#### PLACE-MAKING AND INNOVATION EXECUTIVE ADVISORY BOARD

#### 21 OCTOBER 2019

#### **SUPPLEMENTARY AGENDA**

#### ITEM 7 - URGENT ITEMS OF BUSINESS

To consider any items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.

The following item of business is deemed to be urgent and cannot wait until the next scheduled meeting of the EAB (17 February 2020), which would mean deferring the Executive's consideration of the proposals until 24 March 2020. The effect of this would be to defer delivery of the scheme by three to four months, which would affect the date of commencement of the construction works so as to avoid impacting on the busy retail Christmas period. This would inevitably delay (some or all) works until 2021.

ITEM 8 – GUILDFORD PUBLIC REALM IMPROVEMENT PROJECT - PROGRESS REPORT (Pages 1 - 74)



Place-making and Innovation Executive Advisory Board Report

Ward(s) affected: Holy Trinity

Report of Director of Environment

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Date: 21 October 2019

#### **Guildford Public Realm Improvement Project - Progress Report**

#### **Executive Summary**

At its meeting on 8 April 2019, the Executive agreed to proceed with a public engagement exercise for Guildford town centre public realm improvements from which high-level feasibility design options would be developed. This report considers the outcome of this work and details the available options.

The scheme focused on delivering public realm improvements to the following:

- 1. Chapel Street
- 2. Castle Street
- 3. Swan Lane
- 4. Pedestrian safety by upgrading existing facilities and introducing new vehicle restrictions to the High Street
- 5. Signage and Wayfinding to better connect the historic town centre and promote businesses and the cultural offer of Guildford.

The budget for this work is £1.248 million of capital, £49,300 of revenue and a £10,000 contribution from Experience Guildford. The total budget available is £1.3 million.

It should be noted that Swan Lane was brought within scope due to the offer of a financial contribution from a group of Swan Lane landlords. Also, that architectural lighting, public art and other public realm enhancements did not form part or the original scheme.

AECOM, our design consultants, developed a range of options informed by the consultation with residents, businesses, visitors, councillors and council officers. The options present a broader scope to respond to the consultation exercise and include improvements to street lighting, bespoke public realm enhancements and more complex interventions to address Castle Street traffic issues. These additional elements create budgetary pressures and the need for additional funding if chosen.

The options proposed are as follows:

- 1. **Option A**, the original scheme (including Chapel Street, Castle Street) plus Swan Lane. This option excludes street lighting and wayfinding enhancements requested but addresses the core elements of road surface treatments, street lighting, traffic control interventions, and pedestrian safety barriers. This can be delivered for **c. £1.34 million.** Additional funding would be required.
- 2. **Option B**, the original core scheme (as Option A) but excluding Swan Lane. This will cost £1.14 million and can be delivered within budget.
- 3. **Option C**, an enhanced scheme which would improve the 'look and feel' of the public realm through integration of architectural lighting, street furniture, wayfinding, and a major transformation of Tunsgate junction with a large raised table that replicates the lost historic 'square'. This will cost £1.65 million. Additional funding will be required.
- 4. **Option D,** the enhanced scheme (Option C) but excluding Swan Lane. This will cost £1.4 million. Additional funding will be required.

#### Recommendation:

That the Executive:

- 1) Consider the options proposed and agrees a preferred option to progress to detailed design and construction.
- 2) If the preferred option requires additional funding, that it approves for officers to proceed with the detailed designs for the preferred option, within in the current budget, and to approve a virement from the Capital Contingency Fund up to £350K.

#### Reason for recommendation

To support the Council's strategic priority of increasing Guildford town centres' economic success, increasing accessibility and improving links between the High Street and Cultural Quarter.

#### 1. Purpose of Report

1.1. This report updates the Executive on the work undertaken to date and seeks executive's view on preferred option for officers to proceed.

#### 2. Strategic Priorities

2.1 The proposals to improve the public realm supports the Council's Corporate Plan 2018 – 2023 theme of Place-making by:

"Regenerating and Improving Guildford's town centre and Urban Area" by:

"Implement the vision of the town centre Implement the vision of the Town Centre Regeneration Strategy and

"Improve the public realm, including surfaces, in key town centre areas"

2.2 The economic strategy for 2013 -2031 aims for Guildford to be a 'town and borough with: strong infrastructure; world-class businesses with capacity to expand and deliver growth: an evolving and vibrant economy, which creates a progressive and sustainable environment for people today and for future generations living in an ever-improving society.'

#### 3. Background

- 3.1 The scheme's aim is to improve the public realm and pedestrian accessibility in Guildford town centre and to better connect the Castle grounds, museum and other heritage assets with the High Street.
- 3.2 Key areas of focus have been Chapel Street, Castle Street and Swan Lane. Swan Lane was a late addition to the scheme as local businesses offered to contribute to some of the cost of the scheme.
- 3.3 Pedestrian safety measures have been included to manage vehicular traffic in the High Street and adjoining streets and increase pedestrianisation in the town centre.
- 3.4 Although Surrey County Council (SCC) are the Highway Authority for most of the town centre public realm, Guildford Borough Council (GBC) is committed to retaining the quality of its public realm beyond the minimal statutory standard delivered by SCC.
- 3.5 GBC has developed a town centre masterplan and streetscape guide to enable GBC to raise the standard of the public realm that ensures our historic town centre heritage is conserved for future generations.

#### 4. Project Progress

- 4.1 Since the appointment of AECOM as lead consultant, the focus has been on public consultation and developing feasibility design options that address issues raised from the consultation and site analysis.
- 4.2 The consultation process involved three in situ walkabout sessions in May 2019, over 3 days, to meet and discuss matters with the local businesses and residents who live in or around the principal streets of Castle Street, Chapel Street and Swan Lane.
- 4.3 The walkabout sessions were supplemented by an online survey. This generated over 400 responses promoted via social media and targeted letter drops within local town centre area. Results of the both walkabout sessions and online consultation exercise are summarised in Appendix 4.

- 4.4 The stakeholder feedback generated a range of useful views: From the public online consultation exercise, respondents considered the resurfacing of Swan Lane with setts/cobbles to be the highest priority as setts were considered one of the most popular features of Guildford. Other issues identified in the focus group sessions with local residents, accessibility groups, amenity groups (HTAG), councillors and businesses were:
  - A. Traffic issues and the need for a pedestrian crossing on Castle Street.
  - B. Accessibility of Chapel Street and more pedestrianisation across the town centre.
  - C. Improving visitors' experiences through creating a welcoming environment with better lighting and crime prevention measures.
- 4.5 AECOM has produced a costed feasibility study that is informed by the consultation, our existing policies with a detailed SWOT analysis of each street. This considered approach has resulted in a range of proposed concept designs for each street. These are shown in Appendix 1.

#### 5. Costed Options

- 5.1 The costed options presented by AECOM will need to be further informed by measured surveys, utility and legal searches but each option has considered stakeholder feedback, accessibility, council policies, public highway regulations, planning and heritage issues.
- 5.2 As there are no detailed designs nor decisions made on lighting, furniture and fittings, a provisional sum has been placed against each of these items to enable estimations of full project cost.
- 5.3 The scheme is at an early feasibility stage, AECOM proposed a 5% design contingency and 10% construction contingency to reflect this. However, as GBC risk appetite is lower a further 10% contingency has been added across the full project cost.
- Although a further access audit is required it is assumed that a central York stone pathway will be the preference for both Chapel Street and Swan Lane.
- 5.5 The options developed from the feasibility study are as follows:
- 5.6 Option A Original scope plus Swan Lane
- 5.7 This scheme can be delivered at an estimated cost of £1.34 million. This is which is not within our budget of £1.3 million. Table 1 sets out the key elements:

Table 1 – Option A

Table 1 – Option	I A				
Site	Description	Cost	Comment		
Swan Lane	Relay with Cobble setts and central York stone	£186,098	Excludes lighting, shop signs, and gateway features		
Chapel Street	Full relay with central York stone from High Street to Castle St. heritage Lighting	e from High Castle St. ighting and festoon light signs, and gater features			
Castle Street East	Castle street minor works to improve layout and introduce a roundabout	£476,096	Excludes lighting, and gateway features		
Castle Street West	Pedestrian crossing	£42,368	Raised level crossing using Staffordshire blue pavers		
Pedestrian Safety Measures	Upgrade or new bollards and gates to meet PAS 68 standards on Market St, Swan Lane, Tunsgate, Chapel Street and High Street	£167,680	All Townscape furniture including new vehicle gates on west exist end of High Street		
	Sub Tota	al £997,062			
	OTHER	R COSTS			
GBC project management fees		£25,000			
Measured surveys and Utility notices		£29,000			
SCC -Safety AUDITS		£5,000			
SCC fees /TRO		£40,000			
LEGAL		£10,000			
AECOM fees	Full detailed design and further public consultation	£115,840			
Sub total		£224,840			
Total Fees and Works		£1,221,902			
Total plus extra contingency	GBC risk factor of additional 10%	£1,344,092.2			

- 5.8 The key **differences** with options C and D are summarised below:
  - A. A simpler treatment of traffic issues conflict at Castle Street/Tunsgate junction by introducing a modest raised table crossing on Castle Street.
  - B. Omitting architectural lighting, festoon lighting but includes street lighting, shop signage rationalisation and gateway features for all streets.
  - C. Excludes works to widen Castle Street pavements between Tunsgate and Chapel Street.

#### 5.9 Option B – Core scheme excluding Swan Lane

5.10 This option can be delivered within the existing budget at an estimated cost of £1.14million. This option delivers a substantial element of the core aims of connecting the Cultural quarter with the High Street and addresses a number of issues raised via the public consultation exercise.

Table 2 – Option B

Site	Description	Cost	Comment
Swan Lane	excluded		
Chapel Street	Full relay with central York stone from High Street to Castle St. Lighting, wayfinding	£124,820	Excludes lighting, shop signs, and gateway features includes streetlights
Castle Street West	Pedestrian crossing	£42,368	Raised levels between Chapel Street and castle grounds using Staffordshire blue pavers
Castle Street	Castle street works to improve road layout and introduce a raised table crossing	£476,096	A modest raised table, excludes widening of road pavement, architectural lighting, and gateway features but includes streetlights and furniture (seats etc)
Pedestrian Safety Measures	Bollards and Gates to meet PAS standards	£167,680	All Townscape furniture including gates and bollards
	sub total of works	£810,964	

	OTHER COSTS					
GBC fees		£25,000				
Measured surveys and Utility notices		£29,000				
SCC -Safety AUDITS		£5,000				
SCC fees /TRO		£40,000				
LEGAL		£10,000				
AECOM fees	Full design and consultation	£115,840				
SUB TOTAL	sub total of fees	£224,840				
Total	total of fees and works	£1,035,804				
TOTAL with GBC Risk contingency of extra 10%		£1,139,384.4				

#### 5.11 Option C - Enhanced Scheme including Swan Lane

- 5.12 This scheme costed at £1.6million responds fully to the aspirations from public engagement and includes significant public realm enhancements to Chapel Street, Castle Street and Swan Lane. Details are shown in Table 3 below.
- 5.13 This scheme includes integrating better street lighting (reverting modern fixtures to heritage style lamps and columns), CCTV and Architectural lighting for heritage features and for events (seasonal festoon lighting etc) which would provide a more welcoming environment to support night time economy and deter crime.
- 5.14 A more holistic and detailed wayfinding and signage fixtures and furniture that develop strong local identity and promote local heritage, and a rationalisation of shop signage and remove street clutter, particularly A Boards that have proliferated causing access issues.
- 5.15 Of note and contributing to a significant increase in cost is the traffic measure treatment to improve pedestrian crossing over Castle Street and reduce vehicle issues by creating a large raised table. This would also recreate a former historic 'public square' at this location that would better link the Castle grounds to the

High Street. This intervention would reduce the number of vehicles travelling incorrectly through the "one way" section of road and would provide a crossing point from Tunsgate and is a popular route to the castle grounds.

Table 3 - Option C

Site	Description	Cost	Comment
Swan Lane	Relay with Cobble setts and central York stone	£221,667	includes architectural lighting, shop signs, and gateway features but includes streetlights
Chapel Street	Full relay with central York stone from High Street to Castle St. Lighting, wayfinding	£168,452	Includes lighting, shop signs, and gateway features includes streetlights
Castle Street East	Castle street works to improve road layout and introduce a raised table crossing	£625,096	A larger raised table, includes widening of road pavement, architectural lighting, and streetlights, street furniture (seats)
Castle Street West	Pedestrian crossing	£42,368 £69,938	raised levels between Chapel Street and castle grounds using staffordshire blue pavers
Pedestrian Safety Measures	Bollards and Gates to meet PAS standards	£167,680	All Townscape furniture including gates and bollards
	Sub-total of works	£1,295,2012	
	OTHE	R COSTS	
GBC fees		£25,000	
Measured surveys and Utility notices		£29,000	
SCC -Safety AUDITS		£5,000	
SCC fees /TRO		£40,000	
LEGAL		£10,000	
AECOM fees	Full design and consultation	£119,840	
SUB TOTAL	Sub-total of fees	£228,840	
Total	total of fees and works	£1,524,041	

TOTAL with GBC		
extra risk		
contingency of		
10%	£1,676,445.1	

#### 5.16 OPTION D - Enhanced scheme excluding Swan Lane

5.17 This is essentially the same scheme as Option D but without Swan Lane and is costed at £1.43 million which again exceeds our available budget. Full details and costing in Table 4.

Table 4 - Option D

Table 4 - Option D						
Site	Description Cost Co		Comment			
Swan Lane	no works		further funding required as separate phase			
Chapel Street	Full relay with central York stone from High Street to Castle St. Lighting, wayfinding	£168,452	Excludes lighting, shop signs, and gateway features includes streetlights			
Castle Street West	Pedestrian crossing	£42,368 £69,938	raised levels between Chapel Street and castle grounds using Staffordshire blue pavers			
Castle Street	Castle street works to improve road layout and introduce a raised table crossing	£625,096	A larger raised table, excludes widening of road pavement, architectural lighting, and gateway features but includes streetlights			
Pedestrian Safety Measures	Bollards and Gates to meet PAS standards	£167,680	All Townscape furniture including gates and bollards			
	Sub-total of works	£1,073,596				
	ОТ	HER COSTS				
GBC fees		£25,000				
Measured surveys and Utility notices		£29,000				

SCC -Safety AUDITS		£5,000	
SCC fees /TRO		£40,000	
LEGAL		£10,000	
AECOM fees	Full design and consultation	£119,840	
SUB TOTAL	sub total of fees	£228,840	
Total	total of fees and works	£1,302,374	
TOTAL with GBC Risk contingency of extra 10%		£1,432,611	

#### Town centre pedestrian safety measures

- 5.18 AECOM have developed the vehicle restriction options following an assessment by Surrey Police and our own working group (see Appendix 2). The area of focus is the pedestrianised area in and around the High Street and the aim is to ensure that all existing barriers comply with the current standard (PAS68) for protecting pedestrians.
- 5.19 The options proposed will mean upgrading the existing high street barriers and installing new PAS68 compliant gates at both ends of the high street. A visualisation of the east exit of the High Street proposed new gates is shown below and in Appendix 3:



5.20 Additional bollards/gates will also be located at Tunsgate, Chapel Street, Market Street and Swan Lane. Further details of location are in Appendix 2.

- 5.21 There are very limited options (in-fact 2 suppliers) for gates and bollards that are PAS68 compliant and the designs are generally utilitarian. To achieve complementary heritage style gates will require a bespoke manufacturing process which is expensive and takes longer to produce than standard gates.
- 5.22 The cost of the barriers is c. £221,293 based on using Townscape furniture which are most in keeping with existing style but this will need to be further developed to reduce the street clutter impact they may present. If more decorative furniture, is desired then the only option is Eagle Gate furniture which will cost approximately £315,000. Details of each design are shown at Appendix 2.

#### 6 <u>Contingencies</u>

6.1 Although each option has a built in 5% design contingency and 10% construction contingency set by AECOM. There remain several 'unknowns' that have not been fully costed that will need be clarified through detailed design. These include the impact of lighting design, utility services, foundations for pedestrian barriers and conservation area constraints. The level of contingency stated above may still be underestimated so a suggested minimum of additional 10% contingency across project total cost has been included for all options which would mean only Option A and B will fall within our £1.3 million budget.

#### 7. Risk and Issues

- 7.1 As with any scheme cost certainty is higher as it progresses into detailed designs. This is reflected in AECOM contingency levels and the additional contingency GBC have added to the overall cost estimate. This therefore takes contingency from 10% to 20% for both design and construction risks.
- 7.2 The outstanding land searches need to be undertaken to understand the impact on the undercrofts of adjoining buildings that may exist as this will affect road construction. To reduce this risk, a visual inspection of all properties will also be undertaken as land searches are not always correct.
- 7.3 The proposal will impact on parking management. This will be resolved through any future Traffic Regulation Orders required. There will also be opportunity to look at wider traffic impacts to help issues on Castle Street which can be built int the scheme as detailed designs are developed.
- 7.4 Works that affect any buildings will add further complexity to the project particularly if needing listed building consent and/or planning permission in the conservation area. The reduced scope option reduces this risk and gives more time to develop this area of design and consents as well as providing the opportunity to phase this in at a later stage as part of wider design guide developed for other public realms schemes.

- 7.5 AECOM fees, procured through SCAPE Framework, represent almost 13% of the total cost but exclude professional service-related fees incurred during construction. The additional contingency added to the total cost should cover these elements and some other professional services such as clerk of works can delivered through internal resources. We could retender all professional services to test the open market via open competition, but this will delay the project and lose continuity of knowledge and relationships now developed with stakeholders.
- 7.6 Architectural lighting and wayfinding (as proposed in Option C and D) will have significant impact on look and feel of the scheme. These aspects are what the public generally would appreciate most and creates a sense of place. However, they are the design elements that require consents from landlords as well as planning which may delay delivery of the project.
- 7.7 The proposed financial contribution from a landlord on Swan Lane remains uncertain and unlikely as pressure on retailing continues. Discussions to seek contributions are continuing but we do not envisage the contribution would now be likely due the significant cost of works and unstable retail market.

#### 8. Financial implications

- 8.1 There is currently £1.248 million available capital funding supplemented by £49,320 revenue to deliver the Public Realm Scheme. Guildford have also set aside £10,000 contribution towards this scheme. This amounts to a total of £1.307 million to deliver a scheme.
- 8.2 Executive approved provisional budget of £2 million for town centre public realm improvement in Jan 2017. A drawdown of £835,000 to capital programme was approved in July 2017 to fund phase 1 works which related to Tunsgate. A further drawdown of £200,000 was made in February 2019 to complete stage 1 works and progress stage 2 was made under delegated authority.
- 8.3 The £2 million capital budget was further supported by £260,000 approved budget relating to pedestrian safety measures that was transferred to a single public realm capital programme in the April 2019 Executive report.
- 8.4 The £10,000 of contribution from Guildford's BID towards high street barriers as well as potential funding from Swan Lane Landlords will be welcome contribution to the scheme.
- 8.5 Should there be an appetite to continue with the full scheme that includes Swan Lane additional funding will need to be sought, depending on options preferred, as part of GBC capital bid process or through other funding schemes including \$106.

#### 9. Consultation

- 9.1 The public consultation has been useful to inform the concept plans proposed. Attached is a summary feedback from both the Online Questionnaire and Walkabout sessions.
- 9.2 The walkabout sessions were attended to be focus groups to be able to get more detailed feedback. They were attended by ward councillors, local groups such as Holy Trinity Amenity Group, businesses, Experience Guildford, Guildford Access Group and local residents. Each event was publicised by a letter drop to all properties on each street.
- 9.3 Walkabout feedback from Local businesses were mostly about disruption and timing of any works preferring this to happen after the New Year or other peak seasons, provisions for delivery vehicles, and supporting visitors experience by better lighting and CCTV for both night time economy and early winter nights. Whilst the amenity group emphasis was on pedestrianisation, conserving existing granite setts or replacing setts like for like and dealing with nuisance parking/parking issues.
- 9.4 From both walkabout sessions and the online survey, accessibility was considered to be most significant for Chapel Street due to the uneven surface and the narrow pavement at the High Street End and better street furniture to improve surrounding. Tackling Castle Street's confusing one-way system and inadequate pedestrian crossing was also high on residents' priorities to resolve.
- 9.5 The online questionnaire survey was publicised via a social media campaign and generated 12,000 hits on our Facebook account. This resulted in over 400 responses. Preference was for Swan Lane to be recobbled as this was considered the most unattractive of all the streets being proposed for improvement.
- 9.6 Within the programme going forward there are plans for further public exhibitions to both present the preferred option and then the final option to ensure the public are aware of the programme of works.

#### 10. Legal Implications

10.1 It is open to the Executive to select its preferred option. In exercising this discretion, Members should be mindful of their duty under the Section 3 of the Local Government Act 1999 to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness (the "Best Value" duty).

- 10.2 Each of the options outlined in this report require varying legal and procurement actions. Officers from Legal Services and the Procurement team will continue support the progress of this project to ensure best value outcomes.
- 10.3 It is confirmed that AECOM have provided the contracted services in accordance with the budgetary allocation for those services. A decision on a preferred option for this project will assist officers prepare a specification to support the appointment of a designer for the works.
- 10.4 All contracts related to this project must be procured in a manner which complies with the Public Contract Regulations 2015 and Guildford Borough Council's Procurement Procedure Rules.

#### 11. Equality and Diversity Implications

11.1 We will continue to review and update the EIA as the project progresses. As accessibility is a key success criteria a full EIA will be completed.

#### 12. Human Resource implications

12.1 There are no HR implications.

#### 13. Summary of Options

- 13.1 The outcome of the site analysis and consultation exercises provided AECOM with more informed understanding of the issues than outlined in original scope and hence the range of options now presented. There is a budgetary constraint on all but the option B scheme. However, the opportunity to deliver an enhanced scheme will see a significant step change in the benefits of the scheme and opportunity to really tie in our streetscape so that they are more look and feel more united.
- 13.2 A possible and prudent approach is to continue with developing a detailed design for a preferred option to get more cost certainty as funding is already available for this and approved. The cost for this development phase is expected to be in the region of £230,000, so far feasibility study has cost approximately £40,000. This will counter any delay if we cannot be allocated additional funding in this financial year.
- 13.3 There are modular elements (lighting, furniture etc or even streets) of the scheme that can be omitted or excluded depending on cost outcome and priorities which gives flexibility in delivering a scheme within a defined realistic budget. A more informed decision can then made of which elements should be delivered based on further consultation that will be carried out and also the information we have yet to procure.

13.4 This phased approach will ensure we are being more effective in our programming by continuing with these developmental works whilst further funding is secured if needed.

#### 14. Next Step

14.1 To move the project forward, a decision is required on both the preferred option to progress to detailed designs, and procurement of lead designer as AECOM, have completed their contractual services obligations, for detailed design stage works. If an option that required additional capital GBC funding, this will then be sought.

#### 15 **Programme**

- 15.1 The following programme sets out an estimated timescale for delivery of Option B which is the only option within budget. Construction however could start for all other options in April 2020 as well if all development detail designs, surveys etc. and procurement were completed prior as suggested in Para.13.2.
- 15.2 There is preference for construction for each street to be sequential as opposed to all at once this would add a possible further 6months to the programme timeline.

Events	Nov2019	Dec	Jan 2020	Feb 2020	March	April	May	June	July
Appoint			2020	2020					
Lead									
Designer									
Designer									
Public									
Exhibitions									
of preferred									
options Host Public									
Event									
Develop Detailed									
designs									
Planning									
Permissions									
(if									
Required)									
Exhibition of									
final									
scheme									
Procure									
main									
contractor									
Contract									

Start on Site					
Works completion					
completion					

Appendix 1- Streetscape Feasibility SWOT and Detailed Plan options
Appendix 2 – Pedestrian Safety measures options
Appendix 3 – High Street 3D Visuals Pedestrian Safety measures
Appendix 4 – Consultations – Summary Online Questionnaire and Walkabout sessions



# Guildford Public Realm Streetscape

**Concept Design Report** 

**Guildford Borough Council** 

July 2019

## Quality information

Prepared by	Checked by	
Clare Penny	Nick Askew	

### **Revision History**

Revision	Revision date	Details	Authorized	Position
Original	31.05.19		Nick Askew	Senior Director
Rev A	07.06.19	Castle St West Strategy amended	Nick Askew	Senior Director
		Cost Comparison added		
		Labelling added to drawings		
Rev B	22.07.19	Castle St East Strategy amended	Nick Askew	Senior Director

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This document should be read alongside AECOM's Guildford Public Realm Streetscape Feasibility Estimate Rev 1.

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## 1. Brief & Methodology

- 1.1 AECOM has been commissioned by Guildford Borough Council (GBC) to undertake an analysis of the existing streetscape at Swan Lane, Chapel Street and Castle Street in the historic centre of Guilford, and to make proposals for improving public realm with a view to creating a heritage route to the Castle and Guildford Museum, and revitalising the public realm to restore and enhance historic character, encourage visitors and support local businesses.
- 1.2 AECOM's analysis of the current situation has included:
  - Site surveys:
  - Site walkover with GBC officers including officers from Heritage, Transport and Environment;
  - Site walkovers with local stakeholders including Holy Trinity Amenity Group (HTAG), Guildford Access Group, Ward Councillors, a representative from the Guildford Society and local retailers from the streets in question;
  - · Meeting project board members to discuss current issues;
  - Review of historic maps, photos, listed buildings, conservation area and scheduled ancient monument designations;
  - Review of existing traffic flows, movement and parking provision;
  - Review of street hierarchy in historic centre to establish a baseline for proposals.

### 2. Key Issues & Opportunities

#### **Castle Street**

- 2.1 Difficult crossing between Tunsgate and Castle Grounds due to width of road and speed of traffic.
- 2.2 Narrow pavements in some areas make access difficult and limit opportunities for outside seating.
- 2.3 Difficult crossing between north side (close to Chapel Street) and Gateway into Castle Grounds.
- 2.4 Traffic congestion caused by delivery drivers and others parking on double yellow lines.
- 2.5 Possibility of reinstating Castle Square at the junction of Tunsgate/South Hill.
- 2.6 Opportunity to reprioritise traffic at Tunsgate/South Hill junction.
- 2.7 Opportunity to narrow Castle Street, which will slow traffic and improve pedestrian priority.
- 2.8 Create raised table with historic Staffordshire Blue Pavers at entrance to Castle Gate.
- 2.9 Space for bike share docking hub in front of Castle.

#### **Chapel Street**

- 2.10 Difficult access (sometimes impossible) for those with limited mobility and partially sighted, due to narrow pavements, A boards and rubbish left on pavements.
- 2.11 Uneven historic cobbles make access difficult and uncomfortable.
- 2.12 Outside seating benefits the local economy but seating opportunities are limited by existing vehicle access hours.

- 2.13 Signage for businesses is crowded and often blocks other businesses' signs.
- 2.14 Street lighting is poor, which makes the entrance from the High Street uninviting in the dark.
- 2.15 Widen pavements or raise the carriageway to improve access for pedestrians and wheelchair users.
- 2.16 Opportunity to improve signage to reduce reliance on A boards to advertise businesses.
- 2.17 Opportunity to improve public safety for users of outside seating (current barrier and bollard arrangement requires upgrading).
- 2.18 Opportunity to introduce Architectural lighting to highlight historic buildings.
- 2.19 Create gateways at both ends to encourage visitors.
- 2.20 Heritage markers in pavement to guide visitors (in conjunction with an app)

#### **Swan Lane**

- 2.21 Existing paviors are dated and uneven, reducing quality of this historic street.
- 2.22 Lighting is insufficient and makes entrance from High Street intimidating for pedestrians after dark, reducing number of customers for businesses.
- 2.23 The large blank façade of Boots does not animate the street.
- 2.24 Signage for businesses is crowded and often blocks other businesses' signs.
- 2.25 The existing bollard to stop vehicles accessing the High St causing congestion for pedestrians and limits access for wheelchair users.
- 2.26 Improve public safety measures for outside seating (currently no barrier between cars and people).
- 2.27 Restore historic paving.
- 2.28 Provide more historic lamps to improve lighting.
- 2.29 Opportunity to introduce Architectural lighting to highlight historic buildings.
- 2.30 Opportunity to improve signage to reduce reliance on A boards to advertise businesses.
- 2.31 Relocate bollard to improve accessibility.
- 2.32 Introduce temporary artworks and street musicians in the wider section to animate the space.
- 2.33 Give Swan Lane the title of Jewellery Quarter, given its history of jewellers and metalsmithing.
- 2.34 Create gateways at both ends to encourage visitors.
- 2.35 Heritage markers in pavement to guide visitors (in conjunction with an app)

### 3. Design Strategy

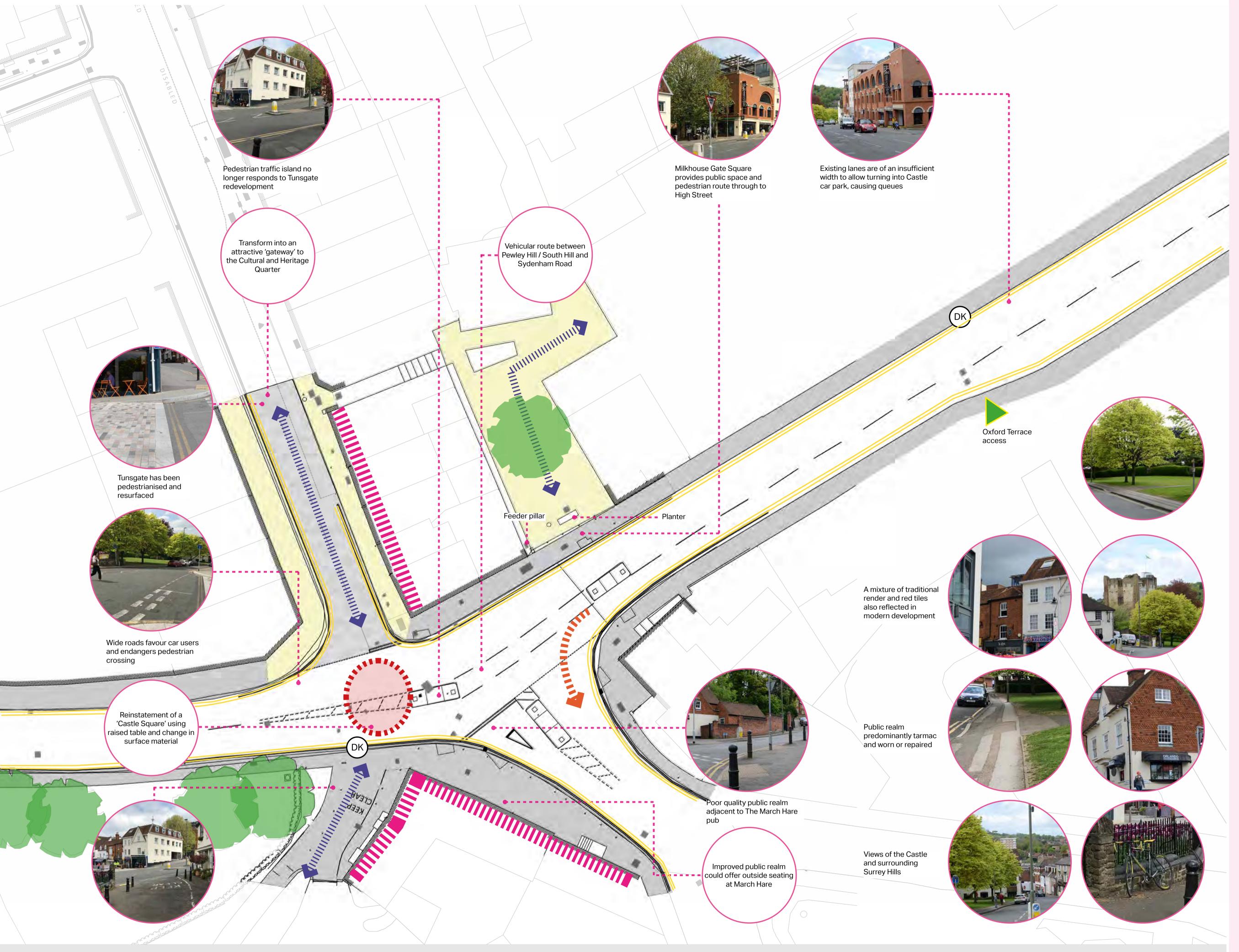
- 3.1 The design strategies prepared for each street include proposals for paving, highway layout, street furniture, wayfinding, lighting and planting.
- 3.2 The strategies are based upon AECOM's site survey, meetings with GBC officers and elected members and stakeholder groups including Holy Trinity Amenity Group, Guildford Society, Guildford Access Group and Retailers from all three streets.
- 3.3 Each strategy includes options for paving types/alignments that will complement the historic character of Guildford, restoring connections between key destinations and along key routes within the historic core.

- 3.4 A strategy for each street is included in the Appendix
- 3.5 Costings can be found in the accompanying document *Guildford Public Realm Streetscape Feasibility Estimate (AECOM)*.

### 4. Next steps

- 4.1 Once this report has been reviewed by GBC officers, and decisions made regarding preferred options, the next step is to develop the design to a stage where GBC can consult with the wider public.
- 4.2 Following public consultation on the preferred options, any amendments will be made, and the drawings will be submitted to SCC for review and approval.
- 4.3 Following approval by SCC, detailed drawings for tender will be produced and costed.
- 4.4 Information relating to improving pedestrian safety will be sent separately to this report.

## **Appendix A SWOT Analysis - Castle Street East**



AECOM

G GUILDFORD B O R O U G H **THREATS** 

LANDSCAPE FEATURES

Asphalt

**Granite Setts** 

Tactile Paving

Drop Kerb

**Existing Trees** 

Key Vehicular Routes

Key Pedestrian Routes

Area of Conflict

S.W.O.T ANALYSIS

Connected to historic city

Tunsgate offers inclusive

New improved Tunsgate

Conflicts with pedestrians

Wide highway corridor

Traffic focused Poor wayfinding

 Reconfigure highway to promote movement

Create safe crossing points Connect Castle back into historic Core of Guildford

**OPPORTUNITY** 

Various routes for

pedestrians

STRENGTH

**WEAKNESS** 

Active Frontages

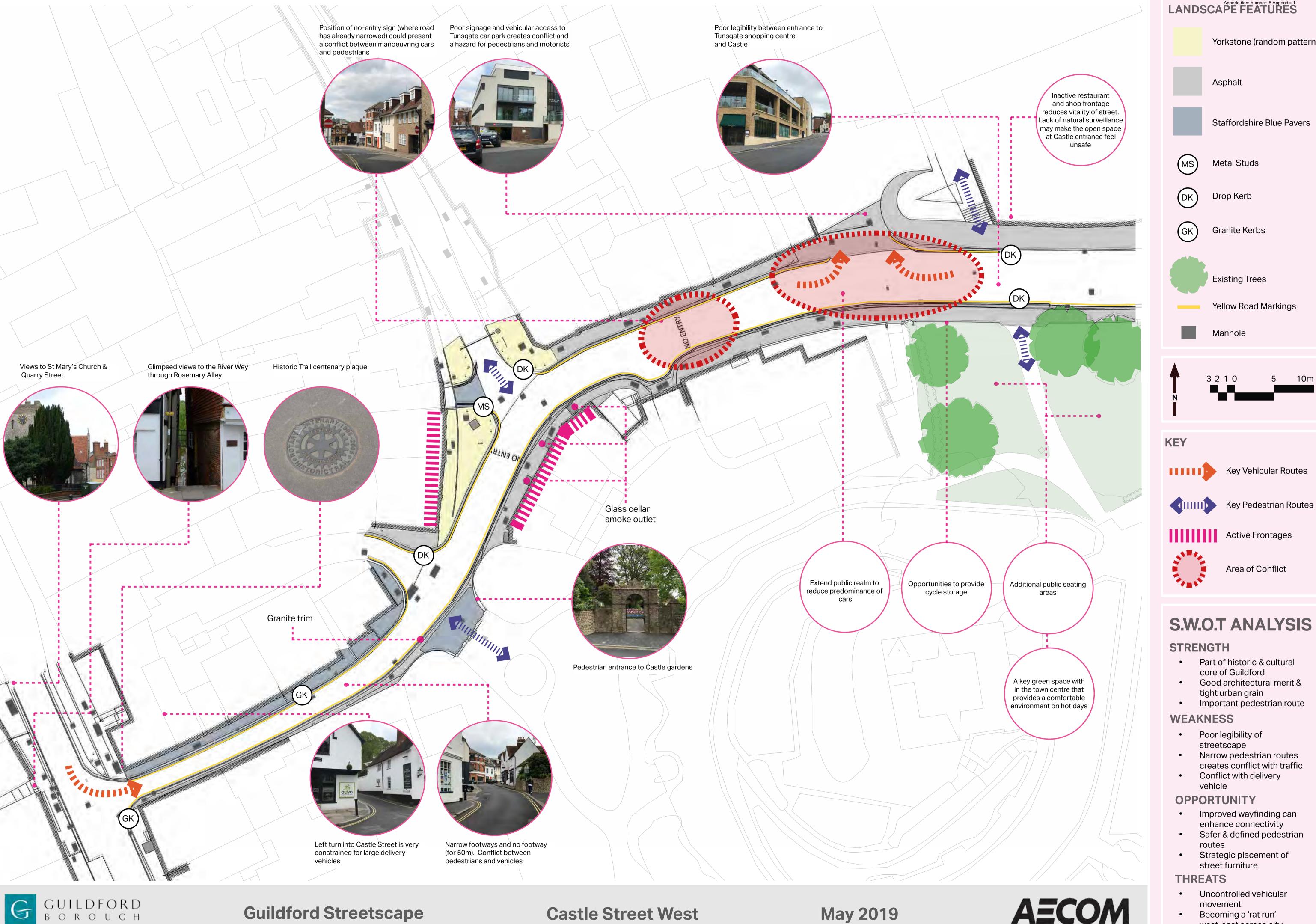
Yellow Road Markings

(DK)

**KEY** 

Yorkstone (random pattern)

## **Appendix B SWOT Analysis - Castle Street West**



**Guildford Streetscape** 

Uncontrolled vehicular

movement

Yorkstone (random pattern)

Staffordshire Blue Pavers

Asphalt

**Granite Kerbs** 

Existing Trees

Yellow Road Markings

Key Vehicular Routes

Area of Conflict

Part of historic & cultural

Good architectural merit &

Important pedestrian route

Narrow pedestrian routes

Improved wayfinding can

• Strategic placement of

street furniture

enhance connectivity Safer & defined pedestrian

Conflict with delivery

vehicle

**OPPORTUNITY** 

**THREATS** 

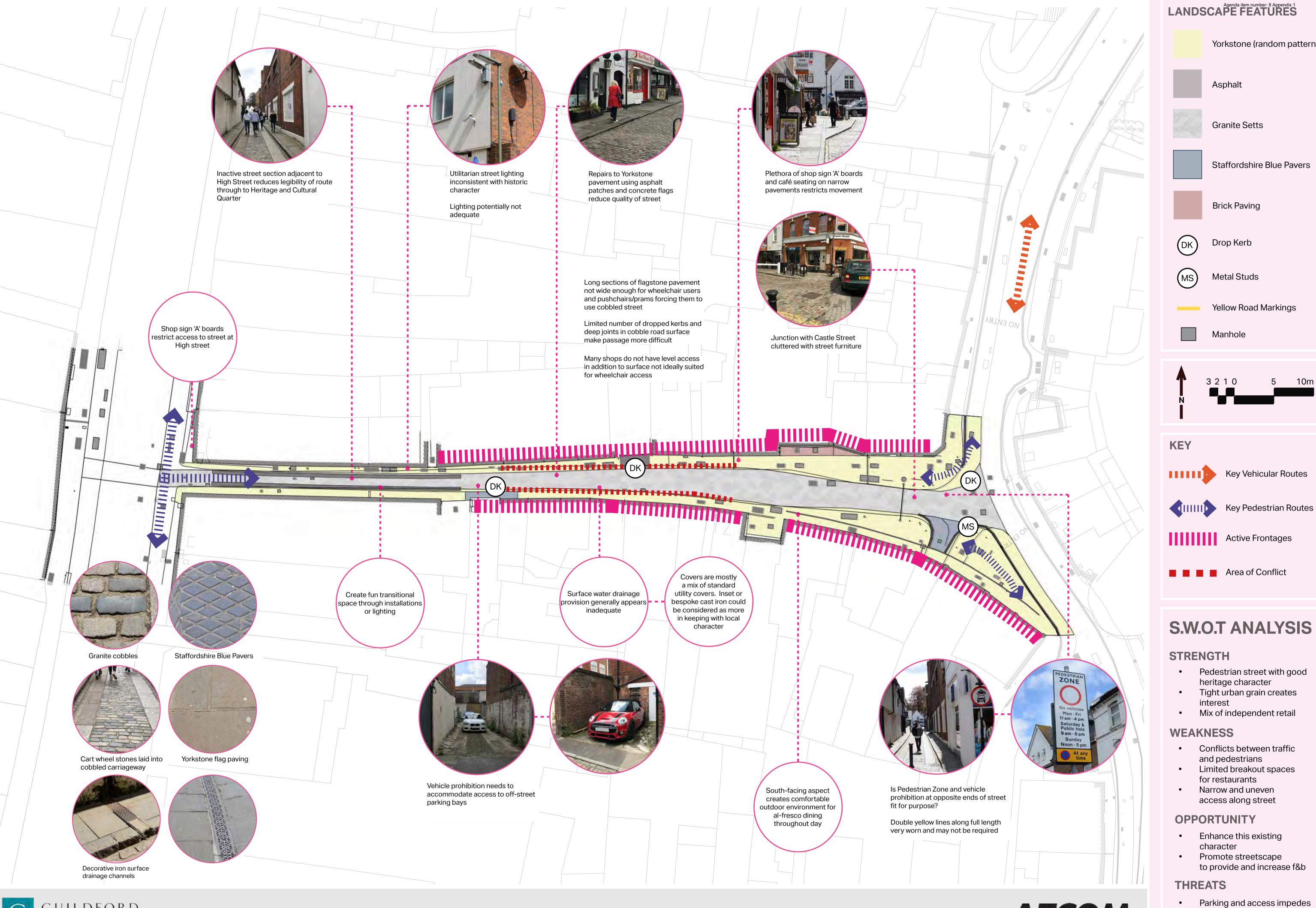
creates conflict with traffic

core of Guildford

tight urban grain

 Poor legibility of streetscape

## **Appendix C SWOT Analysis - Chapel Street**





to provide and increase f&b

heritage character

and pedestrians

for restaurants

character

pedestrians

Narrow and uneven

access along street

Limited breakout spaces

Yorkstone (random pattern)

Staffordshire Blue Pavers

Yellow Road Markings

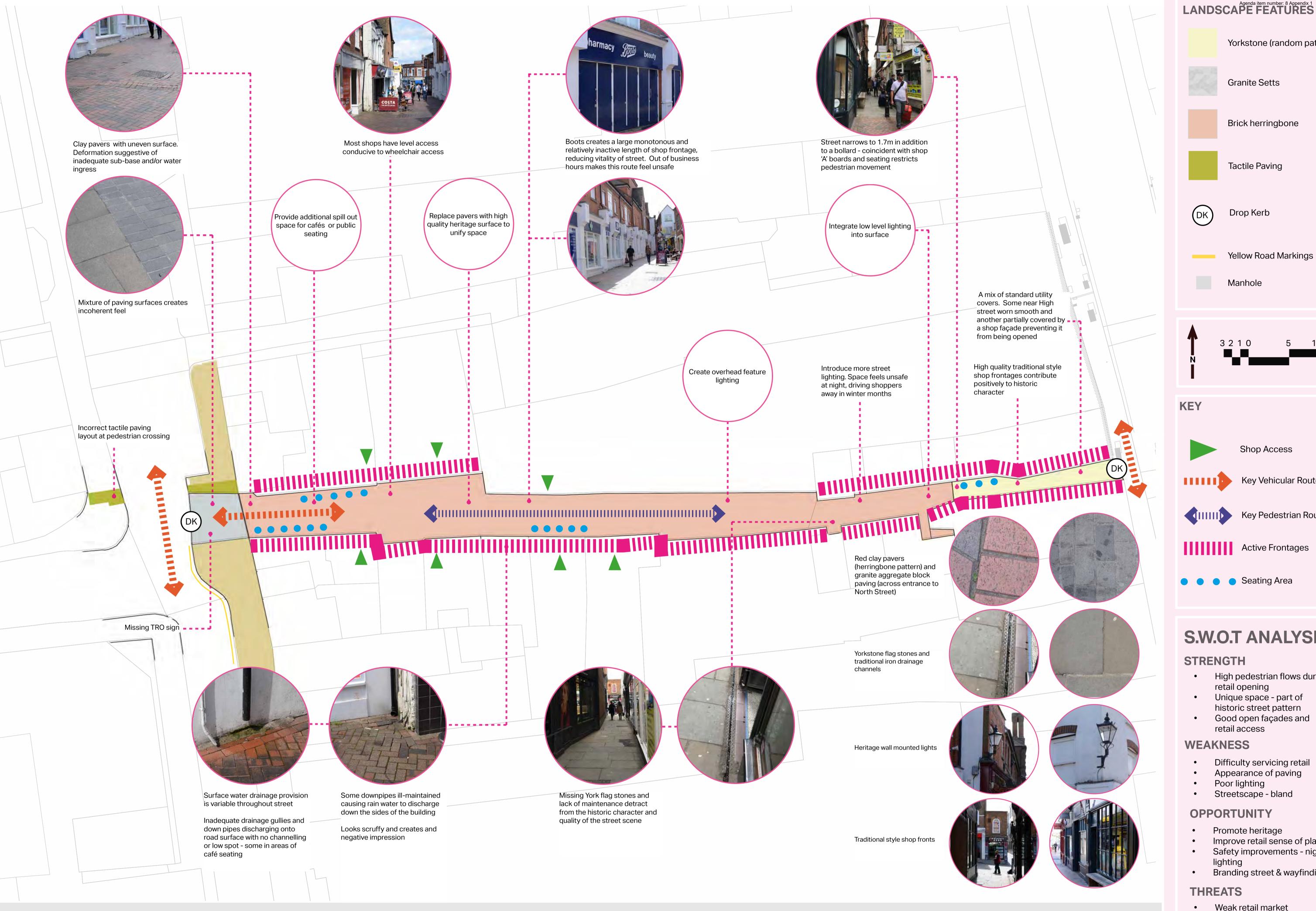
Key Vehicular Routes

**Asphalt** 

**Granite Setts** 

**Brick Paving** 

## **Appendix D SWOT Analysis – Swan Lane**



Key Pedestrian Routes Active Frontages Seating Area S.W.O.T ANALYSIS **STRENGTH**  High pedestrian flows during retail opening Unique space - part of historic street pattern Good open façades and retail access **WEAKNESS** Difficulty servicing retail Appearance of paving Poor lighting • Streetscape - bland **OPPORTUNITY** Promote heritage Improve retail sense of place Safety improvements - night Branding street & wayfinding **THREATS** Weak retail market Complex steps and access AECOM requirements

G GUILDFORD B O R O U G H

**Guildford Streetscape** 

Brick herringbone

Tactile Paving

Drop Kerb

Manhole

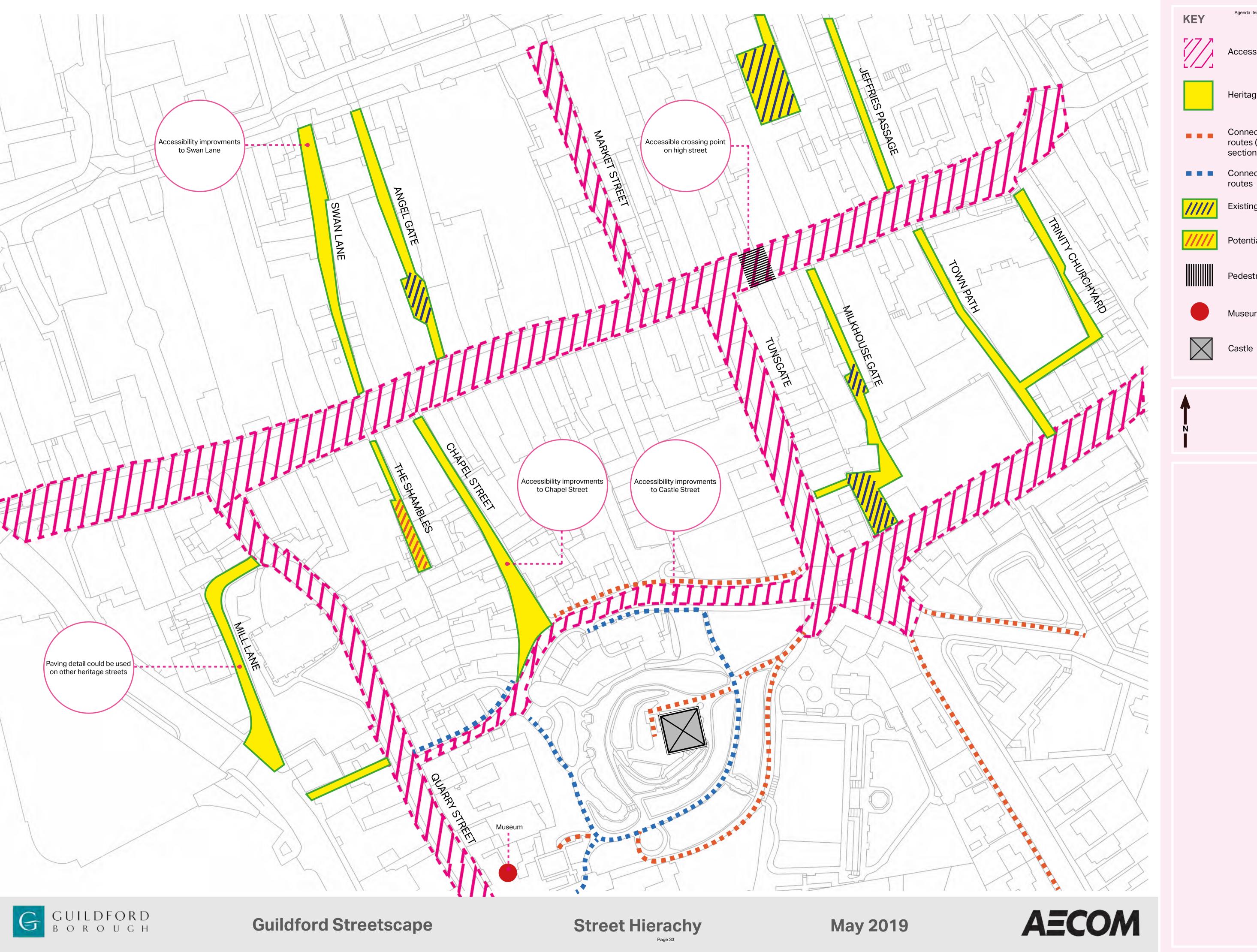
Yellow Road Markings

Shop Access

Key Vehicular Routes

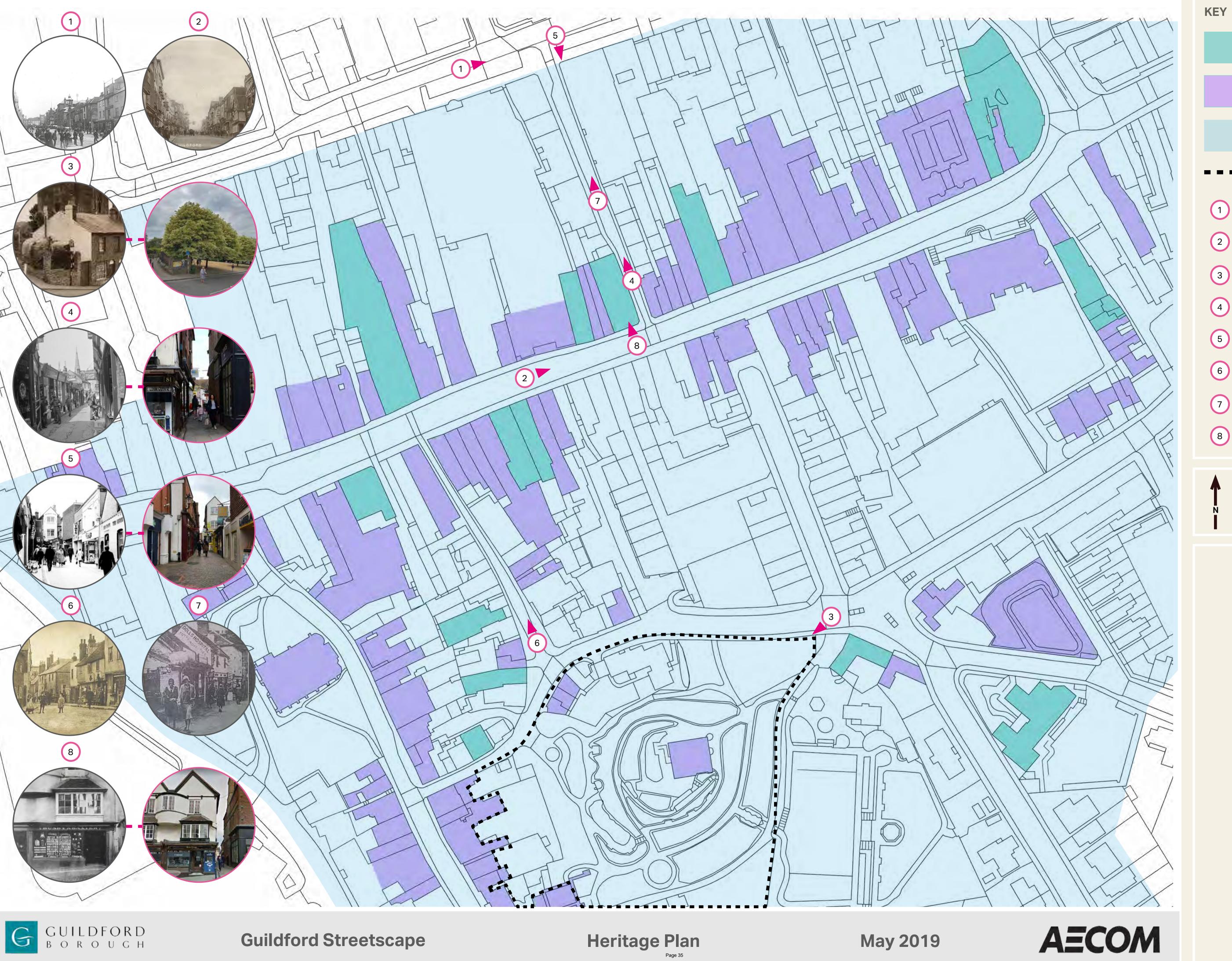
**Granite Setts** 

## **Appendix E Street Hierarchy**



Agenda item number: 8 Appendix 1 Accessible streets Heritage streets Connecting accessible routes (some steep sections) Connecting heritage Existing square Potential square Pedestrian crossing

## **Appendix F Heritage Plan – Constraints and Photos**



Agenda item number: 8 Appendix 1

**Locally Listed Building** 

National Listed Building

Conservation Area

■ ■ Ancient Monument

North Street

High Street (c.1908)

Castle Street East

Swan Lane (high street)

Swan Lane (north street)

**Chapel Street** 

Swan Lane (c.1910)

8 High Street (c.1840)



# **Appendix G Heritage Plan – Historic Maps**

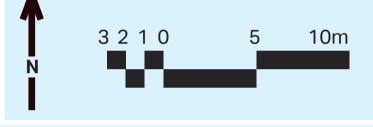
Agenda item number: 8 Appendix 1



# **Appendix H Castle Street East Strategy**













Heritage Trail Marker

Seating Area

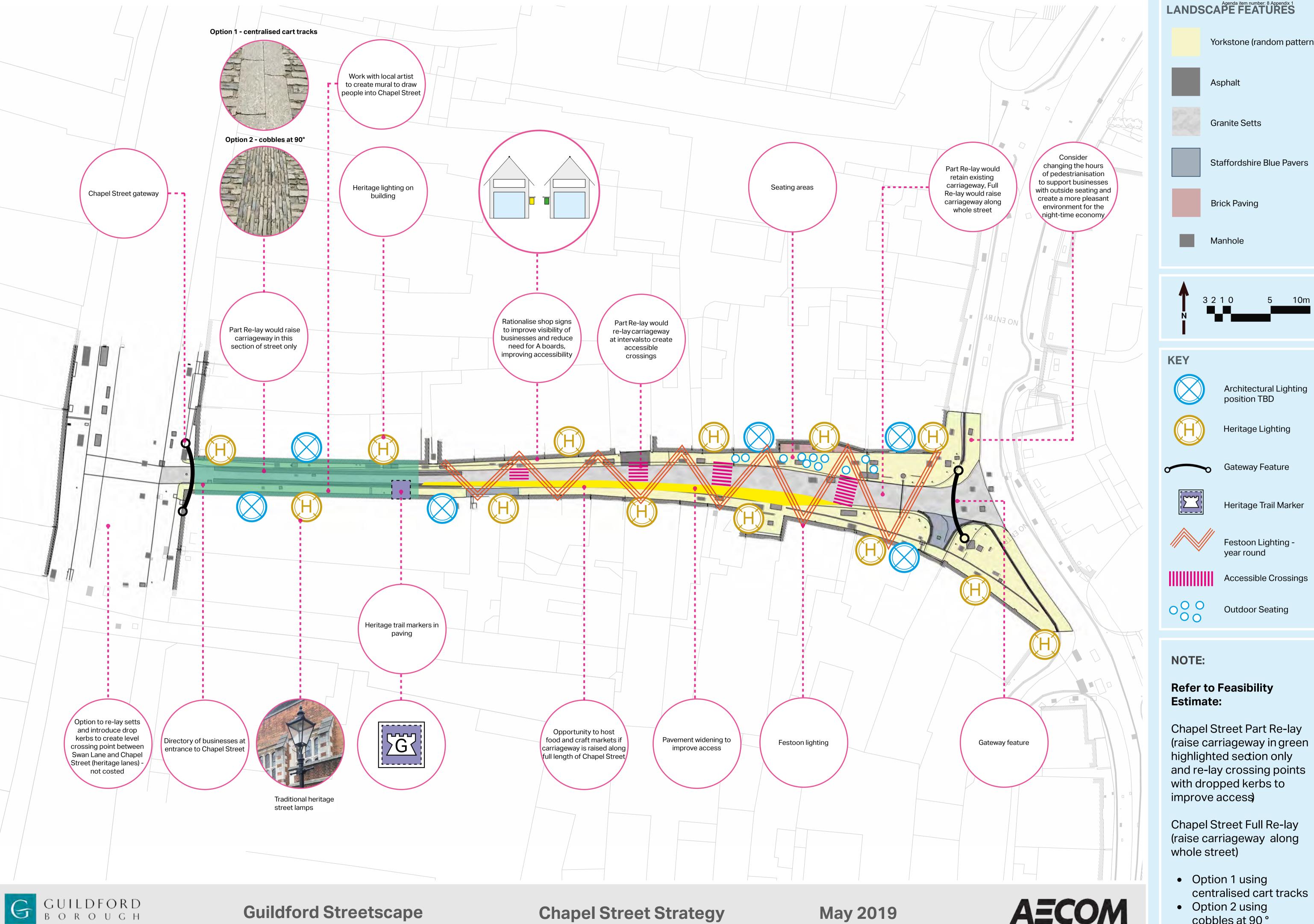
# NOTE:

Precise alignment of junction to be confirmed by Neil Bond's team

# **Appendix I Castle Street West Strategy**



# **Appendix J Chapel Street Strategy**





centralised cart tracks

Yorkstone (random pattern)

Staffordshire Blue Pavers

**Architectural Lighting** 

position TBD

Heritage Lighting

Gateway Feature

Heritage Trail Marker

Festoon Lighting -

Accessible Crossings

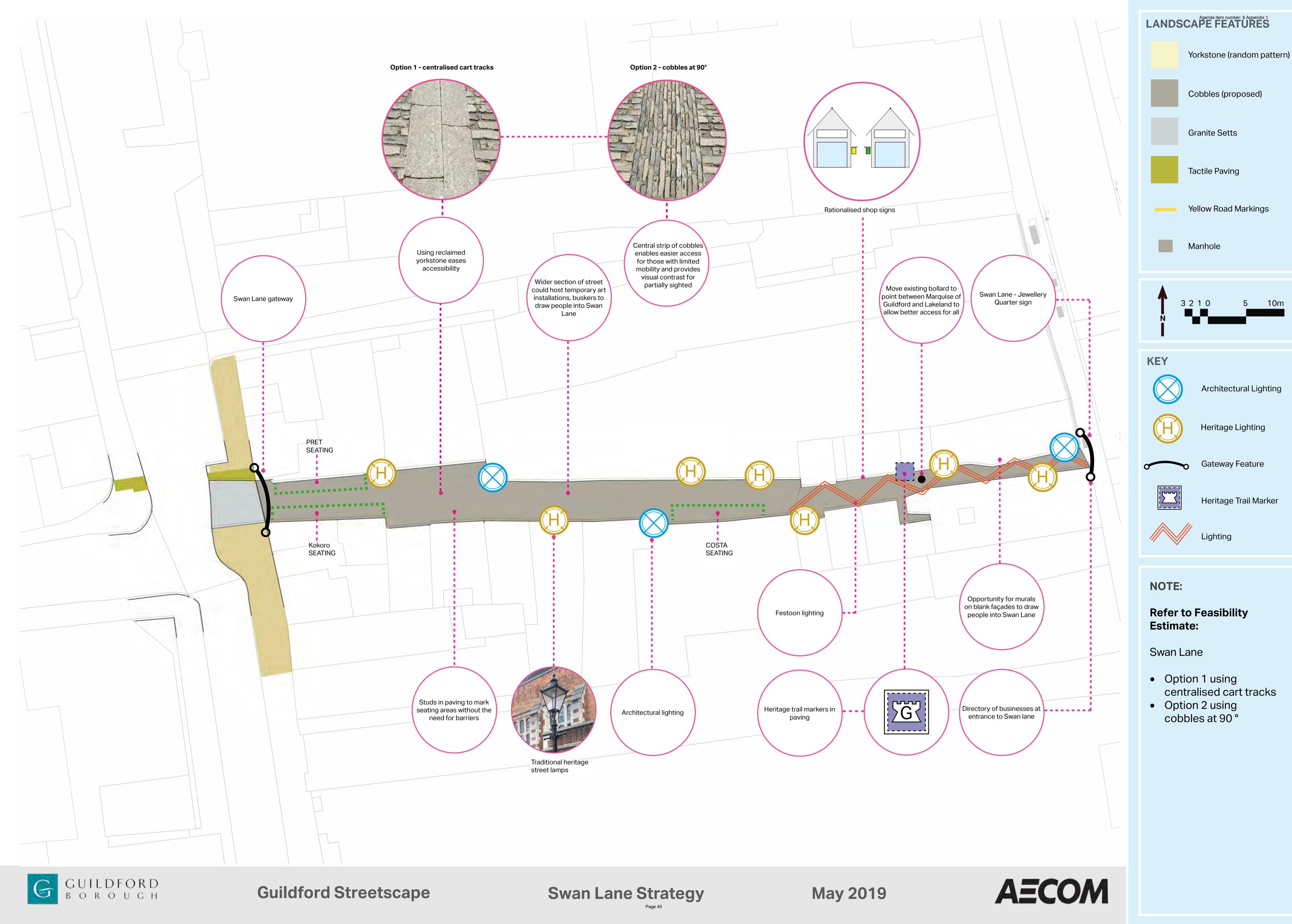
**Outdoor Seating** 

Asphalt

**Granite Setts** 

**Brick Paving** 

# **Appendix K Swan Lane Strategy**



Agenda item number: 8 Appendix 1

aecom.com



# Guildford Public Realm Streetscape

Pedestrian Safety Measures

**Guildford Borough Council** 

September 2019

# Quality information

Prepared by	Checked by		
Clare Penny	Nick Askew		

# **Revision History**

Revision	Revision date	Details	Authorized	Position
Original	24.09.19		Nick Askew	Senior Director
				_

# Distribution List

<b>Association</b>	/ Company	Name

Paul Bassi, Guildford Borough Council					

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Adenda	item	number:	8	Appendix 2

Guildford	Streetscape
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**Guildford Borough Council** 

Prepared by:

Clare Penny

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3.	PAS68 Products	. 6
4.	Product Sheet & Outline Drawings	. 6
	Outline Costs	
6.	Next steps	. 7
	ndix A – Product Sheet	
Apper	ndix B – Outline Drawings	
	ndix C – Outline Costs	

# 1. Brief & Methodology

- 1.1 AECOM has been commissioned by Guildford Borough Council (GBC) to undertake an analysis of draft proposals for pedestrian safety measures produced by GBC officers in conjunction with Surrey Police. AECOM has been asked to review the proposals and make suggestions regarding the design and layout of the scheme and how it will tie in with wider proposals for the historic core of Guildford town centre.
- 1.2 AECOM's analysis of the current situation has included:
  - · Site surveys;
  - Site walkover with Surrey Police Counter-terrorism Security Advisor, Graeme Ingate;
  - Review of existing barriers/bollards and other street furniture to ensure proposals reflect local character;
  - Review of available PAS68 products on the market and requesting quotes.

# 2. Pedestrian Safety - Approach

#### **Swan Lane**

- 2.1 The existing bollard in the narrow section of Swan Lane is not compliant with PAS68 standard and must be replaced. Proposed relocation to a wider section of the Lane would make pedestrian movement easier.
- 2.2 Pedestrian safety measures are not required by Surrey Police at North Street end, due to inability to access High Street, but Planning department require protection for outside seating.
- 2.3 The width of Swan Lane makes use of a gate difficult, due to the need to leave pedestrian access each side throughout the day. Anything less than 3m is unlikely to be suitable for the larger delivery vehicles. Therefore, Guildford Borough Council has decided to explore options for making Swan Lane pedestrian only.

# **Chapel Street**

- 2.4 The existing bollard preventing access onto the High Street is not PAS68 compliant and must be replaced. The colour and style of the bollard can be matched with a PAS68 bollard from Townscape Products. (although the PAS68 bollard will be bigger).
- 2.5 The existing gate is not compliant with PAS68 standard and should be replaced to protect pedestrians and outside seating on Chapel Street. New PAS68 bollards can be positioned along the existing kerbline to form a continuous barrier to traffic (replacing existing non-Pas68 bollards). The colour and style of existing bollards can be matched with PAS68 bollards from Townscape Products. (although the PAS68 bollards will be bigger).
- 2.6 Existing bollards prevent parking on kerbs outside Cote Brasserie. These bollards can be retained to prevent parking on kerbs.

#### **Tunsgate**

2.7 The existing gate on Tunsgate is not PAS68 compliant and must be replaced. A replacement gate and bollards would protect pedestrians and outside seating and ensure Tunsgate ties in with the wider scheme of pedestrian safety measure in the historic core.

### **Market Street**

2.8 A gate is needed at Market Street's northern end to assist with vehicle management and to restrict vehicular access to the High Street. A PAS68 gate has been proposed in combination with PAS68 bollards. A barrier with bollards allows free movement of pedestrians.

## **High Street**

- 2.9 There is an existing gate at the western end of the High Street, at its junction with Quarry Street, but this is not PAS68 compliant and must be replaced.
- 2.10 The existing bollards in this area are a combination of timber (to match the existing gate) and old style thin blue bollards, which are no longer consistent with Guildford's Streetscape Design Guide (2016). Neither of these are PAS68 compliant and therefore PAS68 bollards must be installed to form a continuous barrier.
- 2.11 The eastern end of the High Street has no barrier to access and Surrey Police have identified a need for this to protect pedestrians. In combination with PAS68 bollards this will provide a continuous barrier to traffic.

# 3. PAS68 Products

- 3.1 PAS68 products are designed and tested to meet strict standards that protect pedestrians in the public realm. Whilst there are a number of PAS68 products on the market these have a limited design palette. Bespoke items can be designed, tested and manufactured, but this lengthy process is costly and has therefore not been considered for Guildford.
- 3.2 The cost of 'off-the-shelf' products varies a great deal, especially if high quality materials are required. In addition, shallow-mounted products are more expensive than deep-foundation products, due to the amount of reinforcement they require to stop vehicles at high speeds. Given the amount of below-ground services likely to be present in Guildford's town centre, we would expect that shallow-mounted products will have to be used.
- 3.3 The most challenging item to source is a PAS68 gate that is in keeping with the historic character of the town centre streets. Most PAS68 gates on the market are designed for commercial buildings and little thought has been given to their appearance.
- 3.4 We have found two possible gate options for Guildford, one by Townscape Products and one by Eagle Automation Systems. Eagle's gate has been used at Constitution Hill in London. It was developed especially for Westminster, but is now available to buy as an 'off-the-shelf' product. It is a swing gate with black finish and detailing, which received approval for its use in London by Heritage England. However, its quality finish comes at a price. Depending upon the width of the gate, and whether it needs shallow or deep foundations, the price per gate can vary from £25k £40k. By comparison, Townscape Product's Swing Gate costs £13,500.
- 3.5 PAS68 bollards are, by their nature, larger than standard bollards. However, it is possible to source a bollard that matches the style and colour of existing black bollards in the historic centre, from Townscape Products.
- 3.6 Guildford Borough Council's Project Board has considered the use of PAS68 seating blocks, but has decided that these are not in keeping with the historic character of Guildford, and so these have not been used in the proposals.

# 4. Product Sheet & Outline Drawings

- 4.1 A product sheet, showing the style/finish of gates and bollards is included at Appendix A.
- 4.2 Outline drawings of pedestrian safety measures for each proposed location in Guildford town centre are included at Appendix B. Dimensions are only indicative at this stage, but show the general arrangement.

# 5. Outline Costs

5.1 Outline costs for the options shown in the drawings are included at Appendix C. These are based upon a quote from Townscape Products and outline costs provided by Eagle Automation. These costs are subject

to full underground surveys and site assessment. There is a direct relationship between the cost of less expensive deep-foundation products, which results in increased civils costs, and more expensive shallow-mounted products that results in reduced civils costs. Until underground services are surveyed it is not possible to provide absolute certainty on the cost of the units or installation.

# 6. Next steps

- 6.1 Following receipt of underground services surveys the proposals can be worked up in more detail and more accuracy can be given in terms of pricing and product suitability.
- 6.2 Once the proposals have been developed further GBC should consult with local stakeholders to ascertain their views and address any concerns.

# **Appendix A – Product Sheet**

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# Pedestrian Safety Measures (PAS68 compliant) - Product Sheet

# **Gates**



**Eagle Automation Swing Gate** 



Townscape Swing Gate

# **Bollards**







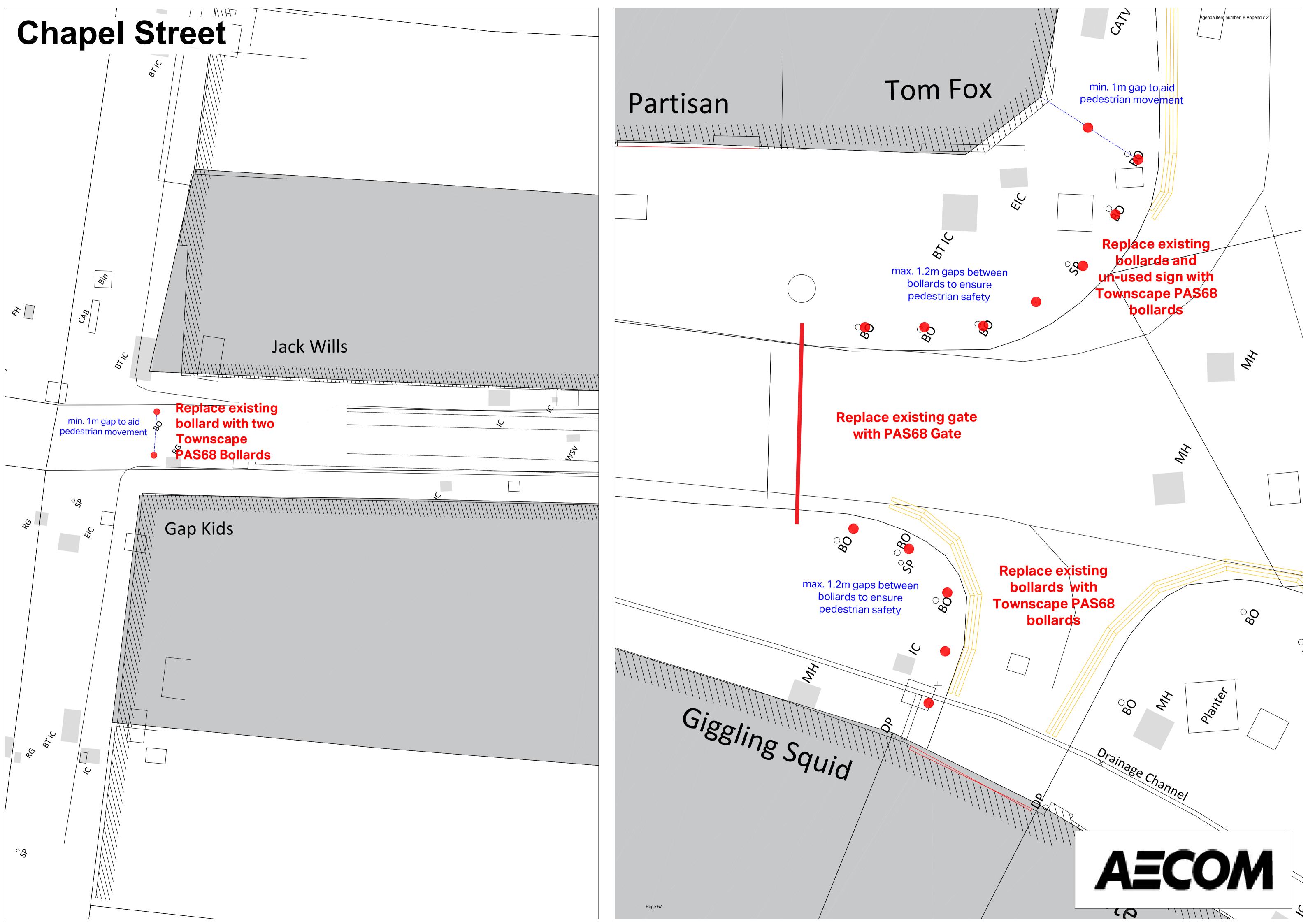


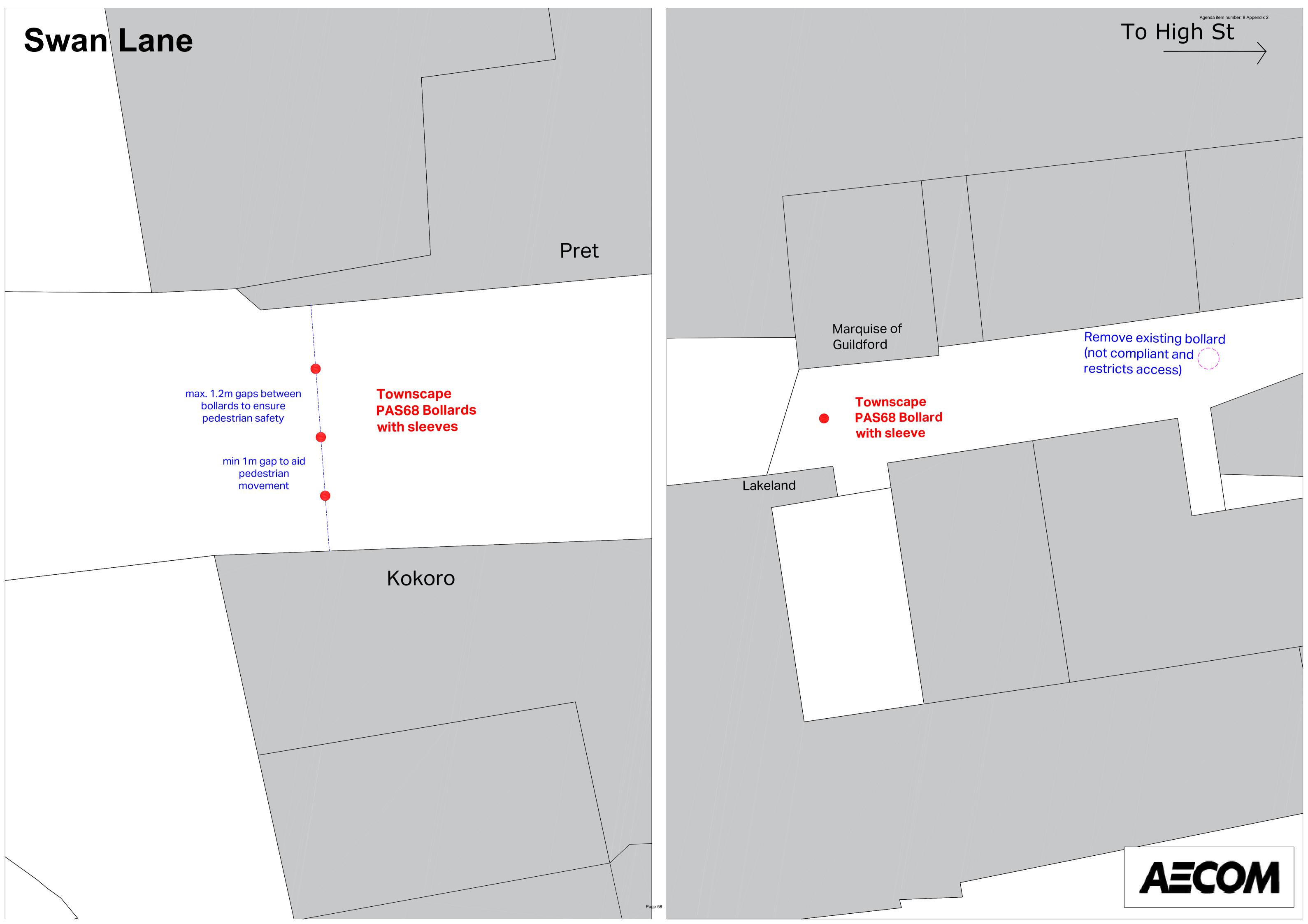
Townscape Manchester Bollard Sleeve (covers steel PAS68 bollard). Can include a range of decals (no entry, cycling allowed) and reflective strips.

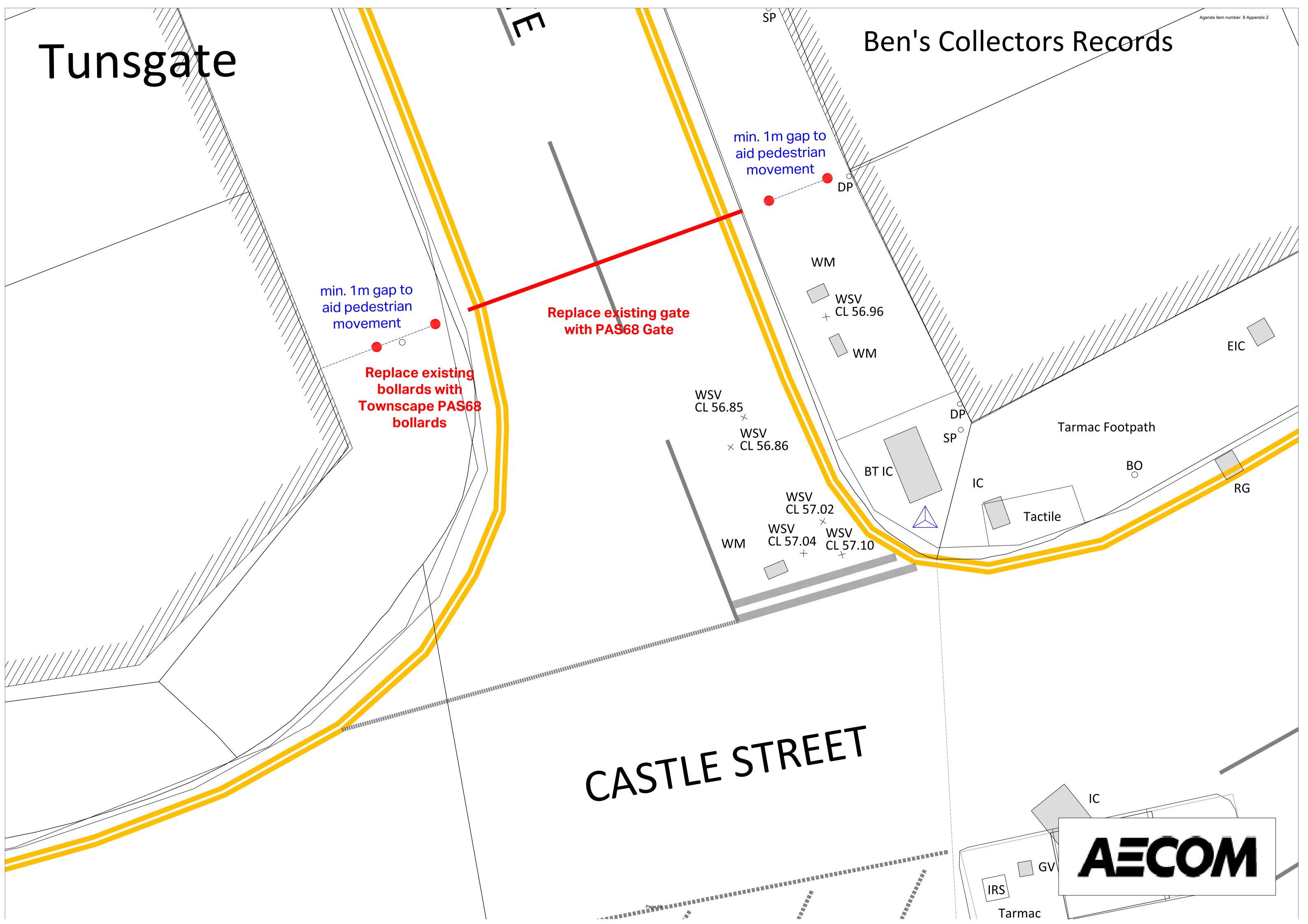


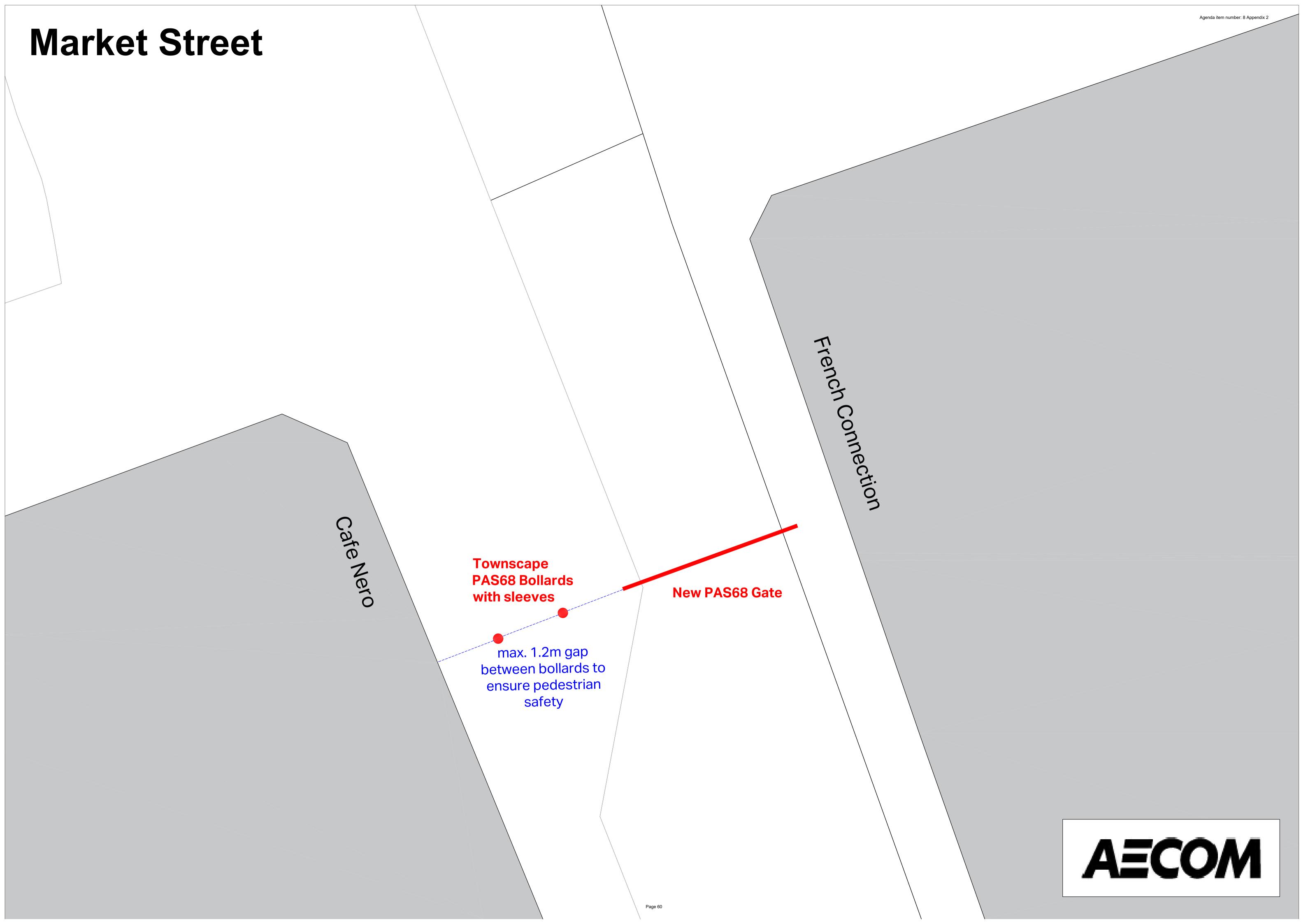
# **Appendix B – Outline Drawings**

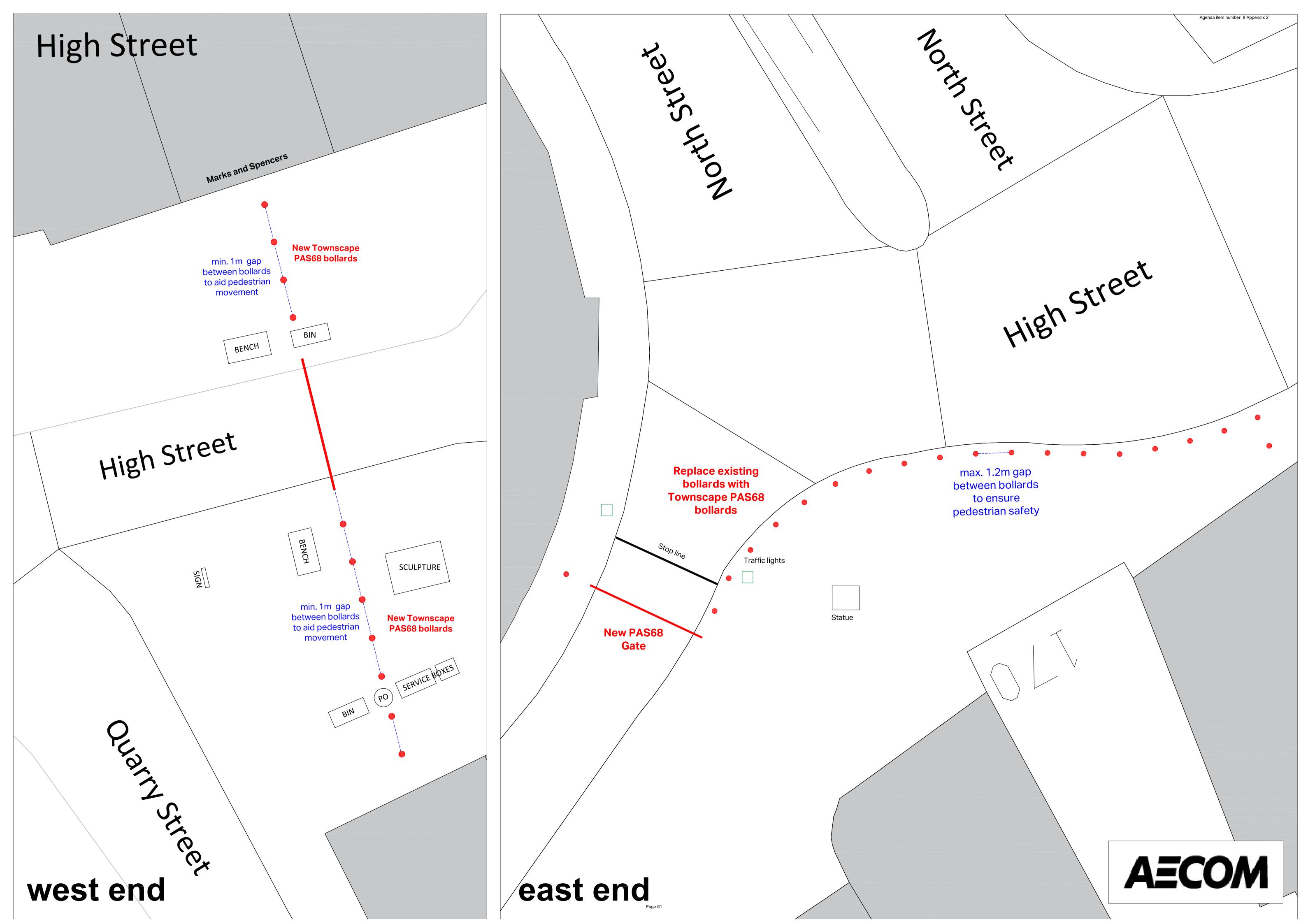
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# **Appendix C – Outline Costs**

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### **Outline Costs**

### **Chapel Street**

Item	Manufacturer	Cost	Number	Total
PAS68 Bollard	Townscape	£415.00	15	£6,225
PAS68 Bollard Sleeve	Townscape	£285.00	15	£4,275
PAS68 Swing Gate	Townscape	£13,500.00	1	£13,500
-			SUB-TOTAL	£24,000

#### Swan Lane

Item	Manufacturer	Cost	Number	Total
PAS68 Bollard	Townscape	£415.00	4	£1,660
PAS68 Bollard Sleeve	Townscape	£285.00	4	£1,140
			SUB-TOTAL	£2.800

### Tunsgate

Item	Manufacturer	Cost	Number	Total
PAS68 Bollard	Townscape	£415.00	4	£1,660
PAS68 Bollard Sleeve	Townscape	£285.00	4	£1,140
PAS68 Swing Gate	Townscape	£13,500.00	1	£13,500
			SLIB-TOTAL	£16 300

### **Market Street**

Item	Manufacturer	Cost	Number	Total
PAS68 Bollard	Townscape	£415.00	3	£1,245
PAS68 Bollard Sleeve	Townscape	£285.00	3	£855
PAS68 Swing Gate	Townscape	£13,500.00	1	£13,500
			SUB-TOTAL	£15,600

### High Street

Item	Manufacturer	Cost	Number	Total
PAS68 Bollard	Townscape	£415.00	31	£12,865
PAS68 Bollard Sleeve	Townscape	£285.00	31	£8,835
PAS68 Swing Gate	Townscape	£13,500.00	2	£27,000
			SUB-TOTAL	£48,700

Delivery of all of above by Townscape	£1,780
Installation of all of above by Townscape	£58.500

TOTAL	£167,680

# No contingency allowed for

The use of Eagle Automation Gates instead of Townscape Swing Gate would increase costs by between £57,500 and £157,500 (based upon a gate price of between £25k and £45k).



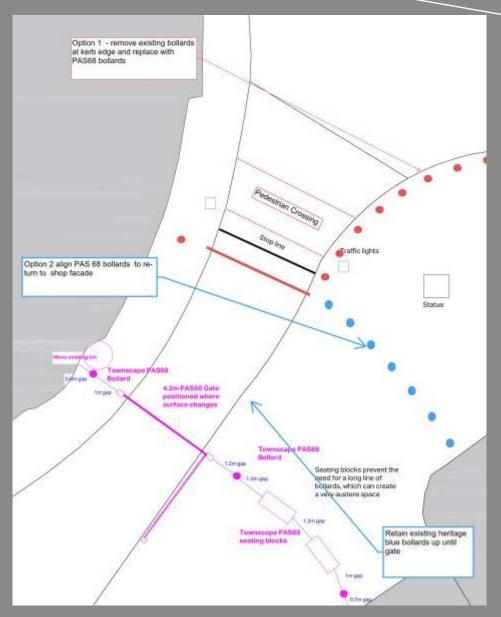
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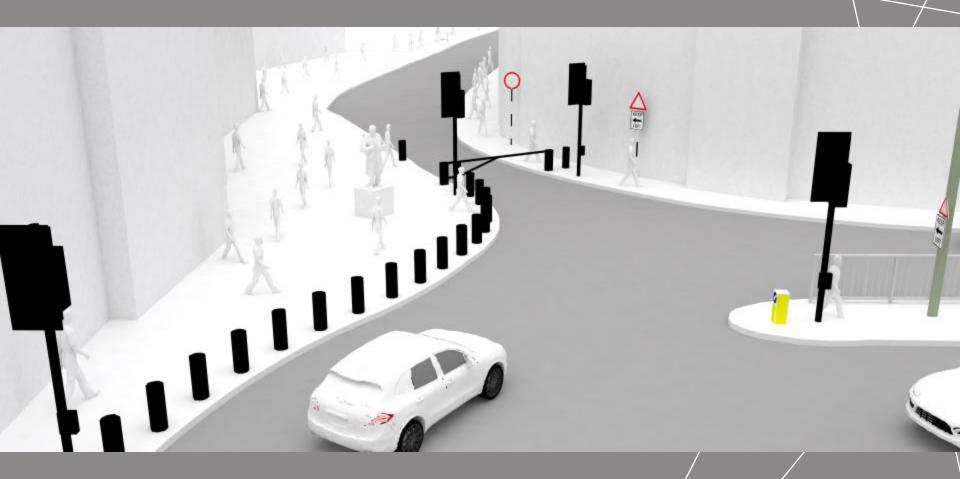
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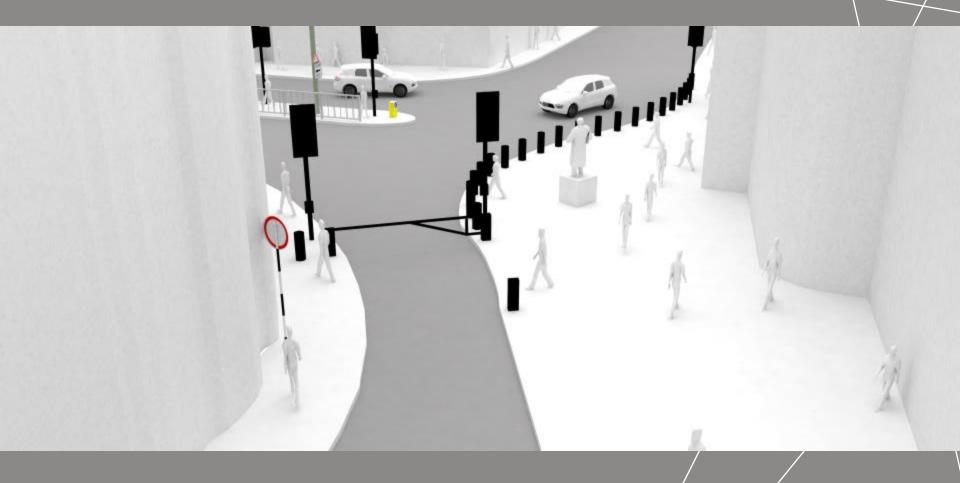
# Pedestrian safety measures Guildford Public Realm



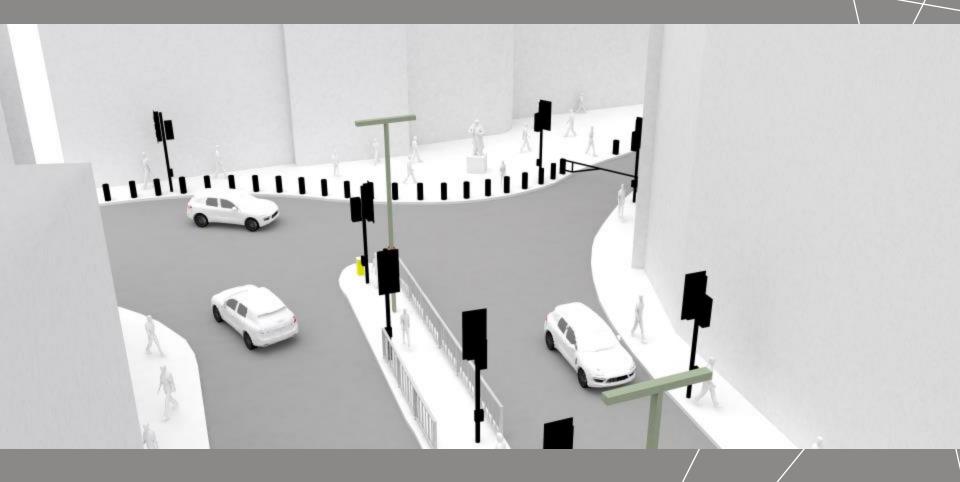




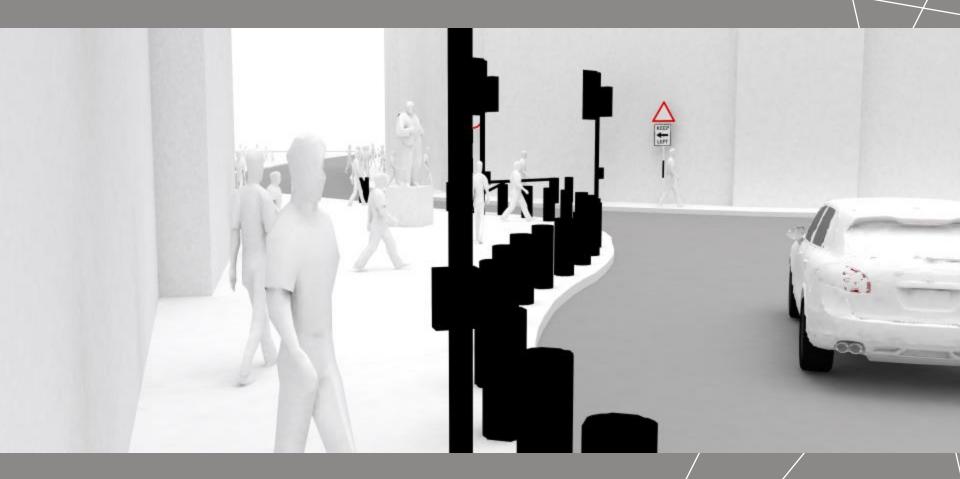




Guildford High Street east – option, 1, age 68



Guildford High Street east – option, 1, 69



Guildford High Street east - option, 1



Guildford High Street east - option 1 - 1 - 1 - 1

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# Public realm Online Survey- Summary of feedback

#### Introduction

Guildford Borough Council conducted an online survey to inform our plans to deliver improvements to Swan Lane, Chapel Street and Castle Street as well as pedestrian safety measures for the High Street.

#### Methodology

The online survey was launched on 7 June 2019 and closed on 3rd July 2019. The survey was promoted by social media on various platforms including council website, twitter, Facebook which received over 12,000 hits. Publicity for the survey was also amplified by local press coverage.

### **About our respondents**

A total of 403 individual responses were received from our online questionnaire. Although our questionnaire was not restricted to Guildford residents, over 90% of respondents said they lived in the Guildford, 76% of responders said they visit Guildford for shopping/ leisure interest and 72% of responders work in Guildford Town centre.

Just over 9% of responders said they would describe themselves as having a disability.

Result of the questionnaire do not represent a statistical viable representation of either Guildford population or visitors to the area, however it is still a useful feedback on general views from those living, using or impacted by the proposed scheme.

#### 1. Why is Guildford attractive

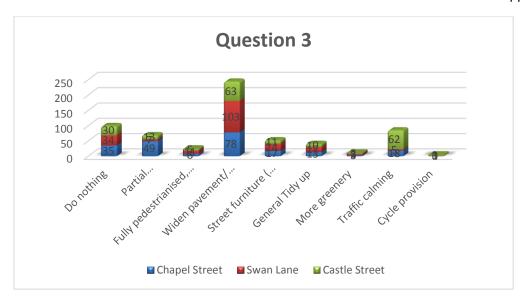
A significant majority of respondents (41%) considered that Guildford main attraction is its cobbled streets above the shopping retail/leisure experience which was the second most popular attraction at 30%. Interestingly, Guildford's large wealth of cultural and heritage offers only appealed to 8% of respondents and 9% of respondent stated Greenspaces were reasons that make Guildford attractive.

#### 2. How to improve our town centre

70% Respondents felt that to make Guildford an attractive place we should use high quality or traditional materials to maintain conservation of the Historic Streets and 57% considered prioritising pedestrian accessibility in the town centre being important to them.

### 3. Options to improve Swan Lane, Chapel Street and Castle Street

Support for widening or improvement of pavements represented the most popular option from over 60% all respondents compared to 24% who said to 'do nothing' (see below). Chapel street was favoured by 12% of respondents, which was the most preferred location street to be suggested to be partially pedestrianised against 3% to do nothing. Suggestion for full pedestrianisation for all streets was lower than Partial pedestrianisation. Swan Lane should be noted is already fully pedestrianised reflected in the low support for this feedback.



### 4. Navigation and wayfinding

Generally, nearly all (over 82% respondents) were supportive of better signage, more publicity – media and local interpretation map to improve wayfinding across town centre.

### 5. Traffic Regulation

More than 70% of respondents stated that Traffic Regulation Order may require changing to promote pedestrianisation on both Castle Street and Swan Lane.

### 6 Pedestrian crossing and traffic

Overwhelming majority felt that some intervention is required to address traffic issues on Castle Street whilst 16% of respondents said none is required. Redesigned of the street as one way was stated as a solution by 12% of responses. Around 10% wanted traffic lights or better signage. Other suggestions included speed restrictions, roundabout, enforcement/CCTV and parking restrictions to improve road use and safety.

### 7 Pedestrianisation and safety

Around 86% of respondents agreed that pedestrianisation should be encouraged more where possible. Whilst over 80% agreed that there should be more measures to restrict vehicular conflict with pedestrians.

### 8. Accessibility and on street furniture

The al fresco environment created by outdoor seating was generally thought as a positive contribution to the town scape. Better restriction and regulation on outdoor seating was suggested by 17% of respondents and 14% respondents felt seating restricted access for wheelchairs, buggies and those with visual disabilities. Uneven surface, clutter and litter were noted as concerns associated from having outdoor seating along with too much commercialisation of streetscape through use of signboards.

# 9. Priority of works

Swan Lane was the nominated by 34% of respondents which the council should focus its limited budget to improve first. The next priority considered by respondents for improvements was Chapel Street (32%) and last was Castle Street .

There were a range of improvements suggested from listed in order of popular preference addressing uneven surface, pedestrianisation, traffic management and signage.

The was a preference for all work to be done before Christmas 2019.

### 10. Tunsgate

An overall of 76% of respondents agreed that the pedestrianisation of Tunsgate was an improvement.

