

Report to the Chief Officer (Highways and Transportation)

Date: 30 January 2017

Subject: Design & Cost Report For S278 Works Associated with a Long Stay Airport Car Park at Warren House Lane, Yeadon.

Capital Scheme Number : 32843

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Otley & Yeadon	<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. Leeds Bradford Airport are to construct a long stay car park as shown on the attached location plan (ref: G-001) at **Appendix 2** of this report under the provisions of the Town and Country Planning General Permitted Development Order 2015 (the GDPO). The site is located within the Airport's Operational Land Boundary (AOLB) and a new junction must be constructed to provide access from Warren House Lane.
2. In assessing the development it has also been identified that the existing unrestricted speed limit (60mph national speed limit by default) on Warren House Lane is no longer appropriate and that a 40mph limit is more suitable, considering its increased use.
3. The off-site highway works are described in detail in Section 3 below and briefly comprise the introduction of a simple priority access junction and a 40mph speed limit on Warren House Lane from its junction with Cemetery Road to the existing 40mph limit close to the Harrogate Road roundabout.
4. To meet the requirements of the development 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

6. The Best City ambition is to improve life for the people of Leeds and make our city a better place. The planned highway works contribute to this ambition by maintaining and improving the safety and quality of life of Leeds residents by enabling safe pedestrian, cycling and vehicular journeys in local communities.

Recommendations

7. The Chief Officer (Highways and Transportation) is requested to:
 - i) Note the detail of the highway works as outlined in section 3 and shown on plans TM-27-2993-CON-01B and 17468-C50 Rev B attached 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 developer will design and procure the highway works at their expense and the Council will check the design of the work and inspect the construction, with step in powers should the works not be managed or constructed to appropriate standards;
 - iii) Request the City Solicitor to advertise a draft Speed Limit Order to introduce a 40mph speed limit on Warren House Lane as shown on drawing no. TM-27-2993-CON-01B attached at **Appendix 3**, and if no valid objections are received to make, seal and implement the Orders as advertised; and
 - iv) Give authority to incur expenditure of £18,000 fees to check the design and inspect the access works and prepare and implement a Traffic Regulation Order, which will be fully funded through the Section 278 agreement.

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 permitted development of a long stay airport car park to be constructed under the provisions of the Town and Country Planning General Permitted Development Order 2015 (the GDPO). The site is located within the Airport's Operational Land Boundary (AOLB).
- 1.2 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.
- 1.3 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 developer will design and procure the highway works at their expense and the Council will check the design of the work and inspect the construction, with step in powers should the works not be managed or constructed to appropriate standards.

2 Background information

- 2.1 Leeds Bradford Airport have exercised their right to construct a 900 space long stay car park for airport customers under Condition F2, Part 8 of Schedule 2 of the Town and Country Planning General Permitted Development Order 2015 (the GDPO). The car park will be operated as a meet and greet whereby customers will leave and collect their car at the front desk to be parked by an operative, the amount of cars parked will not exceed 900 'stacked' spaces. Customers will be transferred to the airport by shuttle bus, no additional pedestrian movements are expected on Warren House Lane as a result of the development.
- 2.2 The Council has discussed potential access options with the airport and concluded that a simple priority junction would be the most appropriate arrangement. A right turn facility is unnecessary because the vast majority of traffic will turn left in and right out of the development and the operation of the car park for long stay airport passengers will result in fewer than 300 two-way daily movements in peak use, visibility along Warren House Lane is also adequate for right turning vehicles.
- 2.3 In assessing the development it has been identified that the existing unrestricted speed limit (60mph national speed limit by default) on Warren House Lane is no longer appropriate and that a 40mph limit is more suitable, considering its increased use. In addition, the increase in development along the road has led to a change in its character, and this is reflected in the existing mean speeds of 37.6mph.
- 2.5 To meet the requirements of the development, the applicant has requested that Leeds City Council, as Highway Authority, enters into a Section 278 Agreement to enable highway works to be carried out.

3 Main issues

- 3.1 Leeds Bradford Airport have exercised their right to construct a 900 space long stay car park for airport customers under the Town and Country Planning General Permitted Development Order 2015 (the GDPO).
- 3.2 A simple priority junction has been agreed to gain access to the site from Warren House Lane, the airport have also agreed to fund the cost of lowering the speed limit on Warren House Lane from the existing national speed limit to 40mph. The proposed works are shown in outline on plans TM-27-2993-CON-01B and 17468-C50 Rev B attached at **Appendix 3** and comprise:
- a) Construction of a new simple priority junction with 10m kerb radii and footways either side of the access, including dropped kerbs and tactile paving for pedestrians (plan 17468-C50 Rev B);
 - b) Introduction of a 40mph speed limit on the un-restricted part of Warren House Lane from its junction with Cemetery Road to the existing 40mph close to the Harrogate Road roundabout (plan TM-27-2993-CON-01B);
 - c) All associated Civil's works including (inter alia) signs, lighting, road markings and drainage;
 - d) Any Statutory undertakers works resulting from the works resulting from the works described above

- 3.3 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 6th September 2017. This consultation was based on introducing a 50mph limit on Warren House Lane. One member responded and requested that the proposed speed limit be 40mph, and that a 40mph limit be introduced on both Warren House Lane and the adjacent Cemetery Road.
- 4.1.2 Cemetery Lane would fall outside of this proposal, and given that the proposed development is to serve the airport to the east it can reasonably be assumed that the development will not significantly change the road conditions on Cemetery Road. On further review, and taking into account existing mean speeds of 37.6mph, it is agreed that a 40mph limit would be appropriate.
- 4.1.3 Emergency Services and WYCA: The Emergency Services and WYCA were consulted via email dated 6th September. The Police initially requested that the proposed speed limit be 30mph given an expected increase in pedestrian movements however given the nature of the development (storage for a Meet & Greet facility) they are now in agreement that a 40mph limit is appropriate. Correspondence dated 3rd November 2017 confirms this agreement.
- 4.1.4 Internal consultation has taken place with colleagues in 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 £18,000 fees to check the design and inspect the works and prepare and implement the Traffic Regulation Order, 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 with existing staffing 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)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	18.0		18.0				
OTHER COSTS (7)	0.0						
TOTALS	18.0	0.0	18.0	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
Section 106 / 278	18.0		18.0				
Total Funding	18.0	0.0	18.0	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.

5 Risk Management

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

6 Conclusions

6.1 Leeds Bradford Airport have exercised their right to construct a 900 space long stay car park for airport customers under the Town and Country Planning General Permitted Development Order 2015 (the GDPO).

6.2 Highway works are required to construct a new access junction and introduce a 40mph speed limit on Warren House Lane from its junction with Cemetery Road to the existing 40mph close to the Harrogate Road roundabout.

6.3 The highway works are shown in outline on plans TM-27-2993-CON-01B and 17468-C50 Rev B attached at **Appendix 3** and detailed in Section 3.2.

6.4 To meet the requirements of the development 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.

7 Recommendations

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

- i) Note the detail of the highway works as outlined in section 3 and shown on plans TM-27-2993-CON-01B and 17468-C50 Rev B attached 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 developer will design and procure the highway works at their expense and the Council will check the design of the work and inspect the construction, with step in powers should the works not be managed or constructed to appropriate standards;
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- iv) Give authority to incur expenditure of £18,000 fees to check the design and inspect the access works and prepare and implement a Traffic Regulation Order, which will be fully funded through the Section 278 agreement.

8 Background documents¹

8.1 None

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

Equality, Diversity, Cohesion and Integration 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 37 88091
Date of the equality, diversity, cohesion and integration impact assessment: 18th September 2012, updated 15 May 2017	

1. Title: Equality Implications of Section 278 Process
Is this a:
<input checked="" type="checkbox"/> Strategy /Policy <input type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

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

<p>3. Summary of strategy, policy, service or function that was assessed:</p> <p>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.</p> <p>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...</p> <p>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.</p>
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<p>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)</p>
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<p>4a. Strategy, policy or plan (please tick the appropriate box below)</p>	
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"/>
<p>Please provide detail:</p>	

<p>4b. Service, function, event please tick the appropriate box below</p>	
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	<input type="checkbox"/>

(by contract or grant)	
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 Leeds Core Strategy, Manual for Streets and LCC Street Design Guide (which has been the subject of an EIA) consideration is given to; walkers, cyclists, public transport users, vulnerable road users and impact on services nearby, for example - schools
- Vehicular access – safety of this relating to width, radii, visibility splays, crossing opportunities
- Internal layout / servicing / bins – shared surface issues. Ability to move around safely.
- Parking – safety issues, availability of disabled spaces in line with the Core Strategy and Parking SPD.
- Travel Plan – Availability and accessibility 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.
- 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. – completed 2012.

Review operation of equality heading on proforma. – May 2017

Action required:

Amendments to be made to the pro-forma.- completed 2012.

Update team in Technical Team Meeting to ensure importance of correctly filling in profroma. – May 2017

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

be affected or interested	
<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
<p>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.</p>	
<p>Action required: None</p>	

<p>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</p>		
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		
<p>(Other can include – marriage and civil partnership, pregnancy and maternity, and those areas that impact on or relate to equality: tackling poverty and improving health and well-being)</p> <p>Please specify:</p>		
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.

Built environment

Location of premises and services

Information and communication

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

Financial exclusion

Employment and training

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:

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8b. Negative impact:
None. All designs will be of benefit to the public to meet the requirements of S278 (4)..
Action required:

9. Will this activity promote strong and positive relationships between the groups/communities identified?
<input type="checkbox"/> Yes <input type="checkbox"/> 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)
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Please provide detail: Improving and adding to the public realm with inclusive, accessible and safe design will increase use by the public.
Action required:

11. Could this activity be perceived as benefiting one group at the expense of another? (e.g. where your activity/decision is aimed at adults could it have an impact on children and young people)
<input type="checkbox"/> Yes <input checked="" type="checkbox"/> 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
EIA reviewed and updated by Highways Development Services reps.	May 2017	Update team at technical team meeting May 2017	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 Development Services Manager	December 2012
Date impact assessment completed		Reviewed May 2017

14. Monitoring progress for equality, diversity, cohesion and integration actions (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 Please specify which board
<input type="checkbox"/>	Other (please specify)

15. Publishing	
Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision .	
A copy of this equality impact assessment should be attached as an appendix to the decision making report:	
<ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality impact assessments that are not to be published should be sent to equalityteam@leeds.gov.uk for record. 	
Complete the appropriate section below with the date the report and attached assessment was sent:	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: 24 April 2013 Reviewed and re-sent May 2017