

**Report of Chief Officer, Highways and Transportation**

**Report to Outer South Area Committee**

**Date: 16 September 2013**

**Subject: HIGH SPEED RAIL (HS2) PHASE 2**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Rothwell	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Government published its Command Paper proposals for High Speed Rail Phase Two on 28 January 2013 setting out the route to Leeds, Manchester and links to the North.
2. The paper outlined the Initial Preferred Route into the city and location of a new station the city centre 'Leeds (New Lane)'. The route in to the city passes to the East of Leeds very close to Woodlesford and the link to the North passes to the West of Swillington and North of Garforth and Micklefield.
3. At the time of the Phase 2 announcement a consultation on the Government's proposals for the Phase 2 Exceptional Hardship Scheme' were also announced. This closed on the 20 May and the Council's submission is referenced in this report.
4. The Government has since announced on the 17 July the formal consultation on Phase 2 and published the Phase 2 Exceptional Hardship Scheme. The consultation closes on the 31 January 2014 for which a formal City Council response will be prepared.

**Recommendations**

5. Area Committee members are requested to:
  - a. Consider the content of this report;

- b. Note the current position with regard to the Government's high speed rail Phase 2 proposals and formal consultation for HS2 Phase 2; and
- c. Note the Council's previous submission to the Government's Phase 2 Exceptional Hardship Scheme consultation and the intention to provide a formal City Council response to the formal scheme consultation.

## **1 Purpose of this report**

- 1.1 This report provides information and an update to the Area Committee on the Government's proposals for Phase 2 of the High Speed Rail (HS2) project extending the route to Leeds and connecting to the East Coast Main Line.

## **2 Background information**

- 2.1 The Government announced its proposals for Phase 2 of high speed rail (HS2) extending the previously announced Phase 1 route from London to Birmingham with a "Y" shaped extension serving Leeds, Manchester and linkages to the East and West Coast main lines in a Command Paper on 28 January 2013. Previously the final proposals for Phase 1 of HS2 were confirmed in January 2012.
- 2.2 The high speed rail line will be an entirely new route designed for a new fleet of trains travelling at 225mph, but with potential for 250mph, giving an indicative journey time of 1 hour 22 minutes from Leeds to London Euston. It is anticipated that three trains per hour could run from London to each of the destinations of Birmingham, Manchester and Leeds, with each carrying up to 1,100 passengers with additional services between Birmingham and the Northern cities. The proposed opening date for the route to Leeds and Manchester is 2032/33 (Birmingham is 2027).
- 2.3 The Command Paper stated that HS2 Phase 2 will help to support the creation of some 60,000 jobs in the cities of the Midlands and the North. Up to 10,000 jobs are anticipated in construction; 1,400 in operation and maintenance jobs; and almost 50,000 around the proposed stations. Overall the Government estimates that the HS2 network would support over 100,000 jobs across Britain.
- 2.4 Leeds is expected to provide the single largest market for HS2 on the eastern leg of the network. The demand for long distance rail services in the city region is concentrated in Leeds city centre, with lower levels of demand from the wider city region. Around one in every five passengers travelling from Leeds to London is assumed to have interchanged from another rail service.
- 2.5 Since the Government reaffirmed its support for the high speed rail network after the 2010 Election and prior to the Phase 2 announcement HS2 Ltd engaged only on a limited confidential basis with local authorities affected by the proposed station sites. There was no consultation or prior input the line of route.
- 2.6 The 'Eastern Leg' of the Y-shaped route, 'West Midlands to Leeds Initial Preferred Route' will serve proposed stations in the East Midlands, South Yorkshire and Leeds, 'Leeds (New Lane)'. A connection to the East Coast Main Line south of York is proposed for through services to the North (Appendix Plan 1).

## **3 Main issues**

- 3.1 The specific details are set out in the technical documents accompanying the Command Paper in include the Line of Route and station location drawings and an environmental report.

- 3.2 The initial preferred option for the route enters Leeds district between Altofts and Oulton running North past the Eastern edge of and Woodlesford before crossing the Leeds-Castleford railway line, the Aire and Calder Navigation and the River Aire. It then runs Northwards to pass the Western edge of Swillington before swinging near to the M1 motorway past the Northern edge of Garforth. Thereafter it follows the existing Leeds to York railway corridor and thence connecting to that line north of Church Fenton and thence running on the classic railway to meet the East Coast Main Line to a Colton Junction South of York.
- 3.3 A route into Leeds leaves the line running to the North to the East of Woodlesford and Oulton before curving round the Northern edge of the village crossing the existing railway and canal which are followed to point adjacent to the M1 overpass from whence the line runs within the existing Castleford to Leeds railway corridor to enter the city centre (Plan 2a). After passing beneath M621 Junction 4 the line rises above the existing street level to terminate at a new station at Leeds (New Lane) in the South Bank area just south of the River Aire.
- 3.4 The proposed station in Leeds city centre at New Lane is to be connected to the present station by overhead walkway. The station will be elevated some 10 metres above ground level. Much detail about the station arrangements, connectivity and interchange is yet to be confirmed.
- 3.5 A range of station and route alternatives were prepared by HS2 Ltd prior to the final announcement and these are detailed in their report to the Secretary of State. As well as initial station preference for New Lane a site to the north of the existing Leeds station, 'Leeds Station North' was also identified. Similarly a wide range of route options for accessing the city were identified.. A maintenance depot at New Crofton in Wakefield District also forms part of the proposals.
- 3.6 An environmental report has been prepared. However, the main impacts of the scheme in Leeds district appear to be in the Aire Valley in the vicinity of Woodlesford and to the south of Swillington where, because of the topography, the railway is elevated above ground level by extensive viaducts which reach to a height of some 20 metres in place. Furthermore, the east of Woodlesford where the Leeds line diverges from the northern line the lines are at differential heights requiring multi-level viaducts at the intersection. Further north the line passes through generally rising ground and a significant part is in cutting.
- 3.7 Because the scheme is at the preliminary stage and on account of the way it has been developed there is at present no statutory obligations on the Government to compensate home and property owners who may have already been disadvantageously affected. For this reason the Government prepared an Exceptional Hardship Scheme (EHS) for Phase 1 of the route and as part of the Phase proposals they instigated consultation on a similar scheme for Phase 2. This consultation opened with the January announcement and closed on 20 May. In a similar way to Phase 1 the scheme is open to those property owners, mostly residential, who have a demonstrable and pressing need to sell their homes and are able to demonstrate hardship should they be unable to do so.
- 3.8 The Council formally responded to this consultation with the view that the compensation scheme is necessary, but that it potentially could be improved

especially in terms of administrative efficiency to provide fast, fair and efficient settlement for those who meet the criteria. These comments were made without prejudice to the Council's views on the Phase 2 scheme itself and the station and line of route and scope for modification and improvement to the route to eliminate or reduce the need for compensation in the first place as part of the finally adopted scheme proposals.

- 3.9 Leeds City Council's representation disagreed with the critical underpinning of EHS Criterion 3, 'Efforts to sell and the Impact of Blight', and Criterion 5 'Exceptional Hardship', The proposed Exceptional Hardship Scheme for Phase 2, whilst acknowledging the blighting effect, only considers putting in place a procedure for dealing with cases of 'exceptional hardship', until safeguarding of the routes trigger the statutory blight measures under the Town and Country Planning Act 1990.
- 3.10 In July 2013 the Government announced its decision to proceed with the Phase Two EHS on 17, publishing 'HS2 Phase Two Exceptional Hardship Scheme Decision Document' and accompanying EHS Application Guidance. The Decision Document outlines 'The stated purpose of the scheme is to assist owner occupiers of property who have an urgent need to sell their property in order to escape or avoid exceptional hardship', among the changes, a streamlined process for re-application will be introduced. However the government states that in terms of exceptional hardship 'in order to demonstrate that it is necessary for the Government to step in and acquire a property it is only right that applicants first demonstrate all reasonable efforts to sell the property in the same way that they would if there were no plans or HS2. We believe that this is in the best interests of applicants, communities and taxpayers'.
- 3.11 On 17 July the Secretary of State for Transport announced the commencement of formal consultation on the HS2 Phase 2 proposals and published details of the Phase 2 Exceptional Hardship Scheme. The consultation will run until 31 January 2014.
- 3.12 The Government has also established in June an independent expert group to maximise the economic benefits – including job creation – generated by the flagship rail project which is chaired by Commercial Secretary and former head of LOCOG Lord Deighton.
- 3.13 It is presently anticipated that following the formal consultation the Government through HS2 Ltd will progress the confirmation of the final scheme proposals during 2014-15 prior to the preparation of a Hybrid Bill for Phase 2 to be laid before the next Parliament.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 At the time of the Government's January announcement there had been no local consultation with the Council or any other local authorities, stakeholders, businesses or residents about the line of the proposed new route. The Department for Transport and HS2 Ltd have been pressed by the Council and local Members of Parliament to initiate such consultation and to do this in advance of the formal consultation being announced. Officials from HS2 Ltd and the Department have subsequently met with officers and with senior Councillors and a meeting has also been held between HS2 Ltd, local Ward Members and the MP for Elmete Constituency.
- 4.1.2 Ward Members received an advisory briefing immediately prior to the January announcement and subsequently were briefed on the available details of the initial proposals. Subsequently officers have provided further briefings to Members and have attended local meetings in Woodlesford and Swillington.
- 4.1.3 A formal response to the Government's proposals for Phase 2 Exceptional Hardship Scheme for compensation was submitted on the 20 May and is referenced in this report.
- 4.1.4 Following the Government's further announcement of formal consultation the City Council will prepare and submit a formal response.
- 4.1.5 As part of the consultation a series of local events will be held along the Phase 2 route as follows:-

<b>Event Area</b>	<b>Date and Time</b>	<b>Venue</b>
Leeds	Friday 18 <sup>th</sup> October (12pm – 8pm)	The Met Hotel, King Street
Leeds	Saturday 19 <sup>th</sup> October (10am-5pm)	The Met Hotel, King Street
Garforth	Thursday 31 <sup>st</sup> October (12pm-8pm)	Garforth Academy, Lidgett Lane
Woodlesford	Friday 1 <sup>st</sup> November (12pm-8pm)	TBC

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 This report updates the Area Committee Members on the Government's proposals for HS2 Phase 2. Elsewhere it is noted that the Government has commenced formal consultation on the proposals. In the course of preparing the Council's response it will then be possible to assess the EDCI implications of the proposals.

### **4.3 Council policies and City Priorities**

- 4.3.1 The anticipated economic benefits of high speed rail have the potential to contribute to the Vision for Leeds 2030 to be the best city in the UK. Improvements to strategic connectivity support the City Priorities and the West Yorkshire Local Transport Plan (LTP3). Nevertheless the more detailed and specific impacts of the proposals on local communities and businesses suggest that further detailed work on the proposals by HS2 Ltd is necessary to demonstrate an acceptable scheme and that appropriate mitigation and compensation arrangements are in place for unavoidable adverse impacts.

### **4.4 Resources and value for money**

- 4.4.1 The announcement has no immediate issues in terms of resources or value for money. At present the responses to the publication of the Government's initial preferred option is being met through existing Council resources. It is however likely for such a complex scheme that further detailed advice and analysis will be required in due course.

### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 There are no specific legal implications for the Council at present regarding the Government's initial preferred route options for Phase 2. Nevertheless, HS2 is a very large and complex project and therefore it is clear that the detailed proposals are likely to raise wide ranging issues of legal and regulatory nature including regulatory, property and environmental matters.

### **4.6 Risk Management**

There are no immediate risk management issues. Appropriate arrangements will be put in place as the Council's engagement with the project is developed through the detailed scheme development public consultation stages and future statutory processes.

## **5 Conclusions**

- 5.7 The development of a direct High-Speed Rail Line to Leeds, would significantly contribute to the Vision for Leeds to become the best city in the UK by 2030, promoting the regions long term economic competitiveness.
- 5.8 The location of a new city centre station at Leeds New Lane would maximise connectivity from a wider area and ensure wider integration into the transport network. This would make a significant contribution to the City's aspirations to support the role of the City Centre as an economic driver for the District and City Region, and transform the South Bank into a well connected, sustainable business and residential community.
- 5.9 The route location has very significant impacts for some local communities which will need to be addressed as part of the Governments formal consultation process. The Council will engage with the Government and HS2 Ltd on all matters including local community issues relating to the scheme.

A formal response to the Government's formal consultation on proposed HS2 Phase 2 scheme will be prepared for submission by the closing date of 31 January 2014.

## **6 Recommendations**

6.1 Area Committee members are requested to:

- i) Consider the content of this report;
- ii) Note the current position with regard to the Government's high speed rail Phase 2 proposals and formal consultation for HS2 Phase 2; and
- iii) Note the Council's previous submission to the Government's Phase 2 Exceptional Hardship Scheme consultation and the intention to provide a formal City Council response to the formal scheme consultation.

## **7 Background documents<sup>1</sup>**

7.1 The following background material has contributed to the preparation of this report:

- i) Command Paper: [High speed rail: investing in Britain's future phase two - the route to Leeds, Manchester and beyond](#), (and supporting documents) Department for Transport, January 2013.
- ii) High speed rail: investing in Britain's future phase two - Consultation from the West Midlands to Manchester, Leeds and beyond, Department for Transport, July 2013.  
  
HS2 Phase Two Exceptional Hardship Scheme - Decision document, Department for Transport, July 2013.

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.