

**Report to the Chief Officer of Highways and Transportation**

**Date: 24 May 2016**

**Subject: Design & Cost Report for Highway Works Associated With the Development at Regent Street/Skinner Lane, Leeds, LS9 7NB**

**Capital Scheme Number : 32460**

|  |   |  |
|--|---|--|
| Are specific electoral Wards affected?<br>If relevant, name(s) of Ward(s): City & Hunslet; Burmantofts & Richmond Hill                       | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| Are there implications for equality and diversity and cohesion and integration?  | <input type="checkbox"/> Yes            | <input checked="" 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?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number: | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> No |

**Summary of main issues**

1. Planning permission 15/02584/OT was granted for retail (A1) and gym (D2) development on land at Skinner Lane/Regent Street. As a result, off site highway works are required for a new vehicle access from Skinner Lane, including carriageway widening for a right turn lane, central refuge and footway widening.
2. A Reserved Matters Application, 15/02557/RM, for the internal site layout, has also been approved.
3. The proposed works are shown on drawing: 10901-150 Revision C site layout GA
4. The highway works require land to be dedicated as highway; the extent of the land to be dedicated is shown on drawing 15-02854-Land Dedication Plan.
5. To meet the requirements of the planning permission, the Developer seeks to enter into a Section 278 Agreement (Highways Act 1980) to enable the highways works to be carried out, whereby the works associated with the development are carried out by this Council at the cost of the developer.

**Best City Ambition**

6. The Best City ambition is to improve life for the people of Leeds and make our city a better place. The provision of wider footways and suitable carriageway widths contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and vehicular access in local communities. They also help

reduce traffic collisions to make a specific contribution to the Best City for Communities and a Child Friendly City.

## **Recommendations**

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

- i) note the principles of the highway works for a new vehicle access from Skinner Lane, including carriageway widening for a right turn lane, central refuge and footway widening as shown on drawing 10901-150 Revision C site layout GA;
- ii) give authority to incur expenditure of £140,000 works costs, £6,000 TRO costs and £28,000 fees, to be fully funded by the developer through the Section 278 agreement;
- iii) approve the adoption of new highway construction on land shaded yellow on drawing 14-350-DED-001 Rev A so that it can be added to the Council's maintenance regime;
- iv) request the City Solicitor to advertise a draft Traffic Regulation Order to alter the existing no waiting at any time regulation to cover the radii of the new vehicle access on Skinner Lane, shown on drawing 10901-150 Revision C site layout GA, and, if no valid objections are received to make, seal and implement the order as advertised; and
- v) give authority to negotiate the terms of and enter into an agreement with the developer under the provisions of Section 278 of the Highways Act 1980 whereby the works associated with the development are carried out by this Council at the cost of the developer, and
- vi) give authority to complete the detailed design, tender and implement the works as set out in Section 3.1.

## **1 Purpose of this report**

- 1.1 To note the principle of the implementation of highway works associated with the approved retail (A1) and gym (D2) development on land at Skinner Lane/Regent Street (15/02584/OT)
- 1.2 To obtain authority to negotiate the terms of and enter into an Agreement under the provisions of Section 278 of the Highways Act 1980, whereby the associated highway works are carried out by Leeds City Council at the expense of the developer.
- 1.4 To request the City Solicitor to advertise a draft Traffic Regulation Order and if no valid objections are received, to make, seal and implement the order.

## **2 Background information**

- 2.1 Planning permission was granted for retail (A1) and gym (D2) development on land at Skinner Lane/Regent Street (planning application ref 15/02584/OT); the location is shown on drawing 15-02854-OT.

- 2.2 This permission supersedes the permission previously granted (planning application ref.13/04885/OT).
- 2.3 Development is yet to start, and is subject to a Reserved Matters application for the internal layout, which has now been approved. The highway works are required prior to occupation. The agreed highway works are shown on the attached plan, Drawing 10901-150 Revision C site layout GA, and detailed in Section 3.1.
- 2.4 To meet the requirements of the planning permission, the applicant has requested that Leeds City Council, as Highway Authority, enters into a Section 278 Agreement to enable the highway works to be carried out.
- 2.5 There is an additional S106 contribution for Public Transport Infrastructure of £45,133.00, as well as a condition to provide a Real time bus information screen within the site.
- 2.6 The highway works contribute to the Best City Ambition of the Council by improving life for the people of Leeds and making our city a better place. The provision of safer crossings, wider footways, cycling facilities and suitable carriageway widths contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and vehicular access in local communities. They also help reduce traffic collisions to make a specific contribution to the Best City for Communities and a Child Friendly City.

### **3 Main issues**

- 3.1 The development at Skinner Lane/Regent Street, requires new vehicle access from Skinner Lane, including carriageway widening for a right turn lane, central refuge and footway widening
- 3.2 The proposed works are shown on drawing 10901-150 Revision C site layout GA.
- 3.3 The highway works require land to be dedicated as highway on Skinner Lane. The extent of the land to be dedicated is shown in green on drawing 15-02854-Land Dedication Plan. The land is within the developer's ownership and they are agreeable to the Council adopting the land as highway.
- 3.4 It is proposed that the developer will enter a Section 278 Agreement with the Council whereby the associated highway works are carried out by Leeds City Council at the expense of the developer.
- 3.5 Section 278 of the Highways Act 1980 allows Highways Authorities to enter into agreements with developers for the execution of highway works at the developer's expense. The preconditions for an agreement under Section 278 of the Highways Act 1980 are, first, that the Highway Authority should be satisfied that it will be of benefit to the public to enter into an agreement for the execution of the works and, secondly, that the work must fall within the Highway Authority's powers of road building, improvement and maintenance.

### **4 Corporate Considerations**

#### **4.1 Consultation and Engagement**

- 4.1.1 Ward Members: Ward Members were consulted by email dated 8th March 2016; no comments have been received to date on the specifics of this report.
- 4.1.2 Emergency Services and the West Yorkshire Combined Authority (WYCA): The Emergency Services and WYCA were consulted by email dated 8th March 2016; no adverse comments have been received to date.
- 4.1.3 Colleagues in Highways and Transportation have been consulted as part of the planning process. Comments were received, including regarding provision of safe cycling and pedestrian infrastructure, and will be taken into account at detailed design.

## **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 and cyclists, 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 Council’s 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.

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

- 4.4.1 The developer will meet the Council’s costs, estimated to be £174,000, comprising £140,000 works costs, £6,000 TRO costs and £28,000 fees, which will be fully funded through the Section 278 agreement.

## **4.5 Capital Funding and Cash Flow**

- 4.5.1 Funding: The developer will fund the total cost of the scheme, including the works costs, statutory undertakers costs and the cost of staff fees. An advance fee of £5,000 has already been paid for design work to commence.
- 4.5.2 Staffing: The design and supervision of the works can be carried out within the existing staff resources.

|  | £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        |
| <b>Authority to Spend required for this Approval</b>           | <b>TOTAL</b> | <b>TO MARCH 2015</b> | <b>FORECAST</b> |            |            |            |            |
|  | £000's       | £000's               | 2015/16         | 2016/17    | 2017/18    | 2018/19    | 2019 on    |
|  |              |                      | £000's          | £000's     | £000's     | £000's     | £000's     |
| LAND (1)   | 0.0          |                      |                 |            |            |            |            |
| CONSTRUCTION (3)   | 140.0        |                      | 140.0           |            |            |            |            |
| FURN & EQPT (5)  | 0.0          |                      |                 |            |            |            |            |
| DESIGN FEES (6)  | 28.0         |                      | 28.0            |            |            |            |            |
| OTHER COSTS (7)  | 6.0          |                      | 6.0             |            |            |            |            |
| TOTALS   | 174.0        | 0.0                  | 174.0           | 0.0        | 0.0        | 0.0        | 0.0        |
| <b>Total overall Funding (As per latest Capital Programme)</b> | <b>TOTAL</b> | <b>TO MARCH 2015</b> | <b>FORECAST</b> |            |            |            |            |
|  | £000's       | £000's               | 2015/16         | 2016/17    | 2017/18    | 2018/19    | 2019 on    |
|  |              |                      | £000's          | £000's     | £000's     | £000's     | £000's     |
| Section 278  | 174.0        |                      | 174.0           |            |            |            |            |
| Total Funding  | 174.0        | 0.0                  | 174.0           | 0.0        | 0.0        | 0.0        | 0.0        |
| <b>Balance / Shortfall =</b>                                   | <b>0.0</b>   | <b>0.0</b>           | <b>0.0</b>      | <b>0.0</b> | <b>0.0</b> | <b>0.0</b> | <b>0.0</b> |

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

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

#### 4.7 Risk Management

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

4.7.2 The works need to be completed before the development is able to open. The opening date is not known at present, but the developer has indicated they are aiming to complete the development by December 2016.

### 5 Conclusions

5.1 Planning permission 15/02584/OT was granted for retail (A1) and gym (D2) development on land at Skinner Lane/Regent Street. As a result, off site highway works are required for a new vehicle access from Skinner Lane, including carriageway widening for a right turn lane, central refuge and footway widening.

5.2 The proposed works are shown on drawing 10901-150 Revision C site layout GA

5.3 To meet the requirements of the planning permission, the Developer seeks to enter into a Section 278 Agreement (Highways Act 1980) to enable the highway works to be carried out, whereby these works are carried out by Leeds City Council at the expense of the developer.

## **6 Recommendations**

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

- i) note the principles of the highway works for a new vehicle access from Skinner Lane, including carriageway widening for a right turn lane, central refuge and footway widening as shown on drawing 10901-150 Revision C site layout GA;
- ii) give authority to incur expenditure of £140,000 works costs, £6,000 TRO costs and £28,000 fees, to be fully funded by the developer through the Section 278 agreement;
- iii) approve the adoption of new highway construction on land shaded yellow on drawing 14-350-DED-001 Rev A so that it can be added to the Council's maintenance regime;
- iv) request the City Solicitor to advertise a draft Traffic Regulation Order to alter the existing no waiting at any time regulation to cover the radii of the new vehicle access on Skinner Lane, shown on drawing 10901-150 Revision C site layout GA, and, if no valid objections are received to make, seal and implement the order as advertised; and
- v) give authority to negotiate the terms of and enter into an agreement with the developer under the provisions of Section 278 of the Highways Act 1980 whereby the works associated with the development are carried out by this Council at the cost of the developer, and
- vi) give authority to complete the detailed design, tender and implement the works as set out in Section 3.1.

## **7 Background documents<sup>1</sup>**

7.1 None.

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<sup>1</sup> 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.

# 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

|   |  |
|---|--|
| <b>Directorate: City Development</b>  | <b>Service area: Highways &amp; Transportation</b> |
| <b>Lead person:<br/>Gillian MacLeod</b>   | <b>Contact number:<br/>0113 39 51341</b>           |
| <b>Date of the equality, diversity, cohesion and integration impact assessment:</b> |  |
| 18 <sup>th</sup> September 2012   |  |

|   |
|---|
| <b>1. Title:<br/>Equality Implications of Section 278 Process</b>   |
| Is this a:  |
| <input type="checkbox"/> Strategy <input checked="" type="checkbox"/> Policy <input type="checkbox"/> Service <input type="checkbox"/> Function <input checked="" type="checkbox"/> Other |
| Is this:  |
| <input type="checkbox"/> New/ proposed <input checked="" type="checkbox"/> Already exists and is being reviewed <input type="checkbox"/> Is changing                                      |
| (Please tick one of the above)  |

### 2. Members of the assessment team:

| Name               | Organisation | Role on assessment team<br>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  |
|                    |              |  |

|   |
|---|
| <b>3. Summary of strategy, policy, service or function that was assessed:</b>         |
| 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)

**4a. Strategy, policy or plan**

(please tick the appropriate box below)

|   |                                     |
|---|-------------------------------------|
| The vision and themes, objectives or outcomes                             | <input checked="" type="checkbox"/> |
| The vision and themes, objectives or outcomes and the supporting guidance | <input type="checkbox"/>            |
| A specific section within the strategy, policy or plan                    | <input type="checkbox"/>            |

**Please provide detail:**

This EIA assesses the process, objectives and outcomes of a Section 278 agreement.

**4b. Service, function, event**

please tick the appropriate box below

|  |                          |
|--|--------------------------|
| The whole service<br>(including service provision and employment)  | <input type="checkbox"/> |
| A specific part of the service<br>(including service provision or employment or a specific section of the service) | <input type="checkbox"/> |
| Procuring of a service<br>(by contract or grant)<br>(please see equality assurance in procurement)                 | <input type="checkbox"/> |

**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**

Yes

No

**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 affected by this activity?**

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

**Equality characteristics**

**Age**

**Carers**

**Disability**

**Gender reassignment**

**Race**

**Religion  
or Belief**

**Sex (male or female)**

**Sexual orientation**

**Other**

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

**Please specify:**

The layout of the development will affect everyone, but may have a particular impact on; disabled people, carers, people with push chairs, children and older people. When designing the layout, the Officer will take into account the needs of these groups, recommending installation of things such as; dropped kerbs, tactile paving and traffic lights.

**Stakeholders**

**Services users**

**Employees**

**Trade Unions**

**Partners**

**Members**

**Suppliers**

**Other please specify**

**Potential barriers.**

**Built environment**

**Location of premises and services**

**Information**

**Customer care**

**and communication**

|                                     |  |                          |                                     |
|-------------------------------------|--|--------------------------|-------------------------------------|
| <input checked="" type="checkbox"/> | <b>Timing</b>  | <input type="checkbox"/> | <b>Stereotypes and assumptions</b>  |
| <input checked="" type="checkbox"/> | <b>Cost</b>  | <input type="checkbox"/> | <b>Consultation and involvement</b> |
| <input type="checkbox"/>            | <b>specific barriers to the strategy, policy, services or function</b> |                          |                                     |

**Please specify**  
The location and heritage of a site may affect the type of improvements allowed.

In the current economic climate, the cost of certain improvements will effect what changes are agreed.

**8. Positive and negative impact**  
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 strong and positive relationships between the groups/communities identified?**

**Yes**                       **No**

**Please provide detail:**

Not applicable.

**Action required:**

**10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?**

**Yes**

**No**

**Please provide detail:**

**Action required:**

**11. Could this activity be perceived as benefiting one group at the expense of another?**

**Yes**

**No**

**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)

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

|  |   |               |
|--|---|---------------|
| <b>13. Governance, ownership and approval</b><br>State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment |   |               |
| Name   | Job Title                                 | Date          |
| Gillian MacLeod  | Transport Developments<br>Service Manager | December 2013 |

|   |  |
|---|--|
| <b>14. Monitoring progress for equality, diversity, cohesion and integration actions</b><br>(please tick) |  |
| <input checked="" type="checkbox"/>   | As part of Service Planning performance monitoring   |
| <input type="checkbox"/>  | As part of Project monitoring  |
| <input type="checkbox"/>  | Update report will be agreed and provided to the appropriate board<br>Please specify which board |
| <input type="checkbox"/>  | Other (please specify)   |

|                                   |               |
|-----------------------------------|---------------|
| <b>15. Publishing</b>             |               |
| <b>Date sent to Equality Team</b> | 24 April 2013 |
| <b>Date published</b>             |               |