

Report of the Director of City Development

Report to Executive Board

Date: 13 December 2017

Subject: Leeds City Region HS2 Connectivity Strategy

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Leeds is a growing and successful city. In the city centre there has been extensive development in recent years, reinforcing the city's position as a major retail and office location. In addition, outside of the city centre, key economic centres such as the city's Enterprise Zone, Thorpe Park, Leeds Bradford Airport and White Rose Centre continue to expand. The growth of Leeds' economy is crucial to helping achieve better economic outcomes across the region and the North.
2. Significant housing growth is planned across the city and in neighbouring districts that requires investment in the transport system in the short, medium and long term to support the level of growth anticipated. Our vision is for Leeds to be a compassionate, caring city with a transport system that helps all our residents benefit from the city's economic growth.
3. Getting our transport system right is a critical element of achieving the Council's Best City ambition. Accordingly the interim Leeds Transport Strategy presented to Executive Board in December 2016 was a major step towards the realisation of our best city ambition for a strong economy in a compassionate city.

4. Our headline aims are for a transport system to support a city which is:-
 - **Prosperous** – more people using a modern and attractive bus service and greater access to the rail network will enable the city to better accommodate growth. Improving the city centre environment will help attract new businesses and improve the city's readiness for future opportunities such as High Speed 2 and Northern Powerhouse Rail.
 - **Liveable** – the improvements to the city centre and district centres will make them more people friendly. People will have access to a wider labour market. The significant programme of projects will support new opportunities for skills development and new and better local jobs. People of all abilities will have more opportunities to connect to the rail network.
 - **Healthy** – people friendly streets encourage more walking and cycling whilst improvements to our bus fleet and more people travelling by public transport will improve air quality and reduce carbon emissions.
5. A lot is already being achieved with the opening of the Leeds Station Southern Entrance and Kirkstall Forge Station, the expansion of Park & Ride in the city at Elland Road and Temple Green. Our partners are also contributing, for example the new rail franchises are delivering additional capacity and further new stations are planned. At the launch of Bus 18 in March this year bus operators made pledges: to make buses easy to use; to reduce emissions, and; to improve customer satisfaction and passenger experience. New low emission buses have been ordered and 34 will be on the streets of the city this month.
6. To move forward with the ambitions for our city, Executive Board in June 2017 approved a programme of significant investment of £270m in the short term up to 2021. This investment focuses on delivering a major step change in the quality and effectiveness of our bus network, progressing 3 new stations to support key growth locations and enhancing the city centre streets.
7. The growth of the city, city region and northern economies are intrinsically linked to investment in transport. Improved connectivity at an international, nation, and regional level drives opportunity and growth. We need our transport system to respond to the needs of a changing economy and the changing needs of our population. The region's transport system also needs to synchronise with national infrastructure projects such as HS2 to maximise the potential of this national investment for the regional economy.
8. In 2016 Government allocated £1.25m to the Leeds City Region to develop a HS2 Growth Strategy. The purpose of such strategy, building upon recommendations from the HS2 Growth Taskforce, was for city regions to develop growth plans to maximise the social, economic and physical benefits associated with investment into HS2.
9. This report provides an update on work commissioned by WYCA on the Leeds City Region HS2 Connectivity study which informs both the HS2 Growth Strategy to be submitted to government later this month and identifies some priorities for delivering mass transit within Leeds.
10. The LCR HS2 Connectivity Strategy work undertaken by Arup has three strands:
 - Embracing technology to create an integrated network

- Continued Government support for delivering our existing transport priorities
- Delivering Inclusive Growth through transforming connectivity on the corridors where the economic need is greatest.

11. The next stages are twofold:

- Open a conversation with the public, businesses and wider stakeholders around the prioritised corridors to inform the development of the LCR HS2 Connectivity Strategy implementation plan.
- Commence development of the 'Inclusive Growth Corridor Plans' for the prioritised corridors identifying the appropriate type of intervention and routes.

12. The principles for developing the 'Inclusive Growth Corridor Plans' will bring together bespoke proposals building on existing plans on each corridor to deliver the necessary infrastructure for growth. The plans will respond to housing and employment, flooding and social policy as well as the transformational connectivity required to support each of these. The output of the 'Inclusive Growth Corridor Plans' will be detailed short, medium and longer term projects/interventions across each of the policies areas which will form the basis for the future pipeline.

13. This report summarises the emerging strategy, and seeks Executive Board support to the principles of the Strategy, ahead of engagement with city partners and Government. This is with the view of a final and more detailed strategy proposal being submitted to Executive Board in 2018.

Recommendations

9. Executive Board is asked to:

- i) Support the principles of the emerging Leeds City Region HS2 Connectivity Strategy.
- ii) On the basis of agreeing above, request that the Director of City Development, in consultation with the Leader of the Council, Executive Member for Regeneration, Transport and Planning and Director of Resources and Housing:
 - a) Further develops the Council's input into the Leeds City Region HS2 Connectivity Strategy and to report back to Executive Board around the emerging conclusions of the proposed Inclusive Growth Corridor Plans.
 - b) Undertakes engagement with central Government and city partners on the HS2 Growth Strategy proposals alongside the West Yorkshire Combined Authority ahead of a final strategy being developed.
 - c) Continues collaboration with partners to bring forward the delivery of the Connectivity Vision.

1 Purpose of this report

- 1.1 This report provides an update on work commissioned by WYCA on the Leeds City Region HS2 Connectivity study which informs both the HS2 Growth Strategy to be submitted to government later this month and identifies some priorities for delivering mass transit within Leeds.

2 Background information

- 2.2 In December 2016 Executive Board agreed an Interim Transport Strategy for Leeds. The headline aims are for a transport system to support a city which is:-
- **Prosperous** – more people using a modern and attractive bus service and greater access to the rail network will enable the city to better accommodate growth. Improving the city centre environment will help attract new businesses and improve the city's readiness for future opportunities such as High Speed 2 and Northern Powerhouse Rail.
 - **Liveable** – the improvements to the city centre and district centres will make them more people friendly. People will have access to a wider labour market. The significant programme of projects will support new opportunities for skills development and new and better local jobs. People of all abilities will have more opportunities to connect to the rail network.
 - **Healthy** – people friendly streets encourage more walking and cycling whilst improvements to our bus fleet and more people travelling by public transport will improve air quality and reduce carbon emissions.
- 2.3 An Outline Strategic Case for the Leeds Public Transport Investment Programme was submitted in December 2016 to DfT for £173.5m. The funding was approved in April 2017 and with anticipated local and private sector contributions the total investment package is worth £270m. This investment focuses on delivering a major step change in the quality and effectiveness of our bus network, progressing 3 new stations to support key growth locations and enhancing the city centre streets.
- 2.4 HS2 has the potential to help Leeds City Council and its partners deliver elements of its transport strategy through:
- Reshaping our economic geography by bringing together the city regions centred on Leeds, Sheffield, Nottingham and Birmingham into a coherent and integrated economic zone of over ten million people, five million jobs, and some of the UK's most significant manufacturing clusters. HS2 will enable people to have greater access to jobs and attract businesses to invest here.
 - Adding capacity to the national network and therefore freeing up capacity creating opportunities to improve the frequency and reliability of rail services for commuters, business travel and potentially freight on the local and regional network.
 - Being a catalyst for growth – in Leeds and York where HS2 currently arrives and then, with improved local connectivity, to the economic hubs in Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Selby and Wakefield.

- Creating opportunities for skills and employment which Leeds City Region is well placed to take advantage of with fourteen further education colleges and eight higher education institutions, the latter producing 35,000 graduates every year, many in vital STEM subjects.
- Transforming Leeds Station – after local intervention, the proposals for an integrated station will now create a single interchange between HS2 services, and local rail services to places such as Bradford, Wakefield, Huddersfield and Halifax, and potentially future Northern Powerhouse Rail ('NPR') / HS3 services.

2.5 The West Yorkshire Combined Authority (WYCA) set out its continuing support for HS2 coming to Leeds at its meeting in July 2016. WYCA concluded that only transformational change to connectivity through new and radically improved HS2 and NPR networks, together with improvements to City Region transport networks, would support the Leeds City Region's Strategic Economic Plan vision and objectives. The proposed LCR HS2 Growth Strategy will sit firmly within the City Region policy framework and as such is clearly linked to the Strategic Economic Plan 2016 – 2036 vision and wider strategic framework and investment priorities and also complements the West Yorkshire Transport Strategy.

LCR HS2 Growth Strategy

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

2.7 The October report to Executive Board set out that the ambitious vision for the Leeds City Region HS2 Growth Strategy is for:

"HS2 to be the catalyst for accelerating and elevating the Leeds City Region's position as an internationally recognised place of vitality, connecting the North and creating an inclusive, dynamic economy, accessible to all."

2.8 The Growth Strategy work identifies the challenge and the case for change:

Tackling deprivation has been identified as a major challenge in the City Region's upcoming Inclusive Industrial Strategy. This reflects the fact that the pattern of deprivation has changed little in decades, with some communities at risk of being 'left behind'.

The opportunity is significant. Natural growth and planned investment in the City Region (including HS2) are set to see a significant uplift in jobs across the City Region. The current committed / planned investments in bus, rail, walking and cycling do not provide the required capacity needed or sufficiently address the deprivation or productivity challenges. Leeds and the City Region therefore face a major 'investment gap'.

An accelerated programme of transformational connectivity is needed to enable the economic geography of the City Region to be reshaped through HS2. The

LCR HS2 Connectivity Strategy provides the direction around the step change in connectivity required to enable the transformative impact of HS2 to be realised across the City Region.

2.9 The LCR HS2 Growth Strategy procured by WYCA focusses on the following themes around a central aim of Transforming the City Region Economy:

- Connecting the City Region
- A new world class gateway at Leeds station
- A catalyst for regeneration
- Inspiring our people
- Developing our businesses and supply chain
- A magnet for investment and a cultural destination

3 Main Issues

Leeds City Region (LCR) HS2 Connectivity Strategy

Context

- 3.1 Major national investments like HS2 accelerate growth by strengthening links between economies. This brings new and more productive jobs within reach of people (enabling them to move job without moving house), new markets within reach of businesses, new talent within reach of employers, new knowledge and investment in reach of innovators and entrepreneurs. The investment will, however, only have achieved its full impact when everyone has the opportunity to contribute to, and benefit from, such growth.
- 3.2 The purpose of the LCR HS2 Connectivity strategy is to establish the major local and regional connectivity priorities which are required to enable and maximise growth associated with HS2 coming to the Leeds City Region.
- 3.3 The LCR HS2 Connectivity Strategy has a natural focus on connectivity towards the HS2 / Northern Powerhouse Rail stations (i.e. Bradford, Leeds and York). The new LCR HS2 Connectivity Strategy will shape the emerging Leeds Transport Strategy and also become a 'daughter document' to the LCR HS2 Growth Strategy.

Challenges and the Case for Change

- 3.4 Tackling stubborn deprivation has been identified as a key major challenge in the inclusive industrial strategy for the region. This reflects the fact that the pattern of deprivation has changed little in decades, with some communities at risk of being 'left behind'.
- 3.5 Our opportunity is significant. Natural growth and planned investment in the LCR (including HS2) are set to see an additional 146,000 FTE jobs across the City

Region including the additional 24,500 FTEs in Leeds City Centre (including both North and South Bank), with an additional 30,000 trips into Leeds City Centre in every morning peak by 2033 (a 25% increase from now).

- 3.6 Taken together, the current committed/planned investments in bus, rail, walking and cycling do not provide the required capacity required to access these additional jobs and they also do not sufficiently address the deprivation or productivity challenges facing the City of Leeds and the City Region.
- 3.7 The City of Leeds and City Region therefore face a major 'investment gap'. An accelerated programme of transformational connectivity is a prerequisite to enabling the economic geography of the City Region to be reshaped through HS2.
- 3.8 The LCR HS2 Connectivity strategy will provide the direction around the step change in connectivity required to enable the transformative impact of HS2 to be realised across the City Region. It complements the other workstreams of the HS2 Growth Strategy such as skills and supply chain as, for example, without improved connectivity, the opportunities created through improved career choices and business interactions could be undermined.

Components of the Strategy

- 3.9 The LCR HS2 Connectivity Strategy has three strands; each is summarised below:
- a) Embracing technology to create an integrated network
 - b) Continued Government support for delivering our existing transport priorities
 - c) Delivering Inclusive Growth through transforming connectivity on the corridors where the economic need is greatest

a) Embracing technology to create an integrated network:

- 3.10 The strategy aims to deliver a transport network which is simple, accessible, sustainable and attractive. The scale of challenge in achieving this demands innovative approaches, including adapting to new technologies. The integrated network will be achieved through:
- Designing transport services which have a strong core network with a move towards more feeder and on-demand services. This will create opportunities to shape the role of more responsive solutions which change how transport services are currently provided
 - Using technology to support the ability for people to access transport in different ways (e.g. shared access of cars). By combining transport services from public and private providers through a unified gateway, transport users can pay through a single account on a 'pay per trip' or a 'monthly fee' basis
 - Embracing innovative new mobility service providers such as ride-sharing and e-hailing services, bike-sharing programs, and car-sharing services as well as on-demand "pop-up" bus services and on-demand car services.

- Information is vital as a means of creating network performance. We will work with TfN and Public Transport Operators to transform the user experience, and integrate services and ticketing.
- Improvements to pedestrian and cycling infrastructure will help overcome severance issues and lead to a greater uptake of active modes. This will make the transport network more sustainable, improve air quality and benefit the health of those living in the LCR.

b) Continued Government support for delivering our existing transport priorities:

3.11 We cannot wait till the 2040's to begin this transformation and highlight the following requirements for investment by Government and Network Rail:

- Delivery in full of; the Leeds Integrated Station Masterplan (including upgrades to the existing and HS2 components of the rail station), York Central as well as the masterplans for Bradford Interchange
- Northern Powerhouse Rail to transform East-West connectivity in LCR. It will provide more choice for our residents on where they work and will provide our businesses with access to a massive labour market. The Northern Powerhouse Rail Programme will benefit from the investments made through this programme especially if a Bradford city centre location is taken forward.
- Trans Pennine Route Upgrade must be delivered without delay by 2022. This will provide improved connectivity between Manchester, Leeds, Huddersfield and York.
- Calder Valley Line improvements are needed in the short term to meet the needs of Leeds, Bradford and Halifax, prior to Northern Powerhouse Rail.
- East Coast Mainline improvements set out in the Hendy report should be delivered on time or earlier (e.g. works to make the line more resilient, allow the new longer trains to run, changes to better allow fast and slow trains to interact (e.g. over take).

c) Delivering Inclusive Growth through transforming connectivity on the corridors where the economic need is greatest:

3.12 Based on economic analysis, a set of priority corridors have been identified through careful analysis of a range of economic and transport indicators. These corridors will connect major communities, including some of the most deprived to HS2. Some corridors are pan-northern, others are regional and some are local to Leeds and Bradford.

3.13 The LCR HS2 'Transformational **City Region** Priority Corridors' are:

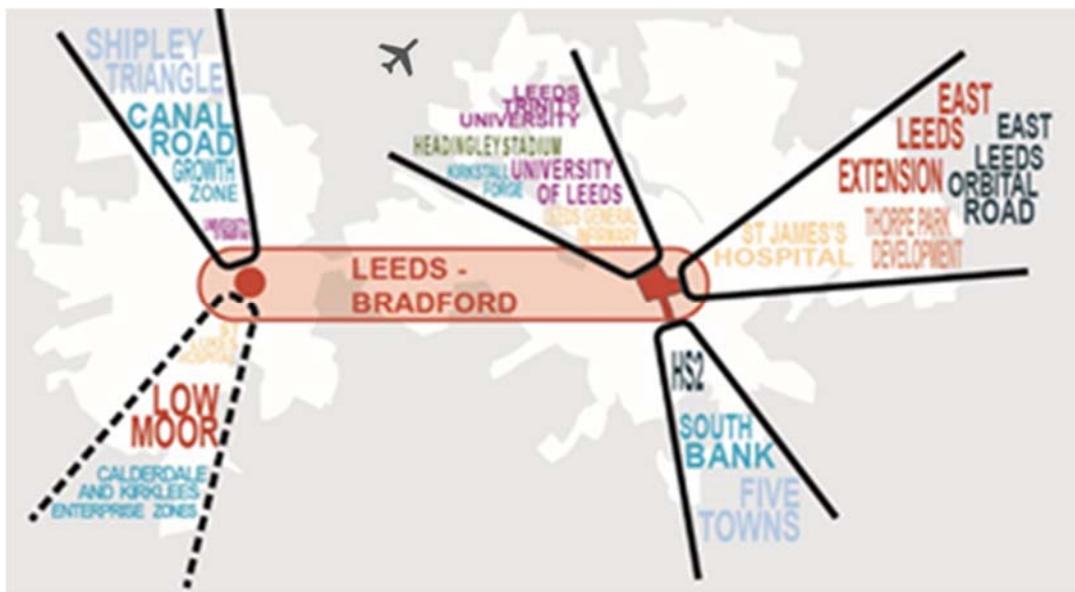
- Leeds - Bradford and beyond
- Leeds - York
- Leeds – Harrogate - York

- Leeds – Dewsbury - Huddersfield
- Leeds - Wakefield /Barnsley and beyond
- Leeds - Five Towns
- Leeds - Skipton
- Leeds – Selby

3.14 There are also a number of local corridors which are priorities to Leeds and Bradford. These local corridors will need to build on existing development and regeneration priorities as well as schemes within the West Yorkshire plus Transport Fund as well as the Leeds Public Transport Investment Programme. A summary of the ‘Transformational **Local Priority Corridors**’ are summarised below and illustrated in Figure 1:

- Leeds Bradford cross city connectivity
- Strengthening high value assets in the North West of Leeds, the University of Leeds, Kirkstall Forge and the Airport.
- Accelerating inclusive growth in the East of Leeds towards St James’ Hospital and the East Leeds extension.
- Extending the Southbank opportunity to the south of the City
- Stimulating development in North Bradford
- Stimulating development in South Bradford

Figure 1: Transformational Local Priority Corridors



3.15 The next stages are twofold:

- Open a conversation with the public, businesses and wider stakeholders around the prioritised corridors and also the next steps in development of the LCR HS2 Connectivity Strategy implementation plan.

- Commence development of the 'Inclusive Growth Corridor Plans' on a phased/staggered basis for each of these prioritised corridors.

3.16 Having defined the corridors which need the greatest intervention, we now plan to examine in detail the transformative solutions that are most suited to maximise the benefits and deliver value for money. The principles for developing the 'Inclusive Growth Corridor Plans' will bring together bespoke proposals building on existing plans on each corridor to deliver the necessary infrastructure for growth. The plans will cover housing and employment, flooding and social policy as well as the transformational connectivity required to support each of these. It is anticipated that the 'Inclusive Growth Corridor Plans' will be:

- Locally-led, with strong partnerships including the local authority, communities and neighbourhood groups, city region, Transport for the North, other public bodies (such as housing, skills, health agencies and infrastructure providers) and others who can ensure plans are tailored to local circumstances and opportunities.
- Coordinated across the city region and pull together a compelling and transformative plan of action. Based on the social demographics and economic geography, each corridor will require bespoke solutions, timelines and business cases. This will integrate regeneration, land use and transformational transport schemes required in a short, medium and longer term.
- Accountable to local people for improving social and economic outcomes.

3.17 The corridors defined here are only the start of the overall ambitious network solution. We are setting a bold ambition for the future network and will develop an incremental approach to achieving it. From a transport perspective the choice of transport modes on each of these corridors will be influenced by a range of factors including the characteristics of each corridor, the scale of capacity required and the city's aspirations in terms of transformative impact. A bespoke approach will be needed for each corridor – some may be better suited to rail or car, others to a blend of modes including city/mass transit and active modes to deliver the future capacity required. In establishing the technology we will also need to look at the how we can improve the experience for the customer and improve the performance of the network.

3.18 The output of the 'Inclusive Growth Corridor Plans' will be detailed short, medium and longer term small and transformational projects/interventions across each of the policies areas described above. This will form the basis for the future pipeline, with additional corridors added as they become identified through the overarching LCR Connectivity Strategy.

Programme

3.19 The timeline for completion of the LCR HS2 Connectivity strategy is:

- Following Executive Board in 2017: Finalise initial draft of the LCR HS2 Connectivity documentation

- December 2017 to January 2018: Open a conversation with stakeholders around this initial draft of the LCR HS2 Connectivity Strategy
- February/March 2018: an updated version of the LCR HS2 Connectivity Strategy reflecting comments received through the engagement.
- 2017/18: Develop the Inclusive Growth Corridor Plans on a phased/staged basis.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The proposals in the LCR HS2 Connectivity Strategy are at an early stage of development and have been defined through numerous consultations with districts across the city region. It is proposed that further engagement takes place on this draft strategy with city partners to refine plans ahead of implementation commencing on the proposals.

4.2 Equality and Diversity / Cohesion and Integration

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

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

4.3 Council Policies and Best Council Plan

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

4.4 Resources and value for money

- 4.4.1 The LCR HS2 Growth Strategy has been developed using Government grant provided to WYCA. It is proposed that, as part of the emerging work shared with Government, dialogue commences on the funding approach for the next phases of work, with view of the city region and council securing the necessary funding to develop projects and start to deliver, where appropriate, projects to start to unlock growth associated with HS2. Development of the Inclusive Growth Corridor Plans will be funded through a range of sources including the central government LCR HS2 Growth Strategy budget.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This report is eligible for Call-In.

4.6 Risk Management

- 4.6.1 There is a risk that, without a clear plan for HS2's arrival, the city and city region does not make the most of the opportunities associated with HS2, and the potential social and economic benefits associated with it. At this stage the Leeds Station Masterplan and LCR HS2 Connectivity Strategy are strategic and further work is required to explore funding and financing options, and there is a risk that appropriate funding is not secured to deliver the vision. Dialogue and collaboration is proposed to continue with partners and Government on how the plans can be moved towards delivery.

5 Conclusions

- 5.1 This report summarises the emerging strategy, and seeks Executive Board support to the principles of the Strategy, ahead of engagement with city partners and Government. This is with the view of a more detailed strategy proposal being submitted to Executive Board in 2018.

6 Recommendations

- 6.1 Executive Board is asked to:

- i) Support the principles of the emerging Leeds City Region HS2 Connectivity Strategy.
- ii) On the basis of agreeing above, request that the Director of City Development, in consultation with the Leader of the Council, Executive Member for Regeneration, Transport and Planning and Director of Resources and Housing:
 - a) Further develops the Council's input into the Leeds City Region HS2 Connectivity Strategy and to report back to Executive Board around the emerging conclusions of the proposed Inclusive Growth Corridor Plans.

- b) Undertakes engagement with central Government and city partners on the HS2 Growth Strategy proposals alongside the West Yorkshire Combined Authority ahead of a final strategy being developed.
- c) Continues collaboration with partners to bring forward the delivery of the Connectivity Vision.

7. Background documents¹

7.1 None.

¹ 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.