

**Report of the Director of City Development**

**Report to Executive Board**

**Date: 18<sup>th</sup> October 2017**

**Subject: Leeds Integrated Station Masterplan and Leeds City Region HS2 Growth Strategy**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input 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. High Speed Two (HS2) has the potential to transform the economy of Leeds and Leeds City Region. However we will not realise the full benefits of HS2 unless we have a coherent and proactive plan for doing so. HS2 is part of a coherent strategy for rail improvements for the Leeds City Region, which includes upgrades of existing routes and services, and Northern Powerhouse Rail, a new fast east-west rail route across the North.
2. Improving and expanding Leeds Station is essential to ensure HS2 is integrated seamlessly with other rail services to create new rail capacity to support growth in Leeds, and to provide a high quality gateway to, and catalyst for, regeneration in the city. This paper seeks approval to the emerging proposals for a long term masterplan for Leeds Station.
3. It will also be important to ensure Leeds City Centre, and our people and businesses are HS2 ready. This paper also seeks approval for the emerging principles of the Leeds City Region HS2 Growth Strategy, which will set out proposals for: enhancing people's awareness of the future employment opportunities that will be created and their skills to enable them the access these jobs; actions to support businesses and universities innovate and exploit the supply chain opportunities from HS2; the strategy for improving connectivity across the city region to spread the benefits of HS2; and the plans for improving infrastructure to support the growth of the economy of the Leeds

City Region, including the regeneration of the South Bank, and the Innovation District project.

4. Leeds Station is the busiest transport hub in the North of England and one of the most important pieces of transport infrastructure in the UK. This report sets out the proposed principles for the draft masterplan for the Leeds Integrated Station that has been developed through collaboration between the Council, HS2, Network Rail, West Yorkshire Combined Authority, Transport for the North, DCLG and DfT. The draft masterplan vision – summarised in Figure 1 – sets a spatial strategy for the future transformation of the integrated Station to accommodate rail growth, Northern Powerhouse Rail services, and HS2. In doing so, the masterplan aims to achieve a:
  - **World Class Hub** – from quality of architecture and urban design to intermodal connectivity, clarity and delivery;
  - **Distinctive Gateway** – that celebrates travel, proudly announced arrival into Leeds and speaks to the unique characteristics of the city;
  - **Destination Station** – an attractive place to visit in Leeds City Centre, where South Bank meets City Square; and
  - **Connected Place** – that seamlessly integrates national, regional and local transport modes and optimises every form of connectivity for users.
5. Given the complexity of the station, the masterplan provides a basis by which Network Rail and HS2 can develop the detailed design and delivery of the station in a harmonious way. The masterplan is not intended to develop a detailed design for the station, but intends to be a proactive framework for the station that will ensure that each component part of it can be defined, designed and delivered.
6. The station masterplan proposes a range of measures to deliver a world class gateway. This includes the creation of a station style campus, whereby high quality new buildings and public realm seamlessly integrate with the station. Proposals include the potential for 3m square feet of new commercial development – suitable for a range of uses – within the Station campus.
7. Multiple entrance points are proposed, and proposals are that each will be a gateway in their own right: with multiple entrances presenting multiple high quality experiences in celebration of the city. This includes proposals for city square as a predominately public space and the pedestrianisation of New Station Street, and an extension of this space onto Bishopgate Street to transform the current Station entrance. In the South Bank, there are four proposed entrance points where HS2 will arrive, including at Sovereign Square, linking to the new City Park; a central entrance along a new pedestrian route in South Bank connecting Temple Works through to Leeds Dock; an entrance link alongside the River Aire, and an entrance at the Southern part of the Station.
8. The Masterplan proposes a number of access points for pick up and drop off bus, cycle and taxi interchange and passive provision is proposed for any future mass transit or equivalent system that may develop. There are proposals for the re-provision of the current car park and a dedicated HS2 car park. To ensure seamless integration between HS2 services and the current Station, a new concourse, common to both the HS2 and existing stations, is proposed and forms part of a new overbridge structure

that is proposed to be built within the Station to link to HS2, and provide access to platforms in the existing station. Alongside this, the River Aire is proposed to be a central space within the Station district, with proposals to repurpose the Dark Arches and Neville Street as retail and leisure spaces. A number of priority access points for disabled users are proposed.

9. The station proposals will help to shape the future development of the station and form a main component of the Leeds City Region HS2 Growth Strategy. This report seeks Executive Board support to the principles of the Growth Strategy – which will be submitted by WYCA – and in particular on emerging strategic proposals on how the city region can maximise the social and economic benefits arising from HS2. The emerging Strategy aims to bring about the transformation of the City Region economy and position the City Region as the national centre for high speed rail. The Strategy is focused around six themes to transform our economy:
  - Leeds Station as a World Class Gateway;
  - A step change in connectivity for the region;
  - Inspiring our people;
  - Developing our businesses and supply chain;
  - A catalyst for regeneration; and
  - A magnet for investment and cultural destination.
10. This report summarises the emerging HS2 Growth Strategy, and seeks Executive Board support to the principles of the HS2 Growth Strategy, ahead of consultation with city partners and Government. Public consultation will also take place on the draft proposals for the Station in early November, as part of wider consultation into the South Bank Regeneration Framework SPD (discussed elsewhere on the agenda). This will include a number of specific consultation events on Leeds Station.

## **Recommendations**

9. Executive Board is asked to:
  - i) Endorse the draft Leeds Integrated Station Masterplan principles as contained at section 3.1 of this report as a basis for public consultation;
  - ii) Support the principles of the emerging Leeds City Region HS2 Growth Strategy and proposed next steps as contained at sections 3.3 and 3.4 of this report;
  - iii) Subject to agreeing points i) and ii) above, request that the Director of City Development, in consultation with the Leader of the Council, Executive Member for Regeneration, Transport and Planning and Director of Resources and Housing:
    - a) further develops the Council's input into the Leeds City Region HS2 Growth Strategy and to reports back to Executive Board with a proposed final version of the Growth Strategy. Such report to include proposed delivery, funding and implementation plans for projects involving the Council;

- b) undertakes consultation with central Government and city partners on the Growth Strategy proposals alongside the West Yorkshire Combined Authority ahead of a final strategy being developed;
- c) continues collaboration with partners to bring forward the delivery of the Leeds Integrated Station Masterplan Vision; and
- d) provides an update to Executive Board in 2018 on the progress made on matters contained within this report.

## **1 Purpose of this report**

- 1.1 This paper provides an update on the preparations for bringing HS2 to the region, including the draft HS2 Growth Strategy, Leeds Station Integrated Masterplan principles and seeks endorsement to work undertaken to date and approvals for the proposed next steps, including public consultation.

## **2 Background information**

- 2.1 Leeds station is the busiest station in the North of England, with over 29 million passengers a year. The station is one of the most important pieces of transport infrastructure in the UK and passenger demand is expected to more than double with growth of over 114% anticipated in the next 30 years.
- 2.2 In order to meet future capacity growth, including our ambitions for Northern Powerhouse Rail, and to create a gateway befitting of the station's national importance, there is a need to for investment into the station to secure its redevelopment. Furthermore, the proposed HS2 Station will integrate with the current station – further driving a need for a proactive plan for the station's redevelopment.
- 2.3 Executive Board will recall that, in response to HS2 Ltd's original proposal for a Leeds HS2 station, which was 500 metres away from the existing Station, the Council submitted that the city and city region deserved better. We worked closely with Sir David Higgins and HS2 Ltd to review the Leeds proposals.
- 2.4 In late 2014, Sir David Higgins and the then Prime Minister launched in Leeds Civic Hall, Sir David's Rebalancing Britain Report, recommending there should be an integrated Leeds Station. He recommended that "further work by HS2 Ltd, Network Rail, and above all Leeds City Council" should be undertaken to find the right transport solution in line with the city's vision. The report also recommended that HS2 should be integrated into a national transport strategy which should include a fast east-west rail link across the North.
- 2.5 Following further close joint working between Leeds City Council and HS2 Ltd, in late 2015, Sir David Higgins' Yorkshire Hub report was published recommending the "T" solution for Leeds Station, and that further collaborative work should be undertaken to develop the plans. Included as in the report was a letter supporting the conclusions signed by all the Leeds City Region Leaders, the LEP Chair, and the President of the Leeds Chamber of Commerce.
- 2.6 Sir David Higgins set out five objectives for the further collaboration on the design of the Station:
- 1. that the existing Station and the HS2 Station should share a common concourse for passengers, to allow easy access between HS2 and other services. That concourse should have equally easy access to the city centre, the South Bank and the waterfront.*

2. *that the new combined Station should have improved car and bus access, enabling it to become a properly integrated transport hub for the region.*
3. *that the new Station should have sufficient capacity to allow for the anticipated two-thirds increase in traffic resulting from the Northern Powerhouse and HS3 initiatives.*
4. *that it should allow for through trains to enhance both the Northern Powerhouse rail plans as well as local services to the rest of the region.*
5. *that the design of the combined Station should reflect the significance of its role and place not just for Leeds and Yorkshire, but as a major national landmark.*

2.7 In 2016, Executive Board resolved that the Council “developed, in partnership with others, a single reference case design for Leeds Station, which includes the opportunity to phase improvements and considers how third party funding could help deliver change.” Accordingly, with funding from the West Yorkshire Combined Authority, Transport for the North and Government, work has taken place on the masterplan for the station.

2.8 In 2016, Executive Board was also advised that Government had provisionally allocated £1.25m to the Leeds City Region to develop a HS2 Growth Strategy. The purpose of such a strategy, building upon recommendations from the HS2 Growth Taskforce, was for city regions to develop growth plans to maximise the social, economic and physical benefits associated with investment into HS2.

2.9 Executive Board gave approval for the Council to support the development of this work, and approved a ‘three pronged approach’ to develop the strategy 1) *a city region wide economic narrative with a skills, supply chain and connectivity package;* 2) *an integrated plan for Leeds Station that incorporates HS2, Northern Powerhouse Rail and local services and is embedded into the city and,* 3) *a focus on the surrounding area around the Station of the Southbank and City Square to consider the implications of HS2 such as for the highway network, public realm, business relocation and how we can maximise the benefits.*

2.10 Accordingly, this report sets out for Executive Board approval: 1) the proposed draft Leeds Station Integrated Masterplan principles; and 2) the emerging principles of the Leeds City Region HS2 Growth Strategy as a basis by which consultation will take place.

### **3 Main Issues**

#### **3.1 Draft Leeds Integrated Station Masterplan**

3.1.1 The draft Leeds Integrated Station Masterplan has been developed through collaboration between asset owners responsible for designing and delivering the Station (Network Rail and HS2), and public sector agencies (the Council, West Yorkshire Combined Authority, Transport for the North, Department for Communities and Local Government, Department for Transport and London and Continental Railways). Leeds City Council has provided coordination and

leadership of this work through the Leeds Station Board, chaired by the Council's Chief Officer Economy and Regeneration. The results of the South Bank Regeneration Framework consultation in 2016 has informed the approach (in particular to ensure the views of children and surrounding communities inform the approach), as has continued dialogue with the Chamber of Commerce, Leeds Civic Trust and the Leeds Access Forum.

3.1.2 Given the complexity of the station, the masterplan provides a basis by which Network Rail and HS2 can develop the detailed design and delivery of the station in a harmonious way. The masterplan is not intended to develop a detailed design for the station, but intends to be a proactive framework for the station that will ensure that each component part of the station can be defined, designed and delivered to realise the greatest value for money.

3.1.3 The masterplan responds to the five objectives set out by Sir David Higgins articulated at point 2.6 above, the guidance set out in the draft South Bank Regeneration Framework and seeks to create a:

- **World Class Hub** – from quality of architecture and urban design to intermodal connectivity, clarity and delivery;
- **Distinctive Gateway** – that celebrates travel, proudly announced arrival into Leeds and speaks to the unique characteristics of the city;
- **Destination Station** – an attractive place to visit in Leeds City Centre, where South Bank meets City Square; and
- **Connected Place** – that seamlessly integrates national, regional and local transport modes and optimises every form of connectivity for users.

3.1.4 Attached at Figure 1 is a plan providing a spatial summary of the overarching proposals.

3.1.5 In summary, the proposed framework proposes a number of steps.

- i) **Station Campus** - the plans propose the creation of a new district or campus that becomes a new national destination. In the station campus new high quality developments and urban realm integrate seamlessly, into the station with entrances and exits strategically located next to and within buildings. It is proposed that the station will provide multiple entrances to provide multiple high quality experiences at key gateways. A centre for new commercial, residential and leisure activity, the proposed station campus include parts of South Bank, and the proposals provide for approximately 3m sq.ft. of new commercial and retail space within the station district.
- ii) **Northern Entrances** – it is proposed that City Square and Bishopgate Street will be transformed and act as principal entrances to the station: providing high quality gateways. It is proposed that both will be predominately pedestrian spaces, with general through traffic removed. Proposals for New Station Street are that it is pedestrianised and existing structures removed to extend the space along to Bishopgate Street. This

could create a new piece of major public realm at the front of the station, whilst still permitting access for taxis and public transport in the immediate environs.

- iii) **South Bank Entrances** – three entrances are proposed in the South Bank, with an entrance fronting onto Sovereign Square and the new City Centre Park. A central HS2 entrance is proposed along a new pedestrian route, equivalent in scale to Briggate, linking Temple Works to Leeds Dock. This would act as a catalyst for regeneration for South Bank. A further entrance is proposed at the Southern end of the HS2 box, close to the proposed HS2 car park and fronting onto the M621. The Station Southern Entrance would remain in place.
- iv) **Common Concourse** – to ensure a seamless interchange between HS2 and the current station, a new shared common concourse (used by both the existing station and where HS2 arrives) is proposed. As part of this, a new over-bridge within the current station shed is proposed spanning across the station. This proposal could provide opportunities for 7,000 sqm of complementary leisure and retail, and will provide access to every single platform in the station. The proposed concourse is located centrally in the station along this overbridge, providing access to both sides of the City Centre and all type of rail service. Such space also allows for the potential for the roof where HS2 platforms are to be utilised as amenity space – subject to further technical diligence on the deliverability of the proposals.
- v) **Neville Street and Dark Arches** – It is proposed that Neville Street will be pedestrianised (but with potential for mass transit route in the future), and proposals are that the Dark Arches are transformed into new retail and leisure spaces – providing direct access to various Station entrances, and new public realm at Sovereign Square and Bishopgate Street.
- vi) **Streets and Urban Context** – multiple points of access are proposed through the station, particularly where the HS2 box arrives into the city, to maximise permeability throughout the Station and ensure that the station fits into the city's street scene. It is proposed that the River Aire will become a central design feature of the station district, with investment to provide seamless pedestrian and cycling links across the river, and two new pieces of public realm. A proposed new footbridge at Bridgewater Road will seek to enhance the pedestrian environment and proposals for Sovereign Square footbridge will also help to improve pedestrian links to the station.
- vii) **Capacity and Platforms** – As more services use the station, it is proposed that provision is made for additional platforms to meet demand, next to the current platform 1. The proposals at this location include new and proposed over platform development.
- viii) **Roof** – it is proposed that a new roof is scoped to reflect the new station footprint, but also to provide opportunities for more lighting across the Station.



- ix) **Multi-Modal Transport Access** – the proposals include for access for all modes of transport, with passive provision to be enabled for any future mass transit proposals. It is proposed that there will be multiple points for bus and taxi pick up and drop off, and access for disabled users is prioritised across all principal entrances. Proposals also include for a re-provision of the current Station car park, a new car park for HS2 and a new Cycling Hub throughout the much improved station district.

### 3.2 Leeds Integrated Station Next Steps

- 3.2.1 The proposed design features will be incorporated into the updated South Bank Regeneration Framework SPD, as set out elsewhere on the agenda. The draft Station Masterplan will be subject to public consultation through the statutory consultation proposed on the framework becoming a Supplementary Planning Document. As part of this, there will be specific events on the draft masterplan to capture public feedback from early November.
- 3.2.2 Should Executive Board approve the principles of the Masterplan and it also be approved by the organisations involved in its production, this provides the basis by which delivery and implementation plans can be developed for the full Station footprint, in a phased manner.
- 3.2.3 Early estimates are that the investment levels required to achieve the vision of the masterplan are over £500m, although this requires more detailed cost analysis before a final cost figure is arrived at. An indicative phased delivery plan has been developed to break down the vision into discreet development parcels. The delivery of the Station Vision will be taken forward by Network Rail (current station) and HS2 with collaboration on the points where integration between the services takes place.
- 3.2.4 For the current station, the proposal is for a detailed business case, led by Network Rail, in collaboration with the Council to be developed to secure the necessary funding and consents to deliver the phases of the station within Network's Rail control. This will include an element of more detailed design over the next few months.
- 3.2.5 As part of this work, it is proposed that the Council explores the potential for it to make an investment into the station, in dialogue with the WYCA, with view of making recommendations to Executive Board following the conclusions of this work.
- 3.2.6 With regards to the HS2 elements of the station, Executive Board is advised that, in July 2017, Government reaffirmed its support for Phase 2 and confirmed the preferred route for the full Y network – the Eastern Leg to Leeds and the Western Leg to Manchester. This enables preparations for the third HS2 Hybrid Bill, which is intended to be deposited in Parliament in autumn 2019 and which will ultimately enable construction to commence in 2023 with train services to Leeds and Manchester commencing in 2033.
- 3.2.7 Whilst HS2 Ltd will not undertake detailed design until after Royal Assent is granted in 2022/23, they have appointed a design team to develop an initial

'outline' design for the Hybrid Bill that will set parameters such as the HS2 boundary, and other strategic design features (entrance points etc.). Various iterations will emerge for this, leading up to the outline being completed in 2019 as part of Parliamentary and statutory processes. Accordingly, agreeing a masterplan now will allow a policy basis by which the Council can input and help to guide this outline, and future detailed work, with the opportunity for the Council and partners to participate in formal consultations on this design.

### **3.3 HS2 Growth Strategy**

- 3.3.1 The proposals for the new World Class Gateway at the station are an integral part of the proposed HS2 Growth Strategy. However, the benefits of the station work extend beyond the physical environment and environment for rail passengers.
- 3.3.2 HS2 is much more than just a transport project. It will act as a catalyst for wider regeneration, deliver two world class transport Hubs at Leeds and York, improve regional connectivity to our towns and cities across the North, upskill our workforce, inspire new career choices for future generations, and create opportunities for our businesses and supply chains. The emerging Leeds City Region HS2 Growth Strategy, to be submitted by WYCA, sets out this economic narrative and proposes actions and projects to maximise the growth opportunities across the city region.
- 3.3.3 As part of the HS2 Growth Strategy, proposals have been framed into six principles that set out what the Council, WYCA and districts propose to do in partnership with government to transform the regional economy. These seek to capture the additional economic benefits that are created by HS2, to maximise the added value of the project for Leeds and the wider city region.
- 3.3.4 In order for the region economy to thrive we propose that HS2 is the centre of a coherent strategy for the rail network for the UK and North of England.
- 3.3.5 Our region is the geographical heart of the UK and a major destination hub for connectivity across the North. The existing West Coast Main Line, Midland Main Line and East Coast Main Line are all forecast to be at or approaching capacity in the 2020s, with HS2 providing much needed capacity. But existing regional and local lines are also suffering and investment in city region transport networks (including electrification), are vital to support economic growth and the rebalancing of the UK economy.
- 3.3.6 Improved transport results in stronger local economies, brings new and more productive jobs within reach for people (enabling them to move job without moving house), new markets within reach of business, increases exports and supports growth and innovation in cities. It can also strengthen a city's image and awareness both nationally and globally, its offer to investors, visitors and as a place to build a career.
- 3.3.7 Accordingly, it is proposed that a broader package of improvements, particularly East / West linkages, are developed and made to bring our towns and cities closer together. This includes Northern Powerhouse Rail which will connect Leeds to

Manchester (via Bradford) in 30 minutes. Investment to realise the benefits of capacity release on the East Coast Mainline can release the further economic potential of hubs at York and Bradford.

The six principles proposed in the HS2 Growth Strategy are set out below:

**a) Leeds Station as a World Class Gateway**

- 3.3.8 As set out above, the proposals for the integrated Leeds Station can provide a world class gateway and investment into the important national infrastructure can be a hub that seamlessly connects to locations across the City Region. It is proposed to seek Government support for the Station Masterplan and to continue the collaboration between all parties as work develops.

**b) A step change in connectivity for the region**

- 3.3.9 It is proposed that a priority is to develop proposals for enhanced connectivity for multiple modes of transport within Leeds and across the City Region. With work now underway by WYCA on this, it is proposed that further work takes place to define priority growth corridors across the city region, and to secure investment that better connect economic growth hubs across the city region. As part of this, it is proposed that growth plans are developed for transport hubs across the city region. Such an approach will seek to maximise the benefits of HS2 investment by better connecting residents to the station and transport hubs across the region, and access the employment opportunities that may arise.

**c) Inspiring our people**

- 3.3.10 It is proposed that we use HS2 to inspire the next generations and secure high quality jobs for our residents across the city region. HS2 will offer a range of opportunities in construction and infrastructure, manufacturing and engineering, and digital sectors for our future workforce, creating thousands of new jobs. It is proposed that, through our strategy, we begins raising awareness and preparing our students for these jobs and opportunities right away, creating pathways to jobs so they are prepared when HS2 arrives.
- 3.3.11 As part of our commitment to inclusive growth it is proposed that the strategy to deliver record numbers of women and BME representation in HS2 construction and the wider sectors. It is proposed that at least 20% of the workforce on HS2 will be from the city region and 5% of these workers will be previously unemployed. Proposals include an Employment Brokerage Plus Scheme that will work with our most disadvantaged communities to enable everyone to make the most of the opportunities HS2 will provide.
- 3.3.12 We propose to work with our universities and colleges to create bursaries and apprenticeships for HS2 related programmes, support work placements during study and dramatically improve graduate retention within the region. For those looking to change careers or return to work, it is proposed to offer pathways through the Careers Family Programme, so that young people and career returners can seamlessly access educational pathways across HS2 related opportunities.

#### **d) Developing our businesses and supply chain**

- 3.3.13 Crucial to maximising the long term benefits of HS2 is the development of our regional supply chain. Achieving this will mean developing our talent base, supporting innovation and we propose to position our region as the home of light rail and High Speed Rail engineering, skilled labour and research and development. In doing so, this will be creating a legacy for the region as an internationally recognised and globally competitive area for rail and engineering. As part of our proposals, it is proposed to support the University of Leeds' ambition for a High Speed Rail institute – which will be the only dedicated higher education research facility in Europe and with Global capability.
- 3.3.14 Getting our supply chain ready requires a targeted approach to increase awareness of the opportunities HS2 will bring including the transformation of Leeds Station, and getting our businesses in a position to take full advantage of this. We propose to do this by increasing investment in our businesses, linking them more closely with our universities, and helping firms through procurement processes and advertising opportunities to local businesses.

#### **e) A catalyst for regeneration**

- 3.3.15 Infrastructure investment is a key driver for increasing productivity, helping create jobs and prosperity. Two new station hubs in Leeds and York are both positioned in areas of their city which have large parcels of land available for new houses, offices and leisure activities. HS2 investment offers the opportunity to reinvent these spaces, for commercial activity, new smart technology and innovation in our growth sectors, modern attractive environments and green infrastructure, and accessible spaces for surrounding communities.
- 3.3.16 The proposed HS2 Growth Strategy will focus on how HS2 can maximise the regeneration opportunities around Transport Hubs across the city region, and so that each district is able to secure greatest benefit from the enhanced connectivity. Proposals are for Government funding to be provided so that each district hub has resources to develop plans around Hubs.
- 3.3.17 Bringing HS2 into the heart of Leeds will require substantial infrastructure works that create wider regeneration opportunities, with the potential to double the size of the city centre. The new station will be built in the South Bank, one of the largest regeneration sites in Europe covering over 180 hectares. It will also provide a boost to the plans for the Leeds Innovation District
- 3.3.18 We propose to deliver upon the vision set out in the South Bank Regeneration Supplementary Planning Document, based on four thematic areas set out below, with many projects proposed to ensure that the city is HS2 ready and can function effectively during HS2 works. In doing so, we will triple the amount of residential completions per annum in Leeds City Centre, double the size of the city centre economy and double the amount of office floorplate take up compared to recent completion rates in the city centre. It is proposed that, through the Growth Strategy, projects will focus on creating:

- i) **A connected South Bank** – by improving connections between the South Bank and wider city centre, including new streets, bridges, pedestrian routes and access to neighbouring communities. It will mean major improvements to the M621 and Inner Ring Road with highways realignments across the South Bank in order to remove through traffic from the area and the current dominance of motor vehicles.
- ii) **An attractive South Bank** - creating a network of public spaces, green linkages and a new city park, and the transformation of the waterfront including new shops and bars. These public spaces connected by safe and attractive city streets will glue together existing and planned cultural assets and activities, and the surrounding communities to create a unique city centre environment for new residents, visitors and businesses.
- iii) **A cultural South Bank** - investing in our cultural and heritage assets, animating spaces and promoting cultural and community uses is key to inclusive growth, promoting community cohesion and celebrating the rich variety of cultural life in the city. South Bank, Leeds has a strong historic and architectural character and a growing cultural community and these are the key building blocks on which to build a unique cultural environment and destination in the heart of the city centre.
- iv) **A smart and sustainable South Bank** – by creating a high quality digital infrastructure in the heart of the city centre to drive growth in the digital economy and foster innovation and creativity. Investment in flood resilience and sustainable energy already taking place across the city centre will be extended into the South Bank, with new infrastructure designed to be multifaceted – public spaces and city streets designed to provide greater resilience and be a conduit for digital connectivity infrastructure.

**f) A magnet for investment and cultural destination**

- 3.3.19 Culture is an important part of the attractiveness of the North as a place to invest, work and grow businesses. We want the region to become a magnet for investment, one that celebrates its heritage but is also outward facing, building on the region's recent successes in attracting foreign investment and as a place to live with unique character.
- 3.3.20 Tourism had an economic impact of £1.5 billion for Leeds in 2015, an increase of nearly 11% in the previous two years. Transport and infrastructure improvements are essential in providing access to tourism and cultural hotspots and continuing growth in visitor numbers. Business visitors are also growing and Leeds is now the 5th most popular conference destination in the UK.
- 3.3.21 Leeds is bidding to be European Capital of Culture 2023 which if successful will put the region front and centre for when HS2 begins construction. Significant enabling works will take place between now and 2023 to get Leeds ready particularly to Leeds Station and the South Bank. Emerging proposals for connectivity will seek to maximise the investment and cultural opportunities.

### **3.4 Growth Strategy Next Steps**

- 3.4.1 The proposals above form the basis of the emerging HS2 Growth Strategy and Executive Board endorsement is sought as a basis by which consultation takes place with partners and Government ahead of more detailed strategy, with further project details, being recommended for approval by the Executive Board at a future date. It is proposed that that more detailed further work takes place on specific proposals across each of the themes set out above.
- 3.4.2 The strategy will make proposals for a range of investments that could be delivered by a range of organisations and is not the sole responsibility of one body. Accordingly, it is proposed that dialogue on the HS2 Growth Strategy principles with Government seeks to explore the appropriate funding and delivery solutions for the emerging strategy.
- 3.4.3 For Leeds specific infrastructure, and particularly for projects that may be delivered directly by the Council (South Bank infrastructure/ land assembly), it is proposed that further work takes place to explore the implications of a Leeds City Council controlled HS2 Growth Zone, whereby value generated by new development and growth could fund the infrastructure that the city requires to meet its ambitions. This could be similar to an Enterprise Zone type status. It is proposed that this work be subject of the future Executive Board paper.
- 3.4.4 It is also proposed that work should take place to define the city region, and City Council, delivery team for such work to and to finalise local governance over any future delivery of proposals. It is proposed that this includes building on established relationships – such as the collaboration with London and Continental Railways that Executive Board provided approval to in 2014.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 The proposals in the HS2 Growth Strategy have been defined through numerous consultations with districts across the city region, and consultation exercises that have taken place over the last 18 months (e.g. on the South Bank, Leeds Inclusive Growth Strategy, 2023 etc). It is proposed that further engagement takes place on this draft strategy and the Leeds Integrated Station Masterplan with city partners to refine plans ahead of implementation commencing on the proposals.

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

- 4.2.1 Themes running through this report have an impact on equality and diversity. The Council aims to improve the lives of all its citizens and foster good relations between different groups in the community. The HS2 Growth Strategy encourages inclusive growth, aiming to ensure that the benefits of a prosperous economy impact on all Leeds citizens, this includes supporting young people, increasing women and BME groups into HS2 related jobs (that are currently underrepresented), also supporting career changes and those returning to work.

- 4.2.2 An Equality Diversity, Cohesion and Integration screening has been undertaken to assess the impact of this report on equality and diversity and is attached as Appendix 1.

### **4.3 Council Policies and Best Council Plan**

- 4.3.1 The vision from the Best Council Plan is for Leeds to be a compassionate, caring city that helps all its residents benefit from the effects of the city's economic growth. These values frame the HS2 Growth Strategy which will be a complementary addition to the council plan. The proposals build upon themes contained within the consultation draft for the inclusive Growth Strategy. The proposals contained within this report will contribute to a range of Best Council Plan priorities and objectives. This includes objectives around Tackling Poverty and Reducing Inequalities / Strong Economy Compassionate City. The proposed investments in the Station and infrastructure to drive growth will make a direct contribution to the Best Council Plan Priority of 'Transport & Infrastructure' - Connecting people and places, improving air quality, meeting housing needs. The proposals will also help to support the delivery of the Best Council Plan outcome of 'Move around a well-planned city easily'.

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

- 4.4.1 The Growth Strategy has been developed using Government grant provided to the WYCA. It is proposed that, as part of the emerging work shared with Government, dialogue commences on the funding approach for the next phases of work, with view of the city region and council securing the necessary funding to develop projects and start to deliver, where appropriate, projects to start to unlock growth associated with HS2. At this stage, the Council is not making any financial commitments to deliver any aspects of the plan and any such decisions will be made as per the Council's constitution and decision making procedures.
- 4.4.2 The work is being delivered through a mix of Council and Combined Authority personnel. It is proposed that proposals for a dedicated delivery team will be developed as part of the next stage of working.

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

- 4.5.1 The Leeds Integrated Station Masterplan is a plan that will be owned by multiple parties and core principles will be included in the draft South Bank Regeneration Framework Supplementary Planning Document
- 4.5.2 The HS2 Growth Strategy will be submitted by WYCA and not made by the Council. WYCA has granted delegated Authority for its Managing Director, in consultation with the Chair of Committee, to submit the emerging work to Government. Executive Board approval is sought for the Council's support to the submission.
- 4.5.3 This report is eligible for Call-In.

## **4.6 Risk Management**

- 4.6.1 There is a risk that, without a clear plan for HS2's arrival, the city and city region does not make the most of the opportunities associated with HS2, and the potential social and economic benefits associated with it. At these stage the masterplan and growth strategy are strategic and further work is required to explore funding and financing options, and there is a risk that appropriate funding is not secured to deliver the vision. Dialogue and collaboration is proposed to continue with partners and Government on how the plans can be moved towards delivery. In terms of precedent, Executive Board is advised that the West Midlands secured Government approvals and support for over £3bn of investments associated with their Growth Strategy.

## **5 Conclusions**

- 5.1 Leeds Station is one of the most important pieces of transport infrastructure in the country, and one of the busiest train Stations. With proposals for HS2, HS3 and rail growth, as well as a strategic imperative to ensure the Station is a befitting gateway reflective of our city ambitions, there is a need to formalise a proactive masterplan that can guide the future design and development of this critical piece of infrastructure. The masterplan proposals provide a framework to ensure that Leeds has a joined up plan that creates a world class gateway, is a stimulus for regeneration and can accommodate rail growth. The Station is one part of our wider City Region HS2 Growth Strategy – and the success of the Station will not just be transport led. The emerging HS2 Growth Strategy proposes a range of measures to ensure that the entire city region benefits from the investment and we can utilise HS2's arrival to transform the city region economy.

## **6 Recommendations**

- 6.1 Executive Board is asked to:
- i) Endorse the draft Leeds Integrated Station Masterplan principles as contained at section 3.1 of this report as a basis for public consultation;
  - ii) Support the principles of the emerging Leeds City Region HS2 Growth Strategy and proposed next steps as contained at sections 3.3 and 3.4 of this report.
  - iii) Subject to agreeing points i) and ii) above, request that the Director of City Development, in consultation with the Leader of the Council, Executive Member for Regeneration, Transport and Planning and Director of Resources and Housing:
    - a) further develops the Council's input into the Leeds City Region HS2 Growth Strategy and to reports back to Executive Board with a proposed final version of the Growth Strategy. Such report to include proposed delivery, funding and implementation plans for projects involving the Council;



- b) undertakes consultation with central Government and city partners on the Growth Strategy proposals alongside the West Yorkshire Combined Authority ahead of a final strategy being developed;
- c) continues collaboration with partners to bring forward the delivery of the Leeds Integrated Station Masterplan Vision; and
- d) provides an update to Executive Board in 2018 on the progress made on matters contained within this report.

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

7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.