

Public Consultation on the draft masterplan  
for Elland Road:  
findings and feedback

Public consultation carried out for Leeds City  
Council by FWA in collaboration with Icarus  
and Austin-Smith:Lord

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 Leeds United Football Club  
 St Lukes Cares, Beeston  
 Staff of Leeds City Council

We would like to give special thanks to the many people from Leeds and West Yorkshire who generously gave time to contribute feedback to this consultation.

## About FWA and Icarus

This consultation programme was designed and produced by FWA and Icarus working together in partnership, and collaborating with the architects Austin-Smith:Lord.

### About FWA:

We offer specialist services that place emphasis on finding more sustainable ways of planning and implementing regeneration. We do this by helping clients identify strategic objectives and ways of meeting them through:

facilitating client teams and their stakeholders to recognise significant issues, opportunities and responses

identifying and engaging with stakeholders to carry out independent research into their needs, aspirations and ideas - and by analysing how the findings can be taken on board in the most sustainable way

developing 'triple bottom line' business plans

researching, analysing and advising on trends, policy, and good practice

We also specialise in corporate social responsibility.

[www.fwaconsulting.com](http://www.fwaconsulting.com)



### About Icarus:

Icarus specialises in facilitating stakeholder engagement - our expertise is in getting people working well together so that they can make better decisions.

We design and facilitate processes that enable groups to work at their best, for example by helping them plan, take decisions, resolve conflict and develop their organisations.

Icarus has strengths in working across a range of fields, including planning, regeneration, health, children and environment.

We also undertake training to pass on our expertise.

[www.icarus.uk.net](http://www.icarus.uk.net)



### About Austin-Smith:Lord

See [www.austinsmithlord.com](http://www.austinsmithlord.com)

### Consultation team

Frances Wells	FWA
Steve Smith	Icarus
Richard Sorton	Icarus
Neil Musgrove	ASL

### Report author:

#### Frances Wells

fwa  
 FWA House  
 9 Rundle Road  
 Sheffield S7 1NW  
 Tel: 0114 2583058  
[frances@fwaconsulting.com](mailto:frances@fwaconsulting.com)  
[www.fwaconsulting.com](http://www.fwaconsulting.com)

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# Executive Summary

## About the Elland Road masterplan and its consultation

In 2006 the Development Department of Leeds City Council appointed the architectural practice Austin-Smith:Lord (ASL) to prepare a masterplan for the Elland Road area of south Leeds.

FWA, independent specialists in sustainable regeneration and consultation, were appointed in March 2007 by Leeds City Council to work in conjunction with ASL to carry out a public consultation on the draft masterplan. This was to enable a wide range of views about the future of the area to be taken into account to assist refinement of the masterplan and preparation of an informal planning statement for the area. FWA invited Icarus to work in partnership to design and deliver the consultation programme, which took place between April and June 2007.

### The masterplan

#### The site

The area addressed by the masterplan involves land to the north and south of Elland Road, including: land occupied by Leeds United Football Club (LUFC), land owned and used by West Yorkshire Passenger Transport Authority (METRO) for public transport on match days, land in private ownership and use for warehousing and other business uses and land owned by Leeds City Council currently used as car parking on football match days. A significant proportion of the site currently presents as a poor quality physical environment.

The adopted Leeds Unitary Development plan designates the area of the site at Elland Road for 'leisure and tourism proposals which would enhance the regional and national role of the city' (LT5A).

#### Why the masterplan was commissioned

In commissioning the masterplan the City Council had recognised a number of factors relating to the site that a masterplan could help to address:

- Planned, rather than incremental, development would help to maximise the leverage of benefits for Leeds as a whole, and for the immediate local communities in particular; this was pertinent as commercial interests were beginning to come forward with proposals and expressions of interest for development;
- Its position as a highly visible site from the M621 and the London-Leeds rail line and the proximity to the city centre impacts on the image of the city as a whole;
- The importance of promoting public transport to and from the site given that the site already attracts large numbers of people on match days.

At the time the draft masterplan was prepared development interests in the site included:

- LUFC, who have expressed interest in developing the land they occupy – e.g for improved stadium facilities, banqueting and retail
- Stanley Leisure, who have an option to develop land on part of the site and have submitted a planning proposal for a casino; this proposal has not yet been determined
- The possible relocation of a divisional HQ for West Yorkshire Police

In addition, Leeds City Council wished to make a Council owned site available to any developer who might come forward to build an entertainment arena in Leeds. The Council wished to test whether this site was potentially suitable by including an arena as an option in the masterplan, and subsequently consulting on it.

### The options to be tested in the consultation

The masterplanning work carried by ASL and its technical advisers led to two main options to be presented for consultation – one with and one without an arena. The other main elements of the options included: redevelopment of the football stadium including retail, catering and a hotel; potential for a casino, conference and exhibition facilities, potential for mixed use development such as commercial, leisure and health related facilities; potential relocation of a divisional Police HQ; approximately 76 new housing units; a public transport hub; landscaped car parking for 2700 vehicles, new public realm and other environmental improvements; an internal service road and improvement of road junctions in the local area.

The options and the background to the masterplan were presented to each consultee before their feedback was sought.

## The consultation brief and our response

In summary the brief set out by Leeds City Council was to ... 'design, develop and deliver a consultation process with residents and stakeholders to support the production of a Planning Statement for the area ... and for the process to ensure that the public has an opportunity to inform any proposals going forward and facilitate developments which have a positive physical, economic and social impact within the local area'.

Our approach in response was to design the consultation as a piece of 'needs' research for the site, the local area and its stakeholders, locally and across Leeds and beyond. This meant identifying and consulting with the people who use, have interests in, or responsibilities relating to, the site, or who the site impacts upon, or could impact upon in the future.

It was recognised that the scope of the project would not allow for a comprehensive consultation with the wider public but should instead take care to identify the people most likely to have interests in and/or be affected by the site and take proactive steps to engage with them to get their feedback. A stakeholder analysis workshop undertaken at an early stage started this process. It also facilitated the development of the consultation framework which included: setting out the scope of the consultation, themes within which to frame questions about the masterplan options, specific questions within themes, which questions were most relevant for which stakeholders and the methods of consultation that most suited the types and numbers of consultees and feedback required to fulfil the brief. The framework guided the planning and execution of the research programme.

Lines of questioning within the research aimed to get feedback relating to how the site is now, what it could or should be like in the future, and what could or should happen in the future and how.

### Consultation programme

Consultation activities took place between April and June 2007 and involved 235 people and 26 different organisations, departments and groups. Methods included a series of in-depth face to face and telephone interviews with individuals and small groups, workshops with youth, community and special interest groups and a public drop-in day that was held in on the site in mid-June 2007. The latter was widely advertised.

## Overview of the feedback

The most striking feedback to come out of the study is the importance of addressing the current situation concerning parking and transport on match days and ensuring that there is a robust strategy and management plan for transport as and when the site develops in the future. Significantly, there are numbers of local people who are in the apparently entrenched position of not wanting to see change at the site, especially reduction in car parking capacity, for fear that it will worsen an already difficult situation for them. Aside from these, there are others who are similarly concerned about traffic and parking but who

nevertheless can imagine future benefits for the local area if the site development goes ahead in a certain way that addresses current and envisaged problems.

For a proportion of local people it seems it is probable they will not be ready to engage with or accept the development until they feel their fears on a number of issues have been adequately addressed. These include:

- Car parking nuisance will worsen as visitor numbers and frequency of large events go up
- Traffic congestion and road safety issues will get worse if the development attracts more visitors who generate more local traffic
- Noise leakage and late night nuisance will impact on neighbouring residential areas (including any new housing) if an arena is built on the site
- That a casino will impact negatively on the local area through social problems and crime

The cause of some of these fears as expressed during the consultation are readily apparent and strategies could potentially be developed to address them. Other fears may be due more to perception and lack of information. This points to the potential value of a good communication strategy to be instigated at the earliest opportunity and for this to complement a robust stakeholder engagement strategy that enables local people to feel they are being heard, contributing to successful decision making about the future development and management of the site and enjoying benefits such as local jobs, training and participation in use of the new amenities.

With the exception of those who are in the entrenched position regarding parking issues, consultees were mainly in agreement that the site is an important gateway to the city and, given its current presentation, it is important that any development presents the best possible face. Some suggested that if possible it should have at least one built element or installation that attracts an iconic status across Leeds and beyond.

Many consultees saw the value of increasing the local leisure offer, including retail catering and activity facilities, to add vibrancy and amenity to the local area and also to provide new local jobs and associated training and development.

Other key points concern the siting of the arena within Leeds. Many consultees were in favour of an arena to be built in Leeds, but not all for it to be located at Elland Road. Many local residents were wary of this due to perceived nuisance factors and people with business and over-arching interests in the future of Leeds thought it should be located in the city centre. Some residents and other consultees felt that the arena would be critical to the viability of the development and would strongly welcome it.

There were a wide range of suggestions concerning ways to make the development more sustainable. These included integrating good environmental management into the design and operation the site from the outset and similarly looking for good ways to genuinely and effectively engage local people and to maximise the positive

economic impact of the development on the local area. It was suggested by some that excellence in sustainability could become part of the site's reputation and attraction to visitors. Meanwhile, others queried major leisure development on the site as being in a 'less-than-sustainable-location' - e.g. in comparison to the city centre with its public transport hubs.

## Summary feedback from consultation by theme

### Theme One: Sense of identity and quality of place

There was a great deal of consensus that the site needs treatment to overcome what was described as its current lifeless, partially derelict, outmoded and incoherent look and feel. This was thought important to the city overall as a gateway site as viewed by visitors to Leeds and for boosting the image and opportunities of a local area with relatively high levels of deprivation. Factors such as improving perceptions of safety and attractiveness to visit and live in to the area and encouraging investment were all motivators behind the comments.

In addition there was a call, particularly from those who see this most strongly as a gateway site of significance to Leeds as whole, for the development to be ambitious yet synergistic and judicious in its mix, to seek inspiration and design excellence through, for example, international competitions, and to seek to raise some aspect of the site to iconic status. Encouraging and supporting LUFC to overcome reputation issues, taking note of its progress as it does so and working within related timescales to develop the site were also recommended.

### Theme Two: Traffic management, parking and connectivity

The impacts and options for travel to the site were the strongest feedback theme of the whole consultation. The local community had a very strong view that it needs to be protected from parking and traffic volume nuisance as things are at present and were adamant that the negative impacts of traffic congestion and parking in local streets should not be allowed to get any worse.

The issues that need to be addressed were outlined as:

- The reliance of many match day visitors on unregulated free parking in adjacent streets, which causes a high degree of nuisance to the local community
- The effects of drawing cars to the area on match days because of the provision of plentiful, relatively cheap on-site parking and the above on-street parking: congestion, noise and, possibly, reduced air quality are the main negative effects
- The relative unpopularity, perceived unreliability and expense of public transport as an alternative mode of vehicular travel for visitors

- The relatively unattractive options of walking and cycling to the site from city centre transport nodes due to poor routes and safety concerns

Local residents expressed that the potential scenario of LUFC gate numbers going up concurrently with parking places on site being reduced as untenable, whilst the fear that an arena on the site would bring traffic nuisance on a far more frequent basis was also of particular concern. They were not, in the main, convinced that sufficient people would switch to public transport to mitigate the problem. Local people and transport planners recognised that extending Residents' Parking Zones around the site would help to reduce problems in designated areas but these schemes would only be acceptable if they are well managed and designed with the convenience of residents in mind.

Achieving successful modal shift away from cars to more sustainable transport was high on many people's agenda with a strong view that the site operators had key responsibility to encourage and finance this as part of their business planning. Others, from the public and the private sector, would be willing and able to support site businesses in this matter and broker partnerships as necessary. There was a strong theme regarding making public transport more convenient, cheaper and desirable than driving right into the site, especially for big events. Popular ideas included travel passes/ticketing deals, provision of high quality information about transport options, bus priority lanes, making buses, etc, more attractive and user friendly and reconsidering the potential of train and tram links. This needs to be balanced, in local residents' minds, with making parking on the site so difficult that it forces drivers to seek free on-street parking elsewhere in their communities. Another balance to be achieved was expressed as ensuring the site is accessible enough to receive sufficient visitors to make it attractive and viable at all times of the day and week.

Other ideas included making a safe and legible walking and cycling route from the city centre and maintaining or upgrading local walking links to neighbourhoods south of the site, all, potentially, to be paid for from the development.

Consultees, mainly from outside the community, were often keen to investigate the potential of the site becoming a park and ride facility for the city centre during weekdays to operate at off-peak times for the leisure facilities. These views tended to coincide with the view that an arena would be better located in the city centre - so there wouldn't be competition for parking between commuters and arena event visitors.

### Theme Three: Environmental Quality and Management

This theme excited a wide range of consultees to suggest possibilities that this site could afford in exemplary environmental design and management.

Suggestions included not only meeting accepted standards of environmental performance but also trialing new approaches and partnerships to be innovative and go well beyond current minimum requirements. The concept that the site could not only regenerate this part of Leeds but could also showcase leading edge sustainability in a commercial setting was inspiring to some and, they suggested, could be used as a differentiating factor with customers.

Some of the measures suggested by consultees, such as sharing the benefits of bulk green purchasing, may require little outlay beyond commitment and organisation. Other interventions will require more up-front investment, but the principle of sustainability is to look at the long term cost-benefit equation.

#### **Theme Four: Economic considerations, including employment**

Many consultees saw the potential benefits of area regeneration, new local jobs and the purchasing power of new incoming business, although the potential scope and scale of this impact is as yet unclear. As and when businesses begin to think about setting up on the site there appear to be clear benefits in starting a co-ordinated programme of local community engagement, especially to link with the local labour market and business community. There could be potential to increase local labour market fit with incoming employer needs through pre-recruitment and subsequent in-service training programmes. This would need profiling, and local training establishments and funding co-ordinated into any programme to lever maximum benefit for the area.

It was suggested that the incoming businesses need to be encouraged, supported and facilitated to work in co-operation to effect this, and to promote the value of good social responsibility policies. Support for the community to engage with the new opportunities may also need to be provided. Wherever possible preventing the money coming into the site once it is operational from leaking straight out of the area will help to make the site more sustainable.

Some consultees see the job creation and local economic benefits of some of the proposed development on site as minimal and not worth the disbenefits they see in locating certain elements elsewhere, such as the city centre. These comments especially relate to the casino and the arena.

Consultees also advocated a joined up approach to maximising the positive economic impact of the development. For example they suggest ensuring that local transport, housing, amenity and environmental quality is addressed as part of an overall package of reasons for those obtaining the new jobs to stay in or relocate to the local area. If not, some fear that those who obtain better jobs may move out of the immediate area and travel back in to work each day.

#### **Theme Five: Safety and comfort for users**

The main issues discussed around safety were connected with fast, busy roads around the site and the difficulties of keeping people and cars out of conflict with each other on

match days. Operational difficulties with segregating home and visiting football supporters was another issue and people, including football supporters, were occasionally fearful in crowd disturbances.

The main issues around comfort are the lack of family friendly facilities at the stadium which football supporters say is helping to keep family groups away from matches.

Looking ahead, consultees had numerous suggestions for addressing transport, parking and movement safety and for making sure the site is fully accessible for people with disabilities, and family friendly.

Strongly made suggestions for keeping the site feeling safe were to make sure it is well used all of the time, and has a friendly feel, for example by local people adopting it for their own use and employment and helping to give it a strong sense of location - "and soul".

A number of consultees, especially local people, expressed concern that a casino would attract undesirable people and behaviour to the site, and potentially bring more social and crime problems to the area. Members of the Muslim community expressed concern about a gambling establishment in the area and would like further consultation as plans develop. There appears to be a need to address the fears articulated either as real potential issues, or, if they are founded mainly on myths to help people be better informed about the way a casino would likely be licensed, sited and managed on the Elland Road site.

#### **Theme Six: Provision of new housing and its quality**

There was a balance of opinion in favour of building new housing on the site, but a very strong message about getting the quality, mix and the approach right if it does go ahead – preferably right down to the details of layout, landscape provision and treatment, parking provision and control and especially buffering from the rest of the site and Elland Road itself. Those who were not in favour of new housing pointed to the traffic related problems already endured by existing residents and doubted the suitability of the location for families. Others in favour pointed to the vote of confidence in the area that new housing investment would demonstrate, plus the opportunity to widen the choice of housing locally, including for larger families.

Messages about suitable and attractive housing types and sizes were somewhat mixed suggesting more research into this and the trends in the local housing market will be valuable to create a successful housing development in both commercial and area regeneration terms.

#### **Theme Seven: Site synergy to maximise positive benefits**

The clear message from consultees was that all user and stakeholder needs must be thought through and looked at in the round at the earliest possible stage in the design and development process. Specific functions and the meeting

of needs should be integrated into allocation and layout of space and movement flows, and design and operational thinking. Making the right space in the right places and getting the right balance of open space to buildings and roads will be important, so too the distribution of travel access points across the site.

Opportunities to install environmental management will be realised most effectively if integrated into the scheme from the start.

Most, if not all, of these functions and considerations would help to make the site considerably more sustainable to run and this is thus of utmost importance for 'future proofing' the development.

Some queried the co-location of the stadium and, potentially, an arena quoting potential operational clashes between cup matches and major concerts having implications for transport, parking and so on.

### Theme Eight: Sense of community and community cohesion

There was a good deal of enthusiasm and many ideas for how the site and the local community could co-exist in a mutually beneficial relationship and for this to bring other benefits to the wider community through enhanced sense of pride and opportunities to mix socially in the local area. Examples included local people working on the site, schemes and pricing policies to encourage community participation, accessible and attractive public realm and social outlets. Making participation by young people possible was an especially strong call from consultees, including young people themselves, since there are relatively few youth-friendly facilities available out of school time.

Arguments were made for why investment in a relationship between the site and its local community could bring business benefits – and the suggestion that it could be exemplary in this respect. Conversely, failure to explore these opportunities could potentially affect the general viability of the site, including alienating the community from supporting these or future developments, security problems and the lost opportunity of developing a local market.

The positive ideas and opportunities suggested have to be seen in the context that current fears and detractors about the site's development - mainly transport issues – need to be met to the local community's general satisfaction before there can be any kind of widespread positive engagement.

### Theme Nine: Visitor experience

There was a clear enthusiasm for the redevelopment of the site for social, sports and other leisure activities, particularly if an active engagement strategy with the local community can be effected to help make participation accessible to local people, including children and young people. Consultees expect a high quality, 'future proofed', integrated development that is attractive and distinctive.

Consultees stressed the need for careful market research and positioning of the offers on site in relation to other offers and facilities in both the public and private sectors. They were keen for the site to succeed and for there to be no likelihood of failure or the site becoming a financial burden in the future.

There was strong enthusiasm, particularly from people from across Leeds and football fans, for having an arena in Leeds and for the benefits of siting it at Elland Road. This was tempered by local concerns that the arena could bring more traffic misery, the additional nuisance of noise pollution and an imbalance of young adult visitors over other age groups. It was also tempered by those with an overarching view of the success of Leeds who query whether this would be a good site for the arena and that it would be better sited in the city centre.

There was a great deal of agreement that the football stadium needs to be upgraded as the football club improves its fortunes, that the two aspects are synergistic and taken together are an important part of the image and reputation of Leeds as a successful, vibrant city. There was a suggestion by some that this outcome should be supported by public authorities responsible for the future well-being of Leeds.

The consultation involved a total of 235 people, including 14 individual or group interviews, a youth workshop, 4 group workshops, a half day workshop event with Beeston Forum and other invited community forums (52 participants) and a full day public drop-in event (95 participants). In addition to the community groups involved, people and organisations participating in the consultation included: Beeston and Holbeck Ward Members; First Bus; Government Office for Yorkshire and the Humber; Hamara Healthy Living Centre; Leeds CC: Access Committee, Environmental Services, Highways Department, Learning and Leisure (Jobs and Skills), Planning Department; Leeds Chamber Property Forum; Leeds Civic Trust; Leeds Federated Housing Association; Leeds Initiative; Leeds United Members; Leeds United Supporters' Club; METRO, Montpellier Estates, West Yorkshire Police.

# About this report

This report details the feedback from a public consultation carried out by FWA and Icarus in 2007 on a draft masterplan designed to transform an area around Elland Rd in south Leeds. The report starts with a substantial section outlining the purpose of a masterplan in general and the context and aspirations of the Elland Rd masterplan in particular so as to give the reader the background against which the consultation took place.

We also outline our rationale and methodology and the steps we took to develop this. Details such as the questions asked and the people consulted are contained in the appendices.

The consultation itself was undertaken by following a set of nine themes designed to reflect the multiple factors relating to the site and its surrounds. Feedback from the lines of questioning posed within these themes forms the main part of the report in section 6. By way of introductory analysis, in section 3 we give an overview of the most notable and strongest views and patterns of feedback from the whole consultation and in section 4 we cross-cut the feedback to give a summary of views about each of the main elements in the masterplan. As sustainability is important for any new development we have also drawn together comments and suggestions from the feedback and organised them into a section on how the developed site could adopt good corporate social responsibility. This is section 5.

## 1. About the Elland Road masterplan and its consultation

In 2006 Leeds City Council Development Department appointed the architectural practice Austin-Smith:Lord (ASL) to prepare a masterplan for the Elland Road area of south Leeds. The aspirations for this piece of work are explained in sections 1.3 and 1.4., below.

FWA, independent specialists in sustainable regeneration and consultation, were appointed in March 2007 by Leeds City Council to work in conjunction with ASL to carry out a public consultation on the draft masterplan. This was to enable a wide range of views about the future of the area to be taken into account to assist refinement of the masterplan and preparation of an informal planning statement for the area. FWA invited Icarus to work in partnership to design and deliver the consultation programme, which took place between April and June 2007.

The client brief, and our response in terms of approach and methodology for the consultation is described in sections 2.1 and 2.2.

## 1.1 Background to the masterplan

The area addressed by the masterplan includes land to the north and south of Elland Road, including: land occupied by Leeds United Football Club (LUFC), land owned and used by West Yorkshire Passenger Transport Authority (METRO) for public transport on match days, land in private ownership and use for warehousing and other business uses and land owned by Leeds City Council currently used as car parking on football match days.

See Appendix 1 for the location of the site and a diagram of the current land use as at May 2007.



## 1.2 What is a masterplan?

A masterplan establishes a basis for preferred change to a designated site or area relating to:

- The relationship of the site with the local setting and community
- What could go on the site and at what scale and positioning, and how the land use can be optimised
- How the site could best dovetail with existing land use and connections - such as local road and transport networks
- Identification of the required network of movement patterns and proposed infrastructure to accommodate and manage this sustainably: on foot, bike, car, public transport and for service and emergency vehicles
- Technical and economic matters, e.g. including commercial viability
- Planning matters, especially the fit with local, regional and national planning requirements and existing adopted plans and strategies

It is noted that a masterplan is not a design for what will eventually go on a site, but an indication of what is possible and viable, what could fit together well to deliver a set of desired outcomes, how it could fit with the local

area, and could contribute to the sustainability of the site and its surroundings.

### 1.3 Why was a masterplan commissioned for Elland Rd?

In commissioning the masterplan the City Council had recognised a number of factors relating to the site that a masterplan could help to address:

- Planned, rather than incremental, development would help to maximise the leverage of benefits for Leeds as a whole, and for the immediate local communities in particular; this was pertinent as commercial interests were beginning to come forward with proposals and expressions of interest for development;
- Its position as a highly visible site from the M621 and the London-Leeds rail line and the proximity to the city centre impacts on the image of the city as a whole;
- The importance of promoting public transport to and from the site given that the site already attracts large numbers of people on match days.

Development interests in the site at the time of the consultation included:

- LUFCL, who have expressed interest in developing the land they occupy – e.g for improved stadium facilities, retail, banqueting and hotel
- Stanley Leisure, who have an option to develop land on part of the site and have submitted a planning proposal for a casino; this proposal has not yet been determined
- Possible relocation of a divisional HQ for West Yorkshire Police

In addition, Leeds City Council wished to make a Council owned site available to any developer who may come forward to build an entertainment arena in Leeds. The Council wished to test whether this site is potentially suitable by including the option in the masterplan and then consulting on it.

### 1.4 What the masterplan is intended to facilitate

Taking into account all the foregoing, the draft masterplan was commissioned to develop a vision for the site and its surrounds to:

- Improve the quality of the local environment
- Become a site of strategic importance as a gateway to Leeds
- Be a flagship site to attract new investment that will bring new jobs and better prosperity to the local area
- Ensure any development is planned as a whole rather than happening incrementally

- Ensure Leeds United Football Club's development plans can be considered in a wider planning context
- Explore the potential for new homes, businesses and facilities to be located on different parts of the site
- Become a vibrant leisure quarter with a mix of activities in one well-designed, easily accessible area
- Promote public and sustainable transport to and from the site

The adopted Leeds Unitary Development plan designates the area of the site at Elland Road for 'leisure and tourism proposals which would enhance the regional and national role of the city' (LT5A).

The client group for the commissioning of the masterplan was Leeds City Council, Leeds United Football Club, Stanley Leisure, WYPTA (METRO) and Yorkshire Forward.



### 1.5 Contents of the masterplan

#### Options analysis and proposals

The masterplanning work carried by ASL and its technical advisers led to two main options to be presented for consultation – one with and one without an arena. The other main elements of the options included: redevelopment of the football stadium including retail, catering and a hotel; potential for a casino, conference and exhibition facilities, potential for mixed use development such as commercial, leisure and health related facilities; potential relocation of a divisional Police HQ; approximately 76 new housing units; a public transport hub; landscaped car parking for 2700 vehicles, new public realm and other environmental improvements; an internal service road and improvement of road junctions in the local area.

Diagrammatic presentations of the proposals in summary can be found at Appendix 2.

As explained above, there was a wish on the part of the Council to test the viability of the site as a potential location for an arena. However, since this possibility is dependent on a number of factors, principally

- that a developer comes forward with an interest in the site
- that their proposals are subsequently evaluated by Leeds City Council to offer the best arena opportunity for the city in open competition with any other proposals
- any proposal coming forward meeting planning criteria set by the Planning Authority
- it was necessary to consult on alternative proposal for Elland Road that didn't accommodate an arena.

### Background studies

A number of studies were carried out by ASL and their technical consultants, Halcrow and GVA Grimley, to inform the development of options for Elland Road and for testing their viability in an options analysis. These included:

- Detailed assessment of the site and its characteristics
- Assessment of the planning context
- Best practice review of football stadium regeneration (including transportation and viable land uses)
- Review of the site as a Park and Ride facility
- Review of parking provision requirements and provision on comparable sites
- Modelling of likely trip generation caused by the developed site
- Review of infrastructure improvements likely to be required (e.g. road junction changes)
- Deliverability study (including financial modelling)
- Key design principles to be embraced to ensure contribution to the renaissance of this area of the city

These studies are important to note as the consultation feedback frequently made mention of the need to obtain more information or data on various matters - whereas in fact some of this information will already have been presented in the draft masterplan documentation.

## 2.0 The Public Consultation brief and programme

### 2.1 The Brief

In summary the client brief was to ... 'design, develop and deliver a consultation process with residents and stakeholders to support the production of a Planning Statement for the area.' ... 'This will involve use of a range of techniques to involve residents and stakeholders in giving their views on options (as presented by the draft masterplan produced by ASL) that will lead to physical improvements for the area.' ... 'The process will ensure that the public has an opportunity to inform any proposals going forward and facilitate developments which have a positive physical, economic and social impact within the local area.'

### 2.2 Our approach

Our response to the brief, and the context of the masterplanning process, was to design the consultation as a piece of 'needs' research for the site, the local area and its stakeholders, locally and across Leeds and beyond. This meant identifying and consulting with the people who use, have interests in, or responsibilities relating to, the site, or who the site impacts upon, or could impact upon in the future.

As the masterplan preparation had taken into account the needs of the organisations with existing commercial interests in the site these were not included in the research. Instead, those views which had not yet been heard were given priority in the design of the consultation.

It was recognised that the scope of the project would not allow for a comprehensive consultation with the wider public but should instead take care to identify the people most likely to have interests in and/or be affected by the site and take proactive steps to engage with them to get their feedback. It was agreed at an early stage that passive consultation using unattended exhibitions, leaflet distribution and written questionnaires would not be the best use of the resources at our disposal. This was particularly due to the need to explain the complexity of the masterplan and its context and be able to answer questions on it before people gave their feedback.

### 2.3 Methodology

The methodology for the research followed the following sequence:

#### Stakeholder analysis workshop

This was conducted with representatives of Leeds City Council from the Development Department, including Planning, South Leeds Area Management and South Leeds Area Committee.

The workshop looked at and refined a set of suggested themes within which to frame questions for the consultees – these are set out in section 2.6 below. A draft set of

questions within each theme was subsequently developed. The workshop participants were then asked to suggest organisations and individuals that might be consulted and to identify what their broad interest or relationship to the site was. Consultees were to be recognised stakeholders, where a stakeholder is defined as someone who the site may impact on or could impact on it. As it was acknowledged that the scope of the research would not allow in depth consultation with every possible type of stakeholder an exercise to establish a priority order was carried out. Equally, as not every line of questioning would be relevant to every stakeholder the workshop also began to assign relevant questions and themes to the different stakeholders.

#### Development of the consultation framework

This was carried out by the FWA and Icarus team and included: setting out the scope of the consultation, themes within which to frame questions about the masterplan options, specific questions within themes, which questions were most relevant for which stakeholders and the methods of consultation that most suited the types and numbers of consultees and feedback required to fulfil the brief.

Themes lines of questioning were developed to get feedback relating to how the site is now, the experience of using it or the local area, what it could or should be like in the future, and what could or should happen in the future and how – see Appendix 3. These questions were allocated to the different prioritised stakeholders in a matrix that would be used for reference in designing each piece of the consultation – see Appendix 4.

Finally, the method of consultation that would be appropriate for each identified stakeholder and would enable us to keep within the scope of the project was determined – also see Appendix 4.

Taken together these three documents formed the consultation framework and guided the planning and execution of the research programme. Finally, a Communications Strategy was also developed to support the project.

### 2.4 Consultation programme

Consultation activities took place between April and June 2007. Methods included a series of in-depth face to face and telephone interviews with individuals and small groups, workshops with youth, community and special interest groups and a public drop-in day that was held in mid-June in a public hospitality area of Leeds United Football Club. The latter was widely advertised by posters and fliers in the surrounding communities, via direct mail to several hundred individuals, community and interest groups, an advertisement on the LUFC website, coverage on the public screen in Millennium Square (central Leeds) and a 3/4 page coverage in the Yorkshire Evening Post in the week preceding the event.

A presentation, with questions and answers, about the masterplan was made at the start of each element of the consultation to ensure that each participant had a good level of understanding of the matters they were being consulted on. An exhibition was also available to view at the larger events. For group and public events the consultation was carefully structured and facilitated to encourage and enable every participant to make a meaningful contribution.

At the public drop-in day a large team of researchers were available to undertake one to one structured interviews with participants, which were transcribed on the spot to enable all the comments to be captured and analysed for this report. The findings of a workshop with Beeston Forum and other community groups were also collected into a separate report at the request of the participants.



The consultation involved a total of 235 people, including 11 individual or group interviews, 3 telephone interviews, one youth workshop, 4 group workshops, a half day workshop event with community forums (52 participants) and full day public drop-in event (95 participants).

Details of participation in the consultation are given in Appendix 5.

## 2.5 Analysis, reporting and use of the findings

The findings from the consultation were drawn together by theme with significant, recurring and conflicting points analysed and highlighted for coverage in the report.

The findings will be used by Leeds City Council and its advisers to refine the draft masterplan and for the preparation of an informal planning statement for the area.

## 2.6 Themes of the Consultation

The consultation themes were used to group questions together to aid thinking and responding in workshops and interviews and to structure lines of questioning according to the background and interests of different stakeholder consultees. They were:

- Sense of identity and quality of place
- Traffic management, parking, moving to / from and around the area
- Environmental quality and management
- Employment and economic issues
- Safety and comfort in the area
- New housing provision and quality
- Land use synergy to maximise positive impact of the site
- Contribution to sense of community and community cohesion
- Visitor experience

### 3.0 Overview of the consultation feedback

The people consulted as part of this project were very varied in background, interest and relationship with the site. As might be expected this yielded feedback with a range of differing emphases, although, when asked, many ventured to imagine the point of view of others with different interests to themselves.

The most striking feedback to come out of the study is the importance of addressing the current situation concerning parking and transport on match days and ensuring that there is a robust strategy and management plan for transport as and when the site develops in the future. Significantly, there are numbers of local people who are in the apparently entrenched position of not wanting to see change at the site, especially reduction in car parking capacity, for fear that it will worsen an already poor situation for them. There are others who are similarly concerned but who can imagine future benefits for the local area if the site development goes ahead in a certain way that addresses current and envisaged problems.

For many local people it is probably the case that they will not be ready to engage with or accept the development until the following fears have been adequately addressed:

- Car parking nuisance will worsen as visitor numbers and frequency go up
- Traffic congestion and road safety will get worse if the development attracts more visitors
- Noise and late night nuisance from an arena will impact on neighbouring residential areas (including any new housing)
- Social problems and crime from a casino will impact on the local area

As discussed below and in the themed feedback sections, the cause of some of these fears are readily apparent and strategies could potentially be developed to address them. Other fears may be due more to perception and lack of information. This points to the potential value of a good communication strategy to be instigated at the earliest opportunity and for this to complement a robust stakeholder engagement strategy that enables local people to feel they are being heard, contributing to successful decision making about the future development and management of the site and enjoying benefits such as local jobs, training and participation in use of the new amenities.

Many consultees saw the value of increasing the local leisure offer, including retail catering and activity facilities, to add vibrancy and amenity to the local area and also to provide new local jobs and associated training and development.

Other key points concern the siting of the arena within Leeds. Many consultees were in favour of an arena to be built in Leeds, but not all for it to be located at Elland

Road. Many local residents were wary of this due to perceived nuisance factors and people with over-arching interests in the future of Leeds thought it should be located in the city centre. Some residents and other consultees felt that the arena would be critical to the viability of the development and would strongly welcome it.

With the exception of those who are in the entrenched position described above, consultees were mainly in agreement that the site is a gateway to the city and, given its current presentation, it is important that the development presents the best possible face, and if possible has at least one built element or installation that raises it to an iconic status.

There were a wide range of suggestions concerning ways to make the development more sustainable. These included integrating good environmental management into the design and operation from the outset and similarly looking for good ways to genuinely and effectively engage local people in the development and to maximise the positive economic impact on the local area. It was suggested that excellence in sustainability could become part of the site's reputation and attraction to visitors.

Finally, the presentation of the masterplan may be enhanced if it showed a wider geographical area, indicating proposed transport linkages and other relationships with the wider area. Some of the studies within the technical documentation do address wider issues but this feedback suggests it is not readily apparent in the current presentation.

## 4.0 Overview of feedback relating to the main elements of the masterplan options

### 4.1 Transport and parking

It seems that the relatively unsustainable situation relating to transport and parking for the Elland Road area has developed in an incremental way, and, as consultees suggest, unless this is addressed cohesively and comprehensively could get worse if visitor numbers to the area go up.

The issues that need to be addressed are:

- The reliance of many match day visitors on unregulated free parking in adjacent streets, which causes a high degree of nuisance to the local community
- The effects of drawing cars to the area on match days because of the provision of plentiful, relatively cheap on-site parking and the above on-street parking: access problems, congestion, noise and, possibly, reduced air quality are the main negative effects
- The relative unpopularity, perceived unreliability and expense of public transport as an alternative mode of vehicular travel for visitors
- The relatively unattractive options of walking and cycling to the site from city centre transport nodes due to poor routes and safety concerns

It seems clear from the feedback that to make any future development more sustainable any proposals coming forward should wholly or significantly contribute to managing this situation for the better, including promoting a successful modal shift to public transport. The sustainability benefits could ultimately include business benefits to site operators if transport options are easy and reliable, benefits to the local area and community through nuisance mitigation and increased mobility, and environmental benefits through reduced carbon emissions and impact on local air quality.

Successful management of transport provision will undoubtedly involve finding the right mix of choice of transport modes and routes accompanied by pricing and packaging strategies that optimise convenience, accessibility and overall sustainability impact. Different aspects of this are discussed in Theme 2 of this report and options have also been reviewed in the technical appendices of the draft masterplan.

### 4.2 General leisure mix

There was a lot of enthusiasm for new facilities for active leisure to be made available to fill gaps in either local or city provision. Ideas included an international competition sized swimming pool, spa facilities with separate men's and women's sessions, ten pin bowling, ice skating, 5-a-side pitches, other sports pitches, tennis courts and indoor sports courts such as for badminton. Young people suggested football pitches for local use, tennis and other

sports facilities, dance classes and a skate park.

Consultees generally made it clear that the offer should be complementary to existing leisure offers and not threaten the market for existing facilities. They were also keen that the offer should be well thought through to be sustainable and not become a 'white elephant'. One consultee quoted National [Planning] Policy Statement 6, 2005, as saying that 'entertainment facilities, casinos, concert halls, conference facilities, are specifically to be 'main town centre uses' - hence raising concern about such development on a site not in the city centre.

There was a clear acknowledgement that there needs to be a better choice of retail catering accessible to local neighbourhoods and that this would help to draw local people into the site more regularly and improve the general sense of amenity for local people. This in turn could have a positive knock-on effect for the local housing market. Making links to the potential for local engagement strategy (see 5.1), some commentators noted that some retail catering companies have significantly more commitment to local training and recruitment packages than others.

### 4.3 Football Stadium and related facilities

Recurring comments pointed to the significance of the football club to Leeds as a city and its inextricable link with its home at Elland Road. Some consultees went further to suggest that the future success of the club and the stadium (as a facility) are also strongly linked. Some were concerned that the site needs a successful stadium to make it viable and that unless the position of LUFC is improved this could be in question.

Regular users of the stadium pointed out that in its current state it does not readily encourage family spectating and that this is a missed market that could be encouraged.

Many consultees pointed to the advantages of developing the public realm around the stadium for comfort and safety. They also noted the advantage of nearby eating, etc, facilities for making a visit to a football match more of a full day out, including something to do for non-spectating partners who could accompany spectators to the site to enjoy other leisure experiences.

Safe, reliable and sustainable transport provision to and from the site is a key issue both for local residents and for football supporters alike, but at present the need to address issues are felt most keenly by the former.

### 4.4 Arena

A significant number of consultees expressed excitement at the concept of an arena being built in Leeds. Of these, some were clear that Elland Road would be a good location and vital to add to the leisure mix on the site and the regeneration of the local area. However, others were equally clear that an out-of-city-centre location would be a lost opportunity to bring more benefit to Leeds overall.

Not all, but many local residents expressed fear that an arena at Elland Road would bring substantial additional nuisance to their lives. This included fear of more frequent congestion and parking problems in the vicinity, noise leakage, and turning the area into a 'student ghetto'. As modern arenas are designed to be sound proofed and usually have programmes appealing to a wide range of interests, this feedback points to the value of making sure that stakeholders are well briefed about the real likely issues associated with any future developments and are not left to build perhaps unnecessary concerns through lack of accurate information.

It has been noted elsewhere that the issues concerned with transport to and from events at the site need to be comprehensively addressed in a sustainable way. A number of consultees raised concerns about potential operational clashes between the stadium and an arena in relation to parking, highway, etc provision should two big events be scheduled on the same day. They point out that arena bookings have to be made a long way in advance but major cup match fixtures can arise at much shorter notice.

Beyond these points, if the arena was located at Elland Road local residents would need to be reassured at an early stage that the building would be sound proofed, that its operating hours were limited to within the normal range of public transport provision and that its visitor profile would be varied.

#### 4.5 Casino

There are significant local fears to be noted and addressed concerning the potential location of a casino close to neighbourhoods within a regenerating area and where there are already a significant amount of social problems. Local residents fear that people from the community may develop gambling addictions and, apart to the damage this will do to these individuals, that there may be a resultant crime wave in the community. They also fear the casino attracting people of (unspecified) dubious reputation to the area. Members of the Muslim community expressed concern that something that is against their faith may be a prominent feature on their doorstep. They asked for further consultation on the matter, and for this to be announced in key places in the community, such as the local mosques.

If a casino does come forward on the site it will be important to keep local people informed of how this will be positioned in terms of physical locality, access and how it will be marketed. It would seem useful to offer the community information about the nature of modern casinos, for example, how they are typically managed, who their typical clientele are and how those operators that sign up to responsible gambling codes of practice aim to ensure that their clients are protected.

#### 4.7 Police HQ

This was viewed by many local people as a potentially positive development that had a good fit with both the local area and the use of the site, especially the football stadium. Some people expressed fear of those placed in

custody at the HQ being released into the local area but the police themselves say that this is not really a significant issue in terms of likely subsequent incidents. The siting would appear to be advantageous to the police in operational terms and in discussion with senior police staff there may be a lot of potential for an operational police HQ to bring added value to the area. This could include the implementation of local purchasing policies, local staff recruitment, local youth work and the 700+ staff bringing repeat business to leisure and catering businesses on the rest of the site. The likely additional pressure on the motorway junctions was noted.

#### 4.8 Housing and environmental improvements

These are covered as single issues in Themes Three and Six in the next section of the report.

#### 4.9 Further information

It was noted by some that there perhaps ought to be more information available in the public domain about the range of potential options, especially in the leisure offer, before the preferred development mix is finalised.

## 5.0 Looking at the future corporate social responsibility implications of the developed site

Businesses and investors are increasingly recognising that successful business strategy needs to take on board aspects of corporate social responsibility. The consultation feedback alludes to this in many ways including the potential for it to become part of the site's attraction to visitors. By looking at three key areas of CSR (local engagement, environmental and economic matters) it is possible to draw out opportunities suggested by the consultation feedback that could help to build business success and elements of future-proofing into the development from the outset.

### 5.1 Opportunities for local people to engage with the site

The consultation has highlighted that there are numerous opportunities to engage local people with the site, right from the start through to the operational phase. If well thought through and managed the benefits of this to the future success of the site and the community could be considerable. The key will be to identify both business and local regeneration benefits as drivers to good engagement initiatives. The consultation feedback highlights that there could be the potential for community engagement to be integrated into the business planning of the site as a key component that will make the site more distinctive, a better place to use, encourage repeat business and reduce running costs.

Drawing out ideas from the consultation, there are a number of elements that could be put together in a community engagement strategy:

#### Local jobs and economic benefit for local people

As covered in Theme Four, site operators could take proactive steps to seek to train and recruit a certain percentage of people from a local geographical area. They could also develop procurement policies for supply of goods and services from local businesses, which in turn tend to employ mainly local people.

#### Participation

The mix of amenities and facilities themselves could be designed to be more or less attractive to a local audience as well as visitors from further afield. Having elements as part of the mix that draw local people for, e.g., retail or a service that is not provided nearby elsewhere could lead to engagement on a simple level. If when they come, local customers are also served by local members of staff this could reinforce a sense of connection to the site. Examples might include health and fitness related retail and services.

As it is known that local communities adjacent to the site have below average wealth and disposable income it would seem necessary to find some way of enabling local people to enjoy at least some of the new leisure facilities at reduced prices, or even at no charge, if they are to have a

positive relationship with it. This arrangement may be particularly valuable if aimed at local youth, who appear to be under-served in terms of activities and safe social spaces. Young people who come to enjoy facilities on the site may later become recruits for jobs and perhaps local ambassadors for the businesses operating on the site.

During the consultation the Police expressed a general interest in the possibility of arranging engagement activities with local young people. They would typically wish to use a facility within or close to the community that is attractive to young people – sports facilities or social space within the new development may be a good focus for this and may be on the doorstep of the new Divisional HQ if their relocation to Elland Road does go ahead.

The benefits for the site operators in enabling local participation has several aspects. Firstly, it could help to keep the site more lively during off peak leisure hours, and may generate a certain amount of spend (e.g. on refreshments) on site when it would otherwise be very quiet. Secondly, by giving local people affordable or free access to some facilities they will likely become good local ambassadors for the site which will help to market it within the local area. Thirdly, the sense of ownership should help to reduce vandalism and other anti-social behaviour on the site.

Finally, there is always the chance that a young person given the chance to try a new activity through a scheme at a site like this goes on to become a sporting or cultural star, vastly increasing the positive reputation of the facility.

#### Advisory functions

As discussed elsewhere, the site could benefit from a cohesive management arrangement, perhaps including a site wide management liaison group. If this were set up, there would be an opportunity for local people to participate in it. The benefits could include valuable local advice on meeting the wider site's corporate social responsibilities, helping to understand the local market and how it can be reached and catered for, and exploring special opportunities such as community projects that will help to animate and distinguish the site from other leisure offers in the city-region.

### 5.2 Environment

Transport, already is and will continue to be a key factor in the likely future environmental impact of the site and this needs to be comprehensively addressed before the site can be considered to have any kind of sustainability credentials. This is discussed separately above and under Theme Two below.

In addition, there are opportunities to pursue good practice in environmental design and subsequent operational management in an integrated way to maximise the benefits and minimise the site's environmental footprint. As well as having the significant potential for reducing running costs this could also help to address risk factors and assist in future-proofing the site (e.g. against higher waste management, energy, drainage, etc, costs and more stringent environmental standards).

A number of consultees point to the potential for attention to environmental matters to be a key part of the site's quality used to differentiate it in the leisure market place.

The site also has the potential to provide some high quality public realm that is currently lacking in the area. Many locals expressed interest in having new places to go in the area where there is a quality environment to stroll and sit. This points to the advantages of the site having a park like feel or that of an outdoor visitor attraction with a series of interlinking, quality spaces that take people from one facility to another and provide places to dwell on the way. It may follow that security and operational management requirements would limit the type and hours of use but this may in any case be for the benefit of the majority of well-intentioned users.

There is the potential for the environmental management of the main part of the site, on the north side of Elland Rd, to be extended into any new residential area on the south side, and even into existing residential areas. This might include collection of recyclable material, sharing green purchasing advantages, etc. This could offer a further means of local community engagement with the commercial operators on the site.

### 5.3 Economy

Many consultees were enthusiastic to see the site regenerated with quality development and expect that if that were to happen it would assist the overall reputation of Leeds, particularly given its gateway location, and bring much needed economic benefits to the local regeneration area.

This again points to the potential value of co-ordinating on-site operational management decision making. This could facilitate good practices that will boost the local economy such as local Job Guarantee programmes and the development of local supply chains and purchasing policies.

As mentioned previously, some consultees questioned the development of an arena on an out-of-city-centre site in terms of maximising its positive economic impact to Leeds.

Marketing the site to be viable will also be very important to its sustainability. This will mean meeting currently unmet demand and creating new demand in ways that make the development both attractive and accessible. The consultation feedback suggested that one aspect of this could involve carefully designed transport solutions and packages, pricing packages and offers, etc, while not competing with other socially valuable provision elsewhere.

Making the development distinctive, of high quality and high positive reputation will all be important in successful marketing of the site. There is a sense coming through the feedback that there is an opportunity to market the whole site as a form of visitor attraction, with the expectation that visitors might make a half day, whole day or even overnight visit, rather than view the site as series of individual leisure offers each with more limited dwell time.

## 6.0 Feedback from the themed lines of questioning

### 6.1 Theme One: Sense of place, identity and quality of place

#### 6.1.1 How satisfied are people with the way Elland Rd presents itself currently?

There was a strong message of dissatisfaction with the look and feel of the site, and to some extent the immediate surrounding area, across the spectrum of consultees. There was a high degree of agreement on this point between consultees ranging from those who live near, or work near, the site, to those with an overarching view of the potential impact of the site on the future success of Leeds, to those with a passion for the name of Elland Road being synonymous with sporting success.

The weakest level of concern came from a minority of local residents who commented that it is bland and non-descript or that it wasn't much of a concern – although it might be better for local families if the environment was better.

But in the main there was a strongly repeating theme of dissatisfaction with the impact of the site as a whole, the buildings, land use and landscape and the lack of coherent or memorable identity. Many viewed the site as a gateway to the South and West approaches to Leeds, significant in that visitors to Leeds travelling by rail and on the M621 get an extensive view of the site. Others felt that it was not helpful for local pride for those living nearby.

Concern over the stadium building line being close to the pavement and there being no room for a buffer between the road and the current development was a recurring comment.

In general the consultees with an overarching interest in Leeds and those who want to see LUFC be successful were the most vocal about the role of the site as a gateway and the need to address current failings in its physical presentation, image and reputation. Although local people did share these views, they were often weighed against other more pressing concerns such as issues over parking and concerns about what the future developments might bring. For example, concern that the current car parks would be sacrificed to build better buildings, landscapes and facilities seemed to hold some people back from admitting whole heartedly that the site is detracting from the local area. Unless prompted to think through potential benefits, these people would rather see 'no change' than think that car parking capacity might reduce whilst visits to the site increase. This matter is discussed more fully in Theme 2.

Recurring comments included:

- it looks an eyesore that detracts from the local area and is a very poor first impression as a gateway site to Leeds
- there is nothing iconic at all about the site, yet that is what it needs given its position

- the car parking areas look derelict and the site looks empty of life most of the time
- the site and its adjacent industrial areas look run down; this could be leading to perceptions of it being unsafe and generally unattractive to visit
- the look and feel of the site has deteriorated over time, with building and landscapes having a temporary or even derelict appearance, and is currently a potential deterrent to investment or to people moving in to the area
- the football stadium does not present well: it has poor architecture, is unmemorable as a place to visit and is unlikely to support aspirations for LUFC to return to return to the Premiership and international football
- the site has been developed in a piece-meal way and the lack of coherence in the built environment creates a poor aesthetic – this doesn't relate to expectations of 21st Century developments
- the site does not add to any sense of local pride and probably detracts from it: this is important because other local areas are run down and need improving

Other comments of note included:

- local business units don't look 'high tech' and there is nothing about the site that says "success" to the passer-by
- the state of the site doesn't encourage anyone to dwell in the area (e.g. to eat after a football match) and may even lead to vandalism as it doesn't look cared for by anyone
- the site is on the judging route for 'Britain's Cleanest City' judges, who particularly examine tourist facilities: at present this site could damage Leeds' aspirations of an award in 2008 – this could be a blow to the reputation of the city
- there is a problem with image associated with LUFC itself – stories of recent relegation and financial problems, player behaviour and lack of attention to diversity do not help to build confidence about rebuilding a site around them; linked to this the name and reputation of the stadium needs addressing – perhaps moving it away from purely a LUFC labelling to something associated with a wider range of activities than just football.

Young people had similar views: they thought the 'scruffy bits of land' need tidying up, the road itself needs cleaning up and an improvement to local footpaths leading to the site would be helpful.

### Quotes

*At the moment it is dowdy and not made the best of... the local area is mainly industrial but it is not high tech... the whole area does not say "success"*

*It wouldn't attract investors at the moment - there is a need to break the spiral of decline to get investment*

*The stadium needs upgrading - it is beginning to look tatty*

### 6.1.2 What needs to happen at Elland Rd in the future?

In response there was a more mixed view on what needed to happen at the site to improve the situation.

For local people there was a more cautious view on the potential for change, perhaps not surprisingly as they are less likely to see the potential impact on the whole of Leeds. In addition, due to their relative lack of mobility they are less likely to have been exposed to places that have been transformed for the better through radical intervention. This could be described as a lack of vision, but is perhaps better ascribed to its root cause: a lack of wider experience through travel and education about successful place making and the role of design and community involvement.

The most common comment to come from local people and community leaders was the benefit that the site could bring by providing or enabling more or better green and open space for the local area. This included a greening of the area – a point picked up again in section Three.

Amongst some local people, nearly all with an overarching view and people from elsewhere in Leeds with interests in the site, there were several clear messages emerging for the look and feel of future development of the site, which were strongly characterised by ambition and aiming high:

- It needs to be more of a landmark site, with a strong sense of identity and iconic architecture, design or features
- High quality architectural inspirations and solutions for accommodating busy stadiums could and should be referenced from abroad and in this country
- It needs to look and feel both safe and attractive and to present this image from all angles, including from the train and the M621
- The rest of the site should develop in synergy with the stadium, thinking about how it will be used by visitors; it should be developed as a busy and prosperous looking place where people want to go and spend time

- The stadium must be modernised in line with Premiership standards and there should be more facilities linked to the stadium
- Related to this, it needs to meet clear needs to avoid becoming a white elephant – described as the “Millennium Dome experience”
- There should be more trees, green and open spaces and general greening of the site as a key aspect of its identity and presentation

Other comments included:

- Capitalising on the opportunity to develop land to create something of both district and regional significance
- Providing better signage to and within the site (this will also help with the Britain's Cleanest City award for Leeds); signage should be visible and attractively lit and should be “shouting out” the home of LUFC and that Leeds is a great city
- The parking could go under the stadium - as at other stadiums
- A prominent entrance would be good and would help attract business

### 6.1.3 How should things happen to take advantage of the opportunities?

Consultees also made suggestions about how opportunities might best be realised. Linked to wanting to pursue high quality and a strong sense of place, some consultees, such as representatives of the Leeds Initiative partnership, emphasised the need to draw in good expertise and ideas and to do this through architectural design competitions. Some emphasis was placed on the importance of involving the community in a design competition process, and to engender a sense of involvement by a wider group of stakeholders in the development as it progresses.

A number of consultees expressed the need for the development to be imaginative – and one group indicated that this was important for preventing it becoming a white elephant that no-one is interested in. Again this linked to the call for iconic elements and several of this opinion also noted that the draft masterplan appeared to them to lack imagination and ambition.

A small number of consultees emphasised the need to attract sufficient investment to achieve something of the quality needed to be successful. This was elaborated by also mentioning the need for a business mix that differentiates the site from other leisure, cultural and sporting offers.

Another suggestion was that the stadium and associated facilities may become more generically branded so that it attracts a wider range of people for a wider range of reasons than its current LUFC/football emphasis. The Bolton Reebok stadium was quoted as a successful example of such branding.

There were some comments relating to the relationship of Leeds United Football Club and the Elland Road site:

- Getting the timing of development right, especially in regard to allowing time for LUFC to bring forward a better stadium and facilities, and looking ahead to future international football tournaments being hosted in Britain
- Working to enhance the reputation of the club in aspects at the same time as enhancing the facilities they will occupy and use
- Recognising the opportunity for LUFC to help get greater recognition for Leeds, nationally and internationally, through its progress and reputation

Although most people consulted appeared to assume that the impact of the masterplan would reach beyond the site, some, such as Leeds Initiative representatives indicated more specifically that it should perhaps extend up the hill towards Beeston. This reflected some local people's views that, for example, improving housing stock and the public realm in the wider area needs to happen in tandem with the realisation of the Elland Road masterplan.

excellence through international competition, and to seek to raise some aspect of the site to iconic status. Encouraging and supporting LUFC to overcome reputation issues, taking note of its progress as it does so and working within related time scales were also recommended.



#### Quotes:

*Make it an area where people want to go and spend time*

*It needs a sense of identity and an iconic feature*

*Although tastes differ good design will always stand out*

*Let's have something we are proud of!*

*But ... make sure it has a soul*



#### 6.1.4 In summary

There was a great deal of consensus that the site needs to be addressed to overcome a lifeless, partially derelict, outmoded and incoherent current look and feel. This was thought important to the city overall as a gateway site as viewed by visitors to Leeds and for boosting the image and opportunities of a local area with relatively high levels of deprivation. Factors such as improving perceptions of safety and attractiveness to visit and settle in to the area and encouraging investment were all motivators behind the comments.

Related to this there was a call, particularly from those who see this most strongly as a gateway site of significance to Leeds, for the development to be ambitious yet synergistic and judicious in its mix, to seek inspiration and design

## 6.2 Theme Two: Traffic management, parking and connectivity

### 6.2.1 How satisfied are people with the current situation and what are the key issues affecting people?

This theme was the most important for many of the consultees, and from every quarter, and the feedback generated was about 5 times greater than for any other single theme. It is of particular pressing interest to local residents in communities in a one to two mile radius as they currently experience a collection of problems associated with match day parking, traffic congestion and generally reduced mobility on these occasions. Some major sub-themes emerged and these are covered in turn:

#### Parking in residential areas

Residents and community leaders, including Ward Members, cited this as the main problem they have in relation to the operation of the Elland Road site at present. On match days significant numbers of football supporters do use the current on-site parking provision, but for a variety of reasons (see below) many choose to park in residential areas stretching more than a mile away from Elland Road – as far as Cottingley. As many roads in the area are narrow this leads to difficulties in thoroughfare, adding to traffic congestion and fears that emergency vehicles could not access some roads. The congestion causes access problems for residents wanting to leave their properties by car and for returning before crowds have dispersed.

In addition, a significant number of football supporters park illegally and inconsiderately so that virtually all grass verges and open ground are parked on (and presumably damaged) and residents' drives are frequently blocked. Some residents even report people parking in their drives and because they fear some fans' aggressive behaviour are afraid to challenge them.

Because football spectators are willing to park some distance from the ground and then walk the rest of the distance this means that local pavements become a tide of supporters, which some residents find intimidating. This spreads the litter problems too (see Theme Three).

There are some limited 24 hour Residents' Parking Zones. These are in the closest estates and appear to work quite well in terms of 'policing' although Ward Members note that parking fines are not enough of a deterrent for some people to stop them parking there. Beyond these areas residents report that the patrolling and booking of parking contraventions, which is now managed by the Council rather than the Police, is inadequate and as a result fans continue to park where and how they want to in neighbouring streets.

Overall, there is a strong feeling coming from the local community that they feel under siege on match days and there are high levels of anxiety about this situation getting any worse. Some of the most local people accept that there will always be some issues associated with living very close to a football stadium, but others in the local

community simply feel angry and let down that this matter is not being addressed sufficiently well, and may get worse if parking provision is reduced on the site and additional attractions are built on the land.

Hopes of what could happen in the future are covered in 2.2, but fears are very clear: people are most concerned that if parking spaces are reduced, but gate numbers go up (eventually) there will be a completely untenable situation on match days. There is a real fear that the arrival of an arena would have a similar effect to a football match, but 2-3 times a week all year round.

As stated elsewhere, fears over this are tending to cloud all other feedback about the site from the local residents' point of view.

Others with an interest in Highways, policing, and city policy and strategy all echo the problems the residents voice.

Supporters confirm that fans are very habitual in their behaviour on match days – always parking in the same place, at the same time, etc.

#### Parking provision on the site

Parking provision on the site was substantially increased to its current 4,000 places to accommodate larger gate numbers at the stadium during the European Football Championship games of 1996. In the period since then it has become custom and practice to travel to the football ground by car – and equally it has become an expectation by both visitors and locals alike that the ground provides this quantity of parking spaces. Despite this, local residents comment that 4,000 spaces is not enough to cater for need. This quantity of parking provision appears to be unusual for urban based football clubs and provides a challenge for the Council to make the site more sustainable in the longer term while balancing the immediate needs and issues of local residents.

The on site parking provision is used extensively but there is the reported issue of egress taking up to 2 hours after a match and control on which way drivers can travel due to Elland Road being closed in one direction. Coupled with the parking charge and under-capacity for all who wish to drive to the site by car this seems to be encouraging people to park 20 – 30 minutes walk away and finish the last of the journey on foot.

Leeds United Disability Organisation (LUDO) representatives point out that this is not an option for people with reduced mobility - who also try to reduce the amount of time they spend in the cars for comfort reasons.

Consultees with strategic planning concerns and supporter representatives also point out that there is a need to accommodate many tens of home and visiting supporters' coaches and there are issues in keeping fans segregated when accessing their coaches after matches. This is also covered in Theme Five.

### Traffic volume, congestion and its implications

Local residents, drop-in consultees and community leaders report a trend towards increasing traffic in and around Elland Road and for this to be causing congestion problems during weekday rush hours as well as on match days. Elland Road is a primary route to the city centre and a main route to the White Rose shopping centre.

Community leaders point out that at present car ownership in the local area is relatively low but if the area becomes more affluent there is a lot of margin for this to increase, probably making congestion worse.

The impact of the traffic levels through the area appears three fold. Firstly it reduces mobility in the area and access to it, particularly as it also holds up bus services, which do not have local priority bus lanes. Some bus services are reported to be withdrawn (e.g through Holbeck) during matches due to congestion. Secondly, it presents a traffic danger to people wishing to cross local roads. Young people report fears of speeding traffic and traffic volume on Elland Road in particular. This affects the mobility and perceptions of the area for younger children most; older children note improvement since two crossings were installed on Elland Road. A number of people called for the speed restriction on Elland Road to come down from the present 40 mph to 30 mph.

Thirdly, there are concerns about poor air quality due to traffic pollution and possible associated high levels of respiratory disease. Consultees point both to volumes of traffic and instances of standing traffic, especially on match days.

### Public transport provision, connectivity and logistics

This needs to be considered separately in match day and week day terms.

On week days, those with a transport overview regard the frequency and routes of services to be good, with a number of services connecting the area with the city centre and nearby local town centres, such as Morley, every 10 minutes or less during the day. Frequency falls off in the evenings and on Sundays.

Perceptions by residents and other members of the public are more mixed: some say that the services and connectivity are good, many more say that they are not adequate. It was hard to disentangle whether this is a reality and that service needs are substantially unmet, or sometimes more of a perception based on limited experience since there is evidence that frequent services do run from the area to the city, etc. It is noted that there is a review of bus services in Technical Note 1 of Appendix 3 of the draft masterplan documentation.

It does seem that the bus links *across* the area, between neighbourhoods, are fewer and that there is a significant connection gap between Elland Road and the arterial bus route of Beeston Rd/Town St (i.e. this would probably mean going up and down Wesley St). Without this it would be hard for people to connect from the main residential

areas of Beeston and Beeston Hill to Elland Road by bus. This would also mean that the new transport hub would be less effective in providing connecting services to local communities on a daily basis.

On match days some football supporters are happy to use public transport but most consulted said they were put off by perceived lack of reliability and information about services. First Bus, the principal bus carrier in the area, estimated moving several thousand supporters to and from the city centre/railway station and the ground on match days.

First bus do provide a bus shuttle to and from the city centre on match days, but users cannot use existing Metro Cards (prepaid transport passes) as the company says it cannot fund the service unless it charges separately. The charge of £4 is not seen as competitive with the £4 on site parking fee once there is more than one person in a car, and in addition there are comments that the shuttle buses used are old, the waiting area is cramped and has no shelter and the buses themselves get caught up in traffic congestion close to the ground.

According to an earlier transport study conducted in 1998 for a crowd capacity of nearly 29,000 (noted in Technical Note 1 of Appendix 3 of the masterplan documentation) approximately 10% of football supporters arrived (then) by either coach, by 'football specials' shuttle buses or regular service buses. In this same study 70% were found to arrive by car.

Consultees reported that the coach parking appears to be just adequate at present, except in the matter of the ease of keeping fans segregated and away from streams of traffic (covered in more detail in Theme Five).

Some supporters do also arrive by train and have to connect to the ground by bus or by walking – see below.

### Walking and cycling

Those consultees who had experience of cycling to the ground reported a difficult experience and concern about safety in heavy, fast traffic and numerous busy junctions. Consultees say they do not know of cycle parking or safe storage on site at present.

Pavements in residential areas are congested on match days but at other times walking through local neighbourhoods appears to present few problems, except for the issue of crossing busy roads. There are a number of pedestrian back routes that residents are keen to see kept after the development and where possible improved and maintained.

A number of fans habitually walk from the city centre and/or the railway/bus stations to matches. This takes them through what is now Holbeck Urban Village and other, less regenerated industrial/commercial areas. This is reported to be a difficult route, that has been getting harder to navigate since recent road and building changes, and culminates in the unwelcoming subway under the M621. The police report some fans trying to cross the motorway junction access roads after the match and there are

general concerns for pedestrian safety before and particularly after matches, when crowds are at their densest.

## Trends

Consultees relate anecdotally that both car ownership and use for attending football matches at Elland Road having gone up in recent years.

It is worth noting that the concept of consumer choice and convenience has been pushed at the public in many aspects of life so it is perhaps not surprising that consultees cite poor convenience factors as reasons, or perceived reasons, to feel that public transport is not currently the travel of their choice. Consultees did have ideas for addressing this, as reported in 2.2, below.

### Quotes

*We're unable to return home during matches*

*Reduced parking provision will spread the problem wider*

*There is inadequate public transport - e.g. buses won't go through Holbeck on match days and residents are tied to their homes while matches are on*

*There is a lack of trust that has built up over the years [on the part of residents concerning organisations responsible for transport matters and services]*

*The cycling and walking connections to the site are poor*

## 6.2.2 What needs to happen at Elland Rd in the future?

In response to the experiences and concerns, suggestions are grouped as follows:

### Integrated transport and match/event/membership ticketing schemes

This concept was the fore-runner among all suggestions for promoting public transport to and from the site and was quoted by a good cross section of consultees. People who had experienced this at stadiums in Europe were particularly enthusiastic about its potential.

Suggestions meant ensuring that a public transport pass of some kind is obtained when people buy match or event tickets (no one mentioned sports facility subscriptions but it could equally apply). It was unclear whether all thought this was automatically paid for with the ticket, or would simply be a simple option to add to a ticket purchase. The prevalence seemed to be for the former as the psychology of not wanting to pay twice for travel was quoted as part of the success elsewhere. Providing accurate, user friendly information about public transport choices would also be key to the success of the scheme, as well as making the passes valid for the right travel zones and time periods.

Ideas of how such schemes could be encouraged are suggested in 6.2.3.

### Making public transport more attractive and user friendly

This is also about making public transport easier to run efficiently as the two are closely linked.

A number of elements need to come together, such as:

- Reducing uncertainty about the reliability and convenience of bus services: more information readily available in advance and real time information en route, frequent services at busy times on popular routes, easier connections and good integration with other transport modes.
- Making buses faster than cars at peak times - by giving them priority bus lanes; the issues of lack of space to do this in Elland Road were mentioned, as was the possibility of a peak time bus lane on the hard shoulder of the M621 between J3 (city centre) and J1 or J2.
- Closing gaps in bus provision between local neighbourhoods and the site and existing arterial bus routes (e.g. up and down Wesley St to the regular service on Beeston Rd).

### Making walking and cycling more attractive and safer

Those with experience of the route between the city/ railway station were full of ideas for making the route for pedestrians and cyclists more attractive and safer. They recommended good access onto the start of the route (e.g. out of the back of the railway station), visible, informative signage on the route as a travel option, and the creation of a user-friendly, well signed and clearly legible route capable of accommodating crowds at peak times. Some saw the potential for cafes and refreshments stalls along the way.

At the end of the route careful treatment of the M621 'crossing' was envisaged - a better subway, designed to minimise safety issues.

Safe bicycle storage conveniently placed on site was also recommended.

### Tram and train links

Many people expressed interest in a railway station or halt on the edge of the site. On hearing that the suggestion was already considered to be too costly because of logistics problems associated with line capacity there was a mixed reaction of acceptance and feeling that money could be found if the site was important enough to interested parties.

Others suggested investigating the possibility of Cottingley station as an alternative, albeit that it would need a shuttle service from there to the site and that routes in between are already congested. In general the concept of arriving at the site by train was attractive.

The possibility of trams were attractive to some as they would have mainly dedicated tracks to ensure speed and efficiency.

### Catering for the car

Local residents, community leaders and some with an overarching view of the city advocated providing more car parking on site, not less. There were repeated suggestions of a multi-storey car park to provide more capacity in a smaller space, but no discussion of possible egress issues or safety fears. Metro reported that their research shows the general public have safety concerns about multi-storey car parks.

A significant number of consultees with a strategic/policy interest in the city, plus drop-in consultees, suggested that a good use of the site would be a park and ride facility for the city centre for weekday daytime, which would be the site's off-peak times. This would potentially leave parking provision to be used for matches on Saturdays and concerts in the evenings if an arena is built on the site. One suggestion, from senior figures in the city, was that to make the site iconic and practical the site needed a design competition for a tower car park of outlandish design (inferring a kind of Guggenheim\* effect from the architectural statement this would make).

There was some enthusiasm by the supporter representatives and others for the development of a park and ride scheme, with shuttle bus links, near J7 of the M621 at Stourton. They pointed out that the value of this for site transport planning depended on the shuttle buses having priority over other traffic and people seeing this as a quick, convenient and cheap option over bringing their cars right to the site.

The Government Office pointed to the number of parking spaces indicated in the draft masterplan as a maximum rather than a minimum number for a stadium development of this size. This is in order to fit with regional planning

policy guidance on transport which is designed to encourage the promotion of more sustainable forms of transport. This fact would suggest that debate around higher numbers of car spaces being provided on the site must depend on the possibility of whether there may be any exceptions to following this guidance and if so what arguments could be brought to bear to put a case for this.

### Other comments included:

Making more room for adequate transport provision and safety. The current building line of the stadium up to the pavement on Elland Road precludes widening the road to put in dedicated bus lanes or widening pavements to allow Elland Road to be open in both directions after matches.

In addition, one consultee from the business community noted that the Leeds Unitary Development Plan Policy LT4 on Leisure and Tourism makes accessibility for all sections of the community the first priority and in relation to this states that 'locations [for the development of major cultural and sporting facilities] need to be accessed by the regional road and public transport system'. The implication they draw from this is that such development would be more appropriate in the city centre.

### 6.2.3 How should things happen to take advantage of the opportunities and mitigate problems?

In addition to the suggestions below one consultee, with a private sector interest, advised: we need to make a decision about whether we want people to drive to the site or use public transport – at the moment the masterplan is trying to accommodate both. Whether the mix and the message is right perhaps need testing.

### Research and feasibility suggestions

- Look at successful examples of stadium travel plans elsewhere, particularly in other parts of Europe and in the US (the consultees were not necessarily aware of existing technical studies as part of the masterplan work which have already examined best practice use and transport management at UK stadia).
- Get more information from the fan base about where they travel from, how they travel and what influences their choices in order to design a successful integrated ticketing-travel pass scheme
- Business planning needed for bus operators to assess business implications of combined ticketing-travel pass packages
- LUDO could be asked to conduct a survey of travel modes and issues by disabled football fans in Leeds
- Groups such as LUDO could help identify issues, patterns and potential solutions regarding disability access related to travel to and on the site
- Look into other Park and Ride location options nearer the site, and the potential for using Cottingley station as a train link. (Note that studies on the latter suggestion

have already been addressed in the masterplanning process)

- Need to canvas local people and general public regarding which junctions need improving, including where to locate crossing points.
- More technical information may be needed by bus operators concerning operational demands of moving significantly greater numbers of people by shuttle buses off the site after football matches (in the event that gate numbers rise considerably)

### Tools

- Use of, e.g., LUFC website and fanzines to provide clear information on public transport, walking and cycling routes and any Park and Ride facility.
- Design and Access Statements could be called for as a condition of development and for these to extend all the way to the city centre.
- The masterplan geographical scope could be extended to include key walking routes and residents' parking zones that are linked to the use of the site.
- The Council is advised to carry out Public Accessibility Planning to identify potential problem areas in the site travel strategy – software is available to do this

### Mechanisms and interventions

Suggestions included:

- Instigate transport pass–event ticket packages using deals between site operators and transport providers. Metro will be prepared to broker deals. It was suggested the site operators should fund this themselves.
- Metro expressed that this sort of mechanism needs to be part of the planning conditions to achieve a modal shift in the way that site visitors travel
- Green Travel Plans to be a requirement of planning proposals; they could include a Metro card for travel across West Yorkshire as part of the employment package for site based staff
- A Travel Plan would form part of the planning for the potential Police HQ (this will need to incorporate a complex array of shift patterns)
- A s.106 order could potentially be made to pay for the design and implementation of a safe and attractive walking and cycling route from the city centre/railway station and the site. This to include signage and promotion of the route.
- If Residents' Parking Zones are extended they will need funding which could potentially come from s.106 monies; if extended, the way they are operated needs to be designed and implemented to be user friendly and fit with local needs and lifestyles.
- Emphasise the value of good business practice in reducing carbon emissions.
- Leeds Property Chamber would be willing to facilitate arrangements between businesses to address transport

issues and help find workable solutions to site challenges.

Whereas all the above places emphasis on reduction of car use, there were many consultees who wanted to ensure that parking on the site – and more especially not in local side streets – was a viable and attractive option and had the capacity to cope with demand.

### Documents and plans suggested to be consulted:

- SPD on Travel and Transport
- Links need to be made with regeneration plans in Holbeck Urban Village so that the masterplan dovetails well with the adjacent regeneration

#### Quotes:

*Must have a multi-storey car park like at Manchester and Sheffield - it is totally unacceptable to use our streets as free parking.*

*Adequate parking on the site is a must - should take all cars from the football and any other development*

*[We need] Quality, fast, efficient public transport*

*Stop Elland Road becoming a rat run at peak times*

*A direct route is needed from the city centre to the football ground that bypasses Elland Road - we need a direct link from the motorway system to the site*

*Residents' permits are not acceptable - what about visitors?*

*We need more than one visitor parking permit.*

### 6.2.4 In summary

The impacts and convenience of travel to the site were the strongest theme of the whole consultation. The local community had a very strong view that it needs to be protected from parking and traffic load nuisance as things are at present and are adamant that the negative impacts

of traffic congestion and parking in local streets should not be allowed to get any worse.

They see the scenario of LUFC gate numbers going up at the same time as parking places are reduced on the site as untenable, whilst the fear that an arena on the site would bring nuisance on a far more frequent basis is also of particular concern. They are not, in the main convinced that sufficient people would switch to public transport to mitigate the problem. They recognised that extending Residents' Parking Zones around the site would help to reduce problems for them but these schemes would only be acceptable if they are well managed and designed with the convenience of residents in mind.

Achieving sufficient modal shift to more sustainable transport was high on many people's agenda with a strong view that the site operators had key responsibility to encourage and finance this as part of their business planning. Others, from the public and the private sector, would be willing and able to support them and broker partnerships as necessary. There was a strong theme regarding making public transport more convenient, cheaper and desirable than driving right into the site, especially for big events. Popular ideas included travel passes/ticketing deals, provision of first class information about transport choices, bus priority lanes, making buses, etc, more attractive and user friendly and reconsidering the potential of train and tram links. This needs to be balanced, in local residents' minds, with making parking on the site so difficult that it forces drivers to seek free on-street parking elsewhere in their communities.

Other ideas included making a safe and legible walking and cycling route from the city centre and maintaining or upgrading local walking links to neighbourhood south of the site, all potentially to be paid for from the development.

Consultees, mainly from outside the community, were often keen to investigate the potential of the site becoming a park and ride facility for the city centre.

The consultation appears to provide strong evidence that the current arrangements relating to transport to and from the site create a car friendly culture that contrasts quite sharply with relatively unattractive current arrangements for more sustainable modes of transport. It would seem clear that any proposals coming forward need to address this situation and make significant improvements towards achieving a successful modal shift from private car to sustainable travel. A particular challenge will be the management of this shift in such a way that local residents' concerns about parking and congestion are met in the short term while seeking longer term sustainability goals, and that the site receives sufficient visitors to make it viable and attractive at all times of the day and week.

A number of additional studies were suggested by consultees, as set out in section 2.3 with comments on those that have already been provided within the masterplan, to ensure that decision making is well informed, meets people's needs and fits with existing transport policy guidance.



## 6.3 Theme Three: Environmental Quality and Management

Key sub-themes emerging within this Theme are concerned with the provision and management of green and open space for community use, litter control and waste management, street cleaning, carbon emissions and air quality due to heavy and standing traffic in the area. The latter two are discussed in Theme Two rather than here.

When looking ahead there were many suggestions for making the site an example of good practice or even leading edge practice for environmental quality and management.

### 6.3.1 How satisfied are people with the current state of the environment in and around Elland Road ?

#### Litter and street cleaning

Local people, especially young consultees, were quick to mention problems with litter left after football crowds on match days and an increasing volume of broken glass.

Although street cleaning clearly does occur after matches and the Council Department responsible for this is aware of its importance and would like to increase the frequency around Elland Road, at present there is no additional funding for the extra level of service that this requires.

Much of the litter comes from takeaway food wrappings and tends to be thrown away on pavements, open ground and even into gardens over the distance from the ground that football supporters park their cars – this is because they often return to their cars to eat takeaway food after a match.

There appeared to be no recycling schemes to collect bottles and other packaging for takeaway refreshments and not enough bins to encourage more responsible disposal on days when the volume of visitors is high.

#### Open and green space

Another strong theme concerns the quality, provision and maintenance of local open and green space. There was a strong call from virtually all quarters for more and better quality open space for people to use for recreation and for there to be no loss of existing green spaces and linking routes to them. The shortage of quality open space locally was especially emphasised by community leaders, and nearly all consultees made the connection between providing attractive places to go as a way of bringing people together in relaxed surroundings to support a greater sense of community. This is further explored in Theme Eight.

#### Maintenance and site presentation

There were some very local concerns about levels of maintenance of ginnels, garage areas and some houses in the nearby Heaths/Heathcroft estate, with young people in particular citing this as affecting feelings of safety in moving about the local area: where areas are overgrown or very run down they feel more threatened.

From the Council's Environmental Service perspective there are two matters of strategic importance. The first is that the whole local authority is accredited to EMAS, a European environmental standard that requires certain types and levels of environmental management for the accreditation to be upheld. Council run sites need to conform to this. No concern was expressed about this regarding Elland Rd currently, but its implications may need to be considered in the future.

The second is that as part of the Vision for Leeds the city is aiming to win a 'Britain's Cleanest City' award by 2009 and a European award by 2020. The award is essentially centred around being a 'green' city but an aspect of judging includes provision of facilities for tourists such as easy access, good signage, good transport links and services, general tourist facilities and a high level of cleanliness and attractive presentation. Elland Road is significant in this bid in that it is on the judging route and, if the masterplan goes ahead along the proposed lines, will clearly form part of Leeds' tourist offer.

As covered in Theme One, all consultees noted the poor presentation of the site currently, particularly singling out the semi-derelict nature of the car parking land and the piecemeal architecture of the stadium and surrounding buildings.

#### Traffic pollution

Other recurring comments relate to the impact of the volume of cars passing through the area on the M621 and on Elland Road itself, and to standing traffic on match days. Consultees from different quarters, including Ward Members, Beeston Forum and Environmental Services, expressed concern about local air quality as a result, and potential impacts on the health of the local community.

#### Quotes

*It is bleak, dusty, drab... it must be grim to live next to the stadium*

*Would be nice to tidy up the scruffy bits of land ( a young view)*

### 6.3.2 What needs to happen to improve and care for the environment at Elland Rd in the future?

The importance of taking the opportunity to make the site, its built elements and its operation environmentally responsible was clear across all consultee types. A significant number of both community members and more specialist consultees indicating that this should go beyond mere compliance with current standards and that it could be a showcase or even a pilot for design, implementation and practice in protecting and enhancing the environment.

As in Theme One, some of the weakest interest was lodged in local people and some community leaders who connected improving the local environment with acquiescing with change on the site. For these people it seems that their fear of increased traffic and noise, which they see as an inevitable consequence of the redevelopment, is clouding their ability to be objective about other shortcomings and needs in and around the site.

However, these same people also tended to mention that the current building line abutting the pavement on Elland Road is oppressive and prevents any green buffering around the stadium.

The recurring suggestions can be grouped as follows:

#### Tidying up the area and keeping it tidy:

- This includes local areas of open space, footpaths and passageways nearby and some housing that lets down an otherwise well kept estate
- Better resourcing for prevention and cure of litter on match/event days: education of retailers and the public to be more responsible in producing less waste and dealing with it appropriately; more responsive, frequent and wider street cleaning; more bins placed where they are needed (and to be emptied); recycling of packaging materials to be encouraged and supported.

#### Open and green space:

Many expressed the perceived value of creating improved and high quality open (not necessarily green) space in the public realm on the site itself with comments such as:

- it is a priority, but it must be robust enough to cope with large volumes of people while still giving a good sense of place
- the public realm and its design and treatment should be considered at the outset, including how it will perform and be maintained to a high standard without excessive cost
- it needs to be attractive and eco-friendly to encourage relaxed interaction so that people are drawn to the site and stay longer (so helping to meet other site objectives) and gives local people a reason to visit or dwell longer and be informally sociable
- additional aspects such public art in the environment will make the site distinctive – an important part of its attraction and durability of appeal
- the building line should be pushed back from the pavement on Elland Road to make way for green or

other buffering and a better pedestrian zone between the road and buildings

- designated and maintained green walking and cycling links in and out of the site would improve the sustainability of transport provision and provide green corridors
- where natural habitats are lost due to redevelopment of derelict land, consider providing alternatives in the vicinity – such as along railway embankments, green routeways, etc
- having additional attractive places to go in the area is needed – i.e. new and improved public realm where it is possible to sit, talk and meet people – but it must be well maintained and feel safe to use
- having more places and spaces locally for young and active people to use in leisure time – e.g. for informal sports activities – again it must be well maintained and be perceived by local families as safe to use

#### Low impact built environment design and management

There were many comments relating to the current interest in carbon emission reduction which emphasised the importance of minimising the site's future carbon footprint, but also concern over other impacts and resources:

- Design of buildings and landscapes should pay attention to energy efficiency in construction and operation, including exploring potential for on-site renewable energy generation
- New housing stock in particular should aim to fit with the local housing management agenda of 'affordable warmth'
- Use of sustainable materials in construction
- Sustainable drainage and water management – including capture and on-site storage of rainwater run-off as an ecological feature
- Sustainable waste management should be designed into the site layout at the outset - e.g. underground collectors for recyclable material with access by collection vehicles
- Minimising light pollution through design is good practice anywhere but particularly important given the need to light the site well for safety yet its proximity to a residential area

The potential for organising architectural design competitions to bring forward a wider range of good practice approaches and solutions was connected to the above aspirations.

#### Construction issues

- A small number of people emphasised the need to minimise noise, dust and the impact of construction traffic during the construction phase. Concern was raised about construction traffic using Elland Road and

residential approaches.

### Operational issues

- Environmental Services (of Leeds CC) strongly emphasised the need to choose surface treatments with maintenance and cleaning in mind, and to design the layout of all elements to be accessible by standard or readily available cleaning plant/equipment. It is a practical reality that if machinery can't be fitted between, e.g. sign posts, then surfaces will have to be cleaned more expensively by hand, or not at all.
- A similar situation pertains to the emptying of drainage gullies: they must be accessible by the minimum size vehicles (and most are HGVs)
- There is the potential to pilot electric cleaning and maintenance vehicles given that local air quality is already of concern
- Operators/site businesses should be encouraged to maximise recycling, not only by themselves but by their customers who buy their packaged retail items
- Any adjacent new housing could be a pilot for testing new recycling regimes, piggybacking on operational services on the rest of the site
- The benefits of bulk green purchasing by on-site businesses could be extended to local residents - e.g. provision of very cheap (or free) energy efficient light bulbs
- Other comments related to promoting sustainable transport as a contribution to reducing the carbon footprint of the site and other aspects of environmental quality.

### Other environmental issues

One consultee from the business community noted that although there was a need for environmental improvements on the vacant land, providing major leisure development in what they considered a 'less-than-sustainable' location would not necessarily deliver against environmental targets. They suggested that a range of other developments, including simply formalising the current parking into surface park and ride facilities, would enable environmental improvements on the site.

### 6.3.3 How should things happen to take advantage of the opportunities and mitigate problems?

There is clear need for co-ordination of thinking, design guides for sustainability and drawing on adopted codes of good practice across the Council and other responsible bodies. This would include the following suggestions made by consultees:

#### In the design and planning phase:

- Getting expert advice, and agreeing standards to be met, for sustainable drainage and treatment of run-off (this exists within the Council)
- involvement of LCC Environmental Services in assessing design of the public realm and management plans for fit with current cleansing practice and equipment

- Measuring air quality over a sufficient period to establish the extent and nature of any problem, prior to developing a design and operational response
- Encouraging design that will have low embedded energy, low carbon emissions in operation and exploring the potential for integrated renewable energy
- Getting commitment and support to aim for the site being carbon neutral

#### In the operational phase:

- The Council providing impartial advice to operators and retailers on reduction of litter, encouraging recycling and meeting their Duty of Care obligations as businesses
- Obtain an agreement for better funding for cleaning and waste management services
- The establishment of a joint management organisation that can co-operate and co-ordinate on environmental and other sustainability matters could bring mutual benefit to all concerned

#### Quotes:

*Sustainability, usability, practicability!*

### 6.3.4 In summary

Perhaps not surprisingly given the current interest in environmental issues, especially in relation to climate change, this theme excited a wide range of consultees to look for the possibilities that this site could afford.

This suggests not only meeting accepted standards of environmental performance but also trialing new approaches and partnerships to be innovative and go well beyond current minimum requirements. The concept that the site could not only regenerate this part of Leeds but could also showcase leading edge sustainability in a commercial setting was inspiring to some. Using this as a differentiating factor with consumers was behind some of this thinking and looks increasingly to make business sense.

As described, some of the measures, such as sharing the benefits of bulk green purchasing, may require little outlay beyond commitment and organisation. Other interventions will require more up-front investment, but the principle of sustainability is to look at the long term cost-benefit equation. The challenge will be to make this as easy and attractive to the key players and decision makers as possible and to make timely decisions that integrate good practice into design and operation from the start.

## 6.4 Theme Four: Economic considerations, including employment

### 6.4.1 What issues and opportunities do people see for economic development and employment in the redevelopment of the site?

There were three main sub-themes brought out in this theme. The main theme of interest to many of the consultees was the prospect of local jobs for local people and associated issues and opportunities around their suitability and accessibility. The impact on local businesses and the potential to start new businesses on the back of the development opportunity was another strong theme discussed by a cross section of consultees. The final main theme was discussed mainly by those with a strategic or overarching view of the future success of Leeds: this concerns the potential impact of the development for inward investment into Leeds, and South Leeds in particular, knock on effects in regeneration terms and considering threats to and from competition elsewhere. Commercial viability of the site was an aspect of this part of the feedback.

Feedback relating to each of these sub-themes is grouped below.

#### Local jobs and training for local people:

The potential for new employment positions that could be occupied by local people, whether and how they could access them easily was a major area of feedback and discussion.

Many thought that local people ought to be actively enabled into a position to access local jobs and career enhancement at the site, and as such this should not just be for the lowest paid jobs with few career prospects.

Those with an interest in promoting regeneration, including community leaders, were quick to emphasise the importance of raising the area out of its current measures of multiple deprivation. Some, with particular experience in regeneration, noted the value of a general rise in employment levels across a community, not only in terms of straight economic benefits but also in raising confidence. They express the value of getting buy-in by and for local people to any new development in a deprived or regenerating area.

Many consultees advised that simply providing some new jobs in the area was not the answer to maximising the potential benefit. Issues they brought up included:

- Overcoming a culture of worklessness in some local families, including those who are entering a third generation without work experience, and generally ensuring that the local community have the skills, appetite and aspirations to put themselves forward for the complete range of new jobs
- Making a good range of levels of job accessible to local communities, including those with proper career structures and opportunities; it would be a divisive and

damaging issue if none or few of the higher paid, career positions went to local residents

- Overcoming language and cultural barriers to the BME community playing a full role in any recruitment drive for the site: e.g. it was suggested that some traditional families might block their daughters going to college to learn special skills necessary to gain the new jobs (i.e. rather than get an existing job in or outside of the area) as they may view college life as lacking the discipline of the workplace
- Concern that local people would need experience before they could get the new jobs
- The need to co-ordinate training and job access support in the area to ensure a good fit between the requirements of any new jobs and the local labour market
- Recognising the need for people in nearby neighbourhoods to have access to local transport links to get to work on the site, and for any safety or perceived safety issues to be adequately addressed (especially as new jobs will likely involve shift work patterns to serve a new evening economy on the site)

Other matters relating to local jobs for local people included:

- Young people emphasised that new jobs in the area should be long term: those interviewed from the immediate local area expressed interest in skilled construction and engineering related jobs during the development phase (although these are by definition shorter term in the local area they could lead to good jobs in the wider Leeds area)
- The need for more a wider range of local jobs suitable for the often well educated spouses that come from overseas to marry into the local BME community. The qualifications of these, mainly young, people are not always recognised in the UK so they often need retraining or new careers in order to enter society here. They may have language barriers to overcome at the same time.
- If the police relocate their Divisional HQ to the site they will initially bring a full complement of existing staff with them (officers do not have a choice of where they are posted within an area), but as vacancies arise through transfers, etc, the Police would be interested to recruit their replacements locally: they see a clear benefit in local people being employed as part of the local police force
- There needs to be a decent wage for the jobs to encourage uptake; a small number of members of the public felt that unemployment was not an issue locally (but these people were probably not from the local community)

There was no general sense of agreement between members of the public at the drop-in as to what aspect of the development could bring greatest socio-economic benefits.

### Local businesses:

The Police note that if they relocate their divisional HQ to the site there will be significant new benefit to local businesses. Although not all purchasing decisions are controlled at local level, they have a policy of purchasing many services, e.g. such as window cleaning, locally. It is their policy to make proactive efforts to encourage local businesses, including those run by the BME community, to bid for such contracts. In addition, fuel for vehicles is typically bought locally and officers and staff tend to buy food and other sundry items from local shops and businesses.

Others note the potential of the 'pyramid effect' of new, sizeable business operations on surrounding smaller businesses that can supply goods and services, but in contrast some noted the tendency most bigger chain enterprises to buy centrally and not locally.

Local people appeared not to be worried about the effects of the development on local businesses, noting that some already do well on match days, while others close deliberately to avoid alcohol related incidents on their premises. The BME community representatives felt that local people would be interested in new business opportunities afforded by the development.

Capturing the value of the purchasing power of incoming new businesses and visitors for the benefit of the local area was expressed as being highly important.

### Suggested investment, regeneration and competition issues:

- As this is a gateway site that impacts on the image of Leeds as a whole, investment in quality design here is of critical importance for the reputation of the city; others also emphasised the need for quality design and management to draw people to use the facilities and to generate repeat business and good word of mouth reputation.
- Concern that the football stadium may become unused unless the position of LUFC is stabilised: what would happen to the scheme, and the site, if Leeds lost its football club? Would it be possible to put an office development on part of the site to increase commercial viability (especially of the football club failed)?
- Leeds Initiative queried whether the arena would bring many jobs/job opportunities to the area and so any economic benefit of locating at Elland Rd could be outweighed by loss of other potential benefits compared to locating in the city centre (i.e. in terms of secondary spend).
- The complications of the patchwork of land ownership and numbers of different players in the development was queried as a potential barrier to the success of the scheme
- The Police noted that crime reduction and increased sense of safety due to the proximity of Police HQ may help positive decisions about new investment into the area.

- The Civic Trust suggested that the sort of development shown on the masterplan would be unlikely to attract local people and would mainly appeal to a city/regional market: if this were mainly located in the city centre it would generate more benefit for the city and enjoy better support infrastructure

#### Quotes

*Jobs could be created. A thriving football club would attract businesses to the area. A casino would work here. An arena would be better in central Leeds.*

*Keen to see the area become a more vibrant place - the scheme as proposed will become a more vibrant place.*

*A casino won't benefit employment in the locality - jobs would be part time and unsocial hours.*

*Very pleased to see retail as an option .... Swansea sports stadium incorporates retail .... and it offers an all round better attraction*

### 6.4.2 What needs to happen at Elland Rd in the future?

Feedback followed the themes set out in 6.4.1:

#### Local jobs and training for local people:

- Occupations on the site need to be 'inspiring' as well as providing paid jobs – the implication being that they could stretch people and offer new experiences.
- People in the local community will need to be facilitated into new types of employment and, for some, to break a long term worklessness culture
- Needs more training linked to recruitment; advisory and mentoring services could help overcome barriers of confidence or culture to help younger members of the BME community come forward for new job opportunities
- Promote travel planning with the new jobs by brokering deals with transport providers as part of job benefits packages
- As part of lifting the aspirations of the whole area the Leeds United Learning Centre ( for young people excluded from school) needs to be reinstated at or near the stadium/ football club

### Other job/ training access matters

- Ensure that jobs are accessible to people with disabilities

### Local businesses:

- To protect local businesses from undue competition the amount and type of retail on the site should be ancillary to the new leisure facilities - care should be taken not to force local long standing small businesses out of business
- Local businesses and would-be entrepreneurs probably need to be helped to take advantage of the new local purchasing power of on-site businesses.
- The potential economic impact of the relocation of the Police HQ could be estimated and profiled to optimise its benefit (i.e. by making sure needs are met locally and local businesses are ready and fit to compete for contracts)
- The incoming new businesses will themselves become local businesses: the advantages of engaging with the local community in many ways, especially through quality jobs and subsequent staff engagement, could include staff loyalty and greater community loyalty about caring for the site (including potentially reducing vandalism)
- Local start up business units could be incorporated into the site at advantageous rates

### Investment, regeneration and competition issues:

- Ensure there is sufficient available finance to fulfil the vision.
- Make the site a showcase for quality design and a site with iconic status
- There is a need for joined up initiatives to slow down the current through flow of residents in the local area, particularly if they begin to access better jobs and careers on the site. This might involve addressing a range of socio-economic factors, such as help with bringing up families, offering a better choice and mix of local housing and the chance to get on the home ownership ladder, a better local environment and so on. It may be possible to create local job-housing ownership ladder packages as incentives for people to better themselves and settle in the area.
- In line with helping local businesses there needs to be efforts to keep some of the money coming into the site in the local area. Concern was raised that big business on sites like this tend to take money straight out of the area.

#### Quotes:

*Benefits to be brought to the area are economic growth and more to spend on improving the area and landscape. The sort of help we would need to enable us to take up new jobs would be transport, for us to be kept informed of vacancies and a promise that local people would be granted "first choice" of any suitable jobs.*

*The Council needs to encourage investment in LUFC itself*

*At the moment big ideas - need to encourage small business development too.*

### 6.4.3 How should things happen to take advantage of the opportunities and mitigate problems?

To address the issues and opportunities of getting local people into the right jobs and careers on site consultees advised initiatives with the longest possible lead-in times, sufficient commitment and investment, and careful co-ordination and facilitation of businesses to co-operate on recruitment initiatives for their mutual benefit. Key points included:

- The benefits of agreeing Job Guarantee schemes with incoming businesses: this will ensure a certain % of new jobs will go to local people and the means to effect this
- The need to encourage new businesses coming to the site to engage with the local community as effectively and as early as possible; evidence from elsewhere shows that successful and timely local investment in labour market engagement yields more benefits all round
- In such a situation it is advantageous for the group of incoming businesses to form a partnership to work together on securing appropriate local skills training, local engagement processes and successful, efficient recruitment drives. Forming a partnership removes unnecessary competition and enables funding streams to be more easily directed at local recruitment and up-skilling projects
- Such an initiative needs co-ordination and leadership: there needs to be a team to spearhead it and support and facilitate any resulting employer partnership
- The hope that training opportunities can be built into the new developments and that (at least some of) these can be provided through local colleges.

- There needs to be an analysis of how many and what type of jobs will be created, what training programmes will be available in-house, what training and skill gaps will remain to be met in the local area
- Funding needs to be put in place for pre-recruitment access and training programmes - e.g. using locally designated LEGL funding to get young people into jobs and encouraging the creation of apprenticeships
- Consider involving Construction Leeds and the Construction Academy to help get the local labour market skilled for the forthcoming site construction jobs

### Market research

In considering securing the right new investment on the site a number of consultees expressed the need for timely and careful market research. This should identify which sports and leisure offers could successfully be offered on the site, where and how there will be competition and if and how this matters for choice and positioning, and differentiation. Also to inform other matters such as accessibility by the market, ability/willingness to pay, how to keep the site lively during all opening hours and more. This cross-relates to Themes Nine and Eight.

### Involving local businesses in development

One consultee advised that ways should be found of encouraging smaller businesses to be involved in the redevelopment itself, especially as they are often more sustainable and linked into the local area. Contracts could be broken down into smaller chunks that are within the capacity of smaller locally based businesses.

#### Quotes:

*Help needed with preparation for interviews and application forms.*

*Urge big companies to purchase locally and be seen to be green.*

The incoming businesses need to be encouraged, supported and facilitated to work in co-operation to effect this, and to promote the value of good social responsibility policies. Support for the community to engage with the new opportunities will also need to be provided. Wherever possible, preventing the money coming into the site once it is operational from leaking straight out of the area will help to make the site more sustainable.

Some consultees see that the job creation and local economic benefits of some of the proposed development on site as minimal and not worth the disbenefits they see in locating certain elements elsewhere, such as the city centre. These comments especially relate to the casino and the arena.

Consultees also advocate a joined up approach in maximising the positive economic impact of the development. For example they suggest ensuring that local transport, housing, amenity and environmental quality is part of an overall package of reasons to stay or relocate to the area for those obtaining the new jobs on the site.

### 6.4.4 In summary

Many consultees see the potential benefits of area regeneration, new local jobs and the purchasing power of new incoming business, although the potential scope and scale of this impact is as yet unclear. As and when businesses begin to think about setting up on the site there are clear benefits in starting a co-ordinated programme of local community engagement, especially to link with the local labour market and business community and to help develop the labour market to fit employee needs through pre-recruitment and subsequent in-service training. This will need profiling and local training establishments and funding need to be co-ordinated to lever maximum benefit for the area.

## 6.5 Theme Five: Safety and comfort

### 6.5.1 How satisfied are people with comfort and safety?

#### Safety

Many local people expressed generally feeling safe and at ease in the area of the site, despite it being quite empty much of the time. Exceptions to this are concerns about road safety, particularly at rush hours and on match days and occasional issues of crowd behaviour and management problems. In contrast, however, female members of the Muslim community in Beeston Hill expressed some fear of challenging white, male football fans for inconsiderate behaviour while using their neighbourhood – including swearing, shouting, dropping litter and blocking their driveways with parked cars.

Football supporter segregation is used, only when necessary, by police holding visitors in the ground until home supporters have dissipated. Visiting and home supporter coaches are not segregated currently so on many occasions fans get mixed up together in Elland Road, sometimes leading to incidents, but, notably, this is not always an issue. By placing visitors at the end of the ground nearest the coach park, the time they need to spend in Elland Road itself before they leave is minimised. There are some potential ‘ambush’ points along dispersal routes (e.g. near the motorway subway on the walk to the railway station) but incidents are mainly avoided through police intervention.

Fans and others feel that match days are well policed, with the occasional comment that sometimes the police presence is intimidating and can raise tensions.

#### Comfort

Comfort is a different matter in that users of the stadium note that it is not family friendly, and is mainly out of date in terms of design and facilities: fans strongly advocate the value of a stadium fit for 21st C Premier League football as a required asset for Leeds United to make a successful comeback.

A highly active disability advisory group, LUDO, which is part of the LUFC fan base, has worked with the club in recent years to meet many of their special needs. Those with a special knowledge about this advocate a more integrated and state of the art approach should the stadium be remodelled.

Recurring comments about current concerns included:

- Traffic volume and narrow pavements cause fear of walking in the area – especially for local children and young people
- Conflicts between heavy traffic and crowds on the streets, especially Elland Road itself, but also on increasingly busy commuter routes through residential streets on weekdays
- Walking routes between the railway station/city centre and Elland Road are not well marked and have become

more difficult with recent changes in the Holbeck Urban Village area; fans are often using narrow footpaths on busy streets and sometimes even try to cross the motorway and its junction (J2)

- The general discomfort and inconvenience of effectively being trapped inside one’s home, or barred by traffic control from returning to it, during match days was voiced by many local residents
- Younger children feel frightened by the crowds and their parents restrict their movements around the area on match days
- The need for more up to date facilities, such as family friendly toilets, in the stadium itself – at the moment the poor reputation of the ground puts people off bringing their children to matches and making it a family activity

Other comments of note included:

- Occasional heavy handed policing seeming to raise unnecessary tensions in football crowds out in the streets
- The current bus waiting area for fans after a match is very crowded, not sheltered in any way and can lead to long waits in a sometimes hostile and uncomfortable environment: this does not encourage the use of public transport, especially by families
- The lack of toilets outside the ground can lead to anti-social and/or dangerous behaviour
- Perception of crime may be greater than the reality; a poor physical environment can often lead to this feeling
- Older members of the Muslim community have become more wary of using public places and mixing with the rest of the community in the last 24 months so may stay away from the new development unless specifically encouraged to participate in it.



### Quotes

*There are places around the area where I feel unsafe - Elland Rd, Wesley St, Old Lane, Beeston Road - mainly because of the volume of traffic that is using short cuts to avoid busy intersections... what will be most important in the future development is to separate people from traffic.*

*As a local resident I never feel unsafe - except occasionally on match days when there are large groups of visiting supporters.*

*I feel unsafe on match days when there are crowds and fans clashing with other fans.*

## 6.5.2 What needs to happen at Elland Rd in the future?

Looking ahead, the strongest aspirational themes were about addressing pedestrian safety, making the whole site more usable and comfortable with good lighting and modern facilities.

### Worries about a casino in the community

A recurring fear was the impact of a casino on the area: there is a strong perception that a casino would attract 'undesirable' people and behaviour to the area, from criminals and criminal activity of an unspecified nature to prostitution. In addition, a wide range of consultees voiced strong concern about the wisdom of placing a casino on the edge of a residential area with existing multiple economic and social deprivations and problems. Their concern is that young people in particular will be attracted to use the casino and develop gambling addictions - a blight on them in itself - and a subsequent local crime wave to feed the addiction. These people on the whole feel that any casinos should be placed in the city centre or in more affluent areas - but certainly away from deprived communities.

### Good design and natural policing

In contrast to this specific concern, there was a strongly held view by a wide cross section of consultees that having more going on across the whole site in terms of people working and socialising in cafes, bars, restaurants and other leisure facilities would bring about a 'natural policing' and feeling of safety by people being around. The proviso to this was that the mix of offers needed to ensure it was

used 7 days a week and would not be "alive one minute and dead the next". Promoting use by local people on a regular basis and in off peak times was seen as a solution to this by local people and community leaders and fits with aspirations covered in other themes (Four and Eight).

There was an assumption that modern design of the whole site would include good lighting, accessibility for all, up to date facilities and that conflict between cars and pedestrians would be minimised.

### Crowd management

The police and football supporter organisations voiced the need to design for crowd management and the ability to manage fan segregation when needed. Keeping home and visitor supporter coaches apart and minimising the distance that the latter are from the visitor end of the stadium were recommended. However, as discussed under Themes Four and Nine, there is a balance to be had between the policing aim of emptying the area of football fans quickly, segregation (which tends to direct people in certain restricted directions out of the area) and making the newly developed site one where visiting fans could come early and stay late, possibly with non-fan partners and family, to enjoy and spend money in facilities on the rest of the site.

### Other recurring or strongly made comments included:

- Removing physical and other barriers to safe walking and cycling to the site wherever possible - particularly signing and improving a safer walking route from the city centre
- Providing wider pavements and car free areas for high volumes of people to walk safely
- Consider slowing traffic on Elland Road and possibly directing non-local traffic out of residential areas to reduce conflicts between pedestrians and vehicles
- Visible CCTV in areas where people will wait for transport
- Need to aim for Gold Standard design and management for car park safety and security (ref. ACPO)
- Metro has evidence that people perceive multi story car parks as unsafe to use (of relevance in case this becomes an option)
- Attended toilet facilities on the surrounding site could be made available to football crowds - if well managed Future design of the stadium and the whole site should avoid steps where possible and strive for sensitive interpretation of accessibility requirements in building regulations: this should look at the consumer experience, making wheelchair access easy into most of the site, and especially to well placed seating areas so that users can be with their families and friends (i.e. not corralled together) and to avoid the unintentional design of wheelchair traps - small raised or sunken areas that are difficult to manoeuvre through or out of by wheelchair users

- Policing on match days could be more low key if the Divisional Police HQ relocates on the south side of Elland Road; the potential presence of the operational HQ is thought by the police themselves to be a help in engendering a feeling of greater safety: the fact that foot patrols and car patrols would start out from the site and walk through the surrounding area would maintain a high, yet low key, police presence
- If the arena is built on the west end of the site there will need to be bus pick up and drop of points near to it – or the transport hub needs to be placed more centrally to avoid long walks through the site

### 6.5.3 How should things happen to take advantage of the opportunities and mitigate problems?

Football supporter representatives want to see future site businesses and the Council working together to promote safer, family-friendly facilities, accessible to all.

The police flag up the need for a new evacuation plan for the arena if it comes – this must be agreed with the police.

#### Quotes:

*I would like to see road improvements, crossings, lighting, crowd management... the future development will need to be of safer and more user friendly construction.*

*Not a big enough area for an arena.*

*[Give] Priority to those on foot - giving a more pleasurable experience [going to a match] rather than dodging cars*

*More happening things on the site will generate a feeling of safety*

Looking ahead, consultees have numerous suggestions for addressing transport, parking and movement safety and for making sure the site is fully accessible for people with disabilities and family friendly.

The key suggestion for keeping the site feeling safe is to make sure it is well used all of the time, and that it has a friendly feel, for example by local people adopting it for their own use and employment and helping to give it a sense of location – and soul!

A number of consultees, especially local people, expressed concern that a casino would attract undesirable people and behaviour to the site, and potentially bring more social and crime problems to the area. There appears to be a need to address the fears articulated either as real potential issues, or, if they are founded mainly on myths, to help people be better informed about the way a casino would likely be licensed, sited and managed on the Elland Road site..



### 6.5.4 In summary

The main issues around safety at present are connected with fast, busy roads around the site and the difficulties of keeping people and cars out of conflict with each other on match days, as well as operational difficulties with segregating home and visiting football supporters. People are occasionally fearful in crowd disturbances.

The main issues around comfort are the lack of family friendly facilities at the stadium which football supporters say is helping to keep family groups away from matches.

## 6.6 Theme Six: Provision of new housing and its quality

### 6.6.1 How do people feel about the prospect of new housing in Elland Road?

Consultees generally fell into two different camps over their reaction to the prospect of new housing:

- Those that thought it was a bad idea, mainly because it would result in more people living close to an area currently full of problems - i.e. football parking, crowds and noise which, as they see it, would only get worse if the rest of the masterplan proposals go ahead
- Those that see investment in new housing as a significant positive for the area in terms of demonstrating new investment, bringing new life into the area and widening the choice of housing;

There was a cross section of local community interests, football supporters, general public and 'city overview' in each camp although significantly a senior local housing manager was supportive of the idea. Whichever camp people fell into, they all agreed that if housing does go ahead then the right mix of properties and tenure and attention to design detail needs to be achieved, including good buffering from the rest of the site.

Overall there was more support for, than concern over, the idea of new housing.

#### Comments less in favour of new housing included:

- Young people expressing fear of change close to the Heath/Heathcroft estate: they worry about loss of play space, the residential area becoming more noisy and disruptive (they express satisfaction with its trouble free atmosphere at present) and anxiety about 'different' people moving in
- Community leaders, including Ward Members, and others don't see any advantages given that they say the local housing market is weak, that there is beginning to be an oversupply of flats in the nearby Holbeck Urban Village, and they fear that putting more people next to the stadium will only lead to more problems and dissatisfied residents given current problems with congestion, parking, etc.

The police noted that new housing could bring more policing issues but also noted that a nearby car showroom and other local businesses had not suffered from crime recently.

#### Comments in favour of new housing included:

- New housing can help to change perceptions of an area by demonstrating a willingness to invest – this is important for this area at the moment
- There is a need for a wider range of houses in the area and this would become one of a range of opportunities

to provide for that

- New housing would bring new blood into the area which would be a positive thing
- The link between new houses and new jobs in the vicinity could be very useful

All the comments about housing were made on the assumption that there would be affordable housing as part of the mix, and there appeared to be a strong presumption for there to be more than the minimum amount given local socio-economic conditions. Consultees in favour of housing often seemed to have affordable housing for local people in mind when responding.

The Government Office noted that Leeds is in the medium provision category for affordable housing and that it could be a useful site if the right mix is achieved.

#### Quotes

*New housing will always make a difference to an area.*

*It would breathe new life into the area.*

*It would lead to more complaints from the new residents.*

*New housing is simply not needed here and shouldn't be built*

*We would put up with the noise on match days to get better housing*

### 6.6.2 What needs to happen at Elland Rd in the future?

There was strong agreement across all consultees that the mix of housing types, sizes and tenure needs to be considered very carefully by reference to local need, demands in the housing market, policy and examples of successful practice elsewhere.

There was a general presumption against high density flats but other suggestions for housing type and size were quite wide ranging:

- One to two bedroom apartments (planning perspective and some drop-in consultees)
- Housing ranging from 2 bedroom units to 5/6 bedroom houses, all with private defensible garden space; the latter would enable the spread of provision suitable for the BME community currently concentrated in Beeston

Hill (housing management perspective, BME and some drop-in consultees)

- Houses with facilities suitable for the elderly and disabled, perhaps being flats or bungalows but mixed in with family homes (drop-in consultees and BME consultees)

Consultees in favour of new housing generally saw this as an opportunity to pave the way for better housing in the area and that any scheme should address opportunities in the current 'liveability' agenda, be of attractive design with tenure types mixed across the site. Consultees felt that good design thinking from the start could mitigate potential conflicts within the site and with its environs – this included making clearly defined, good public realm and defensible space, adequate car parking, easy access to public transport, and generous buffering from events happening on the north side of Elland Rd.

Quality of design and aesthetic and an overall desirable image would be important to attract families to settle in the area.

The BME consultees (who were all women) were particularly enthusiastic about the prospect of new housing choices that met their needs – especially larger homes with provision to care for elderly relatives needing disabled facilities.

As mentioned in Theme Two, if designed in from the start the housing scheme could pilot new approaches to recycling and waste management by piggybacking on larger scale operations on the north side of the site.

#### *Quotes*

*Need to make sure affordable housing is part of this - preferably as much as possible and be available to local people*

### **6.6.3 How should things happen to take advantage of the opportunities and mitigate problems?**

The recurring message was the need to think through the mix and pay attention to what would make the housing attractive, bring benefits to the local area and minimise potential future conflict.

It was also noted that due consideration should be given to provision of support infrastructure – e.g. doctors, chemists, schools, etc. to cope with more residents.

### **6.6.4 In summary**

There was a balance of opinion in favour of building new housing on the site, but a very strong message about getting the quality, mix and the approach right if it does go ahead – preferably right down to the details of layout, landscape provision and treatment, parking provision and control and especially buffering from the rest of the site and Elland Road itself. Those who were not in favour of new housing pointed to the traffic related problems already endured by existing residents and doubted the suitability of the location for families. Others in favour pointed to the vote of confidence in the area that new housing investment would demonstrate, plus the opportunity to widen the choice of housing locally, including for larger families.

Messages about suitable and attractive housing types and sizes were somewhat mixed suggesting more research into this and the trends in the local housing market will be valuable to create a successful housing development in both commercial and area regeneration terms.

## 6.7 Theme Seven: Site synergy to maximise positive benefits

### 6.7.1 How satisfied are people with the way the site works at the moment

At present most stakeholders only have reason to interface with the football stadium, LUFC catering and banqueting facilities, associated LUFC parking, the bus pick up area, the match day car parks and Elland Road itself. Therefore the comments regarding the way things fit together are necessarily limited. However, a small number of strong sub-themes did come out:

- There are defects in the ability to segregate visiting fans from home fans after a match and this is particularly in respect to coach parking arrangements and general lack of useable public realm for funnelling people safely in different directions
- The fact that the building line of the stadium comes right to the edge of the pavement on Elland Road means that there is little room for the football crowds to disperse safely and people crowd into Elland Road itself. For safety reasons the Police feel compelled to close this in one direction, which impacts on traffic congestion - and the opportunity to improve public transport services
- Poorly defined and hazardous walking and cycling routes mean that 'desire' lines from the city centre/ railway station are not met

### 6.7.2 What needs to happen at Elland Rd in the future?

Looking ahead to the potential layout and functioning of the developed site the following suggestions were made:

#### To assist transport

- The location of the transport hub needs to be in the correct place to serve both the stadium and the arena, if one is built, and other busy parts of the site; this is important to promote public transport as a good option to reach the site
- Need to clearly segregate home and away fan coach parking (the away fan areas may perhaps need to have their own facilities or potential revenues will be lost)
- Staff public transport needs to be thought about and made convenient, e.g with bus stops located across the site
- The staggering of the service road junction and the potential Police HQ site entrance is important from the Police operational point of view – although of limited benefit if/when Elland Road becomes a one way street (e.g temporarily) .

#### To make the site accessible, safe and user friendly

In addition to the above

- Need to think how the site will be used at different times of the day, by who, what their movement patterns will be and how their needs can be accommodated in terms of comfort and safety – crossing points and tactile paving should be put in where necessary
- Pedestrian and vehicles need to be kept well apart, with priority given to pedestrian movement
- There needs to be enough suitable outdoor space and manoeuvrability to be able to segregate fans comfortably when needed - especially when looking ahead to the possibility of European cup matches when away fans will tend to travel by different modes than the usual coaches
- The mix and layout on site needs to fit together harmoniously to encourage 7 day a week, all day use

#### Environmental and other sustainability considerations

- Good environmental management considerations need to be accommodated and integrated into thinking, design and layout at the outset. This should include: access for standard cleaning and maintenance vehicles and machinery to all parts that are not going to be hand cleaned (i.e. to be efficient this should be practically everywhere), integration of sustainable waste management, sustainable drainage and potentially, clean water run-off capture, storage and re-use
- Where green (i.e. vegetation) elements are introduced, to try and link up with neighbouring green links so that the site is a stepping stone for nature not a barrier
- Provide adequate separation and buffering for any new housing from the rest of the operation of the site and the main road. Realistically housing cannot be physically integrated into the site and still be attractive to a range of residents so this needs to be planned for at the outset.
- Ensuring that the site presents a good 'face' to passing visitors and that the access points are visible is important for the reputation of Leeds as a whole and the success of the site

#### Quotes:

*Surely the housing is incompatible with a development of this scale and arrangements should be made to separate the two elements? We are not saying that housing is inappropriate in this location but that great care will need to be taken ...*

### 6.7.3 In summary

The message coming through is that all user and functional needs must be thought through and looked at in the round at the earliest possible stage in the development process. Specific functions and the meeting of needs should be integrated into allocation and layout of space and movement flows, and design and operational thinking. Making the right space in the right places and getting the right balance of open space to buildings and roads will be important, as will be the distribution of travel access points across the site.

Opportunities to install environmental management will be realised most effectively if integrated into the scheme from the start. Most, if not all, of these functions and considerations will help to make the site considerably more sustainable to run and this is thus of utmost importance for 'future proofing' the development



## 6.8 Theme 8: Sense of community and community cohesion

### 6.8.1 What issues and opportunities relate to strengthening the sense of community and community cohesion?

At present the most obviously perceived impact of the site on the local community centres around the football stadium.

There was fierce pride in the football club and its history and relationship with the site in virtually all of the football supporter consultees, albeit that most acknowledge that the stadium needs upgrading and that the club itself is in difficulties. Although supporters come from all over the Leeds area (and indeed, all over the world) there is an implication that this pride spills out into the local community, especially when people are both local residents and Leeds United supporters. This then is one way that the site already provides a bond between certain people in the community and sense of belonging in the neighbourhood of the club of which they are so proud. However this is confined mostly to the white British community.

The pride held by supporters is heavily tempered by the experiences of other, highly vocal, residents who mainly see the down side of living near the ground – parking and traffic problems, litter and inconvenience on match days. This feeling of negativity appears to be exacerbated by the apparently poor relationship the club has had in most recent years with the local community, with a number of commentators noting that it turns its back on calls to acknowledge that help is needed with problems caused by football crowds, and turns down requests to get involved in minor regeneration causes in the local area.

Many people expressed disappointment that the Leeds United Learning Centre, which is funded by local agencies to work with excluded young people and previously hosted and contributed to by LUFC, is now operating on an outlying site.

In addition, a number of the consultees expressed concern that their views would not be heeded, or that they would not get feedback on how they had been listened to over the development of the site. Taken together with the 'non-relationship' with their giant neighbour, LUFC, there is a weary sense of being powerless and 'done to' over happenings in and around the site. Such feelings cannot be said to support building a stronger sense of community that will help to make the area a more attractive place to live.

More optimistically, a wide range of stakeholders felt that making the site vibrant and accessible to local people, providing them with new social, retail and job creating facilities that are absent in the area currently, will encourage members of the community to go there and begin to adopt it as part of their patch. As there are few or even no facilities of this kind – quality cafes, bars, restaurants, health clubs – in the area currently it is perceived that this will not only bring new life to the area but will make it more

attractive to people to live there.

This is an important aspect of local life and community: it is likely that at present the absence of even a quality café or pub for meeting friends is causing some people to think twice about coming to the area to settle or staying once they get on the job /career ladder. Transience of the local population is an issue of particular concern so interventions that help to contribute to successfully marketing the area to a wide range of people have potentially significant benefit.

In terms of cohesion, it was felt by many consultees, from across different perspectives, that the opportunities afforded by bringing people from different parts of the community together in relaxed, leisure orientated environments has a lot of potential. There is a good opportunity for people from different backgrounds within the local area to get to know each other through working together and playing sport together. This means that it is particularly important that a reasonable proportion of new jobs, across the range, are made accessible to local people to take up. This is elaborated on in Theme Four.

Facilities for young people to come together positively in their leisure time also seem to be lacking in the immediate area and this represents another opportunity for the area to feel better (youth engaged, not hanging about) and for young people to grow up understanding other members of the community.

Overall it was expressed that the development will raise both the profile and the image of the local area, which will be good for communities in South Leeds

Mechanisms need to be found to involve local people in the site and to develop a wide sense of ownership from the start. In planning this, community leaders advise noting the different characteristics in the whole community.

#### *Quotes*

*Nice to see a change - it will bring people together*

*This will put South Leeds on the map*

*New developments will bring people closer together as this is something that can make South Leeds proud.*

*Enhanced community cohesion will come about by making it a place where people want to be*

## 6.8.2 What needs to happen at Elland Rd in the future?

The key to achieving benefits to community life through the site seem to be a mix of the following:

- Keeping local people engaged in the developments throughout and demonstrating to them how their fears have been addressed and opportunities for them made the most of
- Ensuring that a good cross section and proportion of the new jobs go to a good cross section of the local community
- Striving to make the site attractive and accessible to a wide range of local people to use on a regular or frequent basis – for a variety of reasons that fit with local lifestyles (or help to shape new local lifestyles)

Within this mix there are clearly special opportunities that could be seized to help make the development a success – or at the least, more acceptable to the more sceptical members of the community.

There is a strong theme around the opportunity for Leeds United to build better relations with its stakeholders and the value of a more even relationship between it and the community. In addition, the club could contribute to delivering more family groups to the site by having more family friendly facilities and ticketing packages.

Finding ways of making sure local people and people working locally can contribute to making the site alive and used 7 days a week, day and evening, will benefit all concerned. Ways of doing this include:

- Making sure local people work on site
- Giving local people a reason to go to the site on a frequent basis by providing facilities such as health related services, a dispensing chemist, a Post Office, etc.
- Getting the marketing right in terms of offer and pricing for people to use any new sports/leisure/arts/etc. facilities: some locals might come at off peak times; workers may come before or after shifts – a significant market would exist if 700+ police officers are stationed within the site; the BME community would especially welcome separate men's and women's sessions at leisure facilities and lack of existing facilities like this may help them to overcome their general fears of entering new territory in the community  
Considering subsidy packages, perhaps paid for by operators, to reduce costs of entry to some facilities by people with local addresses and local groups
- Having special community engagement programmes happening on site – e.g. the police might use meeting and sports facility space to work with local young people
- Seeking funding as part of the development to pay for outreach staff to develop and manage community use of the site
- Educational projects involving schools, youth groups and the reinstatement of the Leeds United Learning Centre on the site

- Using both the arts and sport to bring and sustain engagement of local people and visitors from outside the area – these could be as participatory or as passive as people want but encouraging participation by the local community will build a sense of ownership

On this last point, some consultees pointed out the benefit of the site being used by local people. Provided this is entirely positive and not aggressively territorial, this is a way of getting the place to have a soul (as mentioned strongly in Theme One). In the same way that tourists enjoy visiting a cared for distant town or village and feeling they are rubbing alongside a host population, so this site could be felt to be hosted by communities from this part of Leeds. Ensuring that local people are happily employed and proud to serve visitors would add to this important ingredient.

## 6.8.3 How should things happen to take advantage of the opportunities and mitigate problems?

There appear to be many opportunities to encourage mechanisms and interventions that will maximise benefits and minimise problems.

### Public/community relations and engagement

In the first instance the stakeholders to the masterplan need to develop and execute a public relations strategy that spans each stage in the life cycle of the development.

At the very least this should aim to keep people accurately informed and offer people the courtesy of giving feedback on decisions and progress where they have made consultative input. Offering the opportunity for dialogue or to influence design decisions when the time comes would be especially welcomed by some.

This strategy needs to evolve with the development of the site and could include open days during detailed planning stages, during construction and as part of pre-recruitment awareness raising so that local people and others are ready to look out for job training schemes and recruitment adverts. Carefully planned school visits could also be an option. All this could help to build ownership within local communities and should also help reduce vandalism and other site problems.

Involving community stakeholders to assist in advising on how to make the site user friendly and close to the hearts of local communities and other communities of interest from across Leeds is suggested to be fruitful. This could involve setting up a well facilitated advisory group with well thought through terms of reference, remit and resources to make it effective and enjoyable to participate in. Given that there are current negative overtones as well as optimism about the prospect of the developments such a group could help to find solutions to mitigate problems and fear of perceived problems.

Other suggestions include developing a Youth Board for the site for similar reasons.

### Co-ordination of co-operation

These suggestions, and ones such as leveraging funded outreach, sports and arts development will all require a high degree of co-operation and co-ordination of the businesses involved in operating the site. There will be other reasons for co-operation, such as recruitment and training programmes and site wide environmental strategies. It follows that developing a site wide partnership body to lever mutual benefit and co-create initiatives would be a good investment.

#### *Quotes:*

*It is essential that local people feel part of the new developments*

*LUFC could do a lot more to encourage children and families to come to matches*

*There could be open days for the community and community events relating to the stadium [redevelopment]*

### 6.8.4 In summary

There is a good deal of enthusiasm and many ideas for how the site and the local community can co-exist in a mutually beneficial relationship. There are many arguments for why investing in a relationship with the local community will bring business benefits – and it could be exemplary in this respect. Failure to explore these opportunities may well affect the general viability of the site and alienate the community from supporting these or future developments in the immediate area.

These opportunities have to be seen in the context that current fears and detractors about the site's development and continued use are met to the local community's general satisfaction.

Opportunities need to be explored in a proactive way through stakeholder engagement and communication strategies, responsive marketing strategies and by considering mechanisms such as site wide business/operator partnerships and advisory boards drawn from a cross section of backgrounds and interests.

## 6.9 Theme Nine: Visitor experience

### 6.9.1 How satisfied are people with the visitor experience in and around Elland Rd at present?

As one might expect given its current state people are mainly either neutral or negative - the majority - about the local user and visitor experience in and around Elland Road.

Recurring and linked comments included:

- There is little for young people to do, and there is a need for places for them to socialise safely and get involved with activities in their leisure time: this could widen their chances of making more of themselves and will also reduce any tendency for groups of youths to hang around on the streets – which makes the area unattractive
- There are little or no facilities such as cafes, bars, restaurants or pubs of any quality in the area – meaning that the area is increasingly unattractive to residents with any sort of disposable income; most of the pubs and eateries are geared up to catering for football crowds only, so their offer is not of interest to most people the rest of the time
- The football crowd at present only use the area's retail offer for fast food and drinking
- On the other side of the same coin, football supporters note that there is nothing to arrive early or stay behind for, or for non-spectating partners to do in the local area
- Due to all of the above, and, it was suggested, ticketing prices, a visit to Elland Road is not family friendly at present
- Not much in the way of quality open or green spaces for the community to use in this part of the local area, or recreational facilities in general

Football supporters confirmed that the Leeds United Disability Organisation (LUDO) had worked successfully with the club to meet their needs and requests – although they recognised there was much scope for improvement in a newly refurbished or designed stadium and surrounds.

#### Quotes

*Some dire pubs round here at the moment - you wouldn't put a dog through the door!*

*The area really needs a scheme that will add some life to the community*

*The stadium is an issue for the whole of Leeds*

### 6.9.2 What should the visitor experience be like at Elland Rd in the future?

Overall there was an inherent expectation in the way people responded that because the development would be mainly new it would also have certain qualities. This could be true to some extent as Building Regulations ensure that minimum standards for, e.g. accessibility, etc. are met. However, the frequent references to expectations of using the site for leisure time and prolonging dwell time through using a variety of offers implies that people expect the site to be transformed to a certain quality and attractiveness – perhaps similar to the standards to which regenerating city plazas are now being created.

Many people emphasised the importance of bringing the stadium up to a much higher standard, with some seeing it as essential for the reputation of Leeds as a city. Some suggested that the stadium could become more multi-purpose, and perhaps be rebranded more generically. Most, though, felt that the stadium and LUFC were synonymous - and so was their success as a facility and as a club.

#### Arena

There was deeply divided opinion on whether an arena should be located on the site. Their positions divided as follows:

- Those, mainly with an overarching view of the city's success, who queried it being out of the centre of the city where the crowds it draws would spend money in city centre businesses, and be nearer to transport hubs
- Those, mainly local residents, who felt strongly that its arrival would mean parking and traffic chaos 3 times a week instead of every other week (for football) as at present; these people also worried about the noise of concerts leaking out to residential areas
- Some who perceive an arena to attract mainly young adults and dislike the idea of it becoming a 'student ghetto'
- Others, both local and from across Leeds, who see the arena as a vital part of the mix and the means to support the other facilities such as cafes, bars, restaurants, that the concert goers would use - and which most people articulate as being much needed for the area (provided they are the right offer)
- One interest group commented that they felt the masterplan did not adequately test the options without an arena

People from across Leeds who attended the public drop in day tended to support having an arena in Leeds - and many very strongly. Some of the consultees saw the benefit of it being on this site specifically – for access reasons and making the rest of the site stack up commercially - but some would probably have supported any reasonable suggestion to locate the arena somewhere accessible.

## Casino

Opinion about locating a casino on the site was divided between being neutral or hostile. The neutral camp had little to say but appeared to take it that this was an acceptable part of a modern leisure offer, some suggested it could be incorporated into the hotel. The negative camp were of the opinion that a casino would attract undesirable people and behaviour, lead to gambling addictions, especially in impressionable young people, and a subsequent crime wave (see Theme Five).

There is an added complication for the nearby multi-cultural community in that gambling contravenes Islamic Law. This is also true for drinking alcohol and certain types of entertainment activity, all of which will be featured on the site. However, the latter activities are perhaps more usual in everyday society and non-orthodox Muslims have found ways to live alongside them. Gambling establishments on the site may cause some additional barriers (i.e. than already exist) to some members of the BME community making connection with the development. Given the points made in Theme Eight about the importance of encouraging a sense of local belonging and community ownership of the development the siting and presentation of any casino facilities needs to be handled with some care and sensitivity.

## The leisure mix

When thinking about what the development could or should offer many people appeared to envisage a comprehensive development with a wide range of leisure/ social offers for a wide range of interests and people.

Comments about what facilities and offers would be desirable, and how they might be used, can be grouped as follows:

- Space that could be used (borrowed or hired) for community meetings, events and activities; in particular space that could be used for young people's activities
- Sports and activity facilities accessible for all: ability to run workshops and taster sessions of young people to get them interested in being more active (and off the streets); facilities for off duty police officers before and after their shifts – perhaps with an emphasis on keeping fit
- Different range of activities than offered elsewhere nearby, such as badminton and gyms, international size swimming pool
- Ice skating, ten pin bowling, etc.
- More facilities for the 'forgotten people': the disabled, old and young
- Local young people expressed interest in: a sports centre, a motor bike track, a skate park, tennis courts, football and basketball courts, dance classes, a youth club with sports activities and a chill out area
- Social club run as a social enterprise by the local community

- A LUFC visitor centre; a LUFC/football museum or exhibition space
- Arts and culture – either as part of the development (art in the environment) or to visit/watch or take part in
- Good spaces for people to congregate, sit and watch the world go by,

### Quotes

*As a football fan I would prioritise having a really good stadium - it is essential for a major city in terms of identity*

*It is a pointless exercise if they do not build an arena. Otherwise you are essentially papering over the cracks of an already decaying stadium.*

*It would make a difference to Leeds as a whole - it is ideal being on the doorstep of the city centre and as a gateway*

*Do not want arena proposal. Casino would cause more social problems for the area. The hotel idea is Ok ..... why not reject turning this area into another student ghetto (i.e. the arena) and instead turn it into sports facilities with perhaps an international swimming pool to help all Leeds residents?*

## 6.9.3 How should things happen to take advantage of the opportunities and mitigate problems?

A wide range of consultees expressed the need for market research, including looking at competition and aiming to complement rather than compete with other existing facilities. Some with an overarching view expressed concern that a gain at Elland Road in market terms might be a damaging loss elsewhere – locally, city wide and regionally. Several, from different quarters, expressed concern about building a white elephant unless the value and purpose was clear and differentiated from the start. Others were robustly stating that Leeds needed to compete on its leisure offer – especially for concerts – with other places in the region and here was the opportunity.

A number queried the reliance of the scheme on the arena - with concern that the rest of the scheme might not stack up in commercial and visitor offer terms if it does not come to Elland Road. It was certainly the case that many consultees noted the potential synergy between the arena and other leisure/retail facilities, with the arena drawing the crowds in the first place and the surrounding facilities and offers extending the dwell time.

There was a good deal of concern from football fans and others alike about the future of the football club and its knock-on effect on the future of the stadium, which was also seen as a major anchor of the site. Some consultees went so far as to suggest that there should be public sector investment in the club to secure success that would have a positive impact on both the Elland Road development and the image and reputation of Leeds as a thriving city.

There was a suggestion of making connections to other facilities - not specified how, but this could be via leisure marketing, ticketing and travel initiatives.

Consultees emphasised that utmost effort should be made to make the development attractive and accessible to all, in terms of design and the leisure offer. There should be careful attention to 'future proofing' the site in accessibility terms and no design discrimination that gives a second class experience to people with disabilities. The BME community noted that provision of an on-site prayer room would make working and visiting the site much easier for some.

Addressing the accessibility issue for local people with little or no disposable income, and especially for young people, was implicit in much feedback and explicit in some. Of the latter, making free or cheap access available to local people as a planning condition of development for certain sports and activity facilities was one clear suggestion.

Attracting the Divisional Police HQ to the site could be a very symbiotic relationship in activity terms as well as safety and security matters. The police would welcome good facilities on their doorstep for staff breaks, before and after shifts and for mess (social) events. This is good for staff morale and reducing requests for transfers – an important issue given that the Divisional HQ currently enjoys the facilities of the nearby city centre. For the site, the newly arrived presence of 700+ staff, many with an interest in sports and personal fitness, could provide an instant ready market. Connecting back to Theme Eight, the potential for the police to enjoy leisure facilities alongside the local community could bring added benefits to the sense of safety in the locality.

The notion that at least one of the new buildings should be highly distinctive so as to achieve iconic status was repeated several times. In addition to exhorting the need for quality development overall, some others also suggested using arts as a means of making the site attractive and distinctive.

In some contrast to all of the above, some consultees with an overarching view of the future of Leeds queried the site's further development for leisure and suggested that it would serve Leeds better as a park and ride facility,

especially given the need for parking provision for the stadium and its proximity the motorway junctions. Some suggested that the design of this could be iconic, in keeping with its gateway position, so that it serves more than just a functional purpose.

### 6.9.4 In summary

There was clear enthusiasm for the redevelopment of the site for social, sports and other leisure activities, particularly if an active engagement with the local community can be effected. Consultees expect a high quality, 'future proofed', integrated development that is attractive and distinctive.

Consultees stressed the need for careful market research and positioning of the offers on site in relation to other offers and facilities in both the public and private sectors. They are keen for the site to succeed and for there to be no likelihood of failure or the site becoming a financial burden in the future.

There was strong enthusiasm, particularly from people from across Leeds and football fans, for having an arena in Leeds and for the benefits of siting it at Elland Road. This was tempered by local concerns that the arena will bring more traffic misery, the additional nuisance of noise pollution and an imbalance of young adult visitors over other age groups. It was also tempered by those with an overarching view of the success of Leeds who query whether it is the best site for the arena and suggested instead that it would be better sited in the city centre.

There was a great deal of agreement that the football stadium needs to be upgraded as the football club improves its fortunes, that the two aspects are synergistic and taken together are an important part of the image and reputation of Leeds as a successful city. There was a feeling by some that this outcome should be supported by public authorities responsible for the future well-being of Leeds as a city.



# Appendix 1 - Plan of the site

# The site

## Where is the site?



## What is the site like now?



The site currently includes:

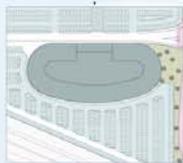
- Elland Rd Football Stadium, associated buildings and car parks
- Adjacent land currently used as warehousing
- Elland Rd itself
- Empty derelict land used as car park areas on matchdays to the north and south side of Elland Rd
- Existing business uses on Lowfields Rd
- Public transport facility for matchdays
- LUFC conference facility

# Appendix 2 - masterplan summary

# The proposals in summary

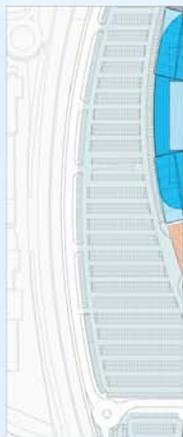
## Mixed use development

- Potential mixed use development (commercial/leisure/health)



## Transport connections, traffic management and parking

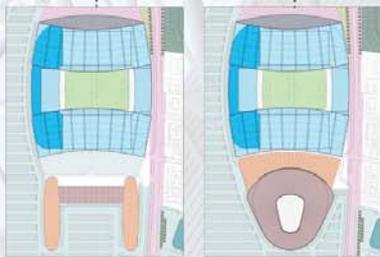
- Designed and landscaped car parking will be provided to give at least 2700 spaces to the north of Elland Rd. Some existing parking land will make way for housing, the potential arena, leisure facilities and better quality public realm



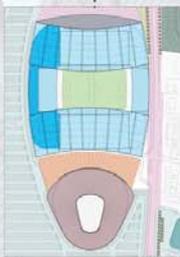
## More leisure and related retail facilities

- Additions to LUFC to include more retail, catering and a hotel
- The potential for a casino and related retail/catering

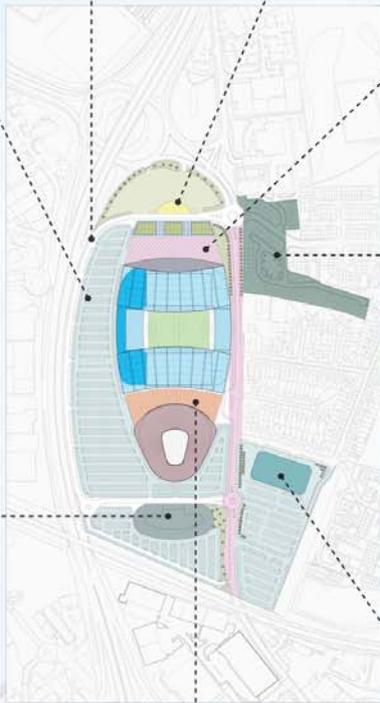
Option 1



Option 2



- The potential for a 12,500 seat arena with associated casino, conference and exhibition facilities



## Police head quarters

- Potential relocation of the police HQ from the city centre



## New housing provision

- The potential for new housing: around 76 residential units on land currently used for parking on match days only



## Better environment, public realm and sense of identity

- Buffering of residential areas from the new leisure quarter
- Better walking connections through and around the site
- Making the whole site look exciting, attractive and distinctive
- Providing a more welcoming place for users and passers by
- Making sure the environment is cared for



- Provision of a service road designed to deliver visiting vehicles to parking facilities quickly while minimising impact on the rest of the site, especially Elland Rd itself

- Provision of an expanded public transport hub designed to improve the use of public transport to and from the site

# Appendix 3 - Themed consultation questions

Theme 1	Sense of place/identity/quality of place	Related questions
Q1.a	To what extent are you satisfied with the quality of the physical environment around Elland Road?	
Q1.b	Can anything be done to improve the look of the area?	
Theme 2	Traffic management and connectivity	Related questions
Q2.a	Can you tell us what the issues around parking are at the moment?	<p>If you have problems, can you describe, what they are and how significant they are?</p> <p>Can you think of any issues from the point of view of others?</p> <p>What do you think would solve these problems?</p> <p>What do you think does work well, and why?</p> <p>What would make you leave your car at home if you were visiting the Elland Road area?</p>
Q2.b	How good are the transport connections between the Elland Road area and other areas e.g. the city centre, Beeston Hill etc.	<p>By:</p> <ul style="list-style-type: none"> <li>• walking and cycling</li> <li>• bus</li> <li>• car</li> </ul> <p>Have you any ideas of what would significantly improve connections?</p>
Q2.c	Are there any traffic congestion issues?	<p>How does this affect you?</p> <p>Have you any ideas of how this can be addressed?</p>
Q2.d	In what ways would improved accessibility help the ways the area works?	What aspects of traffic management and transport provision will have beneficial/adverse impact on local facilities and businesses?

<b>Theme 3</b>	<b>Environmental quality and management</b>	<b>Related questions</b>
Q3.a	<p>What environmental improvements do you think are needed in:</p> <ul style="list-style-type: none"> <li>• the built environment</li> <li>• the public realm</li> <li>• the ecology of the site</li> <li>• energy, waste, water use and management</li> </ul>	What should be the priority and why?
<b>Theme 4</b>	<b>Economic considerations, including employment</b>	<b>Related questions</b>
Q4.a	<p>Would this area be improved if there were more jobs for local people?</p> <p>If there were local jobs made available by the development of the site do you think they could and would be taken up by local people?</p> <p>In what ways do you think the development of the site could contribute to local employment and training opportunities?</p>	<p>What would be the most important benefit and why?</p> <p>What would need to be put in place to increase the benefit of any new jobs to local communities?</p>
Q4.b	How do you think the development of the Elland Road area will affect your business e.g. increased/decreased custom, new markets, business hours, new premises to rent etc.?	
<b>Theme 5</b>	<b>Safety and comfort for users</b>	<b>Related questions</b>
Q5.a	Can you tell us what the issues are around feeling safe and comfortable in the Elland Road area?	<p>What makes you feel like this and why?</p> <p>What patterns?</p> <ul style="list-style-type: none"> <li>• situations</li> <li>• times of day</li> <li>• places</li> </ul>
<b>Theme 6</b>	<b>Housing provision and quality</b>	<b>Related questions</b>
Q6.a	Would new houses benefit this area, and why?	If so, what housing mix would bring the most benefits? (type, size, tenure)
<b>Theme 7</b>	<b>Land use synergy to maximise positive impact</b>	
Q7.a	What things need to go together on the site, which need to be apart and why?	
<b>Theme 8</b>	<b>Contribution to sense of community and community cohesion</b>	<b>Related questions</b>
Q8.a	What impacts - positive and negative - might these developments have on local communities? Why?	What would it take for people to have a sense of pride in the Elland Road area?
Q8.b	How could development of the Elland Road area potentially benefit communities locally living, working and playing together better?	
<b>Theme 9</b>	<b>Visitor/consumer experience</b>	<b>Related questions</b>
Q9.a	What would you like to be able to do in the Elland Road area that you can't do at the moment?	What would make you want to visit Elland Road to do this, rather than anywhere else, and why?

# Appendix 4 Matrix of stakeholders/questions

## Consultation Framework

**Matrix of Stakeholders in approximate priority order with lines of questioning and consultation methods**

Please refer to Appendix 3 for the questions relating to the numbering below

Segment	Stakeholders	Question themes									Method
		1	2	3	4	5	6	7	8	9	
	Tier One										
Pub	Politicians: Councillors	All									Group interview
Pub	BHH Regeneration Board	All									present/workshop
Priv	Stanley Leisure	All									Client responsibility
Priv	LUFC	All									Client responsibility
	Tier Two										
Pub	Metro		2b, 2c, 2d		4b	5a		7a			One to one
Priv	Transport providers		2b, 2c, 2d		4b	5a		7a			Phone interviews
Priv	Local businesses on site	All									Focus group /drop-in –

Priv	Local businesses off site	All	2a,c,d		4b	5a			8a, b		Drop-in		
Pub	Police: Crime/match day/		2a,b,c, d			5a			8 a, b		One to one		
	Police re HQ		2a,b,c, d	3a		5a		7a	8 a, b	9a	Group interview		
Com	Beeston Community Forum	All									Workshop		
Vis	Season Ticket Holders of LUFC	1	2a,b,c,d	3a		5a		7a	8b	9	Workshop		
Vis	Supporters Club LUFC	1	2a,b,c,d	3a		5a		7a	8b	9			
	Tier Three	1	2	3	4	5	6	7	8	9			
Com	Cross Flatts Forum	All									Invite reps to Beeston Community Forum workshop and invite to drop in.		
Com	Holbeck Community Partnership	All											
Com	Cottingley TRAC	All											
Com	BHH Neighbourhood Renewal Residents' Forum	All											
Com	Wortley Residents' Association	All											
Vol	Leeds Voice	All											
Pub	Highways Agency		2a,b,c,d	3a		5a		7			client contact		
Pub	Leeds Initiative (LSP)	1	2b, 2d	3a	4a,b	5a	6a		8a,b	9	Workshop		
Pub	Inner South Committee	All									Face to face interview with chair		
Pub	Leeds CC: / Highways/ /		2a,b,c,d	3a		5a		7			Face to face interview		
	Planning	1	2a,b,c,d	3a	4a	5a	6a	7a	8a	9?	Face to face interview		
	Learning and Leisure	1		3a	4a	5a		7a?	8a,b	9	Face to face interview		
	City Services		2c,d	3a		5a		7a			Face to face interview		
	Tier Four	1	2	3	4	5	6	7	8	9			
Vol	Hamara (for BME angle)	1		3a	4a,b	5a	6a	7	8a,b	9	Focus group with users of centre		
Vis	Current/future staff of businesses										Public at drop-in		

Pub	Yorkshire Forward										Client responsibility	
Priv	Leeds Property Forum	1	2a,b,c,d	3a	4b	5a	6	7			Phone interview with director	
Vol	Leeds Youth Council										Drop-in	
	Tier Five										Phone interview with director	
Vol	Leeds Federated Housing Asscn	1	2a,b,c,d	3a	4a	5a	6a	7	8a,b	9		
Vol	St Lukes Cares (youth angle)		2a,b,c,d	3	4a	5a	6		8ab	9	Focus group / workshop	
	Tiers Five, Six and Seven not used											
	Tier Eight											
Com	Gaitskells Community Assn										Drop-in	
Com	Cross Ingrams Residents' Assn										Drop-in	
Pub	GOYH										Group Interview	
Priv	Chamber of Commerce										Telephone interview	
Vis	Conference organisations											
Vis	Future facility users (e.g. Arena)											
Vis	General public										Drop-in	
Vol	RENEW (Housing)										Drop-in	
Vol	Faith organisations										Drop-in	
	Tier Nine											
Priv	Potential Developers										Client	
Priv	Leeds Hoteliers Assn										Client	
Com	Friends of Cross Flatts Park										Drop-in	
Com	Holbeck in Bloom										Drop-in	

Com	Friends of Holbeck Cemetery										Drop-in	
Com	Access Committee for Leeds (re Disability issues)										Phone interview	
Vol	South Leeds Health for All										Drop-in	
Vol	Groundwork Leeds										DI	
	Additional Stakeholders - Tier to be allocated:											
Com	Residents of Nosters and Morleys, etc, overlooking quarry										Drop-in	
Pub	PCT										DI	
Priv	Education Leeds										DI	
Pub	Local Schools										DI	

# Appendix 5: Participation in the consultation

## Interviews

Interviews were carried out face to face or in small groups with senior representatives of the following:

- First Bus
- LCC Environmental Services
- LCC Highways
- LCC Learning and Leisure (Jobs and Skills)
- LCC Planning
- Leeds United Supporters' Club
- METRO
- West Yorkshire Police (re. match day and local policing issues)

Interviews were carried out by telephone with senior representatives of the following:

- Leeds Chamber Property Forum
- Leeds Federated Housing Association
- LCC Access Committee

## Group interviews and discussion

- Ward Members for Beeston and Holbeck (Cllrs Congreve, Gabriel and Ogilvie)
- Government Office for Yorkshire and the Humber (Local Development Framework and Transport Teams)
- West Yorkshire Police (re. Divisional operational matters)

## Workshops

- Beeston Forum: 52 participants including representatives of other invited neighbourhood and residents' forums
- Hamara Healthy Living Centre, Beeston Hill: 10 members of the women's Thursday group
- Leeds Initiative 'Going up a League Initiative' Executive: approx 15 members
- Leeds United Members: 12 Members including representatives of Leeds United Disability Organisation and Leeds United Supporters' Trust
- Young people from the Heathcroft Estate, in association with St Lukes Cares: 18 children and young people aged 4 to 16

## Public Drop-In Day

Participants: 75 adults and 20 children and young people, of which\*

- 30 said they were a local resident
- 3 said they were a local business owner
- 5 said they were in local employment nearby
- 33 said they were a LUFC fan
- 4 said they were a resident from another part of Leeds
- 2 said they had other interests ( a local regeneration charity and Leeds Civic Trust)

\* participants may have indicated more than one of these characteristics

## Written feedback

- Leeds Civic Trust
- Montpellier Estates