

Report of Head of Service for City Centre Management

Report to the Chief Officer (Highways and Transportation)

Date: 26 September 2017

Subject: Approval of two trial parklets at The Calls and Sheaf Street

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City and Hunslet	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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 type="checkbox"/> Yes	<input checked="" 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 of main issues

- 1 To seek approval for two trial parklets within the city centre to be on site for around 6 to 9 months. The trial locations are The Calls and Sheaf Street, there will be an evaluation at the end of the trial and recommendations made to the Chief Officer (Highways and Transportation) on the way forward.
- 2 This is a new initiative for Leeds City Council and is without precedent or guidance. Nationally there are limited examples and therefore Leeds will be at the forefront of facilitating parklets.
- 3 Parklets originated in the USA where an individual would 'feed the meter' and put tables/chairs/planting in the parking bay creating a community space for all.

Recommendations

- 4 Chief Officer (Highways and Transportation) is requested to:
 - i) note the content of this report;
 - ii) approve the placement of a parklet, on a trial basis, on the public highway at The Calls;
 - iii) approve the placement of a parklet, on a trial basis, on the public highway at Sheaf Street;
 - iv) Instruct the City Solicitor to advertise a draft Traffic Regulation Order in relation to amendments to the waiting restrictions on Sheaf Street as indicated on drawing referenced TM/1/1/1 and if no valid objections are received to then make, seal and implement the Order; and
 - v) Approve the delivery of trial The Calls parklet through the general function of the highway authority to provide 'green' amenity improvements which may be exercised by

a third party authorised by them under the provisions of the Deregulation and Contracting Out Act 1994.

1 Purpose of this report

- 1.1 To seek approval for two trial parklets on the public highway in Leeds City Centre.

2 Background information

- 2.1 There are two city centre trial parklet locations.

- 2.2 Both are on one-way streets with lower traffic flows (See **appendix A1 and A2** for location plans):

- **Location 1 – The Calls**
- **Location 2 – Sheaf Street**

- 2.3 A parklet is an approach to developing community space within a street usually in a parking bay and is open to everyone. It is not a street café or 'private' space. Over 18 months ago feedback was received from numerous Highway Officers as part of the early stage consultation undertaken with Traffic Management, these informed the current approach.

- 2.4 Traditionally the parklet is owned and maintained by the proposer but open to all to use, the public highway remains within the ownership of the Highway Authority (Leeds City Council). The maintenance will be to a standard set out by Leeds City Council.

- 2.5 It is anticipated the parklet would be on site for a fixed time period e.g. approximately 6 to 9 months subject to agreement at Highways and Transportation Board.

- 2.6 There has been extensive work with Network Management and Highway legal advisors to resolve the permissions required to licence a parklet on the public highway. A solution has been identified.

- 2.7 Parklets originated in the USA where an individual would 'feed the meter' and put tables/chairs/planting in the parking bay. Although this is a very new idea in the UK there are a few examples, the design approach we are taking in Leeds appears to be more robust and safety conscious than the designs other Local Authorities have already permitted on the carriageway.

2.8 Location 1: (Appendix A1)

- 2.9 The Parklet is located within two on street parking bays on The Calls directly opposite 44 The Calls. To the north of the site is the yorkstone flagged pavement and rear of The Old Brewery, shared offices owned by YDG. Directly adjacent to the west is the LCC owned green car shaped cycle parking, the east are two additional metered car parking bays. To the south is a small area of public open space and pedestrian access to Brewery Wharf via Centenary Bridge.

- 2.10 The two pay and display parking bays are 12m x 2m. The Parklet is 9.6m long x 1.8m wide and has a buffer space at each end of the parking bays. The roadside façades will be no more than 900mm in height. The parklet planters and benches are 500-750mm high.

2.11 Location 2: (Appendix A2)

- 2.12 The Parklet is located within two linked locations along Sheaf Street directly outside Duke Studios. To the east of the site is Crown Point Road and to the west are Hunslet Road and the Leeds College of Building site. The site sits within phase 2 of Vastint's development site (the former Carlsberg Tetley site) and development of phase 2 is likely to occur within 5+ years. The proposal is part of the South Bank urban management work and will be a temporary meanwhile use, which the council and partners would like to encourage in this area.
- 2.13 **General Parklet design principles: (Appendix B)**
- 2.14 This is a trial and therefore we don't have an application form/process of specific guidance.
- 2.15 To account for this a set of design and access criteria have been developed, these will support the trial proposals with some bespoke elements at the two sites in the trial.
- 2.16 **Appendix B** details the principles which have been applied in developing the two trials. These principles are for the purpose of these trials only; and will be refined after the trial based on the knowledge and experience gained during the process.
- 2.17 To facilitate the trial the temporary loss of car parking on The Calls has been agreed with Parking Services. If Leeds City Council were to commit to a future parklet programme then a holistic approach to the loss of car parking revenue would also need to be agreed.
- 2.18 **Leeds City Council approach to delivering parklets:**
- 2.19 The proposed parklets constitute an improvement to the highway, and the planting may be on the highway and not just in, this would seem to offer a pathway for the Council to place parklets on the highway. Under these provisions there is no restriction to the parts of the highway where the items may be placed so they may be placed as intended on the carriageway.
- 2.20 The Council has general powers of improvement powers under the Highways Act 1980 under S62(2) and more specific powers in relation to trees, shrubs, grass verges and related items under 62(3)(e) and S96(1).
- 2.21 This is a completely new approach to enhancing the streetscape and Leeds City Council need to be clear on how this approach works before it is rolled out elsewhere. The two sites in the city centre are trials and will be reviewed and evaluated before any further parklets are considered in the city centre.
- 2.22 Should the Council wish to roll out the 'parklet' approach across the city, a minimum standard will be developed along the lines of 'Street Café' approval process, however applications will be considered on a case by case basis (See 6.4) and meeting the standards will not necessarily mean the parklet will be approved. The application process will need to be formally agreed by the Highways and Transportation Board prior to accepting any new applications.
- 2.23 A report will be brought back to the Chief Officer (Highways & Transportation) at the end of the trial period to review the installations and agree any future programmes.

2.24 **Approval powers: Location 1 - The Calls**

2.25 The Calls parklet will be supplied, installed and maintained by a third party. Yorkshire Design Group will supply this amenity at nil cost to the Council and indemnify the Council up to £5,000,000.

2.26 The delivery of The Calls parklet is through the general function of the highway authority to provide 'green' amenity improvements which may be exercised by a third party authorised by them under the provisions of the Deregulation and Contracting Out Act 1994.

2.27 **Approval powers: Location 2 – Sheaf Street**

2.28 The Parklet is to be paid for and owned by the Council. The relevant Council Services together with Duke Studios and the College of Building will be responsible for ensuring regular maintenance and inspection of the parklets. The College of Building have agreed to build the parklet as part of their educational programme. The Council will be liable for any claims or damages arising as a result of the parklets, which is covered under the Council's public liability insurance.

2.29 A comprehensive specification, to cover issues such as the public nature of the parklet, liability, accessibility, maintenance, installation, road safety, acceptable planting and materials has been developed. This will be taken forward with the Highways Technical Services Manager and will be in place prior to the parklet installation on site.

3 Main issues

3.1 What is being proposed:

3.2 **Location 1 – The Calls:**

3.3 A parklet structure on two parking bays on the Calls for an initial period of around 6 to 9 months.

3.4 **Appendix C1** shows the indicative visual of the parklet – please note lines on the carriageway will NOT be used and do not form part of this approval.

3.5 The two parking bays are 12m x 2m. The Parklet is 9.6m long x 1.8m wide and has a buffer of 1.2m at each end of the parking bays. The roadside façades height will be no more than 900mm the corners will have reflective strips. The parklet planters and benches are 500-750mm high.

3.6 **Location 2 – Sheaf Street:**

3.7 A parklet structure on the highway along Sheaf Street for an initial period for around 6 to 9 months.

3.8 **Appendix C2** shows the indicative visual of the parklet – please note lines on the carriageway will NOT be used and do not form part of this approval.

- 3.9 Parklet one is 4.4m x 1.7m and has a 450mm surround bench, removable planters, a 900mm high façade and corners with reflective strips. Parklet two is 6m x 1.8m and has 450mm bench and a 450mm high planter
- 3.10 The City Solicitor will be instructed to advertise a draft Traffic Regulation Order in relation to amendments to the waiting restrictions on Sheaf Street as indicated on drawing referenced TM/1/1/1 and if no valid objections are received to then make, seal and implement the Order. This will facilitate the parklet.
- 3.11 The detailed overview for The Calls and Sheaf Street Construction is contained within appendix F with technical drawings in appendices D1,D2, E1 and E2.
- 3.12 Appendix H shows the site test at The Calls.
- 3.13 **The Calls and Sheaf Street - Emergency Access:**
- 3.14 The lightweight modular construction means the parklets can be easily dismantled/broken up to permit emergency access for Leeds City Council highways department or statutory undertakers.
- 3.15 **Maintenance:**
- 3.16 Both locations will be subject to a rigorous maintenance regime the full specification for both locations is contained within appendix I.
- 3.17 **The Calls AND Sheaf Street - Removal of structure:**
- 3.18 All structural items will be retained on the site for approximately 6 to 9 months whereupon the parklet will be dismantled into manageable pieces and stored offsite. Winter maintenance will include check of all structural elements, clean and sanded where required and repair as necessary. All stained/painted items to be prepared and repainted. Decking to be pressure washed sanded and re-stained.
- 3.19 Benches and planters to be inspected, cleaned and repaired as necessary. All paint/stained surfaces to be cleaned, prepared and repainted.
- 3.20 Plants to be thinned/replaced as necessary during the period of October to March and maintained in accordance with good practice.
- 3.21 **The Calls AND Sheaf Street - At the end of the trial:**
- 3.22 Both structures will be on the Highway for an initial period of around 6 to 9 months.
- 3.23 A report will be brought to the Chief Officer (Highways & Transportation) to review the success of the parklet trial and any key points of learning.
- 3.24 A recommendation will be made on whether The Calls and Sheaf Street parklet will be approved to return in future years. This will not set a precedent for other applications/locations. (See 6.4).
- 3.25 A recommendation will be taken from the Chief Officer (Highways & Transportation) on whether this approach to greening the highway and providing community infra-structure will be supported in the future. (see 6.4).

- 3.26 A formal position will be agreed on how any loss of parking revenue will be mitigated for future parklets.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.2 As this is a trial, without precedent within Leeds, there has been extensive consultation.

- 4.3 Consultations have been undertaken with Officers in Highways and Transportation. Their comments have been addressed and there is full support for the parklets.

5 Equality and Diversity / Cohesion and Integration

- 5.1 See appendix G.

5.1.1 The Calls AND Sheaf Street

- 5.1.2 The design of the parklets were developed based a wealth of experience working with access officers and user groups to bring forward other public realm developments in the city centre and the siting of street cafés.

- 5.1.3 Design consideration has been given to the circulation space on the parklet for those with mobility needs and the permeability on either side of the parklet. There is a turning space of 1200mm x 1200mm. Back rests have been included.

- 5.1.4 The parklets are in high contrast colours to improve visibility and the height of the parklets will be no more than 900mm.

- 5.1.5 There is a reflective strip on the leading edge(s) of the parklet.

- 5.1.6 The use of natural materials and wood means the benches will be warmer to sit on than metal or stone and should have less pooling of water.

- 5.1.7 There is level access between the parklet and footway which is bridged with a ramp. **See technical appendix E1.**

- 5.1.8 Feedback will be sought on the parklet infra-structure from the older people's forum once it is in situ. This 'pop-up' community seating has the potential to support the 'best city to grow old in' agenda.

- 5.1.9 As far as practicable the parklets will be fabricated by Leeds College of Building. This provides a 'real-life' project which will be delivered on street in close proximity to the College. This is an excellent learning opportunity for students.

5.2 Council policies and the Best Council Plan

- 5.2.1 Improving public realm in Leeds City Centre forms part of the Best Council Plan (BCP) 2015-20, and proposals for the parklets contribute to the cross-cutting breakthrough projects to help the Council in delivering its 2016/17 priorities, titled "World class events and a vibrant city centre that everyone can benefit from".

- 5.2.2 The proposals contained in this report will further the delivery of our aspiration for Leeds to be a compassionate, caring city that helps all its residents benefit from the effects of the city's economic growth. It will also help us achieve our Best City Outcomes including enabling everyone in Leeds to 'move around a well-planned city easily, be safe and feel safe, enjoy happy healthy, active lives, earn enough to

support themselves and their families, enjoy greater access to green spaces, leisure and the arts’.

- 5.2.3 The parklets potentially offer a solution to provide areas of seating where traditionally the footway widths have precluded this supports the agenda of ‘best city to grow old in’ and feedback on the parklet trial will be sought from this project and users.

5.3 Resources and value for money

- 5.3.1 **Location 1 – The Calls**, this is at nil cost to Leeds City Council and will be delivered and maintained by Yorkshire Design Group. The lost parking revenue has been agreed with Parking Services for the trial period.
- 5.3.2 **Location 2 – Sheaf Street**, the cost of the parklet will be funded from the South Bank HS2 revenue budget of which £6,000 has been allocated and the City Centre Management enhancement budget of which £4,000 has been allocated. There will be no loss of parking revenue.
- 5.3.3 The ongoing day to day management of the parklet and planting will be undertaken by current resources within the council in partnership with Duke Studios and Leeds College of Building, so in terms of maintenance budgets this will be at nil cost to the council.

5.4 Legal Implications, Access to Information and Call In

- 5.4.1 Both the parklets will be sited on the public highway, a Leeds City Council asset.

5.4.2 The Calls – Location 1

- 5.4.3 The structure, provided, maintained and owned by a third party, will be placed on the highway and Leeds City Council will be indemnified (following the street café approach).

5.4.4 Sheaf Street - Location 2

- 5.4.5 The structure is owned and provided by Leeds City Council.

5.4.6 Risk Management

- 5.4.7 The project is low risk this is a low cost greening and amenity project to be delivered on the public highway.

6 Conclusions

- 6.1 This project allows for the trial of two parklets, at The Calls and Sheaf Street. This is an excellent opportunity to provide greening and community infra-structure at locations where traditional seating was not an option.
- 6.2 This is a unique way to support the Breakthrough projects and foster community interest locally in the parklets.
- 6.3 A review at the end of the trial will evaluate the impact and success and make recommendations for moving forward on the principle of parklets.
- 6.4 Should Leeds City Council wish to continue with the parklet programme after the trial programme; further applications will be dealt with on a case by case basis

depending on their location, environmental considerations and design and construction.

7 Recommendations

7.1 The Chief Officer (Highways and Transportation) is requested to:

- i) note the content of this report;
- ii) approve the placement of a parklet, on a trial basis, on the public highway at The Calls;
- iii) approve the placement of a parklet, on a trial basis, on the public highway at Sheaf Street;
- iv) Instruct the City Solicitor to advertise a draft Traffic Regulation Order in relation to amendments to the waiting restrictions on Sheaf Street as indicated on drawing referenced TM/1/1/1 and if no valid objections are received to then make, seal and implement the Order; and
- v) Approve the delivery of trial The Calls parklet through the general function of the highway authority to provide 'green' amenity improvements which may be exercised by a third party authorised by them under the provisions of the Deregulation and Contracting Out Act 1994.

8 Background documents¹

8.1 None.

¹ 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.

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: City Centre Management, Economic Development
Lead person: Fiona Moore	Contact number: 87752

1. Title: City Square
Is this a: <input checked="" type="checkbox"/> Strategy / Policy <input type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Please provide a brief description of what you are screening
<p>This document relates to the screening of the Highways Board Report, 6th June 2017.</p> <p>To seek approval for two trial parklets within the city centre to be on site for up to 12 months. The trail locations are The Calls and Sheaf Street, there will be an evaluation at the end of the trail and recommendations made to Highways Board on the way forward once the trial has completed.</p> <p>This is a new initiative for Leeds City Council and therefor is without president or guidance. Nationally there are limited examples and therefore Leeds will be at the forefront of facilitating parklets.</p> <p>Parklets originated in the USA where an individual would ‘feed the meter’ and put tables/chairs/planting in the parking bay.</p> <p>Recommendations</p>

Highways Board is asked to note the content of this report and approve:

The placement of a parklet, on a trial basis, on the public highway at The Calls;
The placement of a parklet, on a trial basis, on the public highway at Sheaf Street;
Instruct the City Solicitor to advertise a draft Traffic Regulation Order in relation to amendments to the waiting restrictions on Sheaf Street as indicated on drawing referenced TM/1/1/1 and if no valid objections are received to then make, seal and implement the Order; and
Approve the delivery of trial The Calls parklet through the general function of the highway authority to provide 'green' amenity improvements which may be exercised by a third party authorised by them under the provisions of the Deregulation and Contracting Out Act 1994.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?		x
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations	x	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected).

Equality has been considered as part of the wider Public Realm Strategy.

The design of the parklets were developed based a wealth of experience working with access officers and user groups to bring forward other public realm developments in the city centre and the siting of street cafés.

Design consideration has been given to the circulation space on the parklet for those with mobility needs and the permeability on either side of the parklet. There is a turning space of 1200mm x 1200mm. Back rests have been included.

The parklets are in high contrast colours to improve visibility and the height of the parklets will be no more than 900mm.

There is a reflective strip on the leading edge(s) of the parklet.

The use of natural materials and wood means the benches will be warmer to sit on than metal or stone and should have less pooling of water.

There is level access between the parklet and footway which is bridged with a ramp. **See technical appendix E1.**

Feedback will be sought on the parklet infra-structure from the older peoples forum once it is in situ. This 'pop-up' community seating has the potential to support the 'best city to grow old in' agenda.

The Calls Parklet will be fabricated by Leeds College of Building. This provides a 'real-life' project which will be delivered on street in close proximity to the College. This is an excellent learning opportunity for students.

Improvements in public realm will have a positive impact on connectivity and city identity which could boost inward investment and access to employment. Improved public realm reduces isolation for individuals and communities and also supports healthy living by improving walkability.

- **Key findings** (**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

As a city we have an open approach to the best ways to improve spaces.

Improving public realm in Leeds City Centre forms part of the Best Council Plan (BCP) 2015-20, and proposals for the parklets contribute to the cross-cutting breakthrough projects to help the Council in delivering its 2016/17 priorities, titled “World class events and a vibrant city centre that everyone can benefit from”

The parklet proposals will further the delivery of our aspiration for Leeds to be a compassionate, caring city that helps all its residents benefit from the effects of the city’s economic growth. It will also help us achieve our Best City Outcomes including enabling everyone in Leeds to ‘move around a well-planned city easily, be safe and feel safe, enjoy happy healthy, active lives, earn enough to support themselves and their families, enjoy greater access to green spaces, leisure and the arts’.

The parklets potentially offer a solution to provide areas of seating where traditionally the footway widths have precluded this supports the agenda of ‘best city to grow old in’ and feedback on the parklet trial will be sought from this project and users.

The Building College are using the parklet project as a ‘live’ piece and students are delivering something which will be on street and open for use.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

Collaboration and sharing good news stories are key to spreading the message about improvements to the public realm Leeds City Council’s commitment to improving the pedestrian environment.

The parklet will be promoted via twitter and other social media platforms. More formal promotional will take place under the ‘best city to grow old in; agenda.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Fiona Moore/ Becci Erbilur-Gray	Economic Development Manager	26 th September 2017

Date screening completed		26 th September 2017

7. Publishing	
<p>Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision.</p> <p>A copy of this equality screening should be attached as an appendix to the decision making report:</p> <ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. <p>Complete the appropriate section below with the date the report and attached screening was sent:</p>	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: