

February 13, 1999

Our ref: L99007
Your ref:

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Dear Mr Preston

Emmanuel Road closure and related proposals

Thank you for sending us the plans of the proposals. We have now held a meeting specifically to discuss these and produce this response.

As you know, we support the principle of further restraint in the City Centre. We also think that the Emmanuel Road closure specifically is desirable, and welcome the changes proposed at Downing Street, Clarendon Street and Drummer Street. It will not surprise you to know that we have many comments on the details, and suggestions to offer that we think would help cyclists, listed below.

We appreciate that the measures will divert some of the traffic onto other roads. We are concerned that there are no proposals at all to cushion this impact. We are particularly worried about Maid's Causeway, but also Victoria Avenue, East Road, the north end of Elizabeth Way, Chesterton Road, Gonville Place and Regent Street. Therefore we will start our response by addressing these issues.

From a cyclist's point of view, and in terms of a policy of promoting cycling as one of the alternatives to the cars being excluded, the impact on other streets will be as much a matter of convenience and level of service as safety. In several places cycle lanes would do a great deal to help, at minimal cost. In some places this is not possible, and we think further restraint on motor vehicles is desirable.

We are disappointed that the assumption seems to be that all the present traffic will be redistributed, rather than some journeys not being made at all. Support for Park & Ride is one of the main aims of the scheme. If this does not have the effect of reducing traffic, then it is not succeeding. Perhaps your figures do take this into account, but you were not emphasising it. We would be interested to hear.

1. Impact on other roads

1.1 Maid's Causeway

We are concerned that Maid's Causeway will become much more hazardous for cyclists, as well as the obvious concerns of residents and delays for buses, especially the Park & Ride buses. If time saved by less traffic in Emmanuel Road is lost again by queuing on Maid's Causeway, much of the purpose of the scheme will be undermined.

We think that ideally Maid's Causeway should not be part of a through route from Mitcham's Corner to Newmarket Road. While access to the Park Street car park would be very hard if not served by both Victoria Avenue and Maid's Causeway, and obviously access to the area must be maintained, we think Elizabeth Way and Chesterton Road are more suitable to take extra traffic. These roads are in general wider, less cluttered and already form the designated Ring Road.

Failing complete restriction on through travel, we would ask you to consider designating a significant part of the street for buses and cycles, perhaps by making Maid's Causeway one-way with a contraflow bus-and-cycle lane. This would improve Park & Ride journey times.

At the very least, we think that Maid's Causeway must be made safer for cyclists who have to cope with the extra traffic, and convenience improved by allowing cyclists to pass queuing traffic. We think that cycle lanes should be provided in both directions, with parking restrictions as necessary to achieve this.

Finally, there are two particularly hazardous spots for cyclists on Maid's Causeway, where crossings have been built out into the road, at Auckland Road and at Fair Street. The westbound approach to Fair Street is particularly hazardous. This forces cyclists into conflict with vehicles. We remain concerned about this kind of arrangement in general (see also Short Street). We would like you to (a) reconsider the width of the build-outs and (b) make sure that markings keep vehicles well over in the road (for example as the first crossing north of Brooklands Avenue on Trumpington Road).

1.2 Victoria Avenue

In addition to our desire to see through traffic removed from the area, we also think that cyclists can be assisted by making the bus-and-cycle lane in Victoria Avenue operate 24 hours 7 days a week. Since congestion isn't a problem outside the current hours of operation, this would not inconvenience anyone else, but would provide cyclists with additional protection.

We think that there is ample room for a full width (1.5m) cycle lane southbound in Victoria Avenue (south of the bridge), which would be of great benefit to cyclists by-passing rush hour queues.

We are also concerned about the approach to the roundabout, discussed further below.

1.3 Chesterton Road

Chesterton Road already has short stretches of cycle lane. The remainder is no less wide. Therefore we would like to see 1.5m mandatory cycle lanes in both directions between Elizabeth Way and Mitcham's Corner to reduce the impact of the additional traffic on cyclists, and especially to allow cyclists past queuing traffic.

1.4 *Elizabeth Way*

The narrow section of Elizabeth Way is clearly the big loser when trying to redirect traffic away from the centre, because it is the only alternative river crossing. We don't think the approach lanes to the roundabout at Chesterton Road provide a large amount of stacking space and the capacity of the road appears to be limited by the section through the pedestrian crossing a little further south.

We think the space occupied by the two northbound approach lanes to the roundabout would be better used, and more in line with White Paper policies of providing road space for cyclists, if it were replaced with a single lane plus cycle lanes in each direction. This road has a recognised speeding problem; fewer lanes would help reduce speeds. Also, a single lane here would remove a difficult left turn only lane encountered by cyclists wishing to go straight on.

Cyclists turning left from Elizabeth Way into Chesterton Road could be helped by opening up the dead end of the old alignment of Chesterton Road at the roundabout (with a suitable merge at the western end).

A similar arrangement between Elizabeth Way and Humberstone Road (at the Fleur-de-Lys pub) would also help. A simple line of bollards would still exclude motor vehicles.

1.5 *East Road*

East Road is already a difficult road for cyclists, both travelling along and crossing it. We think some measures, all quite modest, are needed to help reduce the impact of further increased traffic.

We observe that there is a significant problem with parking and setting down on East Road, especially around APU, the Cinema, Blockbuster Video (Burleigh Street) and the various take-aways, and for shop deliveries. Not only does this lead to increased congestion for all road users (and will do so more with traffic displaced from Emmanuel Road), but it is also a hazard for cyclists.

We think that East Road should be made no-stopping:

- Where there are currently single yellow lines, these should be doubled
- Evening parking is currently permitted on the Burleigh Street side. This should be prohibited and a 24 hour waiting limit implemented.
- Loading/unloading should be prohibited. This could be made possible by developing the Adam & Eve car park as a service area for the shops (which would also reduce conflict between cars and cycles in the Kite's narrow streets, which is worse since the cycle ban in Burleigh Street was introduced).

Consideration should be given to whether turns into and out of Dover Street are appropriate for motor vehicles.

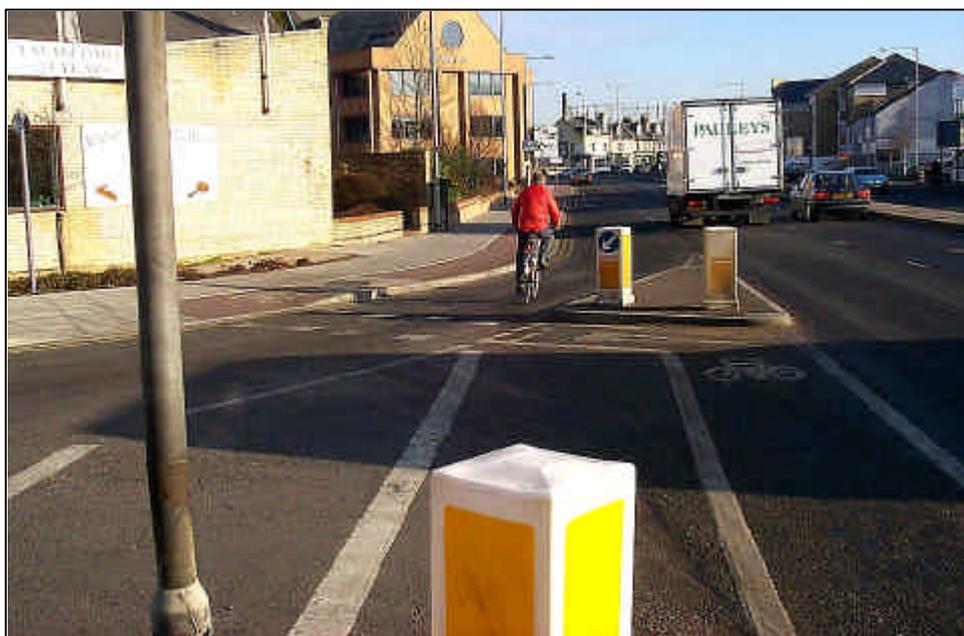
We would also like to see cycle lanes provided along the full length of East Road. Some of the existing lanes are narrow and should be widened. Even narrow advisory lanes would be preferable to nothing in the narrower western end.

The Cinema (and loading bay and bus stop) entrance off East Road has become much busier. We would appreciate markings and red surfacing across this side road.

In theory cycles are not supposed to pass the no-entry signs at the East Road end of Burleigh Street. In practice this is the main route, and the no-entry signs are widely ignored. We would like the signing changed here to allow and clarify this manoeuvre. Cyclists are permitted to use this end of the street at all times; the ban does not apply here.

The crossing from Norfolk Street into Burleigh Street is designed as a pedestrian crossing, yet is widely used by cycles. Currently it brings cycles and pedestrians into conflict. We would like to see this upgraded into a proper cycle and pedestrian crossing. Cycles crossing from Norfolk Street need to be properly incorporated. Even cyclists crossing from the Burleigh Street side cannot easily operate the crossing control at present.

The ability to cross from the Grafton Centre to St Matthews Street also needs attention (see below).



East Road at the Grafton centre car park exit. Cyclist wanting to stay on the road are met with this island, at which motorists are reluctant to allow them to join the traffic stream. (The pictured cyclist actually cut across the hatching, ignoring all the markings).

The way in which the cycle lane at the car park exit ends up on the footway has long been a source of complaint from our members. Many cyclists prefer to stay on the road, especially now that Elizabeth Way roundabout has signals, and the present arrangement is unnecessarily hazardous for them. We think both movements can easily be accommodated. (See also, National Cycle Network design guidelines page 51).

1.6 Alternatives to East Road

Given the additional traffic, many cyclists will want to avoid the main streets, especially East Road.

We acknowledge, though have never agreed with, the cycle ban in Fitzroy Street and Burleigh Street. However, we think that the ban could at least be reduced to 3pm on Monday to Friday, specifically to allow schoolchildren to use the route on the way home from school.

We also think banning evening parking in Burleigh Street would help cyclists. Parking in the short section nearest East Road is haphazard and obstructive.

There is what purports to be a cycle route around the back of the Grafton Centre (past the Ancient Druid's pub). Indeed there is potential for this to be useful if it were upgraded. At present it weaves through loading bays and car park entrances, around barriers and up and

down kerbs. If these obstacles were ironed out, more markings used, and signs that cannot be turned around introduced at the ends, more people would use it. In particular, there has never been any attempt to integrate this route properly with a crossing of East Road to and from St Matthews Street (and into East Road in the direction of Gonville Place), together with a safer crossing of the car park exit. Heading north, cyclists are expected to ride the wrong way along, and then cross, the busy car park exit.

1.7 Gonville Place

Narrow cycle lanes have been provided on short parts of Gonville Place. These are intended to improve safety. However, if these are continued along the rest of Gonville Place, cycles would also be able to pass queuing traffic much more easily.

More room could be provided if the right turn lane into Queen Anne car park were narrowed and shortened. The islands by the YMCA are unnecessarily wide, causing cyclists to be squeezed by attempts at overtaking them here. The pedestrian crossing island at the eastern end is already about as narrow as it can reasonably be though.

1.8 Hyde Park Corner

When discussing Hills Road bus priority improvements, you told us that Hyde Park Corner was not included because it would be addressed as part of the Core Traffic Scheme. However, the Council has not come forward with any proposals yet to deal with this busy intersection.

The main feature we would like to see is advanced stop lines (with approach lanes especially on the Hills Road approach).

The left turn lane on the Gonville Place approach presents the usual problems for cyclists. However, because it is less busy than many, cyclists often use it as a way to bypass the straight-on traffic, and this manoeuvre could be recognised with appropriate markings without actually removing the lane.

1.9 Regent Street

Most traffic leaving Lion Yard car park from Downing Street already uses Regent Street, and there is already some conflict with cyclists.

We think that parking controls should be introduced in Regent Street by removing the pay - and-display spaces and introducing 24-hour restrictions. This would then allow cycle lanes to be provided on many parts of the street.

Left turning traffic into Park Terrace regularly conflicts with cyclists continuing south on Regent Street. A lane and red surfacing across this junction would help.

The strange, short northbound cycle lane just north of the cycle crossing at the University Arms, which follows the kerb line and invariably leads you into the back of a parked vehicle were anyone to follow it, could be straightened out to reflect what actually happens.

The delay before the lights change to cyclists turning into Regent Street from Parkers Piece at this crossing is long, even when there is no other traffic around. We think this could be shortened significantly.

The surface on St Andrews Street southbound south of Downing Street is very poor, and this causes conflicts as well as severe discomfort. We would like to see this at least repaired, preferably resurfaced.

2. Speed reduction

All of the plans are about 'hard' engineering measures. We think that all of them should be accompanied by a general speed limit in the area. Even 20mph is possibly too fast: 15mph might be appropriate.

We think that the area that would be restricted should include Short Street, Emmanuel Road, New Square, Fair Street, Drummer Street, Emmanuel Street, Clarendon Street and most of the streets off it, Parker Street, Park Terrace, St Andrews Street, all of Regent Street (but at least north of Park Terrace), and possibly Parkside.

3. Your proposed changes

3.1 Downing Street / St Andrews Street

We welcome the improvements for turning out of Downing Street.

Given Downing Street will now be a single lane, we see no reason why the cycle lane could not extend back to St. Tibbs Row.



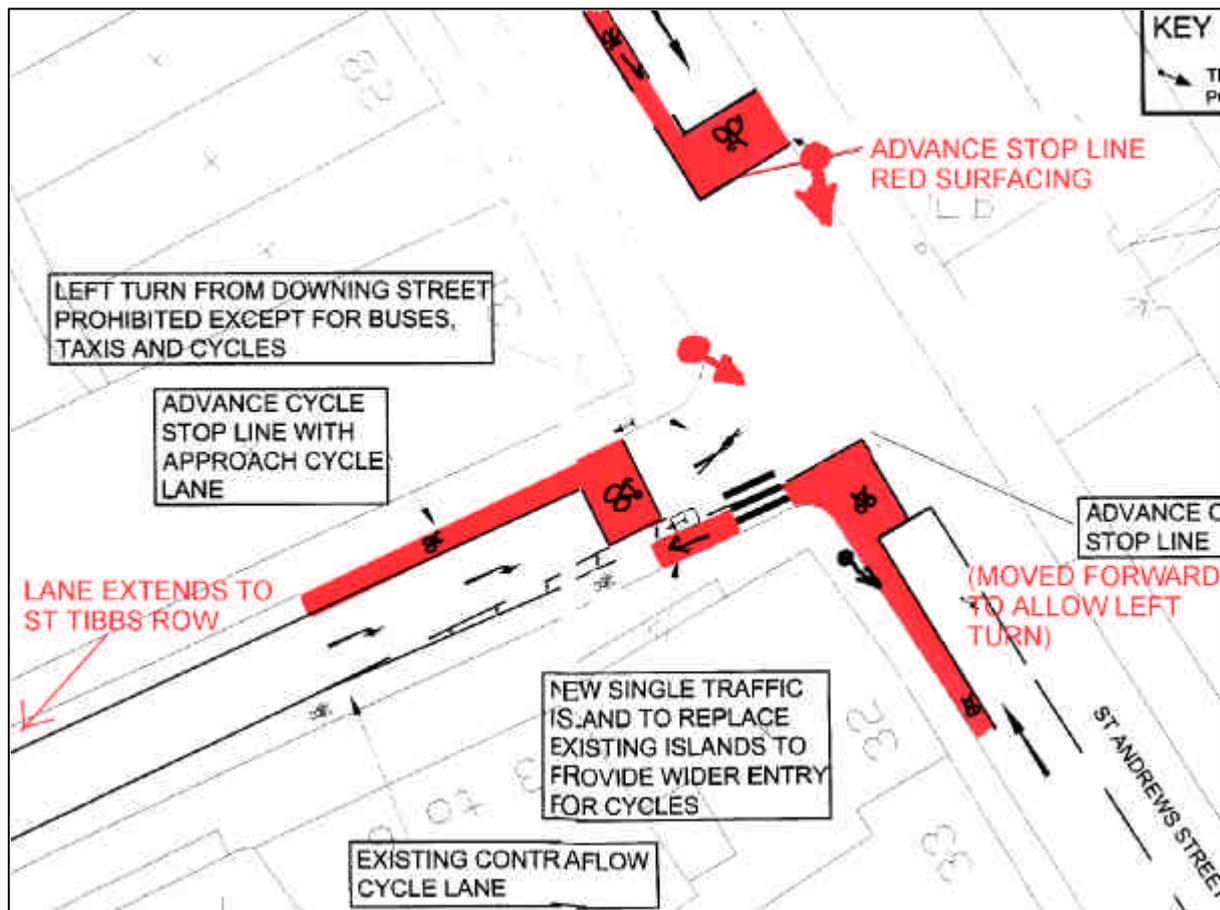
Cyclists are permitted to pass this signal at red simply by virtue of the absence of the stop line. Monk Bar, York.

We think, however, that this is a golden opportunity to allow cyclists to make left turns into Downing Street without needing to stop at the red signal.

While a left turn filter with a 'no left turn except cyclists' together would achieve the desired result, we think a simpler solution is to put the cyclists forward stop line beyond the line of the island. The opposing red lights are perfectly well visible, but the motorists' stop line, being well back, would need a signal there. At one time, that would have required a cycle exception. However, this is clearly no longer necessary as the illustrated arrangement in York shows. Here cyclists do not have to wait at the red light at all, and this is indicated only by the stop line not extending right across the road.

The diagram illustrates what we have in mind.

We understand that you might be concerned about pedestrian / cycle conflicts. However, we think such an arrangement would actually reduce the current congestion, and improve the present situation for pedestrians as well as cyclists. At present, the time pedestrians cross is



Our suggestions building on your Downing Street junction proposal

when Downing Street traffic is stopped. This is exactly the same time as cycles turn into Downing Street from both directions.

Or perhaps a pedestrian phase could be considered as well. Signalling would be harder, but we don't think impossible.

We assume that your intention in moving the island in Downing Street back a few metres is to avoid the problem of cyclists (especially right turning ones) going the wrong side of them in an effort to clear the junction quickly. You surely are not thinking that pedestrians will cross at the island? It seems clear to us that pedestrians will continue to cross at the mouth of the junction. The lack of an island may well help to encourage pedestrians to cross in one go rather than overflowing into the cycle lane when stopped by Downing Street traffic. We welcome the extra width in the contraflow lane.

Cyclists turning right into Downing Street are highly vulnerable to oncoming traffic. The central lane is useful but there is nowhere to go when traffic starts moving. As a result many cyclists make attempts to turn when it is not really safe to do so. We think that:

- an advanced stop line on the southbound approach would help (the feeder lane remaining where it is);
- an increase in the couple of seconds advance timing of that phase of the signals;
- banning loading outside the three shops on the corner; and

- red surfacing

would all help to improve safety here.

3.2 Clarendon Street / Parkside

We think that the junction arrangement is a big improvement, especially the phasing of the signals. We did not consider the right turn ban out of Clarendon Street to be a big problem.

We would appreciate longer approach lanes to the advanced stop lines, especially in Parkside, where width is not a problem.

A dropped flush kerb would be useful in Park Terrace a little way back from the junction, mainly to help cyclists coming from Regent Terrace and the Pavilion to join the road approaching the junction.

We were not clear from the plans whether the Park Terrace approach was now a single lane. We think that if not, it should be.

3.3 Parker Street

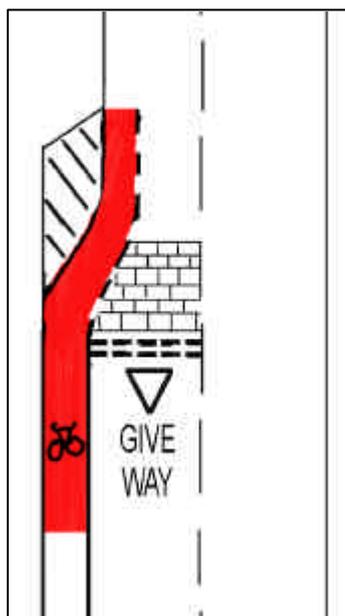
The way in which Parker Street narrows suddenly northbound has long been a concern of ours, and we would very much like this to be addressed. The conflict with large vehicles - buses especially given the location - is probably most serious.

At minimum, we think some hatching and white lining is needed to deflect vehicles further into the road. Again the example in Trumpington Road provides a model. Width is much more limited here, however.

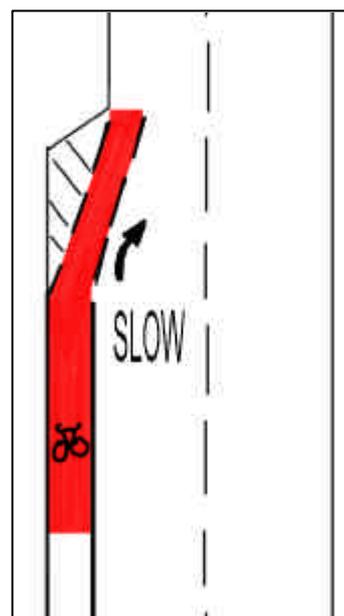


Groningen, Netherlands: vehicles give way to cycles (with appropriately emphatic signing) where the road narrows. The area behind the cyclists is the end of a cycle lane.

However, we think there is scope here to be more radical, especially as traffic levels should be much reduced in Parker Street. We saw in Groningen in the Netherlands an example of a street where a cycle lane had to end because of a road narrowing. Here the solution they had adopted was to give cyclists priority, as shown in the photograph. We think this would be an innovative answer to a problem where there really isn't room for both streams of traffic to meet.



Less traffic ought to make an innovative arrangement like this feasible...



... but at least some effort to deflect traffic away from cyclists is needed

An area wide speed limit would also be particularly beneficial here (see section 2).

3.4 *Drummer Street / Emmanuel Road*

In general we would not advocate mini-roundabouts because of the problems cyclists face at roundabouts in general. However we felt that traffic signals would be unwarranted here, given the expected reduction in traffic. The alternative arrangement you proposed would leave cyclists travelling from Drummer Street to Parker Street in a vulnerable position in the middle of the road. The existing arrangement has a similar problem.

Therefore we consider that the mini-roundabout is the better option.

However, we think that putting the whole arrangement on a raised table might help to slow traffic down.

We could not see why you were proposing to place a build out on the Drummer Street approach to the roundabout. We think this brings cyclists and buses into conflict and would be best avoided. If the purpose is to mark the end of the bus bays, then the outer edge of the bays should at least be marked so it is clear that one should be well out in the road to start with.

Also we think that the roundabout provides a point where motorists can turn easily and that anything that can be done to emphasise that Emmanuel Road is a no through road at this point would be desirable.

We are worried about the width of the Emmanuel Road approach causing a pinch point between cycles and other vehicles and think that a narrower central island, and a short cycle lane on the left side to take up the space would be better.

3.5 *The closure*

We have a strong preference for the two way working option for the rising bollards (option A). Our experience of buses swinging into the path of cyclists in Bridge Street makes us think that a straight line movement is much better.

3.6 *New Square and Fair Street*

We are worried about the ability of large delivery vehicles to negotiate the exit from Fair Street onto Maid's Causeway. We are also aware that some vehicles persist in turning right out of Fair Street. This endangers cyclists using the cycle crossing onto Midsummer Common. For this reason we would prefer to see Fair Street closed altogether to motor vehicles.

This would mean that the right turn for all traffic out of New Square (north side) would need to be accommodated, which does not look like it would be hard to do. We think this is preferable to creating a circulation around New Square and Fair Street.

This would also allow the Fair Street crossing to be remodelled to a more satisfactory arrangement (in which cyclists don't have to ride up onto the pavement and down again, and in which there is less conflict between cyclists and pedestrians).

If Maid's Causeway has 27% more traffic this crossing will be even more important in the future.

3.7 *Four Lamps, Short Street and King Street*

We welcome the proposed right turn from King Street into Short Street. Many cyclists already make this turn, the alternative to which is to go right around the roundabout.

Another build-out that causes us concern is the current pelican crossing on Short Street by the Wesley Chapel, which you propose to replace with a zebra crossing. We welcome the zebra, but we would like to see a constant carriageway width maintained from the roundabout right through the crossing, marked out with lines and hatching rather than a solid kerb.

We do not have a problem with the bus-and-cycle lane proposal for the roundabout. We are a little disappointed that more is not being proposed for cyclists' safety at the roundabout. However, as we discussed above, we think that through traffic should be removed anyway.

We welcome the removal of the left-turn-only lane on the Jesus Lane approach.

However, we are most concerned to see that a left-turn-only lane is now proposed on the Victoria Avenue approach. This will cause a very difficult manoeuvre for cyclists, most of whom will be going straight on or right here. Irrespective of whether through traffic is removed, we would like to see a single lane approach here, or at very least an arrangement where the left lane is a positive left movement off a straight on and right turn lane, as in East Road approaching Mill Road for example.

Finally we wonder whether it may be feasible to provide an arrangement where cyclists could turn right from Jesus Lane into Short Street avoiding the roundabout altogether. By turning into the short service road (perhaps with a central island in Jesus Lane to assist), and making some provision on the corner of King Street and Jesus Lane, it might be possible to link up with the new right turn facility out of King Street.

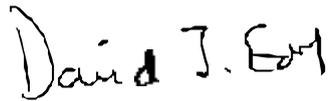
4. Summary of comments and suggestions

Location	Comment	Reference
Maid's Causeway	<ul style="list-style-type: none"> - Restrict through traffic - Cycle lanes - Protect cyclists from both build-outs 	1.1
Victoria Avenue	<ul style="list-style-type: none"> - 24 hour bus-and-cycle lane operation - Cycle lane southbound 	1.2
Chesterton Road Elizabeth Way	<ul style="list-style-type: none"> - Cycle lanes - Bypass of roundabout - Cycle access Elizabeth Way to Humberstone Road 	1.3, 1.4
East Road	<ul style="list-style-type: none"> - Cycle lanes throughout - Ban stopping, provide suitable loading - Improve Burleigh Street/Norfolk Street crossing - Change arrangement where cycles end up on footway approaching Elizabeth Way roundabout 	1.5
Alternatives to East Road	<ul style="list-style-type: none"> - Burleigh St / Fitzroy St ban ends at 3pm weekdays - Improve route behind Grafton Centre 	1.6
Gonville Place	<ul style="list-style-type: none"> - Cycle lanes - Reduced width car park turning lane and some islands 	1.7
Hyde Park Corner	<ul style="list-style-type: none"> - Full treatment with Advanced Stop Lines - Address left turn lane, Gonville Place approach 	1.8
Regent Street	<ul style="list-style-type: none"> - Cycle lanes, parking restrictions - Protect cyclists from buildout - Reduce delay on signals at University Arms - Red surfacing across Park Terrace - Resurface / repair parts of street 	1.9
Everywhere	- Area wide speed limit	2
Downing Street	<ul style="list-style-type: none"> - New cycle lane extended to St Tibbs Row - Unrestricted left turn into Downing Street - Advanced Stop line southbound (central lane) - Longer phase for right turns into Downing Street - More red surfacing - Ban stopping by Heffers 	3.1
Clarendon Street / Parkside	<ul style="list-style-type: none"> - Longer approach lanes in Parkside - Drop kerb in Park Terrace - Single lane in Park Terrace 	3.2
Parker Street	- Address pinch point	3.3
Drummer Street / Emmanuel Road	<ul style="list-style-type: none"> - Mini roundabout option - Buildout problem, Drummer Street approach - Wider approach with cycle lane, Emmanuel Road 	3.4
Bollards	- Two way working option	3.5
New Square / Fair Street	- Allow right run out of New Square to allow closure of Fair Street	3.6
Four Lamps	<ul style="list-style-type: none"> - Excellent right turn out of King Street - Problem left-turn-only lane out of Victoria Avenue - Route to turn right from Jesus Lane to Short Street - Address pinch point at build-out near New Square 	3.7

In conclusion, you have said to us in the past that the Core Traffic Scheme changes are an opportunity to address issues in the areas affected by them. We have taken this seriously, especially as there will be an impact on cyclists beyond the streets for which you have brought forward specific proposals.

We know that there is a lot of material here and that it varies from minor annoyances to major suggestions. However, there is unlikely to be another opportunity to address many of these streets for many years to come.

Yours sincerely,
on behalf of Cambridge Cycling Campaign,

A handwritten signature in black ink that reads "David J. Earl". The signature is written in a cursive style with a large initial 'D'.

David Earl