

Traffic regulation order objections associated with the Cambridgeshire County Council (King's Parade, Cambridge) (Traffic Management) Order

To: Highways and Transport Committee

Meeting Date: 22 June 2021

From: Steve Cox, Executive Director - Place & Economy Directorate

Electoral division(s): Market

Key decision: No

Forward Plan ref: N/A

Outcome: To determine objections received in response to the publication of Cambridgeshire County Council (King's Parade, Cambridge) (Traffic Management) Order

Recommendation: The Committee is recommended to:

- a) Determine objections lodged during the formal consultation period
- b) Implement the permanent scheme as originally published; and
- c) Inform the objectors accordingly

Officer contact:

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Member contacts:

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1. Background

- 1.1 In 2018, Cambridge City Council received advice from the Counter Terrorism Policing personnel within the Eastern Region Special Operations Unit (ERSOU) raising concerns about the potential for a vehicle-based attack in the very busy King's Parade, fronting King's College (Appendix 1). City visitor numbers had risen sharply over a short period from 5 million to 8 million people each year, and this street is also busy year-round with the activities of Cambridge University, local colleges and townsfolk going about their daily business. Whilst there was no specific threat identified to Cambridge, the national level of alert was classified as Severe (meaning that an attack is highly likely), and the advice took in to account learning from the then recent attacks in crowded spaces both in this country and abroad (particularly in London, and Nice).
- 1.2 Access along King's Parade by motor vehicles has been restricted by Traffic Regulation Orders establishing both a Pedestrian Zone, and a Restricted Parking Zone, for many years. These permitted use of on street blue-badge and loading bays, access to private property (including King's College), and for taxis and cyclists (heavily used by both). However, lacking the more physical controls in place elsewhere across the city-centre, the restrictions were widely ignored by many. This resulted in a great deal more traffic in the street than intended and conflict between vehicles, pedestrians, and cyclists.
- 1.3 It was this comparative ease of access by motor traffic, along with large numbers of people in King's Parade that gave cause for security concerns. The specialist advice received followed detailed site visits involving officers from the ERSOU, local policing, City Council, and Cambridgeshire County Highways services, who offered recommendations on how security and public safety might be improved.
- 1.4 Through 2018 and 2019 City Council officers worked with Counter Terrorism Policing personnel in ERSOU, County Council Highways and Greater Cambridge Partnership colleagues to review the concerns raised and recommendations made and identify possible mitigating interventions.
- 1.5 The outcome of this work was a proposal for short-term use of National Barrier Asset type security barrier equipment at either end of King's Parade, similar to that used in other busy UK city-centres including London, Windsor and Edinburgh, to support existing street furniture, and respond to the urgent need identified.
- 1.6 In order to accommodate deliveries to and from local premises a time limited restriction was proposed to cover the period when the street was busiest between 9:30am to 7pm each day, based upon a detailed analysis of footfall numbers in the area during 2018 and 2019. These hours of operation were to be enforced via daily closing and opening of the barrier's swing-arm gate.

2. Main Issues

- 2.1 The existing Temporary Traffic Regulation Order cannot be extended beyond 13th July 2021 and therefore needs replacing with a permanent equivalent to provide continued protection to the many thousands of people who use King's Parade throughout the year, particularly considering the UK's national terror threat level. The Chief Constable outlines that the restrictions can be applied at the County /City Council's discretion, depending on the risk and in consultation with the police. A copy of the Chief Constable's recommendation for a permanent order is attached (Appendix 2).

- 2.2 Whilst the method of closure does not form part of the statutory process for making the permanent order, a replacement for the temporary barrier, that enhances the streetscape, while providing the adequate level of security required, will be sought by Cambridge City Council.
- 2.3 The Traffic Regulation Order (TRO) procedure is a statutory consultation process that requires the Highway Authority to advertise, in the local press and on-street, a public notice stating the proposal and the reasons for it. The advert invites the public to formally support or object to the proposals in writing within a twenty-one-day notice period.
- 2.4 The TRO was advertised in the Cambridge News on the 25th February 2021. The statutory consultation period ran from the 25th February to the 18th March 2021.
- 2.5 The statutory consultation resulted in 6 objections and one note of support, which have been summarised in the table (Appendix 3) together with officer responses to the objections.

3. Alignment with corporate priorities

3.1 Communities at the heart of everything we do

The following bullet point sets out details of implications identified by officers:

- Managed traffic access to city centre areas, including pedestrian priority, has been shown to enhance their vitality and local economy over the medium to longer term, benefiting residents, businesses and visitors.

3.2 A good quality of life for everyone

The following bullet point sets out details of implications identified by officers:

- Annual visitor numbers to Cambridge are increasing rapidly, bringing significant economic and cultural benefit to the city and surrounding area. The approach proposed aims to maintain safety and quality of life for both residents and visitors to this area of the city, whilst mitigating potential difficulties so far as reasonably practicable.

3.3 Helping our children learn, develop and live life to the full

There are no significant implications for this priority.

3.4 Cambridgeshire: a well-connected, safe, clean, green environment

The following bullet point sets out details of implications identified by officers:

- Fewer traffic movements in King's Parade will have benefits in terms of carbon emissions

3.5 Protecting and caring for those who need us

The following bullet point sets out details of implications identified by officers:

- Managed access seeks to balance the needs of tourism, and conservation, with local access and movement; particularly for pedestrians, cyclists, and access for local colleges and businesses whilst maintain public safety and health within the area affected.

4. Significant Implications

4.1 Resource Implications

The necessary staff resources and funding have been secured through the Privately Funded Highway Improvement process.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications for this priority.

4.3 Statutory, Legal and Risk Implications

There are no significant implications for this priority.

4.4 Equality and Diversity Implications

The proposed scheme meets current legislative requirements and, so far as reasonably practicable, continues to make provision for particular needs; including blue badge holders. Where such needs were displaced during the course of the temporary controls alternative provision was provided and will continue if the scheme is made permanent.

4.5 Engagement and Communications Implications

The statutory consultees have been engaged including the County and District Councillors, the Police and the Emergency Services. The Police support the proposal, no comments were received from the other emergency services.

Notices were placed in the local press and were also displayed on site. The proposal was made available for viewing online at <http://bit.ly/cambridgeshiretro>

4.6 Localism and Local Member Involvement

The County Councillor Nicola Harrison and District Councillors Tim Bick, Anthony Martinelli, Katie Porrer and Gerri Bird were consulted.

4.7 Public Health Implications

The proposed scheme is intended to maintain public safety and health within the area affected, whilst still maintaining access to essential services.

4.8 Environment and Climate Change Implications on Priority Areas (See further guidance in Appendix 2):

4.8.1 Implication 1: Energy efficient, low carbon buildings.

Neutral

Explanation:

4.8.2 Implication 2: Low carbon transport.

neutral

Explanation:

4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.

neutral

Explanation:

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.

neutral

Explanation:

4.8.5 Implication 5: Water use, availability and management:

neutral

Explanation:

4.8.6 Implication 6: Air Pollution.

Positive

Explanation: This scheme removes vehicular traffic from the area between 0930 and 1700

4.8.7 Implication 7: Resilience of our services and infrastructure and supporting vulnerable people to cope with climate change.

neutral

Explanation:

Have the resource implications been cleared by Finance? Yes

Name of Financial Officer: David Parcell

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement? Yes

Name of Officer: Henry Swan

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes

Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?

Yes

Name of Officer: Elsa Evans

Have any engagement and communication implications been cleared by Communications?

Yes

Name of Officer: Katy Rogerson

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes

Name of Officer: Richard Lumley

Have any Public Health implications been cleared by Public Health?

Yes

Name of Officer: Iain Green

If a Key decision, have any Environment and Climate Change implications been cleared by the Climate Change Officer?

Not a key decision

Name of Officer:

5. Source documents guidance

5.1 Source documents

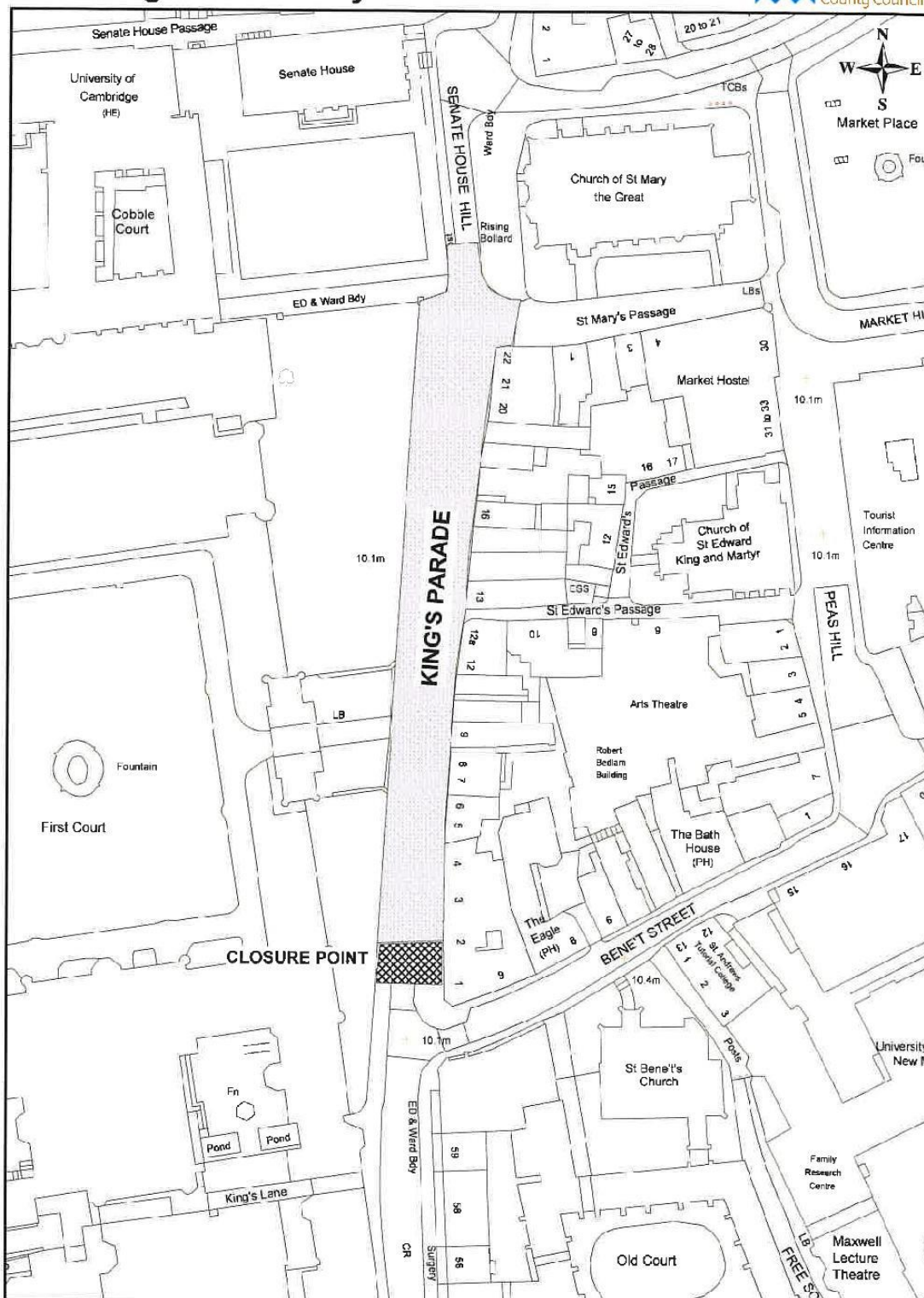
Consultation responses
Draft Traffic Regulation Order
Letters of Objection

5.2 Location

Email: Sharon.Piper@cambridgeshire.gov.uk

Appendix 1 Location of restrictions on King's Parade, Cambridge

Cambridgeshire County Council



Scale (at A4): 1:1000

Centred at: 544816,258363

Date:03/05/2019

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Appendix 2 Letter of recommendation from Chief Constable

Nick Dean
Chief Constable



27 January 2021

Mr Richard Lumley
Assistant Director for Highways
Cambridgeshire County Council
Shire Hall
Castle Hill
Cambridge
CB3 0AP

Dear Richard

RECOMMENDATION FOR A PERMANENT ANTI-TERRORISM TRAFFIC REGULATION ORDER AT KING'S PARADE, CAMBRIDGE CITY CENTRE

On 23 October 2019 I wrote to [REDACTED] at Cambridge City Council to recommend the implementation of a temporary Anti-Terrorism Traffic Regulation Order (ATTRO) at King's Parade, in accordance with Sections 14 and 22 of the Road Traffic Regulation Act 1984. The ATTRO was subsequently made and brought into operation on 13 January 2020 for a period of 18 months, meaning it is due to expire on 12 July 2021.

In my letter I stated it was likely the temporary ATTRO would need to be made permanent when it expired and the City Council has since requested that a formal recommendation be made to this effect. Consequently, discussions about the matter have taken place between the City and County Councils, Counter Terrorism Security Advisors (CTSAs) and the Centre for the Protection of National Infrastructure (CPNI). Feedback from the public and other stakeholders on the existing arrangements and their proposed continuation have been considered during these discussions.

The national terrorism threat level is currently set to SEVERE, which means an attack in the UK is considered highly likely. Unfortunately, the threat shows no sign of abating and the national level has never fallen below SUBSTANTIAL since it was first published in August 2006. In addition, the Vehicle-As-A-Weapon (VAAW) attack methodology continues to be a preferred tactic for many terrorists as it can be deployed with relative ease and has the potential to cause significant casualties.

Presently, there is no intelligence which indicates there is a specific threat to King's Parade and footfall is somewhat lower than normal due to the ongoing impact of the coronavirus pandemic. However it is reasonable to assume that crowds will return when it is safe to do so and reach pre-pandemic levels. Moreover, the area remains an iconic location and would be vulnerable to the overarching terrorist threat if the current restrictions were removed.

Considering these factors, the continuation of vehicle restrictions at King's Parade remains a precautionary and proportionate protective security measure. I therefore recommend that a permanent ATTRO be made in accordance with Sections 1 and 22C of the Road Traffic Regulation Act 1984, as amended by the Civil Contingencies Act 2004 and Counter Terrorism and Border Security Act 2019. The restrictions contained in the order should apply to all vehicular traffic and are deemed necessary to:

- avoid or reduce, or reduce the likelihood of, danger connected with terrorism, and;
- prevent or reduce damage connected with terrorism.

The order should govern access to the road on King's Parade from its junction with Bene't Street to its northern boundary with Senate House Hill. As the current temporary ATTRO expires on 12 July 2021, the permanent order should be introduced as soon as practicable but no later than 13 July 2021. It should also prohibit vehicular access to the area each day between 0930 and 1900 hours, including weekends and bank holidays.

It is important to note that the restrictions on the road do not have to be enforced for the entire duration specified in the order. As the County and City Councils oversee the ATTRO and its day-to-day implementation, they can apply the restrictions at their discretion in accordance with their assessment of the risk. Consequently, I recommend that both parties and Cambridgeshire Constabulary enter into a Service Level Agreement (SLA) which clarifies how this discretion will be exercised in practice. If there is a desire to enter into such an agreement, the CTSAs can support both you and the City Council with this piece of work.

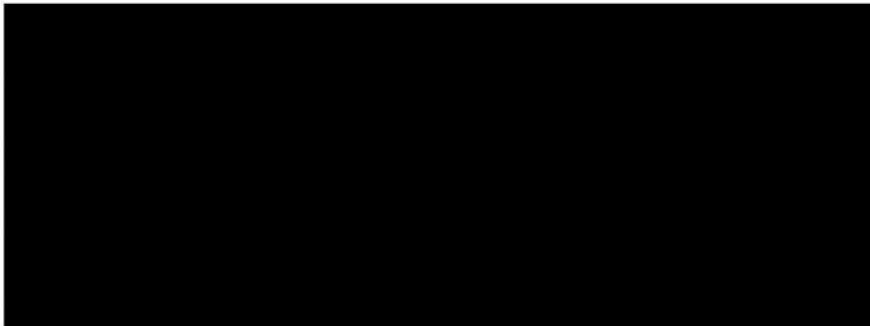
ATTROs were introduced to help keep people safe from the threat of terrorism therefore I fully support their continued use in this instance. Thank you in advance for your consideration of this matter.

Yours sincerely



Nick Dean
Chief Constable

Copy to:



Appendix 3 Objections/Comments

	OBJECTION/COMMENT	OFFICER RESPONSE
1	This proposal is fully supported.	Noted
2	Objection: Gap too small for cyclists, danger to peds using the same gap, closure stays on too late, barrier not needed post covid	A full Road Safety Audit was undertaken prior to and following the scheme's introduction, with recommendations acted upon, there has been little change in the level of personal injury accidents reported. Whilst there is considerable public support for a shorter operational period some respondents too favour an extension. Over half of local businesses suggest they have been able to schedule deliveries around the existing restrictions. It is therefore suggested that the existing timings remain best suited year-round and should continue for the time being. As lock-down restrictions were eased over the summer of 2020, many re-opened businesses sought to provide additional outside seating in order to safely welcome back customers. Resuming daily barrier operations assisted a number of local cafes and restaurants along King's Parade as people returned to the city centre, and the broader benefits of the scheme became more noticeable.
3	Objection: Closure stays on too late, barrier not cyclist-friendly	See response 2 re timings and safety
4	Objection: Wants adequate cycle channels on both sides of barrier	Permanent Traffic Regulation Orders can be reviewed, rescinded and replaced, the potential for amendments or modifications should be raised with the City Council.
5	Wants closure hours reduced to 10 - 4	See response 2 re timings
6	2 Objections: Minimal threat, wouldn't stop pedestrian bomber, hazardous for pedestrians and cyclists, impedes deliveries, limits disabled access, aesthetic vandalism.	The Police specialist advisors remain supportive of continued controls, with the national threat level from international terrorism increasing from Substantial to Severe (meaning that an attack is highly likely) in November 2020. The controls are specifically aimed at preventing vehicle born attacks in a busy public space easily accessed by traffic. See response 2 re safety The existing barrier equipment introduced has limitations but also

		<p>offers significant benefits in terms of security, portability, and flexibility. It has effectively served its purpose as an interim solution and should remain in place providing protection for the area, until such time as a suitable solution can be brought forward. The City Council remains committed to the development of a more suited longer-term solution that better reflects the sensitive historic setting and essential user needs.</p>
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