



## Report of the Chief Planning Officer

### *PLANS PANEL EAST*

Date: 16 June 2011

**Subject: APPLICATION 08/06739/FU – Proposed development at LUFC stadium, Elland Road for hotels, shopping, and nightclub and spectator facilities to the east stand.**

**APPLICANT**  
LUFC

**DATE VALID**  
9 December 2008

**TARGET DATE**  
10 March 2009

<b>Specific Implications For:</b>  Equality and Diversity  Community Cohesion  <input checked="" type="checkbox"/> Ward Members consulted (referred to in report)	<b>Electoral Wards Affected:</b>  Beeston & Holbeck <input type="checkbox"/>  <input type="checkbox"/>  <input type="checkbox"/>
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### **RECOMMENDATION:**

**Members to note and comment on the proposed variation to plans previously agreed.**

#### **1.0 INTRODUCTION:**

1.1 Members will recall that this application was brought to Plans Panel for determination on 9 April 2009 for development proposal by Leeds United Football Club. Members resolved to approve the application subject to completion of a s106 agreement for the payment of the public transport improvements contribution, travel plan monitoring fee and local employment clauses. The previous report to Plans Panel is attached for information.

1.2 The application is brought back to Plans Panel as the club now propose to include a museum within the proposed extensions to the east stand and within Phase 1 of the development. This is an additional feature to the proposed extension and although it will be accommodated within the footprint of the finished extension that Members have already considered, as this is a new element to the scheme it is brought to Members for consideration.

1.3 Works internally to the east stand have now commenced to reconfigure the existing seating as part of Phase 1 of the scheme. Phase 1 works are referred to in the Design and Access statement as is 'infill works' which will comprise reception to the east stand, a museum at level 1 an extended core to the east stand (lifts, fire fighting requirements, future kitchen and plant space) space to support the hospitality seating and reconfigured and additional floor level at level 5 which will be the new general admission spectator upper concourse.

## **2.0 PROPOSAL:**

2.1 The application proposes an additional element to Phase 1 of the scheme to incorporate a museum which would be open on match days and non match days and will be accessed via the new reception. The floorspace of the museum will be 415 sq.m and this is accommodated by rationalising circulation space and functional requirements within the core areas of the extension. The incorporation of the museum does not increase the overall floorspace of the proposed development at the final end phase, however within Phase 1 the central core area will extend further towards Lowfields Road than was previously proposed as part of this phase.

2.2 The development which Members resolved to approve is a development attached to the East Stand of the stadium which wraps around the corner onto Elland Road, comprised of: -

- A 347 bed hotel (2-star and 4-star)
- Enclosed spectator circulation areas incorporating an indoor shopping mall, restaurants and bars. The extended club shop has an area of 1470m<sup>2</sup>, the 4 retail/food units have an area of 1270m<sup>2</sup> and the stadium restaurant has an area of 1,090m<sup>2</sup>
- Administrative offices for LUFC of 1215m<sup>2</sup>
- A nightclub of 725m<sup>2</sup>
- Car parking on land on the opposite side of Elland Road for the hotel element of the development of 185 spaces (this area is currently used for match-day parking).

2.3 The proposed hotel car park on the land on the opposite side of Elland Road occupies land which is currently in the Council's ownership and is used for match day car parking. This area would become car parking exclusive to the hotel and not available for car parking on match days. The Councils masterplan for the site does however propose that, overall, car parking for match and other event days will reduce to 2700 spaces from the current 4500.

## **3.0 APPRAISAL**

3.1 The proposed variation to the previously submitted plans is for the incorporation of the museum facility. It is considered that a museum is an additional tourist facility connected to the club which is welcomed and will be a good attraction for the city and should be supported and is consistent with the leisure and tourism proposal for this area set out in the Leeds Unitary Development Plan Review 2006 and with the Informal Planning Statement of 2007.

3.2 The museum does not result in any increase to the floorspace previously approved and is incorporated through taking up circulation arcade space

previously proposed at podium (first floor) level. The inclusion of the museum does not alter the design proposals for the final development and sits within the envelope of development already considered by Members and the proposed amendment is therefore not considered to be materially different to the end appearance.

- 3.3 The use takes up floorspace within the scheme which Members have already resolved to approve. The museum facility can be fully supported by the parking provision at the grounds.
- 3.4 The principle of a museum use within the extension is considered to be an appropriate facility which does not change the nature of the application and does not raise any new issues for consideration.

#### **4.0 CONCLUSION**

- 4.1 The question for Members to consider is whether they support the principle of a museum and the proposed reconfiguration of floorspace within the extension to achieve this.

**Background Papers:**  
08/06739/FU Application file

Notice served on Leeds City Council as owner of part of the application site



**Leeds**  
CITY COUNCIL

Originator: Tony Clegg  
Tel: 24 78014

Report of the Chief Planning Officer

**PLANS PANEL EAST**

**DATE: 9 April 2009**

**SUBJECT: Planning applications for:**

- 1. Application 08/6739/FU: Proposed development at LUFC stadium, Elland Road for hotels, shopping, and nightclub and spectator facilities to the east stand.**
- 2. Application 08/06742/FU: Extension to existing conference and exhibition centre for a period of 10 years, Lowfields Road**
- 3. Application 08/06741/FU: Temporary car parking and erection of temporary plinth and support base for statue, Lowfields Road.**

**APPLICANT**  
LUFC

**DATE VALID**  
9 December 2008

**TARGET DATE**  
10 March 2009

**Electoral Wards Affected:**  
Beeston and Holbeck

Ward Members consulted  
(Referred to in report)

**Specific Implications For:**

- Equality and Diversity
- Community Cohesion
- Narrowing the Gap

**RECOMMENDATION**

**DEFER AND DELEGATE approval to the Chief Planning Officer subject to the conditions below and the completion of an agreement under Section 106 of the Planning Act to require a financial contribution to public transport infrastructure improvements, a travel plan and monitoring fee and a local training and employment undertaking, and subject to no objections from the Highways Agency.**

Section 106 obligations:

- Contribution to public transport infrastructure to be paid. The amount calculated will be advised at the meeting.
- Travel plan to be implemented - a travel plan monitoring fee of £3000 will also be required.

- The developer to fund off site highway works including the realignment of Lowfields Road, to an agreed phasing programme, and any necessary alterations to signaling at the junction of Elland Road and Wesley Street.
- Provisions for local employment and training.
- The range of goods sold in the new retail units to be ancillary to the sporting function of the stadium

Conditions:

#### Hotel and stadium extension

1. 3 year time limit for commencement.
2. External walling, roofing, and surface materials to be agreed.
3. Landscape scheme to be submitted and implemented. This scheme shall include for the initial and longer term design of Lowfields Road as a high quality public space which will become pedestrian only in the later phases of the development of the wider area.
4. Replacement trees or plants to be provided within 5yrs of planting if trees/plants die.
5. Bin and bike storage to be provided in accordance with submitted and approved details.
6. Contaminated Land conditions.
7. Drainage details to be submitted to and approved prior to the commencement of development including the use of sustainable drainage methods where appropriate.
8. Oil Interceptors for car parking areas to be provided.
9. A lighting scheme shall be submitted and approved prior to the commencement of construction.
10. A management plan including hours of opening for the operation of the nightclub to be submitted and approved.
11. The taxi drop-off spaces shall be provided prior to the commencement of the use and thereafter retained. Taxis shall drop off and collect from those designated areas only.
12. Measures for access control to the car park to be approved and implemented.
13. Provision to be made for a pedestrian route through the new hotel car park from Elland Road though to the land to the south.
14. Scheme required to protect existing and future residents from noise disturbance.
15. The additional office accommodation within the extension shall remain ancillary to the operation of LUFC and shall not be separately sold or let.

Reasons for approval: The development is considered to be in accordance with the UDP, RSS and other planning policies set out below:  
GP5; GP11; SP3; N6; N12; N13; N23; T2; T24; BD5; LD1; SA2; SA6

#### National Planning Policy

PPS1 Delivering Sustainable Development.

PPS6 Planning for Town Centres

PPG13 Transport.

PPG17 Planning for Open Space, Sport and Recreation.

#### Regional Spatial Strategy (adopted)

Policy LCR1 seeks to support the role of Leeds as the regional centre including for sport and entertainment.

### Extension to conference and exhibition centre

1. 5 year temporary permission – extension to be removed and the building made good after this time (the 10 years applied for is considered inappropriate in terms of the quality of the building proposed and the need to ensure that the longer term development of the wider area is not prejudiced). The area of demolition shall be reinstated as car parking or as otherwise agreed.
2. Materials to match existing
3. Extension not to be brought into use until adjacent temporary car park in use.
4. A management plan including hours of opening for the operation of the conference and exhibition centre to be submitted and approved
5. The taxi drop-off spaces shall be provided prior to the commencement of the use and thereafter retained. Taxis shall drop off and collect from those designated areas only.
6. Scheme required to protect existing and future residents from noise disturbance.

Reasons for approval: The development is considered to be in accordance with the UDP, RSS and other planning policies set out below:

GP5; GP11; SP3; N6; N12; N13; N23; T2; T24; BD5; LD1; SA2; SA6

#### National Planning Policy

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#### Regional Spatial Strategy (adopted)

Policy LCR1 seeks to support the role of Leeds as the regional centre including for sport and entertainment.

### Formation of temporary car park

1. Permission granted for 5 year temporary period only. Land to be subsequently restored in an agreed manner and timescale.
2. Car park to be hard surfaced sealed and drained.
3. Drainage details to be submitted to and approved prior to the commencement of development including the use of sustainable drainage methods where appropriate.
4. Oil Interceptors for car parking areas to be provided.
5. Measures for access control to be approved and implemented.
6. Landscaping scheme to be submitted and carried out.
7. Provision for disabled parking and access including ramps to be implemented prior to the development being brought into use.

Reasons for approval: The development is considered to be in accordance with the UDP, RSS and other planning policies set out below:

GP5; T2; T24; LD1

#### National Planning Policy

PPS1 Delivering Sustainable Development.

PPG13 Transport.

## **1.0 INTRODUCTION**

- 1.1 Members will recall that a position statement on this development proposal by Leeds United Football Club was considered at Plans Panel on 15 January 2009, and before this, the proposed development was discussed at a Plans Panel Forum meeting on 12 November 2008 and a visit to the site by Members.

## **2.0 PROPOSALS**

- 2.1 The development proposals submitted have not changed (other than in certain detailed respects) from those previously reported to Members.

- 2.2 Proposed is a development attached to the East Stand of the stadium which wraps around the corner onto Elland Road, comprised of: -

- A 347 bed hotel (2-star and 4-star)
- Enclosed spectator circulation areas incorporating an indoor shopping mall, restaurants and bars. The extended club shop has an area of 1470m<sup>2</sup>, the 4 retail/food units have an area of 1270m<sup>2</sup> and the stadium restaurant has an area of 1,090m<sup>2</sup>
- Administrative offices for LUFC of 1215m<sup>2</sup>
- A nightclub of 725m<sup>2</sup>
- Car parking on land on land on the opposite side of Elland Road for the hotel element of the development of 185 spaces (this area is currently used for match-day parking).

- 2.3 Submitted at the same time are two separate but related planning applications which are also before the Plans Panel: -

08/06742/FU – Extension to existing conference and exhibition centre for a period of 10 years. This is a proposal to extend the existing single storey LUFC conference centre. This proposal is to enlarge the facility from the current 1765m<sup>2</sup> to 2565m<sup>2</sup>, which will increase the capacity from 900 guests to up to 1450 guests.

08/6741/FU – Temporary car parking and support base for statue. This application proposes the retention of an existing unsurfaced area on Lowfields Road to provide 140 car parking spaces. Included are 14 disabled spaces which would be hard-surfaced. Access for vehicles is from the Stadium Way via Lowfields Road.

## **3.0 SITE AND SURROUNDINGS**

- 3.1 The application land comprises part of the existing LUFC stadium on Elland Road, which lies nearby and to the south of the M621 motorway close to junction 2. The application site is the area of land adjoining the East Stand (including the existing club shop) and land which is currently open circulation space on either side of the turnstiles next to the stand, and car parking. The site also takes in part of the current route of Lowfields Road which would be realigned to accommodate the development. The hotel application also includes an area of land currently used for match day car parking on the opposite side of

Elland Road and adjacent to Wesley Street, which is proposed as a hotel car park. The conference and exhibition centre is a mainly single storey building on the opposite side of Lowfields Road from the East Stand. The temporary car parking proposal is on land on Lowfields Road in the area between the Stadium Way industrial units and the LUFC conference centre

- 3.2 The site is in a mixed commercial and residential environment. To the east and north of the site are industrial units (although those to the north between the stadium and the motorway have recently been demolished). On the south side of Elland Road are the Peacock public house, a sandwich shop, and a small parade of shops. To the west of this there are semi-detached houses fronting directly onto Elland Road. To the rear of the commercial uses on Elland Road is a substantial area of semi-detached houses.

#### **4.0 RELEVANT PLANNING HISTORY**

##### **4.1 Issues raised at the Plans Panel East Forum meeting of 12 November 2008**

##### **4.2 Employment**

Members expressed a wish that local people would be employed on the project during construction and operational phases.

*Response: The applicant predicts that the hotel and ancillary uses will create over 200 new jobs. LUFC intends to publicise employment opportunities locally and to promote the involvement of local businesses including sub contracting and the supply of goods and services. LUFC expects most of the jobs to be taken up locally by residents of Beeston, Beeston Hill and Holbeck. LUFC will enter into a Section 106 legal agreement with the Council which will include local employment provisions, although further negotiation on the wording of the legal agreement is necessary.*

##### **4.3 Green Travel Plan**

Members noted that measures to maximize use of public transport to and from the site should form part of the application proposals:

*Response: The applicant has submitted a Framework Travel Plan with the application which notes that the site is already well served by bus services to a variety of local destinations. The Travel Plan proposes the following main measures: -*

- *Appointment of a Travel Planning Coordinator by LUFC.*
- *Car share and emergency road home scheme*
- *Local recruitment of staff*
- *Interest free loans for travel season ticket purchase.*

There is further reference to travel plan matters in the appraisal section of this report.

##### **4.4 Nightclub**

Members expressed concerned that the coming and goings of people from the proposed nightclub in the early hours of the morning could cause disturbance to local residents. Members required clarification on how the nightclub would operate. Some members expressed the view that the entrance to the nightclub should be within the glazed mall area and that its use should be linked to the hotel.



*Response: The mall area needs to be closed outside operating hours for security reasons and the separate entrance to the nightclub is therefore retained. The applicant is agreeable to a planning condition which would deal with the management of the night club. The access to the night club is to the side of the podium extension, facing towards the M621 motorway, and the taxi drop-off point for the nightclub would also be in this area, these areas being well away from the nearest houses on the opposite side of Elland Road*

#### 4.5 Community Art

Members wished the development to provide for community art.

*Response: The applicant acknowledges that the current proposals provide limited opportunities for external public art. The applicant considers, however, that the enclosed mall and podium spaces will provide significant enclosed public spaces which will be used for public displays. The "Billy Bremner" statue will be relocated to a new plinth to the front of the Conference and Exhibition Centre.*

#### 4.6 Traffic management and car parking

Members wish to be satisfied that the proposals will not be to the detriment of existing road users on the local highway network. Clarity is sought on the provision of car parking on match days and for the other proposed uses. Comments on the feasibility of providing a rail station/stop as part of the development of the wider area are required.

*Response: Car parking*

- *Hotel – 185 spaces on the land on the opposite side of Elland Road from the stadium are proposed.*
- *Conference centre – The existing facility has 88 spaces which would be reduced to 45 spaces. To replace this car parking and to compensate for parking lost on the site of the East stand extension, 140 car parking spaces are proposed on the adjacent site.*

*The applicant submits that this provision will result in no net additional demand for car parking not catered for in the new car parking spaces proposed. The applicant states that existing car parking provision will not be removed until the compensatory new provision is in place. It is considered likely that the compensatory car parking will need to remain until replaced as part of any future development.*

*The proposed hotel car park on the land on the opposite side of Elland Road occupies land which is currently in the Council's ownership and is used for match day car parking. This area would become car parking exclusive to the hotel and not available for car parking on match days. The Council's masterplan for the site does however propose that, overall, car parking for match and other event days will reduce to 2700 spaces from the current 4500.*

*Response: Highway network*

*The development, in total, is forecast to generate 146 trips in the AM peak hour and 152 trips in the PM peak. The detailed analysis undertaken by the transport consultants acting for the applicant has concluded that the traffic generated will have a marginal impact on the operation of junctions on the local highway*

*network and that major improvements to the geometry or signal timings of junctions in the vicinity are not warranted as a result of the forecast development traffic.*

#### 4.7 Design

Members had no specific criticisms of the proposed design but asked to see a sample panel of materials and a model of the development. The materials panel and a model will be presented at the meeting.

#### 4.8 Issues raised at the Plans Panel meeting of 15 January 2009

At this meeting the Panel resolved that:

- Ward Members should be consulted on what planning benefits should be included within any Section 106 Agreement attached to a grant of planning permission. These were proposed to include:
- A public transport infrastructure contribution (sum to be agreed).
- Training and employment (measures to employ local people during construction and thereafter).
- A Green Travel plan.
- A planning condition would be required dealing with the management of the nightclub (members only and hours of operation)
- Temporary permissions for the extension to the conference centre and for the car park should be of the same length.
- Plans should be displayed locally
- Employment opportunities should be advertised locally first.

*Ward Members were consulted and have advised that they would wish to see training schemes that would help constituents in the Beeston and Holbeck Ward obtain employment resulting from this development. Since this meeting plans have been displayed at LUFC and local residents have been notified of this through a mail drop. Ward members have been invited to view the plans of the scheme.*

#### 4.9 Previous planning applications

21/27/98/OT – Sports arena, 4 leisure units, hotel and enlarged football stadium – approved 16 July 1999 (Arena development – not carried out)

21/255/00/FU – Enlarged stand and banqueting suite – approved 11 May 2001 (East Stand development – carried out).

21/307/95/FU – Change of use of vacant land and training pitches to car parking – approved 17 January 1996 (car parking area on adjoining Council-owned land).

21/95/01/FU – Change of use to hospitality unit to football ground – approved 30 October 2001 (existing conference and banqueting centre).

## 5.0 HISTORY OF NEGOTIATIONS

5.1 There has been a series of regular meetings with City Council Development officers over the past 12 months. These meetings have resulted in very substantial changes to the form of development – the original proposal, for example, was for much higher hotel blocks positioned to either end of the East Stand – in addition to numerous detailed revisions.

## **6.0 PUBLIC/LOCAL RESPONSE**

6.1 The application was received on the 9 December 2008 and was publicized through site notices placed around the site which invite representations by 9 January 2008,

6.2 Leeds Civic Trust has objected to the design of the new development. The Civic Trust expresses no objection to the mixture of uses, whilst doubting that there is a need for any more hotels, and considers that the interiors would be both spectacular and provide better support facilities for matches. It considers, however, that the hotel building wrapping around the corner of the east stand would detract from the design and engineering integrity of the east stand. The range of external finishes proposed is also a concern.

6.3 One letter of representation has been received from a member of the public, which expresses concern that the development would create a brand new retail shopping area, to the detriment of existing shopping at Beeston, Morley, the White Rose Centre and Leeds City Centre.

6.4 A letter of representation has been submitted on behalf of Land Securities (a major landowner in Leeds City Centre – currently building out the Trinity Quarter) and Evans Property Group (which has joint ownership of the White Rose Shopping Centre). This letter expresses support for the principle of new development at Elland Road and recognises that a high quality development would enhance the regional and national role of the City and contribute to the regeneration of the area.

6.5 A letter has been received from the owners of adjoining land (Castle family land) which lies between the stadium and the M621 motorway). There are no objections to the application but comments to the effect that the new development should not prejudice future access to that land.

## **7.0 CONSULTATION RESPONSES**

### **7.1 Statutory Consultations**

Highway Authority – No objections on substantive issues, there are some detailed issues in connection with car parking and the realignment of Lowfields Road which have now been resolved. The Highway Authority is also now satisfied with the revised Travel Plan for the development which sets out detailed proposals for alternative means of travel to the development other than the private car and specific targets for the reduction of car trips.

Highways Agency (responsible for the motorway network): The Highways Agency is generally satisfied with the applicant's analysis of the impact of traffic generated on the highway network and does not have any issues with this. The Highways Agency had directed that planning permission is not granted pending resolution of travel planning issues, but following further meetings and

amendments to the Travel Plan, will now be able to withdraw the Holding Direction.

Environment Agency: (flood risk) The development is acceptable if the measures carried out in the submitted Flood Risk Assessment are carried out including reducing the rate of surface water runoff from the site by 30%.

Mains Drainage: Infiltration drainage should be used where possible. On-site flow balancing will be required.

## 7.2 Non-statutory consultations

Yorkshire Water – No objections

Sport England – No comments.

Environmental Protection Team – Noise issues potentially affecting existing nearby residents and future hotel guests can be satisfactorily addressed through planning conditions.

Public Rights of Way – There is a pedestrian route which should be regarded as a public right of way running through the proposed car park to the south side of Elland Road (this is part of a pedestrian route from Elland Road to Cross Heath Grove)

Metro: Real time information displays should be provided in the hotel foyer. (Potential for train station). A station at this site is not currently being pursued by Metro. It is very unlikely that any station on this section of the line could be brought forward due to the impact on the high speed long distance trains.

Police Architectural Liaison Officer: The external car park may be prone to crime problems. Access control needs to be dealt with through a planning condition.

## 8.0 **PLANNING POLICIES**

### 8.1 Unitary Development Plan Review 2006

The area of land around the football stadium is subject to UDPR policy LT5A which states that: -

**LAND IN THE VICINITY OF ELLAND ROAD FOOTBALL STADIUM IS RESERVED FOR LEISURE AND TOURISM PROPOSALS WHICH WOULD ENHANCE THE REGIONAL AND NATIONAL ROLE OF THE CITY**

*The Elland Road site comprises some 18.5 hectares and therefore has major potential as location for some or all of the following: an exhibition centre, conference facilities and provision of indoor sports stadia.*

GP5: General planning considerations.

GP11: Development to meet sustainable development principles.

SP3: New development should be concentrated within or adjoining the main urban areas and should be well served by public transport.

N6: Protected playing pitches.

N12: Development proposals to respect fundamental priorities for urban design.

N13: Building design to be of high quality and have regard to the character and appearance of their surroundings.  
N23: Incidental open space around new built development.  
T2: Seeks to ensure that developments will not create or materially add to problems of safety, environment or efficiency on the highway network.  
T24: Requires parking provision to reflect detailed guidelines.  
BD5: Consideration to be given to amenity in design of new buildings.  
LD1: Criteria for landscape design.  
Policy SA2: Encourages development in locations that will reduce the need for travel, promotes the use of public transport and other sustainable modes of transport.  
Policy SA6 – seeks to encourage the provision of facilities for leisure activities and promote tourist visits to Leeds.

## 8.2 National Planning Policy

PPS1 Delivering Sustainable Development.  
PPS 6 Planning for Town Centres  
PPG13 Transport.  
PPG17 Planning for Open Space, Sport and Recreation.

## 8.3 Regional Spatial Strategy (adopted)

Policy LCR1 seeks to support the role of Leeds as the regional centre including for sport and entertainment.

The RSS notes that, in relation to leisure-based tourism, improvements are likely to be needed to one or more of the region's major stadiums in order to offer a suitable facility for a major international event such as an Olympics 2012 event or football World Cup 2018 if England is successful in bidding for the tournament.

## 8.4 Other Guidance

*Elland Road Informal Planning Statement (including Master Plan options)*

This is a report prepared on behalf of the Council in consultation with Ward Members and local residents dated September 2007. The document was prepared to promote the regeneration of the area around the football stadium and is designed to serve as a guide to developers and others in formulating proposals for the area and sets out aspirations for the site which include the creation of high quality public spaces. A number of Master Plan options for the development of the wider area were included within the statement, although as members will of course be aware this area is not now to be brought forward as the preferred site for the Leeds Arena. Hotel use is included as an appropriate use for the area in the statement.

*The Vision for Leeds II (2004-2020)*

This document provides the strategic vision for Leeds and sets out the aspirations of the Leeds Initiative for the City. Two of the central aims are to move Leeds up a league as a city and make Leeds a major European City.

## 9.0 **MAIN ISSUES**

Principle of hotel, retail and nightclub use  
Design and public realm  
Crowd safety  
Traffic Safety and Car Parking  
Sustainable travel

Residential amenity  
Local training and employment

## **10.0 APPRAISAL**

### **10.1 Principle of hotel, office retail and nightclub use**

The mixture of uses is considered to be complimentary to the sporting and entertainment function of the stadium and in accordance with both the UDP proposals for the site and the Council's published guidance brief for the wider site. It would provide enhanced spectator provision and would support the tourism role of the site and the City of Leeds in general. Some limited specialist retailing is also considered to accord with the LT5a Tourism and Leisure proposals for the area set out in the Unitary Development Plan Review 2006. Regard must be had to Government guidance published in PPS6 in 2005 however which seeks to locate hotel, office and retail uses, for the most part, in the existing town centres. The retail element of the proposal involves 2240 m<sup>2</sup> of gross retail floor space of which over half, 1370m<sup>2</sup>, would be for the replacement club shop. The existing club shop is 780m<sup>2</sup> so the net increase in retail floor space is 1480 m<sup>2</sup>. The development would provide 1605 m<sup>2</sup> of restaurants etc and 1530m<sup>2</sup> of Class A4 bars.

10.2 Applying the tests and guidance in PPS6 including the sequential approach to site selection for town centre uses, it is considered that these policy tests can be met. The shopping space is designed to serve particular needs which are associated closely with the football stadium and the linked conference facilities, as are the restaurant and bar facilities. The provision would provide some enhanced facilities for the local community without becoming a visitor destination in its own right on non-event days. The office space is for the club's use and not for separate lease to other users. It is considered that these policy tests can only be properly met, however, subject to certain controls over the range of retailing offered in the development, to restrict it to retailing ancillary to the sporting and event functions of the stadium. This would bring planning control, over, for example, the introduction of food shopping into the development. For similar reasons a planning condition is also recommended which requires the new office space to be ancillary to the football club function only, as new offices should also normally be located in town centres.

### **10.3 Design and public realm**

The hotel and east stand extension development forms a visually striking 8/9-storey block which wraps around the south-east corner of the East Stand. The two wings of this block pivot around a slightly taller corner element. The podium/retail element of the building extends at a lower level to the rear of the east stand and relates well to the strong horizontal emphasis of that structure.

10.3 Materials are principally white granite cladding and glazing to the lower floors with white and bronze aluminum cladding to the upper levels. There is a strong distinction between the darker (east facing) and mainly white (south facing) elevations. There is a strong horizontal band clad with bronze fins at first floor level which separates ground and upper floor uses and gives unity to the design as a whole. Leeds Civic Trust has criticised the design of the building, its main criticism being the impact of the new building on the integrity of the east stand structure. Whilst the latter is undoubtedly a striking feature in the landscape, it is not considered to be a feature of sufficient value as an architectural feature to justify its needing to remain permanently unhindered by new developments. Should further expansion of the stadium occur, as

envisaged in the Master Plan options, further developments wrapping round the east stand and other parts of the stadium would of course be necessary.

- 10.4 The design of the extension to the banqueting and conference centre on Lowfields Road is basic and functional and for this reason, in part, a temporary planning permission of 5 years only is recommended. The temporary period is also to avoid prejudicing the longer term development of the wider site.
- 10.5 Due to the restricted area of site within the club's control, opportunities to create external public realm space are very limited. In response to this, the applicant notes that there is a very substantial cost involved in the realignment of Lowfields Road (although this itself is only necessary to accommodate the applicant's proposed development). It is noted, however, that whilst in the medium term Lowfields Road will need to continue to provide for vehicular access, that in the longer term as envisaged in the Masterplan for the wider site, that this area will become pedestrianised. It would therefore be important to ensure that the detailed design for Lowfields Road is conceived in a manner which would easily lend itself to adaptation as a pleasant pedestrian space. It is important to ensure that the phased development of the wider area moves towards the creation of this high quality pedestrian space and a specific condition is recommended which requires proposals for this to be approved and carried out. The proposals are otherwise compatible with the Council's longer term aspirations for the site set out in the Masterplan.
- 10.6 Crowd safety  
The design of the East Stand extension has been developed in liaison with LCC Building Standards officers and West Yorkshire Metropolitan Police officers on issues such as means of escape and crowd safety. The East Stand has a capacity of 15,000 and it has therefore been imperative to design the podium extension in a manner which allows for rapid and safe evacuation of that area. The development has been designed to satisfy the Home Offices publication 'Guide to Safety at Sports Grounds (Fifth Edition)' (Green Guide).
- 10.7 Traffic Safety and Car Parking  
The proposals have the potential to generate additional traffic onto the highway network on on-event days but the Highway Authority and the Highways Agency are satisfied that the local road network and nearby junctions can absorb this traffic without detriment. One of the objectives the developer has for the scheme is to encourage event spectators to spend longer at the stadium using the enhanced facilities. In turn, this is expected to spread traffic over a longer period producing less congestion at peak times.
- 10.8 However, a feasibility study into the junction of Elland Road/Wesley Street will be undertaken to determine if right turning traffic from Elland Road to Wesley Street can be separately signalled without adversely affecting the capacity of the junction. At present vehicles turning right have to wait for gaps in oncoming traffic. If this proves to be feasible, the applicant will fund the alterations as part of the off site highway works.
- 10.9 Car parking adjacent to the east stand will be displaced by the development and it is therefore important that the temporary car park to Lowfields Road is available prior to that area being closed to car parking. The temporary car park is likely to need to remain until other compensatory car parking is provided, probably as part of the next phase of the development of the wider area. . It will

also be necessary for the new hotel car park on Elland Road (which serves the hotels) to be operational prior to the hotels being brought into use.

#### 10.10 Sustainable travel

A Travel Plan has been submitted covering all three applications and this has been subject to scrutiny and review by the Highways Agency and the LCC Travelwise team. The Travel Plan sets out targets for the reduction of travel to the site by car and sets out detailed proposals for how these targets can be monitored (car park sensors and staff/customer surveys) and, if necessary, enforced (e.g. through car park charging).

The travel plan (to form part of the Section 106 agreement) proposals include:

- Provision of 40 cycle parking spaces and cycle lockers.
- Provision of public transport information (in addition the applicant has now agreed to provide a live bus information display at the development).
- Promotion of car sharing schemes.
- Promotion of public transport season tickets.

A substantial contribution to public transport investment will also be required under the Council's adopted Supplementary Planning Document.

#### 10.11 Residential amenity

Members have expressed concern that the proposed nightclub element of the development would need to be controlled in a way which eliminated the possibility of disturbance to existing residents. The nightclub entrance has been located to the north side of the building, away from housing between the building and the M621, and the applicant is agreeable to a planning condition requiring approval to the proposed operation and management of the nightclub, these measures to include a members and hotel guests only admission policy and location of the taxi drop-off point to the rear of the building. In other respects, the development is not expected to result in further noise and disturbance to residents beyond that which is naturally experienced by residents at present due to the proximity of the football stadium to housing.

10.12 A Noise Impact Assessment has been submitted with the application. This included background noise measurements being taken and this has demonstrated that the hotel will need a high specification to deliver acceptable noise levels to hotel guests due to ambient traffic noise from Elland Road and the nearby M621.

#### 10.13 Local training and employment

The applicant has submitted a draft legal agreement with the application which gives an undertaking to work with LCC Jobs and Skills Service to provide employment and training in the construction and operational parts of the development, and to "seek to" (the wording of this may need to be more robust): -

- Use local contractors and companies during the construction phase
- Offer positions of employment to local people.

### 11.0 **CONCLUSION**

11.1 The proposed developments are considered to be consistent with the leisure and tourism proposal for this area set out in the Leeds Unitary Development



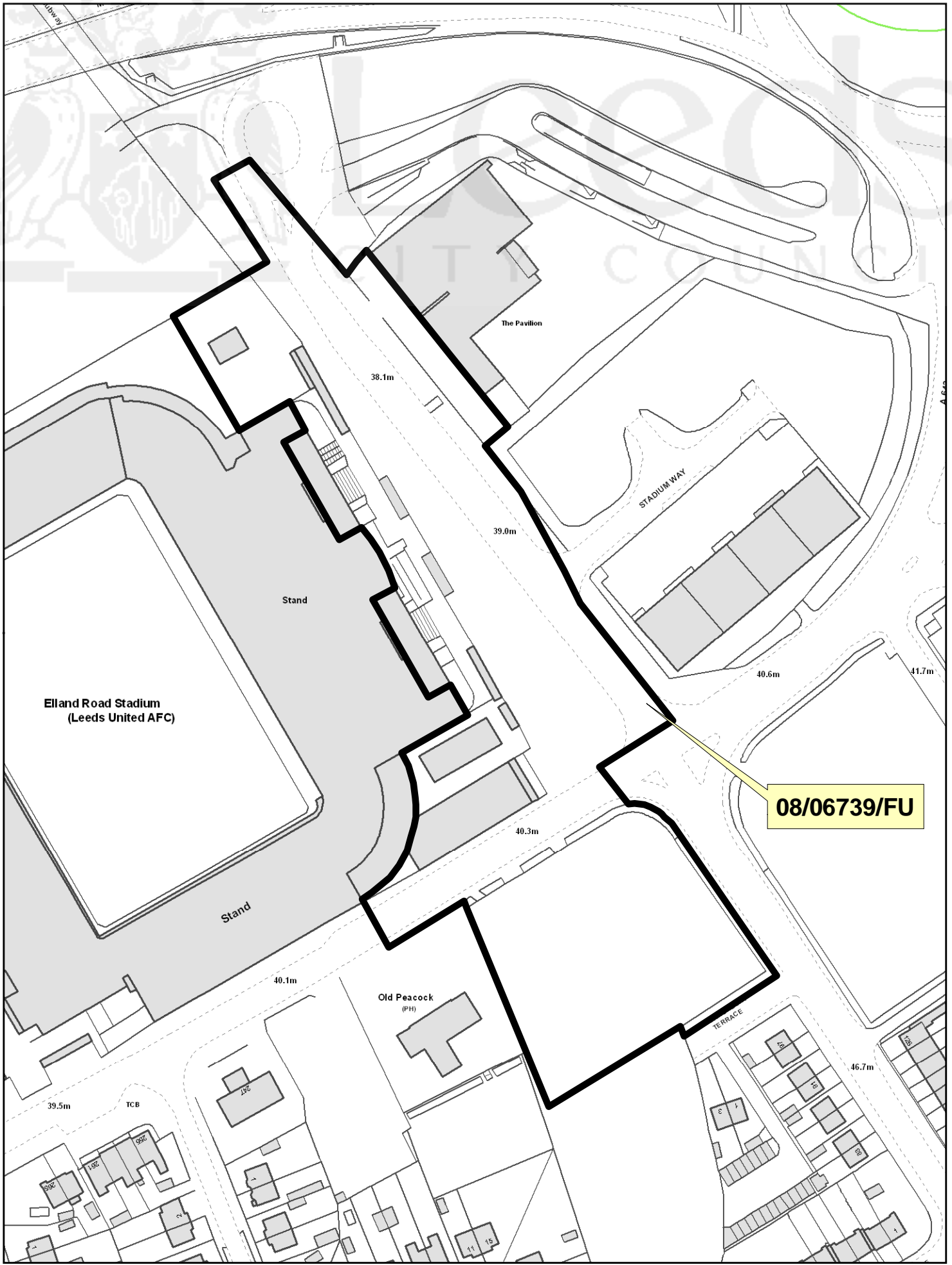
Plan Review 2006 and with the Informal Planning Statement of 2007. The development can form an effective first phase of the development of the wider site subject to the conditions and safeguards recommended above and members are recommended to grant planning permission subject to the conditions and Section 106 requirements set out above.

## **12.0 BACKGROUND PAPERS**

Application files

## **13.0 CERTIFICATE OF OWNERSHIP**

Notice served on Leeds City Council as owner of part of the application site



# EAST PLANS PANEL