

Report to the Chief Officer (Highways and Transportation)

Date: 01 August 2017

Subject: Design & Cost Report for S278 Works associated with the development of Aldi store on land located off Harrogate Road, Chapel Allerton.

Capital Scheme Number: 32641

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

Summary of main issues

1. Planning permission 16/01182/FU was granted on 12th August 2016 for the construction of an Aldi food store on land located off Harrogate Road, Chapel Allerton. A location plan is attached at **Appendix 2**.
2. The off-site highway works are described in detail in Section 3.2 below and briefly comprise the construction of the site access junction from Harrogate Road, works to reinstate existing redundant accesses onto Harrogate Road and Allerton Hill; and the introduction of a signalised pedestrian crossing on Harrogate Road.
3. To meet the requirements of the planning permission and deliver the highway alterations, 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.

Best City Ambition

The Best City ambition is to improve life for the people of Leeds and make our city a better place. The highway works will contribute to this ambition by improving pedestrian facilities in the locality through the provision of a new signal controlled pedestrian crossing on Harrogate Road and the closure of existing access points to vehicles on Harrogate Road and Allerton Hill.

Recommendations

4. The Chief Officer (Highways and Transportation) is requested to:
- i) note the principles of the highway works as outlined in Section 3.2 and shown indicatively on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_ as shown at **Appendix 3** of this report;
 - ii) 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;
 - iii) give authority to incur expenditure of £219,821 works costs and £43,964 staff costs to be fully funded by a developer through a Section 278 Agreement;
 - iv) request the City Solicitor to:
 1. Advertise a notice to amend an existing Traffic Regulation Order associated with the existing on-street parking bay affected by the relocation of the bus stop; and if no valid objections are received, to make and seal the TRO as advertised.
 2. Advertise a notice to amend an existing Traffic Regulation Order on Harrogate Road opposite Stainbeck Lane, to remove the existing restrictions and allow on-street parking to be provided; and if no valid objections are received, to make and seal the TRO as advertised.
 3. Advertise a notice under the provisions of Section 23 of the Road Traffic Regulation Act 1984 to establish a pedestrian crossing facility as shown on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_ ; and
 - v) Note and approve the changes to the adopted Highway boundary proposed as part of the works as described in section 3.2. The area shown in purple on the attached Proposed Adopted Highway Plan, included as **Appendix 4**, will be the resultant area of adopted Highway.
 - vi) give authority to carry out the detailed design, tender and implement the works as set out in Section 3.2.

1 Purpose of this report

- 1.1 The purpose of this report is to note the principle of the implementation of highway works associated with the development of an Aldi food store on land located off Harrogate Road, Chapel Allerton.
- 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.
- 1.3 To request the City Solicitor to advertise a notice under the provisions of Section 23 of the Road Traffic Regulation Act 1984 to establish a pedestrian crossing facility as shown on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_ ; advertise an

amendment to an existing Traffic Regulation Order associated with an on-street parking bay; and advertise an amendment to an existing Traffic Regulation Order on Harrogate Road to allow an on-street parking to be provided opposite Stainbeck Lane; and if no valid objections are received, to make and seal the TROs as advertised.

- 1.4 To give authority to incur expenditure associated with the implementation of highway works associated with the development.

2 Background information

2.1 Planning permission 16/01182/FU was granted on 12th August 2016 for the development of an Aldi food store on land located off Harrogate Road, Chapel Allerton.

2.2 Highway works are required to provide satisfactory pedestrian and vehicular access to the proposed development from the local highway network. The highway works are shown on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_ ; shown at **Appendix 3** and detailed in Section 3.2.

2.3 To meet the obligations 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.

3 Main issues

3.1 Aldi Stores Ltd have received planning permission (ref: 16/01182/FU) to construct a food store on land located off Harrogate Road, Chapel Allerton.

3.2 The planning permission includes a requirement for off-site highway works to be carried out on Harrogate Road to provide a satisfactory means of vehicular and pedestrian access to the development. The proposed works comprise:

- Construction of the site access junction from Harrogate Road including works to facilitate a relocated bus stop.
- The introduction of a signalised pedestrian crossing on Harrogate Road (just south of the site access junction).
- Works to reinstate existing redundant junctions onto Harrogate Road and Allerton Hill.
- Any works reasonably required following safety audits of the design and construction of the highway works.
- All associated civils works, including (inter alia) reconstruction, tie-ins, resurfacing, lighting, signing, drainage and lining works etc.
- Any associated statutory undertakers works resulting from the works.

3.3 Indicative details of the works are included on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_ shown at **Appendix 3**.

- 3.4 There are some minor adjustments to the adopted Highway to take account of the new site access junction and closure of the existing vehicular access on Harrogate Road. The resultant adopted Highway area is shown coloured purple on the attached Proposed Adopted Highway Plan, included as **Appendix 4**. Street Registry will be informed of these changes and where there is no material difference between public and private paved areas a suitable demarcation will be formed.
- 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.
- 3.6 The Engineering Projects section will be responsible for the detailed design and delivery of works. The developer at their own risk has paid an advanced fee of £10,000 to enable the detailed design process to be started in advance of a S278 Agreement being signed.
- 3.7 Safety Audits and Maintenance Audits are to be carried out as part of the detailed design process. The S278 Agreement will ensure that Safety Audits form part of the design process, and any appropriate works arising out of the audits are implemented at the developer's expense.
- 3.8 The S278 agreement will include the standard commuted sums for future maintenance of the works.

Future Aspirational Public Realm Scheme

- 3.9 The development site is located just to the north of the junction of Stainbeck Lane with Harrogate Road. The current configuration of the junction forms a "triangle" around a local feature known as The Willow Tree Island and there are local aspirations to improve the public environment in this location by simplifying the junction, to release areas of current road space for improved pedestrian amenity.
- 3.10 Several options have been considered to improve the environment around The Willow Tree. The latest provisional proposals are included as **Appendix 5** and these would include the closure and pedestrianisation of the northern leg of Stainbeck Lane. In preparing this report, discussions have taken place with colleagues dealing with the public realm proposals; and the S278 highway works will be designed to minimise the potential for any abortive works associated with the future delivery of the public realm improvements.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ward Members: Ward Members were consulted by email dated 3rd January 2017. One Ward Member responded on 5th January 2017 to highlight the close proximity of the potential public realm improvement scheme at the nearby junction of Stainbeck Lane/Harrogate Road. No other comments from the Ward Members have been received.

- 4.1.2 Emergency Services and WYCA: The Emergency Services and WYCA were consulted via email dated 3rd January 2017. WYCA advised that a new bus shelter will be required for the relocated bus stop and that raised kerbs and a 25m clearway will be required. These comments were passed on to the Engineering Projects section for consideration as part of the detailed design process. The only other response received was from the Police, who advised that they had no adverse comments to make on the proposals.
- 4.1.3 Internal consultation has taken place with colleagues in the Highways and Transportation Services. Any substantive comments will be taken into account as part of the detailed design process.

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.

4.3 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.

4.4 Resources and value for money

- 4.4.1 The developer will meet the Council’s costs, estimated to be £219,821 works cost and £43,964 staff fees, excluding statutory undertakers’ costs, all of 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 works costs, statutory undertakers’ costs and the cost of staff fees.
- 4.5.2 Staffing: The design and supervision of the works can be carried out within the existing staff resources.

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2017 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £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 required for this Approval	TOTAL	TO MARCH	FORECAST				
	£000's	2017 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	219.8		219.8				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	44.0		44.0				
OTHER COSTS (7)	0.0						
TOTALS	263.8	0.0	263.8	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	£000's	2017 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's
LCC Supported Borrowing	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						
Section 106 / 278	263.8		263.8				
Government Grant	0.0						
SCE (C)	0.0						
SCE (R)	0.0						
Departmental USB	0.0						
Corporate USB	0.0						
Any Other Income (Specify)	0.0						
Total Funding	263.8	0.0	263.8	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

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 Council's standard Section 278 agreement is to be used whereby the developer will fund the total cost of the works.

5 Conclusions

5.1 Planning application 16/01182/FU was granted on 12th August 2016 for the development of an Aldi food store on land located off Harrogate Road, Chapel Allerton.

5.2 Highway works are required to construct the site access junction from Harrogate Road, reinstate existing redundant accesses onto Harrogate Road and Allerton Hill; and introduce a signalised pedestrian crossing on Harrogate Road.

- 5.3 The highway works are shown indicatively on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_; shown at **Appendix 3** and detailed in Section 3.2.
- 5.4 To meet the requirements of the planning permission and deliver the highway alterations, 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.

6 Recommendations

- 1.1 The Chief Officer (Highways and Transportation) is requested to:
- i) note the principles of the highway works as outlined in Section 3.2 and shown indicatively on drawing 732641/LCC/HWT/XX/DR/EP/GA_01_ as shown at **Appendix 3** of this report;
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 - v) Note and approve the changes to the adopted Highway boundary proposed as part of the works as described in section 3.2. The area shown in purple on the attached Proposed Adopted Highway Plan, included as **Appendix 4**, will be the resultant area of adopted Highway; and
 - vi) give authority to carry out the detailed design, tender and implement the works as set out in Section 3.2.

7 Background documents¹

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include

7.1 None.

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

Directorate: City Development	Service area: Highways & Transportation
Lead person: Gillian MacLeod	Contact number: 0113 39 51341
Date of the equality, diversity, cohesion and integration impact assessment: 18 th September 2012	

1. Title: Equality Implications of Section 278 Process
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 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)

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 (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input type="checkbox"/>
Procuring of a service (by contract or grant)	<input type="checkbox"/>

(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

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

- | | | |
|---|--|---|
| <input checked="" type="checkbox"/> Age | <input checked="" type="checkbox"/> Carers | <input checked="" type="checkbox"/> Disability |
| <input type="checkbox"/> Gender reassignment | <input type="checkbox"/> Race | <input checked="" type="checkbox"/> Religion or Belief |
| <input checked="" type="checkbox"/> Sex (male or female) | <input type="checkbox"/> Sexual orientation | |
| <input type="checkbox"/> 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

- | | | |
|---|--|--|
| <input checked="" type="checkbox"/> Services users | <input checked="" type="checkbox"/> Employees | <input type="checkbox"/> Trade Unions |
| <input type="checkbox"/> Partners | <input checked="" type="checkbox"/> Members | <input type="checkbox"/> Suppliers |
| <input type="checkbox"/> Other please specify | | |

Potential barriers.

- | | |
|--|--|
| <input checked="" type="checkbox"/> Built environment | <input checked="" type="checkbox"/> Location of premises and services |
|--|--|

Information and communication

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

specific barriers to the strategy, policy, services or function

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)

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

13. Governance, ownership and approval

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 Service Manager	December 2013

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

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	