

<b>Report title:</b>	<b>Hostile Vehicle Mitigation - Phase 1 Installation</b>
<b>Contains Confidential of Exempt Information?</b>	No
<b>Member reporting:</b>	Councillor Bicknell, Lead Member for Windsor, Highways and Transport
<b>Meeting and Date:</b>	Cabinet - 27 September 2018
<b>Responsible Officer(s):</b>	Andy Jeffs, Executive Director David Scott, Head of Communities, Enforcement and Partnerships
<b>Wards affected:</b>	Castle Without

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## REPORT SUMMARY

1. The Royal Borough has been working with Thames Valley Police (TVP) and the Royal Collection Trust to develop a series of permanent hostile vehicle mitigation (HVM) measures in Windsor town centre. The entire projected costs, if all phases were to be implemented, would total £3,200,000; an increase from the original estimate of £1,850,000. This increase is primarily due to additional sites being identified since the original feasibility work was undertaken earlier in 2017.
2. The council has so far agreed to commit £942,000 towards the project, while TVP have committed £250,000. This is a sufficient amount to proceed with Phase 1. External contributions from the Royal Collection Trust and the Home Office are anticipated, but not yet confirmed, and are subject to ongoing efforts to secure contributions.
3. Under the current Contract Rules, Cabinet approval for a delegation is required to expend the £942,000 capital budget, which was originally allocated as part of the 2017-18 capital programme and subsequently rolled forward into the 2018-19 programme.
4. This report requests the delegation to proceed to enable Phase 1a of the scheme to be progressed.

## 1. DETAILS OF RECOMMENDATION(S)

**RECOMMENDATION:** That Cabinet notes the report and:

- i) **Delegates authority to the Executive Director, in consultation with the Lead Member for Windsor, Highways and Transport, to progress Phase 1a and expend up to the gross £1,192,000 project budget allocated within the 2018-19 capital programme.**

## 2. REASON FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

- 2.1 Following the Westminster terrorist attacks of March 2017, the Metropolitan Police and TVP jointly identified the 'Changing of the Guard' as a potential target due to the regular occurrence and the very predictable nature of the event. As a consequence, TVP installed a series of temporary security barriers and gates around Windsor town centre.
- 2.2 The temporary National Barrier Asset (NBA) measures were installed at six locations and remain in place as of today. The locations are:
  - Sheet Street; south of Victoria Barracks.
  - Victoria Street; west of Sheet Street near to the pedestrian crossing.

- Park Street; at the junction with Sheet Street (see Image 1).
- St Albans Street; near to the junction with Castle Hill.
- Thames Street; opposite the Windsor Royal Theatre.
- River Street; at the junction with Thames Avenue.

2.3 The temporary measures were deployed to protect all those associated with the Changing of the Guard processions, including the military, security personnel, the Police and spectators (residents and visitors) from a potential hostile vehicle attack. There is no further cost associated with the existing temporary NBA measures remaining in place, and these were funded by the Police. These measures were only ever intended to be a temporary arrangement whilst an integrated street scene permanent solution was identified and developed.

**Image 1: Example of temporary NBA measures on Park Street**



2.4 To assist with designing an integrated long-term solution, TVP commissioned security consultants MFD International Ltd (MFD) to conduct a review of the risk of a vehicular-born security threat surrounding Windsor Castle. Their initial response, published in June 2017, identified twelve potentially vulnerable town centre sites that required protection. Following a further review, published in October 2017, an updated list of sites were identified as potentially requiring HVM measures on a permanent basis, covering:

- The Guard Route (original 6 sites)
- Castle Visitor Queues (2 new sites)
- Ceremonial Event Route (additional 12 sites)
- Town Centre Shopping (new sites)

2.5 In October 2017, additional HVM barrier walling was added to Castle Hill and St Albans Street to reflect the revised risks in these areas; both sites had been reviewed by the Police following a number of further vehicle-born attacks in crowded places in the UK and Europe. This review also coincided with additional NBA becoming available.

2.6 For each of the original identified sites the feasibility study included: a concept design, proposed measure (e.g. bollards or gates) and an indicative cost. The designs give due consideration to the conservation status and heritage setting of the town centre. The

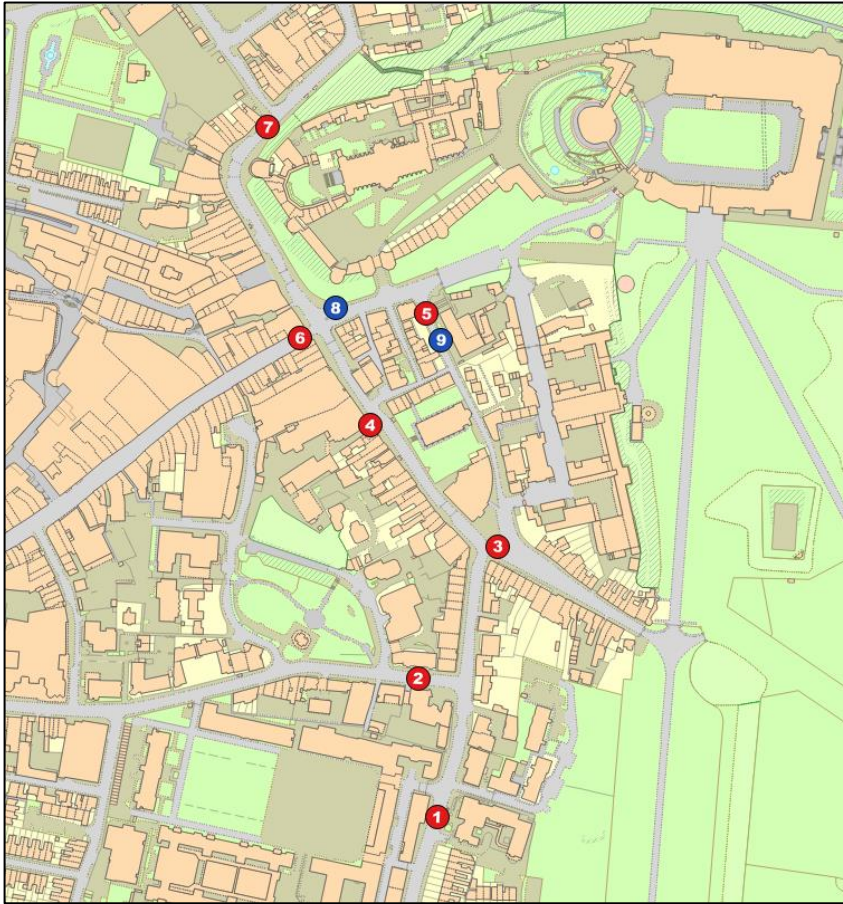
additional sites do not have designs. However based upon the work completed to date, MFD estimated that the total cost of installing HVM measures at all sites would be approximately £3,200,000. A significant uplift from the original, more limited proposals, the largest proportion of which was the result of the extensive extra protection to Castle Hill and St Albans Street (£1,216,000), to protect the large volume of visitors to the Castle and queuing for entry.

- 2.7 To follow-up and develop a scheme based upon the review, a multi-agency project board was established in November 2017. This board includes representation from the Royal Borough, TVP, MFD, the Royal Household and Royal Collection Trust (the two separate elements at Windsor Castle).
- 2.8 In January 2018, Project Centre Ltd (PCL) were appointed to deliver all aspects of the planning, detailed technical design and scheme development work required for the project to be progressed. PCL have recommended that the project be delivered on a phased basis. Phase 1 (which can be broken down into Phase 1a and 1b) prioritises the Changing of the Guard route and protective queue measures. Phases 2 and 3 would cover the wider ceremonial event routes and town centre as and when further funding becomes available.
- 2.9 Six sites are proposed to be included within Phase 1a. Installations at these sites will protect the core 'Changing of the Guard' route. Phase 1b covers the three additional queuing area sites and the gate in this area. Five sites are scheduled for Phase 2 and four sites for Phase 3. The sites within each phase are detailed in Table 1.

**Table 1: Proposed phases**

<b>Phase 1a - Changing of the Guard Route</b>		
<b>Site</b>	<b>Location</b>	<b>Description</b>
1	Sheet Street (South)	Outside Victoria Barracks and York House
2	Victoria Street	West of Sheet Street near the pedestrian crossing
3	Park Street	At the junction with Sheet Street
4	Castle Hotel Yard	Opposite Windsor Guildhall
6	Peascod St (North)	Opposite the Queen Victoria Statue
7	Thames Street	Outside the Zizzi Restaurant
<b>Phase 1b - Queue Protection</b>		
<b>Site</b>	<b>Location</b>	<b>Description</b>
5	St Albans Street (North)	Near to the junction with Castle Hill
8	Castle Hill	Pedestrian measures beside the Castle moat
9	St Albans Street (South)	Pedestrian measures near to new visitor entrance
<b>Phase 2 - Ceremonial Event Route</b>		
<b>Site</b>	<b>Location</b>	<b>Description</b>
10	Sheet Street (North)	Beside the Sceptre Gate building
11	Thames Avenue	At the traffic lights opposite Bel and The Dragon
12	Windsor Bridge	On the Windsor side of the bridge to Eton
13	Farm Yard	Outside Riverside train station entrance
14	King Edward VII Avenue	At mini-roundabout with Romney Lock Road
<b>Phase 3 - Wider Town Centre</b>		
<b>Site</b>	<b>Location</b>	<b>Description</b>
15	William Street	At the junction with Victoria Street
16	Oxford Road East	At the junction with Charles Street
17	Peascod St (South)	At the junction with Victoria Street
18	Windsor Royal Shopping	Western end. Station car park entrance/exit

**Image 2: Map of the proposed sites for Phase 1**



2.10 Following the preliminary design stage, it has been estimated that the cost of installing permanent HVM measures at the seven Phase 1a sites would be £872,000. The cost of the queue protection measures alone within Phase 1b is estimated at £1,270,000. A full list of the estimated costs for Phase 1a and 1b is shown in Tables 2 and 3.

**Table 2: Phase 1a estimated costs**

Site	Location	Proposed Installations	Cost
1	Sheet Street (South)	3 static bollards; 2 gates	£138,000
2	Victoria Street	3 static bollards; 1 gate	£89,000
3	Park Street	Static bollards (number TBC); 5 automatic bollards	£270,000
4	Castle Hotel Yard	4 lift assist rising bollards	£70,000
6	Peascod St (North)	6 static bollards; 3 automatic bollards and removal of plinth	£135,000
7	Thames Street	5 static bollards; 4 automatic bollards	£170,000
<b>Estimated Phase 1a Total</b>			<b>£872,000</b>

**Table 3: Phase 1b estimated costs**

Site	Location	Proposed Installations	Cost
5	St Albans Street (North)	1 gate	£54,000
8	Castle Hill	57 static bollards; 3 planters	£759,000
9	St Albans Street (South)	36 static bollards	£457,000
<b>Estimated Phase 1b Total</b>			<b>£1,270,000</b>

- 2.11 Trial digs and topographic surveys have been conducted at a number of Phase 1 sites. These digs were scheduled to minimise disruption in the town centre and to events, such as the Royal Wedding. The digs have so far identified possible additional costs at Park Street, St Albans Street and Castle Hill due to the prolific and unexpected subterranean issues and the need for utility diversions. These additional costs have been factored into the Table 2 and 3 estimates. Further digs at the remaining Phase 1 sites are scheduled to take place.
- 2.12 The most significant increases in costs are for the additional queue protection measures on Castle Hill and St Albans Street (South) for £1,216,000. These sites (8 and 9) are coloured blue on Image 2. They were not included in the original June 2017 feasibility report as they were not identified at that time as high-risk zones for the most regular guard change based events.
- 2.13 Given the uplift in costs, work is now underway to consider alternatives. One alternative would be to pedestrianise Castle Hill and St Albans Street in part, extending restrictions currently in place along Peascod Street. This could potentially remove the need for Phase 1b and its associated costs. PCL have been tasked with exploring this option; to determine costs and assess possible effects on local traffic flow. This work is in progress.
- 2.14 Planning permission for HVM installations is not required. The only statutory requirement is for an obstruction in the highway notice (Highways Act) for the measures being installed on the carriageway. All installations will be designed to highways standards and in accordance with Windsor town centre's conservation status. The local residents who were most directly impacted by the temporary measures, and some of whom have attended earlier briefings, are expecting to have further sight of the more detailed proposals, prior to the final sign off. It is proposed to hold a further local public update briefing to provide local residents with the further detailed proposals when the final plans are available.
- 2.15 Phases 2 and 3 are predicted to cost £590,000 and £495,000 respectively; a combined cost of £1,085,000. The overall project cost to complete all of the phases (1a and 1b, 2 and 3) is approximately £3,200,000 in total.
- 2.16 Due to the technical complexity of the below ground services and the position in relation to the current traffic movements in the town centre, installations will cause significant disruption and will require careful planning to mitigate the disruption that cannot be avoided. A phased implementation within Phase 1 will help to reduce disruption, but will not avoid it. More detailed options on this implementation are continuing to be developed and will look at ways to reduce disruption and keep costs under control.
- 2.17 Deployment and development of the scheme was delayed to reflect the impact of the Royal Wedding in May 2018. It was not possible to undertake the full design, complete the feasibility work, conduct trial digs and restore the sites in time for the event. Plans were implemented to ensure the town looked its best for the worldwide televised event. Development work did continue in the background, but was re-programmed to reflect the pause needed to enable the Royal Wedding to take place. Given the second Royal Wedding now scheduled for October, there are some further restrictions on when works could be implemented on the ground. This is being factored into the overall implementation timetable.

### 3. KEY IMPLICATIONS

3.1 Table 4 contains the key implications.

**Table 4: Key implications**

Outcome	Unmet	Met	Exceeded	Significantly Exceeded	Date of delivery
Phase 1a measures installed	After 31 December 2019	31 December 2019	30 November 2019	31 October 2019	31 December 2019

### 4. FINANCIAL DETAILS / VALUE FOR MONEY

4.1 The Royal Borough has already approved a net contribution of £942,000 towards the installation of permanent HVM measures in Windsor town centre. This contribution was agreed as part of an overall £1,850,000 project budget estimate, initially within the 2017-18 capital programme, which was then rolled forward into 2018-19; see Table 5.

**Table 5: Extract from Capital Programme 2018-19**

Commissioning - Communities		2017-18 Approved		
Project	Description of Scheme	Gross	Income	Estimate
CC60	HVM Measures for Windsor	£1,850,000	£908,000	£942,000

4.2 The approved budget of £1,850,000 was based upon the original review conducted by MFD and published in June 2017. That review identified potentially twelve sites. The additional sites added since (e.g. William Street and Windsor Bridge amongst others) and queue protection design requests have increased anticipated costs by around £1,400,000.

4.3 The £908,000 listed as an income within Table 5 was expected to be received from the Police. This followed on from a verbal indication from TVP to fund 50% of the project's cost when the scheme was introduced in 2017. Since that original proposal, TVP have indicated that they do not have the funding to support the scheme to the tune of 50% of the original scheme; the basis on which the feasibility work was planned. In July 2018, TVP have re-confirmed that they would instead be committing £250,000 towards the project costs, after an earlier indication to this effect. This contribution is in addition to the costs they have incurred from the temporary NBA measures and the additional temporary measures deployed for the Royal Wedding the costs for which have not fallen to the Royal Borough.

4.4 The £942,000 contribution from the Royal Borough combined with the £250,000 commitment from TVP produces a combined project budget of £1,192,000. This sum is sufficient to proceed with Phase 1. External contributions will still be sought from the Royal Collection Trust and the Home Office. These contributions, if forthcoming, will either reduce the total contribution required from the Royal Borough for phase 1a and/or fund Phases 2 and 3.

4.5 A contribution from the Royal Collection Trust (Windsor Castle visitor centre, rather than the Royal Household) is anticipated, but the amount is not yet confirmed. The original indication was a sum in the region of £250,000, however the costs of Castle Hill and St Albans Street (Phase 1b) were not known or considered at that point. In July 2018, the Director of the Royal Collection, Tim Knox, confirmed that the Trust would be contributing, but the amount was not confirmed. This is being followed up by the Royal Borough to confirm the contribution.

- 4.6 The Home Office have previously contributed to other permanent HVM installation projects (see Westminster case study in paragraph 11.1). Following a letter from the Royal Borough in June 2018, their Office for Security and Counter Terrorism responded explaining that this funding had been provided on an 'exceptional basis'. They confirmed that there is no central funding for individual HVM schemes and that the responsibility is instead owned by each individual site owner, operator, local authority and their other partners. Given the recent Westminster car crash of August 2018, the Royal Borough has again been in contact with the Home Office to ask whether an 'exceptional' funding contribution would now be appropriate. A response is awaited.
- 4.7 Although the £942,000 budget was created in 2017-18 and approved by Full Council, no delegation was given to expend this resource over and above the standing orders of the constitution. This report is therefore seeking this approval through a delegation.
- 4.8 There is an option to 'do nothing' for the integrated solution. The temporary NBA measures at the six current sites would need to remain in situ, however there is a risk these measures may be withdrawn if a higher risk locations /venues are identified and the NBA was needed to be deployed at these alternative venues. This is explained further in paragraph 6.1. The measures were only ever intended to provide a temporary solution and not a long term one. The look and feel of the integrated measures will improve significantly the appearance and reduce the adverse impact on the street scene the temporary measures create.

## **5. LEGAL IMPLICATIONS**

- 5.1 There are no legal implications arising directly from this report seeking the delegation to expend the approved budget. The installation would be implemented under the powers that the authority has by virtue of being the Highways Authority.

## **6. RISK MANAGEMENT**

- 6.1 There is a potential risk the temporary NBA could be withdrawn if it was considered that these measures were required elsewhere, if a greater risk location were identified by the Police. In this scenario, it is not known how much notice would be provided to the council in advance of the changes be made. However, given the town's significance and the risks that have been identified, it is more likely the temporary measures would be left in place until a permanent, integrated solution can be installed.
- 6.2 The trial digs beneath the proposed HVM measure locations may reveal a need to relocate and/or avoid underground utilities, e.g. cabling or piping. This may cause delays, redesigns and additional expenditure. To manage this risk, ground penetrating radar (GPR) surveys have been conducted alongside and in advance of the trial digs. These surveys will identify subterranean issues in advance of designs being finalised and highlight if further services costs may be incurred compared to the working estimates.

## **7. POTENTIAL IMPACTS**

- 7.1 Traffic flow in and around Windsor town centre will be disrupted during installation. Phase 1a measure installations are currently due to take place between June and December 2019.

## 8. CONSULTATION

- 8.1 Local residents who are most directly impacted by the temporary measures, and some of whom have attended earlier briefings, are expecting to have further sight of the more detailed proposals, prior to the final sign off. It is proposed to hold a further local public update briefing to communicate with residents once the final plans are available.
- 8.2 The alternative solution for Castle Hill and St Albans Street, if a viable option can be devised, will require consultation with a number of bus operators and the businesses who as located in St Albans Street. This will be arranged as part of the alternative design solution begin finalised.

## 9. TIMETABLE FOR IMPLEMENTATION

- 9.1 The latest draft timeline for Phase 1a is shown in Table 6. Phase 2 and 3 could be varied.

**Table 6: Draft timeline**

<b>Task</b>	<b>Timescale</b>
Phase 1a - Finalise detailed design	July-November 2018
Phase 1a - Resident update	December-January 2019
Phase 1a - Procurement	February-May 2019
Phase 1a - Installation	June-December 2019
Phase 1b – Development and review	To be confirmed.
Phase 2	January-June 2020
Phase 3	June-December 2020

- 9.2 It is anticipated that the detailed design stages within each Phase would take three months. This includes trial digs, topographical surveys and plan drawing. Procuring the agreed measures is estimated to also take up to 3 months reflecting the manufacture of the specialist security rated street measures, which are high specialised limited availability items.
- 9.3 Installations would occur upon delivery, and on a site-by-site basis, and when considered they would minimise disruption to the town centre.

## 10. APPENDICES

- 10.1 None.

## 11. BACKGROUND DOCUMENTS

- 11.1 In January 2018, Government agreed to provide **Westminster City Council** with £5,250,000 to assist with the installation of permanent HVM measures. The measures were installed to protect prominent venues of the 2018 Commonwealth Heads of State Summit, including Buckingham Palace. This formed part of the council's Ceremonial Streetscape Project. The funding came from the Home Office's Special Grant; a budget held to meet additional costs of unexpected events. It was agreed that the Home Office would provide £4,200,000 in the first instance, with the remaining £1,050,000 paid at the point of need. The Special Grant funding was transferred to the London Mayor's Office for



Police and Crime (MOPAC), who in turn passed on the monies to Westminster City Council.

11.2 During 2017, HVM measures were installed on both public highways and private land in the South Bank area after it was identified the **Lambeth Council** district was vulnerable. Protected areas included Belvedere Road and both Westminster and Waterloo bridges. The multi-agency project was led by the Metropolitan Police and their Counter-Terrorism Security Advisor (CTSA). Agencies involved included South Bank Business Watch and Lambeth Council. The South Bank Employers' Group (SBEG) assisted with fundraising.

## 12. CONSULTATION (MANDATORY)

Name of consultee	Post held	Date issued for comment	Date returned with comments
Cllr P Bicknell	Lead Member for Windsor, Highways and Transport	30/08/2018	06/09/2018
Alison Alexander	Managing Director	30/08/2018	30/08/2018
Russell O'Keefe	Executive Director	30/08/2018	06/09/2018
Rob Stubbs	Section 151 Officer	30/08/2018	06/09/2018
Nikki Craig	Head of HR and Corporate Projects	30/08/2018	
Louisa Dean	Communications	30/08/2018	06/09/2018

## REPORT HISTORY

<b>Decision type:</b> Non-key decision	<b>Urgency item?</b> No	<b>To Follow item?</b> No
Report Author: David Scott, Head of Communities, Enforcement and Partnerships		