

## Report of Economic Development

## Report to Highways Board

**Date: 24<sup>th</sup> October 2017**

**Subject: Greek Street, Leeds City Centre – Winter Pedestrianisation**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City & Hunslet		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

## Summary of main issues

- 1 Greek Street has been pedestrianised over the summers of 2016 and 2017. The pedestrian has been received very well by the public and businesses, and feedback from both groups includes a desire to pedestrianise the street all year long, rather than only summer.
- 2 The existing Experimental Traffic Regulation Order (TRO) applies only to summer closures. Therefore there is a requirement to promote a new Order to cover any winter closure.
- 3 This report proposes that:
  - The current Experimental TRO (i.e. the 'Summer TRO') is made permanent from the end of October 2017, and;
  - Another Experimental TRO (i.e. a 'Winter TRO') is introduced to cover the winter period from November 2017 to April 2018. This could then be made permanent from Winter 18/19 to enable a year-long closure of the street.

## **Recommendations**

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

- i) Support the proposal to pedestrianise Greek Street 7 days per week, 12 months per year, from 11.30am to midnight.
- ii) Give authority to make the 'Summer TRO' permanent. Specifically, that the existing Experimental Traffic Regulation Order which covers the period April 2016 to October 2017 is made permanent in November 2017, following a successful 18 month implementation period.
- iii) Instruct the City Solicitor to introduce a new 'Winter TRO'. This Experimental Traffic Regulation Order will close Greek Street to traffic between the 11.30am to midnight, 7 days per week, between 15<sup>th</sup> November 2017 and 30<sup>th</sup> April 2018, and between 1<sup>st</sup> November 2018 and 30<sup>th</sup> April 2019.
- iv) at the end of the 18 month experimental period (which runs until May 2019) to give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures.

## **1 Purpose of this report**

1.1 This report proposes that:

- i) The current Experimental TRO (i.e. the 'Summer TRO') is made permanent from the end of October 2017, and;
- ii) Another Experimental TRO (i.e. a 'Winter TRO') is introduced to cover the winter period from November 2017 to April 2018. This could then be made permanent from Winter 18/19 to enable a year-long closure of the street.

## **2 Background information**

2.1 Greek Street has been part-pedestrianised for the summers of 2016 and 2017. When the street is closed to traffic, bars and restaurants place outdoor tables and chairs, creating a vibrant and popular destination.



2.2 Surveying of the public, via online surveys and face to face interviews, in September 2017 revealed that:

- 83% of respondents are more likely to visit Greek Street as a result of pedestrianisation
- 87% could spend longer on the street as a result of pedestrianisation
- 80% want to see Greek Street pedestrianised all year round, not just summer
- 74% think the street should be resurfaced to make it more pedestrian friendly

The bars/restaurant businesses located on the street are equally supportive of extending the period of operation of the pedestrianisation to all year round.

## **3 Main issues**

### **3.1 Design Proposals and Full Scheme Description**

3.1.1 The 'Summer TRO' is an Experimental Traffic Regulation Order which has been in place since April 2016, and which was amended in April 2017 to extend the hours of operation to the current hours. This means that the street is currently pedestrianised

between 11.30am and midnight, 7 days per week, between 30<sup>th</sup> April 2017 and 30<sup>th</sup> October 2017. No objections have been received in relation to this TRO and the scheme has fulfilled its objectives in creating a vibrant and popular destination.

- 3.1.2 It is therefore proposed that the 'Summer TRO' is made permanent.
- 3.1.3 The overall weight of opinion from businesses on the street and from members of the public is that a year-long pedestrianisation should be implemented. In order to achieve this, it is recommended that a further Experimental Traffic Regulation Order is implemented to cover the Winter period (as the existing TRO only referred to summer periods). This 'Winter TRO' should begin from 15<sup>th</sup> November 2017, and it is anticipated that it will cover the periods of 15<sup>th</sup> November 2017 to 30<sup>th</sup> April 2018 and from 1<sup>st</sup> November 2018 to 30<sup>th</sup> April 2019.
- 3.1.4 A year-long pedestrianisation experiment is supported is supported in traffic management terms because it is considered that:
  - a) Establishing a year-long, rather than seasonal closure, could mean that drivers and visitors will get used to the closure, rather than creating the potentially confusing cycle of removing and reinstating the restrictions. This in turn ought to benefit Park Row and Russell Street/Bond Court, by reducing the number of vehicles using the area in error. The six month experiment will test this theory.
  - b) The experiments have shown that Greek Street is not an integral part of the city centre highway network in terms of the efficient movement of traffic around the city in the summer. It is expected that the same applies in the Winter period. The experiment allows us to test this – especially over the Christmas period when the amount of visitors to the city centre is at its peak.
- 3.1.5 The proposals within this report do not include any significant improvements/amendments to the footway or carriageway on Greek Street. However, a scheme is being developed to resurface the street, with an anticipated start on site date of January 2019.
- 3.1.6 For the Winter closure, the same street layout, operational arrangements and street café licensing arrangements will remain i.e. bars and restaurants will still retain the ability to place tables and chairs on the closed street. The scheme will be monitored and the licence conditions enforced to ensure compliance with the Council's requirements for access and mobility. A 3 metre wide route will be maintained along Greek Street for emergency vehicle access.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 The Leader of Leeds City Council is supportive of the scheme.
- 4.1.2 The Executive Member for Regeneration, Transport and Planning has been specifically briefed on the Winter pedestrianisation and is supportive.

- 4.1.3 Internal consultation has taken place with the appropriate sections of Highways & Transportation.
- 4.1.4 Emergency Services, Ward Members and WYCA have been consulted twice previously on the summer closures, and no objections have been received. These groups have now been specifically consulted on the winter proposals, with no objections received.
- 4.1.5 In addition to the ground floor businesses described in in the proposal at #2.2 those business located at 1<sup>st</sup> floor and above on Greek Street (i.e. office occupiers) have been consulted about the winter closure, and no objections have been received.
- 4.1.6 The Police, Licencing Officers and Safer Leeds have been consulted. Because the primary offer is a balance of food and drink, rather than purely vertical drinking, they are not concerned about potential alcohol-related anti-social behaviour issues, and are supportive of the scheme.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 Pedestrian and cycle access will be fully maintained at all times and the obligations included in the business licences will be monitored.
- 4.2.2 Three disabled car parking spaces, which used to be on Greek Street, were removed in April 2017. These were re-provided in South Parade.
- 4.2.3 The Council's Access & Usability Group visited Greek Street while the street was closed to traffic in 2016 and they were very supportive of the principle of the scheme, citing that by offering at-grade tables and chairs, this made some premises more accessible than they otherwise would have been. They supported the relocation of the disabled parking spaces and the provision of the 3.0m clear route through. The Group recommended that dropped kerbs be improved at Greek Street's junction with Park Row, and that dropped kerbs should be provided at key points along Greek Street itself, but it is proposed to not carry out physical work at this time – instead waiting until a more permanent physical improvement scheme is delivered in 2019. As identified above the implementation of the arrangements is by licence to the businesses is monitored for compliance with these requirements including meeting the agreed access and mobility needs.

## **4.3 Council policies and City Priorities**

- 4.3.1 The Best Council Plan 2013-2017 list among its key objectives that the Council should :
- Boost the local economy
  - Improve roads, and
  - Generate income for the Council

The proposals to close Greek Street will deliver benefits under all three of these objectives. Furthermore, 'Leeds: Becoming the Best City Centre' states as one of the main ambitions that Leeds should have a quality environment, where the

public realm is well maintained and of a high quality design. This scheme fits with that ambition.

- 4.3.2 The Scheme meets with the objectives outlined in the Executive Board report “An Approach to Street Design and Public Realm”

#### **4.4 Resources and value for money**

##### **4.4.1 Funding**

4.4.1.1 **Capital:** Promoting a Winter TRO will cost around £6,000 and this will be met from Economic Development budgets.

4.4.1.2 **Revenue:** The primary revenue cost is related to the displacement of Pay and Display car parking. Discussions have been held with the relevant department.

- 4.4.2 **Staffing:** The main staffing implication is that of the removal and installation of the barrier each day. This will be managed from within the Economic Development section, either with in-house resource (such as Liaison Officers) or by contracting the service out.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The existing Experimental ‘Summer’ TRO needs to be made permanent, and a new Experimental ‘Winter’ TRO promoted.
- 4.5.2 Call in not applicable due to the scheme amount being under the Call In threshold.

#### **5 Conclusions**

- 5.1 Greek Street has been pedestrianised over the summers of 2016 and 2017. The pedestrian has been received very well by the public and businesses, and feedback from both groups includes a desire to pedestrianise the street all year long, rather than only summer.
- 5.2 The existing Experimental Traffic Regulation Order (TRO) applies only to summer closures. Therefore there is a requirement to promote a new Order to cover any winter closure.
- 5.3 This report proposes that:
- The current Experimental TRO (i.e. the ‘Summer TRO’) is made permanent from the end of October 2017, and;
  - Another Experimental TRO (i.e. a ‘Winter TRO’) is introduced to cover the winter period from November 2017 to April 2018. This could then be made permanent from Winter 18/19 to enable a year-long closure of the street.

## **Recommendations**

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- i) Support the proposal to pedestrianise Greek Street 7 days per week, 12 months per year, from 11.30am to midnight.
- ii) Give authority to make the 'Summer TRO' permanent. Specifically, that the existing Experimental Traffic Regulation Order which covers the period April 2016 to October 2017 is made permanent in November 2017, following a successful 18 month implementation period.
- iii) Instruct the City Solicitor to introduce a new 'Winter TRO'. This Experimental Traffic Regulation Order will close Greek Street to traffic between the 11.30am to midnight, 7 days per week, between 15<sup>th</sup> November 2017 and 30<sup>th</sup> April 2018, and between 1<sup>st</sup> November 2018 and 30<sup>th</sup> April 2019.
- iv) at the end of the 18 month experimental period (which runs until May 2019) to give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures.

## 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.

<b>Directorate: City Development</b>	<b>Service area: Economic Development</b>
<b>Lead person: Mark Durham</b>	<b>Contact number: 87749</b>

### 1. Title: **Greek Street Pedestrianisation**

Is this a:

☐

**Strategy / Policy**

☐

**Service / Function**

☒

**Other**

**If other, please specify: it's a temporary project**

### 2. Please provide a brief description of what you are screening

The proposal to pedestrianise Greek Street from 11.30am to midnight, seven days per week, 12 months per year.

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

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**.

<p><b>4. Considering the impact on equality, diversity, cohesion and integration</b></p>
<p>If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.</p> <p>Please provide specific details for all three areas below (use the prompts for guidance).</p> <ul style="list-style-type: none"> <li>• <b>How have you considered equality, diversity, cohesion and integration?</b> (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)</li> </ul> <p>The proposals are a third phase of a trial to establish the optimum hours/days/months of pedestrianisation of Greek Street.</p> <p>The first phase in 2016 saw the street pedestrianised at weekends, the Summer 2017</p>

phase expanded the hours and days during which the street was closed to traffic; and this 3<sup>rd</sup> phase will see the street closed all year long.

Any person who uses Greek Street is affected by the proposal. The scheme is designed to benefit pedestrians by creating a traffic free environment for everyone to enjoy, and the scheme has been implemented while taking account of the various access considerations.

The Council's Access and Usability Group were invited to see the 2016 scheme in action and a brief account of their findings is below.

- **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)

The proposals are intended to have a positive impact for all pedestrians by creating a traffic free environment.

The Council's Access and usability Group visited Greek street during the 2016 trial and reported as below:

## **GENERAL**

1. Closing off streets to traffic is a positive move, which is supported.
2. Greek Street previously was not an area that one member would have visited because most of the restaurants have stepped access. Now that there's much more seating outside, it is an area she is likely to visit.
3. Group asked whether cyclists could be asked to dismount when using the street.
4. Group were positive about re-provision of disabled parking close by.

## **CLEAR PEDESTRIAN ROUTE**

5. The group accepted the need for a 3.0m emergency vehicle route – this also doubles as a clear pedestrian route down the middle of the street.
6. Important that this route is maintained and that people don't spill out into it, blocking the route. What can LCC do to enforce this?
7. Ideally, the clear route, should be straight rather than have a kink (as existing). The group understand the reasons for the kink – the hotel – but next year a straight route would be welcomed.

## **DROPPED KERBS**

8. The dropped kerbs at the Park Row/Greek Street junction do not meet best practice, "they force people out towards the Park Row traffic".
9. Providing dropped kerbs at key entranceways is desired by the group. A secondary desire

is that directly opposite dropped kerbs, another dropped kerb should be considered.

- **Actions**

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

It is proposed as part of this Highways Board to NOT make any physical changes to Greek Street (such as amending or providing dropped kerbs); instead leaving these changes to 2019 when a resurfacing scheme is being explored. Making changes in isolation now would not be cost effective and are best delivered as part of a more considered scheme in 12 months time.

In the meantime, bars/restaurants which are not accessible from footpaths (because tables and chairs are on the footpaths) will use deployable portable ramps, as last year.

In terms of ensuring that the central pedestrian route is kept clear, the street café licensing guidance says that customers should be seated in the street café areas, so nobody should be drinking outside of these areas and blocking routes. This can be enforced by Council Licensing Officers if such issues do arise.

Cyclists – it is not proposed to ask cyclists to dismount their bicycles on Greek Street as this could only practically be done via signage, and the street is not always pedestrianised, and we would not wish to ask people to dismount bicycles during trafficked times. Furthermore, the Council is seeking to make the city centre a cyclist-friendly environment and measures such as this could be seen as conflicting with this aspiration. Most cyclists who use Greek Street (and there aren't many) will dismount anyway during busy times, or use adjacent streets to access East Parade.

**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:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

**6. Governance, ownership and approval**

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

Name	Job title	Date
Mark Durham	Economic Development Programme Leader	11 <sup>th</sup> October 2017
Date screening completed		11 <sup>th</sup> October 2017

**7. Publishing**

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**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- 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](mailto:equalityteam@leeds.gov.uk) for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to <b>Governance Services</b>	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate <b>Directorate</b>	Date sent:
All other decisions – sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a>	Date sent: