29 Jan 2021

(CCC) Markets Closure

8411

Under the Freedom of Information Act, I request

- 1. Copies of the risk assessment and impact assessment officers made which led to the decision to close Cambridge market, together with
- 2. Details of mitigating actions identified and whether any of these were implemented

Thank you for your request for information above, which we have dealt with under the terms of the Freedom of Information Act 2000.

I hope the following will answer your query:

Cambridge City Council undertook a risk assessment of the city centre re-opening at the end of November 2020, in preparation for the lifting of national restrictions on 2 December. This was followed up by a site visit and review on 12 December, in which further recommendations were made. Copies of this risk assessment and review are attached.

Extracts from the daily log of the City Centre Management reopening team on implementing recommendations relating to the market and associated market square area are detailed below

Recommendation	Action Date	Action ref	Comment
Signage to request the use of masks whilst in the market footprint	14/12/20	CCC-MON14-02	Additional signage as per Health & Safety (H&S) report ordered from the CAM Group
	14/12/20	CCC-MON14-07	NEW signs and banners order reference H&S report PO15237
	18/12/20	CCC-FRI18-02	Face masks on Market signs deployed (H&S recommendation)
Sanitiser points around the market to encourage good practise.	03/12/20	CCC-THUR03-01	Barrier banners deployed. Hand sanitisers installed (Market Square)
	12/12/20	CCC-SAT12-027	Consider hand sanitiser stations

FOI Ref Response sent

Recommendation	Action Date	Action ref	Comment
			at corners of market
	14/12/20	CCC-MON14-03	Quote for hand sanitisers sought as per H&S report
	14/12/20	CCC-MON14-08	Hand Sanitisers ordered as per H&S report PO15236
	20/12/20	CCC-SUN20-010	Ask staff member to put out hand sanitiser today and tomorrow around market. There is some hand sanitiser on barriers around market.

The decisions to close the market was taken following Council officer observations of the usage of the market and associated market square area on the 27 December and looking ahead to the expected number of operational stalls in the following week; data from Cambridgeshire Surveillance and Outbreak Management Team on the number of cases in the City Council area at this time; and in consultation with public health officers at the County Council.

The daily logs relating to this are as follows

Action Date	Action ref	Incident	Action
27/12/20	CCC-SUN27-04	Head of Environmental Health (EH) with Markets Manager on Market. Introduced marshalling supervisor	Reviewed issues and discussed layout and marshals and queues
28/12/20	CCC-MON28-04	Head of EH spoke with Market Manager: 8 stalls today, relatively quiet today and for the rest of the week. 19 stalls open last Sunday (27) closed Friday	Discussed requirements for support from marshals. possibly additional 5

FOI Ref Response sent

Action Date	Action ref	Incident	Action
		(25). Up to 30 booked for next Sat/Sun real concern	
28/12/20	CCC-MON28-05	Meeting with marshalling supervisors.	Support for Market sat and Sun. marshalling supervisor thinks 5+1 would be sufficient
29/12/20	CCC-TUE29-04	Meeting with Suzanne Hemingway (Strategic Director) Interim City Centre Management COVID Support Officer. and Streets & Open Spaces Development Manager.	Discussed how the week has gone, also concerns about how busy market has been especially Sunday . concerned about weekend ahead. Suzanne to raise at SLT in morning
30/12/20	CCC-WED30-07	SLT meeting and COVID epidemiology report of huge spike in numbers for Cambridge	Discussion about market. PH Consultants (County Council) advised that crowded open spaces does cause transmission of virus. If going to close needs to be before this weekend CEX asked SH to follow up best solution
30/12/20	CCC-WED30-03	Notification that market to be closed from the 1st January. Discussion with Interim City Centre Management COVID Support Officer. and Streets & Open Spaces Development	VMS (variable messaging sign) off hire 4 th January. Ped barrier to be stored at exhibition site

FOI Ref Response sent

Action Date	Action ref	Incident	Action
		Manager.	
31/12/20	CCC-THU31-02	Meeting with Head of EH, Market Manager, City Centre reopening lead and Streets & Open Spaces.	Discussion about barriers following yesterday decision. talked through other options but best one is to close off external perimeter of market square. Team ready to go as of 6.30 pm. Discussed if likelihood of protesters

The council does not hold a risk assessment relating to the closure of the Cambridge Market. Due to the timing of the decision this was undertaken as a dynamic risk assessment.

The attached e mail from the Strategic Director to Councillor Moore, Executive Councillor for Climate Change, Environment and City Centre summarises the considerations taken in making the decision to close the market.

You will note in all the attachments that information has been redacted where it relates to either junior members of staff or third parties. This information constitutes personal information, disclosure of which would be in breach of Data Protection. Therefore, this information is withheld under section 40(2) of the Freedom of Information Act. Where possible staff positions are identified. Senior staff such as Heads of Service and Directors names have been disclosed, in line with their increased expectation of scrutiny due to their position within the council.

Further queries on this matter should be directed to foi@cambridge.gov.uk



GENERAL RISK ASSESSMENT

Cambridge City Centre Cambridge

This document is designed to assess the health & safety risks associated with the proposed COVID-19 mitigation measures (see COVID-19 RA) and possible risks to the

- Employees of Cambridge City working in the City Centre including public services
- Contractors working on behalf of Cambridge City Council
- Local businesses and stakeholders
- 4. Members of the public visiting the City Centre for shopping and hospitality
- 5: Users of the night time economy

This risk assessment represents the proposals that will be adopted by the Council in order to ensure that the necessary COVID secure, health & safety and environmental precautions associated with the reopening of the City Centre are in place.

The evolving pandemic and rapid changes to Government guidelines has meant that this risk assessment has been produced within a short time frame and as a result it may not cover all pertinent risks. The COVID-19 pandemic is relatively new and processes and guidelines for managing it are fluid in nature. As such this risk assessment should be treated as a living document. It should also be reviewed weekly in order to ensure the information contained within it remains accurate.

The risk assessment gives both primary and residual risks. The primary risk is the risk associated with the identified hazard assuming that the risk associated remains completely uncontrolled. The residual risk is the level of the remaining risk produced when proposed control measures have been applied. The figures given may be interpreted using the matrix on the final page.

Management should ensure that the risk control measures are fully implemented to achieve these levels. For the avoidance of confusion - the columns of the risk rating sections are headed "Likelihood" and "Severity". S x L = R. S is for "severity" and is given in the first column. L is for "likelihood" and is indicated in the second column.

The control measures, indicated within the assessment, are considered to be reasonably practicable measures, to control the risks identified based on multiple experiences with similar venues.

A review of the assessment should be made, if further information is received which suggests that the control measures suggested are no longer sufficient to control

RA TF/CCC/2020



risks, or are inappropriate, or if additional hazards are identified.

Version:	Created by	Date:	
DRAFT v1			30/11/2020
Review Date:			07/12/2020

Notes:



SUBJECT AREA	HAZARDS	AT RISK?	PRIMA	RY RISK F	ACTOR	CONTROL MEASURES			RESIDUAL RISK FACTOR
			Sx	L =	R		Sx	L =	R
Installation of COVID- 19 infrastructure - VMS Screens at The Guildhall, Parker's Piece and Regent Street & signage / Environmental factors	Hypothermia/Hyperthermia >Injury from carelessly discarded litter >Potential for the public to tamper with equipment	STAFF, CONTRACTORS, PUBLIC	3	3		Crew to have access to foul weather clothing (PPE) >Facilities to be available for hot & cold drinks and shelter from foul weather >Suitable gloves (PPE) to be available for disposal of litter >VMS Signs to be positioned in areas that will not obstruct public acces or present a trip hazard. VMS Signs to be barried off to prevent access by the public	3	1	3
Barriers	Slips, trips and falls	ALL	3	3		All barriers will be positioned away from busy public areas so as not to present a trip hazard >Barriers will only be used in the event of an emergency.	3	2	6
Installation of new bike racks in Cambridge City Parks	Theft/vandalism Park opening hours Inadequate lighting	PUBLIC	3	3		Suitable locations for bike ranks to be identified with sufficient lighting > Cambridge City Council to consult with relevant stakeholders > signage to advise cyclists of the Park opening and closing times as Parks close earlier that shops & hospitality.	3	1	3



ACTION REQUIRED	COMMENTS
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All contractors to provide their own employees with suitable, appropriate and sufficent PPE	
and environmental protection measures	
>PED barrier to be provided to create a safe	
cordon around VMS Signage	



and information for	COVID-19 Marshals not familiar with safe systems/methods of working	COVID-19 Marshals	5	3	15	All staff will receive a full briefing on their role, in addition to a health & safety briefing. The briefings will cover safe systems of work/ working methods > Supervisor / HQ HUB to monitor activities > COVID-19 Marshals aware of their role in an emergency situation and how to escalate		2	10
Welfare & Social Distancing	COVID-19 Marshals do not have appropriate PPE and are not able to socially distance while working.	COVID-19 Marshals	5	3	15	COVID-19 Marshals are required to wear a face covering at all times whilst on duty. This forms part of the Health & Safety briefing >During the daytime COVID-19 Marshals may work alone. At night there should be a no Lone Working Policy to promote safety and Marshals should always work in pairs. At all times Marshals are on duty they should remain a 2m distance from colleagues and the public and ensure they are wearing a face covering over their nose and mouth. >Briefings for Marshals shall take place in an adequately sized and well ventilated area (ideally outdoors) to ensure social distancing.	5	1	5
COVID-19 Marshals delaing with public unrest and abusive behaviour	Abuse, disregard for the rules, Street Drinking	COVID-19 Marshals	4	4	16	COVID-19 Marshals appropriately briefed and understand their role is to advise and offer guidance rather than to enforce. > Marshals aware of the escalation process and can report back to supervisors on any issues. > Marshals must maintain social distancing and their own safety rather than engaging in dispute or conflict with members of the public.	4	2	8



Staff acting in this role should sign a disclaimer	
to confirm their understanding of their roles	
and responsibilities	
Staff to be made aware of the Governent	
Guidance for COVID-19 Marsals-	
https://www.gov.uk/government/publications/	
covid-19-local-authority-compliance-and-	
enforcement-grant/guidance-to-support-local-	
authority-compliance-and-enforcement-activity-	
including-covid-19-secure-marshals-or-	
COVID-19 Marshals to provide their own face	
covering and ensure this is worn correctly at all	
times they are on duty.	
COVID-19 Marshals to sign to confirm they	
have received a briefing and understand what is	
required of the role.	
HQ HUB to have a supply of single use face	
coverings in the event that staff do not have	
this.	
Supervisors and HQ HUB to escalate to Police	
if deemed necessary.	
Cambridge City Council to discuss whether a	
PSPO for street drinking can be implemented.	



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Personal Protective	Exposure to weather	Cambridge City	5	3	15	>Cambridge City Council and	5	1	5
Equipment (PPE)	conditions, hazards associated	Council, Staff,				employees (including COVID-19			
	with the work activities on site	COVID-19 Marshals,				Marshals) will be responsible for			
		Public				their own health and safety,			
						including provision and use of PPE			
						>The public are also reponsible for			
						their own face covering to enter			
						shops, hospitality and transport			
						services >High visibility clothing			
						is compulsory for all persons who			
						may be exposed to risks of vehicle			
						movement - relevant to staff			
						operating the road closures >			
						COVID-19 Marshals will also wear			
						hi-vis to ensure they are easily			
						identifiable as Marshals and			
						maintain a strong visible presence			
						throughout the city centre.			
						the day local time only continue.			
Widening pedestrian	Uneven surfaces resulting in slip	ALI	4	3	12	Cambridge City Council to	4	2	8
footway from Grafton	trips and falls and slowing down		·	ŭ		consider wether installing trackway		_	
to the City Centre to	emergency evacuation					is necessary. The existing ground			
facilitate social	cincigency evacuation					surface may present less of a risk.>			
distancing						If using trackway Cambridge City			
distanting						Council to ensure this does not			
						cause a trip hazard. Signage in			
						place to notify pedestrians of the			
						risk.			
						115K.			



COVID-19 Marshals to have face coverings available for members of the public who may not have theirs. Especially pertinent for COVID-19 Marshals active within the night time economy. At night a higher number of people will be using taxi services and this presents a high risk factor for COVID-19 transmission. Ensure the route is wheelchair accessible The risk should be reassessed if trackway is implemented.



Communication	Poor communication - confusion/distress etc	ALL	3	3	9	Radio communications to be made available to COVID-19 Marshals, HQ HUB and Security at all times >Contact lists with 24hr emergency contact numbers to be distributed in advance to key staff >All staff to receive briefing and to be made aware of emergency and escalation procedures relevant to their role.	3	2	6
Working Hours	Prolonged working hours, working at night - fatigue / lack of concentration	Cambridge City Council employees, COVID-19 Marshalls	3	3	9	Management schedule to be generated indicating extent of working hours >Appropriate numbers of staff to suit anticipated working hours > No Lone Working at night. COVID-19 Marshals to work in pairs but maintain social distancing. >Adequate breaks to be given.	3	1	3
Interaction with other persons on site	Collisions- pedestrians etc	ALL	6	2	12	Advance signage to be in place with information about Road Closures > Signage for drivers and pedestrians > COVID-19 Marshals to be briefed on the prevalence of cyclists in Cambridge	6	1	6



Gold, Silver, Bronze Command heirarchy to be in operation and assessed after the first weekend	
Cambridge City Council to review their working hours for Command Team following the first weekend	



Overcrowding	Closure of busy areas within the City Centre due to overcrowding	ALL	6	2	12	The City Centre is open to all and free flowing with no specific maxium capacity. >Individual zones within the City, for example Market Square and Regents Street are to be monitored by Marshals to avoid overcrowding in particular areas > Additional bus stops and marshals have already agreed with Stagecoach. > Additional Taxi ranks have already been established > >Marshals briefed to encourage movement and maintain crowd flow in order to prevent bottle necks. >Marshalls to advise the public of the current capacity in an area and to advise whether it is safe to enter. Soft touch approach. >Closure of areas is an absolute last resort as this may cause overcrowding elsewhere and lead	6	1	6
Road closures - various	See separate RA	ALL				*			
COVID-19 HUB	Risk of transmission of COVID- 19 inside the Central HUB for Cambridge Council Gold, Silver, Bronze Command and Head of Security	Cambridge City Council employees, Head of Security	3	3	9	All staff working within the HUB to have their own PPE (face coverings)> HUB to be located within the Guidhall in the daytime and at Hops Pavillion in the evening > Both locations are suitably sized to ensure social distancing > Both locations can be well ventilated and staff to practice social distancing at all times and to wear face coverings when working more closely together	3	2	1



>Marshals are aware of the emergency procedures and those in very high footfall areas have access to barrierrs. If they become very concerned about overcrowding and need to restrict access to certain areas they are able to use barriers in order to do so > Marshals are aware of the escalation process and must report concerns to their supervisor prior to taking any action. The Policemay be required to assist in temporarily closing an area. > Discussions are ongoing around the relocation of hot food market this may need to be reassesed once the location is confirmed. > As Cambridge is now in Tier 2 this may result in hospitality venues being less busy than expected > Ensure additional taxi ranks and bus stops are well advertised so that the public are aware and able to make use of these faciliaties.



Criminal Activity / Terrorist Threat	Personal injury >Property damage	ALL	6	3		All planning and COVID-9 measures to be carried out in consultation with SAG >Experienced, professional and SIA accredited security contractor to provide licenced security staff >Crowd movement to be monitored >Site to be monitored	6	1	6
Police Resouces	Personal injury >Property damage, Civil Unrest	ALL	4	4	16				

Probability Severity 1 Very unlikely
1 Very minor injury

2 Unlikely 2 Minor injury 3 May occur 3 Lost time to injury 4 Likely 4 Major injury 5 Very likely 5 Single fatality 6 Will occur 6 Multiple fatality

Risk Factor 0-6 Low

Level of risk is acceptable

Risk Factor 7-17 Medium

Tolerable - improve if possible

Risk Factor 18-36 High

Unacceptable - Immediate action required

Definition of Likelihood classes:

- 1 Very unlikely Has never happened before and there are no reasons to believe it will happen on this occasion
- 2 Unlikely Has been known to occur before, but no reason to suggest it will happen on this occasion
- 3 May occur Has been known to occur before and it may happen on this occasion
- 4 Likely Has been known to occur before and is likely to happen on this occasion
- 5 Very likely Has happened before and is very likely to happen on this occasion

RA TF/CCC/2020



All staff advised to read the latest guidance on protecting crowded spaces -	
https://www.gov.uk/government/publications/	
crowded-places-guidance and report anything suspicious.	
Note the current threat level to the UK is	
Severe. Cambridge City Council to investigate whether	
there is likely to be an increase in policing	
throughout the Christmas period.	
Cambridge City Council to investigate wehter	
additional Police resources are available in the	
City Centre in the lead up to Christmas.	



Cambridge City Centre COVID 19 Review

Produced by

- Safety Advisor - We are the Fair

Overview

A review of the current risk assessment and existing control measures has been conducted. This has informed 7 recommendations as outlined below.

The review took into consideration;

- Consultation regarding current measures with
- City walkaround (Please see photo log provided)- Including a general assessment of congestion, queue management and pedestrian flows.
- Conversations with significant stakeholders including security supervisor and market manager)

General Impressions

Walking around the centre, the general impression is that the city feels safe. Measures seem proportionate and practical. During peak hours the crowd density does increase however there is significant compliance, with mask usage both indoors and outdoors, which helps mitigate transmission risk. Primary mode of transport into the city seems to be by car.

Recommendations

- 1. Signage to request the use of masks whilst in the market footprint. This will help mitigate the potential issues with distancing.
- 2. Sanitizer points around the market to encourage good practise.
- 3. The VMS signage on Christ's Pieces to be moved into a prominent position capturing the largest footfall heading towards the grand arcade providing maximum exposure and effect
- 4. A system of health declarations, temperature screening and clear messaging for marshals (security team) in order to mitigate the risk of the entire team being required to isolate in the event of a confirmed case. A draft template health declaration has been provided.
- 5. Daily security briefing should take place in a larger space than the current location in order to ensure effective distancing.
- 6. Implementation of a circular one-way system between Regents street/St Andrews and Park terrace/St Andrews minimising competing footfall and crowd density issues and crossing point (Park terrace/St Andrews). This can be achieved through the use of marshals and directional signage.
- 7. Ensure marshal contractors have appropriate H&S documentation and proof of insurance.

Review of Current Risk Assessment and Control Measures

HQ hub – Operational and appropriate central location

Regent Street Closure - Not currently deemed proportionate given current footfall and primary transport methods.

Wheeler Street Closure – Not currently deemed proportionate given current footfall and primary transport methods.

Grafton - Increase footpath width – Not implemented as not currently deemed necessary due to manageable footfall even during peak periods.

Additional bike racks in the park - Not implemented currently, available should they be required.

Relocation of Hot food markets - Currently being managed through a rota system in existing market footprint.

Public Address System – Available to use as necessary but not currently being used for messaging.

VMS Signage – Signage is operational, however locations flagged as potentially inappropriate, please see recommendations

Marshals – Issue have been flagged regarding the effectiveness and COVID compliance (including distancing) of the marshalling team. This has been rectified through simplified and strengthened briefings. Additional advice around health declarations and screening to avoid continuity issues has been provided.

Bus's and bus stops – No pressure of buses or bus stops, feedback for the bus company has been that they have seen an increase in footfall but no concerns. The bus station and bus stops has very little crowd density.

Road closures – Non have been put in place as on balance it has been deemed disproportionate/unreasonable in terms of the wider impact versus in effect on mitigating COVID 19.

Communication with stakeholders - Weekly meeting take place on a Monday with a wider stakeholder meeting taking place on a Wednesday. A Silver/Bronze meeting takes place on Fridays. This process seems to be well organised and an appropriate way to ensure effective communication between stakeholders.



WATF

COVID 19 REVIEW - CAMBRIDGE CITY CENTRE 12/12/2020

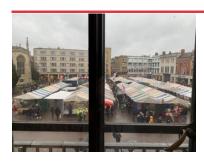
Saturday, 12 December 2020

Prepared For Cambridge Council

13 Points Identified



HQ - SET UP AND OPERATIONAL



MARKET

Recommendation - signage ' masks to be worn' within market footprint to mitigate potential distancing issues

Recommendation - sanitiser points around market footprint



PREACHER - DRAWING A CROWD

Managed proportionately with safety marshals



KINGS PARADE - CLEAR NO ISSUES



DOWNING STREET/ST ANDREW'S JUNCTION

Recommendation - signage to create circular one way system to avoid crowd density issues , this is more proportionate and quicker than road closures - to be managed with signage and marshals



VMS SIGNAGE

Recommendation - movement to prominent area in line with primary direction of travel towards grand arcade



PROMINENT GUIDANCE ON WALKING ROUTES



BUS STATION

No overcrowding issues, managed well



GRAND ARCADE

Crowd density is high at peak but high compliance with masks and queue management



BUS STOPS NO PRESSURE



SAFETY MARSHALS SUPPORTING PUBLIC



PROTESTS NOT CAUSING DENSITY ISSUES - MANAGED WELL



BRIEFINGS SPACE, HEALTH DECLARATIONS AND SCREENING

Recommendation - Health declarations and screening for security to ensure continuity

Briefing to be undertaken in larger space to allow for distancing



From: Suzanne Hemingway <Suzanne.Hemingway@cambridge.gov.uk>

Sent: 30 December 2020 12:26

To: Cllr Rosy Moore (Cambridge City - Coleridge) <Rosy.Moore@cambridge.gov.uk>; Cllr Anna

Smith (Cambridge City - Romsey) <Anna.Smith@cambridge.gov.uk>

Cc: Joel Carre < Joel.Carre@cambridge.gov.uk >;

Cllr Lewis Herbert (Cambridge City -

Coleridge) < Lewis. Herbert@councillor.online>;

Subject: Market Closure wef January 1st 2021

Dear Rosy,

This is to follow up on our telephone call, where you agreed to an urgent closure of the market. I believe this is a power available to us under market regulations

12. CLOSURE OF THE MARKET1

12.1. The Market Management Team shall have the right to close the Market at their absolute discretion if they consider this to be necessary on the grounds of public safety. If a Trader is unsure whether the market is open it is their responsibility to contact the Market Management Team before starting his or her journey.

I do not believe that we need an Exec Councillor decision to take this action (email copied to in case he thinks we do need a formal record).

The reason for the closure is that we are seeing large crowds gathering in the market to queue, and also in the market square and surrounding streets (especially Kings Parade) to eat takeaways purchased from market stalls, and probably also from other takeaway stores nearby. We have reviewed this with Public Health colleagues, and their advice is that the crowds to pose a real risk of viral spread and that, in the light of the rapidly rising rate of covid infection in the city, we should take action to reduce the crowds.

We have considered whether other actions are available to us and have concluded that we cannot limit access to the market square due to the number of entrances into it, and we do not believe that we have the legal powers to limit trading on the market to only certain stalls or types of goods. The market square area was extremely busy last weekend, and we need to take action ahead of this weekend, which as New Year could be even busier.

I therefore advised you that we believe it is necessary to close the market, for the foreseeable future, and you agreed to this. The following actions are being put in place:

- 1. We will issue comms later today (after any government changes that may be announced at 14:30, but before close of business). is drafting a press release, we will also consider what other means are appropriate to ensure people are aware, and understand the reasons behind our decision
- 2. our Market manager will liaise with market traders affected by this
- 3. We will work to identify what funding and support is available to market traders, ensure they are made aware of this, and consider if anything further should be done

- 4. We will review the closure every two weeks to consider epidemiology (infection rates), national guidance, PH advice, any other locally relevant factors
- 5. Whilst the market is closed we will investigate whether there are any other legal powers available to us, that would enable us to reopen parts of the market (eg outer stalls) and/or limit trading to certain goods (eg fresh food / no hot food)
- 6. Throughout, we will continue to robustly engage with bricks-and-mortar takeaway businesses to ensure they are managing queues and not permitting too many people inside at any one time. Our EH team are willing to use enforcement powers where needed.

The market will be open tomorrow (Thursday) as midweek trading is not so busy, and we are aware traders need some notice of closure.

We are also seeing very large queues outside some shops for use of click n collect and goods return services. For example, there is currently an very long queue outside Zara. If we are to keep our city safe, we need the public to heed the "Stay at Home" message much more clearly, and we probably need government to put tighter curbs in place on trading.

Joel is on leave this week, but on his return I will expect him to pick up the ongoing monitoring and review.

Regards

Suzanne Hemingway Strategic Director, Cambridge City Council