



**Report of Civil Engineering Section (Major Schemes)**

**Report to the Chief Officer, Highways & Transportation**

**Date: 06 April 2021**

**Subject: Design & Cost Report for Allocation of Funding for Hostile Vehicle Mitigation (HVM) Schemes**

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open 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**

**1. Main issues**

1. This report sets out details of various Hostile Vehicle Mitigation (HVM) schemes intended to significantly increase the safety and security of visitors to key locations in Leeds city centre.
2. In reports to the Executive Board in June 2017, October 2018 and March 2019, the board agreed to fund a number of measures seeking to manage and control vehicular access to the city's key public spaces through the installation of impact rated bollards. This work stream was known as the City Centre Vehicle Access Management Scheme (CCVAMS). The sites benefitting included Briggate (2 locations), Albion Street (3 locations), Kirkgate, King Edward Street, Upper and Lower Basinghall Street, Lands Lane, Greek Street and Merrion Street East. These locations were considered "very high risk" through conversations with external experts including the Counter Terrorism Unit.
3. HVM measures have now been installed in the majority of these sites and a complex (but effective) system has been established to provide the necessary degree of protection. The scope of the required system is significantly wider than initially planned and there is a corresponding increase in costs.

4. In the March 2019 Executive Board report, £1.1million was injected into the 2020/21 capital programme to enable delivery of further phases. At this point, the future phases were not yet defined.
5. Call Lane is one of the sites which is identified as high risk. The LPTIP programme currently involves work being carried out on Call Lane with a view to installing HVM measures. However, existing LPTIP funding does not extend to provide for installation of an automated system. This report sets out a proposal to allocate money (previously injected into the 2020/2021 financial year for the purposes of HVM measures) to help fund a high quality system in Call Lane.

## **2. Best Council Plan Implications** (click [here](#) for the latest version of the Best Council Plan)

- These works will contribute to the Best Council Plan, by enabling safe pedestrian access, therefore improving safety and the quality of life for the people of Leeds.

## **3. Resource Implications**

- No extra members of staff would need to be employed in order to carry out the proposals.

## **Recommendations**

The Chief Officer Highways and Transportation is requested to give authority to:

- a) spend £569,956 on improvements to the CCVAMS and
- b) inject up to £300,000 on Call Lane HVM measures to be delivered by the Council's LPTIP team.

## **1. Purpose of this report**

- 1.1 To outline the reasons for seeking authority to spend further monies on improvements to the City Centre Vehicle Access Management Scheme in the city centre and to make proposals to install an automated vehicle access system on Call Lane.

## **2. Background information**

- 2.1 The remote-controlled system which is used in Leeds to operate the automatically raise / lowering bollards has been cited by Counter Terrorism Unit officers as "World Class". The system has evolved to suit the needs of Leeds and it relies on a complex array of high definition cameras, 2-way communication systems and electrical / hydraulic actuators as well as a 24-hour back-office team. This system is tailored to the precise requirements in Leeds and its complexity is a result of the unique needs of this urban environment. It is significantly different to the system which was put-forward by the specialist consultant during the design stage.
- 2.2 During development to ensure delivery of an appropriately robust and safe system the breadth of scope increased from the preliminary proposals, and in parallel this

increased the original consultant-provided cost estimate. This has resulted in the initial Approval to Spend decision not encompassing the increased level required.

- 2.3 Call Lane is a location which has been identified as being at high risk of a hostile vehicle attack. This street is specifically referred-to in the June 2017 report to the Executive Board to be considered for HVM measures.
- 2.4 The design team for the LPTIP work stream have recently carried out investigative work on Call Lane with a view to installing manually-operated HVM measures as part of that scheme. However, the available funding does not permit a system to be installed which is automated and to the same quality as the HVM measures employed elsewhere in the city. A manually operated system (rather than a remote-controlled system) would have to be employed due to the funding pressures. This would result in a significant drain to revenue finances over the entire life of the system.
- 2.5 It is proposed to employ the incumbent designer and contractor on LPTIP to implement the system on Call Lane.

### **3. Main issues**

- 3.1 The specification, design and installation of remote controlled HVM facilities is a highly specialist field. At the time of writing the HVM reports to the Executive Board, such expertise was not available in-house so the advice of a specialist consultant was sought.
- 3.2 Unfortunately there were a number of omissions to the specialist consultant's design which became clear during the construction of the scheme and alterations had to be made. In particular, these related to significant improvements to the CCTV and communications network.
- 3.3 An increased scope of work to improve the CCTV network was agreed by the Project Board. The improvements bring significant security and safety improvements to the city centre. The improvements also consolidate the number of fibre connections which are rented from the utility companies. A significant revenue saving is provided as a result of the reduction in the monthly cost of the fibre rentals.
- 3.4 It has also become apparent that the estimated costs that were provided by the consultant were significantly lower than the actual costs encountered. The costs in the Exec Board reports were closely derived from the consultant's estimates.
- 3.5 During the construction phase, the risk of a terrorist attack was critical. As a result, there was significant pressure to protect Leeds' centre from atrocities similar to those which had happened in Nice, Berlin and London. Once site work had commenced, it was vital that timely progress was made and that the correct decisions were made to facilitate this progress. The Project Board was instrumental in making these decisions. Many of the adjustments resulted in increased cost. Because of the critical nature of the work, a significant proportion of the expenditure requested by this report is being sought retrospectively.
- 3.6 A proportion of the site work was done during the Covid-19 pandemic. The situation caused major problems with staffing and it became impossible to complete some of the less-critical elements of the CCVAMS scheme. As a result, all work on the scheme was paused until the situation eased. This explains the delay in the completion of this report.

## 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. Their advice and opinions have been sought and acted upon accordingly. 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.
- 4.1.2 The Executive Member for Climate Change, Transport and Sustainable Development has been briefed of the proposals on 15<sup>th</sup> March 2021.

### 4.2 Equality and diversity / cohesion and integration

- 4.2.1 The proposals requested in this report have no direct impact on any of the equality characteristics as it is purely an administrative function and therefore it is not applicable to carry out an equality, diversity, cohesion and integration screening at this time.

### 4.3 Council policies and the Best Council Plan

- 4.3.1 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.

#### Climate Emergency

- 4.3.2 The proposed works will provide safe infrastructure to accommodate pedestrian and cycle movement to and from the city centre and other facilities nearby. By excluding nuisance and illegal vehicle movements in the pedestrian areas, road users will gain renewed confidence and safety. The pedestrian focus of these measures will help encourage travel by sustainable modes.

### 4.4 Resources, procurement and value for money

- 4.4.1 A breakdown of the capital costs of the proposed HVM measures are as follows:

Location	Works Cost	Fees	Total Cost
CCVAMS Phase 1 – upgrades	£539,956	£30,000	£569,956
Call Lane contribution	£265,000	£35,000	£300,000
		<b>Overall Total</b>	<b>£869,956</b>

TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>Authority to Spend required for this Approval</b>	<b>TOTAL</b>	<b>TO MARCH</b>	<b>FORECAST</b>					
		2018	2018/19	2019/20	2020/21	2021/22	2022 on	
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0							
CONSTRUCTION (3)	804.9				539.9	265.0		
FURN & EQPT (5)	65.0				30.0	35.0		
DESIGN FEES (6)	0.0							
OTHER COSTS (7)	0.0							
TOTALS	869.9	0.0	0.0	0.0	569.9	300.0		0.0
<b>Total overall Funding (As per latest Capital Programme)</b>	<b>TOTAL</b>	<b>TO MARCH</b>	<b>FORECAST</b>					
		2018	2018/19	2019/20	2020/21	2021/22	2022 on	
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LCC Supported Borrowing	869.9				569.9	300.0		
Total Funding	869.9	0.0	0.0	0.0	569.9	300.0		0.0
<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>	<b>0.0</b>

## Revenue Implications

4.4.2 The installation of the access control system at Call Lane will require the installation of CCTV, which needs to be monitored and maintained. The approximate cost per year is £4,000 in total. 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 This report is eligible for call-in.

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

## 4.6 Risk management

4.6.1 The works will take place in complex pedestrian street environments 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.

- 4.6.2 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.
- 4.6.3 Not completing these important public safety infrastructure works could put road users and / or pedestrians users of the space at increased risk of becoming victims of terrorist atrocities, as well as lower-level but similarly ill-intentioned vehicular misuse of the publically-adopted highway .

## **5. Conclusions**

- 5.1 The locations described in section 1 attract large crowds and therefore have become a target for terrorist acts. It is vital that high quality, appropriate measures are installed to protect road users. It is important that the system is extended to cover other high risk locations.

## **6. Recommendations**

The Chief Officer Highways and Transportation is requested to give authority to:

- a) spend £569,956 on improvements to the CCVAMS and
- b) inject up to £300,000 on Call Lane HVM measures to be delivered by the Council's LPTIP team.

## **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.