

Executive

13 February 2020

Report of the Corporate Director for Economy and Place

Portfolio of the Executive Member for Transport and Planning

City Centre Access – Phase 1 Proposals (Update)

Summary

1. Keeping residents and visitors safe by protecting the public and the economy of York is a key role and priority for the Council. The Executive have previously made a number of decisions to minimise the likelihood of a hostile vehicle attack on the city.
2. At the Executive in August 2019 members heard from the Police and Counter Terrorism Unit about the risk of a hostile vehicle attack on the city. Whilst there is no specific intelligence of such an attack on York, the national threat level is currently substantial.
3. Executive have previously recognised the need to consider appropriate temporary measures until permanent measures are in place. This Christmas saw the deployment of temporary measures as advised by the Police and Counter Terrorism Unit.
4. This report seeks to progress permanent measures which will be more aesthetically pleasing and more in keeping with the environment of York. The design of the bollards was approved at the August Executive meeting this imagery is attached in Annex A.

Recommendations

5. Members are asked to consider the following recommendations:

- a) To approve the final location of static and sliding bollards as detailed in Annex B.

Reason: to give security rated effect to the Traffic Regulation Order change that was approved by Executive in August 2019.

- b) Note the additional capital requirement of £1,000k for the Phase 1 measures (including mitigation for disabled groups and Racecourse measures) to be considered as part of the Capital Strategy report elsewhere on the agenda.

Reason: To enable the delivery of the scheme of permanent measures for city centre security.

- c) To note that the recommended solution will have an additional revenue cost implication to the council provisionally estimated at £115k in a full year. These additional costs will need to be included as unavoidable growth in future budget strategies. Any costs incurred in 2020/21 to be managed across budgets within the Transport service.

Reason: To enable the delivery of the scheme of permanent measures for city centre security.

- d) To approve the carrying out of procurement processes to engage contractors to supply, install and maintain the Scheme being the permanent hostile vehicle mitigation measures and to delegate to the Corporate Director of Economy and Place, in consultation with the Director of Governance, the authority to take such steps as are necessary to both award and enter in to the resulting contracts.

Reason: To enable the delivery of the scheme of permanent measures for city centre security.

- e) Instruct officers to liaise with Make It York to ensure that their planning for the Christmas 2020 event is started early and considers the Shambles market access requirements.

Reason: To ensure that the planning and details for running the event are confirmed and accepted by the Safety Action Group in a timely manner and any impacts are mitigated.

- f) Request that Officers report back to the Executive Member for Transport in due course to present an update to include a summary of the operational protocols and procedures.

Reason: To enable the Executive Member for Transport to understand the procedures entailed in managing the scheme.

Background

- 6. The Executive have previously requested officers to work with representatives from North Yorkshire Police, York BID, Make it York, York Minster and York Racecourse to upgrade existing highway infrastructure within the city centre and at the racecourse to minimise the likelihood of a vehicle as weapon attack.
- 7. Following an Experimental Traffic Regulation Order Executive approved the making of the permanent order whereby the city centre will be closed to all traffic except emergency vehicles and those with essential permission, during the footstreets hours, which are currently 10:30am to 5:00pm (normally).
- 8. Recognising the impact this may have on some communities the Executive requested work be undertaken with traders, BID, Make it York and disabled access stakeholders to mitigate this impact. The Executive have then approved the implementation of a number of changes to mitigate this impact.

9. The Executive approved the design of the bollard to be used for the permanent measures and the procurement and installation of the non-moving bollards at the end of Parliament Street at the earliest opportunity. Six of these static permanent bollards were installed at the south eastern end of Parliament Street before the Christmas market in 2019. This reduced the scale of the temporary measures required for the Christmas market.
10. Following advice from the Counter Terrorism Unit a review of the temporary measures for Christmas (2019) took place. Officers have undertaken significant work with the Counter Terrorism Unit to support Make it York and ensure that adequate and appropriate temporary hostile vehicle mitigation measures for Make it York's Christmas events for 2019 were implemented.
11. The Executive in August 2019 gave permission to start a procurement exercise for permanent measures at the locations shown in Annex B so that temporary measures were not required in these locations in the future.
12. Since August the detailed designs for the hostile vehicle rated measures (PAS 68) have been progressed and work has continued with planning for the measures at York Racecourse.
13. The proposed measures consist of static bollards – as now installed at Parliament Street – and proposed sliding bollard systems at each of the access and egress points, illustrated in Annex A.
14. The sliding bollard systems are proposed at the following junctions:
 - Parliament Street – Piccadilly/Coppergate/High Ousegate
 - Spurriergate – Nessgate/High Ousegate/Low Ousegate
 - Coney Street – St Helen's Square
 - Davygate – St Helen's Square
 - Church Street – St Sampson's Square/Parliament Street
 - St Sampson's Square – Church Street

See plan at Annex B

15. The proposed static measures at the racecourse will complement the measures currently deployed by York Racecourse on race days.
16. A compliant procurement process is underway to find contractors to purchase and install the permanent HVM measures (the “Scheme”) with tenders due to be returned early 2020.
17. The minor schemes identified to improve disabled parking for the city centre are being progressed. The changes to parking on Piccadilly are subject to a decision on the proposed changes to the Traffic Regulation Orders for the taxi rank and loading bay. This is being considered at the Executive Member for Transport Decision Session on 20 February 2020.
18. Once implemented, the permanent measures will reduce the need for specific temporary HVM measures during the Christmas Market or other special events in the city centre throughout the year.
19. The proposed Scheme will provide a method of control which will only allow access for authorised vehicles in to the Phase 1 area and reduce the overall number of vehicles accessing the city centre during footstreets hours. This will also improve safety for pedestrians in the controlled area.
20. The Executive previously asked officers to consider a Phase 2 scheme focusing on Duncombe Place and the approach to York Minster. Although the Minster authorities have already installed hostile vehicle mitigation measures, these only have temporary approval. Officers are therefore in discussions with the Minster authorities to assist in developing their proposed Neighbourhood Plan for the area around York Minster, and to ensure hostile vehicle mitigation measures are considered along with the role of the relevant sections of public highway in the design.
21. Any requirement for temporary measures for events outside the Phase 1 area as shown in annex B will be considered as required.

22. Officers have liaised with the blue light services and other agencies. This work continues to develop the operational protocols and procedures for the operation of the Scheme.
23. As part of this work the traffic waiver system for the city centre is being reviewed. A system is being developed to allow limited permitted access during the footstreets hours. This operational protocol will dictate how this happens to ensure minimum detriment to businesses whilst maintaining security.
24. Draft operational procedures are being developed and agreed with CYC's Network Management team, the Police and Counter Terrorism Unit. It is proposed that the council's CCTV and security consultant will be trained to operate the system to ensure that legitimate access is maintained whilst preventing, as far as possible, unauthorised vehicle access into the protected area.
25. The original capital allocation for the scheme was £1,187,000 agreed in February 2018. This was increased by a further £100k in July 2018 by a reallocation of funding from the Built Environment Fund Capital allocation. Expenditure to the 31st March 2019 has been £225k mainly on fees to support the development of the project plus survey and consultation/engagement costs. The remaining capital allocation is £1,062k. Estimated expenditure going forward and including 2019/20 –

Estimated Cost	£'000
Cost of Measures inc. design & installation	1,510
Supervision fees	65
Temp Measures Xmas & New Year 2019	21
CCTV Design and Support	6
Racecourse Measures	300
Internal Fees	160
Total	2,062

The estimated costs are £1m above the current capital allocation and this additional funding will be considered as part of the 2020/21 budget process.

26. There will be ongoing costs associated with the maintenance and operation of these measures, this will also need to cover the additional administration required for the traffic waiver system. This is detailed in Annex C and will need to be considered during the budget setting process for 21/22. It is currently expected to be around £115,000 for the 7 day a week control room requirement and annual maintenance and servicing.
27. These costs include modest amounts for servicing and maintenance of the bollards and the CCTV and communications equipment. The more significant cost is for supervision, oversight and operation to ensure that these measures support a safe city centre whilst allowing emergency access.

Implications

28. The following are the identified implications.
 - **Financial** – The capital costs set out in paragraph 25 of this report will be considered as part of the 2020/21 budget process. As identified in paragraph 26 there are going to be additional revenue costs in operating the city centre access measures. Whilst there is an indicative value of £115k in a full year this still needs to be finalised. It is proposed that any costs incurred during 2020/21 will be met from current budgets within Transport services. The future years' costs will need to be considered as part of the 2021/22 budget.
 - **Human Resources** – None at this stage.
 - **Equalities** – A Community Impact Assessment was included in the August 2019 report and mitigations regarding disabled parking are being implemented.
 - **Legal** – The Council legal team is involved in the preparation of the protocols, the procurement process and in the necessary adjustments to existing contracts.

- **Crime and Disorder** - These measures aim to deter and prevent vehicular access, during the agreed hours when the city is busiest, in the interests of public safety from the vehicle as a weapon threat.
- **Information Technology (IT)** – Investment in IT to remotely operate some of these measures will be required.
- **Property** - There are no property implications for this report or its recommendations but there may be a planning review and permission requirement associated with CCTV cameras required.
- **Risk Management** – This programme is tasked with delivering suitable measures to protect areas of high footfall and concentrations of people, namely the city centre and York Racecourse, against the threat of a vehicle as a weapon and the risk to public safety based on Police, consultant and security services advice. Once in operation, the Council and their partners will be responsible for ensuring reasonable endeavours are taken to maintain the security of the Phase 1 area during the footstreet hours.

Contact Details

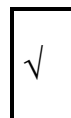
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Neil Ferris
Corporate Director for Economy and Place

Report Approved



Date 15.01.2020

Wards Affected: Guildhall

All

For further information please contact the author of the report

Background Papers:

29 August, 2019, City Centre Access Experimental Traffic Order Conclusion and Phase 1 Proposals

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=11108&Ver=4>

8 February, 2018, Executive report and minutes that agreed to the implementation of the hostile vehicle mitigation measures in the city centre.

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10196&Ver=4>

27 September, 2018, Executive report and minutes that agreed to the implementation of the hostile vehicle mitigation measures in the city centre.

<https://>

Annexes

Annex A – Illustration of measures

Annex B – City Centre map showing location of proposed measures

Annex C – Breakdown of revenue budget implications

List of Abbreviations Used in this Report

BID – York Business Improvement District

CCTV – Closed Circuit Television

HVM – Hostile vehicle mitigation

PAS 68 - the latest Publicly Available Specification for vehicle security barriers and bollards