

Elland Road Draft Masterplan

Part 1 - Towards a Preferred Masterplan Draft Framework Solution



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Preface

Austin-Smith: Lord in association with Halcrow and GVA Grimley has been commissioned by Leeds City Council and its client team members, Yorkshire Forward, Stanley Leisure, West Yorkshire Passenger Transport Authority and Leeds United Football Club to develop a vision for the Elland Road site which supports a mix of uses compliant with the regeneration agenda.

The purpose of this Masterplan Framework has been to:

- Establish a basis for regeneration change at Elland Road, a site of strategic importance in one of the city's most deprived areas
- Promote a mix of uses which are commercially deliverable, maximise regeneration potential and yet shaped by planning regulation
- Develop a preferred way forward, as a framework for implementation

In conclusion, this Masterplan Framework promotes a development mix in keeping with the strategic status of the study area and synergous with the existing stadium facility.



Report Structure

This Masterplan Framework, is assembled in sequence, as outlined below.

Towards a Preferred Masterplan Framework Solution

1.0 Introduction

A brief overview of the contents of the Framework Masterplan.

2.0 The Brief

An understanding of the Client's brief, making clear the aspirations of the Framework Masterplan.

3.0 Framework Masterplan Development

An explanation how the Framework has evolved as a response to the Brief.

4.0 Preferred Solution – Masterplan Framework

The outline of the principles of the vision.

5.0 Conclusion and Next Steps

The conclusion draws the process to a close confirming that the site has the necessary capacity for a mix of development capable of energising regeneration and highlights those critical actions to be taken in order to mobilise the development process.

1.0 Introduction

This draft Framework Masterplan has been formulated collaboratively by Leeds City Council and its consultant team and has been prepared in consultation with key stakeholders.

It demonstrates how a mix of leisure activity, residential development and a potential Police Headquarters can be configured to complement the existing stadium use as part of an initiative to drive regeneration change in one of the city's most deprived areas.

This Framework is therefore:

- informed by an understanding of current planning policy context and site characteristics,
- shaped by an understanding of market conditions, and
- governed by an initial understanding of viability and hence, deliverability.

In summary, the report signposts a number of development scenarios and explores a rationale, validating the preferred way to maximise the impact and optimise the redevelopment potential through a process of incremental delivery.



2.0 The Brief

Elland Road is a site of strategic importance and is undoubtedly integral to Leeds United Football Club’s aspirations to offer and re-assert itself as a force in the football Premiership. The site also has significant regeneration potential to impact upon one of the city’s most deprived wards, and further develop as a landmark project, building upon the existing stadium facility.

Purpose of Study

The study explores development options for the land adjacent to and in the vicinity of Elland Road on behalf of a number of key stakeholders within the area, namely:

- Leeds City Council
- Yorkshire Forward
- Stanley Leisure
- West Yorkshire Passenger Transport Authority
- Leeds United Football Club

The principle requirements of the brief may be summarised to:

- Define the Development Options for Elland Road site.
- Undertake a Development Appraisal for each option to determine the land value and commercial deliverability of each option.
- Determine the Preferred Option and prepare a Masterplan / Development Brief for the area which promotes physical and economic regeneration.
- Provide a strategy for site development.

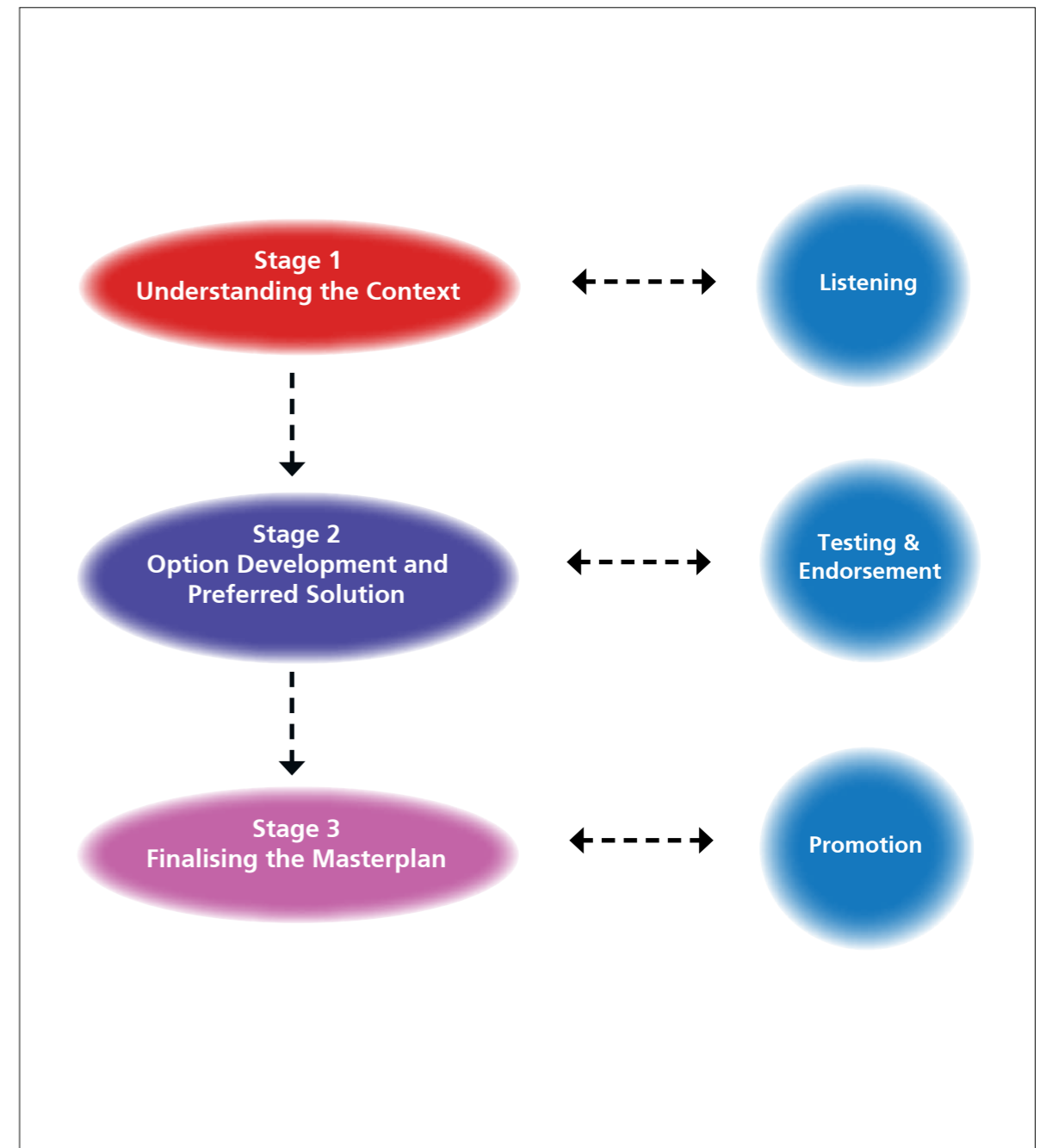
Early in the process Leeds City Council expressed an interest in testing the feasibility of introducing a dedicated rail halt to serve the site but this was discounted in consultation with West Yorkshire Passenger Transport Authority following preliminary investigation into the operational capacity of the mainline, the challenges presented by introducing a local service halt upon inter city services and the overall anticipated scheme costs.

This Framework Masterplan therefore, has been based upon a number of key aspirations expressed within the briefing process, namely;

- To bring forward for development, some 18.5 hectares of brownfield land which currently contributes to a low grade physical environment in a key regeneration area in the city.
- To formulate a vision which will transform the area immediately surrounding the Leeds United Football Club stadium into a vibrant leisure quarter hosting a mix of activities accessible to all.
- To promote the site as a destination of choice contributing to the wider success of the local economy.
- To facilitate the development of exciting buildings with welcoming, comfortable, safe and well-used spaces, which create a sense of place, that are easily understood and which people will wish to visit repeatedly.
- To facilitate development which has a physical, economic and social regenerative impact within the local area of the Elland Road stadium.

Consequently, this Framework Masterplan must:

- Assist the redevelopment process and champion the highest quality architectural solution in order to augment successful physical regeneration.
- Deliver an acceptable transport solution by promoting multi-modal access – bus, pedestrian, cyclist and car, in compliance with the aspirations set by the West Yorkshire Local Transport Plan.
- Enable transformation and regeneration of this key site to proceed in a phased manner.
- Provide a shared vision which is held by the key stakeholders.
- Ensure that redevelopment is commercially realistic and deliverable through a maximising of potential land values.



Study Process

- Provide a mix of uses which are complementary to the ambitions of Stanley Leisure for the development of a Casino and Leeds United's ambitions for the stadium that will meet the City Council's aspirations for regeneration.
- Test the physical potential for including an arena as part of the mix
- Promote a mix of development which is responsive to planning context
- Bring forward a solution which is responsive to the existing land ownership pattern

Qualifying the Regenerative Benefits

PPS6 clearly states that the Local Authority should adopt a positive and proactive approach to planning for the future of its centres with due regard to the regional spatial strategy.

Further to assessing the site's suitability in terms of need, scale, sequential nature, impact and accessibility, the authority should also consider those other relevant matters deemed critical in augmenting its strategy for regeneration, especially in those areas of need where due to location, strengthening and improving their performance is paramount.

The regeneration gains attributed to the package of measures, some of which may under PPS6, be deemed appropriate to town centre locations, are summarised as follows:

Physical Regeneration:

The proposal promotes a radical transformation of this key site which has remained underdeveloped for in excess of a decade. It introduces a mix of uses complementary to the objectives of the regeneration agenda being pursued in the neighbouring areas of Beeston Hill and Holbeck and is critical to the wider effectiveness of such initiatives. Its strategic location on a key city approach dictates that its physical influence upon its wider context, is of particular significance and almost critical to the success if the wider regeneration plans.

Employment:

Likewise, the employment characteristics of those areas interfacing Elland Road present a challenge. The package of measures envisaged provide two key strands of employment opportunity in realisation/ construction and in the longer term, through operations – cafes, restaurants, leisure services. They offer immediate capacity to “piggy-back” on training initiatives being developed in the wider neighbourhood, and provide real employment prospects.

Economic Growth:

The proposals provide tangible opportunities to introduce replacement investment for an area which over the years, has seen a decline and closure of many of its key sources of employment.

The mix of uses envisaged is anticipated to spawn demand for other complementary uses – and cascade opportunities for further development.

Social Inclusion:

Accessibility is one of the key drivers informing this Masterplan – both physically, economically and socially.

Particular emphasis has been placed on ensuring that the facilities are accessible by all means of transport with particular emphasis being placed on public transport, walking and cycling. Economically, it is envisaged that job opportunities and training will be critical to delivery and ongoing operations and that providing a mix of leisure facilities within this location will enhance significantly the leisure offer, and contribute most positively to promotion of access for all.



3.0 Masterplan Framework Development Process

This section describes the plan development process.

The concept of a Masterplan Framework does not on the whole, involve design work as usually understood, but rather is concerned with analysis of the urban context at the broad scale, consideration of key principles of layout, and the identification of opportunities.

The Masterplan Framework, as a consequence:

- Sets down the different layers of physical change
- Draws together the aspirations of the key stakeholders
- Advocates intentions, and
- Assimilates the vision by steering understanding of changes – built form, open space, mass, scale, adjacency and circulation

Ultimately, its intention is to promote Elland Road as a critical component in the city’s leisure and tourism offer, which is of lasting quality. Whilst aspirational, it must remain realistic enough to ensure commercial viability.

The plan must set out the principles which need to be applied with a degree of flexibility in order to ensure that the structure of development has a logic, is well organised and coherent and capable of promoting a strong sense of identity.

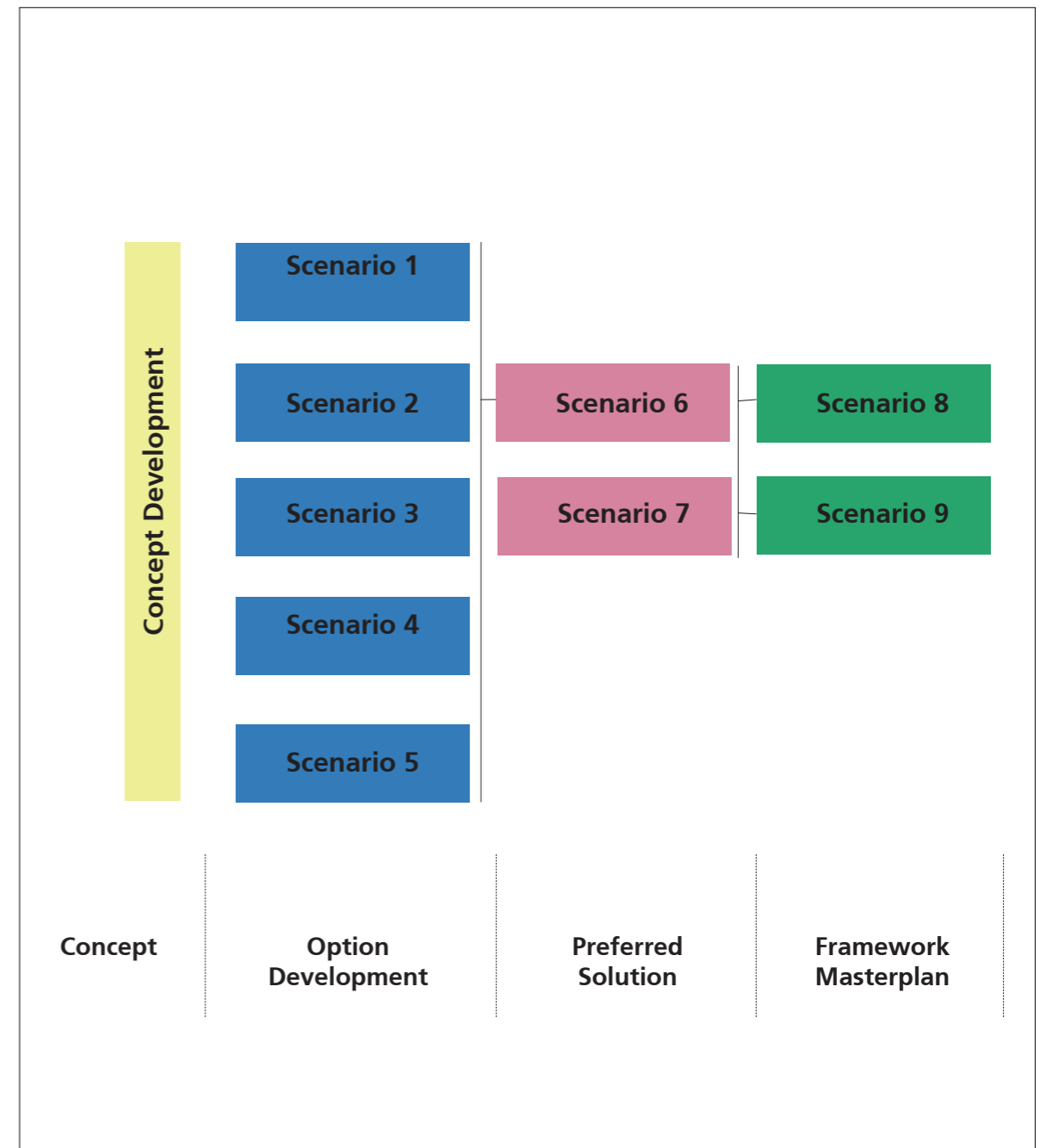
The aspiration must be to accommodate the strategy drivers in a way which promotes this sense of place and enduring quality. The vision is not simply to be built upon a series of stand alone opportunities but rather based on a certain interdependence between the key elements seen as essential to the mix.

There are undoubtedly a number of challenges which will need to be addressed if Elland Road is to be successfully regenerated, notably the need to:

- Change perceptions and raise aspirations for the future of the site which has been under utilised for in excess of a decade.
- Encourage the stakeholders to build upon the initial co-operation to develop a working partnership with Leeds City Council.
- Introduce new uses, advocating exceptional design based upon an understanding of place.
- Establish a mix which will contribute to an increase in vitality and vibrancy.
- Improve non-car links to and from the area, notably walk/ cycle routes, public transport provision, to ensure development is sustainable in transport terms.
- Ensure that the aspirations embodied within the Masterplan are followed through to implementation by the use of design briefs and other planning mechanisms.
- Provide a platform for maintaining impetus and collaboration into the implementation phase, recognising that proposals must demonstrate deliverability if they are to be both realisable and sustainable.

A unique set of opportunities exist however, to ensure that the regeneration of Elland Road is successfully achieved.

- Leeds City Council and its partners have taken the initiative to facilitate a vision for the entire site in order to promote its regeneration.
- The key stakeholders are committed to the site’s regeneration and have contributed to the initial understanding process.
- The Masterplan with its network of support, provides stimulus for action.



4.0 Preferred Solution and Masterplan Framework

Towards a Preferred Solution

The aim of the proposed plan is to achieve a framework which promotes a viable mix of complementary leisure facilities which are responsive to their immediate environs.

The Masterplan Framework must seize the opportunity to configure a mix of facilities by encouraging appropriate co-location and by promoting new uses which are capable of generating fresh demand and interest.

The Preferred Solution emerges from:

- Ascertaining how best to accommodate the various key requirements of the key components together with associated car parking, access and movement.
- An understanding of how development opportunities may be best exploited to meet aspirations and to enhance the reputation of this site for leisure purposes.
- The need to consider other potential end use opportunities – notably a Police Headquarters Facility and residential development.
- An assessment of how the footprint configurations best serve the objectives set by the brief.
- Cognisance of current planning policies and guidelines which inform the land use options in a regeneration context.

The Masterplan Framework assumes the retention of the Stadium and its careful integration with other complementary uses, and proposes:

- Striking building forms, which will contribute to and enhance this key approach to the city.
- A layout which advocates critical adjacency and supports high levels of permeability.
- Highway remodelling which will aid movement, establishing hierarchy and ensure traffic congestion is no worse as a consequence of the proposals.
- Fresh presence through the promotion of iconic imagery, active frontages and carefully planned plazas.

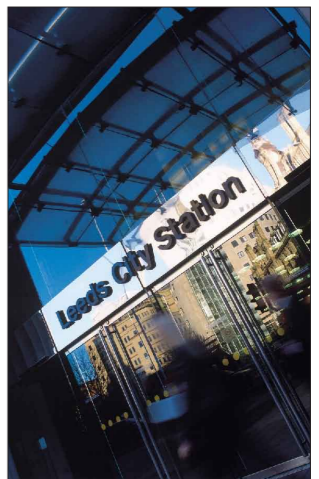
Both solutions are also informed by a requirement to:

- Promote sustainable modes where possible, with travel by private car, a secondary option
- Minimise impact on the strategic highway network adjacent to the site, in particular the M621.
- Mitigate the input of traffic for existing residents and businesses within the redevelopment area, especially those fronting Elland Road.
- Provide appropriate infrastructure to enable safe discharge of spectators from events at both the football stadium and potentially the arena.
- Facilitate public transport options which ensure buses can egress the site in preference to private vehicles, making it a more attractive mode than driving.
- Advocate uses which generate trips which can be accommodated by infrastructure improvements on a 'nil detriment' basis
- Provide facilities to manage event traffic.

Likewise, provision of car borne traffic has also been critical in shaping the preferred solutions. It has been an absolute requirement therefore, that traffic does not;

- Adversely impact on the adjacent strategic network.
- Lead to deterioration of conditions along Elland Road.
- Compound existing parking issues with adjacent neighbourhoods.

The preferred scenarios described below have emerged therefore from the initial set of scenarios explored at the front-end of the development process. They offer two alternative ways forward, given the potential uncertainty attributed to the arena component and therefore the potential void in any Masterplan, should that element not come forward as part of the mix. They are also configured to allow a degree of flexibility in delivery. Scenario 9 therefore reflects final comments received from the Steering Group and shows how the Police HQ facility, shown in Scenario 8, could be integrated in Scenario 9 west of the arena with car parking suitably arranged to include 1,000 decked spaces. Furthermore, the framework is sufficiently robust to also allow for provision of the Police HQ on land south of Elland Road (former greyhound site) reinforcing the 'plug-in'/ flexible nature of the Framework



Scenario 8 Draft Proposal without Arena

Key Components

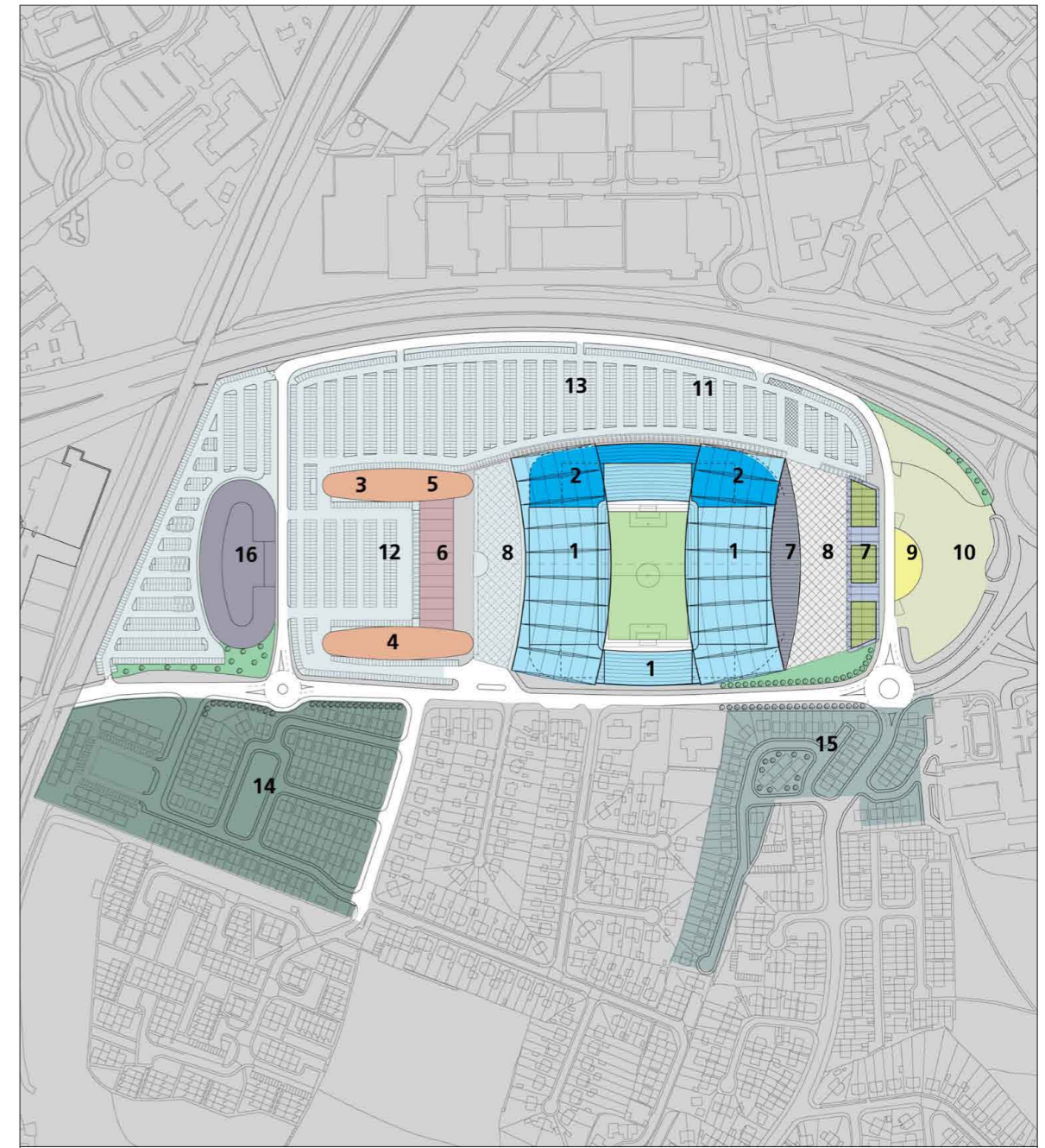
- 1 Room for potential expansion / upgrade of existing Leeds United Stadium facility
- 2 Provision of 150 bed Hotel as part of the stadium remodelling
- 3-6 Provision of 200 bed Hotel co-located with ancillary retail 3000m², Casino development 5000m² and Health Club 3000m²
- 7 Further ancillary food and drink / retail – 4500m² to interface with new open plaza between remodelled stadium and ancillary retail/ food and drink, east of the stadium
- 8 Provision of 2 plazas east and west of remodelled stadium as foils to ancillary retail / food and drink uses
- 9-10 Provision of an expanded transport hub and park and ride facilities/match day coach parking east of the stadium, using newly formed roundabout at Elland Road and existing access and egress arrangement from the principal highway infrastructure. (500 car spaces non match days)
- 11+13 Provision of 2235 car parking spaces to northern boundary including an 800 car park space deck
- 12 Provision of 540 car parking spaces in newly formed court west of the stadium
- 14-15 Residential provision on two sites south of Elland Road – 287 units: 179 houses, 108 apartments
- 16 Police HQ to western boundary 5000m², north of Elland Road together with 515 dedicated parking spaces

Infrastructure Improvements

- Fully upgraded underpass / pedestrian route northward, with pedestrian link to new plaza east of the stadium
- Provision of the new junction configuration into the site on east and western approach
- Provision of additional highway infrastructure integral with the proposed housing development south of Elland Road
- Upgrades to Junction 1 and 2, M621
- Introduction of traffic management and environmental treatment of Elland Road to

Pros and Cons

- Medium intensity development proposal facilitates greater regeneration benefit.
- Casino, Hotel, Police HQ and Health Club, all subject to the structured sequential test required under PPS6.
- Retail content will be limited and must be ancillary to principal leisure uses.
- Merchandising store capable of temporary relocation on south side of Elland Road during stadium remodelling.
- Opportunities to introduce residential uses compliant with PPG3 on both sites south of Elland Road also consistent with wider planning policy and supported by initial understanding of market requirements.
- Introduction of transport hub allowing for provision of high quality support infrastructure (waiting area) supported by regular services - a critical element in ensuring that realistic alternatives to the private car are available.
- Potential links to park and ride operations at Stourton, given the site's visibility, ease of access to the strategic network and proximity to key destinations.
- Opportunities to enhance pedestrian links northward through upgraded underpass and at grade links to new plaza, east of remodelled stadium.
- Internal road hierarchy north of Elland Road facilitates through-site-movement on event days.
- Reliant upon 800 spaces of decked car park provision to northern edge of site plus a further 500 spaces at park and ride on non-match days.
- Highway infrastructure south of Elland Road configured to assist with improved access and egress to this residential neighbourhood especially on match days.
- Existing access and egress from principal highway infrastructure to transport links at eastern end of site can be fully utilised.
- New highway configuration at east and west end of Elland Road assists internal movements on north side of Elland Road.
- Boulevard treatment at east and west end of Elland Road aids interface between different land uses proposed as part of the development mix.
- Viability of introducing two Hotels would be subject to further testing.



Preferred Solution: Scenario 8

Scenario 9 Draft Proposal with Arena

Key Components

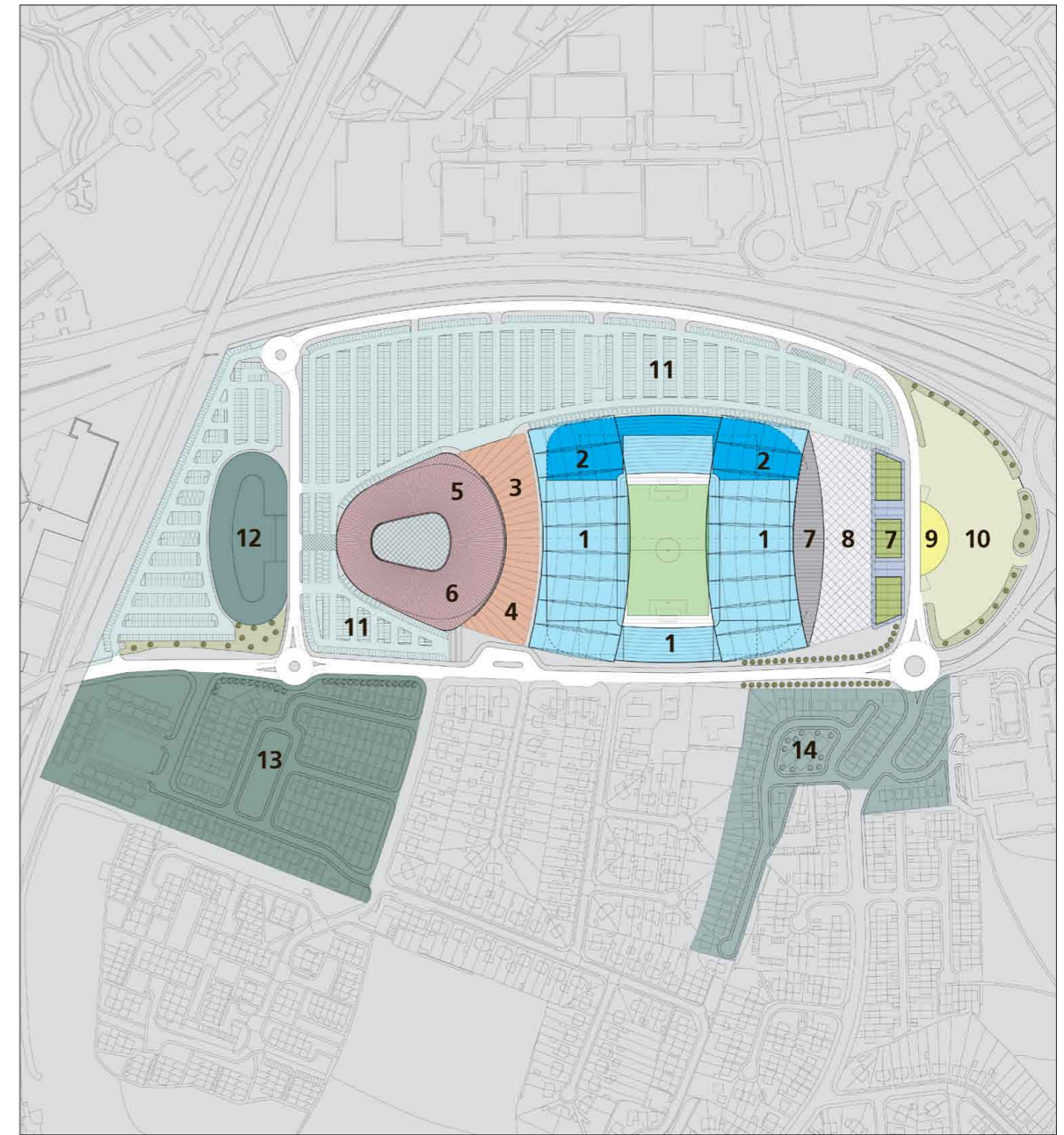
- 1 Room for potential expansion / upgrade of existing Leeds United stadium facility
- 2 Provision of 150 bed Hotel as part of stadium remodelling
- 3-6 5000m² Casino development with expanded conference facilities, 1500m² Health Club and 1500m² ancillary retail co-located with new purpose built 12,500 seat arena, all co-joined with remodelled stadium facility
- 7-8 Further ancillary food and drink / retail – 4500m² to interface with new open plaza between remodelled stadium and ancillary retail/ food and drink, east of the stadium
- 9-10 Provision of an expanded transport hub and park and ride facility/ match day coach parking east of the stadium
- 11 Provision of 2728 car parking spaces to the northern boundary including a 1,000 car park space deck
- 12 Police HQ to western boundary 5,000m², north of Elland Road together with 480 dedicated parking spaces
- 13-14 Residential provision on two sites south of Elland Road – 287 units: 179 houses, 108 apartments

Infrastructure Improvements

- Fully upgraded underpass / pedestrian route northward, with pedestrian link to new plaza east of the stadium.
- Provision of two new junction configurations into the site on east and west approach.
- Further roundabout introduced within the site (north west corner).
- Provision of additional highway infrastructure integral with the proposed housing development south of Elland Road.
- Upgrades to Junctions 1 and 2, M621.
- Introduction of traffic management and environmental treatment of Elland Road to discourage 'rat-running'.

Pros and Cons

- Medium high intensity development proposal facilitates further regeneration benefit.
- Casino, Hotel, Police HQ, Health Club, Conference facilities and arena all subject to structured sequential test required under PPS6.
- Retail content will be limited and must be ancillary to principal leisure uses.
- Merchandising store capable of temporary relocation on south side of Elland Road during stadium remodelling.
- Opportunities to introduce residential uses compliant with PPG3 on both sites south of Elland Road also consistent with wider planning policy and supported by initial understanding of market requirements.
- Introduction of transport hub allows for provision of high quality support infrastructure (waiting area) supported by regular services - a critical element in ensuring that realistic alternatives to the private car are available.
- Potential links to park and ride operations at Stourton, given the sites visibility, ease of access to the strategic network and proximity to key destinations.
- Opportunities exist to enhance pedestrian links northward through upgraded underpass and at grade links to new plaza, east of remodelled stadium.
- Internal road hierarchy north of Elland Road facilitates through-site-movement on event days.
- Further infrastructure provision in north west corner allows for enhanced servicing of arena on event days from western approach.
- Car parking – Reliant upon 1000 spaces of decked parking provision to northern boundary plus a further 500 spaces at Park and Ride on non-match days.
- Highway infrastructure south of Elland Road configured to assist with improved access and egress to this residential neighbourhood especially on event days.
- Existing access and egress from principal highway infrastructure to transport links at eastern end of site can be fully utilised.
- New highway configuration at east and west end of Elland Road assists internal movements on north side of Elland Road.
- Boulevard treatment at east and west end of Elland Road aids interface between different land uses proposed as part of the development mix.
- Co-location of Arena, Health Club, Conference, Casino and remodelled stadium provides for totally integrated facilities and increased synergies.
- Arena and stadium would not be able to hold concurrent events due to issues of parking and highway capacity.



Preferred Solution: Scenario 9

Table 1 - Summary of Scenarios 8 and 9

This table provides a simple summary position for the preferred solutions (scenarios 8 and 9) for the critical components:

- Arena
- Transport Hub
- Casino
- Police Head Quarters

and provides a “quick-view” assessment of how well or otherwise each scenario performs in terms of:

- Movement/ highways
- Planning agenda
- Commercial performance
- Good practice

It culminates in a summary performance score.

Scenarios		Car Park Spaces	Arena	Transport Hub	Casino Integration	Police HQ
8	Medium Impact without Arena + Police HQ (Scenario 2 Rev B)	2,775 inc 800 decked	x	✓ ✓	✓ ✓	✓ ✓
9	Medium Impact with Arena + Police HQ (Scenario 3 Rev C)	2,737 inc 1000 decked	✓ ✓	✓ ✓	✓ ✓	✓ ✓

- x Not Applicable
- ✓ Included
- ✓ ✓ Preferred Adjacency

Scenarios		Movement	Planning	Economics	Good Practice	Overall
8	Medium Impact without Arena + Police HQ (Scenario 2 Rev B)	□ □ □ □	□ □	□ □ □	□ □	11
9	Medium Impact with Arena + Police HQ (Scenario 3 Rev C)	□ □ □	□ □ □	*	□ □ □ □	10

- Least Desired
- □ □ □ Most desired
- * Public Sector Assistance

5.0 Conclusion and Next Steps

This report concludes that Elland Road has the capacity to accommodate a mix of end uses compliant with the regeneration agenda, and in keeping with the site's strategic status, as a regional leisure destination. This study has tested the proposed modelling of the site in order to establish a vibrant leisure quarter hosting a mix of activities accessible to all.

The approach adopted has clearly demonstrated that:

- An acceptable transport solution can support the development mix.
- Realisation of the vision can proceed on a phased basis based on a strategic approach to new site infrastructure.
- The redevelopment proposals are shaped by commercial realisation and deliverable through a maximising of potential land values.
- A mix, complementary to the ambitions of Stanley Leisure for the casino, Leeds United's ambitions for the stadium, and the Council's regeneration ambitions
- A solution can be found which is responsive to existing ownerships and which champions the highest quality architectural solution.

Its implementation however, will be reliant on the effective and efficient sequencing of development in order to achieve a sustainable realisation of the vision in the longer term.

Inevitably, the preliminary nature of the approach taken, dictates that a number of issues demand further investigation and understanding as part of the next steps.

This report nevertheless, provides confidence in the way forward – that Elland Road has the necessary capacity to respond positively to a realisation of this vision – that of transforming the area immediately surrounding Leeds United Football Club Stadium into a vibrant leisure quarter, hosting a mix of activities accessible to all and a destination of choice, contributing to the wider success of the local economy.

The proposed framework for change will champion a new gravitas for the site, which will build significantly upon its existing sub-regional identity. This rich mix of facilities will significantly enhance the leisure offer made by the city and extend the residential offer within this town quarter and equally importantly, provide for a striking mix of contemporary facilities in keeping with 21st Century expectations.

Further work will now be required in establishing a robust planning position, since all the anticipated uses identified within the masterplan (residential excepted) currently fall under the aegis of PPS6 which requires local authorities as well as would-be applicants, to

- apply a sequential test;
- assess need;
- promote an approximately scaled development;
- assess impact, and
- ensure accessibility

when looking at locations for such uses beyond the town centre, i.e. out of centre.

This policy statement also clearly states that local authorities should adopt a positive and proactive approach to planning for the future of their centres with due regard to the relevant regional spatial strategy, which in this instance includes for the safeguarding and enhancement of existing sporting/leisure facilities which have a regional/ sub-regional role.

Whilst the site has been allocated within the UDP as suitable for leisure and tourism, a policy developed under the aegis of PPG6, PPS6 has now emerged as an informative and must be considered as a material consideration.

Although proposals coming forward will need to fulfil the five key assessments, listed above, those other material considerations, notably a justification in terms of:

- Physical regeneration
- Employment
- Economic growth
- Social inclusion

must be seen as critical to the determination process, given the potential opportunity to address head-on, the lack of development activity on this site, as evidenced over the past decade.

It is the responsibility of the authority or a would-be developer therefore, through their proposals, to focus on the "regeneration gains" (see section 2.0 above), i.e. the four qualified 'material considerations' which will demonstrate that the uses envisaged by the Masterplan are suitable and indeed justifiable within the planning context, whilst complying with the other PPS6 requirements

Further consideration should therefore be given by the Authority to pursuing those tests which will aid justification based on the uses prescribed within this plan in order to minimise associated risks attributed to the realisation of the plan and further strengthen opportunities for delivery.

In parallel, further analysis will also need to be undertaken on the highway capacity and improvements, especially the strategic network and a dialogue will need to be established with the Highway Agency.

Next Steps

Given the conclusion drawn from this study and the need to maintain momentum through collaboration, it is essential that each of the key players embark upon internal briefings to secure ownership and endorsement of the vision, and that a strategy for wider consultation is drawn up and agreed upon.

In moving the plan forward it is recommended that the process be streamlined to avoid unnecessary delay. The authority together with the other interested parties, will need to consider further, the most appropriate vehicle for delivery given the component parts to the plan identified within the framework – does each party pursue realisation separately, which elements could be realised through a joint venture or should a partnership be established?

Having secured ownership for the vision and explored further the potential delivery vehicles, the authority through its Executive Board will then need to consider adoption of the plan as a planning framework within which subsequent applications can be conceived and considered.