

**Report of: Director of City Development**

**Report to: Executive Board**

**Date: 15 February 2013**

**Subject: HIGH SPEED RAIL PHASE 2 (HS2) ANNOUNCEMENT, 28 JANUARY 2013**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Rothwell, City & Hunslet, Garforth & Swillington, Kippax & Methley are on the line of route.		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

### Summary of main issues

1. The Government's announcement on 28 January for High Speed Rail Phase Two and the route to Leeds, Manchester and beyond marks a transformational development in the future provision of transport to the North with huge potential for our city and region.
2. A key focus of the Government's Command Paper is to set out the Government's initial preferred route with station and depot options for Phase Two of the network, which will extend directly to Leeds, with a new station in the city centre 'Leeds (New Lane)'.
3. Following the announcement for Phase Two an initial period of 'informal engagement' will begin on the proposals, in preparation for subsequent formal public consultation, the details of which will be published later in 2013.
4. The government is developing proposals to compensate those affected by the scheme and Government is putting in place interim arrangements for an 'Exceptional Hardship Scheme' for Phase 2 in line with the previous approach to Phase 1.

### Recommendations

5. Executive Board is requested to:
  - i) Welcome the Government's announcement for Phase Two of the proposed high speed rail network.

- ii) Note the content of this report and the Government's proposals for taking the project forward as published in the Command Paper.
- iii) Agree that a further report be received concerning the Council's intentions for response once the Government's timetable for formal consultation is known.
- iv) Acknowledge that the importance of early investment in the transport infrastructure at Leeds Rail Station and the rail network will be essential to making the city ready for HS2.

## **1 Purpose of this report**

- 1.1 This report advises Members on the proposals announced by the Government for Phase 2 of the High Speed Rail (HS2) project contained in their Command Paper 'High Speed Rail: Investing in Britain's Future Phase Two - The route to Leeds, Manchester and beyond'.

## **2 Background information**

- 2.1 The Government commitment to progressing a domestic high speed rail network marks a landmark in the development of the UK rail network, and the Secretary of State's announcement on the 28 January cements not only Leeds's place on that network, but also the potential benefits that the largest single investment in the railway since the Victorian age can deliver for our cities and regions.
- 2.2 The Government's final proposals for Phase 1 of HS2 from London to Birmingham were confirmed in January 2012. The announcement of Phase 2 provides initial details of the Government's preferred option for completing a "Y" network north from Birmingham to Leeds and Manchester, with associated connections to the East and West Coast Main Lines for onward journeys to the North and Scotland.
- 2.3 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. The HS2 network itself will provide high frequency and high capacity services for passengers. An anticipated 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. Provision in the plans is also made for a link to the HS1 Channel Tunnel route and, pending the outcome of the Independent Airport Commission review expected by summer 2015, to Heathrow Airport. The proposed opening date for the route to Leeds and Manchester is 2032/33 (Birmingham is 2027).
- 2.4 The Command Paper states 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.
- 2.5 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.
- 2.6 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 have engaged on a limited basis with local authorities affected by the proposed station sites. In contributing to this process the Council consistently took the position that any new station should be centrally located and fully integrated with the existing classic rail

services at Leeds station with full connectivity and investment in the local rail networks and other public transport and road access. The Government has not consulted previously on line of the new railway.

### **3 Main issues**

- 3.1 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).
- 3.2 Within the Leeds District a spur from the Northbound route will run to the city centre from a junction on the edge of Woodlesford crossing the Aire & Calder Navigation and will follow the existing Castleford to Leeds railway corridor to enter the city centre (Plan 2a). After passing beneath M621 Junction 4 the line will rise 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 (Plan 3).
- 3.3 The spur to York would continue north, crossing the river Aire and rising out of the valley passing to the west of Swillington and then following the M1 to swing eastwards passing to the north of Garforth before following the existing Leeds to York railway corridor and thence connecting to that line north of Church Fenton (Plan 2b).
- 3.4 It is proposed to connect the new HS2 station to the existing station via a dedicated pedestrian link, making it just a short walk between the two. Full details of this link are unclear but it is indicated that the transfer time could be further reduced by the introduction of moving walkways. As well as being located for good connectivity it is stated that "ample car parking [will be] provided at the southern entrance for those not arriving on foot or by public transport.
- 3.5 The proposed new station together with the existing station will, when complete, make it one of the largest transport interchanges in the country. This is a unique opportunity to commence the redevelopment of the whole infrastructure in readiness for HS2 to ultimately create a flagship site of international quality and begin securing the investment for the transformation of this key infrastructure. The early investment in the regeneration and development of Leeds Rail Station and delivery of the strategy being developed in the Yorkshire Rail Study will be vital to the City.
- 3.6 The announcement has recognised the South Bank development aspirations in the city and confirms that the Government and HS2 Ltd will work with Leeds City Council to ensure the plans for a new station maximise the opportunity to regenerate this part of the city.
- 3.7 It is worth noting that HS2 Ltd's technical work on station options generated a wide range of alternatives which are detailed in their report to the Secretary of State. These included the final preferred site at New Lane and a site to the north of the existing Leeds station, 'Leeds Station North'. Whilst this site provided the easiest possible interchange with services at the existing station and would also be closer to the existing city centre, the site was constrained and would have

involved a longer connection on to the main line that would generate higher impacts on local communities. A third site which was not supported by the City Council was considered at 'Sovereign Street South' but was discounted from the final analysis. A new maintenance depot at New Crofton in Wakefield District also forms part of the proposals.

- 3.8 Clearly such a major project to construct an entirely new railway line has major impacts on communities, businesses, the landscape and environment and a full Assessment of Sustainability has been prepared to support the advice provided by HS2 Ltd to the Government. This report and the associated summary for the proposed route details the assessment of the impacts arising from the preferred route. Further dialogue with HS2 Ltd will confirm their detailed assessment. However, whilst the route into the city centre mostly follows an existing line, at Woodlesford the new line passes close to residential communities and there is a new high speed rail junction to the East of the village. Running to the North the new railway passes to the East of Swillington and North of Garforth and includes a significant amount of cutting.
- 3.9 The Government is expecting, as on the Channel Tunnel link, that with sensitive engineering design the reality of the impact when schemes are in operation has often turned out to be less than was first feared. However, the Government has indicated its commitment to assisting property owners affected by its initial preferred route, station and depot options and is currently consulting on proposals to introduce compensation proposals for owners whose properties may be affected by the high speed rail links. This 'Exceptional Hardship Scheme' is intended to provide for property owners who apply and meet the eligibility criteria.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 To-date there has 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 only engagement has been on a confidential basis by HS2 Ltd and the Department for Transport relevant to their preferred station site selection.
- 4.1.2 Following the publication of the Government's initial route, station and depot preferences for Phase Two a period of 'informal engagement' will begin, in preparation for subsequent public consultation. Details of the consultation on HS2 Ltd's proposed routes for Phase Two, will be published later in 2013. The announcement indicated that Ministers will meet those MPs affected by Phase Two and that HS2 Ltd will engage with local authorities affected by the line of route, station city partners and key environment and heritage organisations. This should provide an opportunity for the Council to make early representations as necessary. In particular the point will again be made about expediting the completion of the routes to the North as soon as possible.
- 4.1.3 Consultation on the 'Exceptional Hardship Scheme' for properties affected by Phase Two of HS2 between West Midlands, Manchester and Leeds was launched with the announcement and closes on 29 April 2013. The formal public consultation on the proposals has been brought forward from 2014 as originally

planned and a commencement date in 2013 is expected. A substantial programme of consultation events is also anticipated along the length of the proposed routes. It is intended that Leeds City Council will make comprehensive representations during the consultation process.

- 4.1.4 Ward Members received a briefing prior to the announcement and further briefings now the proposals are known are being scheduled with a number of Members having already been briefed by officers.

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

- 4.2.1 At this stage the report is updating Members on the Government HS2 announcement. As noted in the report the Secretary of State's announcement is the first time that this has been placed in the public domain and that the Government have plans to commence formal public consultation later in 2013. This report indicates that a further report will be prepared for Executive Board once the government's timetable for formal consultation is known. As this report is for information only it is not appropriate to complete an EIA at this stage; due regard will be considered when the further report is prepared.

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

- 4.3.1 The anticipated economic benefits of high speed rail have great potential to contribute to the Vision for Leeds 2030 to be the best city in the UK, although of course initially this will derive from the economic impacts of the preparatory and construction processes rather the train service itself.
- 4.3.2 Improvements to strategic connectivity support the City Priorities and the West Yorkshire Local Transport Plan (LTP3). In addition the high speed rail announcement should complement the plans set out in West Yorkshire Railplan 7 for improved rail travel.
- 4.3.3 The HS2 proposals will complement the Local Development Framework Core Strategy publication draft, spatial policies for the City Centre as an economic driver for the District and City Region. However, the station proposals and route will clearly need to be taken into account in the document as it moves forward and in any future consideration of the South Bank Planning Statement.

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

- 4.4.1 The announcement has no immediate issues in terms of resources or value for money. It is anticipated that responses to the publication of the Government's initial route will be met through existing resources. It is anticipated that resource allocation will need to be evaluated as the project progresses, as this is a major project with a very long delivery timescale. As work is progressed further it will become possible to advise Members of the longer term resource implications.

## **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 Two. However, again it is

expected that the detailed examination of the proposals and the implications for the city and its property and likely to raise legal matters in due course.

#### **4.6 Risk Management**

4.7 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.

#### **5 Conclusions**

5.1 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.

5.2 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.

5.3 The route location has significant impacts for some local communities which will need to be addressed as part of the Government's formal consultation process. The Council will engage with the Government and HS2 Ltd on all matters including local community issues relating to the scheme and due course respond to the formal scheme consultation.

#### **6 Recommendations**

6.1 Executive Board is requested to:

- i) Welcome the Government's announcements for Phase Two of the proposed high speed rail network
- ii) Note the content of this report and the Government's proposals for taking the project forward as published in the Command Paper.
- iii) Agree that a further report be received concerning the Council's intentions for response once the Government's timetable for formal consultation is known.
- iv) Acknowledge that the importance of early investment in the transport infrastructure at Leeds Rail Station and the rail network will be essential to making the city ready for HS2.

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

7.1 None

## **8 Appendices.**

Plan 1: HS2 Route West Midlands to Leeds

Plan 2a: HS2 Route Leeds boundary South to Leeds (New Lane) Station

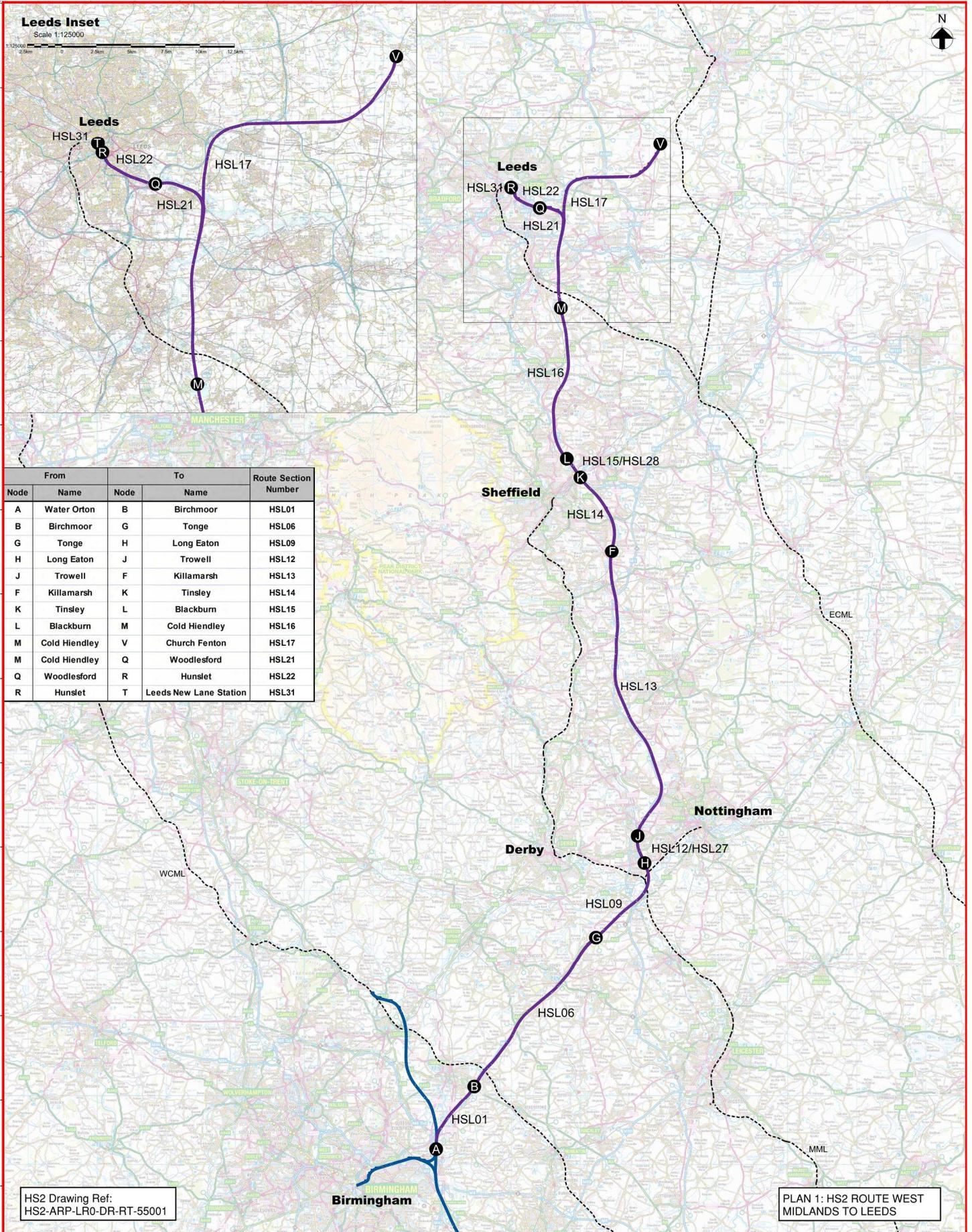
Plan 2b: HS2 Route Woodlesford to Leeds boundary North

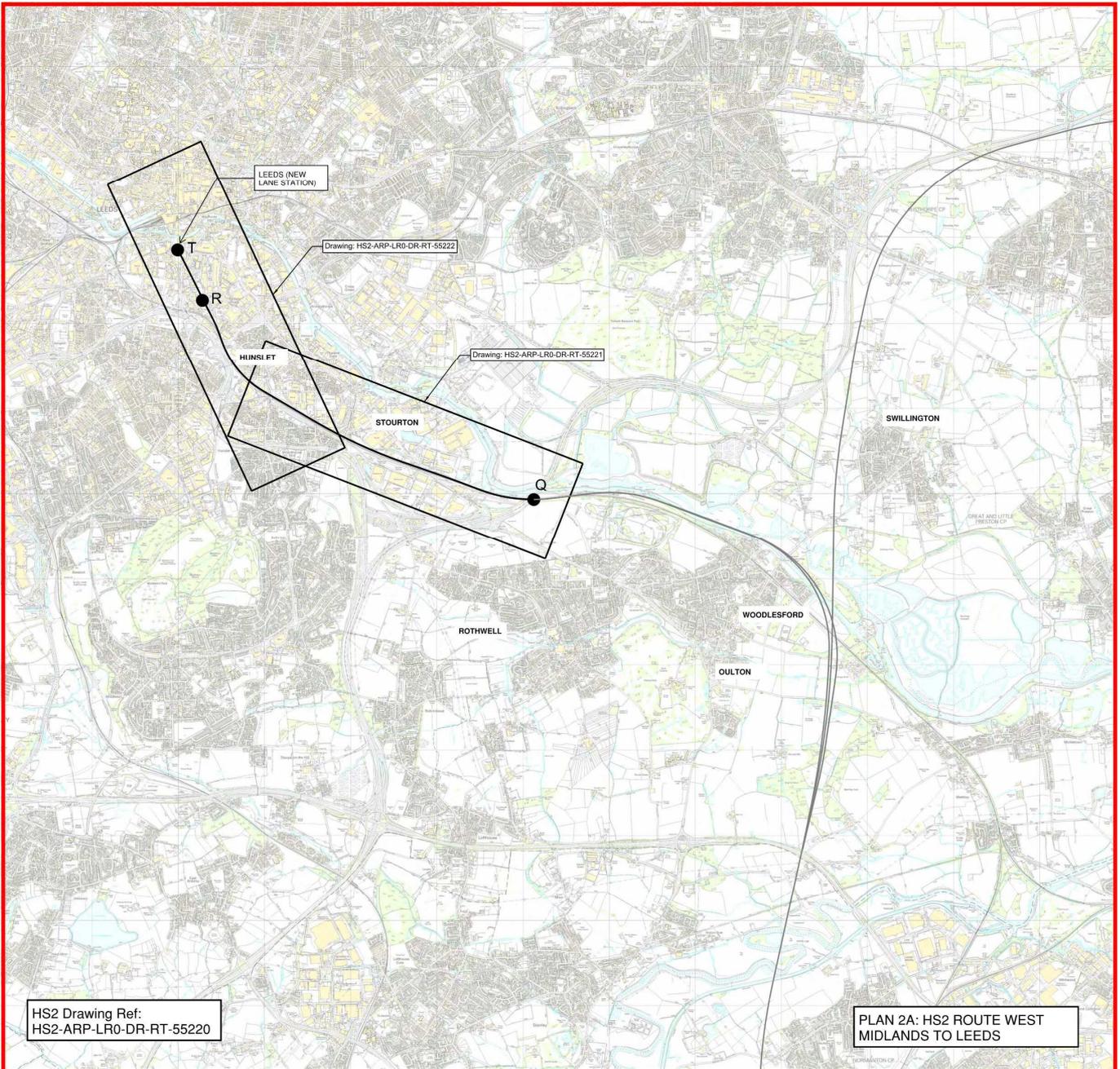
Plan 3: HS2 Location: Leeds (New Lane) Station

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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.

# Plan 1: HS2 Route West Midlands to Leeds





**Plan 2a: HS2 Route Leeds boundary South to Leeds (New Lane) Station**

# Plan 2b: HS2 Route Woodlesford to Leeds boundary North

