

Report of the Director of City Development

Report to Executive Board

Date: 21 June 2017

Subject: CITY CENTRE VEHICLE ACCESS MANAGEMENT SCHEME.

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City & Hunslet	<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 further enhance the safety and security for all users of the City Centre, reflecting the current UK security situation. It provides for the introduction of improved access control and high standard bollards and other measures.
- 2 The report seeks an injection of £1,400,000 into the 2017/18 Capital Programme and authority to spend for the detailed design and implementation of an automated vehicle access system to manage and control vehicle access within the pedestrianised core of Leeds City Centre (area bounded by Vicar Lane, The Headrow, Park Row and Boar Lane).
- 3 Authority is also being sought to progress a more detailed investigation and option appraisal for the improved management of access at four other locations in the City Centre where access by vehicles is prohibited or restricted, these locations being Millennium Square, Call Lane, Merrion Street East and Greek Street.

Recommendations

4 Executive Board is requested to:

- i) Approve the injection and expenditure of £1,400,000 into the 2017/18 Capital Budget;
- ii) Authorise the detailed design and implementation of an automated vehicle access system to control vehicle access within the central pedestrianised core of Leeds City Centre;
- iii) Authorise the detailed evaluation of a manually operated access control system at four other key locations within the City Centre as identified in section 3.4.6 of this report where vehicle access is restricted;
- iv) 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;
- v) Instruct the Director of City Development to expedite the implementation of all reasonable measures in the most timely manner as possible and delegate authority to approve, consult and implement such measures as should be identified at the four key locations identified in section 3.4.6 of this report to the Director of City Development; and
- vi) To note that the Chief Officer Highways & Transportation will be responsible for implementation.

1 Purpose of this report

- 1.1 This report seeks an injection of £1,400,000 into the 2017/18 Capital Programme and authority to progress the detailed design and implementation of an automated vehicle access system to manage and control vehicular access within the pedestrianised core of Leeds City Centre. Authority is also sought to progress the more detailed investigation and option appraisal for four measures at four other locations in the City Centre where access by vehicles is prohibited or restricted.

2 Background information

- 2.1 The image and environment of the city centre is important in terms of attracting investors, employers, employees, residents, shoppers, visitors and tourists to the City. The quality of the street scape, public realm and safety is therefore fundamental to the city centre's ability to compete successfully with other Cities and to raise its ambition of being the Best City. Access management has been an essential element of achieving this success. However, in the light of the evolving UK security situation these measures are being reviewed with our key partners on an on-going basis in order to ensure they remain fit for purpose.
- 2.2 The pedestrianised areas with the city centre were first created in 1990 when most of Briggate and the surrounding shopping streets and arcades were pedestrianised. They were controlled by the creation of a series of Traffic Regulation Orders with restricted vehicular access (uncontrolled). Traffic is also prohibited from using Millennium Square except for servicing and part time pedestrianisation and access restrictions have more recently been introduced on Merrion Street East, Greek Street and Call Lane
- 2.3 The pedestrianisation scheme for this area is a great success story and has improved the urban core markedly which has been the catalyst of retail growth and investment within these areas and the City Centre.
- 2.4 The current Traffic Regulation Orders which restricts vehicular access were modified in 2015 to extend the restricted access period to Monday to Sunday inclusive - 10:30 to 19:00hrs. This was primarily due to shopping opening periods being extended and pedestrian usages within the area. During these periods no vehicles are permitted apart from a small number of specially "exempted" vehicles.
- 2.5 The current TROs restricting vehicular access have had limited success, however without regular Police enforcement a substantial number of vehicles continue to illegally traverse these streets. A range of public and private sector city centre stakeholders have raised concerns about the current arrangements regarding vehicles entering the pedestrianised zone. In the context of the current security situation, it is now considered necessary that a permanent intervention is needed in the form of a physical vehicle control system to effectively control vehicle access to the pedestrian core.
- 2.6 Maintaining the correct and appropriate shopping and trading environment in the pedestrianised area is important for the comfort and safety of all users within this

area. Other major cities and major shopping centres have adopted very clear controls on vehicle access and it is proposed to reinforce the controls and arrangements within Leeds city centre. This will provide an enhanced level and rigour to the management within its key areas, so that a safer and more attractive, pedestrian orientated shopping environment is maintained.

- 2.7 Members will be aware of recent terrorist incidents in Nice, Berlin, Stockholm and London involving hostile vehicles, in addition to the Manchester bomb attack. Accordingly, a review of existing arrangements in Leeds has been undertaken.

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 within Leeds, which has included taking specialist advice from the police, suppliers and other local authorities. The system proposed will be accredited to comply with PAS 69 impact standards (7.5t vehicle driving at 50mph).
- 3.3 A thorough review of the equipment options has been undertaken given historically there has been problems with such systems. It has been concluded the systems and controls described which are successfully used by many Local Authorities, are now robust, easy to use and maintain, and their designs are sympathetic to city centre streetscapes. Furthermore, automatic rising bollards do not cause an obstruction to cyclists and pedestrians.
- 3.4 Design and operation
- 3.4.1 Operational requirements: - A full site assessment of the working day, weekend and night time economy periods has been undertaken to identify the business needs, pedestrian usage period and environmental constraints, taking particular account of:
- Local environment (e.g. geography, current one way systems, entry and exit point and potential diversionary route for vehicles refused access);
 - Traffic management (including vehicle access control, loading requirements and time period of protection);
 - Protocols and planning (e.g. unauthorised vehicle rejection procedures, emergency access and ongoing maintenance plans).
- 3.4.2 In order to address this, it is proposed that in the "core pedestrian zone" as identified on the plan provided in the Appendix, vehicular access would be

restricted to 'an absolute minimum' between the hours of 10.30am-7.00pm every day with access and egress points located at:-

- Briggate (upper part near to Swan Street) - access point
- Briggate (lower part near McDonalds) - egress point
- Lands Lane (at its junction with Swan Street) - egress point
- King Edwards Street (junction with Vicar Lane) - egress point Commercial Street (junction with Central Row) - access point all size of vehicles.
- Albion Street (upper part with junction of Short Street) - access point all size of vehicles.
- Albion Street (mid-point with junction of Commercial Street) - access point to newly created event space.
- Albion Street (lower point with junction of Boar Lane) - egress point to newly created event space.

3.4.3 The proposal is to augment the existing Traffic Regulation Orders with physical measures to control vehicular access in the form of two rising bollards at the entry/ exit points along with some additional street furniture.

3.4.4 Emergency service access will be maintained at all times, through any street controlled by rising bollards. This will be in the form of a push button camera operated system that it has been agreed with the City Watch service can be best integrated within their operation.

3.4.5 A robust maintenance programme will require to be undertaken to ensure the bollards remain operational and effective. This will require a contract with a specialist external contractor to undertake this task to ensure the timely response to faults and cyclical maintenance.

3.4.6 Alongside the proposals now being progressed for the core pedestrian areas work is also being undertaken to review and identify appropriate measures to improve the management of vehicle access and provision made in relation to the public uses of Millennium Square in terms of events; Greek Street and Merrion Street East in terms of their functions in in the daytime and evening economy; and Call Lane in terms of the night time economy. It is proposed in this report that the final recommendations for these areas are delegated to the Director of City Development for final approval.

3.5 Programme

3.5.1 A detailed delivery programme is being developed for the core city centre scheme proposals which will be prepared for the expeditious delivery of the measures and early dialogue with the contract teams. This will provide for a phased programme of works for the sequenced introduction of the proposed physical measures and control systems to provide early benefits to the safety and comfort of users, whilst

maintaining essential access for service and delivery vehicles. It is therefore not possible to be more definite on timescales at this time, although it is the intention to have the first phase of the scheme operational by early 2018. However, this will be reviewed on an ongoing basis with a view to bringing works on stream as soon as possible.

- 3.5.2 The permanent measures will replace the current temporary provision and, where they exist, bollards within the areas concerned.

4 Corporate Considerations

4.1 Consultation

- 4.1.1 Consultation has taken place with West Yorkshire Police and other key stakeholders to help develop these proposals. Formal consultation will be undertaken during the detailed design phase of this project, with the stakeholders that may 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 Improving the streetscape environment within the City Centre accords with the aims and visions of the Council's Corporate Plan for the public realm, to make Leeds a good place to live, work or visit, with a clean, safe and sustainable environment.
- 4.3.2 The introduction of vehicular access control systems supports the objectives of the City 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.

4.4 Resources and value for money

- 4.4.1 The cost to provide an automated vehicle access control system to PAS 69 vehicle impact standards is estimated at £1,400,000 including financial provision for the current level of delivery risk. Procurement of the scheme will be undertaken by the most expeditious route available for ensuring timely delivery and value for money.
- 4.4.2 Additional financial provision for the operational costs will be required and these are being assessed as part of the scheme development for inclusion within the relevant services budget provision for this year and for inclusion in the 2018/19 budget round for subsequent years.

4.5 Legal Implications, access to information and call in

4.5.1 There are no legal implications for the contents of this report

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. The access to emergency vehicles will be permitted.

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 A detailed site survey has been 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 These proposals will provide for the enhanced management and control of vehicles to the core pedestrianised area of Leeds city centre and other public locations where vehicle access is either prohibited or restricted to improve comfort and safety of users at these locations. The use of automatic rising bollards is considered the most appropriate solution to achieve effective access control. These systems are successfully used by many Local Authorities, are robust, easy to use and maintain, and their designs are sympathetic to city centre streetscapes.

6 Recommendations

6.1 Executive Board is requested to:

- i) To approve the injection and expenditure of £1,400,000 into the 2017/18 Capital Budget.
- ii) Authorise the detailed design and implementation of an automated vehicle access system to control vehicle access within the central pedestrianised core of Leeds City Centre.
- iii) Authorise the detailed evaluation of a manually operated access control system at four other key locations within the City Centre as identified in section 3.4.6 of this report where vehicle access is restricted.
- iv) 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;

- v) Instruct the Director of City Development to expedite the implementation of all reasonable measures in the most timely manner as possible and delegate authority to approve, consult and implement such measures as should be identified at the four key locations identified in section 3.4.6 of this report to the Director of City Development; and
- vi) Note that the Chief Officer Highways & Transportation will be responsible for implementation.

7. Background documents¹

7.1 None.

¹ 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.