

Design & Cost Report for Section 278 Highway Works Associated with Three New Synthetic Football Pitches with Associated Floodlighting, Ancillary Pavilion Building, Vehicle Parking Facilities and New Vehicular Access – Bodington Playing Fields, Bodington Avenue, Adel, Leeds

Date: 14th December 2021

Report of: Transport Development Services

Report to: The Chief Officer (Highways and Transportation)

Capital Scheme Number: 33436

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

- Planning permission was granted on 27th February 2020 under application ref **19/05740/FU** for three new synthetic football pitches with associated floodlighting, ancillary pavilion building, vehicle parking facilities and new vehicular access. The developer is the University of Leeds. The site location plan is included in **Appendix 2**.
- The planning consent requires a package of highway improvements described in detail in paragraphs 1-6 below. Briefly, the works comprise improved access off the A660 Otley Road, relocating a bus stop and lamp post, waiting restrictions, resurfacing of the cycle lane along the proposed access frontage, construction of a new right turn deceleration lane and provision of dropped kerb pedestrian crossing with tactile paving on the A660 Otley Road. The Section 278 access layout is provided at **Appendix 3**.
- To meet the requirements of the planning permission and deliver the highway improvements outlined above, the developer has requested Leeds City Council enter a Section 278 Agreement.
- This report seeks authority to negotiate the terms and enter a Standard Section 278 Agreement for the highway works to allow the Council to design and construct the works at the developers' expense.
- 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.

Recommendations

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

- a) Note the detail of the highway works provided in paragraphs 1-7 of this report and as shown on the plan included at **Appendix 3** 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 Leeds City Council at the cost of the developer;

- c) Give authority to request the City Solicitor to advertise a draft Traffic Regulation Order (TRO) to provide 'No Waiting At Any Time' restrictions in the vicinity of the proposed access as shown on the plan included at **Appendix 3** of this report; and if no valid objections are received, to make seal and implement the Orders as advertised;
- d) Give authority to incur capital expenditure of £550,000, consisting of £453,333.00 works costs and £ 96,667.00 staff costs, all to be fully rechargeable to the developer through the Section 278 agreement. These are subject to contractor estimated costs.

Why is the proposal being put forward?

- 1 The existing access to the site off the A660 Otley Road is gated and less than 4.0m wide. This does not allow for two-way traffic movements or safe access for larger vehicles, such as coaches and refuse vehicles.
- 2 The access will therefore be improved to serve the proposed development. The improvements will require the existing bus stop (number 45011747) to be relocated approximately 55m south. A lamp post will also need to be relocated.
- 3 The proposed access is 6.5m wide with 12.0m kerb radii. The scheme has been amended compared to the original design included as part of the planning permission (ref **19/05740/FU**). It was found that the original scheme would have a severe impact on tree roots, for the trees on either side of the access. Therefore, the amended scheme is to prevent significant encroachment to the tree roots protection zone. To aid this, the width of the access has been reduced by 0.5m and the radii of the junction bell-mouth has been reduced from 15m to 12m. This was tested with swept path analysis of large coach and refuse vehicle, which will be able to enter and exit the site in forward gear using the full width of the access. The University of Leeds model estimates that up to 29 coaches could use the facilities at Bodington per week. This is based on the frequency model at other outdoor facilities run by the University. Therefore, the likelihood of a coach conflicting with a vehicle on a daily basis would be minimal, hence an increased junction layout, that would impact tree roots, is no longer proposed. In addition, most coaches would travel to/from Leeds City Centre (i.e. the main University campus), hence a right turn in and left turn out manoeuvres would be made at the site access, via the A660 Otley Road. This provides sufficient sightlines for coaches to spot vehicles, and vice versa. The University also confirmed that during large events, marshals will be deployed to manage traffic, with coaches pre-booked prior to arrival.
- 4 Provision of 'No Waiting At Any Time' restrictions (double-yellow lines) on the proposed junction bell-mouth following advertisement of TROs.
- 5 Resurfacing of the cycle lane along the proposed access frontage so that it's more visible to other road users. This will be similar to the cycle lane surface along the A660 Otley Road / Bodington Avenue junction further north. The cycle lane is 1.2m wide, and each running lane on the A660 Otley Road is 3.45m, hence more than the desirable minimum lane widths as set out in LTN 1/20.
- 6 The construction of a new right turn lane on the A660 Otley Road northbound with appropriate deceleration lane is designed in accordance with Design Manual for Road and Bridges (DMRB) CD 123 Revision 2 standards. The right turn lane is required as 80% of the development's traffic will arrive from the south on the A660 Otley Road. Although a gap for turning is available further north, and at the A660 Otley Road / Bodington Avenue junction, these are not suitable for large coaches performing U-turns. Therefore, the new right turn lane has been designed to safely accommodate such vehicles and the additional demand associated with the development, in accordance with DMRB CD 123 Revision 2 standards.

- 7 Provision of dropped kerb informal pedestrian crossing with tactile paving to the north of the proposed access. This will be similar to the crossing north of the A660 Otley Road / Bodington Avenue.

What impact will this proposal have?

Wards Affected: Adel & Wharfedale

Have ward members been consulted?

Yes

No

- 8 The proposals will contribute to improved access to the site for pedestrians, cyclists and vehicles, through the provision of new pedestrian crossing facilities, clearer cycle lane surface and improved access with a new right turn lane on the A660 Otley Road. Such improvements will be made to accommodate the needs of all users.
- 9 An Equality, Diversity, Cohesion and Integration (EDCI) impact assessment has been carried out on the Section 278 process and is included in **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) criteria, 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.
- 10 The site is within an established residential area, with local amenities and public transport facilities located within walking distance. Therefore, the proposals will contribute to improved accessibility to the site for pedestrians, cyclists and the needs of all users. Such improvements include, provision of a pedestrian crossing, clearer cycle lane, highway infrastructure for safe and suitable vehicular access and a Traffic Regulation Order.

What consultation and engagement has taken place?

- 11 Adel & Wharfedale ward members were consulted by email on Friday 28th May 2021. No comments have been received.
- 12 The Emergency Services and West Yorkshire Combined Authority (WYCA) were consulted by email on Friday 28th May 2021. No comments have been received from the emergency services. WYCA has accepted the proposed location of the bus stop, subject to suitable hard standing and DDA compliant kerb facilities being provided, these are included in the design.
- 13 Internal consultation has also been undertaken with colleagues in Highways and Transportation Services by email on Friday 28th May 2021. Comments on detailed design matters have been passed to the design team for inclusion at detailed design stage.
- 14 Due to temporary access works required to facilitate construction traffic, the developer paid the costs upfront to relocate the bus stop and street light. Therefore these costs are not included as part of the Section 278 agreement fees. These works will be carried out to facilitate temporary construction access.

What are the resource implications?

- 15 The developer will meet the Council's costs, estimated to be £550,000, consisting of £453,333.00 works costs and £ 96,667.00 staff costs, all of which will be fully funded through the Section 278 agreement. These are subject to contractor estimated costs.
- 16 Funding: The developer will fund the total cost of the scheme, including the highways works, any statutory undertakers works and staff fees.

17 Staffing: The design and supervision of the works can be carried out within the existing staff resources.

Funding Approval:	Capital	Scheme Number	33436				
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2021 £000's	FORECAST				
			2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025 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 £000's	TO MARCH 2021 £000's	FORECAST				
			2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	453.0			453.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	97.0		48.5	48.5			
OTHER COSTS (7)	0.0						
TOTALS	550.0	0.0	48.5	501.5	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2021 £000's	FORECAST				
			2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025 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	550.0		48.5	501.5			
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	550.0	0.0	48.5	501.5	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

What are the legal implications?

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

What are the key risks and how are they being managed?

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

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth Health and Wellbeing Climate Emergency

20 The proposals achieve a wide range of objectives across the three pillars. The highway works will provide safe and suitable access for the proposed development, which comprise "the replacement of three informal, unfenced grass pitches located on a significant slope, with 3 synthetic all weather playing surfaces, equipped with ball stop fences and flood lighting. Greater use of these new pitches will be supported by the construction of a new pavilion housing changing rooms, a small administrative office, and social space" as set out in the approved Design and Access Statement submitted in support of the planning application (19/05740/FU). The site and development are also part of a wider masterplan to

improve facilities at Bodington, complementing the recently completed Brownlee Centre. It is therefore considered that the highways works facilitating the development will increase active and sustainable travel to the site supporting all three pillars in the process.

- 21 The proposed highway works also accord with the core strategy policies, West Yorkshire Local Transport Plan and other policies in that they provide safe and sustainable means of access for all users. In addition, the amended scheme would preserve the large trees on either side of the junction bell-mouth, without significant impact to the tree root protection zones.
- 22 A Stage 1 Road Safety Audit (RSA) has been undertaken as part of the planning application and the issues identified by the audit were addressed. A Stage 2 RSA will be undertaken as part of the detailed design process. In addition, a Stage 3 (on completion / prior to opening) and Stage 4 (12 months monitoring) RSAs will be undertaken for the entire scheme. The audits will be undertaken in accordance with DMRB GG 119 standards.
- 23 The proposed crossing to the north of the access will enable pedestrian and cycle connections through the A660 Otley Road, thereby helping to offset the carbon footprint of the development. The proposals also include improved crossing facilities and cycle lane on the A660 Otley Road in proximity of the junction bell-mouth.
- 24 Within the site, Electric Vehicle Charging Points will be provided, secured cycle parking and dedicated coach drop-off area. Therefore, the proposed development will have the required infrastructure to encourage sustainable travel and offset its carbon footprint.
- 25 The proposals contained in this report therefore contribute to Leeds target of net zero carbon emissions by 2030 by improving facilities for walking, cycling, public transport and use of electric vehicles.

Options, timescales and measuring success

a) What other options were considered?

- 26 Provision of northbound on-slip lane for the A660 Otley Road was considered. However, this was not taken forward following the RSA's recommendations.
- 27 The original scheme as part of the planning permission was for a 7m wide carriageway and 15m kerb radius. This was not taken forward due to adverse impact on adjacent trees and tree protection zones.

b) How will success be measured?

- 28 It is considered that success will ultimately be measured by the delivery of the highway works to standards prior to opening / operation of the proposed development, thereby achieving the social, environmental and economic benefits to the city from the onset.

c) What is the timetable for implementation?

- 29 Works for the proposed development commenced in August 2021, including the temporary access works. The proposed highway works will be implemented prior to opening / operation of the proposed development.

Appendices

- 30 Appendix 1 – Equality, Diversion, Inclusion and Cohesion screening form
- 31 Appendix 2 – Site Location Plan
- 32 Appendix 3 – Proposed Vehicular Access Section 278 Layout

Background papers

- 33 None.