

# Report to the Chief Officer (Highways and Transportation)

### Date: 26 April 2016

# Subject: Design & Cost Report for S278 Works associated with Phase 1 of the Victoria Gate development, Leeds

#### **Capital Scheme Number 32377**

Are specific electoral Wards affected?	🛛 Yes	🗌 No
If relevant, name(s) of Ward(s):	City & Hunslet	
Are there implications for equality and diversity and cohesion and integration?	🗌 Yes	🛛 No
Is the decision eligible for Call-In?	🗌 Yes	🛛 No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	Yes	No No

#### Summary of main issues

- 1 The proposed development of the Templar Street/Union Street areas known as the Victoria Gate development (formerly known as the Eastgate development) requires considerable alterations to the existing highway network. A Section 278 Agreement with the developer has been entered into whereby the developer undertakes the design of the highway works and also employs the contractor to carry out these works. Approval for this arrangement for the delivery of the works was given via a report to the Director of City Development dated 1<sup>st</sup> May 2007.
- 2 In order to agree a design, negotiations between representatives of Highways and Transportation and the Developer have been ongoing for over 18 months. These discussion have been lengthy and complex, involving the developers, their consultants and the Highway Authority. The design has been somewhat fluid and until recently there was little certainty on the proposals. Senior managers were kept informed of the situation but as a result of the on-going evolution of the design, it was felt that the proposals could not be brought before this board until now. It should be noted that the site works are now well-underway (at the developer's risk) for some elements of the scheme.

#### Recommendations

- 3 The Chief Officer (Highways and Transportation) is requested to:
  - i) give authority for the works set out in 2.6 to be implemented under LCC supervision;

- ii) Give authority to incur expenditure of £387,395 comprising of £200,000 staff fees to check and inspect the Highway Works and to prepare, advertise, make and seal the TRO, £152,395 for UTMC works costs and £35,000 UTMC staff fees all to be fully funded by the developer;
- iii) Request the City Solicitor to draft and advertise a draft traffic regulation order and Section 90C notices in accordance with the attached TRO drawings, C-SA-75-1200-1-E04-1-C-SA-1200-1 through to 6 and drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED and and if no valid objections are received to make, seal and implement the order and implement the traffic calming measures as advertised. A summary of this work is:
- iv) Relocate the loading bays on Vicar Lane to new position shown in drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED
- v) Replace the pay and display bays on Dyer Street / George Street / with daytime loading bays / night time taxi bays,
- vi) Relocate the existing disabled bay from Eastgate to Ludgate Hill.
- vii) Relocate the existing hackney carriage rank on Vicar lane to Eastgate
- viii)Adjust "No Waiting At Any Time" restrictions throughout the extents to the scheme to align with the new arrangement of each street
- ix) Promote bus only bays around the parameter of the development as detailed on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED
- x) display on site two Notices under the provision of Section 90c of the Highways Act 1980, to inform members of the public of traffic calming measures in the form of raised plateaus along Vicar Lane into the junction with George Street and at the new informal crossing on George Street as shown on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED.
- xi) display six Notices on site under the provision of Section 23 of the Road Traffic Regulation Act 1984 to inform members of the public of the provision of formal crossing facilities on Ludgate Hill, King Edward Street, Eastgate (at the approach to the roundabout from the north), Vicar Lane, George Street and on the unnamed road at the new entrance to the multi-storey car park as shown on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED;
- xii) Request the City Solicitor to advertise a notice under the provision of Section 63 of the Local Government (Miscellaneous Provisions) Act 1976 to establish stands for use by Hackney Carriages as shown on drawing Nos. C-SA-75-1200-2 E03; C-SA-75-1200-4 E05, C-SA-75-1200-5 and drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED and if no valid objections are received, the stands will take effect not less than six weeks from when the Notice is advertised. Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on drawings SHAREDUSE-01 as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians with reference to

the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on the marked-up drawing SHAREDUSE-01 as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians; and

xiii)Note that further reports will be brought forward outlining the proposed highway works associated with Phase 2 of the Victoria Gate development.

# 1 Purpose of this report

1.1 The purpose of the report is to gain approval to the detail of the highway works proposed for Phase 1 of the Victoria Gate development and to seek approval to advertise, make and seal the associated Traffic Regulation Orders.

### 2 Background information

- 2.1 The Victoria Gate development has been subject to a number of planning consents. The latest consent allows a phased approach to development, phase 1 of the development to the south of Eastgate being due to open in October 2016, whilst the second phase to the north of Eastgate is being re-evaluated. The works discussed in this report are related to Phase 1 of the development.
- 2.2 A planning condition prevents occupation of the development until the highway works have been satisfactorily completed. The proposed opening date is being advertised as 19th/20th/21st October 2016.
- 2.3 A report on 1st May 2007 giving approval to enter a Section 278 Agreement for the highways works associated with the Victoriagate (then named Eastgate) development. The report gained approval to the form of agreement which was a departure from the usual agreements at the time and allowed the developer to act as our agent to design and construct the works with the council having a checking and step in role. A section 278 Agreement was completed in 2007 and subsequently amended in 2011 and 2014, the substance of the agreements remained the same throughout, but the required works changed firstly with a revised scheme to relocate the John Lewis building within the scheme and secondly to reflect a phased approach to the development and the addition of the Multi Storey Car Park on the old police station site.
- 2.4 The basic extent of the works was described in the previous report reflecting the level of detail available at the time, but the report said that further reports would be brought back outlining the detail of the works.
- 2.5 The agreement contained a provision that the Council's fees for checking the works would be capped to £400,000 for the entirety of the works. As the development is now being progressed in two phases, the checking fee needs to be similarly apportioned, i.e., £200,000 has been allocated to the current phase.
- 2.6 The agreement contained a further provision that the Council would contribute up to £885,000 towards additional highway works not directly required by the planning consent for the development but which would enhance the quality of the street scene. Approval to this expenditure along with a capital receipt for disposal of Council owned land to the developer was gained through two reports to

Executive Board, On 18th July 2012 Executive Board approved a capital allocation towards the public realm works around the Victoria Gate site to ensure comprehensive improvements in the area to support the city and surrounding assets such as Kirkgate Market. On 10<sup>th</sup> February 2016 the Executive Board authorised expenditure of up to £885,000 from the Economic Initiatives fund.

- 2.7 The cost of the S278 Highway works have not been disclosed. The developer will fund the cost of the S278 works including LCC's staff costs associated with the design check and supervision of the works.
- 2.8 Over recent months there has been extensive discussion and agreement of the detail of the works and whilst this has been discussed and agreed with both senior officers and Members there hasn't been any formal documentation through a Highways Board approval.
- 2.9 Additionally the proposed works involve substantial changes to Traffic Regulation Orders and the introduction of traffic calming features and pedestrian crossing facilities which are detailed in recommendation 2 iii.
- 2.10 This report seeks formal Highways Board approval to the detail of the agreed highway works and approval to advertise make and seal the necessary Traffic Regulation Orders and introduce the traffic calming features and formal pedestrian crossings.
- 2.11 Volume 5 Section 2, Part 4 TA 91/05, Annex 1, of the Legal Framework (England and Wales Only) states the following with regard to the conversion of footway to cycle track: "Footway Conversion to Cycle Track A1.21. To convert all, or part, of a footway to a cycle track, all, or the appropriate part of the footway must be 'removed' under the powers in Section 66(4) of the Highways Act 1980, and a cycle track 'constructed' under Section 65(1). The process need not necessarily involve physical construction work, but there needs to be clear evidence that the highway authority has exercised its powers. This can be provided by a resolution of the appropriate committee"; and in respect to the above the exercise of the highway authority's powers will be shown by the approval of this report and the attached drawing (in which proposed sections of footway to be converted to cycle tracks for shared use with pedestrians are highlighted) and the erection of appropriate signage.
- 2.12 To accommodate the development, the following highway works are required (as shown on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED):
  - i) Eastgate Roundabout

Introduction of a dedicated right hand turn lane on Eastgate north of the roundabout together with an extra circulatory lane to accommodate traffic accessing the proposed multi-storey car park; additionally the pedestrian crossings around the roundabout will be upgraded to Toucan crossings to improve cycle access to the development from strategic cycle routes that converge on the roundabout.

- ii) Dyer Street/George Street/Ludgate Hill Refurbishment of road and footway and introduction of improved pedestrian crossing facilities;
- iii) Vicar Lane

Refurbishment of the footways and carriageway south of Eastgate and introduction of a new pedestrian crossing at the junction with Sidney Street;

iv) Public Transport

New bus shelters incorporating real time information and Disability Discrimination Act requirements throughout the above streets;

v) Traffic Regulation Orders

There are a number of Traffic Regulation Orders associated with the development which are essential to the development, highlighted within this report in recommendation 2 iii.

vi) A report dated 18<sup>th</sup> August 2015 regarding some initial Traffic Regulation Orders in relation to Edward Street and Templar Street temporary car parks and direction signage on the surrounding highway network was approved by this Board; these works will be brought forward prior to opening of the development also.

#### 3 Main issues

### **Design Proposals / Scheme Description**

- 3.1 In accordance with the S278 Agreement, the developer is undertaking the detailed design of all of the highway works associated with this development. They have also employed a contractor to carry out the construction of these works.
- 3.2 The principle of the scheme is to provide a high quality streetscene and public realm to complement the development and create a distinctive sense of place. It will provide additional pedestrian crossing facilities to accommodate the increased footfall; provide access to the new multi-storey car park from Eastgate Roundabout; and ensure kerbside uses including bus stops, loading bays, disabled parking and taxi ranks are provided in agreed locations.
- 3.3 On Eastgate the footway adjacent to development will be repaved in the high quality concrete paving and the existing pedestrian crossing will be reinstated (temporarily removed to facilitate construction works). The existing bus stops that were relocated for the construction works will be reinstated in a reconfigured layout that will allow for the provision of a new taxi rank and disabled parking bay adjacent to the arcade leading to the John Lewis entrance.
- 3.4 The Eastgate roundabout will be altered to provide stacking space for queuing into the new multi-storey car park on the northern approach with the introduction of a splitter island. The Chapeltown to City Centre and proposed City Connect cycle schemes meet at the roundabout; in order to improve connectivity to the retail core including the development, all exiting pedestrian crossing points will be converted to Toucan crossings. A proportion of the cost of the cycle improvements is funded from the Council's contribution
- 3.5 The aspiration on Dyer Street/George Street/Ludgate Hill is to create an environment that is less dominated by traffic by widening of the footways where possible and improving pedestrian crossing facilities with two informal crossing points and a signal controlled crossing where the development and Kirkgate Market access points meet. Previously the street was primarily providing pay and

display parking, the arrangements will be changed to provide loading bays for the market and the development, whilst retaining the taxi rank close to the coach station and some disabled car parking. The traffic regulation orders need to be amended to deliver this.

- 3.6 The provision of a high quality, pedestrian friendly environment on Vicar Lane was identified at an early stage in development of the scheme in order to connect the development to the rest of the retail core of the city centre. The function of the street as part of the Public Transport Box, providing access to Kirkgate Market for traders and general access to the area has been preserved and the historic accident record has been recognised. The main feature of the new street will be a section of carriageway outside the Victoria Quarter that will be paved in high guality block paving on a raised table that spans much of the length of the street. The paying in the carriageway is in materials that match those on the adjacent footway whilst ensuring sufficient colour contrast that combined with a 100mm kerb check away from crossing points will provide a suitable 'shoreline' for partially sighted people. Pedestrian crossing facilities are being substantially upgraded with two new 10metre wide crossing points and the retention of other existing facilities. With agreement of WYCA, bus stops have been reconfigured by enlarging the provision towards the northern end of the street allowing a stop and layby to be removed between Sidney Street and Ludgate Hill on the eastern side of the street. A decision has been made to remove the taxi rank on the western side opposite to allow the street to be substantially narrowed, improving the sense of connectivity.
- 3.7 Throughout the negotiations between the developer and officers, the developer has been insistent that a high-quality material is used in the carriageway at the pedestrian crossing on Vicar Lane between the accesses to Victoria Quarter and the Victoria Gate accesses. Highways & Transportation may normally object to this type of proposals on the basis that similar details installed outside of the LCC area have failed prematurely. However, a very robust concrete block-paved detail has been proposed which is culminating in a potentially significant liability for the local Highway Authority in-excess of the requirements of the relevant British / European Standards.
- 3.8 An extra bond to cover this unusual paving detail is also being negotiated. This covers the cost of reinstating the area in tarmac should it fail within a 12 year period. As a result of the comfort provided by the bond and the physical robustness of the proposals, on balance, the risk to the authority is limited.
- 3.9 The skid resistance of the blocks used on the approach to the crossing has been investigated as part of the detailed design. The Polished Stone Value, PSV, which would normally be used to assess skid resistance is not relevant for block-paved areas. The designer (Waterman Consulting, working on behalf of the developer, Hammerson) has provided a pack of information which concludes that the skid resistance is satisfactory in this location.
- 3.10 Harewood Street, Sidney Street and have previously been stopped-up and will continue to exist as a right of way and will be maintained by the Developer. Union Street has also been stopped-up but no longer exists since it is an area that is absorbed in the fabric of the development. A separate stopping-up order has been completed that covers various small pockets of land in the vicinity of St Peters Street adjacent to the old police station.

3.11 The contractor has commissioned the Urban Traffic Management and Control section to design, procure and install (excluding civils works) the traffic signalling equipment as part of this scheme. The contractor has been invoiced for this work separately from the S278 fees.

# 4 Corporate Considerations

# 4.1 Consultation and Engagement

- 4.1.1 Ward Members: Ward members were consulted via a letter on 9<sup>th</sup> March 2016. No comments have been received.
- 4.1.2 Emergency Services: Emergency Services were consulted via email on 10<sup>th</sup> March 2016. No comments have been received
- 4.1.3 WYCA: Representatives from WYCA have been heavily involved in the S278 negotiations.
- 4.1.4 Internal Consultation: Representatives from relevant sections within Highways & Transportation have been involved in the S278 negotiations. In particular, the Highways Maintenance and Traffic Management sections have been heavily involved and the contents of this report reflect these discussions.
- 4.1.5 Occupiers / frontages within the work area: The developer owns many of the retail units affected by the works. The Contractor has also carried-out extensive consultation with frontages as a matter of course. Representatives from Kirkgate Markets have been heavily involved in the S278 negotiations. The Victoria Gate scheme is very well publicised, so as such, no letter drop has been carried out specifically for the S278 works.

# 4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI Impact Assessment has been carried out on the Section 278 Process and is attached as Appendix 1.The assessment confirmed that individual designs put forward as part of this process, will take into account the needs of each of the equality characteristics and will aim to meet Section 278 (4) which states that "A highway authority shall not enter into an agreement under this section unless they are satisfied that it will be of benefit to the public". As part of the design and construction process further equality screenings and impact assessments will be undertaken as required.
- 4.2.2 The proposals will ultimately contribute to improved accessibility to the site for pedestrians. The works will be designed to accommodate the needs of all users.

# 4.3 Council policies and City Priorities

4.3.1 The proposed highway works which allow the development to take place accord with the West Yorkshire Local Transport Plan and other policies in that they provide a safe means of access for all users of the highway, to and around, the development.

# **Council Constitution**

4.3.1 This report is exempt from call in as the proposed highway works are associated with a planning approval which has already been through the statutory planning process.

### Safety Audit

4.3.4 Stage 1 and 2 Safety Audits have been carried out as part of the detailed design check. The designer's response to the stage 2 audit is currently pending.

#### 4.4 Resources and value for money

- 4.4.1 The Council's fees for checking the works and installing the TROs are capped to £200,000 for this phase of the works. These costs will be met by the developer.
- 4.4.2 The cost of the installation of the new signalling equipment associated with the scheme is £152,395 for UTMC works costs and £35,000 UTMC staff fees. These costs will be fully funded by the developer

# 4.4.3 Capital Funding and Cash Flow.

to Spend on this scheme							
		2016	2016/17	2017/18	2018/19	2019/20	2020 on
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend	TOTAL	<b>TO MARCH</b>		F	ORECAS	Г	
required for this Approval		2016	2016/17	2017/18	2018/19	2019/20	2020 on
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	152.4	39.0	113.4				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	235.0	81.5	153.5				
OTHER COSTS (7)	0.0						
TOTALS	387.4	120.5	266.9	0.0	0.0	0.0	0.0
Total overall Funding	TOTAL	<b>TO MARCH</b>		F	ORECAS	Г	
(As per latest Capital		2016	2016/17	2017/18	2018/19	2019/20	2020 on
Programme)	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LCC Supported Borrow ing	0.0						
Revenue Contribution	0.0						
Capital Receipt	0.0						
Insurance Receipt	0.0						
Lottery	0.0						
Gifts / Bequests / Trusts	0.0						
European Grant	0.0						
Health Authority	0.0						
School Fundraising	0.0						
Private Sector	0.0	102 -	000 0				
Section 106 / 278	387.4	120.5	266.9				
Government Grant	0.0						
	0.0						
	0.0						
Departmental USB	0.0						
Corporate USB	0.0 0.0						
Any Other Income (Specify)	0.0						
Total Funding	387.4	120.5	266.9	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

# Parent Scheme Number :32377Title :Victoriagate Eastgate S278

# 4.4.4 Revenue Effects

The scheme is agreed on the basis that there will be no revenue effects with respect to this scheme. However, a risk has been identified that the main crossings on Vicar Lane may have some ongoing maintenance liabilities if it fails. As such a commuted sum has been negotiated with the developer to cover such an eventuality.

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

4.5.1 The works are exempt from call in being a consequence of and in pursuance of a regulatory decision.

#### 4.6 Risk Management

4.6.1 The total cost of the S278 highway works and staff fees are fully developer funded.

#### 5 Conclusions

- 5.1 The proposed highway works will provide significant improvements to the public realm (roads, footpaths, and street furniture) around the site with the use of high quality materials. The majority of the improvement work will be funded by the developer with a contribution from the council (covered by Exec Board report dated 10<sup>th</sup> February 2016).
- 5.2 As detailed in this report the public realm improvement works that will be delivered around the entirety of the Victoria Gate site will allow for seamless transition between key shopping destinations, such as John Lewis, Victoria Quarter, Victoria Gate, Leeds Kirkgate Market and beyond. These are improvements which will be seen by all passing and visiting this area of the City will be designed in a way that reflects the inspirational design detail of the 'new' in Victoria Gate development, while being sympathetic to the 'old character' in Kirkgate market and Victoria Quarter. These works are key to connecting this part of the City Centre to the neighbouring areas and the rest of the City.

#### 6. Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
  - i) give authority for the works set out in 2.6 to be implemented under LCC supervision;
  - Give authority to incur expenditure of £387,395 comprising of £200,000 staff fees to check and inspect the Highway Works and to prepare, advertise, make and seal the TRO, £152,395 for UTMC works costs and £35,000 UTMC staff fees all to be fully funded by the developer;
  - iii) Request the City Solicitor to advertise a draft traffic regulation order in accordance with the attached TRO drawings, C-SA-75-1200-1-E04-1-C-SA-1200-1 through to 6 and drawing 055-AC-9-SKE018-RevD-LCC-

ANNOTATED and if no valid objections are received to make, seal and implement the order as advertised. A summary of this work is:

- iv) Relocate the loading bays on Vicar Lane to new position shown in drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED
- v) replace the pay and display bays on Dyer Street / George Street / with daytime loading bays / night time taxi bays,
- vi) relocate the existing disabled bay from Eastgate to Ludgate Hill.
- vii) Relocate the existing hackney carriage rank on Vicar lane to Eastgate
- viii) adjust "No Waiting At Any Time" restrictions throughout the extents to the scheme to align with the new arrangement of each street
- xi) Promote bus only bays around the parameter of the development as detailed on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED
- x) Give authority to display two Notices under the provision of Section 90c of the Highways Act 1980, to inform members of the public of traffic calming measures in the form of raised plateaus along Vicar Lane into the junction with George Street and at the new informal crossing on George Street as shown on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED.
- xi) Give authority to display six Notices on site under the provision of Section 23 of the Road Traffic Regulation Act 1984 to advertise the provision of formal crossing facilities on Ludgate Hill, King Edward Street, Eastgate (at the approach to the roundabout from the north), Vicar Lane, George Street and on the unnamed road at the new entrance to the multi-storey car park as shown on drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED;
- xii) Request the City Solicitor to advertise a notice under the provision of Section 63 of the Local Government (Miscellaneous Provisions) Act 1976 to establish stands for use by Hackney Carriages as shown on drawing Nos. C-SA-75-1200-2 E03; C-SA-75-1200-4 E05, C-SA-75-1200-5 and drawing 055-AC-9-SKE018-RevD-LCC-ANNOTATED and if no valid objections are received, the stands will take effect not less than six weeks from when the Notice is advertised. Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on drawings SHAREDUSE-01 as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on the marked-up drawing SHAREDUSE-01 as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians; and

xiii) Note that further reports will be brought forward outlining the proposed highway works associated with Phase 2 of the Victoriagate development.

# 6 Background documents <sup>i</sup>

6.1 None.

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.

U:HWT/Admin/Wordproc/Comm/2016/Victoriagate - S278 Works.doc

# Appendix 1 Equality, Diversity, Cohesion and Integration Impact Assessment



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. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: City Development	Service area: Highways & Transportation		
Lead person:	Contact number:		
Gillian MacLeod 0113 39 51341			
Date of the equality, diversity, cohesion and integration impact assessment:			

18<sup>th</sup> September 2012

1. Title Equal Is this	ity Implicatio	ns o	of Section	278	Process				
	Strategy	X	Policy		Service		Function	X	Other
Is this:									
	]New/ propos	ed		x	Already ex and is bein	ists g rev	viewed		Is changing
(Pleas	e tick one of t	he a	hove)						

# 2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Gillian MacLeod	LCC	Service Manager
Adrian Hodgson	LCC	Service Officer
Andrew Thickett	LCC	Service Officer
Mary Levitt-Hughes	LCC	Equality Officer
Lisa Powell	LCC	Performance Manager

# 3. Summary of strategy, policy, service or function that was assessed:

Section 278 (S278) of the Highways Act 1980 makes provision for the Highway Authority to enter into an agreement to execute works with any other person (either an individual / organisation / developer) to make modifications, improvements and changes to the highway and for those works to be funded by that person / developer or organisation.

Generally, a S278 is applied when, for example, a developer builds a housing estate and there are changes required to the highway to enable access to the site, footways, roads etc...

This Equality Impact Assessment considers the process of determining the requirements of such developments and how this process gives due regard to the equality characteristics.

**4. Scope of the equality, diversity, cohesion and integration impact assessment** (complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

<b>4a. Strategy, policy or plan</b> (please tick the appropriate box below)			
The vision and themes, objectives or outcomes	x		
The vision and themes, objectives or outcomes and the supporting guidance			
A specific section within the strategy, policy or plan			
<b>Please provide detail:</b> This EIA assesses the process, objectives and outcomes of a Section 278 agreement.			

<b>4b. Service, function, event</b> please tick the appropriate box below	
The whole service (including service provision and employment)	
A specific part of the service	

(including service provision or employment or a specific section of the service)	
Procuring of a service	
(by contract or grant)	
(please see equality assurance in procurement)	
Please provide detail:	

# 5. Fact finding – what do we already know

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information) A S278 agreement is entered into between developers and the Council and ensures that any impact on the highway, or improvements required to the highway, as a result of developments undertaken are agreed, and paid for prior to the works commencing.

S278 agreements can be entered into with an individual, but generally they are made between Developers and the Council.

There are three types of S278 agreements:

#### Mini Section 278 Agreements

A Mini Section 278 Agreement is a formal arrangement to enable developers to carry out extremely minor highway works. This type of agreement covers minor footway crossing works, amendments to paving to provide level access, removal and reinstatement of planters, etc where the Developer designs and constructs the works, but provides a bond as surety. Leeds City Council obtains staff fees for checking the design and supervision of the works and fixed legal costs. This type of agreement is very minor in nature and does not include for commuted sums (payments for maintenance).

#### Minor Section 278 Agreements

A Minor Section 278 Agreement is a formal arrangement for developers to carry out minor highway works themselves. It follows the same format as a mini S278 agreement but is used for schemes which are slightly more involved than a footway crossing, but not so involved that there is any major requirement for traffic management on a busy road, or likely involvement with statutory undertakers, and the design is not complex in any way. This type of agreement is most often used where the development and highway works are adjacent or make use of the same site, making it very difficult for a separate contractor to be working in the same area, eg re-paving footways, provision of lay-by within a site contractor's working zone. A Minor S278 still requires the provision of a bond but does also allow for the acquisition of commuted sums for maintenance.

#### Standard Section 278 Agreements

A Standard Section 278 Agreement is used for all other highway works. The works are designed and supervised by Leeds City Council on behalf of the Developer. This type of agreement is used for most significant off-site highway works associated with planning applications. Standard S278 agreements do not require the provision of a bond as all

monies are paid upfront.

# Process Review

When considering the requirements of a planning application that will require a S278 agreement to deliver highway works once consent is granted, a pro-forma is completed which considers the following:

- Accessibility using guidelines laid down in the Manual for Streets and LCC Street Design Guide (which has been the subject of an EIA) consideration is given to; walkers, cyclists, vulnerable road users and impact on services nearby, for example - schools
- Vehicular access safety of this, size of the parking bays
- Internal layout / servicing / bins shared surface issues. Ability to move around safely.
- Parking safety issues, availability of disabled spaces in line with the Unitary Development Plan.
- Travel Plan Availability of public transport
- Off site highways works impacts of the development on the surrounding area e.g.
  increased traffic flows, do we need a new set of traffic lights.
- Road safety current statistics and impact on these, visibility.
- Planning conditions

These items are considered in terms of the protected characteristics.

S278 (4) states that "A highway authority shall not enter into an agreement under this section unless they are satisfied that it will be of benefit to the public", and any suggested changes are put forward with this in mind.

# Are there any gaps in equality and diversity information Please provide detail:

No, however to reinforce the need to consider equality impacts, an additional equality item will be added to the pro-forma.

#### Action required: Amendments to be made to the pro-forma.

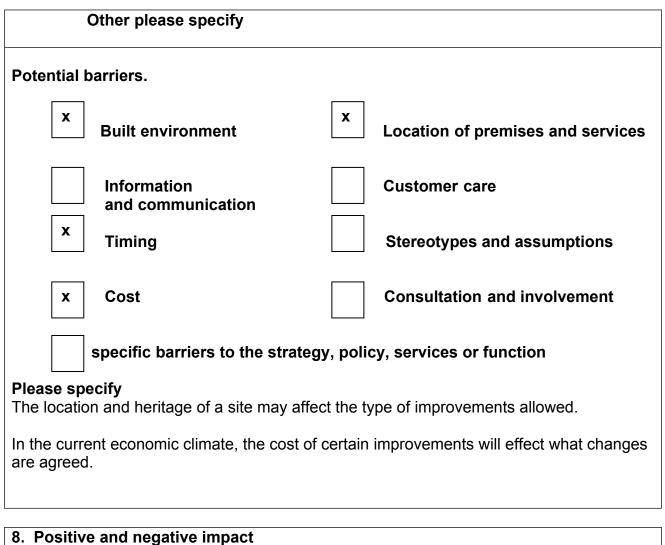
6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

# Please provide detail:

The guidelines issued by the Department for Transport and other agencies which we follow have been equality impact assessed, and this involved some element of consultation. We follow these guidelines and as such, wider consultation is not required or relevant however, each S278 proposal is sent to the relevant Ward Member for their input on behalf of residents.

# Action required: None.

7. Who may be affect please tick all relevant that apply to your strate	and significant equalit		keholders and barriers
Equality characterist	CS		
X Age	X	Carers	X Disability
Gender rea	ssignment	Race	X Religion or Belief
x Sex (male	or female)	Sexual orientatio	on
Other			
(for example – marriagincome, unemploymen			aternity, social class, , education or skills level <b>)</b>
Please specify:			
The layout of the devel disabled people, carers designing the layout, the recommending installat lights.	, people with push ch ne Officer will take into	airs, children and old account the needs o	of these groups,
Stakeholders			
X Services us	ers	Employees	Trade Unions
Partners	X	Members	Suppliers



Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

# 8a. Positive impact:

The designs put forward will take into account the needs of each of the equality characteristics and will aim to meet Section 278 (4) states that "A highway authority shall not enter into an agreement under this section unless they are satisfied that it will be of benefit to the public".

# Action required:

# 8b. Negative impact:

None. All designs will be improvements.

# Action required:

None.

9. Will this activity promote groups/communities identifi	e strong and positive relationships between the ied?	
Yes	Νο	
Please provide detail:		
Not applicable.		
Action required:		

10. Does this activity bring gro other (e.g. in schools, neighbo	oups/communities into increased contact with each urhood, workplace)?
X Yes	Νο
Please provide detail:	
Action required:	

11. Could this activity be perceived as benefiting one group at the expense of another?					
Yes	x	Νο			
Please provide detail:					
Action required:					
None.					

**12.** Equality, diversity, cohesion and integration action plan (insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
	December 2012	N/A	Gillian MacLeod
Add 'Additional Equality Considerations to the S278 pro-forma.			

# 13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity,<br/>cohesion and integration impact assessmentNameJob TitleDate

Gillian MacLeod	Transport Developments	December 2013
	Service Manager	

# **14.** Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

x	As part of Service Planning performance monitoring
	As part of Project monitoring Update report will be agreed and provided to the appropriate board Please specify which board
	Other (please specify)

15. Publishing		
Date sent to Equality Team	24 April 2013	
Date published		