

**Report of the Director of City Development**

**Report to Executive Board**

**Date: 20 March 2019**

**Subject: City Centre Vehicle Access Management Scheme, Phase 2A**

**Capital Scheme: 33016**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Little London & Woodhouse	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. This report sets out the details of a scheme being prepared to significantly increase the safety and security of visitors to two key locations in Leeds city centre.
2. In October 2018 Executive Board agreed that a feasibility and options appraisal for Phase 2 of the City Centre Vehicle Access Scheme was progressed. This appraisal has identified two priority sites for the next phase of the scheme.
3. In February 2019, £730,000 was injected into the Capital Programme to facilitate the delivery of a second phase of the City Centre Vehicle Access Scheme. This report proposes that £673,000 is now committed to deliver a Phase 2A of the scheme on Greek Street and Merrion Street East.
4. The emerging Our Spaces Strategy proposes a 'people first' approach with an ambition for the city centre to be safe and welcoming. Greek Street and Merrion Street East have become very popular destinations, where people dwell and enjoy leisure time. In the summer in particular, these spaces are among the city's busiest spaces in the evenings.
5. This report seeks authority to spend £673,000 from the allocation within the Capital Programme on Phase 2A of the City Centre Vehicle Access Scheme, in order to control vehicular access to Greek Street and Merrion Street East in the city centre.

## Recommendations

Executive Board is requested to:

- i) Approve authority to spend £673,000 on Phase 2A of the City Centre Vehicle Access Scheme, in order to control vehicular access to Greek Street and Merrion Street East in the city centre.
- ii) Grant approval for the invitation of tenders and subject to the tender sums being within the tendered budget, to approve and authorise the award of the Contract to undertake the construction of the scheme;
- iii) Delegate authority to approve, consult and implement such measures as should be identified to the Director of City Development; and
- iv) To note that the Chief Officer Highways & Transportation will be responsible for implementation.

## **1 Purpose of this report**

- 1.1 This report seeks authority to spend £673,000 on Phase 2A of the City Centre Vehicle Access Scheme, in order to control vehicular access to Greek Street and Merrion Street East in the city centre.

## **2 Background information**

- 2.1 The emerging Our Spaces Strategy proposes a 'people first' approach with an ambition for the city centre to be safe and welcoming. Greek Street and Merrion Street East have benefitted from being pedestrianised, and the Council's approach to creating vehicle-free public realm has been instrumental in attracting high footfall in the evenings, particularly in the summer months and at weekends. In securing the ongoing economic success of these locations, it is important to implement a solution which will effectively control vehicular access to the streets.
- 2.2 In April 2017 and October 2018, Executive Board approved a scheme to control and manage vehicular access to some of the city centre's key pedestrian spaces. Phase 1 of the City Centre Vehicle Access Scheme, which is focussed on the city's main pedestrian shopping core, is nearing completion. Alongside the approval of Phase 1, Executive Board also agreed that a feasibility and options appraisal for further sites was developed.
- 2.3 The feasibility and options appraisal has identified Greek Street and Merrion Street East as two priority sites which would benefit from being in the next phase, for delivery in the financial year 2019/2020.
- 2.4 Further phases will be necessary, but the risk and deliverability profiling work undertaken has identified that these can be delivered at a later date. More work is needed on future phases to determine exactly what the optimum solution should be. £1.1million has been injected into the 2020/21 capital programme to enable delivery of further phases.

## **3 Main issues**

- 3.1 In order to effectively manage and control vehicular access, it is necessary to introduce a robust access control system. One of the key considerations is the balance of security versus operational requirements; correct product selection is vital to achieve a successfully designed scheme that provides a safe and efficient means of vehicle control and balances this primary purpose with general access, especially servicing business needs.
- 3.2 A comprehensive option appraisal has therefore been undertaken which concluded that the automated 'rise and lower' bollard option was the most appropriate system to implement at Greek Street and Merrion Street East, subject to the ground conditions allowing the installation of deep foundations. The systems

proposed will be accredited to comply with the relevant PAS ratings for the environment in which they are sited.

- 3.3 Both sites currently have temporary measures which deter vehicle access, but neither temporary solution meets the relevant standards to provide full access control.

### **Scheme Design and Operation**

#### Greek Street

- 3.4 By the middle of 2019, Greek Street will be pedestrianised between 11.30am and 5am, seven days a week. This represents an increase in the current hours of pedestrianisation. The pedestrianisation allows bars and restaurants to place tables and chairs on the street, which creates a vibrant city centre destination, particularly in the summer and at weekends.
- 3.5 Greek Street is being resurfaced during 2019, as part of a significant public realm investment by local businesses and Leeds City Council. It is essential that the work to provide physical access control measures is timed to correspond with the resurfacing scheme, so that financial economies can be achieved, and disruption to businesses can be minimised.
- 3.6 The proposed access control measures for Greek Street will comprise two rows of Rise/Fall bollards (assuming that ground conditions allow sufficiently deep foundations), an intercom system and a CCTV camera. Vehicular access to Greek Street is provided at its junction with Park Row, and egress is allowed on to East Parade. If a Rise/Fall bollard system cannot be installed for technical reasons, then an alternative PAS rated system (i.e. that meets the industry standard in terms of vehicle mitigation) will be delivered instead.
- 3.7 Vehicular access to Greek Street will be controlled remotely by LeedsWatch.
- 3.8 Emergency vehicle access to the street will be fully considered and consulted upon as part of the development of the scheme.

#### Merrion Street East

- 3.9 Merrion Street East is the name given to Merrion Street between its junctions with New Briggate and Vicar Lane. It is a narrow street, which is currently pedestrianised between 11am and 5am, seven days a week.
- 3.10 Merrion Street East is home to a range of bars which place tables and chairs on the closed street. It is similar to Greek Street in that it attracts high footfall at weekends, particularly during the summer.
- 3.11 The popularity of Merrion Street East as a key city centre destination is likely to be enhanced further by plans to enhance New Briggate.

- 3.12 The proposed access control measures for Merrion Street East will comprise two rows of Rise/Fall bollards (assuming that ground conditions allow sufficiently deep foundations), an intercom system and a CCTV camera. Vehicular access to Merrion Street East is provided at its junction with New Briggate, and egress is allowed on to Vicar Lane. If a Rise/Fall bollard system cannot be installed for technical reasons, then an alternative PAS rated system will be delivered instead. Vehicular access to Merrion Street East will be controlled remotely by LeedsWatch.
- 3.13 Emergency vehicle access to the street will be fully considered and consulted upon as part of the development of the scheme

### **Maintenance**

- 3.14 A robust maintenance programme will be procured as part of the delivery of the access control solution.

### **Programme**

- 3.15 It is anticipated that the access control measures will be installed on Greek Street and Merrion Street East during mid-late 2019.
- 3.16 The permanent measures will replace the current temporary provision.

### **Further Phases**

- 3.17 The access control solutions proposed as part of this report will form a 'Phase 2A' of the City Centre Vehicle Access Scheme. Further phases will be necessary, but the risk and deliverability profiling work undertaken has identified that these can be delivered at a later date. More work is needed on future phases to determine exactly what the optimum solution should be. £1.1million has been injected into the 2020/21 capital programme to enable delivery of further phases.
- 3.18 As part of the development of future phases, the delivery team will continue to review the type and operation of the access solutions proposed, learning from Phases 1 and 2A as they become operational.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Consultation has taken place with West Yorkshire Police, Counter Terrorism advisors and other key stakeholders to help develop these proposals. Formal consultation will be undertaken during the detailed design phase of this project, with the businesses that will be impacted by the implementation of the scheme.

## 4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A screening document has been prepared and an independent impact assessment is not required for the approvals requested.

## 4.3 Council policies and Best Council Plan

4.3.1 The scheme aligns with the ambitions of the Our Spaces Strategy in creating a safe and welcoming environment in the city centre, as part of a 'people first' approach to the public realm.

4.3.2 The introduction of vehicular access control systems supports the objectives of the city's Transport Strategy in terms of minimising the impact of vehicular traffic on the city centre, reducing traffic congestion and contributing to the effective management of the transport network.

4.3.3 The Inclusive Growth Strategy states that "infrastructure should be the catalyst for regeneration" in one of its 12 big ideas: 21<sup>st</sup> Century Infrastructure. In delivering incremental improvements, starting with experimental pedestrianisation, on Greek Street and Merrion Street East; these locations, which are now thriving evening economy destinations, have shown that investment in the public realm brings about positive economic change.

## 4.4 Resources and value for money

4.4.1 The overall capital cost of City Centre Vehicle Access Scheme Phase 2A is £673,000. A detailed breakdown is provided below:

<b>Location</b>	<b>Works Cost</b>	<b>Fees</b>	<b>Total Cost</b>
Greek Street	£306,900	£65,100	£372,000
Merrion Street East	£248,325	£52,675	£301,000
		<b>Overall Total</b>	<b>£673,000</b>

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	555.2			555.2			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	117.8			117.8			
<b>TOTALS</b>	<b>673.0</b>	<b>0.0</b>	<b>0.0</b>	<b>673.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LCC Supported Borrowing	673.0			673.0			
<b>Total Funding</b>	<b>673.0</b>	<b>0.0</b>	<b>0.0</b>	<b>673.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

#### Revenue Implications

- 4.4.2 The installation of the access control system at both sites will require the installation of CCTV, which needs to be monitored and maintained. The approximate cost per year is £4,000 in total, for both sites. These revenue costs will be borne by Leeds City Council's LeedsWatch team.

#### 4.5 Legal Implications, access to information and call in

- 4.5.1 There are no significant legal implications arising as a result of this report.

4.5.2 This is a key decision and is therefore eligible for call-in.

## **4.6 Risk Management**

4.6.1 There are no major risks in the proposals as set out in the report as it seeks to improve the safety of streets for pedestrians by restricting access to vehicles during the busy parts of the day. Access to emergency vehicles will be permitted and an access protocol will be agreed with emergency services.

4.6.2 The works will take place in a complex pedestrian street environment within the city centre and will be managed through careful design, planning, phasing and management of the works to minimise inconvenience to the public and businesses.

4.6.3 In order to minimise the risk of overspend against the allocated budget, a detailed site survey will be undertaken and risk allowance is included within the budget to allow for unforeseen circumstances arising as a result of the detailed engineering design and ensuing construction works. Further risk review and value management of costs will be undertaken through the final scheme and procurement.

## **5 Conclusions**

5.1 The emerging Our Spaces Strategy proposes a 'people first' approach with an ambition for the city centre to be safe and welcoming.

5.2 Feasibility work has identified that two locations should be prioritised for the next phase of the City Centre Vehicle Access Scheme. These locations are Merrion Street East and Greek Street, both of which attract large crowds on some evenings.

5.3 The cost of delivering Phase 2A of the City Centre Vehicle Access Scheme is £673,000 from the allocation within the Capital Programme.

5.4 Further phases will be delivered in due course, once further feasibility work is done on these sites.

## **6 Recommendations**

6.1 Executive Board is requested to:

- i) Approve authority to spend £673,000 on Phase 2A of the City Centre Vehicle Access Scheme, in order to control vehicular access to Greek Street and Merrion Street East in the city centre.
- ii) Grant approval for the invitation of tenders and subject to the tender sums being within the tendered budget, to approve and authorise the award of the Contract to undertake the construction of the scheme;
- iii) Delegate authority to approve, consult and implement such measures as should be identified to the Director of City Development; and



- iv) To note that the Chief Officer Highways & Transportation will be responsible for implementation.

## **7. Background documents<sup>1</sup>**

7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.