

**Report of Director of City Development**

**Report to Executive Board**

**Date: 22 January 2014**

**Subject: HIGH SPEED RAIL PHASE 2 FORMAL CONSULTATION RESPONSE**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City & Hunslet, Rothwell, Garforth & Swillington, Temple Newsam, Harewood.	<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 checked="" 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. The Council has welcomed plans for creating a domestic high speed rail network and has supported the Government's initial proposals for the High Speed Rail Phase 2 (HS2) route from Birmingham to Leeds, which were announced in January 2013 and subsequently given in principle support at the 15 February Executive Board.
2. The HS2 project has a recognised potential for economic development and for providing new and released rail capacity to meet future demand for rail travel. Proposals for a new station on the South Bank have the potential to anchor the renaissance of this 136 hectare area of the city centre. However, it is also acknowledged that much work remains to finalise the route, design and impacts on local neighbourhoods before a satisfactory scheme is achieved.
3. A formal consultation on the initial proposals for the HS2 Phase 2 route from Birmingham to Leeds and Manchester was launched on 17 July with a closing date of 31 January 2014. This report sets out the proposed basis of the Council's response with the objective of securing the best outcomes for the city from the next step in the project, which is for the Government to confirm its preferred final option for the Phase 2 scheme.
4. In terms of the initial published proposals the Council has supported the principle of a strategic station location in Leeds but recognises the need for further development to secure a fully integrated transport interchange. As far as the line of route is concerned the Council has already requested that HS2 Ltd revisit the detail of the Leeds spur and

proposals especially in the area of the Woodlesford junction where the impact of the engineering would be very substantial and unacceptable to local residents.

5. Transport connectivity will be vital to the success of the project, not only in terms of interchange in Leeds but also the integration and development of the existing rail network across the City Region and beyond. It is essential that in parallel with the HS2 project the benefits of new rail capacity are maximised through the opportunities released for network improvements, the starting point for which will be the emerging Rail North proposals and the development of a long term rail strategy for the North and strategic planning of the Yorkshire Rail network.
6. The Council has previously raised its dissatisfaction with the impact of the Leeds Spur on the local communities of Woodlesford and Swillington. These route concerns are known to the Department for Transport. In addition to this through responses to the earlier consultations on property compensation concerns have been raised about the inadequacy of the scheme for Phase 2 and more recently the revised proposals for Phase 1. On both counts the present arrangements remain unsatisfactory and the proposed submission will again press these points.
7. HS2 can be a major contributor to the Vision for Leeds, Best City and Council Plans where its economic and investment impacts have great potential. At the same time careful planning is needed to ensure in Best City terms that greater attention is paid to the project's impacts on communities and the environment.
8. The proposed HS2 local response is also being framed in the context of the five point plan for securing the best outcomes for our region which emphasises a strategy based on: Building from the North, Investing early to better connect Leeds City Region cities and towns, Addressing concerns about the route, Reviewing property compensation arrangements; and Bringing the project in on time and on budget.

## **Recommendations**

9. Executive Board is requested to:
  - i) Note the content of this report;
  - ii) Give approval to the proposed submission to the HS2 Phase 2 consultation as set out in the Appendix to this report, subject to any final amendments; and
  - iii) Delegate to the Director of City Development the final submission of the response by the deadline date of 31 January 2014.

## 1 Purpose of this report

- 1.1 This report updates Members on the Government's proposals for HS2 and seeks their endorsement to the proposed City Council submission to the Department for Transport's consultation on the initial preferred route and station proposals.

## 2 Background information

- 2.1 This report follows on from the 15 February 2013 Executive Board report which advised Members of the Government's 28 January 2013 announcement of the initial proposals for HS2 Phase 2 Initial Preferred Route and station locations. At that time Members gave their cross-party support to the principle of the scheme.
- 2.2 The proposals for extending the HS2 route were set out by the Department for Transport (DfT) in the Command Paper '*High Speed Rail: Investing in Britain's Future - Phase Two: The route to Leeds, Manchester and beyond*' and the accompanying sustainability assessment reports.
- 2.3 A period of informal engagement followed this announcement, prior to the commencement of a formal Phase 2 consultation which opened on 17 July 2013 and closes on 31 January 2014. The proposed response is appended to this report and has been prepared in line with the DfT's request for information.

## 3 Main issues

- 3.4 Our City's ambition is for Leeds to be the best city and Leeds City Council to be the best council in the UK – fair, open and welcoming with an economy that is both prosperous and sustainable so all our communities are successful. HS2 has the potential if delivered effectively and inclusively, to be a major catalyst to achieving this goal.
- 3.5 HS2 provides a unique opportunity to support the transformation the economy of Leeds and the Leeds City Region. To maximise the growth benefits of HS2 for Leeds City Region the Government needs to align HS2 plans in a way that supports growth, with policies and investments in economic development, regeneration and development, as well as conventional rail and the local and regional transport networks. Our HS2 vision for Leeds is that:

**High Speed Rail will be the centrepiece of an integrated transport network that brings new levels of connectivity to Leeds and the city region to deliver our shared vision for enhancing competitiveness, prosperity and opportunities for our citizens and businesses.**

- 3.6 The City Region's transport plans are well positioned to support HS2 through the development of the new West Yorkshire Plus Transport Fund and the creation of a Combined Authority with a strong remit for integrating transport. We are committed, with the Government's support, through the City Deal to establish a one billion pound investment fund which will include an initial core programme of key transport schemes, which will prime the way for the arrival of HS2 in Leeds.

3.7 A five point plan setting out the basis for securing the best outcomes for our region has been prepared to inform further discussions with the Government. The aims of which are to:

- I. *Build from the North* – the long timelines, and the late start date (2027) of the Eastern leg link to Leeds provide a compelling reason for the Phase 2 delivery to be brought forward to achieve the economic benefits and employment stimulus of new construction jobs.
- II. *Invest early to better connect the Leeds City Region's cities and towns* - HS2 can only be as good as the local rail and transport connections make it. Therefore early investment in local rail and transport networks will be essential for maximising the economic and social value of the project.
- III. *Address concerns about the route* - the initial route proposed has significant and in places unacceptable impacts on local communities which will undermine its economic and social impacts. Further work is therefore essential to ensure the highest quality of design and service.
- IV. *Review compensation arrangements* - local communities stand to lose out as a result of the current approach to compensation. This is something we need the Task Force to recognise and engage with more proactively, using local authorities to facilitate conversations with communities.
- V. *Successful management of the budget* - bringing this project in on time and on budget will be critical. HS1 was delivered on budget and current contingency figure is too high. Rapid progress is needed to gain the confidence of stakeholders and business.

3.5 These five principles have been embedded in the proposed formal submission to the Government which is appended to this report.

3.6 In considering the consultation response it is noted that the Council has already made representations to the earlier consultations on the Phase 2 Exceptional Hardship Scheme (May 2013) and subsequently to the revised the long-term property compensation for HS2 Phase 1 (December 2013). It remains the Council's position that the present compensation arrangements for HS2 Phase 2 are inadequate and should be improved and as such will continue to press the Government on this matter

### **Economic Growth**

3.6 In economic terms the key messages for the consultation are the value HS2 brings for access to markets, the agglomeration of the economy outside London and the need for the transformational connectivity to extend beyond the high speed rail network.

3.7 Leeds is the second largest core city and metropolitan local authority in England, with a growing local workforce and expanding City Region hinterland over the coming decades transport connectivity will increase in importance as a catalyst for realising this potential for growth. HS2 will bring the Leeds City Region within far faster reach of the Sheffield City Region, the Nottingham and Derby LEP area, and the Birmingham and Solihull LEP. Better connectivity for this Northern agglomeration will help create a more coherent and powerful non-London

economic zone which, along with bringing Leeds closer to London and the rest of the UK, will be transformational for the economic geography of the City Region and national and international markets.

- 3.8 The quality of the final HS2 scheme, route and interchanges will ultimately determine its success. Stations of the highest quality and location supported by a quality network of interconnecting rail and public transport services and road links will be needed. In Leeds the combination of new and existing stations together with a new hub for local transport such as NGT will create the largest single integrated transport hub in the UK outside London and the major airports.
- 3.9 In an increasingly globalised economy, it is essential that Leeds businesses have faster access to the UK's main international travel gateways. The Government's proposals will open up rail access to Heathrow and Birmingham airports, but the proposals international rail connectivity still seems lacking in vision. At the regional level access to Leeds Bradford International Airport will remain important within the City Region and the Council will continue to work with its partners to secure fixed public transport links to enhance interchange with HS2.

### **Regeneration**

- 3.10 In regeneration terms for Leeds the key messages for the HS2 consultation are that a centrally located station of the very highest design and integration with the wider transport network and development plans for the city centre and South Bank will be essential to unlocking high speed rail led regeneration.
- 3.11 The proposed new station at Leeds New Lane provides an exciting new focus for our existing aspirations and emerging plans for the South Bank area. Forming one of the largest regeneration projects in Europe, this area offers the potential to unite 'city south' with the established historic north bank city centre, cementing its place as an integral part of the whole City Centre. With cross party and cross sector support we are committed to working with the Government to deliver an iconic station, situated on the city's historic waterfront demands this will blend seamlessly within the fabric of the city and provide a catalyst for the regeneration the of the South Bank.
- 3.12 The South Bank will complement the established North Bank of the city centre where over the last ten years £10bn has been invested in major developments including the Arena, Trinity Leeds and shortly Victoria Gate. A long term process of change is underway within the South Bank, with the potential for delivering 220,000sqm of development and over 10,000 jobs as well as 5,000 new homes. The evidence from high speed rail schemes elsewhere is compelling in terms of what a well-designed and integrated scheme could achieve in the South Bank.
- 3.13 To maximise these regeneration opportunities the Council will engage HS2 Ltd with stakeholders and landowners in the area to shape a shared vision for the delivery of the large scale and high quality mixed use developments already outlined in the adopted South Bank Planning Statement.

## **Connectivity**

- 3.14 In connectivity terms the key messages for the HS2 consultation are that present and new stations need to be fully integrated and that existing rail and transport networks need to be shaped around the wider connectivity goals of the City Region so that connections with HS2 services become a seamless extension of an already integrated transport system.
- 3.15 Leeds experienced the fastest jobs growth between 2001 and 2008 of all the Core Cities (the eight largest cities in England outside London) and it is no coincidence that rail passenger growth in Leeds was the highest rate among the Core Cities at this time. Long distance north-south rail routes are projected to reach capacity within the next ten years. Rather than simply building new and widened railways the Council supports the Government's principle of meeting this demand by building a new north-south to high speed rail network as the most effective long term strategy.
- 3.16 HS2 has the potential to create the step-change in Leeds rail capacity which is essential to our continued economic growth. As well as the new line and station in Leeds, it will relieve congestion on existing rail routes, freeing them up for new local and regional rail services. The Yorkshire Rail strategy, the Rail North strategy and franchise proposals, and work Network Rail have set in motion to examine released capacity will provide the understanding locally and by Government to influence the planning and investment needed now to realise the potential to create world class integration for HS2.
- 3.17 It has always been the Council's position that the Leeds HS2 station should be sited in the city centre in such a position that it can be fully integrated with the classic rail network and other transport networks. The proposed site at New Lane on the South Bank whilst not meeting the ideal of co-location with the existing station is considered to have the potential for this integration both within the centre of Leeds and the with existing station into effectively a single unit.

There remain areas of uncertainty about the long term plans for the high speed rail network, especially with regard to the North East and Scotland. In London the quality of interchange between Euston and St Pancras International and the long term suitability and fitness for purpose of the proposed HS1 connection should merit further development. Elsewhere, a greater understanding of HS2 will affect the national rail timetable and connectivity is needed.

## **Delivery**

- 3.18 In delivery terms the key messages for the HS2 consultation relate to the management and control of project costs, the pace of delivery of Phase 2 and the presently unacceptable route proposals for the Leeds Spur at the Woodlesford junction.
- 3.19 We believe that a strategy that focuses on "building from the North" has the potential to unlock new ways and ideas for achieving earlier benefits for Leeds and reducing the long timeline to the provision of services to Leeds. This approach. This should include a review of the legislative and delivery processes

to understand how the scheme can be completed sooner and opportunities for the earlier development of some of the Northern elements of the Phase 2 infrastructure, such as the development of the station sites to kick start redevelopment and regeneration.

- 3.20 In overall terms the Council has supported in principle the high speed rail proposals and has welcomed the project as a whole. However as with any large project the finalising the route will be an iterative process of refinement and development, both in Leeds where there are particular concerns about the line of route in the Woodlesford, Oulton and Swillington areas and elsewhere.
- 3.21 The design, construction and operation of HS2 provides huge commercial opportunities for Leeds firms and will create jobs for local people. Leeds and York are centres of expertise in infrastructure and rail, and have firms that are already engaged on the planning and design of HS2. We should like to see this work grow and receive the boost of a fast track delivery programme. Safeguarding the interest of local communities remains a primary concern of the Council. It is accepted that some disturbance is likely to result from even the best of schemes and in this regard representations have already made to the previous HS2 property compensation consultations. Nevertheless the Council continues to find the present compensation arrangements unsatisfactory and do not reassure local communities that their interests are being looked after.

#### **Further actions**

- 3.22 In addition to the formal response the HS2 consultation it is intended that the City Council will undertake further more detailed work: to understand in greater depth the economic opportunities at both local and city region levels; to develop with HS2 Ltd and stakeholders a strategic plan of station integration and connectivity; and to develop and refine the planning and development framework for the South Bank.
- 3.23 The wider benefits and approach to rail investment and public transport have been set out in a complementary Leeds City Region consultation response.

### **4 Corporate Considerations**

#### **4.1 Consultation and Engagement**

- 4.1.1 At the time of the Government's announcement of the initial preferred route in January 2013 there had been no local consultation with the Council or any other local authorities, stakeholders, businesses or residents on the line of the proposed new route. Subsequently officials from HS2 Ltd and the Department for Transport have met with officers and senior Councillors and attended local a meeting.
- 4.1.2 Ward Members received an advisory briefing immediately prior to the first announcement and were subsequently briefed on the available details of the initial proposals. Officers have provided further briefings to Members and have attended local meetings in Woodlesford and Swillington. Reports to both Inner and Outer South Area Committees have been made.

4.1.3 The formal consultation was launched on 17 July 2013, and a series of local events held in Leeds City Centre, Garforth and Woodlesford. This consultation is open until 31 January 2014 and seeks views on the proposed high speed rail route and its sustainability impacts.

4.1.4 In addition to the proposed consultation response detailed in this report the Council has previously responded to the Government's property compensation proposals for the Phase 2 Exceptional Hardship Scheme and to the Phase 1 revised property compensation proposals.

## 4.2 **Equality and Diversity / Cohesion and Integration (EDCI)**

4.2.1 The need for an Equality, Diversity, Cohesion and Integration Screening / Impact Assessment has not been identified at this time, as this is a strategic response to the Government's initial preferred route proposals for a national infrastructure project. However, as the project proceeds through the planning and design stage and detailed implications and consequences for the City are identified the appropriate EDCI assessments/screening procedures will be invoked.

4.2.2 The health and wellbeing impacts have been considered by HS2 Ltd in its advice to the Government following internationally recognised standards set out by the National Institute of Clinical Excellence (NICE) and the World Health Organisation. HS2 Ltd's reports indicate that the potential negative health impacts could include displacement of jobs, noise and demolition of housing and community facilities. Potential positive health impacts could include to improved access to employment, new housing and access to transport, which in turn could increase access to education, services and facilities.

## 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 and to contribute to the wider objectives of the Local Development Framework, Draft Core Strategy and South Bank Planning Statement.

4.3.2 The proposals also have the potential to be developed to make a major contribution towards the Best Council objective for Sustainable and Inclusive Economic Growth by supporting jobs and employment with new and improved rail connectivity in the city region and beyond. Improvements to strategic connectivity support the City Priorities as well as the West Yorkshire Local Transport Plan (LTP3), West Yorkshire Plus Transport Fund and Rail North Strategy.

4.3.3 In supporting the principles and benefits the high speed rail project offers it is recognised that there are consequences for local communities in achieving these benefits. It is therefore essential that the final scheme integrates with the environment and communities and that promoter fully engage with the communities and business affected. The proposed consultation response emphasises that further detailed work on the proposals by the Department of Transport and HS2 Ltd is essential to demonstrate an acceptable scheme with appropriate mitigation and compensation arrangements.



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

4.4.1 This report has no specific implications for resources and is presently being covered from within existing resources. Where further detailed advice and analysis is required for the Council around the specifics of the project the budget implications will be considered during the annual budget preparation.

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

4.5.1 This report is eligible for call-in.

4.5.2 There are no specific legal implications arising from this report. HS2 is however a large and complex project in which the City Council will have an increasing stake and which in due course is likely to raise wide ranging issues of legal and regulatory nature in terms of both regulatory, property and environmental matters.

#### **4.6 Risk Management**

4.6.1 There are no immediate risk management issues. Appropriate arrangements are being put in place as the Council's engagement with the project is developed through the detailed scheme development and through the initiation of high level engagement with the Department for Transport and HS2 Ltd. Through this process and extensive dialogue with all stakeholders it will also be the intention to minimise the wider risks to local communities and infrastructure.

### **5 Conclusions**

5.1 HS2 has the potential if delivered effectively and inclusively to be a major catalyst to achieving urban regeneration and long term economic good for the city and the City Region. The response to the HS2 consultation seeks to highlight how the city believes it will benefit from this and the work that is needed to achieve this. First and foremost amongst these must be a strong, open and collaborative partnership between the city and central Government which will need to be sustained over the two decades it could take to deliver the scheme.

5.2 The consultation response highlights the key issues which the city believes will be central to a successful project. First and foremost is the need for timely delivery and for the early achievement of benefits for Leeds. Proposals the new Leeds station location have the Councils in principle support but there remain major issues of integration with the South Bank area and interchange with the present station. More widely the connectivity with the city regions on the route and the reworking of the classic rail network needs to be fully integrated into the HS2 project to achieve a true renaissance of the national rail network.

5.3 At the city level the consultation response will highlight the design issues and local impacts that remain unacceptable to the Council and communities impacted by the route and the Government are asked to review and look again at alternatives as they did on Phase 1. Allied to this is a continuing dissatisfaction with the compensation arrangements for those already affected by the initial proposals and for the longer term.

## **6 Recommendation**

6.1 Executive Board are requested to:

- i) Note the content of this report;
- ii) Give approval to the proposed submission to the HS2 Phase 2 consultation as set out in the Appendix to this report, subject to any final amendments; and
- iii) Delegate to the Director of City Development the final submission of the response by the deadline date of 31 January 2014.

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

7.1 There are no background documents to this report.

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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.