

**Report of Director of City Development**

**Report to Executive Board**

**Date: 16 December 2015**

**Subject: Response to Sir David Higgins' decision about the HS2 station location**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City and Hunslet, Rothwell, Garforth & Swillington, Temple Newsam, Harewood		
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. Members will recall that at the Executive Board meeting of the 17 December 2014 they considered a response to Sir David Higgins report 'Rebalancing Britain from HS2 towards a national strategy'. Specifically members agreed to the Council taking a leading role in the Sir David Higgins Leeds station working group to find the optimum solution for the arrival and integration of HS2 and HS3 into Leeds City Centre, which supports both the growth of rail through the creation of a major rail interchange in Leeds City Centre, and meets our local connectivity, place making and regeneration ambitions.
2. Accordingly the Council has worked collaboratively with HS2 Ltd, the Chamber of Commerce, the West Yorkshire Combined Authority, and other stakeholders and taken the lead role to inform the development of Sir David Higgins report titled 'The Yorkshire Hub, An interim report on the redevelopment of Leeds station'.
3. On 30 November 2015, Sir David Higgins set out his proposed solution for HS2 arriving into Leeds. This proposes a preferred solution of an integrated T shaped configuration station in the Leeds South Bank that will be the Yorkshire hub for local, regional and national services and also be a catalyst for regeneration in our expanding city centre. This would replace proposals for a HS2 terminus at New Lane, also in the Leeds South Bank. Plan A shows this location in its context and Plan B is an indicative illustration showing one design concept for the HS2 station in Leeds. This recommendation has been made by Sir David Higgins to the Chancellor of the Exchequer and Secretary of State for Transport for them to

consider in his report titled '*The Yorkshire Hub*', *An Interim report on the Redevelopment of Leeds Station* (Appendix 1).

4. This report recommends that the Council agrees to welcome Sir David's conclusions as the right solution for the city and the city region. Our aspirations for the Best City alongside our aspirations for the growth of the City Region have steered the debate and it is proposed that the Council welcome the idea for an integrated station due to the wide ranging benefits it will provide. This paper also sets out the proposed next steps to deliver HS2 in the city and the city's masterplan for the regeneration of the South Bank.
5. Leeds station is already the busiest station in the North of England and is a major national piece of transport infrastructure, serving as a hub for the city, Leeds City Region, Yorkshire and the rest of the country. That means that any future plans to accommodate HS2's needs at Leeds station must take full account of existing services and those anticipated to be added as a result of the improved regional connectivity and the Northern Powerhouse that will deliver improved links to Manchester and Liverpool in the West, and York, Newcastle and Hull in the East.
6. Leeds City Region is inherently polycentric with a population dispersed across a number of different centres. To ensure all of the city region benefits fully from HS2, Members have outlined clearly that people should be able to interchange quickly and easily between HS2 and other rail services, as well as other transport links. Currently, some services across Leeds City Region are constrained by capacity at Leeds station. Better transport makes jobs more accessible and allows businesses to increase trade, share ideas and reduce costs. To properly maximise HS2's benefits, seamless interchange is needed for the three million people who live in Leeds City Region.
7. The Council also wants to make sure that the new connections high speed rail can bring and the station itself are major contributions towards the Best Council objective for sustainable and inclusive economic growth by supporting jobs and employment, as well as our best city ambition for Leeds to have a city centre that is widely recognised as an exemplar 21<sup>st</sup> century city that is inclusive, friendly and cutting edge by residents, visitors, businesses and place-makers alike. The station should provide a high quality sense of arrival and passenger experience.
8. The original proposal of a separate HS2 terminus at New Lane, some distance from the existing station, was not commensurate with these ambitions for Leeds and the City Region. Those original proposals would not have created a single hub that met Members' expectations. The interchange between HS2 and other services would have been difficult, limiting the benefits of HS2 to the city region. The Council was therefore able to persuade HS2 Ltd to re-look at the New Lane proposal and, over the last year, the Council has been working hard to ensure that different options were reviewed and ultimately that the integrated 'T' is the solution now proposed.
9. In addition to seeking Executive Board support for this proposal, it is also proposed that the Council provides support to the following principles to steer forward the delivery of HS2:

- a) The existing station and the HS2 station should share a common concourse for passengers to allow easy access between HS2 and other services, including improved city region services and Northern Powerhouse Rail. The concourse should have easy access to the city centre, the South Bank and the waterfront.
- b) The new combined station should have good quality car and bus access enabling it to become a fully integrated transport hub for the region.
- c) The new station and its approaches should have sufficient capacity and be future proofed to allow for the improvements needed to accommodate significant increases in rail services resulting from the Northern Powerhouse Rail network, and on city region rail routes. This should include four tracking to the east of the existing station.
- d) The station and its approaches should allow for 'through' trains to enhance local services to the rest of the city region. This should include a connection between HS2 and the existing network, to enable some classic compatible HS2 trains to run through the existing station to and from York and beyond.
- e) The design of the combined station (including the existing concourse areas) should reflect the significance of its role and place not just for Leeds and Yorkshire, but as a major national landmark. It should be a world class iconic design, surrounded by outstanding public realm, in line with the masterplan for development and growth of Leeds South Bank, one of the most significant regeneration projects in Europe. The station needs to create an attractive environment for all users of the city centre, including pedestrians moving across the city centre who need to walk through and around the station but may not be rail users

10. The proposed station, which is an integrated hub based on a T-shape configuration, best meets these principles and aspirations of Members. It will enable seamless interchange between HS2 trains, the proposed Northern Powerhouse Rail services, and local and regional trains. This will spread the benefits of HS2 and, along with the improvements we are proposing to the local rail network, will provide faster and better rail journeys for the three million people who live in Leeds City Region. It will connect the major city of Bradford, and significant towns such as Halifax, Huddersfield, Dewsbury, Wakefield, Harrogate, and Selby into the national high speed network. It will enable future increases in capacity for city region services and Northern Powerhouse Rail, and provide the potential for a connection to enable some HS2 services to run through Leeds station. City Region Leaders and the Chamber of Commerce signed a letter of support that accompanied the report by Sir David Higgins. This consensus from the city region helped and strengthen the case both locally and nationally.

11. This paper also proposes that Executive Board agree for Leeds City Council to work with the West Yorkshire Combined Authority, the Chamber of Commerce, Transport for the North, Department for Transport, Network Rail and HS2 Ltd to progress rapidly the work on the detailed design for the Yorkshire Hub. In doing so, the paper proposes that the Council needs a clear commitment from Government and

Network Rail to fund not only HS2 to Leeds, but also the improvements to the existing rail network and station areas, as well as Northern Powerhouse Rail. The Council also needs to ensure we have the funding powers and resources to remodel our local transport network, facilitate regeneration and public realm in Leeds City Centre to make the most of the opportunity.

12. Notwithstanding the Council's support for HS2, this report also re-affirms that the Council recognises that the proposed line of route has significant, and in places unacceptable, impacts on local communities which will undermine the economic and social benefits of HS2. The paper sets out how the Council will continue to press HS2 Ltd and the Government on the mitigation of the line of route.

13. Lastly, the report sets out the next steps for the Leeds South Bank masterplan and proposals to commence detailed work to deliver a world class regeneration vision for this area of the city, alongside work to secure short term investments into the existing station.

## **Recommendations**

14. Executive Board is recommended to:

- i) Welcome and support the conclusions of the report from Sir David Higgins *'The Yorkshire Hub', An Interim Report on the redevelopment of Leeds Station* that the the location of the HS2 station in Leeds should be a 'T' shaped configured integrated station;
- ii) Agree that the Council continues to press HS2 Ltd and the Government on the mitigation of the line of route and to review compensation arrangements for those adversely affected;
- iii) In accordance with recommendation i) agree to the following principles as a basis by which the Council will support the development of the station:
  - a) The existing station and the HS2 station should share a common concourse for passengers to allow easy access between HS2 and other services, including improved city region services and Northern Powerhouse Rail. The concourse should have easy access to the city centre, the South Bank and the waterfront.
  - b) The new combined station should have good quality car and bus access enabling it to become a fully integrated transport hub for the region.
  - c) The new station and its approaches should have sufficient capacity and be future proofed to allow for the improvements needed to accommodate significant increases in rail services resulting from the Northern Powerhouse Rail network, and on city region rail routes. This should include four tracking to the east of the existing station.
  - d) The station and its approaches should allow for through trains to enhance local services to the rest of the city region. This should include a

connection between HS2 and the existing network, to enable some classic compatible HS2 trains to run through the existing station to and from York and beyond.

- e) The design of the combined station (including the existing concourse areas) should reflect the significance of its role and place not just for Leeds and Yorkshire, but as a major national landmark. It should be a world class iconic design, surrounded by outstanding public realm, in line with the masterplan for development and growth of Leeds South Bank, one of the most significant regeneration projects in Europe. The station needs to create an attractive environment for all users of the city centre, including pedestrians moving across the city centre who need to walk through and around the station but may not be rail users.
- iv) Agree that the Council takes a lead role in the work with HS2 Ltd, DfT, Network Rail, Transport for the North and WYCA to develop a long term plan for the station, including the necessary short term improvements, its integration with the transport network and its seamless integration with the city itself.
- v) Agree that the Council now progresses detailed work on a HS2 Growth Strategy to maximise the growth associated with HS2 for the city, and city region, also agree that the Council works closely with City Region districts and West Yorkshire Combined Authority and Central Government on its development.
- vi) Agree that the Council now finalises the masterplan for the Southbank area to help realise the potential regeneration and place making opportunities of the new station, and develop a policy approach that will maximise the social, physical and economic benefits from HS2 and to facilitate the design of a world class arrival space.
- vii) Request a more detailed report, submitted in 2016, outlining the conclusions from the Masterplanning work prior to full public consultation commencing, an update on the Leeds HS2 growth strategy and note that the Director of City Development will be responsible for implementing these actions.

## **1. Purpose of this report**

- 1.1. This report provides Executive Board with an update on the work on HS2 in the Leeds City Region. This follows the approval of the Council's response to the HS2 Phase 2 proposed line of route formal consultation in December 2013, and its approval to work with Government to consider the best way of accommodating future rail in the city in December 2014. This report also sets out the main principles for the continued development of the Council's policy in relation to Leeds station, and considers how the Council can realise the regeneration and economic growth benefits of enhanced connectivity.

## **2. Background information**

- 2.1. The high speed rail line will be an entirely new route designed for a new fleet of trains travelling at 225mph, but with potential for 250mph, giving an indicative journey time of 1 hour 22 minutes from Leeds to London Euston. It is not just about times to London though, HS2 will cut journey times in half between Leeds and Birmingham, and when taking the eastern leg via Sheffield and the East Midlands, it creates a new integrated economic corridor with an 8 million population and 4 million jobs.
- 2.2. The HS2 network will provide high frequency and high capacity services for passengers. It will be delivered in two phases, with the first phase from London to Birmingham and the second phase from Birmingham to Leeds via an eastern leg and to Manchester via a western leg. 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.
- 2.3. The Council has supported the Government's initial proposals for the High Speed Rail Phase 2 route from Birmingham to Leeds, with in principle support given at the 15 February 2013 Executive Board. Following this in principle support, the Council submitted a formal representation to Phase Two proposed line of route consultation, approved by Executive Board in December 2013. A five point plan, setting out the basis for our consultation response to securing the best outcomes for our region includes;
  - i) Build from the North
  - ii) Invest early to better connect the Leeds City Region's cities and towns
  - iii) Address concerns about the route
  - iv) Review compensation arrangements
  - v) Successful management of the budget
- 2.4. In March 2014 the HS2 Growth Task Force, set up by the Government to maximise growth and the job opportunities from HS2, published an independent report to Government on maximising the benefits of HS2. This focused on the themes of 'getting our cities ready, getting our transport network ready, getting our people ready and getting our businesses ready'.

- 2.5. Also in March 2014, Sir David Higgins, the then new Chairman of HS2 Ltd, published his report 'HS2 plus', which recognised the need to integrate HS2 with the existing network to maximise connectivity and to make improvements to that network. Northern connectivity was a key emphasis of the report, acknowledging that connectivity in the North is poor, both between the region and London, and east to west. The incremental schemes of the Northern Hub project will improve that connectivity, but HS2 brings the opportunity to do much more.
- 2.6. In October 2014, Sir David published a subsequent report 'Rebalancing Britain from HS2 towards a national transport strategy'. The report stated that the strategic proposal for Phase Two is right and *'there should be an Eastern leg from Birmingham to Leeds via the East Midlands and South Yorkshire, and a Western leg from Birmingham to Manchester via Crewe. Building both legs is the only way to deliver the strategic reductions in journey times and extra capacity that are needed, and to do so on an equitable basis'*. Sir David also endorsed the principal point of One North: that we need a step-change in East-West journey times and capacity.
- 2.7. The report also set out a review into the proposed location of the HS2 station in Leeds which was previously announced as being located at New Lane in the Leeds South Bank. This review was announced in the context of capacity constraints and future demands on the existing station, the potential for enhanced connectivity between Northern city's (Northern Powerhouse Rail) and the proposals for HS2. The Council played an important role re-opening the debate about the station and saw the opportunity to achieve a better station solution for the City Region.
- 2.8. In December 2014, Executive Board agreed the policy principles of how the Council would work with partners to secure HS2 to the city and principles to guide the station review work and close working with Government. The Council has since been working closely with HS2, DfT, WYCA, Network Rail and city region districts on the review into the options for the HS2 station. In parallel and in conjunction with this work, the Council has been working closely with Councils from across the North on developing proposals for enhanced East/ West services as part of Northern Powerhouse Rail.

### **3. Main issues**

- 3.1. **Sir David Higgins Report: 'The Yorkshire Hub', An interim report on the redevelopment of Leeds station.**
  - 3.1.1. On 30 November 2015, Sir David Higgins published *'The Yorkshire Hub', An interim report on the redevelopment of Leeds station'*. The report summarises the process that has been followed in the previous 12 month to review the station location.
  - 3.1.2. The report sets out that;

- Leeds Station will continue to be part of this country's national infrastructure, with anticipated passenger flows on a par with Gatwick Airport. Network Rail forecast a 114% increase in passenger numbers over the next thirty years.
- Any future plans to accommodate HS2's needs at Leeds station must take full account not only of HS2, but also continued growth in existing services and those anticipated to be added as a result of the Northern Powerhouse agenda, including HS3.
- HS2 selected three options from a longer list to prompt further discussion and analysis. These were an 'eastern approach' station that had platforms parallel to existing station platforms at Sovereign Square (option 1), a 'T' configured station that integrates with the existing station (option 2) and New Lane (option 3).

- 3.1.3. The conclusion from option 1 (Eastern Approach) was that "while this offers the prospect of a more compact and integrated station, it does so at the expense of future local services and eight years of disruption during construction". The analysis of this option detailed the major issues of the station being able to accommodate capacity growth and there was not enough space to meet demands.
- 3.1.4. The conclusion from option 3 (New Lane), was that "this retains the capacity to expand local services, but the lack of shared common concourse will make moving between them and HS2 more difficult and make the HS2 station more isolated from the city centre". Whilst the analysis noted the regeneration benefits of this option, Sir David highlighted the cons in so far of the issues caused by the lack of shared concourse, passengers being exposed to the elements when moving between the two stations, as well as the lack of support from regional authorities.
- 3.1.5. The conclusion from option 2 (the 'T' configuration) was that "this connects HS2 and existing rail services through a common concourse, allows for the growth in Northern Powerhouse and local services, and provides easy access to the city centre and motorway network, whilst creating the potential for a landmark architectural statement". The analysis details the wide ranging pros from this option. The analysis highlights the need for sensitive design to mitigate potential impacts on conservation areas, environmental impacts on the waterfront, ensuring the design fits into Leeds' vision for the city.
- 3.1.6. In conclusion, Sir David Higgins recommends that option 2 (the T configured station) is the location of the HS2 station, and the integrated station is referred to as the 'Yorkshire Hub'.
- 3.1.7. Sir David outlines "how the process of engagement we [HS2] have gone through, in partnership with the region, to decide the best option for the Yorkshire Hub has been a model of its kind". The report sets out that the national significance of the Yorkshire Hub means that it is essential the quality of the design and surrounding public realm are world class.
- 3.1.8. The report also articulates how design is at a very early stage with much work remaining to be done, but sets out that the time is now to begin the work. The

report and recommendation have now been issued to the Chancellor of the Exchequer and Secretary of State for Transport.

### 3.2. Council's response

3.2.1. Sir David's report is the outcome of substantial work and collaboration between HS2, the Council, WYCA and Network Rail. This has provided an opportunity for the Council to play a lead role in the review of the station location.

3.2.2. Working closely with HS2, Members have indicated a clear aspiration to secure an integrated station that will benefit the city and city region. It is considered that the proposal for a T configured integrated station is the best way to achieve this as:

- It will enable seamless interchange between HS2 trains, the proposed Northern Powerhouse Rail services, and local and regional trains.
- This option will spread the benefits of HS2 and, along with the improvements we are proposing to the local rail network, will provide faster and better rail journeys for the three million people who live in the Leeds City Region.
- It will connect the major city of Bradford, and significant towns such as Halifax, Huddersfield, Dewsbury, Wakefield, Harrogate, and Selby into the national high speed network.
- It will enable future increases in capacity for city region services and Northern Powerhouse Rail, and provides the potential for a connection to enable some HS2 services to run through Leeds station.
- It will provide for a truly integrated station for the city and region and will be amongst the most unique stations in the country.
- Its location in the South Bank can be a catalyst for substantial economic growth and regeneration.

3.2.3. It is proposed that the Council provides its full support to the decision of Sir David on the basis of the benefits set out above.

3.2.4. In doing so, Executive Board is asked to agree to the following more detailed principles to help steer forward the further development of the proposed HS2 station to maximise these benefits for the city and city region:

- a) The existing station and the HS2 station should share a common concourse for passengers to allow easy access between HS2 and other services, including improved city region services and Northern Powerhouse Rail. The concourse should have easy access to the city centre, the South Bank and the waterfront.
- b) The new combined station should have good quality car and bus access enabling it to become a fully integrated transport hub for the region.
- c) The new station and its approaches should have sufficient capacity and be future proofed to allow for the improvements needed to accommodate significant increases in rail services resulting from the Northern Powerhouse Rail network, and on city region rail routes. This should include four tracking to the east of the existing station.
- d) The station and its approaches should allow for through trains to enhance local services to the rest of the city region. This should include a connection between

HS2 and the existing network, to enable some classic compatible HS2 trains to run through the existing station to and from York and beyond.

- e) The design of the combined station (including the existing concourse areas) should reflect the significance of its role and place not just for Leeds and Yorkshire, but as a major national landmark. It should be a world class iconic design, surrounded by outstanding public realm, in line with the masterplan for development and growth of Leeds South Bank, one of the most significant regeneration projects in Europe. The station needs to create an attractive environment for all users of the city centre, including pedestrians moving across the city centre who need to walk through and around the station but may not be rail users.

3.2.5. Activity and work in the city will now seek to move the HS2 proposition closer to delivery to achieve the best possible outcome and station for the city. Executive Board agreeing these principles- principles also set out in the Sir David Higgins' report - will help to guide the work that takes place and ensure a clear strategic remit for further dialogue.

3.2.6. The current status of work on HS2 in the city and proposed next steps to progress these activities further are set out below. This also provides justification to the principles set out for agreement.

### 3.3. **Developing an integrated station that best serves the City Region, the North and the Country**

3.3.1. Our local rail network has severe overcrowding in peak periods with trains approaching Leeds having some of the worst overcrowding outside of London. Leeds station, which is already the busiest railway station in the north, has already seen significant growth in passenger numbers in recent years and is forecast to reach capacity in the next decade. Therefore, the Council need to ensure that regional and local services can also grow to serve the needs of the City Region now and in the future.

3.3.2. People and organisation across all our cities and towns can benefit from HS2. These places have huge economic scale. Bradford, with a population of half a million, and growing fast, is England's tenth largest city. The districts need fast, frequent local links and seamless interchanges to widen the reach and increase the benefits of HS2. That is why the city needs the existing station and the HS2 station to share a common concourse for passengers to allow easy access between HS2 and other services.

3.3.3. The concourse should have equally easy access to the city centre, the South Bank and the waterfront. The new combined station should also be planned alongside improvements to the transport network enabling it to become a properly integrated transport hub for the region. The station needs to be at the heart of a seamless passenger experience. On this basis, it is proposed that the Council also supports the need for through trains to enhance local services to the rest of the region.

3.3.4. The West Yorkshire Combined Authority is leading on an HS2 connectivity package, which has identified a high level vision for the Leeds City Region. The

outcome of which seeks to achieve a 'maximum journey time of 2 hours from any District Hub to London Euston HS2 Terminus, inclusive of interchange time'. Further work on transport connectivity for the city region is being commissioned. This is crucial for the benefits of HS2 to be spread to the rest of the City Region.

- 3.3.5. A success of the previous 12 months has been the close partnership between Government, the Council, the Combined Authority and Network Rail on the HS2 proposition. It is proposed to maintain momentum from this close working to consider not just HS2, but the integration and development of the entire station. It is therefore proposed that the Council takes a lead role in the work with HS2 Ltd, DfT, Network Rail, Transport for the North and WYCA to develop a long term plan for the station, including the necessary short term improvements, its integration with the transport network and its seamless integration with the city itself. It is considered that it is a priority for short term enhancements and investments to be made into the existing station.
- 3.3.6. Whilst the Council supports in principle the high speed rail proposals and has welcomed the project and the associated economic benefits as a whole, it also recognises that the proposed line of route has significant, and in places unacceptable, impacts on local communities which will undermine the economic and social benefits of HS2.
- 3.3.7. On this matter, the Department for Transport (DfT) published a report *High Speed Two: East and West, The next steps to Crewe and beyond* on 30<sup>th</sup> November. This provides an update on the line of route and the Government's deliberations on this matter. A decision is anticipated in Autumn 2016 on the line of route. The report stated that:
- "The Government recognises the uncertainty that this [the decision date] creates for people along the line of the route but we want to ensure that we have taken time to consider a range of issues.*
- The 2013 consulted route approached Leeds with a viaduct over the River Aire flood plain that passed round the village of Woodlesford. Responses to the consultation raised concerns around the potential impact on the residents of Woodlesford and nearby roads, and on users of the Aire and Calder Navigation. As part of continuing route development work we are looking at options to respond to these concerns."*
- 3.3.8. It is proposed that the Council will continue to press HS2 Ltd and the Government on the mitigation of the line of route. 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 financial proposal. HS2's approach to route refinement is outlined in their letter to the Council dated 30 November 2015, Appendix 2.

#### 3.4. **Developing a world class station gateway**

- 3.4.1. It is imperative that the Council works with HS2 to get the HS2 station design and its integration in the fabric of the city right. Our city ambition is for Leeds to have a city centre that is widely recognised as an exemplar 21st Century city that is inclusive, friendly and cutting edge by residents, visitors, businesses and place-makers alike.
- 3.4.2. Planning for a HS2 city centre station offers the once in a life time opportunity to revisit our place making aspirations for Leeds as a city, and as a city region economic and transport hub. A new HS2 station, enhanced northern connectivity offer, and delivery of a city centre transport strategy with an associated public realm offer comparable to leading European cities will provide a catalyst to further unlock the regeneration potential of the South Bank.
- 3.4.3. Put simply, the new station needs to become a landmark architectural statement that Leeds, the City Region, Yorkshire and the nation can be proud of.
- 3.4.4. Whilst the Council is not responsible for designing the station, the Council have already commissioned work to look at masterplanning principles across the South Bank to accommodate HS2. Now the city has a recommendation from Sir David Higgins for the station, the Council can go ahead with more detailed work, engaging with interested parties, landowners and communities. The ambition is to provide design principles for a world-class arrival space and interchange in terms of design, ease of access and sustainability. The master planning will include a re-evaluation of land usages to maximise economic growth opportunities of a HS2 station.
- 3.4.5. To achieve a world class vision for the station and South Bank, the masterplan will carefully consider matters such the external treatments to the station, different modes of transport interchange (e.g cycling, taxis, buses), how the station is embedded into the streetscene of the South Bank and how to make the most of the waterfront in any station design. A key component will be to ensure good 'east west' and 'north south' permeability through the station for pedestrians, without ticket or security barriers, to help maximise the regeneration benefits and employment opportunities.
- 3.4.6. The masterplan will also consider potential development opportunities where there are spaces underneath and next to the HS2 station and how these could create a world class place and signify Leeds' role as an internationally important city. These detailed matters will need to be considered alongside operational requirements of the station operators and through close collaboration with interested parties on detailed matters.
- 3.4.7. With recent South Bank developments announced at sites such as Tower Works, Round Foundry and the comprehensive proposals of Burberry, there is a real opportunity for the city to drive forward HS2 associated regeneration in the South Bank from an early stage. It is not considered that the Council or city should wait for HS2 to open to drive this agenda: planning and delivery for this regeneration should start now to achieve the ambitions for the city

- 3.4.8. There are challenges for the city to achieve this ambition. The proposed station location will see some displacement of existing businesses and employment. There is a risk of blight in the South Bank in the short to medium term prior to HS2 being built as landowners consider their proposals. A main focus will be to seek the relocation of this employment within the city and, where possible, within the Leeds South Bank, and to ensure regeneration momentum remains for the South Bank in line with a world class vision for this area. Key to this will be to provide as much certainty as possible to the planning policy situation. Clarifying the planning policy position and developing a shared vision may be one way by which to mitigate this risk, along with the city having a clear land assembly, investment and delivery plan to ensure the city has a proactive position to make the most of HS2 from an early stage.
- 3.4.9. It is also considered critical that physical, social and economic links are enhanced with the communities living near to the station in the Holbeck, Richmond Hill and Beeston areas of the City, so that people living in these areas have better opportunities to gain access to the new jobs created in this area. The arrival of HS2 as part of a city centre strategy is a major opportunity to tackle some of the longstanding issues of severance for these communities and ensure that the social benefits of regeneration initiatives are maximised.
- 3.4.10. A key element of the rethinking Leeds City Centre is the City Centre Transport Strategy. This is a package of physical works within the City Centre and on the Inner Ring Road and M621 that will be required to reduce the level of through traffic, improve connectivity, enhance the environment and urban realm and provide an HS2 ready site. Work is currently progressing though the West Yorkshire Transport Fund and Executive Board approved the principle in October 2015.
- 3.4.11. Mechanisms for a Delivery Vehicle to ensure there is the capacity to deliver these regeneration ambitions were agreed in principle by Executive Board in March 2015. It is through this collaboration with London and Continental Railways that the Council proposes to deliver regeneration associated activities.
- 3.4.12. In order to maximise the development and regeneration benefits of a new high speed rail station in Leeds the Council is exploring funding and financing options including Tax Incremental Financing (TIF) where future gains in tax are used to fund current improvements. This work will now depend on what the Council's aspirations are for a wider devolved package of funding measures but it is considered imperative that appropriate and flexible funding and financial mechanisms are in place for the city to drive forward the growth associated with HS2.
- 3.4.13. It is proposed that work now commences in greater detail on the masterplan and for a report to be brought back to Executive Board in 2016 with a draft masterplan for Executive Board endorsement. This will set out any potential implications on existing Planning Policies and guidance for the South Bank and will seek approval to commence detailed and full public consultation on the masterplan. Alongside this, a delivery plan will be developed focussing on how to secure and maximise growth for the city, land assembly requirements and defining the infrastructure

requirements to deliver the city's ambition. Further work will take place to consider the funding proposals and mechanisms of such work.

### **3.5. HS2 Ready**

- 3.5.1. Together with the rest of the Leeds City Region it proposed that the Council will make sure that our people, businesses, cities and transport are ready for HS2. As the Council develop our proposals we will assemble a Leeds City Region Growth Strategy that will need to align our investment plans for HS2 with the Leeds Strategic Economic Plan Spatial Priorities and emerging West Yorkshire Combined Authority Single Transport Plan. This will also need to take into account any devolution deal and the fiscal measures that come with it so the Council can understand what we can fund locally and what we may still need help with.
- 3.5.2. The Council have also played a part in the establishment of 'Transport for the North' and welcomed the document that set out a Northern Transport Strategy in March 2015. The Council have come together with other northern authorities to create a single voice for the North and will continue to work through this Partnership to deliver a transformation to the North's transport network.
- 3.5.3. In terms of timescales the expectation from Government is that Phase 1 HS2 stations will be further advanced with their HS2 programmes and associated Growth Strategies. This was reflected in the Regional Growth Deal support focussed on Phase 1 locations in 2014 and Government have indicated that they will support our Growth Strategy development later in 2016. The Council feel we need to continue the momentum and will make sure that the Council progress our plans ready for that engagement with Government.

## **4. Corporate Considerations**

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

- 4.1.1. Engagement is ongoing through the HS2 Regional Programme Board, with District Local Authorities, WYCA, LEP, HS2 Ltd, DfT, Network Rail, and the Chamber of Commerce. The WYCA Transport Investment Committee has been consulted on the Leeds City Region HS2 Connectivity Package Vision. Wider stakeholder engagement has happened through various events planned by the city and others over the last year. The Council expect this conversation to continue as we develop the work further.
- 4.1.2. There will be comprehensive and full public consultation on the South Bank masterplan once this has been endorsed for consultation by the Executive Board. The intention would be to source as much input and feedback into this as possible, given the transformational benefits and changes the masterplan will advocate in shaping the city centre for the next one hundred years.

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

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 Sir David Higgin's recommendations 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. **Council policies and Best Council Plan**

4.2.3. 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, Core Strategy and South Bank Planning Statement.

4.2.4. 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. The main themes of "Good Growth" and "21st Century Infrastructure" form the report of the Commission for the Future of Local Government are also relevant.

4.2.5. Improvements to strategic connectivity support the city's priorities as well as the draft West Yorkshire Single Local Transport Plan, the West Yorkshire Plus Transport Fund, Rail North Strategy and the Northern Transport Strategy.

4.2.6. It is recognised that there are consequences for local communities in achieving the benefits that HS2 brings. It is therefore essential that the final scheme integrates with the environment and communities and that HS2 Ltd, as the promoter, fully engage with the communities and business affected. The Council's consultation response emphasised 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.

#### 4.3. **Resources and value for money**

4.3.1. Council funding is being used to support the work as outlined above including the preparation of an economic evidence base, funding and finance options appraisal and station master planning. This is budgeted from existing resources. As part of the budget setting process for 2016/17, funds will be sought to continue this work. It is considered, however, that there may be scope to seek Local Growth Deal funding or funding from Government to support the Council and city's activities to maximise growth across the city region

#### 4.4. **Legal Implications, Access to Information and Call In**

4.4.1. This report is eligible for call-in.

4.4.2. 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.

#### **4.5. Risk Management**

4.5.1. There are no immediate risk management issues arising from the contents of this report. Appropriate arrangements are being put in place as the Council's engagement with the project is developed. With further certainty on the location of the station, the Council can now be in a position to mitigate risks of blight to the regeneration planning of the South Bank and put into place a clear delivery plan to secure growth for the city.

### **5. Conclusions**

5.1. HS2 presents a major opportunity to transform the city's connectivity to other parts of the country and act as a major catalyst for regeneration and growth. The Sir David Higgins review has seen the proposed location of the HS2 station in Leeds change to be an integrated station in a 'T' shaped configuration. This will provide substantial benefits for the city and city region with Leeds station as a Yorkshire hub for local, regional and national services and also as a catalyst for regeneration in our expanding city centre.

5.2. Executive Board agreeing its support for the proposals and the principles of how it wishes for the station design to develop will provide further impetus to the HS2 proposals in the city and city region. In particular they will allow the masterplan for the South Bank to accommodate HS2 to progress in further detail, and specific proposals to deliver regeneration, enhanced growth and connectivity for the city.

### **6.0 Recommendations**

6.1 Executive Board is recommended to:

- i) Welcome and support the conclusions of the report from Sir David Higgins 'The Yorkshire Hub'. An interim Report on the redevelopment of Leeds Station' that the location of the JS2 station in Leeds should be a 'T' shaped configured integrated station;
- ii) Agree that the Council continues to press HS2 Limited and the Government on the mitigation of the line of route and to review compensation arrangements for those adversely affected;
- iii) In accordance with recommendation i) agree to the following principles as a basis by which the Council will support the development of the station;
  - a) The existing station and the HS2 station should share a common concourse for passengers to allow easy access between HS2 and other services, including improved city region services and Northern

Powerhouse Rail. The concourse should have easy access to the city centre, the South Bank and the waterfront.

- b) The new combined station should have good quality car and bus access enabling it to become a fully integrated transport hub for the region.
  - c) The new station and its approaches should have sufficient capacity and be future proofed to allow for the improvements needed to accommodate significant increases in rail services resulting from the Northern Powerhouse Rail network, and on city region rail routes. This should include four tracking to the east of the existing station.
  - d) The station and its approaches should allow for through trains to enhance local services to the rest of the city region. This should include a connection between HS2 and the existing network, to enable some classic compatible HS2 trains to run through the existing station to and from York and beyond.
  - e) The design of the combined station (including the existing concourse areas) should reflect the significance of its role and place not just for Leeds and Yorkshire, but as a major national landmark. It should be a world class iconic design, surrounded by outstanding public realm, in line with the masterplan for development and growth of Leeds South Bank, one of the most significant regeneration projects in Europe. The station needs to create an attractive environment for all users of the city centre, including pedestrians moving across the city centre who need to walk through and around the station but may not to rail users.
- iv) Agree that the Council takes a lead role in the work with HS2 Limited, DfT, Network Rail, Transport for the North and WYCA to develop a long term plan for the station, including the necessary short term improvements, its integration with the transport network and its seamless integration with the city itself.
  - v) Agree that the Council now progresses detailed work on the HS2 Growth Strategy to maximise the growth associated with HS2 for the city, and city region, also agree that the Council works closely with City Region districts and West Yorkshire Combined Authority and Central Government on its development.
  - vi) Agree that the Council now finalises the masterplan for the Southbank area to help realise the potential regeneration and place making opportunities of the new station, and develop a policy approach that will maximise the social, physical and economic benefits from HS2 and to facilitate the design of a world class arrival space.
  - vii) Request a more detailed report, submitted in 2016, outlining the conclusions from the Masterplanning work prior to full public consultation commencing, an update on the Leeds HS2 growth strategy and note that the Director of City Development will be responsible for implementing these actions.

## **7.0 Background Documents<sup>1</sup>**

7.1 None.

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