

Report of the Director of City Development

Report to Executive Board

Date: 24 July 2019

Subject: HS2 Phase 2b Design Refinement Consultation - Proposed Response

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): All, with specific impacts on Beeston & Holbeck, Burmantofts & Richmond Hill, Garforth & Swillington, Hunslet & Riverside, Kippax & Methley, Rothwell.	
Has consultation been carried out?	<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
Will the decision be open 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

1. Main issues

- The council continues to welcome the principle of HS2 Phase 2b. It is recognised through the Leeds City Region Growth Strategy that HS2 can be a major contributor to the Vision for Leeds, Best City and Council Plans where it's economic and investment impacts have great potential for the city, the city region and the North. The UK's rail network does not have the capacity to meet the predicted growth in demand for rail travel. HS2 provides a crucial element of our future rail network capacity for the UK to meet the future demand for passengers and freight. At the same time the Council is clear and committed to careful planning to ensure that greater attention is paid to all the project's impacts on communities and the environment.
- HS2 Ltd as the scheme promotor is currently consulting on 11 proposed changes to the design of the HS2 Phase 2b route which includes one design refinement in Leeds. The consultation period on these proposed changes opened on 6th June 2019 and closes on 6th September 2019.
- On the Leeds corridor, Woodlesford to Leeds station (west of the Woodlesford tunnel northern entrance only) the Secretary of State is minded to change the height of the route for 8km on the approach into Leeds station so the line runs predominantly on a viaduct, rather than a combination of at ground level, cutting and embankment.

- The council's design refinement consultation response will be clear that the current visual information provided by HS2 Ltd on the viaduct proposal is inadequate. Without the inclusion of adequate visual information, the council is unable to comment at present if the proposals set out in the design refinement consultation are acceptable. To enable a meaningful consultation with stakeholders, local communities and businesses it is imperative that HS2 Ltd provide a visualisation of the viaduct alongside detailed design information on the architectural style and treatment of the proposed design. The council will press HS2 Ltd as part of our on-going dialogue to provide this information at the earliest opportunity.
- A full assessment of the implications of this design refinement is currently being undertaken to inform the council's formal consultation response to HS2 Ltd by 6th September 2019. The key implications of HS2 Ltd.'s design refinement identified to date include:
 - I. Disruption of the highway and rail network will be reduced during construction compared to the current design. In particular, the change avoids the need to realign the Hallam Line, including providing a new box structure under the M1, and potentially avoids the need to reconstruct nine bridges between the M1 and the city centre. It also reduces the number of utility diversions and avoids the need to close Jack Lane.
 - II. There will be a significant visual impact of the viaduct structure through south Leeds including residential areas in Rothwell, Woodlesford, Hunslet and Belle Isle, and other sensitive locations such as Rothwell Country Park and Grade II listed St Mary's church in Hunslet.
 - III. There will be a potential increase in noise levels affecting residential properties with the line raised on a viaduct. The council have not been provided with the noise assessment data. Mitigation measures to reduce noise may increase the visual impact or height of the structure.
 - IV. The viaduct will be between 14m and 32m wide leaving large undercroft areas.
- The council is fully committed to continuing our partnership working with HS2 Ltd to help ensure a quality and deliverable design solution for the city. The council recognises the challenges and complexities of the construction of a high speed line of route to Leeds city centre and welcomes the opportunity to reduce disruption during construction. The council is clear that the final scheme needs to achieve the optimum balance of a deliverable design with a high level of mitigation deemed acceptable by the council and local communities.
- Securing a high level of noise mitigation for residents whose properties are impacted upon by HS2 operational noise is imperative for the council. Without the inclusion of measured environmental baseline data by HS2 Ltd, the council is unable to comment if the impact of and mitigation on the proposed design refinement is acceptable. The council will continue to press HS2 Ltd to agree an acceptable environmental baseline at the earliest opportunity.
- Securing a high level of flood mitigation is of paramount importance to the council. The council is unable to comment at present if the proposals set out in the design refinement consultation are acceptable. However it is noted that the design refinement proposals potentially affects several infrastructure assets and the Council will press HS2 Ltd for early engagement to identify the full range of issues and determine the acceptability of proposed mitigation measures.

- Supporting those affected by the HS2 infrastructure proposals is imperative in protecting communities and sustaining economic growth. Where it is necessary to relocate businesses, we recommend this should be done sensitively to minimise adverse local impact and ensure business rate growth continues.
- The council remains concerned that the existing provisions for compensation do not seem to reflect the anxiety and uncertainty faced by homeowners on or abutting the line of route. A thorough review of compensation provisions is needed, the council's over-riding concern is to see prompt, fair and equitable treatment for property owners, especially residents, who have been, through no fault of their own, adversely affected by the uncertainty arising from HS2 Phase 2b.
- In response to preparations to deposit the Hybrid Bill for HS2 Phase 2b, the council is preparing a petitioning strategy to ensure we secure from government the optimum HS2 final design for the city - a design that delivers the benefits set out in the Leeds City Region Growth Strategy, which is as sensitive as possible to local concerns and issues - through the appropriate type, level and quality of mitigation.
- Should the DfT pursue the current design refinement option for the approach to Leeds our consultation response will be clear that it is imperative that the following mitigation measures are delivered;
 - I. The long-term infrastructure legacy and visual intrusion of the viaduct must be minimised through a holistic approach to high quality design, enhanced landscaping and wider master planning which delivers an international landmark.
 - II. A high level of noise mitigation for residents whose properties are impacted upon by HS2 operational noise must be an integral component of the viaduct design.
 - III. A funded development strategy and funded and deliverable masterplan to develop the undercroft areas and adjacent land to the viaduct which supports the city's wider regeneration and place making ambitions. With a focus on active frontages and creating places with development areas that have the flexibility to accommodate a variety of uses and building types. The viaduct must be integrated into the urban fabric of the city, maximising place making, increasing productivity and delivering local employment opportunities.
 - IV. The potential separation of communities through physical infrastructure must be addressed through increased permeability for key routes intersecting the corridor. In addition to maximising walking and cycling connectivity enhancements at ground level along the viaduct route and links into the wider network.
 - V. The viaduct must also integrate new public spaces and new green infrastructure into the city's existing open space networks, in addition to securing a high level of flood mitigation and providing flood alleviation enhancements for South Leeds.
- A full detailed assessment of the consultation plans will be undertaken in advance of the formal submission of the consultation response to the Department for Transport by 6th September 2019.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- It is recognised through the Leeds City Region HS2 Growth Strategy that HS2 can be a major contributor to the Vision for Leeds, Best City and council Plans where its economic and investment impacts have great potential.

3. Resource Implications

- The response to the HS2 Phase 2b Route Refinement consultation will be met through existing resources. This resource will be reviewed in line HS2 Ltd.'s approach to the formal Environmental Statement submission and the council's HS2 Hybrid Bill Strategy development moving forward.

Recommendations

Executive Board is requested to:

- a) Approve the principles of the proposed City Council response as outlined in section 3.9 to 3.21.
- b) Delegate authority to the Director of City Development in consultation with the Executive Member for Climate Change, Transport and Sustainable Development to finalise and submit the council's formal consultation response to the HS2 Ltd Phase 2b design refinement consultation by the consultation deadline.

1. Purpose of this report

- 1.1 This report updates Executive Board on HS2 Ltd.'s proposed route refinement to the Phase 2b in Leeds.

2. Background information

- 2.1 HS2 is a national transport infrastructure project which will provide a new high speed rail link between York, the Midlands and London. HS2 in combination with Northern Powerhouse Rail (NPR) is expected to help transform the economy of the North of England by significantly improving the capacity, frequency and journey time of rail links between the region's main economic centres.
- 2.2 Railways across the country are under pressure. The UK remains largely reliant on railway infrastructure originally built by the Victorians. A new railway that links London and the major economic centres of the country was last built in the mid-19th century. In the context of the lasting infrastructure legacy that rail provides, projecting forward into the mid-21st century, it is clear that without a significant increase in rail capacity then connectivity between our major cities will be severely constrained. According the rail delivery group who provides datasets on rail industry finances, performance and investment for National Rail, passenger numbers have more than doubled since 1997-98, with an average annual journey growth of 3.84%, compared to 0.5% in the 18yrs prior. The UK's transport capacity is filling up fast, with the anticipated further growth in rail, what is clear is that existing rail infrastructure will not be able to meet the future demand for passengers and freight. HS2 provides a crucial element of our future rail network capacity for the UK.
- 2.3 The eastern leg of HS2, HS2 East, will reshape the economic geography of the UK. It will bring together the city regions centred on the core cities of Leeds, Sheffield, Nottingham and Birmingham and Newcastle 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. Maintaining the deliverability of the eastern leg to secure the benefits of HS2 is of paramount importance to the council.
- 2.4 HS2 will also inspire the next generation. The arrival of HS2 as a catalyst and focus for raising awareness of young people to the range of jobs that will be available in transport, engineering, infrastructure and the future knowledge economy. Through our HS2 Growth Strategy we will work with our businesses, universities, colleges (including the HS2 College at Doncaster) and schools to support people into these jobs, with a particular focus on increasing the proportion of women working in these sectors. The Leeds City Region is also establishing itself as the as a world leading hub for innovation and expertise in rail engineering. We will support supply chain development and attract inward investment from firms that want to co-locate alongside the University of Leeds Institute for High Speed Rail and Systems Integration, the University of Huddersfield Rail Institute, and York's concentration of rail engineering firms.
- 2.5 Across the City region the transformation and regeneration around our station hubs at Leeds, Bradford, York, Wakefield, Huddersfield, Halifax and Harrogate will change the fabric of our cities and towns. For Leeds this will mean the redevelopment of the busiest railway station in the North, fuelling our wider ambitions for regeneration of the South Bank, creating new jobs and homes, and delivering a reimagined waterfront and city park right in the heart of Leeds. HS2 is

also essential to improve wider connectivity and transform the North. This includes Northern Powerhouse Rail that will connect Liverpool, Newcastle and Hull, and crucially will mean people can get from Leeds to Manchester (via Bradford) in 30 minutes, uniting the main drivers of the Northern Powerhouse.

- 2.6 HS2 is one of the biggest new infrastructure projects in Europe. As a national infrastructure project, this cost needs to be carefully managed by government as the scheme promotor. In line with other infrastructure schemes and programmes of national importance, the estimated cost of this project reflects the scale of the infrastructure to be delivered. Given that we are still reaping the benefits of Victorian investment in our railways today, the scheme cost should be set in the context of both the long term infrastructure legacy over the next 100 years, and the transformational effect HS2 will have on the economy of the North, and the whole of the UK. The recent announcement by the University of Leeds to open its new High Speed Rail Institute next to the planned HS2 depot in Leeds is an early example of the complementary economic benefits that will accrue to Leeds.
- 2.7 The council has previously welcomed plans for creating a domestic high speed rail network and has supported the Government's initial proposals for the HS2 Phase 2B route from Birmingham to Leeds, which were announced in January 2013 and subsequently given in principle support at the 15 February 2013 Executive Board.
- 2.8 In March 2017, the council formally responded to the HS2 Phase 2b 2017 property consultation. The council outlined that our over-riding concern is to see prompt, fair and equitable treatment for property owners, especially residents, who have been, through no fault of their own, adversely affected by the uncertainty arising from HS2 Phase 2b.
- 2.9 In October 2017 Executive Board considered the Leeds Integrated Station Masterplan and Leeds City Region HS2 Growth Strategy which set out the key economic benefits and inclusive growth opportunities for Leeds and the City Region. The Strategy is focused around six themes to transform our economy:
- Leeds Station as a World Class Gateway;
 - A step change in connectivity for the region;
 - Inspiring our people;
 - Developing our businesses and supply chain;
 - A catalyst for regeneration; and
 - A magnet for investment and cultural destination.
- 2.10 Through the work of the Leeds Station Integrated Masterplan the council continues to work in partnership with the DfT, HS2 Ltd, Network Rail and WYCA to deliver proposals for a combined rail station in Leeds, through this collaboration the economic and place making benefits of HS2 for the city and city region will continue to be maximised.
- 2.11 In partnership with the West Yorkshire Combined Authority through our Leeds City Region Connectivity Strategy, we are also ensuring that the benefits from both HS2 and NPR are realised by utilising the spare capacity released by this new infrastructure to transform our city region connectivity. This strategic level of rail investment will play an integral role in our longer term transport strategy. It will help unlock the strong potential of our polycentric city region economy by increasing access to labour markets and facilitating the move away from car based journeys to more sustainable and competitive alternatives which use a blend of integrated public transport modes.

- 2.12 Last year HS2 Ltd issued a Working Draft Environmental Statement (WDES) on the route alignment. The working draft was subject to public consultation, which included stakeholder and community consultation events.
- 2.13 These previous HS2 route proposals in the WDES entered Leeds from the south close to M62 J31 with the line of route splitting to the south east of Oulton. The Leeds spur enters a (twin bore) tunnel under Woodlesford continuing in a cutting adjacent to the alignment of the existing Network Rail Hallam line through Stourton and Hunslet before it continues into the city centre on a viaduct to a T-shaped integrated station connected to the classic station by a common concourse. The mainline continues north between Woodlesford and Swillington, including a 2km viaduct over the River Aire, and then to the north of Garforth before continuing to Church Fenton. Much of WDES route the mainline is constructed on embankments in this area.
- 2.14 The council's formal response to this consultation was approved at Executive Board in December 2018. The council's response set out several concerns and issues about the impacts in the WDES including:
- I. Support for those affected by the proposals.
 - II. Impact on existing businesses and loss of future employment land.
 - III. Network Management during construction.
 - IV. The Woodlesford tunnel.
 - V. Visual and noise impact of the River Aire viaduct (proposed 2km long structure located between Woodlesford and Swillington).
 - VI. Noise mitigations.
 - VII. Severance of woodland, parkland and wildlife habitats and inadequate approach to mitigation and compensatory planting.
 - VIII. Unacceptable bridleway and footpath diversions for those severed by the route.
 - IX. Detailed design changes at Leeds Station to secure enhanced integration with the classic station and wider South Bank regeneration proposals, including provision of a new southern entrance to the station south of Meadow Lane.
- 2.15 As a key stakeholder the council continues to press HS2 Ltd for the highest standards of construction planning and coordination and the development of detailed plans to minimise construction disruption and impact both for the line of route and the new station with the necessary mitigation at the highest levels of quality. In particular this should have regards to:
- Detailed and timely engagement throughout with communities and business with established and enduring points of contact which are available throughout the development and construction.
 - Attention to landscaping and mitigation during the construction period to minimise the impacts.
 - Clear and well defined access plans with traffic management in place and proposals which avoid construction traffic travelling through residential and local communities.
 - Noise and environmental mitigation.
 - Where business displacement or impacts form part of the project early action to support and ensure that such disruption is kept to a minimum and allows the uninterrupted continuation of their trading.
 - Early and detailed engagement with the local planning, environmental and highways authority which must go beyond statutory requirements to ensure at all stages the best possible outcomes are achieved.

3. Main issues

3.1 HS2 Ltd is currently consulting on 11 proposed changes to the design of the HS2 Phase 2b route which includes one design refinement in Leeds. The consultation on these proposed changes opened on 6th June 2019 and closes on 6th September 2019.

3.2 The HS2 consultation document describes the design refinement proposed within Leeds as follows;

- Woodlesford to Leeds station (west of the Woodlesford tunnel northern entrance only) the Secretary of State is minded to change the height of the route for 8km on the approach into Leeds station so the line runs predominantly on a viaduct, rather than a combination of at ground level, cutting and embankment.

Summary of current design

3.3 In the current design the Leeds Spur branches away from the HS2 mainline south-east of Oulton. The Leeds Spur then heads north-west before entering a 2km bored tunnel to the south of Woodlesford. The tunnel then passes under Woodlesford before emerging between Network Rail Hallam Line and the Aire and Calder Navigation approximately 1km to the west of Woodlesford

3.4 The existing Hallam Line would be realigned southwards for 2.5km between the Woodlesford tunnel and Stourton. This would require the construction of new crossing under the M1 for the Hallam line.

3.5 From Stourton, HS2 alignment (mainly in a cutting) and existing rail line run in parallel diverging near junction 4 of the M621 where HS2 runs through the Southbank area to the new HS2 station. This section would require work to 12 bridges over rail line and the permanent closure of Jack Lane.

HS2 Ltd identified issues with previous design

3.6 The consultation document sets out the following issues with the current design. These issues are anticipated during the expected five year construction period affecting the length and cost of construction works and the extent and length of temporary highway and rail line closures during construction.

- i. Disruption to the existing Hallam Line (passenger and freight services) during on existing rail line during construction.
- ii. Disruption to the local and strategic highway networks including public transport.
- iii. The number and size of utility diversions required.
- iv. The number and duration of construction traffic movement, including HGVs .

Description of the proposed change

3.7 The proposed change would see the Woodlesford tunnel shortened so that it emerges closer to Woodlesford. The route then climbs onto a viaduct through the northern edge of Rothwell Country Park and over the M1 and Hallam line into Stourton. It would be constructed on an embankment for 400m between Pontefract Road and the connection into the Rolling Stock Depot to the north of the river. The

route then continues on a viaduct for 3.3km into Leeds Station crossing above the highway network, with a typical clearance of 5.7m from the road to the underside of the viaduct.

Implications of proposed changes

- 3.8 The main implications of the proposed change to the design are;
- I. Disruption of the highway and rail network will be reduced during construction compared to the current design. In particular, the change avoids the need to realign the Hallam Line, including providing a new box structure under the M1, and potentially avoiding the need to reconstruct nine bridges between the M1 and the city centre. It also reduces the number of utility diversions and avoids the need to close Jack Lane.
 - II. There will be a significant visual impact of the viaduct structure through south Leeds including residential areas in Rothwell, Woodlesford, Hunslet and Belle Isle, and other sensitive locations such as Rothwell Country Park and Grade II listed St Mary's church in Hunslet.
 - III. Potential increase in noise levels affecting residential properties with the line raised on a viaduct. LCC have not been provided with the noise assessment data. Mitigation measures to reduce noise may increase the visual impact or height of the structure.
 - IV. The viaduct will be between 14m and 32m wide leaving large undercroft areas.

Principles of a LCC response

- 3.9 The council continues to welcome the principle of HS2 Phase 2b. It is recognised through the Leeds City Region Growth Strategy that HS2 can be a major contributor to the Vision for Leeds, Best City and Council Plans where it's economic and investment impacts have great potential for the city, the city region and the North.
- 3.10 The council continues to support HS2 and the economic benefits that the scheme brings to the Leeds, the City Region and the North. Our city region is growing and HS2 is vital to support the next step in transforming our economy. HS2 is much more than just a transport project. It will act as a catalyst for regeneration and growth around our main transport hubs, it will improve connectivity to our towns and cities across the Leeds City Region and the North, it will improve the skills and job opportunities for our workforce, it will create opportunities for our businesses and supply chains, and enhance the image and profile of our city region.
- 3.11 The council's design refinement consultation response will be clear that the current visual information provided by HS2 Ltd on the viaduct proposal is inadequate. Without the inclusion of adequate visual information, the council is unable to comment at present if the proposals set out in the design refinement consultation are acceptable. To enable a meaningful consultation with stakeholders, local communities and businesses it is imperative that HS2 Ltd provide a visualisation of the viaduct alongside detailed design information on the architectural style and treatment of the proposed design. The council will press HS2 Ltd as part of our on-going dialogue to provide this information at the earliest opportunity.
- 3.12 The council is committed to continuing our partnership working with HS2 Ltd to help ensure the delivery of a quality design solution for the city. This productive collaboration has already seen design changes that will benefit the city including securing enhanced integration with the classic station and wider South Bank regeneration proposals, including provision of a new southern entrance to the

station south of Meadow Lane. The council recognises the challenges and complexities of the construction of a high speed line of route to Leeds city centre and welcomes the opportunity to reduce the impacts of construction on local communities and business especially with regard to disruption to the road and rail network.

- 3.13 The council is clear that the final scheme needs to achieve the optimum balance of a deliverable design with a high level of mitigation deemed acceptable by the council and local communities. Securing a high level of noise mitigation for residents whose properties are impacted upon by HS2 operational noise is imperative for the council. Without the inclusion of measured environmental baseline data, the council is unable to comment if the impact of and mitigation on the proposed design refinement is acceptable. The council will continue to press HS2 Ltd through partnership working to agree an acceptable environmental baseline at the earliest opportunity.
- 3.14 In response to preparations to deposit the Hybrid Bill for HS2 Phase 2b the council is currently preparing our petitioning strategy to ensure that we secure from government the optimum HS2 final design for the city - a design that delivers the benefits set out in the Leeds City Region Growth Strategy, which is as sensitive as possible to local concerns and issues - through the appropriate type, level and quality of mitigation.
- 3.15 The council has an ongoing dialogue with the Department for Transport in the form of a 'Schedule of Asks' where we believe we have insufficient information from HS2 Ltd to be able to provide a full Environmental Statement response. This 'Schedule of Asks' will be updated as a result of the proposed design refinement and form the basis of our petitioning strategy moving forward. This collaborative working arrangement will help both the council and HS2 Ltd prepare more effectively for the submission of the Hybrid Bill.
- 3.16 It is recognised that securing the best possible environmental provisions from the government and HS2 Ltd is integral to achieving a successful scheme. Should the DfT pursue the current design refinement option for the approach to Leeds our consultation response will be clear that it is imperative that the following mitigation measures are delivered:
- I. The long-term infrastructure legacy and visual intrusion of the viaduct must be minimised through a holistic approach to high quality design, enhanced landscaping and wider master planning which delivers an international landmark.
 - II. A high level of noise mitigation for residents whose properties are impacted upon by HS2 operational noise must be an integral component of the viaduct design.
 - III. A funded development strategy and funded and deliverable masterplan to develop the undercroft areas and adjacent land to the viaduct which supports the city's wider regeneration and place making ambitions. With a focus on active frontages and creating places with development areas that have the flexibility to accommodate a variety of uses and building types. The viaduct must be integrated into the urban fabric of the city, maximising place making, increasing productivity and delivering local employment opportunities.
 - IV. The potential separation of communities through physical infrastructure must be addressed through increased permeability for key routes intersecting the corridor. In addition to maximising walking and cycling connectivity

enhancements at ground level along the viaduct route and links into the wider network.

- v. The viaduct must also integrate new public spaces and new green infrastructure into the city's existing open space networks, in addition to securing a high level of flood mitigation and providing flood alleviation enhancements for South Leeds.

- 3.17 In addition to the above, the council will continue to press HS2 Ltd for the timely delivery of their land acquisition strategy, which they require prior to commencing the master planning process. For the design refinement option this will be especially important with regards to both the temporary construction works areas and the final scheme design and the medium and long-term regeneration strategy associated with this.
- 3.18 In line with the council's Local Flood Risk Management Strategy, securing appropriate flood mitigation measures are of paramount importance to the council. The council is unable to comment at present if the proposals set out in the design refinement consultation are acceptable. However it is noted that the design refinement proposals potentially affect the assets and infrastructure of several agencies beyond that owned and maintained by the council, notably Yorkshire Water, the Environment Agency and the Canals and Rivers Trust. The Council will press HS2 Ltd for early engagement with these agencies to identify the full range of issues and determine the acceptability of proposed mitigation measures.
- 3.19 Supporting those affected by the HS2 infrastructure proposals is imperative in protecting communities and sustaining economic growth. Where it is necessary to relocate businesses, we recommend this should be done sensitively to minimise adverse local impact and ensure business rate growth continues and therefore the Council seeks release of resources from the Community and Environment Fund Safety Improvement Fund, Business and Local Economy Fund prior to the submission of the hybrid bill to begin to properly plan support to those impacted by the scheme. The council also seeks release of highway safety monies ahead of hybrid bill submission to enable road safety improvements which will help protect pedestrians and cyclists along the route of the railway, ensuring the city is ready for HS2 construction
- 3.20 The council remains concerned that the existing provisions for compensation do not seem to reflect the anxiety and uncertainty faced by homeowners on or abutting the line of route. A thorough review of compensation provisions is needed, the council's over-riding concern is to see prompt, fair and equitable treatment for property owners, especially residents, who have been, through no fault of their own, adversely affected by the uncertainty arising from HS2 Phase 2b.
- 3.21 A full detailed assessment of the consultation plans will be undertaken in advance of the formal submission of the consultation response to the Department for Transport by 6th September 2019

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 This is a national infrastructure scheme sponsored by the Department for Transport. HS2 Ltd is responsible and accountable to the Secretary of State for all public engagement and consultation on this scheme.

- 4.1.2 The Leader and Executive Member for Climate Change, Transport and Sustainable Development have been consulted and will continue to be consulted as part of the preparation of the council's formal response to the HS2 Phase 2b Design Refinement Consultation and development of the council's petitioning strategy moving forward.
- 4.1.3 Ward Member briefings have been undertaken and council officers have attended the local HS2 Ltd consultation events. Initial feedback from Ward Members was focused on the need to develop planning guidance for line of route, which reflects the council's commitment to tackling the climate emergency and inclusive growth at the earliest opportunity. In addition to the need for meaningful and effective local engagement. This initial Ward Member feedback will help shape the council's on-going dialogue with HS2 Ltd and formal consultation response.
- 4.1.4 In terms of local engagement moving forward, HS2 Ltd need to carefully consider their communication methods. Ward members were clear that a key communication element needs to be a visualisation of the viaduct alongside detailed design information on the architectural style and treatment of the proposed design. The current level of information provided by HS2 Ltd is not adequate enough to explain what the proposal will mean to local communities. Alongside outlining benefits of the proposals to the local area in terms of employment opportunities, HS2 Ltd engagement needs to also focus on providing communities with clear and concise easily accessible information on the following key community issues;
- Concern about noise, vibration and the visual impact of the viaduct.
 - Concern about construction highway disruption.
 - The identification of opportunities for re-the provision of key community assets at the earliest opportunity.
 - Concern about impact on businesses both in terms of relocation and compensation.
 - The provision of information relating to flood mitigation measures.
- 4.1.5 Members whose wards are impacted upon by the HS2 Phase 2b Design refinement proposals will be provided with the opportunity to feedback on the council's draft formal consultation response prior to the consultation deadline.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The council is clear that it is imperative that due regard to equality be considered throughout HS2 scheme development. HS2 Ltd as the scheme promotor is responsible for ensuring to ensure that due regard is given to the Equality Act, 2010.
- 4.2.2 HS2 Ltd has consulted on a working draft of the Equalities Impact Assessment (EQIA). This consultation focuses on the potential direct or indirect impacts of the scheme on the 9 protected characteristics. The HS2 route refinement information states that with regard to equality 'The 2018 WDES, WDEQIA and information gathered from continuous engagement contribute to important route refinement work and will inform the Phase 2b Environmental Statement (ES) and Equality Impact Assessment (EQIA)'.
- 4.2.3 The council's response on working draft of the Equalities Impact Assessment acknowledged whilst the areas which are likely to have an impact on the protected characteristics are identified, what has not been identified is the actual impact and how this will be mitigated. Given the proposed route refinement, further information

is requested with regard to the EQIA at the earliest opportunity. A copy of the Equality, Diversity, Cohesion and Integration Screening is attached as an Appendix.

4.3 Council policies and the Best Council Plan

4.3.1 It is recognised through the Leeds City Region HS2 Growth Strategy that HS2 can be a major contributor to the Vision for Leeds, Best City and council Plans where its economic and investment impacts have great potential.

Climate Emergency

4.3.2 The Elected Members of Leeds City Council have s recently declared a Climate Change Emergency, committing to becoming carbon neutral by 2030. Transport in Leeds currently contributes to 26% of carbon emissions therefore there are significant opportunities with the right transport investments to radically change this reduce this total. We are already taking measures to improve air quality in the city through the introduction of a Clean Air Zone.

4.3.3 Investment in rail infrastructure is vital to encourage mode shift from private car and air travel for existing and future trips. HS2 will not only improve long distance rail travel it will free up capacity on the existing rail network to enable a greater mode shift for intra-region travel. Electrification of the line of route will also facilitate the move to low carbon transport infrastructure. HS2 as part of an integrated public transport network offers the further opportunity to de-carbonise public transport within Leeds, reduce congestion and encourage greater travel choices and working alongside local and national strategies to transform the national public and private vehicle fleets.

4.3.4 The construction of HS2 provides the opportunity for new green infrastructure. The council will continue to press for the highest standards in their approach to mitigation and compensatory planting.

4.4 Resources, procurement and value for money

4.4.1 The response to the HS2 Phase 2b Route Refinement consultation will be met through existing resources. This resource will be reviewed in line HS2 Ltd.'s approach to the formal Environmental Statement submission and the Council's HS2 Hybrid Bill strategy development moving forward.

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 HS2 Ltd as the scheme promotor is responsible for managing the risks of an infrastructure project of this size and scale. Currently the risk areas identified by the council are real risks in the longer term. Once construction is underway it is accepted that there will be many issues and risks that the council will have to deal with.

4.6.2 In the shorter term any risk is more specifically for HS2 Ltd, and any mitigating action is through their engagement with us during the environmental statement and

hybrid bill development, one of the key components in the development of the Environmental Assessment and HS2's findings and response to it.

- 4.6.3 However at present, as construction is still some way off, it would be difficult for the council to define the specific risk outline prior to the finalised HS2 plan; in the same manner it would be difficult to put any detailed and focused mitigating actions in place. The council will continue to regularly review this risk during the period up to the HS2 Phase 2B Hybrid Bill submission.

5. Conclusions

- 5.1 The final council response to Phase 2b Route refinement consultation will continue to welcome the principle of HS2 Phase 2b. It is recognised through the Leeds City Region Growth Strategy that HS2 can be a major contributor to the Vision for Leeds, Best City and council Plans where it's economic and investment impacts have great potential.
- 5.2 At the same time the council's consultation response is will make clear that clear that careful planning is required to ensure that greater attention is paid to all the project's impacts on communities and the environment.
- 5.3 The council's design refinement consultation response will be clear that the current visual information provided by HS2 Ltd on the viaduct proposal is inadequate. Without the inclusion of adequate visual information, the council is unable to comment at present if the proposals set out in the design refinement consultation are acceptable. To enable a meaningful consultation with stakeholders, local communities and businesses it is imperative that HS2 Ltd provide a visualisation of the viaduct alongside detailed design information on the architectural style and treatment of the proposed design. The council will press HS2 Ltd as part of our on-going dialogue to provide this information at the earliest opportunity.
- 5.4 The council is fully committed to working in partnership with HS2 Ltd on the line of route to help ensure the delivery of a quality design solution for the city.
- 5.5 Supporting those affected by the HS2 infrastructure proposals is imperative in protecting communities and sustaining economic growth. It is recognised that securing the best possible environmental provisions from the government is integral to achieving a successful scheme. Should the DfT pursue the current design refinement option for the approach to Leeds our consultation response will be clear that it is imperative that the following mitigation measures are delivered:
- i. The long-term infrastructure legacy and visual intrusion of the viaduct must be minimised through a holistic approach to high quality design, enhanced landscaping and wider master planning which delivers an international landmark.
 - ii. A high level of noise mitigation for residents whose properties are impacted upon by HS2 operational noise must be an integral component of the viaduct design.
 - iii. A funded development strategy and funded and deliverable masterplan to develop the undercroft areas and adjacent land to the viaduct which supports the city's wider regeneration and place making ambitions. With a focus on active frontages and creating places with development areas that have the flexibility to accommodate a variety of uses and building types. The viaduct must be integrated into the urban fabric of the city, maximising place making, increasing productivity and delivering local employment opportunities.

- iv. The potential separation of communities through physical infrastructure must be addressed through increased permeability for key routes intersecting the corridor. In addition to maximising walking and cycling connectivity enhancements at ground level along the viaduct route and links into the wider network.
- v. The viaduct must also integrate new public spaces and new green infrastructure into the city's existing open space networks, in addition to securing a high level of flood mitigation and providing flood alleviation enhancements for South Leeds.

6. Recommendations

6.1 Executive Board is requested to:

- a) Approve the principles of the proposed City Council response as outlined in section 3.9 to 3.21.
- b) Delegate authority to the Director of City Development in consultation with the Executive Member for Climate Change, Transport and Sustainable Development to finalise and submit the council's formal consultation response to the HS2 Ltd Phase 2b design refinement consultation by the consultation deadline

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.