

**Report of Director of City Development**

**Report to Executive Board**

**Date: 17<sup>th</sup> October 2018**

**Subject: City Centre Vehicle Access Management Scheme Phase Two**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Little London and Woodhouse; Hunslet and Riverside	
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?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:	
Appendix number:	

**Summary of main issues**

1. This report sets out the details of a scheme being prepared to significantly increase the safety and security of all users of the city centre by means of controlling all vehicular access at key locations through the deployment of security-rated bollards and other measures. In light of the current security situation within the UK, this scheme will promote the city centre core as a safe, accessible environment which is welcoming for all.
2. The report seeks an injection of an additional £490,000 into the 2018/19 Capital Programme to cover the increase in material costs incurred during the implementation of the Phase One automated vehicle access system in the city centre pedestrian core.
3. The report seeks a further injection of £270,000 into the 2018/19 Capital Programme and authority to spend for the detailed design and implementation of a vehicle access system to manage and control vehicle access at Leeds Playhouse courtyard, and authority to undertake feasibility studies and option appraisals for Millennium Square, Greek Street, Call Lane, Merrion Street East and other locations deemed at risk.
4. The report also highlights the revenue cost of operating the system estimated at £205,000 per annum, which is required to facilitate the successful future operation, staff costs, power, and annual maintenance of the installed apparatus.

## Recommendations

Executive Board is recommended to:

- i) Approve the injection and expenditure of an additional £490,000 into the 2018/19 Capital Programme to cover the shortfall in funding for the implementation of Phase One;
- ii) Approve the injection and expenditure of a further £270,000 into the 2018/19 Capital Programme for the detailed design and implementation of Phase Two along with works to the Leeds Playhouse;
- iii) Authorise the undertaking of feasibility studies and option appraisals of an automated vehicle access system to control vehicle access at other key locations within the City Centre as identified in section 3.2 of this report where vehicle access is restricted;
- iv) 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 in section 3.2 of this report; and
- v) To note that the Chief Officer Highways & Transportation will be responsible for implementation.

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

- 1.1. The report seeks an injection of £490,000 into the 2018/2019 Capital Programme to cover the budget shortfall for Phase 1 of the City Centre Vehicle Access Management Scheme following an increase in material prices received during procurement.
- 1.2 The report also seeks an injection of £270,000 into the 2018/2019 Capital Programme and authority to progress the detailed design and implementation of a system to manage and control vehicular access at Leeds Playhouse courtyard and Greek Street and authority to undertake feasibility studies and option appraisals for other locations deemed at risk.

## **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 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 within 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 (TROs) with restricted vehicular access (uncontrolled). Traffic is also prohibited from using Millennium Square except for servicing. Part time pedestrianisation and access restrictions have 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 TROs, which restrict 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.
- 2.6 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. Following concerns raised by both public and private sector city centre stakeholders and in the context of the current security situation, Executive Board approved the implementation of a permanent intervention in the form of a physical vehicle control

system to effectively control vehicle access to the pedestrian core on 21<sup>st</sup> June 2017. The construction of this control system commenced in August 2018.

- 2.7 Through the design of the Phase One element of works and wider consultation, areas of increased pedestrian numbers associated with events and the city's night time economy have been highlighted as would benefit from similar automated measures currently under construction in the pedestrian core.

### **3 Main issues**

#### **3.1 Phase One – Increased Costs**

- 3.1.1 In order to effectively manage and control vehicular access, it was necessary to introduce a robust access control system which balanced security and day-to-day 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.
- 3.1.2 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 chosen will be accredited to comply with PAS 69 impact standards (7.5t vehicle driving at 50mph) when installed.
- 3.1.3 With the ongoing threat of international and domestic terrorism, the procurement and delivery of these systems, as well as increased demands on the manufacturers to produce them, has seen an significant uplift in the cost of these products both here and overseas, which was not fully realised in the production of the initial cost estimates. As a result, the equipment cost for this scheme has increased by approximately 62%, and with the inclusion other essential equipment required to successfully operate the apparatus, has resulted in a budget shortfall of £490,000 on the original authorised value of £1.4 million.
- 3.1.4 Phase One is currently under contract and progressing on site and, subject to the approval of this decision, is due to be operational by the end of January 2019.
- 3.1.5 Once Phase One is fully operational, the existing city centre gates would be made available for deployment as temporary control during events or as interim measures in other key locations.

#### **3.2 Phase Two**

##### **3.2.1 Design and Operational Considerations**

- 3.2.2 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:
- i) Local environment (e.g. geography, current one way systems, entry and exit point and potential diversionary route for vehicles refused access);

- ii) Traffic management (including vehicle access control, loading requirements and time period of protection);
- iii) Protocols and planning (e.g. unauthorised vehicle rejection procedures, emergency access and ongoing maintenance plans).

3.2.3 Unlike the area of operation covered by the Phase One scheme, namely the city centre pedestrian core, the areas and streets identified as part of the Phase Two design have different time periods where vehicular traffic is restricted as below:-

- i) Greek Street is currently closed between 11:30 and 00:00;
- ii) Call Lane is closed Friday to Monday between 22:00 and 05:00;
- iii) Merrion Street East is closed at all times with loading permitted between 06:00 and 11:00; and
- iv) Millennium Square does not permit traffic at any time with the exception of licensed vehicles for events.
  
- v) The proposed area associated with the Leeds Playhouse is not part of the carriageway and is required to provide protection to crowds likely to gather within this area.

3.2.4 The proposals with respect to those schemes on the highway is to augment as necessary the existing TROs 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.

3.2.5 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 has been agreed with the City Watch service and can be best integrated within their operation.

3.2.6 The undertaking of a robust maintenance programme will be required 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. The cost of this work is included in the revenue figure referred to in the recommendation and any additional costs arising from the Phase 2 proposals will be addressed once the scope of the scheme is finalised.

### 3.2.7 Programme

3.2.8 A detailed delivery programme is being developed for the Phase Two scheme proposals, which will be prepared for the expeditious delivery of the measures and early dialogue with the contract teams. This will provide 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. Therefore timescales are not yet confirmed; however, it is intended that the works associated with the Leeds Playhouse will form part of the scheme's existing delivery schedule. The programme for the Phase Two works will be reviewed on an ongoing basis with a view to bringing works on stream as soon as possible. This will be subject to a further board report once the proposals have been fully developed and costed.

### **3.3 Operational Costs**

- 3.3.1 Once installed, the vehicle access management scheme will generate an ongoing revenue pressure of £205,000 per annum to facilitate the successful future operation, staff costs, power, and annual maintenance of the installed apparatus. These costs will be incorporated into the Directorate's budget as part of the 2019/20 budget setting process.

## **4 Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 Consultation has taken place with West Yorkshire Police and all key stakeholders for Phase One of the scheme through a formal consultation process. Local businesses are supportive and welcome the added security the scheme will provide; however, there has been firm resistance to any financial contribution from the private sector.
- 4.1.2 West Yorkshire Police have also been consulted to help develop proposals for Phase Two. An extensive consultation exercise will be undertaken for Phase Two once the proposals are suitably advanced.

### **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 process.

### **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**

#### **Capital Funding and Cashflow**

Estimated Capital Expenditure by type	TOTAL £000's	FORECAST				
		2018/19	2019/20	2020/21	2021/22	2022/23
		£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	660.0	490.0	170.0			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	90.0	25.0	75.0			
OTHER COSTS (7)	0.0					
<b>TOTALS</b>	<b>760.0</b>	<b>515.0</b>	<b>245.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Total overall Funding (As per latest Capital Programme)</b>						
	TOTAL £000's	FORECAST				
		2018/19	2019/20	2020/21	2021/22	2022/23
		£000's	£000's	£000's	£000's	£000's
LCC Supported Borrowing	760.0	515.0	245.0			
LCC Departmental Borrowing	0.0					
Revenue Contribution	0.0					
Government Grant	0.0					
Other Grant	0.0					
Private Sector Contributions	0.0					
Section 106 / 278	0.0					
Any Other Income ( Specify)	0.0					
<b>Total Funding</b>	<b>760.0</b>	<b>515.0</b>	<b>245.0</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>REVENUE EFFECTS</b>						
	Total £000's	Forecast				
		2019/20	2020/21	2021/22	2022/23	2023/24
		£000'S	£000'S	£000'S	£000'S	£000'S
EMPLOYEES	157.0	157.0	157.0	157.0	157.0	157.0
PREMISES COSTS	0.0	0.0	0.0	0.0	0.0	0.0
SUPPLIES & SERVICES	48.0	48.0	48.0	48.0	48.0	48.0
EXTERNAL INCOME GENERATED	0.0	0.0	0.0	0.0	0.0	0.0
<b>TOTAL NET REVENUE EFFECTS</b>	<b>205.0</b>	<b>205.0</b>	<b>205.0</b>	<b>205.0</b>	<b>205.0</b>	<b>205.0</b>

## 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.

## 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 automated rising bollards is considered the most appropriate solution to achieve effective access control. These systems are

successfully used by other 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 recommended to:

- i) Approve the injection and expenditure of an additional £490,000 into the 2018/19 Capital Programme to cover the shortfall in funding for the implementation of Phase One;
- ii) Approve the injection and expenditure of a further £270,000 into the 2018/19 Capital Programme for the detailed design and implementation of Phase Two along with works to the Leeds Playhouse;
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- iv) 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 in section 3.2 of this report; and
- v) 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.