

Parklife – Fullerton Park and Matthew Murray Update

Date: 23 June 2021

Report of: Director of City Development

Report to: Executive Board

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?

Including how it contributes to the city's and council's ambitions

- This report provides Executive Board with an update as to the position around the Council's Fullerton Park Parklife scheme and the outcome of recent discussions with LUFC around their preference to preserve the potential for a disposal of the former Matthew Murray High School site to Leeds United Football Club (LUFC), as part of the ambition to relocate their training ground facilities closer to Elland Road and the outcome 55,000 seat expansion of Elland Road in the future, rather than the 50,000 seats previously agreed.
- In September 2019, Executive Board agreed to the shortlisting of the 4 Parklife sites – Fullerton Park (Elland Road), Woodhall Pitches (Calverley), Green Park (Thorpe Park) and Boddington (Weetwood – Led by University of Leeds). Since that time Fullerton Park has secured planning approval and the tenders for the pricing of the works were in preparation. Aligned with this was the proposal for the disposal of the Matthew Murray site to LUFC to allow the relocation and development of their training academy at that site, to bring the facilities closer to the Stadium and the community in which it sits.
- Following the promotion of LUFC to the Premier League and the Club securing investment from the San Francisco 49ers', the Club have reviewed their stadium development ambitions and want to preserve their ability to deliver an expanded 55,000 seater stadium at Elland Road, as opposed to a 50,000 seat capacity previously agreed. The footprint of this 5,000 seat increase would require the Club to work up to a stadium expansion line as shown in Appendix 2, inclusive of spectator circulation areas. In turn this would require the relocation of Parklife at Fullerton Park to another area within the Fullerton site, or alternatively the former Matthew Murray High School site.
- In assessing the options the most beneficial option from a facilities offer and an operational viewpoint is to utilise Matthew Murray for Parklife. Whilst this forgoes a capital receipt, it provides the opportunity for a future receipt from Fullerton Park and generates a potential increase in income generation to support the Parklife business case.
- The Football Foundation, the NHS (who will occupy part of the Parklife site) and members are supportive of the approach. LUFC have agreed to cover the cost of the scheme in terms

of fees, planning and surveys to develop the new scheme back up to the current position of the Fullerton scheme.

- The proposals in this report contribute to the city's and Council's ambitions through:-

Leeds Best Council Ambition: An Efficient, Enterprising and Healthy Organisation

- Effective partnership working and commissioning
- Clear focus on delivering high quality, locally integrated public services

Health & Wellbeing

- Supporting healthy, physically active lifestyles

Child Friendly City

- Improving social, emotional and mental health and wellbeing
- Enhancing the city now and for future generations

Age-Friendly Leeds

- Promoting opportunities for older people to be healthy, active, included and respected

Safe, Strong Communities

- Being responsive to local needs, building thriving, resilient communities
- Promoting community respect and resilience

Recommendations

Executive Board is recommended to:-

- a) Note the progress made to date with the Fullerton Parklife scheme
- b) Approve the principle of the relocation of the Fullerton Parklife scheme to the former Matthew Murray High School site to preserve the ambitions of Leeds United Football Club to achieve a 55,000 seater capacity stadium at Elland Road;
- c) Note that the principle approval above is subject to LUFC meeting Leeds City Council's additional design costs that it will incur as a consequence of this change, as outlined in the Resources Section of this report at paragraph 23.
- d) Note that the relocation proposals will provide the opportunity for an increased facility offer at Matthew Murray, including 4 full sized all-weather pitches and an increase space take up by the NHS.
- e) Note that the Football Foundation (the main grant funder for Parklife) and the NHS are fully supportive of the relocation and the positive impact this will have on the Parklife business case.
- f) Note the impact of the relocation of the Fullerton Parklife to Matthew Murray will result in a loss of the potential capital receipt to be realised from LUFC, however this will in part be offset from the realisation of a new capital receipt from Fullerton Park for land required as part of the Stadium expansion.
- g) Agree to Council officers working in partnership with Leeds United Football Club on a revised masterplan for the Elland Road Stadium and Fullerton Park area and to bring back draft proposals to a future Executive Board in readiness for public consultation.

- h) Note that the officer responsible for this project and key matters associated with it is the Head of Projects and Programmes in Asset Management and Regeneration.

Why is the proposal being put forward?

1. Parklife is a national programme funded by the Football Association (FA), the Premier League, Department for Culture Media and Sport, Sport England and the Football Foundation. The programme seeks to implement a new sustainable model for grassroots football based on all-weather facilities that are available all year round and not impacted by bad weather. Parklife provides funding through the FA of 60% towards the costs of developing football hubs each comprising a minimum of two artificial grass pitches (AGPs) with associated changing facilities and parking.
2. The draft Playing Pitch Strategy (PPS) identifies a shortfall of 13 additional full size all-weather pitches across Leeds and through its Parklife bid submission Leeds was included in the programme. Four sites were approved by Executive Board in September 2019. These were Fullerton Park, Woodhall Playing Fields, Green Park (Thorpe Park) and Boddington (being developed and delivered by University of Leeds). These schemes would go a long way in addressing the all-weather pitch shortfall in Leeds, with the Local Football Facilities Plan seeking to address any shortfall at sites that did not meet the Parklife programme criteria.
3. The Fullerton Park scheme consists of the following:-
 - 1 full sized all-weather pitch
 - 1 9vs9 all-weather pitch
 - 2 5-a-side all-weather pitches
 - NHS facility including treatment rooms and pharmacy
 - A gym
 - Changing rooms and café facility
 - Car parking
4. The Fullerton Park scheme has now secured planning approval and was due to be issued for tender in late summer. Plan attached at Appendix 1.
5. Alongside the development of the Fullerton Park Parklife Project, of which Leeds United Foundation and other local clubs will be a partner club, was the proposal to dispose of the former Matthew Murray High School site to Leeds United Football Club (LUFC).
6. At Executive Board in October 2017, Members agreed the principle of the Council formally entering into one-to-one negotiations with LUFC for the development of new football training facilities at the former Matthew Murray High School site, for use by LUFC and Leeds United Foundation. In September 2019 Executive Board approved the draft Heads of Terms developed and agreed between both parties for the Matthew Murray site to allow LUFC to bring forward their training ground proposals.
7. Since the approval of the Parklife and Matthew Murray Executive Board reports, whilst the Fullerton Park scheme has continued to be developed, Leeds United Football Club have also reappraised the potential for any future expansion of their Stadium. This has been triggered in part by LUFC's promotion to the Premier League, outstanding performances by

the team leading to a finish in the top half of the Premier League and investment from San Francisco 49ers', whose investment arm have bought 37% of the Club.

8. LUFC having reviewed their stadium capacity plans, would like to preserve the potential to increase to 55,000 at some point in the future and have undertaken high level design development for a 55,000 seater stadium to assess the footprint implications. This represents a 5,000 seat increase from the position that the Club previously held. The outcome of this work means that all the land sitting within the proposed stadium expansion line would be required to enable the expansion to be realised.
9. The Council were approached by LUFC early in the New Year to undertake a review of the Parklife layout to see if the scheme could be re-sited within Fullerton Park but to sit outside of the previously agreed expansion line for the stadium. The Parklife scheme until this point had been developed in agreement with the Club, up to the edge of the Fullerton Park site but sits up to 30m inside the stadium expansion line proposed in Appendix 2.
10. Taking account of the stadium expansion options, the remaining area of land at Fullerton Park (excluding the leased Ice Rink) underwent a review, at the Club's request, to ascertain whether the site could accommodate the approved Park and Ride spaces (whether through decked parking or other potential solutions), the expanded stadium and a relocated and redesigned Parklife scheme.
11. After collectively reviewing the layout options for Parklife within the remainder of the Fullerton site, it's clear that the site constraints on the space available, Park and Ride, match day parking and the land acquisition LUFC would be looking to purchase within the stadium expansion zone have led to a position where there is insufficient space at Fullerton Park to accommodate Parklife, P&R and the stadium expansion. An alternative solution would be to reduce in the facility offer for Parklife to enable it to fit on the site. However this would impact the business case to the point where the Fullerton Park scheme was unsustainable and therefore the whole of Leeds's Parklife programme at risk.
12. On that basis, LUFC asked the Council to explore the potential option for the former Matthew Murray site to become the Parklife hub for South Leeds on the basis that any costs incurred in redeveloping a Parklife scheme up to the stage of the current scheme, would be met by the Club.
13. In exploring the option for the use of Matthew Murray, the following considerations needed to be undertaken:-
 - Securing of Football Foundation approval (the main grant funder for the programme) to the change of Parklife site;
 - Securing NHS accommodation uptake for the new site
 - No reduction in the Parklife provision at Matthew Murray
 - The loss of the capital receipt from LUFC for the Matthew Murray site
 - Executive and ward member support in principle for the proposal
 - The deliverability of the scheme from a technical/planning point of view.
 - Implications on the master-planning of Fullerton Park and the Elland Road Stadium.
14. The Football Foundation have reviewed the Matthew Murray site, in fact it was one of the original 9 sites considered at the start of the Parklife programme. The only reason it wasn't progressed as a preferred option was LUFC's training ground interest. The site is significantly larger than Fullerton Park and can accommodate up to 4 full sized all-weather

pitches, increasing the income generation potential for the facility, as well as the required NHS provision, the café and changing facilities and the required car parking. Matthew Murray will also not impact or be impacted by match-day parking. The proposed layout for Parklife at Matthew Murray is attached at Appendix 3.

15. The NHS is also considering the potential to double their space requirements by adding in additional healthcare offers, as the site sits now within a more defined community locality and in an area of need. On that basis the revenue generation potential for this element will increase and add value to the Parklife business case.
16. Taking all of the above into account the Football Foundation feel that the relocation to the Matthew Murray site is a positive step as it will site the Parklife facility within the community, have an increased offer in terms of facilities – both health and sport, will not be negatively impacted by match-day parking and will have an increased income generation potential. As a consequence of the above the Football Foundation have offered their full support to the proposed relocation to Matthew Murray.

What impact will this proposal have?

Wards affected: Beeston and Holbeck

Have ward members been consulted?

Yes

No

- 17 The proposal to relocate the Parklife scheme from Fullerton Park to Matthew Murray site will have a number of positive impacts:-
- Following the confirmation from the NHS and the Football Foundation that they are supportive of the Matthew Murray site it will ensure the whole Parklife Programme across the city (including Woodhall and Green Park) is deliverable and sustainable in Leeds;
 - Through the delivery of the 4 full sized all-weather pitches, the 13 pitch shortfall identified in the draft Playing Pitch Strategy has been fully addressed in Leeds and therefore any facilities brought forward as part of the Local Football Facilities Plan will assist further in addressing current grass pitch stock condition;
 - The Parklife facility in south Leeds will sit within the heart of the local community and Ingram Road Primary School who will have the opportunity to access world class sporting facilities, sited right on their doorstep;
 - It will increase the health provision offer within the locality;
 - It reduces the impact of the Parklife proposal on the existing Park and Ride and the proposed stadium expansion.
- 18 It is important to note that the impact of the change of site from a programme point of view will be that the facility at Matthew Murray will be delayed by 1 year as a consequence of needing to undertake design development and secure planning approval on the new site. However the remaining sites at Woodhall and Green Park will be aligned from a programme perspective for completion for September 2022. This will maintain the Football Foundation requirement to have 2 sites operating for the formal launch of Parklife in Leeds in September 2022.
- 19 The proposals outlined in this report also give rise to the need to refresh the Elland Road Masterplan, which the Council approved in 2007. On the basis that Fullerton Park will remain vacant and the Club will be looking at their options for expansion, it is considered

timely for the masterplan to be revised, so it can inform future detailed proposals that come forward as part of a long-term and phased development programme.

It is prudent at this time also to highlight the work around the Local Football Facilities Plan, which is being led by the Football Association and seeks to address the position around all-weather provision on sites that do not meet Parklife criteria. The Council in partnership with the FA had identified a number of local clubs and organisations for inclusion within the programme that could benefit from all-weather provision to support their work their communities. These included the Hunslet Club, Fearnville Well-Being Centre etc. This work has been on hold during the pandemic, however it is anticipated that the FA will commence the development of the plan and start to consider how they bring forward the sites identified.

What consultation and engagement has taken place?

- 20 To date consultation has taken place with the Leader of the Council and Executive Member for *Infrastructure and Climate* and ward members, who are all supportive of the proposals. Ward members were keen to stress that issues around match-day parking, which were under review by LUFC need to be addressed in advance of further expansions that may impact on local residents.
- 21 The Football Foundation and the NHS have been consulted and have approved and supported the proposals respectively.
- 22 Early discussions with planning have taken place to understand any planning issues or challenges that will need to be overcome as part of the design as it develops. Considerations will need to be given to environmental considerations such as noise and lighting overspill, travel planning and highways, design quality standards and climate emergency. Further considerations will no doubt emerge as the discussions and design progress. The proposals for Park Life on the Matthew Murray site will be subject to a full planning application.

What are the resource implications?

- 23 In the first instance confirmation has been sought from LUFC that they will cover the required design development and site investigation fees and costs to enable the scheme to be designed back up to its current position and be submitted for and secure planning approval. To date both the Football Foundation and The Council have expended between them £497k on design development, site and ground investigations and all associated planning costs incurred to secure planning approval. On the basis that Executive Board agrees to move the scheme to Matthew Murray then the Council will be able to make some use of the existing design work as part of any new development proposals. However, it would incur further costs in developing the specific design proposals for a scheme at Matthew Murray and the cost estimate of the additional design fees is £325k. Leeds United have agreed to meet the additional fees at this level in full.
- 24 The remaining consideration for the Council with regards to resources is the potential loss of the Matthew Murray site capital receipt. It is important to note however, the current Fullerton Park Parklife scheme, which extends over the current stadium expansion line. This area of land will be required by LUFC to expand the stadium to the west and the north and the relocation of Parklife to Matthew Murray presents the opportunity to realise this capital receipt as replacement. Any land sale from Leeds City Council to Leeds United Football Club would be on market terms and supported by an independent Reb Book RICS valuation. Any terms of such a sale would be subject to a separate report and decision.

What are the legal implications?

25 There are no specific legal implications for this report.

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

26 Subject to LUFC confirming the allocation of design development costs to enable a scheme to be submitted for planning approval, the keys risks now are around the Matthew Murray site itself and whether there are any unknown ground condition issues to be overcome. This will be managed by the commissioning of ground investigation surveys as early as possible. All risk is to be managed through application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' risk methodology. Risk management forms just one part of PM Lite and further details on risk can be seen in the Insite page: <https://insite.leeds.gov.uk/toolkits/managing-a-service/riskmanagement>. The progress of the scheme (RAG rating and comments) will also be included in the routine reporting to the council's Strategic Investment Board.

27 Project Management resource has been allocated from within City Development to manage the project and risk. City Square also has a project board already well established where the interfaces and delivery of the project will be managed.

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

Inclusive Growth

Health and Wellbeing

Climate Emergency

Health and Well-Being

- Reducing health inequalities and improving the health of the poorest the fastest.
- Supporting healthy, physically active lifestyles

Climate Emergency

- Achievement off BREEAM excellent rating target for the building development and use of renewable energy sources for the operational requirements

Inclusive Growth

- Through the creation of jobs and skills training for adults and young people and creating jobs close to communities
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Options, timescales and measuring success

What other options were considered?

28 The only other option is to retain Parklife on the Fullerton Park site and progress as per all previous approvals. However this would negatively impact LUFC and their ambition for a 55,000 seater stadium and potentially also impact the existing Park and Ride which would have lost up to 90 spaces as part of the Parklife development.

How will success be measured?

29 It will be measured through the successful delivery of the Parklife facility at Matthew Murray and the future expansion of LUFC stadium to 55,000.

What is the timetable for implementation?

30 The programme for development is as follows:-

- Executive Board approval to site change June 2021
- Design development June – November 2021
- Planning Submission December 2021
- Planning approval February 2022
- Tendering of works March- May 2022
- Start on site July/August 2022
- Practical Completion August 2023.

31 The EDCI screening is attached at appendix 4.

Appendices

32 Appendix 1 – Fullerton Park Parklife Scheme

33 Appendix 2 – Stadium Expansion Line

34 Appendix 3 - Matthew Murray Proposed Parklife Layout

35 Appendix 4 – EDCI Screening

Background papers

36 None