

# Meeting of the City Council

## 20 September 2017

<b>Report title</b>	Improving Pedestrian Safety	
<b>Referring body</b>	Cabinet, 19 July 2017	
<b>Councillor to present report</b>	Councillor Andrew Johnson	
<b>Wards affected</b>	All	
<b>Cabinet member with lead responsibility</b>	Councillor Roger Lawrence Leader of the Council	
<b>Accountable Director</b>	Tim Johnson, Strategic Director, Place	
<b>Originating service</b>	Resilience	
<b>Accountable employee</b>	Ross Cook, Neil Rogerson Tel Email	Service Director - City Environment, Resilience Manager 01902 552368 ross.cook@wolverhampton.gov.uk, neil.rogerson@wolverhampton.gov.uk
<b>Report to be/has been considered by</b>	Strategic Executive Board Cabinet	11 July 2017 13 September 2017

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### Recommendation(s) for action or decision:

That Council is recommended to:

1. Approve the implementation of option three and the necessary funding required as detailed in the report.

## 1.0 Purpose

- 1.1 The following proposal introduces recommendations to reduce the risk of vehicle ramming attacks in Wolverhampton by installing protective street furniture around crowded areas of the City.

## 2.0 Background

- 2.1 On 13 September 2017, Cabinet are due to consider an exempt report on Improving Pedestrian Safety.

- 2.2 The report being presented to Cabinet recommends that Council:

Approve the implementation of option three and the necessary funding required as detailed in the report.

## 3.0 Evaluation of alternative options:

- 3.1 **Option One** – No change to existing protection or planning policy.
- 3.2 This would be the least expensive option but would leave Wolverhampton's existing and future crowded places vulnerable to vehicle ramming attacks.
- 3.3 **Option Two** – No change to existing protection but embed protective security in design planning for Westside and other future developments.
- 3.4 This would reduce the initial outlay while efficiently incorporating enhanced protection in future building developments. However, the City's existing crowded places would remain unprotected until they are redeveloped.
- 3.5 **Option Three** – Enhance protection around some existing crowded places, while changing design planning to ensure that future developments take account of protective security.
- 3.6 This allows limited protection to be constructed around the Wolverhampton sites that have been assessed as the highest risk, based on both likelihood and impact. Other crowded places would then be addressed as part of future regeneration projects.
- 3.7 **Option Four** – Enhance protection of all crowded places within Wolverhampton and embed protective security in design planning for future developments.
- 3.8 This would be the most comprehensive approach but would carry with it significant disruption and require many millions of pounds to achieve.

#### **4.0 Reasons for decision:**

4.1 **Option Three** – Enhance protection around some existing crowded places, while changing design planning to ensure that future developments take account of protective security.

4.2 It has been decided that option three is the best approach as it balances existing risks and resources, while ensuring that future developments will have protective security included from the outset. The following outlines how this will be achieved.

#### **5.0 Objective one**

5.1 This objective involves repairing or replacing bollards that are no longer fit for purpose and installing additional ones where the existing gaps are wide enough for a vehicle to drive through. As it is not financially feasible to undertake this process throughout the whole City at once, the following crowded areas have been identified as a priority.

- A. Central Mosque
- B. Railway Drive
- C. Lichfield Street

#### **6.0 Objective two**

6.1 This objective looks at two locations within the City that regularly attract large crowds and qualify for a higher level of protection than standard bollards. PAS 68 is an international standard for vehicle security barrier systems. Qualifying systems are impact tested, with the most effective models capable of stopping a 7.5t truck traveling at 50mph. The following sites have been surveyed to establish where such barriers should be located.

- A. Molineux Stadium
- B. Civic Halls

#### **7.0 Stakeholder consultation**

7.1 The Resilience Team has worked closely with the Molineux and the Civic Halls to ensure that the PAS 68 HVM designs interlock with both existing security provisions and upcoming plans to improve individual site security. This engagement will continue throughout the introduction of the programme, in conjunction with a wider consultation exercise aimed at the residents, businesses and organisations that live and operate in the areas identified for enhanced protection.

#### **8.0 Implications and assurances**

8.1 A concerted effort to anticipate and mitigate friction points has been made and the implications have been recorded in a project scoping paper. However, due to the size and complexity of the improvements, provision must be made to manage emergent problems as they are identified.

## **9.0 Hostile Vehicle Mitigation Programme Board**

- 9.1 The HVM Programme Board will be established to oversee both objectives and ensure that the improvements are introduced with minimum possible disruption. They will monitor progress, horizon scan, integrate HVM planning with individual site security reviews and address operational issues that emerge as the protective measures are introduced.
- 9.2 The Board will be chaired by the Service Director for City Environment and have standing representatives from Resilience, Traffic and Road Safety, Town Planning, Communications, and Equalities. Representatives from Visitor Economy, Environmental Health and other appropriate departments and agencies will be invited as required. The Board's progress will be a standing agenda item of the Wolverhampton Counter Terrorism Board (CONTEST) and the Connected Places Programme Board.

## **10.0 Tranche two**

- 10.1 As the Resilience Team begins to coordinate site and event security reviews at many locations around the City, more locations requiring improvements to pedestrian safety may be identified. While work on the existing proposals should start as soon as practicable, other crowded places around Wolverhampton should also be considered.

## **11.0 Embedding protective security in design planning for Westside and other future developments**

- 11.1 Westside and its associated projects offer significant potential to embed anti-terrorism design principles across a significant area of the City centre. Westside will incorporate a public square designed to accommodate crowds of up to 3,000 people thereby making this a key venue for the City's outdoors events calendar. Westside Link will explore potential to pedestrianize several key streets within the City centre, including Victoria Street and onwards into Queen Square and Lichfield Street. An early phase of the Link project will also incorporate the area around the Civic Halls, which will seek to reduce vehicle movement in the area and increase pedestrian safe zones. The scale and impact of these schemes offers a unique opportunity to embed anti-terror principles from the outset of the scheme design.
- 11.2 The urban designers for Westside, Planit, have been retained to design the Westside Link scheme which connects the Westside leisure scheme with the core retail centre. This will ensure a seamless approach to connecting these areas of public realm. Integral to their brief is to look at the counter-terrorism and hostile vehicle mitigation in a way that does not compromise the aesthetic and quality of the public realm. Their brief will be to create safer environments without users of these spaces necessary realising it.
- 11.3 The relocation of the markets to the Snow Hill site at Southside enables the vacant possession of Westside. Even without specific reference to the counter-terrorism agenda, the new market layout is more tightly arranged and less permeable than the existing layout. Vehicular access for traders will be time-limited and subject to access controls.

Advice on enhanced security measures has been offered to the architects, Grieg and Stephenson, who as a London-based practice have considerable experience in designing to safeguard against hostile attacks.

11.4 City Economy are represented at the CONTEST Board and City Planning have been involved with the HVM Programme from the outset. City Economy employees have attended the Counter Terrorism Training sessions known as Project Griffin and Project Argus. City Environment have also been involved in the HVM Programme since March and their key officers have attended Counter Terrorism Training.

11.5 The Resilience Team now plans to build on this heightened awareness by running a series of infrastructure protection training sessions. The sessions will draw from central government guidance and give the Council's planners the practical knowledge required to ensure that the correct level of protection is provided, without compromising the Council's ability to create aesthetically pleasing and functional public spaces.

## 12.0 Communications

12.1 The road closures required to implement the protective measures are likely to attract media attention. As such, the Communications team will be involved in the programme board that oversees delivery of the HVM. An initial line to take has been drafted and will be updated as required:

12.2 "We work closely with partners across the City to ensure that City events are as safe and enjoyable as possible. Given the current national threat assessment and recent events elsewhere in the UK and Europe, we are putting in place a number of precautionary measures aimed at improving the safety of the public."

## 13.0 Financial implications

### 13.1 Objective one - Installation of bollards

13.2 This programme of work will replace and repair existing sites and provide additional new protection, including heavy duty bollards and railings. The estimated capital costs are detailed in the following table:

<b>Objective 1 - Capital</b>	<b>£'000</b>
Railway Drive - Bollards	5
Central Mosque – Bollards, trief kerbs, railings	60
Lichfield Street - Bollards	10
Preliminary work covering all sites	15
<b>Sub Total 1</b>	<b>90</b>

### 13.3 Objective two - Installation of gates and bollards and hire of mobile barrier protection

13.4 The follow up programme of work installs gates and barriers in areas of the City that attract large crowds. The following table shows there is both a capital and revenue cost to this aspect of the scheme as installations in certain areas will be temporary and will be installed as and when required, such as for a specific event at the Civic Halls.

<b>Objective 2 - Capital</b>		<b>£'000</b>
Molineux – Gates and bollards		245
Civic Halls – Barriers		30
<b>Sub Total 2</b>		<b>275</b>

<b>Scheme – Total Capital</b>		<b>£'000</b>
Objective 1 + Objective 2		<b>365</b>

<b>Objective 2 - Revenue</b>		<b>£'000</b>
Mobilisation of barriers – Employee cost		20
Impact protection vehicle hire		15
<b>Total Revenue</b>		<b>35</b>

- 13.5 It should be noted that at this stage these are estimated costs and are subject to change based on unknown site complexities.
- 13.6 It is proposed the capital costs of £365,000 will be met from the Corporate Contingency budget within the Capital Programme. This budget is funded through prudential borrowing at an annual revenue cost including Minimum Revenue Provision of approximately £31,000 per year over 15 years.
- 13.7 It should also be noted that there may be an impact on parking income in City centre car parks as a result of proposals of closing access to routes, although the impact of this is not known at this stage.
- 13.8 The revenue costs of £35,000 covers the period of 20 October 2017 to 4 January 2018, when the Civic Halls plan to be open. This is a temporary solution and therefore is a one-off cost for this period; these costs will be met within existing budgets. Consideration at this stage has not been given to any requirements of the Civic Halls beyond this date. Further options for protection will be considered as part of the wider Civic Halls capital scheme and costs associated with that will be subject to a future report.
- 13.9 Maintenance costs associated with the installation of the bollards and barriers as detailed will be covered from existing service budgets.

#### **14.0 Legal implications**

- 14.1 Protect (to strengthen the City's protection against a terrorist attack) is not currently a duty for councils under the Counter Terrorism and Security Act 2015 but this may change, following an imminent review of UK terrorism legislation.
- 14.2 If the Council needs to procure any goods or services as a result of this report, the procurement must be carried out in accordance with the Council's constitution and relevant legislation

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#### **15.0 Equalities implications**

- 15.1 It is accepted that security and access are often oxymoronic. An equalities assessment has been conducted that considers the principles of public life in the current climate of recent terrorist attacks on the mainland of the UK involving attack by vehicle. The Council is seeking to protect the public as best as it reasonably can and this is its paramount concern. As such the Article 2 of the Human Rights Act the Right to life is the paramount concern. Nevertheless, so that business can continue as easily as is possible and desirable in this climate, the Council will do what is possible with existing resources to mitigate any adverse impacts and foster good relations between communities.

#### **16.0 Environmental implications**

- 16.1 The environmental aspects of hostile vehicle mitigation proposals are numerous and include the installation of bollards and the addition of barriers in relation to particular roads, pavements and bridges across the City.

#### **17.0 Human resources implications**

- 17.1 Appropriate employee groups, such as City Development, Town Planning, and Traffic & Road Safety have been selected for counter terrorism training (Project Griffin and Project Argus). In addition to helping to prepare employees for their roles in an emergency, the training serves to improve transferable skills such as communication, leadership, decision making and teamwork.

#### **18.0 Corporate landlord implications**

- 18.1 The most significant corporate landlord implications come as a consequence of the security review of plans for the Wolverhampton Civic Halls. The Resilience team has been liaising closely with Visitor Economy to ensure that plans to improve security, as part of the Civic Halls improvement project, are integrated with the proposals.

#### **19.0 Schedule of background papers**

- 19.1 Executive Team - Prepare and Protect Update