



26<sup>th</sup> September 2025

FAO Head of Highway Management

Dear Helene,

**Recommendation for temporary Anti-Terrorism Traffic Regulation order (ATTRO) in relation to York Christmas Market 2025.**

On 13<sup>th</sup> November – 21<sup>st</sup> December 2025, York City will host the annual York Christmas Market in the city centre. This event draw thousands of extra visitors to the streets of York, creating crowded footfall, in an already busy shopping and tourist area for a prolonged period. The Minister is also classed as a Tier 1 site for terrorism which is within the vicinity of this market.

Since 2024's Christmas Market there have been hostile vehicle attacks at Magdeburg Christmas Market, Munich, New Orleans, and Liverpool; amongst other locations. The current National Threat to a terrorist attack is currently 'Substantial'; an attack is likely. These incidents, teamed with the rise in political tensions means there is a need to consider the vulnerability of York Christmas market to a similar attack and ensure all security measures are put in place and stringently adhered to.

Due to the factors outlined above this event requires roads to be closed in accordance to North Yorkshire Police's public safety and security plans. The road closures are to facilitate the safety of everyone attending. The closures minimise the risk of intrusion of a vehicle by accident or intent, into the Christmas Market area, causing injury or building damage and preventing a terrorist attack.

There is currently permanent HVM bollards in place in York City Centre, which could mitigate the risk of a vehicle attack by a terrorist, however, there are currently considerations of exemptions to this restricted access for:

- deliveries to shops within the HVM during Christmas Market opening times
- blue badge holder vehicle access through the HVM during Christmas Market opening times

The HVM the Council already has put in place is adequate if used as it was intended. Any exemptions to these measures, as highlighted above, would increases the risk and vulnerability to an attack. Determined attackers will seek to exploit any weaknesses to gain access to the protected area through the two exemptions City of York Council (CYC) are considering.

Advice has been sought from the National Vehicle Threat Mitigation Unit, Counter Terrorism Security Advisors and National Protective Security Authority in relation to the application of an ATTRO. Advice has been received that an ATTRO should be sought. This provides a

statutory basis under which the Road Traffic Regulation Act 1984 (RTRA) for regulating traffic and implementing physical security measure to:

***Avoid or reduce the likelihood of danger connected with terrorism; and  
Prevent or reduce damage connected with terrorism offences,  
Where terrorism is defined within the Terrorism Act 2000***

Considering the use of physical measures, the recommendation for the application for the ATTRO is a proportionate and necessary requirement. The ATTRO being recommended is to prevent access to the defined area of the event, by a determined attacker – whether they are intent on using the vehicle itself as a weapon or as a means of introducing an Improvised Explosive Device into the crowded area.

The ATTRO provides for the statutory authority to deploy physical assets for robust vehicle mitigation. It also provides flexibility to commence, suspend and resume provisions as necessary which allows discretion in the application. It enables the removal of vehicles that are already on named roads at the commencement of any part of an ATTRO(s). It would also provide the authority to remove or control access by pedestrians when necessary to enable security operation to take place.

If the ATTRO is granted, North Yorkshire Police and CYC, will be working together to bring it into effect. Training and awareness will be provided to police officers and event staff.

***The Police are therefore seeking a temporary ATTRO(s) in the terms of the following temporary notices(s) or order(s) pursuant to s.14(1) or (s) & ss 22 Road Traffic Regulation Act 1984 (RTRA) which will allow the closure of the roads to vehicles and pedestrians (as required).***

To support the prior planning and organisation of the event a number of roads will need closing and/or their use restricting. The use of the following roads, or any part, thereof, will be prohibited or restricted by all vehicles; with the exemption of Emergency Service vehicles responding to incidents, during the dates and times specified, as confirmed by CYC:

All streets within the permanent HVM in York City Centre, including Goodram Gate loop, Blake Street, St Helen's Square and Lendal loop.	10:00 – 19:00 hours each day	13 <sup>th</sup> November – 21 <sup>st</sup> December 2025
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The time periods for these closures will allow for the removal of vehicles and be used effectively for a sterile area to be created. Removal of vehicles also mitigates the threat of an Improvised Explosive Device being introduced to the location within a vehicle.

The road closures and introduction of physical barriers will have the benefit of ensuring wider public safety and reduce possible disruption in a non-hostile related incidents. The ATTRO will allow for support to crowd management recognising the opening and removal of barriers, which can be achieved if public safety is a concern due to crowding.

These measures are proportionate and necessary to support the safety and effective management of the event and these restrictions form a critical element for the collective approach to avoid and reduce the likelihood of danger connected with terrorism.

For any questions or queries please contact Inspector Phoebe Walker  
[Phoebe.Walker@northyorkshire.police.uk](mailto:Phoebe.Walker@northyorkshire.police.uk).

Yours Sincerely,

A handwritten signature in black ink, appearing to be 'T. Forber', with a stylized flourish extending to the right.

**Tim Forber**

**Chief Constable**

**North Yorkshire Police**

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