

Report of Transport Development Services

Report to the Chief Officer (Highways and Transportation)

Date: 12 January 2021

Subject: Design & Cost Report for S278 Highway Works Associated With the Ironworks Development on David Street, Holbeck, Leeds, LS11 5QP

Capital Scheme Number: 33287

Are specific electoral wards affected? If yes, name(s) of ward(s): Beeston & Holbeck	🛛 Yes	🗌 No
Has consultation been carried out?	🛛 Yes	🗌 No
Are there implications for equality and diversity and cohesion and integration?	🗌 Yes	🛛 No
Will the decision be open 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

Summary

1. Main issues

- Planning permission was granted in June 2016 (ref:15/03167/FU) for a development comprising 72 dwellings, A1/A2/B1 flexible space at ground floor, associated covered parking area and landscaping.
- A year later in June 2017 an application was submitted to amend the previous approval (ref:17/00800/FU). This application was approved for the construction of a residential and commercial development comprising 68 dwellings, A1/A2/B1 flexible space at ground floor, associated covered parking area and landscaping. A location plan is provided at Appendix 2 of this report and the approved site plan 15012/GA/02 is provided at Appendix 3 of this report.
- The planning consent requires public realm improvements to footways surfacing and landscaping on David Street and the provision of a raised speed table adjacent to its junction with Front Row. The development requires alterations to Traffic Regulation Orders on David Street which include the removal of 2 pay & display bays, relocation of 5 pay & display bays and the provision of new no waiting at any time restrictions.
- 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 Minor Section 278 Agreement to enable the highway works to be carried out.

- This report seeks authority to negotiate terms and enter such Agreement for the highway works in order to allow the developer to complete the detailed design and construction of the works under the supervision of the Council, to amend traffic regulation orders and give authority to incur expenditure.
- 2. Best Council Plan Implications (click here for the latest version of the Best Council Plan)
 - The planned highway works will contribute to the Best Council Plan by maintaining and improving the safety of Leeds residents and enabling safe pedestrian, cycle and vehicular access in the local community.

3. Resource Implications

• The developer will meet the Council's costs, estimated to be £10,000 TRO costs, £6,000 for the loss of a pay & display bay, £1,000 for a 90c notice and £6,000 staff fees to check the design and inspect the works, all of which will be fully funded through the Section 278 agreement.

Recommendations

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

- a) note the detail of the highway works to provide safe pedestrian access to the development site as outlined in section 3 of this report shown on plan 653-02-CE-YY-XX-DR-C-11-0001 attached at **Appendix 4** of this report;
- b) 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 the developer and overseen by the Council with step in rights.
- c) give authority to advertise a notice under the provisions of Section 90c of the Road Traffic Regulation Act 1984 in order to inform the public of the new raised speed table and speed cushions on David Street; and if no valid objections are received, to continue with the works as advertised,
- d) authorise the City Solicitor to advertise a Draft Traffic Regulation Order to introduce no waiting at any time restrictions and amend existing parking bays on David Street as shown on drawing 653-02-CE-YY-XX-DR-C-11-0001; and if no valid objections are received, to make, seal and implement the Orders as advertised;
- e) give authority to incur expenditure of £10,000 TRO costs, £6,000 for the loss of a pay & display bay, £1,000 for a 90c notice and £6,000 staff fees to check the design and inspect the works, all of which will be fully funded by a developer through the Section 278 Agreement.

Purpose of this report

- 1.1 The purpose of this report is to note the principle of the implementation of highway works associated with a residential and commercial development at David Street, Holbeck (planning ref: 17/00800/FU).
- 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 described in Section 3.2 are designed and constructed by the developer at their expense, with the Council checking the design and construction, with step in rights.

- 1.3 To amend traffic regulation orders and advertise a notice under Section 90c of the Highways Act 1980
- 1.4 To give authority to incur expenditure associated with the checking and supervision of the highway works associated with the development.

2. Background information

- 2.1 The development site initially gained planning consent in June 2016 for residential and commercial development comprising 68 dwellings, A1/A2B1 flexible space at ground floor, associated covered parking area and landscaping (application ref 15/03167/FU). The approved site plan 2014-072 010 I is provided at **Appendix 3** of this report.
- 2.2 The applicant applied for a Minor Material Amendment (application 17/00800/FU) to allow a reduction in residential units (68), reduction in building height and relocation of car park entrance and cycle stores. This application gained approval in June 2017.
- 2.3 Since its designation as Holbeck Urban Village, through development, funding has been sought to improve the public realm and to provide enhanced space for pedestrians and cyclists, reduce vehicle speeds and deter though traffic where possible.
- 2.4 The planning consent requires public realm improvements to footways through, widening, surfacing and landscaping on the David Street. A raised speed table will be provided on David Street adjacent to its junction with Front Row as well as a new vehicular access to the site.
- 2.5 Amendments are required to Traffic Regulation Orders on David Street to alter existing restrictions in order to relocate a pay & display bay in a northerly direction and provide no waiting at any time restrictions around the speed table. The estimated cost of altering the Traffic Regulation Orders is £10,000. These will be managed by Leeds City Council.
- 2.6 The Stage 1 Road Safety Audit raised concerns over a lack of visibility for vehicles exiting the proposed vehicular access due to parking spaces on David Street. Plans have been amended to show speed cushions to the north and south of the proposed speed table to reduce vehicle speeds.
- 2.7 In addition, the S106 secures contributions from the developer of:

£12,000 to mitigate the loss of 2 pay and display parking bays.

 $\pm 36,500$ the be expended in equal amounts to each dwelling towards the cost of any sustainable mode of travel the occupier may elect and/or towards the cost of off-site highway works.

£2,500 Travel Plan review fee.

2.8 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 the developer to complete the detailed design and construction of the highway works under the supervision of the Council.

3. Main issues

- 3.1 Off-site highway works are required to accommodate the development and improve the public realm around the building, the proposed highway works are shown in outline on plan 653-02-CE-YY-XX-DR-C-11-0001 attached at **Appendix 4**. The highway works comprise:
 - a) The addition of a vehicular access off David Street.
 - b) The closure of a vehicular access off David Street.
 - c) Provision of a new speed table and buildouts on David Street at its junction with Front Row and the site access.
 - d) 4 new speed cushions on David Street, 2 approximately 50m north of the proposed vehicular access and 2 approximately 40m south of the proposed vehicular access.
 - e) Footway widening and resurfacing on David Street.
 - f) New street tree with pit and grill.
 - g) Traffic Regulation Order works consisting of amendments to parking bays and the introduction of new no waiting at any time restrictions on David Street.
 - h) The removal of 3 pay & display parking bay on David Street.
 - i) The relocation of 5 pay & display bays.
 - j) All associated Civil's works including (inter alia) signs, lighting, road markings and drainage.
 - k) Any Statutory undertakers works resulting from the works resulting from the works described above.
- 3.2 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 16th December 2019 and no comments have been received.
- 4.1.2 Emergency Services and WYCA: The Emergency Services and WYCA were consulted via email dated 26th June 2019. No comments have been received.
- 4.1.3 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.
- 4.1.4 Colleagues have raised concerns over the carriageway width being below 5.5m however due to the width of the adopted highway it is not possible to provide a 2m wide footway, on-street parking bays and a 5.5m carriageway. In this area giving good pedestrian facilities is a priority and streets should be designed to reduce vehicle speeds. Two vehicles can pass with care on a 4.8m carriageway, therefore in assessing this application an on balanced view was taken to give pedestrians the priority.

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 with dropped kerbs and tactile paving being provided.

4.3 Council policies and the Best Council Plan

- 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.
- 4.3.2 A Stage 1 Road Safety Audit has be undertaken and the issues identified have been addressed through the detailed design stage.

Climate Emergency

4.3.3 The works will provide necessary infrastructure which will accommodate pedestrian movement around the new building and provide cycle parking facilities, encouraging cycle use and pedestrian trips thereby minimising vehicle emissions and the carbon footprint of the development.

4.4 Resources, procurement and value for money

- 4.4.1 The developer will meet the Council's costs, estimated to be £10,000 TRO costs, £6,000 for the loss of a pay & display bay, £1,000 for a 90c notice and £6,000 staff fees to check the design and inspect the works, all of which will be fully funded through the Section 278 agreement.
- 4.4.2 Funding: The developer will fund the total cost of the scheme, including works costs, statutory under takers costs and the cost of staff fees.
- 4.4.3 Staffing: The design and supervision of the works can be carried out within the existing staff resources.

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 highway works and staff fees are fully developer funded.

5. Conclusions

- 5.1.1 The development site initially gained planning consent in June 2016 for residential and commercial development comprising 68 dwellings, A1/A2B1 flexible space at ground floor, associated covered parking area and landscaping (application ref 15/03167/FU). The approved site plan 2014-072 010 I is provided at **Appendix 3** of this report.
- 5.1.2 The planning consent requires public realm improvements to footways through, widening, surfacing and landscaping on the David Street. A raised speed table will be provided on David Street adjacent to its junction with Front Row as well as a new vehicular access.
- 5.2 The location of the highway works are shown on plan DWG no. 001 Rev C attached at **Appendix 2** of this report and the highway works are shown in outline on plan 653-02-CE-YY-XX-DR-C-11-0001 attached at **Appendix 4**.
- 5.3 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.

6. Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
 - a) note the detail of the highway works to provide safe pedestrian access to the development site as outlined in section 3 of this report shown on plan 653-02-CE-YY-XX-DR-C-11-0001 attached at **Appendix 4** of this report;
 - b) 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 the developer and overseen by the Council with step in rights.
 - c) give authority to advertise a notice under the provisions of Section 90c of the Road Traffic Regulation Act 1984 in order to inform the public of the new raised speed table and speed cushions on David Street; and if no valid objections are received, to continue with the works as advertised,
 - d) authorise the City Solicitor to advertise a Draft Traffic Regulation Order to introduce no waiting at any time restrictions and amend existing parking bays on David Street as shown on drawing 653-02-CE-YY-XX-DR-C-11-0001; and if no valid objections are received, to make, seal and implement the Orders as advertised;
 - e) give authority to incur expenditure of £10,000 TRO costs, £6,000 for the loss of a pay & display bay, £1,000 for a 90c notice and £6,000 staff fees to check the design and inspect the works, all of which will be fully funded by a developer through the Section 278 Agreement.

Background documents¹

- 6.2 Appendix 1 Equality, diversity, cohesion and integration impact assessment form
- 6.3 Appendix 2 Location Plan
- 6.4 Appendix 3 Approved Site Plan

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.

- 6.5 Appendix 4 General Arrangement Plan
- 6.6 Appendix 5 Funding Approval

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 22 October 2019	and integration impact assessment:

1. Title: Equality Implicatio	ns of Section 278 Process	
Is this a:		
x Strategy /Policy	Service / Function	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
John Mills	LCC	Technical Support Team Leader
Kasia Speakman	LCC	Highways Access Officer

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.

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.

This Equality, Diversity, Cohesion and Integration (EDCI) Impact Assessment considers the process of determining the requirements of such developments and how this process gives due regard to the equality characteristics. Specific EDCI considerations of the schemes are considered at planning application stage when the principal of the development and associated infrastructure works are approved. A summary of these considerations is included in section 5.

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	x
The vision and themes, objectives or outcomes and the supporting guidance	
A specific section within the strategy, policy or plan	
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)

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:

- Development type and location
- 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.

Site Specific Considerations

Dropped kerbs and tactile paving are to be introduced which will provide a safe pedestrian environment, especially for elderly or visually impaired people.

A speed table, speed cushions and build outs are to be added to David Street, this will slow vehicles speeds creating a safer environment for pedestrians and cyclists.

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 proforma. – May 2017

Procedure reviewed October 2019 – site specific considerations added

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

X Yes

No

Please provide detail:

The works subject to the S278 agreement have been consulted on through the Planning process which includes statutory processes for consultation.

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

that apply to your strategy, policy, ser		
Equality characteristics		
X Age	X Carers	X Disability
Gender reassignment	X Race	X Religion or Belief
x Sex (male or female)	Sexual orient	ation
Other		
(Other can include – marriage and civareas that impact on or relate to equabeing)		•

Please specify:
Stakeholders
x Services users x Employees Trade Unions
Partners X Members Suppliers
Other please specify
Potential barriers.
x Built environment x Location of premises and services
Information Customer care and communication
x Timing Stereotypes and assumptions
x 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

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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:
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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?
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)
X Yes 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)				
Yes	X 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
EDCI IA reviewed and amended. Specific site considerations that were considered at planning application stage has been added to section 5.	October 2019	Update TDS team and ensure site specific considerations are included in S278 HB Reports going forward.	Gillian MacLeod

Action	Timescale	Measure	Lead person

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

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Name	Job Title	Date
Gillian MacLeod	Transport Development	October 2019
	Services Manager	
Date impact assessment completed		22/10/2019

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

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:

- 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 <u>equalityteam@leeds.gov.uk</u> 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, November 2019