

HIGHWAYS AND TRANSPORT COMMITTEE



Friday, 04 October 2024

Democratic and Members' Services
Emma Duncan
Service Director: Legal and Governance

10:00

New Shire Hall
Alconbury Weald
Huntingdon
PE28 4YE

Red Kite Room
New Shire Hall, Alconbury Weald, Huntingdon, PE28 4YE

AGENDA

Open to Public and Press

CONSTITUTIONAL MATTERS

- 1 Apologies for absence and declarations of interest**
Guidance on declaring interests is available in [Chapter 6 of the Council's Constitution \(Members' Code of Conduct\)](#)

- 2 Petitions and Public Questions**

KEY DECISIONS

- 3 Mill Road Bridge, Cambridge, Traffic Regulation Order** **3 - 58**

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The Highways and Transport Committee comprises the following members:

Councillor Alex Beckett (Chair) Councillor Neil Shailer (Vice-Chair) Councillor Gerri Bird
Councillor Piers Coutts Councillor Claire Daunton Councillor Lorna Dupre Councillor Janet
French Councillor Ian Gardener Councillor Anne Hay Councillor Bill Hunt Councillor
Simon King Councillor Peter McDonald Councillor Lucy Nethsingha Councillor Tom
Sanderson and Councillor Alan Sharp

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Mill Road Bridge, Cambridge, Traffic Regulation Order

To: Highways and Transport Committee

Meeting Date: 4 October 2024

From: Executive Director of Place and Sustainability

Electoral division(s): All

Key decision: Yes

Forward Plan ref: 2024/082

Executive Summary: This report sets out proposals to introduce a modal filter on the Mill Road bridge in Cambridge. If approved, this would restrict traffic over the bridge by motor vehicles, except local buses, taxis, Private Hire Vehicles, blue badge holders' registered vehicles, and other authorised vehicles. Access would also be maintained for cyclists and pedestrians.

The report details previous consideration and consultation on the proposals, and responses received in the five week statutory notice period (9 August – 13 September 2024) for the proposed Traffic Regulation Order.

The Mill Road decision quashed by the court on 6 August 2024, and the statutory consultation relating to it, is not being taken into account. The matter is being determined afresh.

The Committee is asked to consider the representations made in the notice period following the publication of the Traffic Regulation Order on 9 August 2024, and to consider whether to approve the proposed modal filter. If approved, the modal filter would be implemented with the exemptions as specified in the order.

Recommendation: The Committee is recommended to:

- a) Determine the formal objections;
- b) For the reasons set out in the Statement of Reasons and in this report, approve the proposed modal filter on Mill Road bridge, as advertised; and
- c) Authorise officers to inform the objectors accordingly, as well as those that made representations.

Officer contact:

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1. Creating a greener, fairer and more caring Cambridgeshire

1.1 This report details proposals that would impact on the following ambitions of the Council.

Ambition 2: Travel across the county is safer and more environmentally sustainable

1.2 Mill Road's use as an alternative route to the ring road for through traffic, combined with local use and the volume of cyclists and pedestrians, causes significant congestion at times, resulting in concerns over road safety. This high volume of traffic often causes conflict between motorised vehicles and pedestrians and cyclists, resulting in an unpleasant environment for all. Buses are delayed on Mill Road at peak and other busy times. Reducing traffic levels on Mill Road and particularly removing through movements would encourage more environmentally sustainable travel choices.

Ambition 1: Net zero carbon emissions for Cambridgeshire by 2045, and our communities and natural environment are supported to adapt and thrive as the climate changes

1.3 In light of the experience following the introduction of a modal filter on Vinery Road, officers are of the opinion that the proposals are likely to result in some shift away from car use towards active travel uses and public transport, which is capable of having a positive impact on greenhouse gas emissions from transport.

Ambition 3: Health inequalities are reduced

1.4 Greater levels of active travel usage, as explained above, which are likely to be delivered by the proposals, have been shown to contribute to better physical and mental health outcomes.

2. Background

2.1 This report considers representations received during the five-week Mill Road bridge Traffic Regulation Order (TRO) notice period for the proposed modal filter, which ran from 9 August 2024 to 13 September 2024. Members are asked to determine whether to introduce the Traffic Regulation Order, informed by their consideration of the representations.

Prior consideration of proposals for a modal filter on Mill Road bridge

2.2 Appendix 1 sets out the prior consideration of a modal filter on Mill Road bridge by the Council.

Greater Cambridge Partnership Consultation

2.3 In Spring 2022, the Greater Cambridge Partnership (GCP) undertook [a non-statutory consultation](#), which sought to assess how proposals for Mill Road would work with the City Access strategy, and to achieve the widest possible exposure of proposals through a

multi-channel approach. The consultation included focus group meetings with key stakeholders and a public survey between 7 February 2022 and 21 March 2022.

- 2.4 1,986 responses were received in total, with a large amount of qualitative feedback, including responses from a number of different groups and organisations.

Findings from the Spring 2022 GCP consultation

- 2.5 Key findings of the GCP public consultation included:

- 54% of 1,962 respondents indicated 'congestion' was the most important issue affecting the way they use Mill Road. Other issues included 'pavements' (17%), 'speeding' (14%), and 'parking' (12%).
- 77% of 1,974 respondents opposed 'Theme 1: Do nothing', whilst 83% supported 'Theme 2: Improve the quality of the place', and 77% supported 'Theme 3: Changes to traffic and access in the medium and long term'.
- 72% of 1,975 respondents supported restricting motor vehicles from crossing Mill Road bridge and 70% supported possible allowances for buses, taxis and drivers with disabilities and/or mobility needs.

- 2.6 Respondents to the public consultation clearly supported a re-instatement of the Mill Road modal filter but with important caveats, such as allowing exemptions for disabled people and taxis. They also supported improvements to the public realm, walking, cycling and local parking along Mill Road.

- 2.7 A [report on the GCP's review and consultation review](#) was presented to the Highways and Transport Committee at its meeting on 12 July 2022. The Committee duly approved the recommendations to consult on a TRO to reinstate a modal filter on Mill Road, and to consult on exemptions to the TRO, including disabled people and taxis.

3. Main issues

Legal Challenge

- 3.1 In July 2023, the Cambridge (Mill Road) (Bus Gate) Order 2023 (the 2023 TRO), which had previously been made on 7 March 2023, was challenged in the courts and as a result the Council agreed in August 2023 not to implement the 2023 TRO and any of the planned changes until the legal case was resolved.
- 3.2 In August 2024, the Council agreed with the claimant to end the legal proceedings in relation to the Mill Road Traffic Regulation Order challenge by consenting to judgment on the grounds that providing a link to the officer's report and decision summary was not adequate to comply with regulations 7 and 17 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the 1996 Regulations) in the circumstances of that case. The Court therefore quashed the 2023 TRO.

- 3.3 Following the quashing of the 2023 TRO, under existing delegated officer authority, the Council decided to undertake the consultation and decision-making process on the TRO again.
- 3.4 The matter is to be considered afresh and no weight should be given to the previous decision to make the 2023 TRO.

Publication of the Traffic Regulation Order

- 3.5 A [Proposed Traffic Regulation Order](#) for the Mill Road bridge was advertised on 9 August 2024. This proposed TRO would restrict vehicular traffic over the railway bridge, with exemptions for local buses, cyclists, pedestrians, taxis (being both hackney carriages and private hire vehicles), and authorised vehicles, which includes vehicles in a disabled tax class, NHS tax-exempt vehicles, and vehicles on the Council's Permitted Vehicles List for the Mill Road bus gate, which is determined on a case by case basis at the Council's discretion, in circumstances where the Council's intention is generally to permit blue badge holders to register up to two vehicles which may be either their own vehicle or a vehicle belonging to a carer.
- 3.6 The Statement of Reasons produced pursuant to paragraph 2(d) of Schedule 2 to the 1996 Regulations identifying the reasons given for proposing to make the Order is attached at Appendix 2 of this report.

Representations received during the TRO notice period

- 3.7 A five-week TRO notice period followed the publication of the proposed TRO, from 9 August 2024 to 13 September 2024. The usual TRO consultation period of 21 days was extended to allow people extra time to respond due to the summer holiday period. The consultation was carried out in accordance with regulation 6 of the 1996 Regulations, and specifically that the groups identified in item 7 of regulation 6 were consulted, including such other organisations representing persons likely to be affected by any provision in the order as the order making authority thought it appropriate to consult (Mill Road Traders Association, Friends of Mill Road Bridge, Camcycle, Network Rail).
- 3.8 Formal objections to the proposal, together with the grounds on which they were made or any additional comments, could be registered online or sent in writing to the Council's Policy and Regulation team. The statutory minimum period for objections to be submitted is three weeks. It should be noted that the formal consultation stage of a proposed TRO is open for all to comment on. All comments must be duly considered before a TRO can be made operational and the scheme implemented on site.
- 3.9 The Policy and Regulation team received 1894 objections (and also 2155 comments supporting the TRO) from both individuals and different groups and organisations.
- 3.10 Of the 1894 objections, around 214 objections provided no rationale. Similarly, of the 2155 supportive comments, around 218 did not provide a rationale. 1680 objections and 1937 supportive comments were submitted with detailed feedback.
- 3.11 To ensure fair process, the TRO responses to the Appyway consultation website were examined to ensure there was no duplication. Similarly, the email addresses of TRO responses were scrutinised to rule out duplication. As a result of this process, 218 responses were identified as duplicates.

3.12 Key findings of the statutory consultation include:

Objections:

- Impact on traffic and congestion on alternative routes
- Impact on local businesses
- Accessibility concerns
- Environmental impact and pollution
- Impact on local residents
- Alternative solutions to reduce traffic
- Concerns for minority groups
- Preservation of Mill Road's character
- Adverse impact on carers, health and emergency services

Support:

- Safety improvements
- Active travel benefits
- Environmental benefits
- Traffic reduction
- Place-making
- Benefits to businesses
- Improved experience from previous Experimental Traffic Regulation Order (ETRO)

3.13 The objections to the proposed TRO closely reflected those that had been raised in the GCP's 2022 public consultation. Many of those groups and individuals who opposed the modal filter in the public consultation have sent in objections to the proposed TRO¹.

3.14 A summary of the issues raised in representations received in the TRO notice period is included in Appendix 3 of this report.

3.15 It should also be noted that in addition to the formal objections two petitions were received on this matter. Petitions relating to TROs are considered by the Executive Director of Place and Sustainability, in consultation with the local members.

Review of the proposal

3.16 The proposal has been assessed against how it fits with policy and guidance, the transport, and wider impacts, and the representations made through the TRO consultation.

3.17 Policy: In July 2020, the Department for Transport launched 'Gear Change: A bold vision for cycling and walking' and 'Cycle Infrastructure Design Local Transport Note 1/20'. Both of these documents clearly set out the government's commitment to a radical change in the provision of walking and cycling infrastructure - the value of cycling and walking in terms of physical health and mental wellbeing.

¹ The Council is not taking into consideration the 2023 Order decision or consultation. That Order was quashed and is of no effect.

- 3.18 Active and sustainable travel are amongst the objectives detailed in the Cambridgeshire and Peterborough Combined Authority's Local Transport and Connectivity Plan (adopted in November 2023). The Council, the local highway authority, has developed an Active Travel Strategy (adopted in March 2023), which sets out a range of policies to enable and encourage the increased use of active travel modes and reduce the number of journeys made by car. A Local Cycling and Walking Investment Plan (adopted in October 2022) has also been developed and sits within the Strategy; following government guidance and utilising tools it identifies the best routes to create in order to increase levels of walking and cycling.
- 3.19 The Cambridgeshire and Peterborough Health and Wellbeing & Integrated Care Strategy has an ambition related to the environment and wellbeing.
- 3.20 Congestion: Mill Road suffers from high levels of through traffic, which combined with local traffic and the high number of pedestrians and cyclists, causes significant congestion, particularly at peak times. The proposals would reduce motor traffic on Mill Road through the removal of a significant number of through trips. Concerns have been raised about the displacement of this traffic onto other routes. If the TRO is approved, the Council would closely monitor the impact on traffic in the surrounding area
- 3.21 Safety: Mill Road has a range of issues that impact on health and safety for the people who live and work in the area. These include pavements that the Council considers are too narrow to accommodate the amount of footfall to shops, restaurants and businesses, and a high volume of motor and cycle traffic sharing a carriageway of restricted width. The removal of through traffic would help to avoid danger to persons or other traffic using the road.
- 3.22 Sustainable Travel: The modal filter would make it easier and more attractive to use sustainable modes, such as public transport and active travel. The removal of a large number of through trips would help to alleviate congestion, which provides an opportunity for improved bus punctuality.
- 3.23 Business: Businesses have expressed concerns that the proposals may have a negative effect on business in the area through the loss of motorised passing trade. These concerns are acknowledged. The proposals do however provide an opportunity to benefit businesses in the area by creating a more pleasant environment, with less motor traffic. This has potential to increase footfall and associated business revenues. There are narrow pavements in an area with high footfall to shops, restaurants and businesses. The proposals provide an opportunity to preserve and/or improve the amenities of the area in future following a reduction in motor traffic.
- 3.24 Accessibility: The proposal intends to reduce inequality by promoting public health by enabling safe and sustainable journeys and reducing the harmful impacts of motor traffic. The scheme has the potential to provide a green legacy in respect to increasing active travel. Exemptions are set out in the proposed TRO to ensure that protected groups are not disadvantaged. It is recognised that some groups are potentially disadvantaged, such as those accessing their place of worship who may experience a longer drive. The proposed TRO sets out exemptions for licenced taxis. An Equality Impact Assessment is attached at Appendix 4.
- 3.25 Impact on carers, health and emergency services: Concerns were raised about the proposals' impact on carers, health workers and emergency services. Exemptions are set

out in the proposed TRO, including emergency vehicles and registered vehicles of blue badge holders. The Council's intention is generally to permit blue badge holders to register up to two vehicles, which may be either their own vehicle or a vehicle belonging to a carer.

Local Member engagement

- 3.26 Local members have been made aware of the publication of the proposed TRO and the statutory consultation.

Next steps

- 3.27 If the TRO is approved by the Committee, the next steps would be:
- From 4 October 2024, blue badge holders would be able to register up to two vehicles for exemption via an online application form. The application would then be processed, and an email sent to the blue badge holder confirming the exemption is in place. Blue badge holders should allow up to three working days for their application to be processed. Blue badge holders who have previously registered vehicles between March 2023 and August 2024 would not need to reapply. If a blue badge has expired during this period, a new application would need to be made.
 - In November 2024, works to implement the bus gate including cameras, signs and road markings would be installed at either end of the railway bridge. Signs would also be installed along Mill Road and on nearby streets to inform drivers about the new road layout and to advise drivers that businesses on Mill Road remain accessible and open as usual. These works would be completed by early December 2024.
- 3.28 The traffic restrictions would be enforced by Automatic Number Plate Recognition (ANPR) cameras, with the registered owner of any non-exempt motor vehicle recorded using the bridge receiving a fine. There would be a period of 28 days when non-exempt vehicles would receive warning notices with a zero charge. If a vehicle is exempt, the Council would encourage registering the vehicle on-line, by email or post.

Further public realm improvements on Mill Road

- 3.29 Funding options are being considered for work to develop and implement further public realm improvements on Mill Road. This work would initially consider what changes might be made to improve the environment for those who live on and around Mill Road and for those that visit to access shops and services, and to support those shops and services on Mill Road.
- 3.30 Possible measures to be investigated could include (but are not exclusive to):
- Measures to declutter areas, for example by widening pavements or relocating street furniture, allowing for more space to be given to pedestrian and amenity use.
 - Renewal of street furniture and pavement surfacing.
 - Work with businesses on Mill Road to consider whether their servicing needs can

be better addressed and reduce conflict of servicing activities with other users of Mill Road.

- A more comprehensive consideration of how space on the bridge is used with the bus gate in place; by buses, permitted vehicle users, pedestrians and cyclists.

- 3.31 This work would be undertaken in discussion with the local community and local stakeholders. Timescales depend on the availability of funding, but it is anticipated that scoping, design and engagement / consultation could be undertaken in 2025/26.
- 3.32 For the avoidance of doubt, this matter is identified to provide context only, it is not considered to provide any material justification for the making of the proposed TRO, and it is not a matter Members should take into account in considering whether or not to implement the proposed TRO.

Traffic Monitoring

- 3.33 Traffic levels on Mill Road are consistently high, with average daily motorised traffic flow of 7,810 in October 2023, monitored by cameras on the east side of the bridge².
- 3.34 If the TRO is approved, the Council would closely monitor the impact on traffic in the surrounding area. Traffic monitors are located at:
- Mill Road (near Hobart Road, and near Mortimer Road)
 - Tenison Road
 - Station Road
 - Gonville Place
 - Hills Road (near Norwich Street and on the railway bridge)
 - Cherry Hinton Road
 - Coleridge Road
 - Perne Road
 - Coldham's Lane
 - East Road

Air Quality Monitoring

- 3.35 Cambridge City Council ran a trial of Air Quality (AQ) monitoring sensors during the closure of the railway bridge in 2019 (for Network Rail works), so AQ data on Mill Road and the diversion routes from that time is available for any comparison analysis. At that time, the conclusion was that the closure of the bridge did not result in a discernible significant change in pollutant concentrations. However, the experience from Vinery Road, where monitoring was conducted before and after the introduction of a modal filter, showed lower pollutant levels and increased cycle usage on Vinery Road. In light of the experience on Vinery Road following the introduction of a modal filter on Vinery Road, officers are of the opinion that the proposals are likely to result in some shift away from car use towards active travel uses and public transport.

² [Cambridgeshire & Peterborough Insight – Roads, Transport and Active Travel – Traffic Flows – Traffic Flows Dashboard \(cambridgeshireinsight.org.uk\)](https://cambridgeshireinsight.org.uk)

- 3.36 If the TRO is approved, the Council would work with Cambridge City Council and Connecting Cambridgeshire to ensure AQ sensors are in place and providing further data (NO₂, CO₂ emissions, fine particles).

4. Alternative Options Considered

- 4.1 Various options were considered through the non-statutory consultation which took place in 2022. The Highways and Transport Committee resolved in July 2022 to consult on a proposed TRO to instate a modal filter on Mill Road. The decision in March 2023 was quashed and is of no legal effect. It should not be taken into account.

5. Conclusion and reasons for recommendations

- 5.1 On the basis of the results of the extensive 'informal' public consultation undertaken by the GCP in Spring 2022, the July 2022 decision to approve the publication of a TRO, and the responses received during the Notice period of the new TRO consultation between 9 August 2024 and 13 September 2024, it is recommended that the TRO be approved to be made, for the reasons set out in this report and in the Statement of Reasons included in Appendix 2.
- 5.2 Officers remain of the view that the proposal consulted upon satisfies those purposes and also accords with the network management duty under section 122 of the Road Traffic Regulation Act.

6. Significant Implications

6.1 Finance Implications

Funding for the delivery of the scheme has been allocated from the Cambridgeshire and Peterborough Combined Authority's Transforming Cities Fund allocation from the government. In December 2022, the Highways and Transport Committee approved proposals for funding from the Combined Authority's Transforming Cities Fund creating a programme of schemes for delivery with a total budget of £2.86m. From this fund, £335,000 has been allocated for the delivery of the Mill Road scheme. The construction costs are estimated to be £200,000.

6.2 Legal Implications

The Council has the power under the Road Traffic Regulation Act 1984 to make Traffic Regulation Orders. The appropriate statutory procedures regarding advertisement and consultation as set out in the 1996 Regulations have been followed. The objections received have been thoroughly considered and should be carefully considered by Members.

The Council has had regard to the provisions of sections 1 and 122 Road Traffic Regulation Act 1984 and considers that making the proposed order will reduce through traffic to alleviate congestion and promote safer, more environmentally friendly travel options, including cycling and public transport. It is also expected to contribute to the

Council's carbon reduction targets by encouraging shifts away from car use and will, on balance, secure the expeditious, convenient and safe movement of all forms of traffic, including in particular those using active forms of transport for the reasons set out in this report and the statement of reasons.

The deadline for the making of the order is two years following the publication date of the notice of proposals.

There is a statutory right to challenge the making of the order in the High Court within 6 weeks of the date the order is made.

6.3 Risk Implications

Beyond the legal implications set out in paragraph 6.2, there are no significant risk implications.

6.4 Equality and Diversity Implications

The County Council must have regard to the equality objectives identified in section 149 of the Equality Act 2010. The impacts of the proposals in this regard are considered through the Equality Impact Assessment in Appendix 4.

6.5 Climate Change and Environment Implications

Implementation of the scheme is believed to be likely to lead to more walking and cycling as well as more journeys undertaken by public transport and fewer car journeys. It is also intended that emissions of pollutants on Mill Road will be reduced; however increased congestion on alternative routes could lead to poorer air quality. As noted above, it should be noted that Cambridge City Council's Air Quality Monitoring report on the full bridge closure in 2019 stated: "Despite the significant changes in traffic volumes on some of the roads in the study area, there was no discernible corresponding change in air pollutant concentrations". However, the experience of the introduction of a modal filter on Vinery Road showed lower pollutant levels, which suggests that modal filters are capable of achieving the intended reduction of pollutants.

7 Source Documents

7.1 Consultation responses received during the TRO Notice Period:

- Copies of the written representations (redacted) received during the consultation period are available upon request from the Policy & Regulation team: (policyandregulation@cambridgeshire.gov.uk)
- [Copies of the consultation documents \(public notice, site notices, consultation letters\)](#)

7.2 Previous consideration of the traffic orders for the Mill Road bridge by the Council's Highways and Transport Committee:

- [Report on the review of the Experimental Traffic Regulation Order for the Mill Road bus gate that was implemented during the Covid-19 pandemic](#) (27 July 2021)
- [Report setting out proposals for a further consultation on the proposed bus gate](#) (4 November 2021)
- [Greater Cambridge Partnership Consultation report](#) (May 2022)

- [Report detailing the GCP consultation and making recommendations to take the proposals forward](#) (12 July 2022)

7.3 Mill Road bridge web page, and press notice on legal challenge

- [Mill Road bridge TRO webpage](#)
- [Press notice providing an update on the Mill Road Traffic Regulation Order and legal challenge](#) (6 August 2024)

Appendix 1 - Prior consideration of proposals for a modal filter on Mill Road bridge

In June 2020, a Bus Gate was installed on Mill Road railway bridge with the aim of encouraging sustainable travel whilst enabling social distancing during the Covid-19 pandemic. It was implemented under an Experimental Traffic Regulation Order (ETRO) and restricted vehicular traffic over the bridge, except for buses and emergency vehicles, and allowed cyclists and pedestrians. Enforcement was undertaken using Automatic Number Plate Recognition (ANPR) cameras. Feedback from the statutory objection period and a separate public survey showed a mixed response from the public on whether or not to make the ETRO permanent.

On 27 July 2021 the [Highways and Transport Committee resolved to remove the Bus Gate restriction](#) but to then undertake a full review and public consultation on the options, and on the use of Mill Road.

On 4 November 2021, the [Highways and Transport Committee resolved to agree to a further consultation on the Mill Road bridge bus gate and ask GCP to carry it out](#) within the context of its City Access proposals.

The [GCP public consultation](#) on Mill Road sought to demonstrate how proposals for Mill Road would work with the City Access strategy, achieve the widest possible exposure of proposals through a multi-channel approach, and provide assurance of the public consultation process. The consultation was carried out in Spring 2022 and included focus group meetings with key stakeholders and a public survey between 7 February and 21 March. 1,986 responses were received in total, with a large amount of qualitative feedback, including responses from a number of different groups and organisations.

Findings from the Spring 2022 GCP consultation

Key findings of the GCP public consultation included:

- 54% of 1,962 respondents indicated 'congestion' was the most important issue affecting the way they use Mill Road. Other issues included pavements (17%), speeding (14%), parking (12%).
- 77% of 1,974 respondents opposed 'Theme 1: Do nothing' whilst 83% supported 'Theme 2: Improve the quality of the place' and 77% supported 'Theme 3: Changes to traffic and access in the medium and long term'.
- 72% of 1,975 respondents supported restricting motor vehicles from crossing Mill Road bridge and 70% supported possible allowances for buses, taxis and drivers with disabilities and/or mobility needs.

Respondents to the public consultation clearly supported a re-instatement of the Mill Road modal filter but with important caveats such as allowing exemptions for disabled people and taxis. They also supported improvements to the public realm, walking, cycling and local parking along Mill Road.

Consideration of the GCP review by Committee

A report on the GCP review and consultation review was provided to the [Highways and Transport Committee at its 12 July 2022 meeting](#). The Committee duly approved the recommendations to:

- consult on a TRO to reinstate the modal filter on Mill Road,
- to consult on exemptions to the TRO, including disabled people and taxis,
- to work with the Combined Authority and GCP to develop a public realm improvement scheme along Mill Road,
- to monitor and review traffic levels in surrounding streets should the modal filter be reintroduced, and
- continue to work with GCP on the Network Hierarchy Review of Cambridge's road network.

Advertisement and consideration of the Mill Road bridge TRO

The Mill Road Bus Gate TRO was subsequently advertised on 28 November 2022. The TRO would restrict vehicular traffic over the railway bridge, but with a greater number of exemptions than the earlier Bus Gate scheme: local buses, cyclists, pedestrians, taxis / Private Hire Vehicles, blue badge holder's registered vehicles, and authorised vehicles would all be exempt. The TRO notice period then followed, from 28 November 2022 to 6 January 2023.

The Policy and Regulation team received 690 objections (and also 291 comments supporting the TRO) from both individuals and different groups and organisations.

Of the representations received in response to the 2022/23 statutory consultation:

- 374 objections provided no rationale; similarly of the 291 supportive comments, 47 did not provide a rationale.
- 316 objections and 244 supportive comments were submitted with detailed feedback.

On 7 March 2023, a [report detailing the representations received during the TRO notice period](#) was considered by the Highways and Transport Committee. The Committee duly agreed the recommendation to approve the proposed modal filter on Mill Road bridge, as advertised.

Following committee approval, from 8 March 2023, blue badge holders were able to register up to two vehicles for exemption from the Mill Road restriction via an online application form. This exemption related solely to the Mill Road bus gate if and when implemented and did not grant any rights of transit through other bus gates or traffic restrictions. 396 registration forms were received.

As explained below, the 2023 TRO was quashed and is of no legal effect. No weight should be given to the decision taken in March 2023 and the matter should be considered entirely afresh.

Legal challenge

In July 2023, the 2023 TRO was challenged in the courts and as a result the County Council agreed in August 2023 not to implement the TRO and any of the planned changes until the legal case was resolved.

In August 2024, Cambridgeshire County Council agreed with the claimant to end the legal proceedings in relation to the Mill Road Traffic Regulation Order challenge by consenting to judgment on the grounds that providing a link to the officer's report and decision summary was not adequate to comply with regulations 7 and 17 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the 1996 Regulations) in the circumstances of that case. The Court therefore quashed the 2023 TRO.

Appendix 2: Statement of Reasons, City of Cambridge (Mill Road) (bus gate)

CAMBRIDGESHIRE COUNTY COUNCIL

CITY OF CAMBRIDGE (MILL ROAD) (BUS GATE)

ORDER 20—

Statement of Reasons

The statutory purposes under section 1(1) of the Road Traffic Regulation Act 1984 for which the Council proposes to make the Order include:

For avoiding danger to persons or other traffic using the road or any road or for preventing the likelihood of any such danger arising.

For facilitating the passage on the road or other road for any class of traffic (including pedestrians)

For preserving or improving the amenities of the area through which the road runs.

In July 2020 the Department for Transport (DfT) launched 'Gear Change: A bold vision for cycling and walking' and 'Cycle Infrastructure Design Local Transport Note 1/20'. Both of these documents clearly set out the Government's commitment to a radical change in the provision of walking and cycling infrastructure - the value of cycling and walking in terms of physical health and mental wellbeing; the positive benefits to the environment in terms of better air to breathe and reduced noise pollution; and the positive impact on the economy for businesses in local streets is well documented.

Cambridgeshire and Peterborough Combined Authority (CPCA) is the local transport authority for Cambridgeshire.

Active and sustainable travel are amongst the objectives as detailed in the CPCA Local Transport and Connectivity Plan (adopted in November 2023). Cambridgeshire County Council, the local highway authority, has developed an Active Travel Strategy (adopted in March 2023) which sets out a range of policies to enable and encourage the increased use of active travel modes and reduce the number of journeys made by car. A Local Cycling and Walking Investment Plan (LCWIP) (adopted in October 2022) has also been developed and sits within the Strategy; following government guidance and utilising tools it identifies the best routes to create in order to increase levels of walking and cycling.

Mill Road has a range of issues that impact on health and safety for the people who live and work in the area: these include pavements that the Council considers are too narrow to accommodate the amount of footfall to shops, restaurants and businesses and a high volume of motor and cycle traffic sharing a carriageway of restricted width.

Mill Road suffers from high levels of through traffic, which combined with local traffic and the high number of pedestrians and cyclists, causes significant congestion, particularly at peak times, and an unpleasant environment. Air pollution and a poor road safety record are directly related to these issues.

Information and Analysis

This Order relates to the proposed scheme to restrict most vehicular traffic over the Mill Road railway bridge, except for local buses, cyclists, pedestrians, taxis/PHVs, blue badge holders in transit who have registered with Cambridgeshire County Council and authorised vehicles which would all be exempt. The scheme includes:

- i. Bus Gate markings on red tarmac at either end of the bridge
- ii. Bus Gate signage in the enforcement area and wider area
- iii. Install a build out on the south side of the bridge to slow vehicles coming from the bridge
- iv. Install “other traffic” markings to divert general traffic along Argyle Street
- v. Adjust cycle parking on Argyle Street to increase carriageway width
- vi. Install ANPR cameras to enforce any restriction under the TRO.

Extensive public consultation was undertaken with local residents and businesses in Spring 2022. The Police, Fire and Ambulance Services, disability groups and other stakeholders have been consulted on the above proposals.

The Council’s reasons for proposing to make the Order are that a Bus Gate on Mill Road Bridge would reduce congestion and associated air and noise pollution, improve road safety and encourage active travel.

The new build-out south of the bridge requires the extension (by 16 metres) of the ‘No loading at any time’ restrictions on Mill Road. A separate TRO (PR0961) covers the extension of the restrictions and has been approved.

Appendix 3 - Summary of representations received during the PR01058 Mill Road TRO Notice Period

Overall Results

Wholly Object	1831	45.0%
Partly Object	63	1.5%
Neutral	23	0.6%
Partly Support	195	4.8%
Wholly Support	1960	48.1%
Total	4072	100%

Consultation

Statutory consultees have been notified. The Police has offered no objection. The Road Haulage Association and Logistic UK have not responded. The fire and ambulance services have not responded. Network Rail also offer no objection.

County Councillors for the area have been consulted and offered no response, whereas City Councillors, David Baigent, Dinah Pounds and Katie Thornburrow have offered their views; these have been tabulated.

Several community groups and other organisations have also responded, these have been tabulated.

Objections

Impact on local businesses	Officer's comments
The bridge is vital for businesses and the community, by closing it customers will not be able to visit.	All sections of Mill Road will still be accessible by motor vehicle (apart from the bridge itself) but might require an alternative route There is parking available nearby at the Grafton Centre, Kelsey Kerridge, Gwydir Street and Great Eastern Street car parks. There are also limited pay and display bays in the vicinity. Customers have the option to travel by bus, to use the Park and Ride and other sustainable travel methods.
Deliveries would be made more difficult and cost more	All sections of Mill Road will still be accessible by motor vehicle (apart from the bridge itself); hauliers will still be able to deliver to the area, but may be required to use an alternative route.
Damaging to thriving businesses and shops.	There are many examples both in the UK and abroad where reduced traffic levels have led to increased footfall and a beneficial effect on businesses.
Tradespeople will have to travel further adding to cost.	All sections of Mill Road will still be accessible by motor vehicle (apart from the bridge itself); tradespeople will still be able to drive into the area, but may be required to use an alternative route.

Impact on local residents	Officer's comments
<p>Separates communities.</p> <p>Makes it more difficult for residents to access local shops, businesses, amenities.</p>	<p>The modal filter would not prevent vehicular access to the area, thus separating communities. Current traffic levels cause a degree of severance between communities either side of Mill Road, especially at peak times. Lower traffic levels should therefore have a beneficial impact on communities and encourage more sustainable travel modes.</p> <p>The modal filter will enable and encourage access by sustainable travel modes, disincentivise car reliance and improve overall highway safety.</p>
Environmental impact and pollution	Officer's comment
<p>Will add congestion, pollution through longer routes being used and add to personal cost.</p> <p>No evidence of pollution problem.</p>	<p>By making car travel less appealing it is hoped that more sustainable travel choices are used when moving in and around the city. The overall effect could be a reduction in congestion and pollution, and transportation costs could be reduced by the use of more sustainable travel methods.</p> <p>Air pollution monitoring is ongoing – electric vehicles, a growing fleet of electric buses and increased working from home has meant levels have reduced in recent years. The authority has a number of strategies in place to encourage more sustainable travel options. This scheme forms part of that commitment.</p>
Economic impact	Officer's comments
<p>This scheme only favours the wealthy, who can afford bikes and taxis.</p> <p>It only favours those wealthy enough to live on Mill Road or the centre of Cambridge.</p>	<p>The scheme could have wide ranging benefits for many in the local community.</p> <p>Modal shift to more sustainable travel options could have wide-ranging benefits to the local community as a whole.</p>
Socio-economic impact	Officer's comments
<p>Will add financial strain on the community</p> <p>Difficult to attract businesses</p>	<p>The authority's strategic objectives include reducing car usage and encouraging more sustainable travel modes – cost savings can be made by choosing to walk, cycle or take the bus.</p> <p>There are many examples both in the UK and abroad where reduced traffic levels have led to increased footfall and a beneficial effect on businesses. New businesses may well be attracted to the area as a result.</p>

Impact on traffic and congestion	Officer's comments
<p>There will be increased traffic and congestion on surrounding roads.</p> <p>Impact on side streets of Mill Rd from increased traffic (Tenison Rd, Ross St, Cavendish Rd all cited, in particular station access avoiding Hills rd).</p>	<p>Monitoring of alternative routes will be ongoing and mitigating measures put in place if issues arise.</p> <p>Monitoring of alternative routes will be ongoing and mitigating measures put in place if issues arise.</p>
Impact on taxi services	Officer's comments
<p>There could be an increase in cost of using taxis.</p>	<p>Taxis will be permitted to cross the bridge, therefore there should not be any additional costs to users as a result.</p>
Adverse impact on carers, health and emergency services	Officer's comments
<p>Negatively impacts those that need to go to Addenbrookes.</p> <p>Increased difficulty in accessing local medical services.</p> <p>No provision for carers or other healthcare workers.</p>	<p>Access from both sides of Mill Road bridge to Addenbrooke's will be unaffected.</p> <p>All sections of Mill Road will still be accessible by motor vehicle (apart from the bridge itself); those accessing medical services will still be able to drive in the area, but may be required to use an alternative route.</p> <p>Blue Badge holders can nominate carers' vehicles for exemption from the Bus Gate restrictions. All sections of Mill Road will still be accessible by motor vehicle (apart from the bridge itself).</p>
Accessibility concerns	Officer's comments
<p>Access to the area for residents will be limited, disruptive to life.</p> <p>Disrupting the commute.</p> <p>Mill Road must be open to all.</p>	<p>All sections of Mill Road would still be accessible by motor vehicle (apart from the bridge itself) but may require an alternative route.</p> <p>Safer road conditions and a more pleasant environment amongst others would benefit all in the community. Residents and workers may have to consider their future travel choices.</p> <p>It is hoped that a Bus Gate on Mill Road bridge will encourage modal shift to more sustainable travel options, improving the environment and safety for the benefit of all.</p>

Safety concerns	Officer's comments
<p>The last time the bridge was closed it was unsafe at night, because there was less traffic.</p> <p>Fix potholes, enforce parking contraventions.</p> <p>No need on safety grounds.</p> <p>Large vehicles have trouble turning around once committed to travelling down Mill Road.</p> <p>Less traffic will mean the traffic travels faster</p>	<p>Mill Road has a very poor road safety record which could be attributed to high vehicle and cycle / pedestrian flows and interactions between users. A perception of personal safety being affected more at night, when there is less activity, will be considered, with the local community, when planning the public realm improvements.</p> <p>Parking contraventions are regularly enforced on Mill Road, whilst there are maintenance regimes in place to carry out necessary remedial work. We are aware that pavement parking is an issue but not all of Mill Road is public highway and some vehicles are in fact parked on private property.</p> <p>Mill Road has a very poor road safety record, especially at busy junctions. The modal filter would reduce overall vehicular traffic levels and should improve safety not just directly on the bridge but along Mill Road as well.</p> <p>Directional and warning signage about the Bus Gate would be installed at the major junctions at either end of Mill Road and regularly along Mill Road to warn drivers, including those of larger vehicles, that Mill Road is no longer a through route and a Bus Gate is now in place. Logistics UK and the Road Haulage Association have both been notified. It is accepted that hauliers may find getting to locations on or off Mill Road challenging initially, Hauliers will need to recognise that in some occasions the use of a larger vehicle may not be appropriate for deliveries in Cambridge. It is hoped that through innovation more sustainable 'last mile' type facilities could be used instead. UPS, as an example, already use an electrically assisted cargo cycle in Cambridge and some couriers are using more electric delivery vehicles.</p> <p>Mill Road and large parts of Cambridge are subject to 20mph speed limits. Drivers should obey the speed limit.</p>
Infrastructure improvements needed	Officer's comments
<p>Take a holistic look and make improvements across the area rather than localise it.</p> <p>Danger at Devonshire Rd/Kingston St crossing not</p>	<p>The Authority along with its partner the GCP make annual substantive investments in transportation infrastructure improvements in Cambridge City. The Mill Road bridge Bus Gate is only one of a number of measures that also include highways improvements on arterial routes such as Histon and Milton Roads. Significant investment in bus infrastructure including park and ride facilities, as well as rail stations at Cambridge South and Cambridge North.</p> <p>Several junctions on Mill Road are accident cluster sites including the Mill Road / Devonshire Road / Kingston Street junction. Implementation of the Bus Gate would see an overall</p>

addressed. Improvements needed here.	reduction of traffic. The Bus Gate 'feature' together with the new central island just east of the junction would require vehicles to go through the area at reduced speeds.
Alternative solutions to reduce traffic	Officer's comments
Implement a peak hour restriction not a 24 hour one	A peak hour restriction would not address road safety issues outside of these times.
Invest in improving the infrastructure of Mill Road itself	Reduction of traffic flow is the starting point for additional infrastructure improvements along Mill Road. Further improvements would be considered with any future public realm works.
Improve enforcement	Whilst speeding enforcement is the responsibility of the Police, parking enforcement is regularly carried out in Mill Road; we are aware that pavement parking is an issue but not all of Mill Road is public highway and some vehicles are in fact parked on private property.
Improve public transport	The Authority, and partner organisations including the GCP are actively looking at improvements to the public transport system within Cambridge and surrounding area. Projects such as more park and ride sites and guided bus corridors are in the pipeline.
Install a traffic light system	A traffic light system has not been considered as it will not reduce the amount of traffic in the area.
HGV ban only	Businesses in the area would by necessity have an automatic exemption to allow for loading and unloading. Therefore, the efficacy of such a proposal may not be as much as anticipated.
Ban cycles from the bridge	The aim of the modal filter is to encourage sustainable travel modes.
Criticism of the consultation process	Officer's comments
Ageist, as a lot of elderly do not have access to or can't use electronic devices to respond to the consultation	The statutory consultation process for this proposal has been followed, including a press notice published in the Cambridge News and site notices displayed on the bridge itself. Associated documents detailing the proposal were made available not only online, but in Rock Road Library and Cambridge Central Library. More accessible documentation was available on request, including translation services for several different languages.
There have been no public meetings	The Authority is not required to hold public meetings on TRO proposals, although a full public consultation was held, with workshops and focus groups, in 2022.

Plans for consultation are inadequate	The plans displayed for the formal TRO consultation adhere to statutory requirements.
I was not consulted	A full public consultation was held, with workshops and focus groups, in 2022. A formal TRO consultation requires statutory consultees to be notified but not individuals. The Authority believes that sufficient publication has been delivered, and judging by the level of responses and media coverage, knowledge of the proposal has been widespread.
Summer holiday	The TRO statutory consultation period of 21 days was extended to 35 days to take into account the summer holiday period.
AppyWay is not independent	AppyWay is a software company that provides the Authority with TRO management software. They do not conduct analytics or participate in the TRO process for any proposed scheme. The AppyWay platform is system-agnostic and complies with WCAG 2.2 AAA which is the highest form of web accessibility accreditation available. It is challenging to maintain a system that operates perfectly on every device in circulation; however, the Authority is confident the platform is usable on most devices. The large number of responses received through the system demonstrates that it worked satisfactorily for a large number of respondents.
Lack of data provided to support claims	A Statement of Reasons has been provided which gives details of why the Authority wishes to make the order.
Preservation of Mill Road's character	Officer's comments
The character of Mill Road will be destroyed	The implementation of the Bus Gate will remove the majority of vehicles from Mill Road, making it a more pleasant space in which to walk, cycle and go about one's daily life.
Diminished appeal.	The implementation of the Bus Gate will remove the majority of vehicles from Mill Road, making it a more pleasant space in which to walk, cycle and go about one's daily life.
Diverse area.	Reducing traffic and encouraging sustainable travel should not affect the diversity of the area.
Concerns for minority groups	Officer's comments
Makes life much more difficult for those elderly or disabled	Elderly and disabled people wishing to cross the bridge by private vehicle would experience the same level of inconvenience as other users of private vehicles if journey times on alternative routes were longer.
Affects my ability to worship, to participate in my community	There would be a negative impact on members of the community who usually access their place of worship by travelling by private vehicle over the bridge and may be

Indirect discrimination	required to undertake a longer journey to do so. These users may be disproportionately impacted by the Bus Gate, as they may not have alternative options of places to worship.
Isolation	As above The Bus Gate should not have a negative impact on social isolation; the lower traffic levels should mean a pleasanter environment in which to dwell and meet with others.

Cambridge City Councillor Dinah Pounds (Supports)	Officer's Comments
Supports for the 3 main reasons: <ol style="list-style-type: none"> 1. Safety of pedestrians and cyclists 2. The health and wellbeing of residents, shop workers and visitors to Mill Road 3. The impact car use has on the city as a whole in terms of congestion, damage to business function, contribution to carbon emissions and inefficiency it causes in public transport. 	We believe the proposal could provide the benefits listed. Public realm improvements could enhance these benefits.
Cambridge City Councillor Katie Thornburrow (Supports with caveats)	Officer's Comments
The principle of a TRO is acceptable however, without detailed analysis of traffic data, a commitment to report on the impact of the TRO, a commitment to meaningful consultation on and delivery of improvements to the public realm the TRO as proposed does not seem likely to meet the needs of local residents.	Detailed analysis of the 2019 bridge closure can be found in the <i>Sensor Trials Final Report: Mill-Road-Bridge-Closure-2019-Sensor-Report_FINAL.pdf (connectingcambridgeshire.co.uk)</i> Monitoring of traffic levels has been ongoing since 2019 – there are 4 VivaCity sensors on Mill Road and numerous VivaCity sensors on ‘boundary’ roads in the surrounding area. A thorough consultation process with local stakeholders will be an essential part of delivery of any future public realm improvements.
Cambridge City Councillor David Baigent (Supports)	Officer's Comments
There is a democratic mandate for traffic reduction, citing recent local electoral results and the GCP ‘Mill Road Spring’ consultation indicating 72% of respondents favouring a restriction on the bridge.	Noted

Organisation 1 (Opposes)	Officer's Comments
<p>The organisation attracts a diverse congregation and support staff, many of which use a variety of essential transportation methods for various use cases including to carry equipment to events, the shop, church.</p>	<p>Access on Mill Road would only be restricted at the railway bridge; all vehicular traffic would have access up to each end of the bridge. The increase in journey times to shops, facilities or places of worship on or near to Mill Road would impact some visitors or employees who would no longer be able to travel over the bridge; however there would be no significantly disproportionate impact, or unfair disadvantage to these people.</p>
<p>Increase in traffic on Tenison Road and the Mill Road Area</p>	<p>Monitoring of traffic levels has been ongoing since 2019 – there are 4 VivaCity sensors on Mill Road and numerous VivaCity sensors on ‘boundary’ roads including Tenison Road. Additional ‘before’ and ‘after’ monitoring on Tenison Road is also being carried out. Mitigation measures will be put in place should issues arise.</p>
<p>Detrimental to attendance at activities hosted at our sites in Cambridge</p>	<p>Access on Mill Road would only be restricted at the railway bridge. The modal filter will reduce overall traffic levels on Mill Road.</p>
<p>Difficulty in transporting goods between sites and especially at our shop on Mill Road which receives a number of donation from the public regularly</p>	<p>Longer journeys on alternative routes may be required once the Bus Gate is in place but access to all parts of Mill Road (except the bridge) will be possible.</p>
<p>Impact on journeys for staff and volunteers</p>	<p>We would encourage those who travel to and within the Mill Road area to do so using sustainable modes where possible. Reduced traffic on Mill Road should encourage these types of journeys.</p>
<p>Worshipping Activities/pastoral care/Ministers of religion/combined impact of traffic related proposals</p>	<p>We would encourage the use of sustainable travel when administering care and attending events where possible.</p>

Community Group 1 (supports)	Officer's Comments
<p>Political mandate to act to reduce traffic, congestion, air pollution</p> <p>Lower traffic levels is good for local business, provides a high street that people with disabilities will find easier to navigate, is safer for everyone</p> <p>There will be no traffic displacement</p> <p>On balance taxis should be allowed over the bridge as they are a form of public transport</p> <p>Modal shift towards more active travel that benefits everyone</p>	<p>It is the County Council policy to reduce car usage, promote sustainable travel and lower levels of pollution. This proposal supports those aims.</p> <p>There are many examples both in the UK and abroad where reduced traffic levels have led to increased footfall and a beneficial effect on businesses.</p> <p>There may be traffic displacement in the short term but studies show that in the longer term traffic evaporation and travel by alternative modes can take place.</p> <p>Accepted, taxis are exempt.</p> <p>Accepted.</p>
Community Group 2 (Supports)	Officer's Comments
<p>Traffic reduction and safety benefits, Mill Road ranks in the top 10 of most dangerous roads in the city and county.</p> <p>Reduction in air and noise pollution due to the overall lower levels of traffic.</p> <p>A better overall environment which brings economic and community benefits.</p> <p>Encourages modal shift.</p> <p>Supports local, regional and national policy targets.</p> <p>Working towards a better Mill Road, focus on public realm enhancements, monitoring and continuous improvement</p> <p>Further call for urgent action</p>	<p>The overall reduction of traffic in the area which the proposed modal filter will provide will go a long way to making Mill Road safer for all highways users.</p> <p>This is a possible consequence of the closure.</p> <p>Accepted.</p> <p>Accepted.</p> <p>Accepted.</p> <p>Following this proposal there will be further work carried out to identify where public realm improvements could be made. It is hoped the Bus Gate will be the first step in improving the Mill Road area.</p> <p>There will always be more work that can be done to make improvements to the city or county. The County Council continuously bids for the funding of</p>

	future transport and travel schemes to the benefit of the communities it serves; it will carry on working with partners in the delivery of such future schemes.
Community Group 3 (objects)	Officer's Comments
Safety Justification: There is insufficient evidence to support the introduction of the TRO which must be grounded in concrete data.	Mill Road consistently ranks as one of the worst roads in the city for collisions. Reduced traffic flows should have a positive effect on road safety.
Residents have reported increased anxiety, particularly in the evenings, regarding their personal safety due to the reduced level of traffic.	Recent data from Low Traffic Neighbourhoods in London shows reduced levels of criminal activity following implementation of traffic restrictions. A perception of personal safety being affected more at night, when there is less activity, will be considered, with the local community, when planning the public realm improvements.
Preservation of local amenities: It is questionable that the installation of the TRO would facilitate this. Romsey businesses declined during last closure.	The bridge closure in 2020 to 2021 took place during the Covid 19 pandemic, a time when businesses across the country suffered from reduced footfall and takings. The impact on Romsey businesses cannot therefore easily be attributed to the bridge closure on its own. There is a great deal of evidence that restaurants and shops thrive in areas with lower traffic levels.
Signage and communication must be clear to motorists to avoid unintended consequences.	Signage improvements have already been considered and will be delivered alongside the bus gate to ensure motorists are directed appropriately.
The proposal to introduce a build-out on the southern approach needs clarification.	Plans have been made available online for inspection. This aspect does not form part of the TRO.
Plans to introduce changes to cycle parking on Argyle Street need clarification to understand how these will impact both cyclists and motorists.	Work on this is ongoing and does not form part of the TRO.
ANPR enforcement would be more beneficial to be deployed towards addressing speeding issues which would have a far more tangible benefit towards road safety.	Speeding enforcement is in the domain of the Police. The overall reductions of traffic in the area will provide safety benefits.
The introduction of the bus gate would have severe consequences for residents and local businesses, disrupting lives, increasing costs and adding to logistical burdens. Limiting access disadvantages carers and other professionals who need to	There will need to be adjustments made to personal transport choices, however, the benefits of introducing the modal filter include reduced traffic levels and road safety improvements.

<p>travel over the bridge, making transportation less efficient and problematic.</p> <p>Regular maintenance and improvements of existing highways infrastructure would be money better spent than introducing a bus gate.</p> <p>The proposal fails to consider broader impacts of the scheme to bordering wards and other surrounding road such as Coleridge Road. There is a risk of displacing issues to these areas.</p> <p>The TRO disproportionately impacts those that can't use active travel modes, including the disabled and elderly. Blue badge provision is inadequate as it doesn't cover the full range of those who may still be mobility impaired but not qualify. You are reducing the access to essential services and adding to social exclusion.</p> <p>There must be more community engagement.</p> <p>The Council's survey process fails to meet legal obligations for public sector services. It does not cater for those with disabilities and many users of Mill Road were away during the consultation which excluded them from this count.</p> <p>The bus gate will make it more difficult for tradespeople to carry out their business, delivery drivers and other general workers. This will cause redundancies or reduced</p>	<p>There is a maintenance regime in place. A bus gate complements existing Council initiatives.</p> <p>Detailed analysis of the 2019 bridge closure can be found in the <i>Sensor Trials Final Report: Mill-Road-Bridge-Closure-2019-Sensor-Report_FINAL.pdf (connectingcambridgeshire.co.uk)</i>. Monitoring of traffic levels has been ongoing since 2019 – there are 4 VivaCity sensors on Mill Road and numerous VivaCity sensors on 'boundary' roads in the surrounding area.</p> <p>The Blue Badge provision is a nationally recognised scheme that has been catered for as part of this proposal as up to two vehicles can be registered by the Blue Badge holder. The vehicle can belong to themselves or a carer. Access on Mill Road would only be restricted at the railway bridge; all vehicular traffic would have access up to each end of the bridge. The increase in journey times to shops, facilities or places of worship on or near to Mill Road would impact some Blue Badge holders and those with limited mobility who would no longer be able to travel over the bridge; however there would be no significantly disproportionate impact, or unfair disadvantage to these people. It should be noted that 29% of disabled people in Cambridge cycle at least once a week.</p> <p>There was a full public consultation in 2022 and going forward there will be extensive engagement on proposed public realm improvements.</p> <p>The Council's TRO consultation resulted in over 4000 responses which is the largest response for TRO that the Council has ever had. The consultation portal is WCAG 2.2 AAA approved which means, that it has the highest level of website accreditation possible. Documentation is available in a variety of formats, upon request, including multiple languages.</p> <p>Access to all parts of Mill Road will still be possible but may require a slightly longer journey. There are many examples both in the UK and abroad where reduced traffic levels have led to increased footfall</p>
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<p>working hours which will harm the local economy.</p>	<p>and a beneficial effect on businesses. New businesses may well be attracted to the area as a result.</p>
<p>There is concern that the bus gate will cause unnecessary delays to emergency services and thereby risk those that need attention in time sensitive situations.</p>	<p>The emergency services will be allowed through the Bus Gate; they have been consulted and offered no responses.</p>
<p>Explore other solutions that do not have negative impacts, including targeted traffic calming measures.</p>	<p>Reducing traffic flow through the implementation of a modal filter is the most effective way of improving road safety. Measures such as build outs used during the 2020 to 2021 closure created issues for vulnerable users and were unpopular.</p>
<p>Reducing accessibility diminishes Mill Road's appeal on tourism and cultural grounds.</p>	<p>There is no reduction in accessibility.</p>
<p>The planned measure does not fit into long-term urban planning, and consider it to be a short term fix that will have long-term consequences.</p>	<p>Noted</p>
<p>The ANPR system is unreliable and cause fines to be issued incorrectly potentially penalising, the innocent motorists, adding to their financial and life burdens.</p>	<p>The ANPR system is internationally recognised as being the standard of traffic enforcement. It has been in operation a long time and is an approved method of traffic control by the government. A traffic penalty pack is produce when the camera system is triggered by a vehicle that is not on a permitted vehicle list, which is subsequently verified by the operator. A system error is highly unlikely.</p>
<p>There has been no meaningful analysis into the impact that the bus gate will cause.</p>	<p>Detailed analysis of the 2019 bridge closure can be found in the <i>Sensor Trials Final Report: Mill-Road-Bridge-Closure-2019-Sensor-Report_FINAL.pdf (connectingcambridgeshire.co.uk)</i></p>
	<p>Monitoring of traffic levels has been ongoing since 2019 – there are 4 VivaCity sensors on Mill Road and numerous VivaCity sensors on 'boundary' roads in the surrounding area.</p> <p>There will be ongoing monitoring of the scheme if it is approved.</p>

Community Group 4 (objects)	Officer's comments
<p>Funding Arrangement</p> <ul style="list-style-type: none"> • Committee Meeting Statements: During the 7th March 2023 Highways & Transport Committee meeting, David Allatt mentioned that the modal filter would improve the likelihood of attracting future Sustainable Transport funding based on feedback from the Department for Transport. • Loss of Funding: The minutes from the same meeting indicated that the Council lost funding after deciding to reopen the bridge in July 2021. The Department for Transport had advised that reintroducing the closure would be welcomed. • FOI Request: Details of this funding arrangement were requested via a Freedom of Information (FOI) request but were not expected to be available until 17th September, after the consultation period closed. This means these details could not be considered during the consultation timeframe. <p>Air Quality</p> <ul style="list-style-type: none"> • Statement of Reasons: The Statement of Reasons for the TRO cites “positive benefits to the environment in terms of better air to breathe.” • Traffic Problems: It describes Mill Road’s traffic problems, stating that air pollution and a poor road safety record are directly related to these issues. • Officer’s Report: The Officer’s Report for the 7th March 2023 meeting noted that traffic displaced by the restrictions on Mill Road would impact surrounding roads, potentially increasing noise and air pollution. However, it also mentioned that Cambridge City Council’s monitoring of the full bridge closure in 2019 revealed no discernible change in air pollutant concentrations on the diversion routes. 	<p>Quote is from Department for Transport (DfT)’s document ‘Gear Change: A bold vision for cycling and walking’</p> <p>Noted</p> <p>Noted.</p> <p>Noted.</p> <p>Noted.</p> <p>Noted.</p> <p>Noted.</p>

<ul style="list-style-type: none"> • Contradictions: This report appears to contradict the Statement of Reasons for the current TRO, which claims that improving air quality is a reason for implementing the TRO. • Pre-action Procedure: During the pre-action procedure of the 2023 Judicial Review, the purported improvement of air quality was challenged due to a lack of supporting data. The Council’s response conceded that air quality reduction was not a reason for implementing the TRO, which did not proceed to the Judicial Review. • Current TRO: Despite this, the new TRO’s Statement of Reasons still claims that improving air quality is a reason for its implementation, leading to confusion and concern among residents. 	<p>This is not an absolute issue and can be subjective and interpreted a number of ways. There is an overall aim of improving air quality which is a legitimate statement of reason. It may yet to be determined if it is in fact realised.</p> <p>It was not the sole reason for implementing the TRO.</p> <p>Improving air quality is one statement of reason. There doesn’t appear to be any confusion regarding this aim or any level of concern.</p>
<p>Lack of Evidence and Contradictions</p> <p>1. Insufficient Information for Public Feedback:</p> <ul style="list-style-type: none"> ○ The Council has not provided enough information for the public to make an informed decision about the proposed TRO. ○ The consultation period is too short, limiting the ability of residents to respond effectively. <p>2. Contradictory Statements from Councillor Shailer:</p> <ul style="list-style-type: none"> ○ Councillor Neil Shailer has made claims about the impact of the TRO that are not supported by available data. ○ Shailer stated that there was no increase in traffic on Cherry Hinton or Coldham’s Lane and that cycling on Mill Road increased, removing cars from local roads. However, this is contradicted by the 2019 Mill Road Bridge Closure Sensor 	<p>The Council has provided all statutory information as required, including statement of reasons, plan, draft order, and notification.</p> <p>The statutory consultation period of 21 days was extended to a period of 5 weeks, over and above the requirement. The resultant over 4000 responses, the largest ever response to a TRO consultation, would refute this claim.</p> <p>Members may make comment on proposed schemes as they see fit or they may choose to speak rhetorically or even hypothetically.</p>

<p>Trials Final Report, which found that traffic in surrounding areas increased proportionately during the closure.</p> <p>3. Requests for Data:</p> <ul style="list-style-type: none"> ○ The Coleridge Road Residents' Committee has repeatedly asked for data supporting the new TRO but has not received any. ○ According to the Environmental Information Regulations 2004, this information should be provided within 20 days, but it has not been made available. <p>4. Independent Air Quality Study:</p> <ul style="list-style-type: none"> ○ An independent study conducted by a Tenison Road resident found that Nitrous Oxide levels increased in his living room when traffic was displaced down his road during previous closures. This evidence was not made publicly available and only came to light after a lengthy FOI process. <p>5. WSP Mill Road Bridge Review:</p> <ul style="list-style-type: none"> ○ The WSP report from June 2022 concluded that it was not possible to disaggregate the impact of the bridge closure from general travel variations during the pandemic, indicating insufficient data to draw firm conclusions. <p>6. Councillor Shailer's Assertions:</p> <ul style="list-style-type: none"> ○ Shailer has claimed that there is data supporting his statements, but he has not been able to provide it. This lack of transparency and supporting evidence raises concerns about the validity of the TRO. <p>7. Legal and Procedural Concerns:</p> <ul style="list-style-type: none"> ○ The lack of data and contradictory information provided by the Council and its representatives could be grounds for legal challenges. 	<p>A request for information was received by this group and was responded to.</p> <p>See above.</p> <p>The accuracy of this study is debatable and shouldn't be taken in isolation.</p> <p>Noted.</p> <p>Members may make comment on proposed schemes as they see fit or they may choose to speak rhetorically or even hypothetically.</p> <p>The Council does not have to provide data to support the introduction of any TRO, whilst it is believed that information provided has been consistent and aligns with the Council's goals. It is accepted that any information regarding</p>
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<ul style="list-style-type: none"> ○ The procedural irregularities and potential predetermination further undermine the credibility of the TRO process. <p>Impact on Residents and Businesses</p> <p>1. Health Concerns:</p> <ul style="list-style-type: none"> ○ Residents, particularly those with respiratory issues, are concerned about the health impacts of increased traffic and pollution on surrounding roads due to the displacement of traffic from Mill Road. ○ The Coleridge Road Residents' Committee has expressed concerns about the impact on a child with asthma, highlighting the potential health risks. <p>2. Economic Impact on Businesses:</p> <ul style="list-style-type: none"> ○ The Mill Road Traders' Association conducted a survey during the 2019 closure, which showed an average drop in revenue of 30% for businesses along Mill Road, especially on the Romsey side. ○ Councillor Shailer claimed he would not support the closure if it harmed businesses, but evidence from the survey contradicts his stance, showing a significant negative economic impact. <p>Legal and Procedural Concerns</p> <p>1. Procedural Irregularities:</p> <ul style="list-style-type: none"> ○ The decision to quash the previous TRO and immediately issue a new one without going through the committee process raises concerns about transparency and proper procedure. ○ This decision was made in a closed meeting, off the record, and without public documentation, which 	<p>this proposal or previous iterations may be complex and voluminous in nature.</p> <p>There has been no procedural irregularities. The statutory TRO process has been adhered to and there has been no evidence of predetermination in this new TRO consultation.</p> <p>There is a possibility of this occurrence however, it is not definitive.</p> <p>Noted.</p> <p>It is important to realise that this was carried out during a time of incredible stress for the country, during a pandemic, at a time when society was shut down and the country's GDP dropped catastrophically. It is not a certainty that businesses will suffer as a result of the proposal, there are many examples where livelihoods thrive in areas with low traffic levels.</p> <p>The Council has been transparent, and the statutory TRO process has been adhered to.</p>
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<p>undermines the legitimacy of the process.</p> <p>2. Predetermination and Bias:</p> <ul style="list-style-type: none"> ○ Statements from Councillors, such as Councillor Baigant’s comment, “If Mill Road is opened then no one will get anything,” and Councillor Beckett’s remark about the “dream” of residential streets during lockdown, suggest a predetermined decision to close the bridge. ○ The prolific anti-car advocacy profile @SniffTheAir predicted that the Council would redraft the TRO to make it challenge-proof, which aligns with the Council’s actions and indicates potential bias. <p>3. Contradictory Information:</p> <ul style="list-style-type: none"> ○ Councillor Shailer has provided conflicting information to residents, claiming there is data to support the TRO but failing to produce it. This lack of transparency and consistency raises questions about the validity of the Council’s claims. ○ The available data, such as the 2019 Mill Road Bridge Closure Sensor Trials Final Report, contradicts Shailer’s assertions about traffic and cycling impacts. <p>4. Environmental Information Regulations 2004:</p> <ul style="list-style-type: none"> ○ Under the Environmental Information Regulations 2004, Part 2, Section 5(2), the Council is obligated to provide requested information within 20 days. The failure to provide data on air quality and traffic impacts violates this regulation. ○ Residents have been prejudiced by the withholding of information, as they cannot make informed objections during the consultation period. <p>5. Potential for Legal Challenge:</p>	<p>Members may make comment on proposed schemes as they see fit or they may choose to speak rhetorically or even hypothetically.</p> <p>The Council is unaware of @snifftheair. Anyone can make a similar prediction.</p> <p>Noted.</p> <p>Noted.</p> <p>There has been no withholding of information to the Council’s knowledge.</p>
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<ul style="list-style-type: none"> ○ The procedural irregularities, lack of supporting data, and contradictory information provide grounds for a legal challenge. ○ The recent success of a previous legal challenge against the TRO suggests that residents may feel empowered to take legal action again. ○ A legal challenge would be costly and debilitating for all parties involved, highlighting the need for the Council to reconsider its approach. <p>6. Impact on Consultation Process:</p> <ul style="list-style-type: none"> ○ The short consultation period and lack of data have prevented residents from giving the proposal the informed consideration it requires. ○ The contradictory information from Councillor Shailer and the Council's failure to provide requested data undermine the credibility of the consultation process. 	<p>The Council is not required to provide supporting data for the introduction of any TRO, complex information has been provided however, there has been no procedural irregularity.</p> <p>Residents have that prerogative to challenge the TRO after the making of any Order.</p> <p>Noted. The Council has considered its approach to be robust, right, and in the interest of the community it serves.</p> <p>The consultation period was extended to 5 weeks over and above the statutory 21 day period. Associated documents have been made available for inspection.</p> <p>This has already been disputed.</p>
<p>Community Group 5 (Objects)</p>	<p>Officer's comments</p>
<p>Unpersuaded that a bus gate is the right option to improve the safety of Mill Road for people walking and cycling, or improving its attractiveness as a destination.</p> <p>TRO will not achieve Statement of Reasons aims, there is a lack of any supporting data, will not facilitate the passage on the road for any class of traffic, will not improve the amenities of the area.</p> <p>No engagement with local community around public realm improvements.</p> <p>Insufficient evidence that large vehicles will be able to turnaround safely at Argyle and Stockwell Stret</p>	<p>Noted. The Council believes this is the right method for achieving those aims. Further measures could be brought in to enhance if there is support and funding is available.</p> <p>The Council is satisfied that the statement of reasons is correct. However, there is always the possibility that some may not be realised.</p> <p>Public realm improvements are a work in progress and further engagement with the community will result when timings allow and options have been studied.</p> <p>Signage measures will prevent this occurrence in the main however it is accepted that larger vehicles may decide to turn in these roads rather than risk a fine.</p>

<p>The Council must commit to improved monitoring of traffic.</p> <p>Alternative suggestions include: Introduction of alternative modal filters A bus gate at Mill Road's western extremity, limiting hours of operation of any bus gate Limiting taxi access through the bus gate</p>	<p>The Council will monitor the scheme's efficacy if the proposal is approved.</p> <p>Noted.</p>
<p>Community Group 6 (Neutral)</p>	<p>Officer's comments</p>
<p>Call for the County Council to conduct impact analysis before making any decision related to the bridge closure.</p> <p>Citing, nuisance and liability, duty of care and negligence to residents</p> <p>Concerns regarding air quality and health, noise and congestion.</p>	<p>All noted. An impact analysis is not required for the introduction of any TRO, however, there is a commitment to further improvements if there is funding and support is available. The effects of the TRO will be monitored if it is approved. The Council believes there will be overall benefits that could be realised .</p> <p>Noted. See above.</p> <p>Noted. See above.</p>
<p>Community Group 7 (Objects)</p>	<p>Officer's comments</p>
<p>Impact on religious practice</p> <p>Indirect discrimination under the Equality Act 2010</p> <p>Broader impact on the Cambridge Community</p> <p>Concerns for emergency services and increased traffic</p> <p>Cultural sensitivity and community relations</p>	<p>There would be a negative impact on members of the community who usually access their place of worship by travelling by private vehicle over the bridge and may be required to undertake a longer journey to do so. These users may be disproportionately impacted by the Bus Gate, as they may not have alternative options of places to worship.</p> <p>As above</p> <p>There will be wider benefits to the community including lower traffic levels and enhanced road safety.</p> <p>The emergency services will be allowed through the Bus Gate; they have been consulted and offered no responses.</p> <p>The Council does not believe there would be a detrimental impact on cultural sensitivities or community relations as a result of this proposal.</p>

<p>Suggestions for alternative measures, including traffic calming, stricter enforcement of traffic regulations, pilot programmes for alternative solutions and dedicated access routes for essential services.</p>	<p>Build outs as a traffic calming measure were introduced previously during the 2020 – 2021 bridge closure; they were seen as obstructing the passage of pedestrians and cyclists and were unpopular as a result. There is already a parking enforcement regime.</p>
<p>Community Group 8 (supports)</p>	<p>Officer's Comments</p>
<p>Community union representing working class, low income people.</p> <p>Support the proposed TRO due to the benefits that will be realised through improved safety, air quality and community cohesion. Improving the accessibility of Mill Road should be seen as a first step.</p>	<p>Noted.</p> <p>Noted.</p>
<p>Organisation 2(supports)</p>	<p>Officer's Comments</p>
<p>Supports the introduction of the bus gate but would like to explore exemptions for NHS staff on non-emergency duties.</p> <p>Mindful of the impacts of other transport related projects, and would seek to ensure that improvements are being carried out in a logical and coordinated way to minimise overall disruption to the network and key workers.</p>	<p>Noted. The Council could commit to explore this issue further.</p>
<p>Community Group 9 (Supports)</p>	<p>Officer's Comments</p>
<p>A network of mothers concerned about climate change.</p> <p>We are in full support of this TRO for a bus gate on Mill Road bridge.</p> <p>The bus gate scheme will provide an overall benefit to the quality of life for the local people of Mill Road and those who work on, and visit Mill Road. It is in line with the transport, health, air quality, planning and environmental policies of local authorities.</p> <p>The scheme is necessary for public safety.</p> <p>The scheme will improve the lives of bus users, improving bus reliability: Stagecoach have had to change their timetables recently because of problems with congestion. The no. 2 service on Mill Road experienced fewer delays during the 2020-21 bus gate trial.</p>	<p>Noted.</p>

<p>Consequently the uptake of users of the bus is likely to improve. Many of our members were frequent bus users when we had children too small to cycle with and personally experienced the frustration of slow bus services on Mill Road.</p> <p>The proposed disability-related exemptions will provide a sensible balance for access to the street, while reducing the current disability-related problems caused by existing traffic.</p> <p>There is no safe level of air pollution; the Greater Cambridge Air Quality Strategy 2024-2029 encourages a focus on reducing exposure wherever possible.</p> <p>Noise pollution has an adverse effect on health, particularly for children. The biggest source of noise pollution in cities is vehicle traffic.</p> <p>The Mill Road bus gate scheme will improve public space on the street, freeing up space for the installation of measures such as wider pavements, increased cycle parking and more greenery.</p> <p>The scheme has been designed well, in collaboration with local councillors and other stakeholders such as disability groups. The 2024 TRO is well-drafted in response to issues raised with the 2022 documents.</p> <p>Restrictions only apply to some through motor traffic. For all vehicles, including residents and visitors, access will be retained 24/7 to Mill Road on both sides of the bridge</p>	
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Neutral

Benefits to businesses	Officer's Comments
<p>If businesses close as a result of the installation of the TRO I would question its benefit however, if businesses support the proposal then I would happily join.</p>	<p>A multitude of variables come into play where the success of businesses are concerned. There are many examples both in the UK and abroad where reduced traffic levels have led to increased footfall and a beneficial effect on businesses.</p>

Safety Improvements	Officer's Comments
The current situation with cars and bikes sharing Mill Road Bridge and Mill Road in general is unsafe. I would like to see notices on the bridge that vehicles are not to overtake and this to be enforced with a camera.	There is potential for a number of improvements that could be made to enhance safety, one of which is the installation of a bus gate, which will thereby remove nearly all cars. Unfortunately, camera enforcement of overtaking offences is very difficult to carry out.
There should be speed bumps or other traffic calming measures.	Traffic calming, in particular, chicanes were trialled during the pandemic; unfortunately they were seen to create conflict points between vehicles and vulnerable users. Speed bumps are not generally recommended on bus routes but other traffic calming could be considered.
Impact on Traffic and Congestion	Officer's comments
Concern that traffic will just be diverted to other areas and cause congestion there, impacting on travel times.	It remains to be seen if this is true however steps must be taken to disincentivise vehicle usage in the city as there are benefits that could be gained, including safer highways and reduced pollution.
Infrastructure Improvements Needed/ Need for balanced approach	Reducing the traffic flow on Mill Road, through the implementation of the Bus Gate, is the starting point for enabling further improvements such as wider footways, rationalised parking and loading bays etc.
Consider a one way system applied to the whole of Mill Road. A dedicated bus/cycle lane.	Noted
Vision for the Future	Officer's comment
Electric Vehicles should be exempt.	While there are advantages to electric vehicles, they would still contribute to congestion and road safety issues.
Alternative solutions to reduce traffic	Officer's comment
Illegal parking and speeding are the main issues.	Whilst speeding enforcement is the responsibility of the Police, parking enforcement is regularly carried out in Mill Road; we are aware that pavement parking is an issue but not all of Mill Road is public highway and some vehicles are in fact parked on private property.
Criticism of the consultation process	Officer's comment
There was never a formal consultation, have a proper consultation and vote.	There have been several consultations on the Mill Road Bus Gate including a full public consultation with focus groups and workshops in Spring 2022.

Support

Support for TRO	Officer's Comments
<p>Mill road is far too congested, to the point of impacting local residents, shoppers, and people using the street on bikes, and feel this proposal would go a long way to helping the current issues with Mill Road.</p> <p>Excitement around the proposed closure and the future of Mill Road</p> <p>Support and an expression of frustration around the length of time it has taken to carry out the work required</p>	<p>All noted.</p> <p>By removing traffic, it is believed that a great deal of progress can be made making Mill Road, safer, and more attractive to travel, do business and live life.</p> <p>Unfortunately, it does take time for some traffic management schemes to come to fruition. In this instance, the authority has taken necessary steps to ensure that voices are heard and that the correct legal process is followed throughout.</p>
Support for traffic reduction	Officer's Comments
<p>This is a great incentive to get on bikes or use public transport</p> <p>Its not suitable for general traffic, the pavements are narrow.</p> <p>Reducing traffic will improve safety for children and all that use Mill Road, including cyclists and pedestrians</p> <p>The level of traffic is not suitable for the highway</p> <p>Traffic density need to be reduced to prevent accidents and reduce pollution to make the street a more vibrant and active space</p>	<p>These are two of the goals of this project.</p> <p>Noted. The modal filter is a first step towards what could be further public realm improvements.</p> <p>Noted. The overall reduction in traffic could provide safety benefits.</p> <p>Mill Road can be highly congested at times. A modal filter could reduce that locally.</p> <p>Noted.</p>

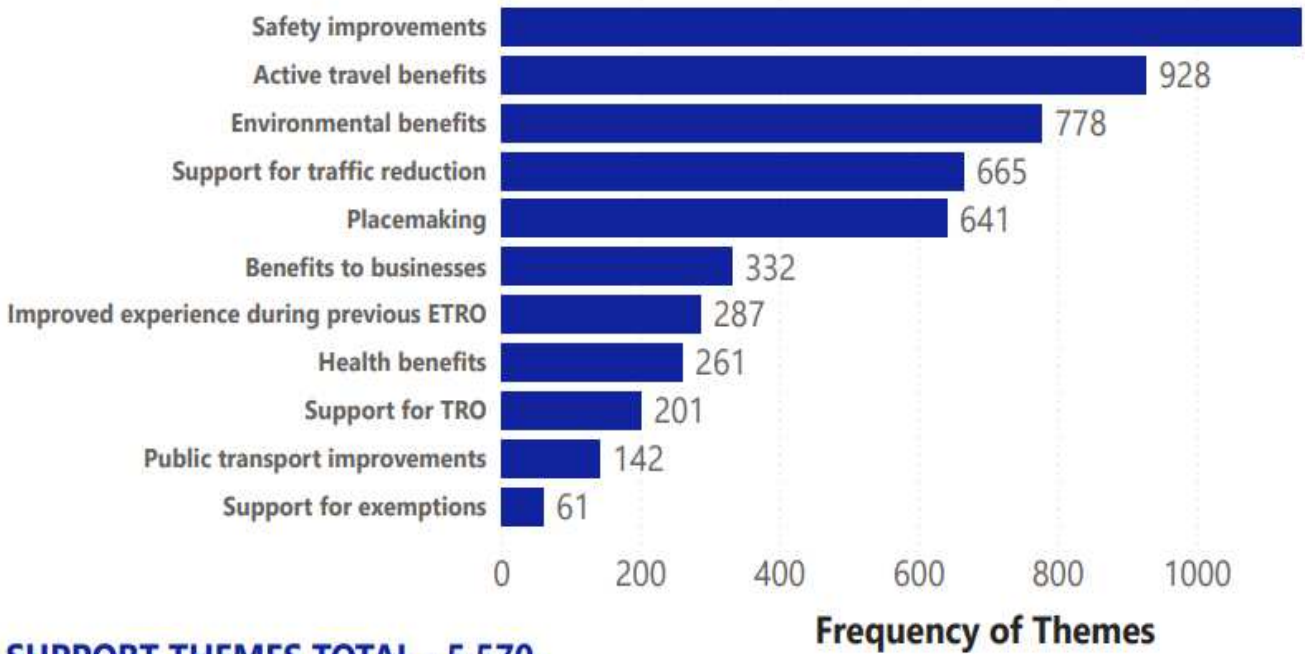
Support for exemptions	Officer's Comments
<p>I would support a affordable congestion charge that takes into account permits for individual households and business needs</p> <p>Needs to be exemptions for disabled/elderly</p>	<p>A city congestion charge was mooted by the GCP, this was rejected by residents. An exemption permit system for the ward whilst possible defeats the objective of traffic reduction as it would allow a significant number of vehicles through the area.</p> <p>Blue badge holders will be able to register up to two vehicles.</p>
Benefits to businesses	Officer's Comments
<p>Less traffic, noise and pollution will be better for local businesses</p> <p>It will increase footfall in the area, which subsequently will increase personal spend in shops and businesses</p>	<p>It is believed that these benefits not only will impact local business in the area, making Mill Road a much more pleasant, inviting place in which to do business.</p> <p>There are plenty of examples, both nationally and internationally where areas thrive because of removing through traffic.</p>
Safety improvements	Officer's Comments
<p>Mill Road consistently features in the top ten of most dangerous streets, it is an accident blackspot</p> <p>The proposal will make Mill Road safer by reducing traffic</p> <p>Difficult and unpleasant to cycle or walk on</p>	<p>The modal filter could reduce overall traffic in the area providing it with safety benefits.</p> <p>Noted.</p> <p>Noted.</p>
Public transport improvements	Officer's Comments
<p>It will encourage the use of public transport</p> <p>It will improve bus service punctuality</p>	<p>The modal filter could improve bus punctuality and make public transport more attractive by removing some of the congestion in the area.</p>

Environmental benefits	Officer's Comments
<p>A closure on Mill Road will only be beneficial if other aspects are tackled, including inconsiderate parking and congestion.</p> <p>The bus gate aligns with local authorities' environmental priorities</p> <p>It will reduce pollution in the area</p>	<p>The modal filter could be a first step towards improving the overall environment of the area and the city at large.</p> <p>Noted.</p> <p>Noted.</p>
Health benefits	Officer's Comments
<p>Reducing traffic will help improve health in the area, exposing them to less particulate matter and encouraging active travel</p>	<p>It is hoped this could be another benefit of having the modal filter installed.</p>
Placemaking	Officer's Comments
<p>Mill Road has such potential if it was more pedestrian friendly, the modal filter will remove traffic which will be a good first step towards realising this</p> <p>Support the closure to make it a 'living street where people can mingle safely and carry out their business in a car free environment</p>	<p>Noted.</p>
Improved experience during previous TRO	Officer's Comments
<p>During Covid travel was made easier allowing improved access to Mill Road's amenities</p> <p>The previous experimental traffic restriction made Mill Road a much more inviting and pleasant place to be</p>	<p>This was one of many reasons identified because of the experimental TRO that made travel easier.</p> <p>It was noted that due to the reduced traffic the feel of the area was improved.</p>

<p>Cycling along the road when the restrictions were put in place during Covid felt considerably safer</p>	<p>This was a result of less traffic, and additional temporary traffic calming measures.</p>
<p>Active travel benefits</p>	<p>Officer's Comments</p>
<p>I use this route everyday as a cyclist, I understand the scheme could be beneficial for active travel but I am concerned that it will increase congestion elsewhere.</p> <p>The current arrangement discourages active travel</p> <p>Removing traffic will make Mill Road easier and safer to walk or cycle down.</p>	<p>The modal filter will be beneficial for active travel, it is possible that congestion could increase in other streets however, from previous experience it may not be the case.</p> <p>Noted. The modal filter will make the area more appealing for active travel by reducing traffic and making the area safer.</p> <p>Noted.</p>

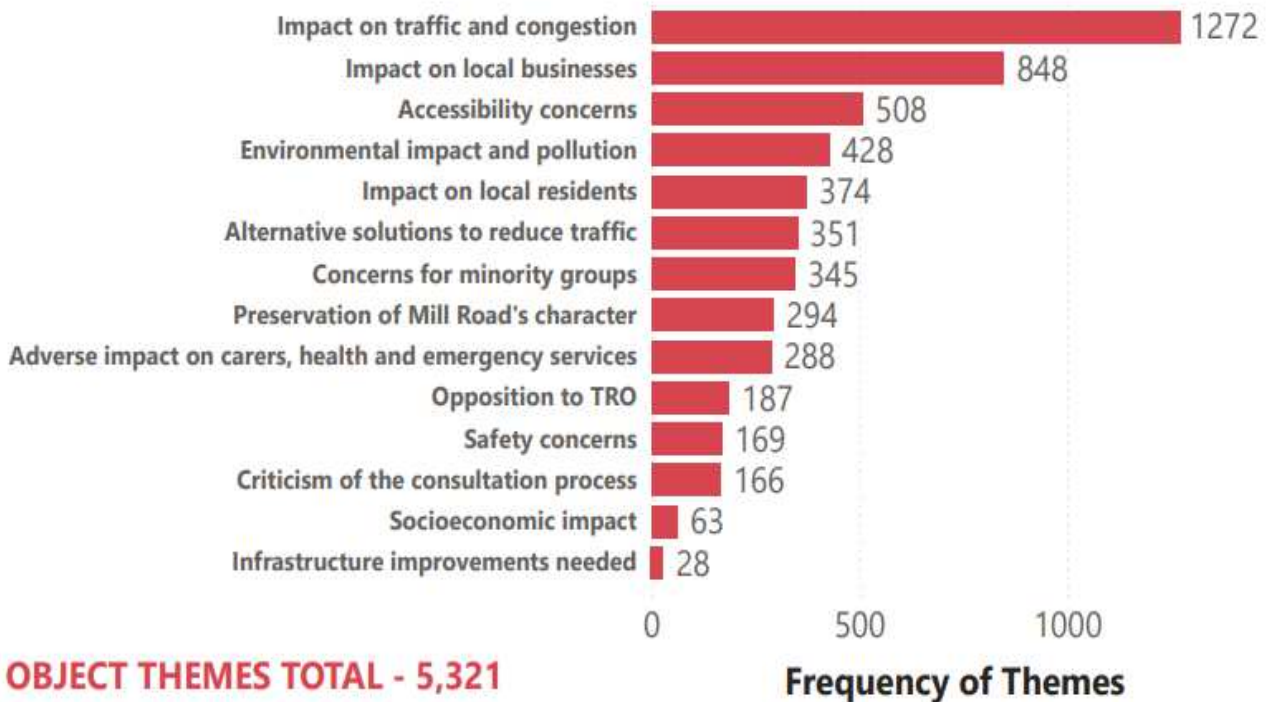
Support Themes

11 Support Themes



Object Themes

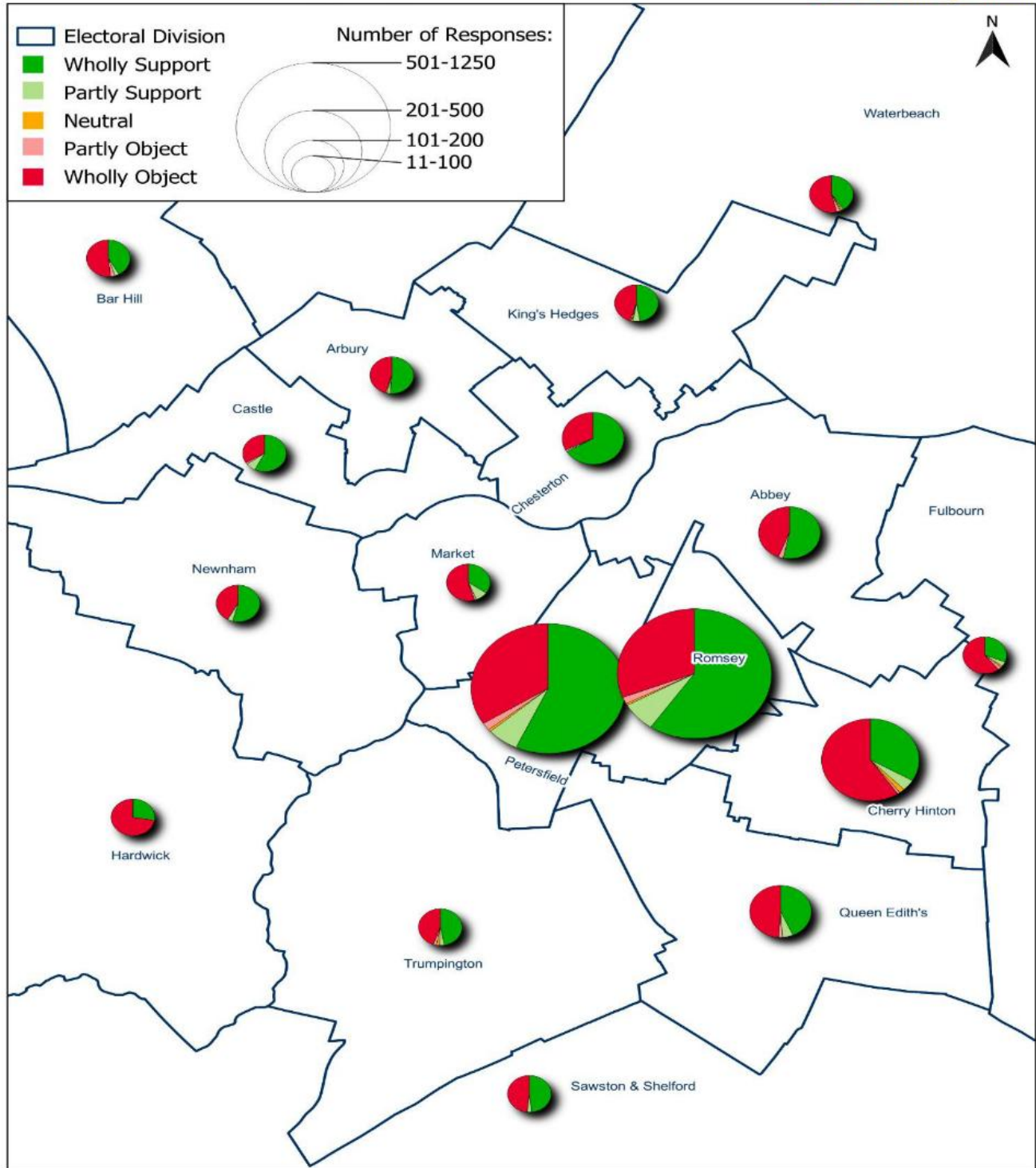
14 Object Themes



The consultation responses total 4072 individual responses. These responses were categorised into themes so as to understand the questions/issues and subject matters raised by the public. Some responses focused on one theme and others covered a number of themes, this means the number of themes is higher than the number of responses. How frequently a theme was mentioned is illustrated in the graph (frequency of themes). Themes have been split into those that support the TRO, those that object to the TRO and those that are general to both. From the graph we can see that the majority of people who were supportive to the TRO mentioned safety concerns in their response (1,274 out of 2155 responses, 59%). We can also see that the majority of people who object to the TRO mentioned impact on traffic and congestion on other roads in their response (1,272 out of 1894 responses, 67%).

Additional Themes	Frequency
Vision for the Future (Mill Rd)	195
Remove taxis from filter	100
Suggestions and alternatives to capture further interventions (not Mill Rd)	57
No rationale given	49
Need for balanced approach	38
Urgency for implementation	13
Total	452

Mill Road Bus Gate TRO Support by Electoral Division (Cambridge)



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Appendix 4: Equality Impact Assessment

Directorate: Highways and Transport

Service: Project Delivery

Team PD – General

Proposal being assessed: **Mill Road permanent TRO scheme**

Key service delivery objectives and outcomes:

Active travel, including walking and cycling, is a priority and local transport objective in Cambridgeshire. All transport infrastructure requirements and schemes are recorded in the Cambridgeshire Transport Proposals Database. Schemes are prioritised and funding sought as opportunities arise. Cambridgeshire and Peterborough Combined Authority (CPCA) is the local transport authority for Cambridgeshire. Active and sustainable travel are amongst the objectives as detailed in the draft CPCA Local Transport and Connectivity Plan.

“Employment - Connect all new and existing communities sustainably so all residents can easily access a good job within 30 minutes by public transport, spreading the region’s prosperity

Resilience - Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability

Accessibility - Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all Health & Wellbeing - Provide ‘healthy streets’ and high-quality public realm that puts people first and promotes active lifestyles

Climate Change - Reduce emissions to as close to zero as possible to minimise the impact of transport and travel on climate change

Funding and delivery of an accessible, resilient, sustainable and safe local transport network”.

What is the proposal:

In May 2020, following the outbreak of the Covid 19 pandemic, the Government made £250M Emergency Active Travel Fund monies available for pop-up cycle lanes, wider pavements and cycle and bus corridors to enable social distancing and encourage people to choose to walk or cycle than drive.

The CPCA asked Cambridgeshire County Council (CCC) and Peterborough City Council (PCC) to develop proposals for experimental active travel schemes; one of the proposed schemes included measures to address issues on Mill Road, Cambridge – narrow pavements in an area with high footfall to shops, restaurants and businesses and a high volume of motor and cycle traffic sharing a carriageway of restricted width. Mill Road suffers from high levels of through traffic, which combined with local traffic and the high number of pedestrians and cyclists, causes

significant congestion, particularly at peak times, and an unpleasant environment. Air pollution and a poor road safety record are directly related to these issues.

After discussions with local councillors, it was agreed that a Bus Gate on Mill Road bridge would allow for the removal of through traffic and create additional space for social distancing. A series of temporary build-outs was also installed along Mill Road to encourage social distancing and slower traffic speeds.

An Experimental Traffic Order (ETO) restricting vehicular traffic over the railway bridge, except for buses, emergency vehicles, cyclists and pedestrians came into force on 24 June 2020. [In principle an ETO can run for a limited period of up to 18 months with formal objections to be made in writing in the first 6 months after it comes into force.] A public survey on the Bus Gate was also undertaken during the objection period.

Feedback from the first 6 months, together with the public survey, showed a mixed response from the public with a balanced view from those supporting or opposing making the ETO permanent. Recurring themes included: the transport and environmental benefits for many users, especially non-motorised users, the negative impact on businesses due to reduced passing trade, displaced traffic on residential roads and the need to use longer routes impacting negatively on people of low income and taxi users. The need for blue badge holders and taxis to be exempt from the traffic restrictions was raised at this stage. Analysis of the public survey suggested that a number of duplicate responses may have been submitted which may have influenced the number of responses supporting or opposing the Bus Gate scheme.

On 27 July 2021 the Highways and Transport Committee resolved to remove the Bus Gate restriction and undertake a full review and consultation on the options and use of Mill Road; in November 2021 the Committee asked the Greater Cambridge Partnership (GCP) to undertake the work to review and consult on options for Mill Road within the context of its City Access proposals.

The GCP review of Mill Road was carried out in Spring 2022 and included focus group meetings and workshops with key stakeholders and a public consultation between 7 February and 21 March. 1,986 responses were received in total, with clear support (72%) for the re-instatement of the Mill Road Bus Gate but with important caveats such as allowing exemptions for disabled people and taxis. 83% of respondents also supported improvements to the public realm, walking, cycling and local parking along Mill Road.

On 12 July 2022 a report on the GCP review was considered by the Committee who agreed to progress with the next steps to enable the implementation of the Bus Gate. A statutory consultation on making a TRO permanent, with exemptions including disabled people and taxis, would be required. The Committee also resolved to work with the CPCA and GCP on a public realm scheme, to work with GCP on the Network Hierarchy Review and to monitor and review traffic levels should the modal filter be reintroduced.

A statutory consultation on a proposed TRO to close Mill Road bridge to all vehicles, except buses, bicycles, emergency services, taxis, and blue badge holders (who may apply to register up to two vehicles on the Permitted Vehicles List for the Mill Road bus gate) was held between 9 August and 13 September 2024.

A report will be presented at a special Highways and Transport Committee meeting on Friday 4 October and a decision made on whether or not to approve the TRO.

This scheme-specific Equality Impact Assessment (EqIA) focuses on the impact the scheme would have if approved.

What information did you use to assess who would be affected by this proposal?:

The proposal had been assessed against how it fits with government guidance, direct transport benefits and impacts on the wider network, and the capability to deliver them quickly. An initial EqIA for the 2020-21 ETO Bus Gate was produced considering the impact on protected characteristics. The 2020-21 Bus Gate was in place for just over a year so a detailed consideration of protected characteristics has been able to be made to assist with a decision on the proposed TRO scheme.

Analysis of the GCP consultation results and meetings with disability groups also provided useful feedback.

The following reports informed the consideration of protected characteristics. This list is not exhaustive:

Air Quality Monitoring, Mill Road, Cambridge, 2021 – Anne-Marie Hindley, Cambridge City Council

2024 Air Quality Annual Status Report (ASR) - Cambridge City Council

Evaluation of Low Traffic Neighbourhood (LTN) impacts on NO2 and traffic, 2022 - Xiuleng Yang, Emma McCoy, Katherine Hough, Audrey de Nazelle

The Impact of Introducing a Low Traffic Neighbourhood on Street Crime, in Waltham Forest, London, 2021 - Anna Goodman, Faculty of Epidemiology and Population Health, London School of Hygiene and Tropical Medicine and Rachel Aldred, Active Travel Academy, University of Westminster

Changes in Motor Traffic inside London's LTNs and on Boundary Roads, 2023 – Asa Thomas & Rachel Aldred, Active Travel Academy, University of Westminster

Invisible cyclists? Disabled people and cycle planning – A case study of London, 2018 – Neil Andrews, Isabelle Clements & Rachel Aldred

Are there any gaps in the information you used to assess who would be affected by this proposal?:

The County Council is satisfied that the evidence available is adequate and sufficient to enable it to form relevant judgements for the purposes of assessing the impact of the proposals upon the equality objectives in accordance with its public duty under section 149 of the Equality Act.

Does the proposal cover:

All service users/customers/service provision countywide

Which particular employee groups/service user groups will be affected by this proposal?:

The Mill Road community: the restriction on through access over the Mill Road bridge would have impacts on most people who live, work or access facilities on Mill Road as they would no

longer be able to travel over the railway bridge in a motorised vehicle except by bus, taxi or in a registered exempt vehicle. They would therefore need to find an alternative route by car or choose to walk or cycle if they are able to do so.

The council has considered those users with protected characteristics. Exemptions would be in place, including for blue badge holders who would be able to register up to two vehicles which may be either their own vehicle or a vehicle belonging to a carer. It should be noted that one in four disabled people in Cambridge cycle to work.

There would be a negative impact on members of the community who usually access their place of worship by travelling by private vehicle over the bridge and may be required to undertake a longer journey to do so. These users may be disproportionately impacted by the Bus Gate, as they may not have alternative options of places to worship so may have to drive additional mileage.

Those who are able could walk or cycle as an alternative; those who have impaired mobility but are not blue badge holders may be impacted to some extent by the scheme but again no more so than other members of the public.

Many pregnant women would be able to walk but there may be an impact on those who are pregnant and rely on travelling by car, especially in the later stages of pregnancy; the impact would be no greater than on other members of the public and travel by bus/taxi may be a viable alternative.

Other than the above, it is not considered that the Bus Gate would disproportionately impact other individuals with a protected characteristic as they would experience the same level of inconvenience as other users, who may undertake a longer drive to avoid the Bus Gate, or travel via alternative modes.

There is public parking on either side of the railway bridge (in Gwydir Street and Great Eastern Street). Blue badge holders will be able to seek an exemption by applying to register vehicles which would be allowed to travel over the bridge. The Order will therefore have a neutral impact on people with a disability who are a blue badge holder. Blue badge holders are still able to park on yellow lines, providing that it is not during the hours of operation of a prohibition on loading/unloading, thus enabling closer access to their destination.

Feedback from the earlier 2020-2021 Bus Gate suggested that the reduction in vehicular traffic had a positive impact on those using mobility aids due to reduced pavement parking. The additional needs of the disabled have been considered in the design of the proposed bus gate.

New disabled parking bays may form part of a future public realm scheme in the area. It was noted that the temporary build-outs of the earlier Bus Gate along Mill Road reduced the opportunity for blue badge holders to park closer to some of their destinations and there was, therefore, a negative impact to blue badge holders with regards to the build-out design. This information has informed the design of the new Bus Gate and will be useful when designing the public realm scheme.

Taxis or private hire vehicles (PHV) would be exempt so access over the bridge will remain as existing and will therefore have a neutral financial impact on all residents, including the disabled and/or elderly, who rely on taxis or PHVs as a mode of transport. Any users who previously drove but now choose to travel by Taxi or PHV would incur a new costs, through it is considered that there are a range of alternative options including Active Travel and public transport.

The Bus Gate scheme would support the use of sustainable transport methods such as walking, cycling and buses by creating a more reliable bus route. This would have a positive impact on people who perhaps cannot afford to own a private car (or choose not to) but are able to use alternative modes of travel. Feedback from the bus operator indicated reduced delays and improved reliability of journey times along the corridor during the earlier Bus Gate scheme due to the reduction in congestion. This should make bus services more attractive. Sustainable modes of travel align with the CPCA and CCC Net Zero and healthy lifestyles strategic objectives.

Access on Mill Road would only be restricted at the railway bridge; all vehicular traffic would have access up to each end of the bridge. Signage would be in place to notify road users of the restrictions and that all businesses remain open. The increase in journey times to access businesses or properties on or near to Mill Road would impact visitors, employees and delivery vehicles who would no longer be able to travel over the bridge.

The improved safety for pedestrians and cyclists would have a positive impact on residents and visitors to Mill Road of all demographics who choose to walk or cycle on the road. Feedback from the earlier Bus Gate scheme noted that the reduction in motorised traffic and pavement parking allowed safer, more accessible travel for young and older pedestrians and cyclists or families using these modes of transport. It therefore had a positive impact on younger people and families, as well as the wider community who chose to walk and cycle more. Under the new scheme the reduction in traffic may lead in the longer term to improved air quality and reduced noise pollution which would have a positive impact on those accessing businesses, facilities and places of worship on Mill Road.

Some feedback from the earlier Bus Gate period made reference to a perceived reduction in personal safety along Mill Road at night due to lower traffic levels, and in particular the impact on lone women at night who may choose to walk instead of paying for a longer taxi journey. With taxis being allowed through the proposed Bus Gate, this may reduce some of the fears associated with personal safety.

The wider community: the restriction on through access over the Mill Road bridge could impact on the wider community. The restriction of through traffic over the railway bridge would impact on road users who previously used Mill Road to access Cambridge city centre – the proposed Bus Gate would mean they may experience longer journey times using alternative routes. However, there would be no significant disproportionate impact, or unfair disadvantage, on people with protected characteristics. Residents of surrounding roads may be impacted by the traffic displaced by the restrictions on Mill Road. There are a number of arterial roads, such as Coldhams Lane, Newmarket Road and Hills Road that would be used as alternative routes, as well as some side streets off Mill Road. These roads may experience increased traffic levels and the negative impacts this causes, such as increased noise and air pollution and a more unpleasant walking or cycling environment. The increased traffic on alternative routes may have some impact on people with protected characteristics, for example those with respiratory problems or reduced mobility. But it should be noted that Cambridge City Council's monitoring of the full bridge closure in 2019 revealed "*there was no discernable corresponding change in air pollutant concentrations*" on the diversion routes. Cambridge City Council's *2024 Air Quality Annual Status Report (ASR)* stated that monitored levels of NO₂ have remained well below pre-COVID levels in both 2022 and 2023. AQ monitors on Mill Road and Tenison Road show the levels have been reducing year-on-year and are well below the objective levels:

	2019	2020	2021	2022	2023
Mill Road	21	16	15	18	18
Tenison Road	20	15	14	17	15

Overview: the Mill Road Bus Gate proposal intends to reduce inequality by promoting public health by enabling safe and sustainable journeys and reducing the harmful impacts of motor traffic. The scheme has the potential to provide a green legacy in respect to increasing active travel.

Does the proposal relate to the equality objectives set by the Council's Single Equality Strategy?:

Yes

Will people with particular protected characteristics or people experiencing socio-economic inequalities be over/under represented in affected groups:

Roughly in line with the population

Does the proposal relate to services that have been identified as being important to people with particular protected characteristics/who are experiencing socio-economic inequalities?:

No

Does the proposal relate to an area with known inequalities?:

No

What is the significance of the impact on affected persons?:

People with protected characteristics will be able to travel through the Bus Gate on foot, by bicycle, by bus, by taxi/PHV and, if they are Blue Badge holders, by registering vehicles on the Council's Permitted Vehicles list such that they are exempt from the Bus Gate restrictions. The intention is that all Blue Badge holders will be eligible to register two vehicles (noting that decisions will be taken on a case by case basis and that the Council will have a discretion to grant exemptions for more or less than two vehicles). The ability to seek an exemption would not be limited to only those living in the local area because it is felt this could be discriminatory to those who live outside the local area who regularly travel to work, or use the amenities, on Mill Road.

Equally taxis/PHVs would not be restricted to only those with a Cambridge City Council licence because this may negatively impact on taxi/PHV users who start or end their journey to Mill Road from outside the city.

Category of the work being planned:

Project

Is it foreseeable that people from any protected characteristic group(s) or people experiencing socio-economic inequalities will be impacted by the implementation of this proposal (including during the change management process)?:

Yes

Please select:

Age, Disability, Pregnancy and maternity, Socio-economic inequalities

Research, data and /or statistical evidence:

Government traffic management guidance in response to COVID-19 Government guidance on reallocating road space National Travel Survey and Cambridgeshire traffic monitoring report

Legislation relating to Traffic Regulation Order and the application of public sector equality duties.

Consultation evidence:

The GCP undertook an extensive public consultation in Spring 2022 with focus groups and workshops. An analysis report of the consultation results was appended to the Highways & Transport Committee report for the 12 July 2022 meeting.

A statutory consultation was carried out (9 August to 13 September 2024) in accordance with regulation 6 of the 1996 Regulations, and specifically that the groups identified in item 7 of regulation 6 were consulted, including such other organisations representing persons likely to be affected by any provision in the order as the order making authority thought it appropriate to consult.

Based on all the evidence you have reviewed/gathered, what positive impacts are anticipated from this proposal?:

Reduced volume of traffic and improved space for cycling would encourage more people to cycle along Mill Road, including young people travelling to school, families and wider demographics taking up cycling instead of using a private car.

Reduced volume of traffic would create a safer and more pleasant environment for pedestrians to walk along Mill Road and spend more time there.

Reduced congestion on Mill Road would create an improved bus corridor and result in fewer delays to bus services. More reliable bus routes would make travelling by bus a more attractive form of travel and positively impact users who are unable to travel by private car.

Reduced volume of traffic and congestion would improve road safety and provide a more pleasant environment to spend time in.

Based on consultation evidence or similar, what negative impacts are anticipated from this proposal?:

The equality objectives under section 149 of the Equality Act 2010 are:

(1) To eliminate discrimination, harassment, victimisation and any other conduct prohibited by that Act,

(2) To advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it.

(3) To foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

There may be an increase in journey time for those travelling by motor vehicle who would usually travel over Mill Road bridge to access services on or around Mill Road, or who use it as a through route – this could include community nurses, agency care workers and informal carers as well as older road users who do not have a Blue Badge. Whilst there is a risk of some adverse impact upon the above objectives, that impact is very minor and proportionate to the benefits of the scheme.

There may be increased congestion and air pollution on alternative routes which may have some adverse impacts some individuals with the protected characteristics. The Council would continue to monitor.

Perception of reduced personal safety of pedestrians, with lower traffic levels, in particular at night-time. Again, this may impact upon the above equality objectives, but is very minor and proportionate to the benefits of the scheme.

How will the process of change be managed?:

If the TRO scheme is approved, comms will be undertaken to ensure the public are aware of the changes and of the registration system for exempted vehicles. Engagement with Disability groups will be of particular importance to ensure the Bus Gate and exemptions registration process is fully understood. Engagement with local businesses, community groups, faith groups etc on the forthcoming public realm improvements may also allow further opportunities to provide information about the TRO scheme.

A decision will be made by members of the Highways and Transport committee on 4 October 2024.

How will the impacts during the change process be monitored and improvements made (where required)?:

The earlier Bus Gate was in place for over a year (June 2020 to August 2021) if the TRO is approved and a Bus Gate reintroduced, those affected by the changes who were present between June 2020 and August 2021 may be able to draw on their knowledge of the previous scheme to adapt once more to traffic restrictions on the bridge. People who are new to the area will not have that experience, however, so engagement with the local community, faith groups and GP surgeries is required. For people who feel they were significantly negatively affected by the previous scheme, permanent traffic restrictions may cause them stress or distress. For those who benefitted from the previous scheme, the reintroduction of traffic restrictions should be a positive change.

Equality Impact Assessment Action Plan:

Details of negative impact (e.g. worse treatment/outcomes)	Groups affected	Severity of impact	Action to mitigate impact with reasons/evidence to support this or justification for retaining negative impact	Who by	When by
If the alternative routes require longer journeys, there may be a financial impact on people who rely on motor vehicles as a form of travel	Age, Disability, Pregnancy and maternity, Socio-economic inequalities	Low	Mitigation is required through the ability to apply for exemption on a case by case basis. Opening up the bridge to additional general categories of people would undermine the aims of the scheme. It would be very difficult to provide or administer a system that would allow some specified categories of vulnerable or low income people to travel over the bridge but not others. There are also insufficient resources to run such a registration system	Highways & Transport Committee	25.04.2025
Community nurses, agency care workers and informal carers (family, friends, neighbours) would in some instances have longer journeys	Age, Disability, Socio-economic inequalities	Low	Work with NHS, care agencies and local community to ensure they are aware of the changes and where possible can adapt/change rounds. Provide for exemptions on a case by case basis where appropriate.	Project Team	25.04.2025
Increased traffic flows and congestion on side roads/alternative routes	Disability, Socio-economic inequalities	Low	Traffic and air quality monitoring; interventions if required	Project Team, Executive Director, C/VC	19.12.2025

Impact of reduced traffic flow on perception of personal safety along Mill Road, particularly at night	Age, Disability, Gender Reassignment, Pregnancy and maternity, Religion or belief (including no belief), Sexual orientation, Race	Low	Monitor activity levels – the new Bus Gate should increase footfall in the area at night. Taxis/PHVs would be exempt from the traffic restrictions unlike previously. Work with schools, colleges, local community and faith groups on the public realm improvements so the views of the affected groups can feed into the design of any future measures.	Project Team	19.12.2025
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