

# **LEEDS CITY COUNCIL SUBMISSION TO HS2 PHASE 2 CONSULTATION**

**19 DECEMBER 2013; DRAFT RESPONSE**

**DRAFT**

## DRAFT RESPONSE

### Overview

1. 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.
2. HS2 provides a unique opportunity to support the transformation of the Leeds economy and the City Region. To maximise the growth benefits of HS2 Leeds City Region and Government need 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:

**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. There is a clear place for HS2 in the City Region's transport plans. The establishment of a new West Yorkshire Plus Transport Fund and the creation of a Combined Authority that embodies the key strategic transport powers for Leeds and the West Yorkshire cities and towns, will pump prime a long term investment plan for our transport network. We are committed, with the Government's support, through the City Deal to establish a one billion pound investment fund. This fund will include an initial core programme of key transport schemes, which will pave the way for the arrival HS2 in Leeds.
4. 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:
  - 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 and 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.

## **Economic Growth**

5. Leeds as the second largest core city and metropolitan local authority in England with a population of 751,500, which has grown by 5% since 2001, is by far the largest centre of economic activity in the region. The total value of the economy is estimated to be £18bn per annum (GVA) with over 120,000 of the 445,000 people working in the city employed in the city centre making a contribution of £5.6bn to the city's total economic output. This workforce is estimated to grow by 10% over the next decade and excellent transport connectivity will have a major part to play in realising this potential for economic growth.
6. The most recent economic report by KPMG has estimated that HS2 could bring productivity gains for West Yorkshire valued at £1 billion per year. Furthermore of the total £15 billion additional output per year for the British economy, between £5.5 billion and £7.8 billion of output per year could be generated in the HS2 Phase 2 city regions outside London. Although such estimates will change as they are refined and evolve over time, it is increasingly clear from both this emerging economic evidence and the international experience that a well specified and implemented scheme has key part to play in the ambitious growth plans of Leeds and the City Region
7. 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 areas. It will help the superb advanced manufacturing, financial and business services and creative and digital firms across this area connect to each other. This Northern agglomeration will help create a more coherent and powerful non-London economic zone of around 8 million people and 4 million jobs along a 100 mile corridor with an end-to-end journey time of 44 minutes. Because of current slow rail journey times (2 hours from Leeds to Birmingham or Nottingham) these four city regions tend to function separately at present, with their labour markets and business clusters not currently integrated.
8. Bringing Leeds closer to the rest of the UK and the world will be transformational for the economic geography of the City Region enhancing trade patterns and access to markets both nationally and internationally. This will enable businesses to serve markets further afield, to be more competitive in markets that they currently serve, and to connect more easily with potential suppliers and customers.
9. Most pertinent to the present consultation is that all these facets are a potential that will be dependent on the quality of the final scheme, station locations and interchange that are provided. A key aspect of which will be both the careful final siting of the HS2 stations but equally or more important is the quality and network coverage of the interconnecting rail, public transport and road connections
10. By integrating our local and regional transport networks with the new HS2 station, for example by extending the planned NGT trolley bus, we will spread the wider economic benefits further across Leeds and the City Region.
11. In an increasingly globalised economy, it is essential that Leeds businesses have faster access to the UK's main international travel gateways. The present proposals

acknowledge this and indicated that HS2 will provide faster links between Leeds and Heathrow (via the proposed Old Oak Common new interchange) as well as links to Birmingham airport. It is important that the Leeds City Region's airport is not left out of the connectivity mix and the Council will continue to work to secure improved links that will allow a good interchange. The ambition for international rail services seems limited and whilst a direct link to HS1 and the Channel Tunnel is proposed there is a clear need for a stronger vision for this element of the project.

## **Regeneration**

12. The new station location 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 new addition to the city's transport infrastructure and urban realm has the potential to be a catalyst for the regeneration of this area uniting 'city south' with the established historic north bank city centre, cementing its place as an integral part of the City Centre as a whole. Through cross party and cross sector support we are committed to working with the Government to deliver a new iconic station on the city's historic waterfront, blended seamlessly within the fabric of the city and regenerating the South Bank area of the City Centre. Planning this urban regeneration and post-recession renaissance has the highest priority for the city.
13. 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 which have included major investment in the Civic and University Quarters, the opening of new state of the art 13,000 seat Arena and in Trinity Leeds the largest single retail opening in Europe in 2013. Further major investment in retailing is in the pipeline with the Victoria Gate development scheduled to complete in 2016.
14. 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. The development of HS1 between London and the Channel Tunnel has attracted and supported the delivery of three major development schemes in Kings Cross, Stratford and Ebbsfleet, plus additional growth at Ashford. Those schemes are delivering over 15,000 homes and 70,000 jobs, estimated to be worth £4.4bn in GDP per annum. In Northern France Lille's station and access to the TGV Nord Line supports 6,000 jobs. The South Bank in Leeds is a 136 hectare regeneration of similar scale and potential as these areas which abuts the Aire Valley designated Enterprise Zone.
15. A long term process of change has now started in the South Bank area with the closure and partial demolition of the former Tetley's Brewery site alongside existing significant development sites with the potential for delivering 220,000sqm of development and the potential for over 10,000 jobs. During the last two years the Council has been in discussions with major landowners in the area to arrive at a common vision for the delivery of the large scale and high quality mixed use developments outlined in the South Bank Planning Statement, adopted in 2011. The area includes Holbeck Urban Village which could support up to 5000 new homes and the adjacent Urban Eco-Settlement project, a large scale regeneration proposal for national exemplar sustainable development.

## Connectivity

16. HS2 is set against a background in which demand for rail travel has increased rapidly in recent years, and continued through the recession. Leeds experienced the fastest jobs growth between 2001 and 2008 of all the Core Cities (the eight largest cities in England outside London). It is no coincidence that over the same time period rail passenger growth in Leeds was over 90 per cent, also the highest rate among the Core Cities. Existing long distance north-south rail routes are projected to be full to capacity within the next ten years. HS2 is propositioned as the best way of creating the new rail much needed rail capacity by building a new north-south high speed rail network. This is a principle that is supported by the City Council.
17. HS2 has the potential to create a step-change in rail capacity into Leeds which is essential in supporting 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 more local and regional rail services. This increased capacity is needed for the Leeds labour market to function by being able people to connect to jobs, and businesses access the workforce.
18. This freed up capacity will only be worthwhile if a comprehensive industry wide review with key stakeholders takes place looking at how interconnectivity opportunities with HS2 should be maximised. A number of steps are already in process for this which include work in the City Region on the Yorkshire Rail Strategy and the Rail North proposition, as well the work Network Rail have set in motion to examine released capacity. The City Region has ambitions to see an extensive electrified urban and region network and HS2 offers a unique opportunity to work with partners to review and recast rail services around HS2 to provide new travel options both for regional and high speed journeys.
19. The emerging proposals for rail in the city region in terms of investment plans and participation in future franchising for the North offer the potential to create world class integration for HS2. However, their needs to be the confidence to invest and bring forward these programmes which will be essential for achieving the connectivity that underpins the forecast use of HS2. As well as safeguarding and reconfiguring local and regional services as part of the new network the options for making new connections into the HS2 station hubs that provide for the optimal access from the cities and towns of the City Region are essential.
20. There remain areas of uncertainty in terms of the long term high speed rail network, especially in terms of any future extension of high speed rail to serve 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.
21. The wider benefits and approach to rail investment and public transport have been set out in the complementary Leeds City Region response to this consultation which the Council supports.

## Delivery

22. The most critical issues for HS2 are the project costs and pace of delivery. We believe a “build from the North” strategy combined with an appropriate approach to the legislative process could provide for the earlier development of some of the Northern elements of the Phase 2 infrastructure. For example making an early commitment to the development of the station sites, which combined with an accelerated approach to delivering Phase 2, could do much to kick start redevelopment and regeneration around the station locations and pave the way for new services. At the same time we would like to see a greater commitment by Government to build on the HS2 Paving Bill’s provision to accelerate the delivery of Phase 2 to an earlier completion date.
23. In overall terms the Council has supported in principle the high speed rail proposals and has welcomed the project as a whole, however it retains major concerns about the line of route for the Leeds Spur around the communities of Woodlesford, Oulton and Swillington which have already been identified to HS2 Ltd and the Department for Transport. The impact of the engineering proposals is very substantial and unacceptable and it is expected that as with any project of such a scale the development of the route will be an iterative process of refinement and development, both in Leeds and elsewhere and that this will focus on providing a more acceptable final proposal.
24. 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 siting of the HS2 station 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 with the existing station.
25. The early completion of a route to the city has the highest priority in the city. Therefore the long timescales for Phase 2 are a source of concern to the Council. The announcement of the preferred route for Phase 2 is not expected until late 2014, and a Bill for Phase 2 not expected to be put forward until after the next Parliament in 2015 (which may not become statute until 2018-19). The Council continues to look to the Government to do its utmost to speed up the process for bringing the completion timeline for the routes to the North forward. An accelerated programme will both alleviate the present uncertainties in the communities affected by the scheme and provide additional economic benefits to those areas which will access the route last, reducing the economic disparities of the present proposals.
26. The timeline for the project which will not see services or direct transport benefits achieved for the Leeds and Eastern Leg for 20 years or more, whereas the Western Leg cities will gain immediate benefits from the completion of Phase 1. The City and City Region consider this too long to wait and is seeking an earlier start to the works. The Council believes there are a number of ways in which this can be accomplished whilst recognising the need for the legislative process to be concluded. There are opportunities with Government support for early and sustained investment to ensure early benefits are secured for the City Region, through the devolved proposals set out in the Rail North strategy and franchising proposals and the prospectus for the West Yorkshire Plus Transport Fund .
27. The design, construction and operation of HS2 provides huge commercial opportunities for Leeds firms and will create jobs for people in Leeds. Leeds and York are centres of

expertise in infrastructure and rail, and our firms are already working on the planning and design of HS2.

28. Safeguarding our communities during the lead up and construction of the project will remain a major theme for the city throughout the development of the scheme. As outlined in the Council's submitted representations to the HS2 property compensation consultations for Phase 2 and most recently Phase 1, the Council continues to find the present compensation arrangements unsatisfactory and will continue to press the Government to review and improve in particular the initial provision for early compensation arrangements. We believe that local communities will continue to lose out as a result of the current approach to compensation. It is also important that local communities are given the confidence that their interests are being given full regard in scheme development process.

## **DFT CONSULTATION QUESTIONS**

**Question (I) Do you agree or disagree with the Government's proposed route between the West Midlands and Manchester as described in Chapter 7? This includes the proposed route alignment, the location of tunnels, ventilation shafts, cuttings, viaducts and depots as well as how the high speed line will connect to the West Coast Main Line.**

29. The Council supports the overall route for the Western Leg of Phase 2 and notes the extensive use of tunnelling to ensure the effective and least disruptive approach to Manchester city centre.

**Question (II) Do you agree or disagree with the Government's proposals for: a. A Manchester station at Manchester Piccadilly as described in Chapter 7 b. An additional station near Manchester Airport as described in Chapter 7**

30. The co-location of the HS2 station on alongside Piccadilly station is supported as the optimum solution for interchange with classic rail services.

**Question (III) Do you think that there should be any additional stations on the western leg between the West Midlands and Manchester?**

31. The City Council has not taken a view on this matter.

**Question (IV) Do you agree or disagree with the Government's proposed route between West Midlands and Leeds? This includes the proposed route alignment, the location of tunnels, ventilation shafts, cuttings, viaducts and depots as well as how the high speed line will connect to the East Coast Main Line.**

32. The Council is broadly supportive in principle of the proposed route between the West Midlands and Leeds. However the initial line of route proposal in the Leeds area is as it stands unsatisfactory to the Council with regard to the detailed elements of the route as it enters from the South both on the approach of the Leeds spur from the South and the Woodlesford junction and the crossing of the Aire Valley by the Northern link. Both elements have highly disruptive and intrusive impacts on the local residential areas adjacent to the route and on the local environment of the River Aire and Aire and Calder Navigation Corridor.

33. In terms of the route as a whole the Council does not wish to comment on the individual local details as the route passes through the many local authority areas. Whilst the overall principles seem correct as in the Leeds area there will undoubtedly be specific locations where the route will need to be refined and developed to minimise impacts on local communities and environments. The Council supports the principal of strategic stations locations which will serve the East Midlands and South Yorkshire. A key principle in the siting of station locations must be that prior to final confirmation connectivity and interchange options are fully evaluated, defined and programmed to ensure that on opening the feeder public transport services including both rail and road are in place to fully capitalise on the benefits the project is expected to bring. This is a critical consideration, especially for the future economies of the Leeds, Sheffield and Nottingham/Derby City Regions where a well executed scheme with full interchange with other transport networks and transformational centre to centre journey times can maximise economic value for these interconnected centres.
34. At the local level the Council has already requested that HS2 Ltd revisit the detail of the initial proposals for the Leeds spur and Woodlesford junction. At Woodlesford, the extensive elevated grade separated junction and associated viaducts between the North route and the Leeds spur, the scale of which is described in HS2 Ltd's engineering report as 'north of the M62, the route would be elevated over the next couple of kilometres, with viaducts 255m, 505m and 555m long and up to 27m high', will be both visually highly intrusive and within very close proximity to residential premises. The proposals also have a highly detrimental effect on the Aire Valley at this location which is being progressively greened after many years of industrial on despoliation. On the current level of information available there seems no avenue offered by which the impacts of this option can be mitigated to the extent that it becomes acceptable to local people. Nor at present that the Exceptional Hardship Scheme can effectively compensate all those residents affected.
35. In considering these more locally specific issues the Council has chosen not to prepare specific alternative proposals since the process of engineering a high speed railway is a complex and highly skilled task, which the Council could not practically undertake effectively nor match the professionalism of HS2 Ltd and their advisors. Nevertheless having studied the route in this area carefully, and looked at the options that have been utilised in other dense urban areas, it is our view that there are other solutions are worthy of close examination before a final route proposal is established. It is also noted that the Member of Parliament for the Elmet and Rothwell constituency in which the junction sits has already submitted his own views and thoughts on potential alternatives for this section of the Leeds spur. The local Ward Councillors whilst not endorsing any specific solution have expressed strong views that alternative options should be considered and that the present compensation arrangements are unsatisfactory.
36. Considering the likely high cost, compensation and disruption from the viaducts and junction arrangements we believe that alternative options could include potentially alternative tunnelled alignments to avoid the community impacts of the Leeds spur. The Council therefore requests that these should be properly considered with a thorough and exhaustive technical and environmental appraisal. It would appear that relatively short tunnels and a variation to the Leeds spur alignment have the potential to make a very significant difference to the present proposals and their impacts. Such an approach if successful should have the capacity to positively influence the views and attitudes of many in the affected local communities.



37. It is vital that the route offers the maximum connectivity to the North and therefore the principle of a link to the East Coast Main Line is essential. However at the same time as looking at the line of the Leeds spur, HS2 Ltd should review the options considered for the line of route to the North. Alternatives which can reduce the wider impacts of this route at the point it crosses the Aire Valley between Woodlesford and Swillington should be evaluated again.
38. The initial work and response prepared for the Leeds City Region has identified that the opportunity for providing a North facing link and junction from the Leeds spur may be worthy of consideration. The view here being that there may be further potential for maximising the benefits of the route and capacity advantages to provide for HS2 originating services to the North to call at Leeds, for example cross country services. At present the Council has not taken a position on this since it believes that there is insufficient evidence or justification on which to base such a decision in terms of service demand and perhaps more importantly the consequences for other classic services such as Trans-Pennine. However, what is clear it that during this early stage of project development is the time to identify what the ultimate ambitions for the High Speed Network are, so that future changes can be anticipated and investigated before the final confirmation of routes and alignments takes place.
39. Given the Council's present position on the initial proposals for the Leeds spur alignment any addition of a further "delta" junction arrangement to provide access from the proposed Leeds station to the North could have significant further impacts on the communities and environment of the Aire Valley. Therefore whilst the Council wishes to maximise connectivity for the city region through enhanced capacity and notes this option, our primary concern at the present time is to ensure that an acceptable design solution is achieved for the Leeds spur. It is also noted that the Government is yet to provide a long term position on any future high speed rail network extension to Northern England and Scotland which might provide a more definite purpose for such a facility. What is clear to the Council is that the design of such a facility would need to reflect the character and location and avoid any adverse impacts on the local communities.
40. It is already the Council's position that the present compensation scheme is inadequate and that this should be improved, as outlined in the Council's representation to the Phase 2 Exceptional Hardship Scheme consultation. The Council will continue to press the Government on this matter. The Council has made a further representation to the Government's consultation regarding long-term property compensation which is for HS2 Phase 1. However, as the long term property schemes that the Government may implement for Phase 1 will naturally be the starting point for their approach to Phase 2, the Council responded to this consultation as a Phase 2 city. In response to the Phase 1 Property Compensation Consultation the Council finds the safeguarded area far too restrictive with the policies which assist owner-occupiers outside the safeguarded area falling short of the Council's property compensation aims for prompt, fair and equitable treatment.
41. The compensation proposals are mainly limited to residential properties, there are existing (and future impacts) upon businesses on the line of the route that are not addressed. It is also important to recognise that not all residents may wish to relocate and that some may choose to remain in their homes, it must therefore also be emphasised that the environmental mitigation package for the scheme will be to the highest possible standards to ensure that quality of life for residents is effectively safeguarded.

**Question (V) a. - Do you agree or disagree with the Government's proposals for a Leeds station at Leeds New Lane? b. A South Yorkshire station to be located at Sheffield Meadowhall c. An East Midlands station to be located at Toton**

38. The Council has supported in principle the location of a new high speed rail station at Leeds New Lane. The new HS2 station has the potential to provide a major iconic addition to the city's transport infrastructure and urban realm. It will be a catalyst for the regeneration of the South Bank area of Leeds City Centre as a new office, leisure and residential quarter with a new city park. A new HS2 station in Leeds supports the city's plans for growth and for the transformation of the city centre South Bank into a distinctive, vibrant, well-connected, sustainable business and residential community. Our aspiration is for a new station of the very highest quality that is fully integrated with its surroundings, the existing station, public transport and road links. The initial proposal for New Lane which will provide a station fronting on the City's Waterfront is regarded as key development opportunity for an iconic location within the fabric of the City.
39. The Council are developing plans aligned with HS2 for what will be one of the largest regeneration projects in Europe. In blending the New Lane site both with the existing station and our aspirations for the South Bank Area, this will lead the urban regeneration and post-recession renaissance of the city for decades to come. It is important that resources are made available to work with the City to properly master plan the wider area to demonstrate how the new station will integrate with other development and highway proposals. It should also be recognised that the city the wider economy and the Government cannot afford to have this area blighted by uncertainty in the intervening years and needs an agreed position that will enable and encourage development to come forward.
40. Evidence from High Speed Rail schemes elsewhere shows the potential. Development at Lille's station supports 6,000 jobs. HS1 between London and the Channel Tunnel has attracted and supported the delivery of three major development schemes in Kings Cross, Stratford and Ebbsfleet, plus additional growth at Ashford. Those schemes are delivering over 15,000 homes and 70,000 jobs, estimated to be worth £4.4bn in GDP per annum. The Council is keen to work with HS2 through the Growth Task force to ensure a job legacy so that all Leeds citizens can benefit from the employment opportunities that HS2 has to offer. We seek the Government's support and investment for innovation and business growth in key sectors through the development of a holistic HS2 jobs and skills package for the city and city region.
41. A long term process of change has now started in the South Bank area of the city, with the closure and partial demolition of the former Tetley's Brewery site alongside existing significant development sites in a total regeneration area of 136 hectares. During the last two years the Council has been in discussions with major landowners in the area to arrive at a common vision for the delivery of large scale and high quality mixed use developments. The New Lane Site combined with the surrounding South Bank area has a pivotal location capable of facilitating the delivery of a consolidated sustainable community within the City Centre itself by bringing north and south of the city together - as well as improving connections further south to the existing communities of Beeston Hill and Holbeck, and eastwards to Hunslet and the Aire Valley. The Council intends to work with HS2 to ensure that the footprint of the station acts as a catalyst to connectivity. The elevation of the proposed station above Meadow Lane and Great Wilson Street, with the under croft of the station configured with the wider street pattern would minimise east-west severance of adjacent transport routes.

42. Leeds Station is the third busiest in the country behind the main London stations with over a 100,000 people passing through the station every weekday. A new HSR station in Leeds is expected to create the largest public transport hub in the North of England. As such the new station's design and associated infrastructure will be expected to reflect this role. Connections between the two stations must be of the highest quality and convenience for passengers, bearing in mind the size of the combined facility that will be created. This level of connectivity between the stations sites is vital to us and our partners across West Yorkshire and Leeds City Region; it is imperative that we have a station for the city region, so that, with the delivery of complementary investments in the regional transport infrastructure, everybody can share in the benefits of high speed rail without detrimental interchange times.
43. State of the art technology will be needed to deliver this Vision. This will need to be accompanied by iconic design not only of the new station and surrounding public realm, but also the connections and interface with the existing station. The outward facing frontages of the station structure should be 'active' and present a major commercial opportunity which the Council is keen to work with HS2 to deliver. The Council envisages the embankment destination, where the station would be positioned so as to end directly on the south side of the River Aire, to be a world class commercial square comparable to the experience offered to passengers using London King Cross Station.
44. The current connectivity arrangements between the existing station and Leeds New Lane Station are described as 'direct interchange with the existing Leeds station could be via a covered bridge link from the high speed station, crossing the River Aire in a sheltered environment with minimum level changes to the new south entrance of the existing station, and leading to the high-level footbridge in the existing station. Alternatively, passengers could access the station by walking along Neville Street' and are seen as insubstantial and lacking in vision. It is imperative that access from the city centre and between the two stations is attractive, convenient and direct and as seamless as possible. The pedestrian link should be covered, accessible, of the highest quality and appropriately sized for the numbers of people and luggage that would need to use it. The emerging Masterplan for the existing station should reflect the additional demand for passenger circulation and flows as a result of pedestrian flows to/from New Lane. The authority is committed to playing its part in drawing the key public and private stakeholders together in the discussion and planning of a durable long term solution in which future planning policies for the South Bank will play a key role.
45. The Council also wishes to draw HS2's attention to both the planning conditions attached to this site by the Secretary of State in the Transport and Works Act Order following the Leeds Station Southern Entrance Public Inquiry. Similarly it is noted that the design of Leeds South Station Entrance which started on site in January was based prior to HS2 on forecasts of future demand from the existing station, and without anticipating the potential impact on local residential amenity of a covered walkway in this location.
46. It has been our desire for some time now to see the present Leeds rail station brought fully up-to-date with class-leading facilities that will go beyond the present best in the land. We have already been working with Network Rail and Metro to look at what this might mean and the timetable for undertaking the improvements. The advent of HS2 coming to the city offers a once only opportunity to prepare for this with a strong statement of commitment by fully regenerating the present station to a similarly high and iconic standard in accordance with what we expect of HS2.

47. The existing station is also seen by our partners, developers and visitors to Leeds as a very poor gateway to the city. There are significant developments taking place in Leeds including the recently opened Trinity Leeds Shopping Centre (Largest of its kind completed in Europe in 2013), and City Centre based Arena. The Victoria Gate development, with a major John Lewis store, is due to commence in 2014. This scale of development is generating significant pressures for matching investment in the city's key transport gateway. It is considered that significant investment in the order of £100M is needed for the comprehensive development of the present station. Network Rail been working with Council and Metro to develop a transformational Masterplan for the site, and a commitment to this during the upcoming Control Period 5 from 2014-19 would be highly desirable and welcomed by the community and business. Such a commitment would signal a clear intent from Government that Leeds is vital to the national economy and signal a start of significant investment in transport infrastructure in the city. It would give Council and its partners the reassurance that significant rail improvements will take place in the future.
48. It will be essential that the wider highway networks in Leeds, including the motorways network are developed to provide the necessary quality of connectivity to HS2 both locally and from the wider Leeds City Region. Leeds has aspirations to support an increased public transport mode share for journeys into the city. A new city centre transport strategy is being developed, as part of the West Yorkshire Transport Fund, which will enhance opportunities for rail, bus and New Generation Transport (NGT) commuting into the city centre, assisted by the relocation of non-essential traffic around Leeds City Station out of the city centre.
49. In light of the recent HS2 announcement and Leeds New Lane Station preference the city centre transport strategy and benefits are still being refined. As part of this process the Council will work with HS2 to support the longer term introduction of HS2, such that the new Leeds City Centre station can be accessed easily and quickly from both the M621 and M1 corridors and the existing station. A key outcome of the city centre transport strategy will be improved public realm and a more pedestrian friendly central area which supports significant employment growth in the city centre.
50. The present proposals for the New Lane station site include provision for up to 1,800 car parking spaces. There will be a need to provide for both short term and long term car parking as part of the station development, the Council agrees in principle with the location of the car park adjacent to Dewsbury road, allowing for easy access to the Motorway Network and Inner Ring Road. The location aligns with our aspirations for the city centre transport strategy. However as with the other aspects of the station design the Council wishes to work closely with HS2 to look at the demand profile for car park arrival and departures, to ensure appropriate and suitably located car parking provision. It will be important that this sits within the wider parking and transport policies for the city and city region and that the final level of provision also reflects investment in other alternative public transport and sustainable travel modes of access.
51. It is widely recognised that the ancillaries to the HS2 development will be equally important as the scheme itself in delivering future travel. The Council urges the Government to invest early to better connect Leeds City Region cities and towns: HS2 can only be as good as our local rail and transport connections make it. Investment in local rail networks (such as plans set out in the Yorkshire Rail Network Study/Metro's Railplan) is absolutely essential to ensure wider connectivity through increasing

capacity, as is enhancing the existing frequency and quality of East Coast services in order to realise the maximum economic and social value of the project. A significant proportion of urban Leeds is not connected by suburban rail. For these areas connectivity to HS2 via the Public Transport Network will require a seamless interchange with the Leeds Core Bus Network, NGT and taxi.

52. The collaborative work that has created the Yorkshire Rail Study (YRS) of our existing networks sets out a pathway towards creating a truly integrated rail network of the highest quality. This has already been bolstered by the Government's decision to proceed with Trans-Pennine route electrification and in terms of the City the Leeds NGT scheme decision, rail growth package and Station South Entrance schemes. It will be important to capitalise on the benefits of these investments with the modernisation and further electrification of core regional rail routes. The benefits of the plans set out in the YRS have the potential to achieve substantial economic benefits (up to £12bn), which set alongside those of HS2 and the released classic rail capacity will be truly transformational for the Leeds City Region. We are pleased that Network Rail has agreed to lead the next phase of development work on interventions to unlock the economic growth. We need to see a strong Government commitment to delivering the schemes in CP5 and CP6 in advance of HS2.
53. In terms of the other station locations on the HS2 Eastern Leg it the Council's view that access to the key centres of the Sheffield, Nottingham / Derby City Regions as for the Birmingham City Region and airports will be instrumental in the success of the project as a whole. The current proposals for Sheffield and the East Midlands aim to do this with interchange arrangements which seek to balance the demands of a high speed network and local geography. Therefore whilst the Council supports these principles and the aim of achieving the best possible competitive journey times on the network it will be looking for reassurance in the final proposals for these cities that they can have first rate connectivity to their regional partners and that the new line unlike traditional inter-city routes is not dominated by a London focus.

**Question (VI) - Do you think that there should be any additional stations on the eastern leg between the West Midlands and Leeds?**

54. The Council wishes to see the journey time improvements and capacity benefits of the new line, which are essential to delivering the national and local benefits expected from the project, to be fully realised. It is recognised that to achieve these benefits there are trade-offs to be made in station frequencies and service patterns. As such the overall distribution of stations now proposed appears to make for a reasonable balance. However, neither of the stations serving the Sheffield City Region nor the Nottingham/Derby City Region is currently to be located in their respective centres and if this remains the case their success will critically depend on the interconnectivity with fast services into their city centres. Such links and services will need to be designed in such a way as to minimise multiple interchange journeys. In the final process the Council would support further work by the Government and partners to identify the most effective solutions.
55. It is absolutely vital that all the major urban areas within the catchment of the route are fully able to access the benefits of the line through upgraded and high quality local connectivity, realising the wider benefits opened up by the released capacity offered by the project. This is particularly important in the East Midlands where improved interchange and connectivity will be essential to maximising the benefits. Similarly in the Sheffield City Region the location of the new station will be critical both to ensuring that

area gains the maximum benefits from the new investment but also in terms of those South facing areas of West Yorkshire for which a well sited station in the South Yorkshire area could be well placed to provide the optimum connectivity and accessibility to high speed services to the Midlands and South.

56. Therefore the initial proposals for the East Midlands Hub and Meadowhall stations are supported in principle. This support is subject to the necessary detailed work to further demonstrate the efficiency of these locations for meeting the identified connectivity, economic and regeneration needs of these areas and the preparation of more substantive proposals for connectivity and released capacity, as well as both local and regional rail infrastructure and service upgrades.
57. The Council supports the position taken by the Leeds City Region in their response to the consultation.

**Question (VII) - Please let us know your comments on the Appraisal of Sustainability (as reported in the Sustainability Statement) of the Government's proposed Phase Two route, including the alternatives to the proposed route?**

58. The assessment of the environmental impacts of HS2 scheme in Leeds will require a much greater level of detail than is provided for in this stage through the Sustainability Statement. The Council's preliminary concern is that the unacceptable landscape sustainability impacts are addressed at Woodlesford, as outlined in our response to question IV. However in terms of the approach to the sustainability appraisal methodology the Council wishes to raise the following;
59. A considerable number of both air quality and noise impacts will arise during the construction these are likely to be significant, given the scale of the project and the length of the construction period. The Sustainability Statement states that a Code of Construction Practice is to be defined alongside the Environmental Statement, which will be important in controlling the impacts of construction. The Council would like the opportunity to be consulted on this document.
60. The Environmental Impact Assessment will look at impacts on existing air quality management areas (AQMAs) but should also look at contributions to existing high background levels of air pollutants where there is the potential for new AQMAs to have to be declared. The noise calculations presented in section 6.6 of the Sustainability Statement need to provide for a higher level of detail in order for the Council to comment further.
61. The Council agrees with the methodology proposed to assess a net change in carbon emissions, the opportunities to help reduce overall direct carbon emissions should be explored fully at this early stage of the project. It is important that this project is climate resilient as High Speed Rail could be operating beyond the year 2100. The Council has significant local knowledge on existing climate risks and wishes to work closely with HS2 to mitigate the environmental impacts of this project.
62. The Council agrees with the potential heritage impacts outlined in the Sustainability Appraisal, the significant potential impacts on the Canal Wharf Conservation area require further detailed work to assess the impact both on the grounds of heritage and local residential amenity. Further work is also required to establish if the setting of Leeds Bridge in the Leeds City Centre Conservation Area could be affected as well as sight lines from the River Aire.

**Question (VIII) - Please let us know your comments on how the capacity that would be freed up on the existing rail network by the introduction of the proposed Phase Two route could be used?**

63. The overall approach to the utilisation of the classic network should follow the principle of full integration of the HS2 network into the national network of services. The Rail North project to create a new rail strategy for the North and the development of an integrated rail franchise for the North will play a crucial part in this. A strategic response on the capacity released by HS2 has been prepared on behalf of the Leeds City Region which has the support of the Council, the key elements of which are described and endorsed below. HS2 promises to be transformational and through work in West Yorkshire and the Leeds City Region this transformation, with the Government's support, must extend to the local and regional rail networks also.
64. It is recognised that the recast of capacity on the conventional network is likely to bring substantial service benefits and that these will be essential to capturing the full value of HS2. Indeed, recent work undertaken for West Yorkshire and South Yorkshire PTEs suggested that additional benefits of between £300m and £800m could be generated through a revised approach to the planning of conventional line capacity. While recognising the impracticalities of fixing the use of network capacity 20 years in advance of the opening of the high-speed line, the Council believes that it is essential to reassure those communities not directly on the HS2 route that through good network design and enhancement they can gain major travel and economic benefits.
65. In terms of the West Yorkshire conurbation, the Council believes strongly that the success of HS2 will be contingent on both class leading interchange at Leeds as previously indicated but also maximising network improvements such as electrification and journey time improvements on the local network to provide seamless cross platform interchange. Therefore whilst a base service position should be that Wakefield for example continues to have a fast, 2 trains per hour direct service to London there are clear opportunities for interchange at the HS2 station in the Sheffield City Region to transform connectivity for towns and cities along the route into the high speed services. Similarly whilst there should be new opportunities for Bradford and potentially Halifax and Huddersfield can benefit from direct services to London the careful planning and improvement of the network should allow the opportunity of fast and effective connection directly into the HS2 services.
66. Similarly, whilst outside our region, we would like connections between the proposed HS2 station for Sheffield City Region at Meadowhall and the conventional line station to be as good as possible. Meadowhall will act as the HS2 station for people in the south of Leeds City Region – above all Wakefield and Barnsley - travelling south. The link currently proposed between the two stations does not appear to be appropriately sized or equipped to facilitate optimum interchange. Ideally a twin-level station (incorporating all 4 platforms from the conventional network) would be built, with a network of travelators and escalators between the different levels.
67. The general principle is that the Council would not expect any station on the network to see a worse level of service (in terms of frequency or journey time to principal cities) than exists today or within the planning assumptions of forthcoming franchises and Control Period 5. It is also of vital importance to the region that investment in the conventional network continues over the next twenty years during the development phase of HS2, so that HS2's benefits can be realised on opening. Indeed, there will be considerable benefits in some of these service enhancements to the regions' cities

other than Leeds well in advance of HS2, the WYITA have established dialogue with Network Rail and the Department for Transport about how and when they can be delivered. The confirmation of the progression of such investment will be extremely valuable in galvanising support for HS2 solidly across the Leeds City Region.

**Question (IX) - Please let us know your comments on the introduction of other utilities along the proposed Phase Two line of route?**

68. It is recognised that the provision of a new transport corridor could provide associated opportunities for the provision of new national and strategic infrastructure. However, depending upon what utility provision might be considered in the future, there will be consequential planning, environmental and community considerations which the Council as a Planning Authority would wish to have full regard.
69. As the project is developed further and before any decisions on such provision are progressed the Council would expect further detailed consultation HS2 Ltd and the Government departments involved to discuss both the opportunities and risks associated with the construction of a new railway and installation of utilities along the line of route. Potential opportunities for co-location could for example include the enhanced provision of Fibre Optic Broadband.
70. The announcement of the Government's intention to also examine opportunities for establishing strategic cycle routes alongside the proposed route is a good example of how HS2 could potentially bring wider benefits to connectivity in local communities. This kind of complementary investment which has been used for example on the Cambridge busways is worth further investigations and the Council will be open to discussions and consideration of such options. However, it should not necessarily be regarded as a substitute for local routes, connectivity and environments lost due to the route.