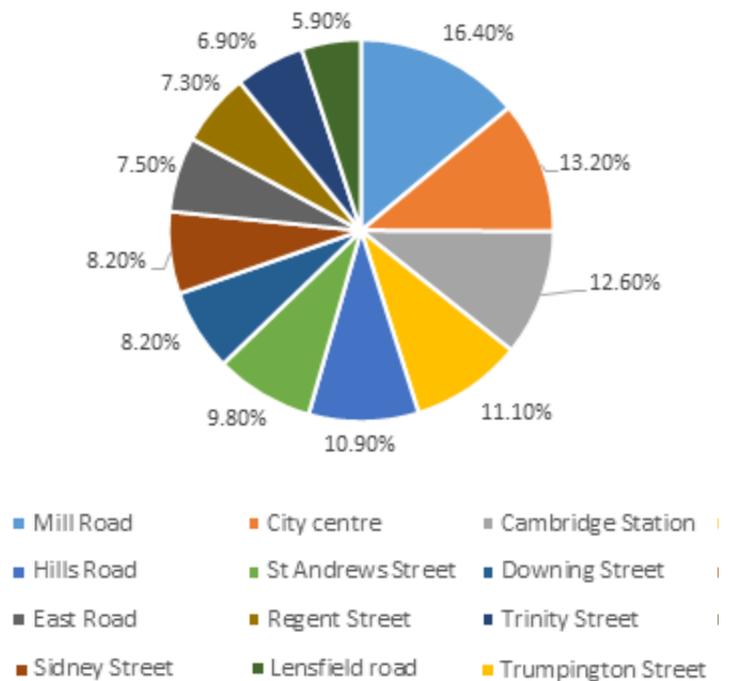
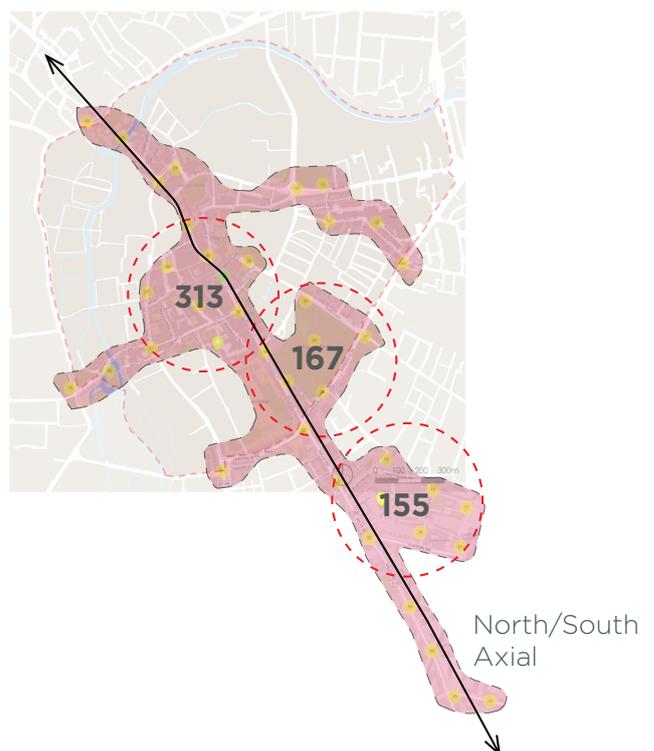
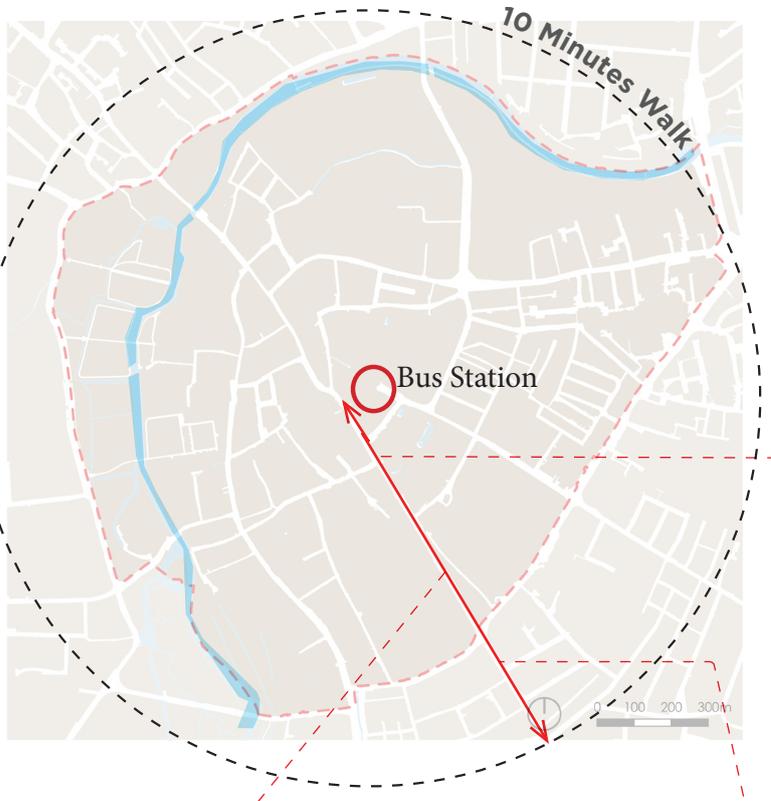


Figure 41: Concentration of Comments from the Online Engagement



## An Example City Transect - Online Responses to a Journey through the City



This diagram takes a route through the city and analyses the comments recieved from our engagement to date. This allows us to

### St Andrew's Street

#### Issues

- 'Unsafe and unpleasant walking/cycling environment'
- 'Emmanuel Street junction unsafe for pedestrians/cyclists: difficult to walk across'
- 'Unsafe pedestrian crossing at Downing Street junction'
- 'Difficulty for cyclists at Downing Street Junction'
- 'Congested pavement south of Downing Street Junction'
- 'Limit motor vehicle movements: re-routing buses and reducing other motor traffic'
- 'A clearer cycle path along Emmanuel Street and Drummer Street.'

### Regent Street

#### Issues

- 'Unsafe connection to Regents Terrace for cyclists and pedestrians'
- 'Difficulty crossing Regent Street for pedestrians.'
- 'Lack of tie in with surroundings - it is "just a road heading into town" '
- 'Wider cycleways'
- 'More cycle friendly infrastructure is require to make cyclists feel safer'
- 'Pavements should be widened'
- 'Car parking should be banned'
- 'Some suggestions for one-way system and car free zone'
- 'Taxi rank should only be for hybrid or electric vehicles'
- 'Pavement should be levelled and potholes addressed'

### Hills Road

#### Issues

- 'Poor cycling environment north of the railway line'
- 'Station Road junction dangerous for northbound cyclists'
- 'Car/cycle conflict at Bateman Street junction'
- 'Brooklands Avenue Junction works poorly for pedestrians and cyclists.'
- 'A missing dropped kerb for people cycling to re-enter the roadway at Brooklands Avenue.'
- 'Car parking should be banned'





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