

HS2 Phase 2B design Refinement Consultation – September 2019

Leeds City Council response- DRAFT

SUMMARY

- 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 is 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 ongoing dialogue to provide this information at the earliest opportunity.
- 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. On the level of information provided by HS2 Ltd, the council is unable to comment if the impact of and mitigation on the proposed design refinement is acceptable. The council expects to see the measured environmental baseline, noise assessment data and appropriate noise mitigation proposals for the design

refinement 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.
- 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.
- More broadly, as preparations to deposit the Hybrid Bill for HS2 Phase 2b the council wishes to see further steps taken to ensure that government delivers 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 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. The council will continue to press HS2 Ltd for the timely delivery of their land acquisition strategy, which it is understood that HS2 Ltd 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.
 - IV. The Council considers the potential severance impact of the viaduct to be greater than the current design. 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.

1. Background information

- 1.1 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.
- 1.2 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.
- 1.3 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.
- 1.4 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.
- 1.5 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.

- 1.6 HS2 is one of the biggest new infrastructure projects in Europe, it is a once in a lifetime opportunity to deliver a transformational effect on the economy of the north. 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.
- 1.7 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.
- 1.8 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.
- 1.9 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.
- 1.10 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.
- 1.11 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. The 2033 draft City Region Vision Transit Network (presented to WYCA Transport Committee and LCC Executive Board in November 2018) is provided in appendix 1. This network and services contained within it require entirely new infrastructure and whilst complementary to the existing transport system, offer the opportunity to reimagine how other modes such as bus and rail can integrate with it. The key messages of the strategy are outlined below:

The Leeds city region economy is forecast to grow rapidly in the coming years, creating thousands of new jobs – particularly in Central Leeds

- Our economy is increasingly centralising, as a result of agglomeration of Knowledge Intensive Jobs (KIBs) jobs in our town and city centres
- We are already investing to create a transport network fit for the future e.g: WY+TF / LPTIP
- However, our existing transport system will be unable to keep up with the additional demands placed on it by this jobs growth
- To meet current & future demands, on key corridors our future transport network is likely to require some form of mass transit system, which is capable of transporting larger numbers of people – more than bus, bikes and cars can accommodate
- Technologies have moved forwards significantly in the last decade. New battery technologies, hydrogen propulsion and autonomous innovations are changing advance mass transit vehicle technologies, which also improve air quality and leapfrog other regions.
- We have opened a ‘conversation’ on the need for such a mass transit system and our work towards its development to sit alongside HS2 opening in 2033

1.12 High speed 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. We are clear that an integrated transit network requires a city region solution. Our rail network is full, with significant gaps and opportunities for new connections e.g. growth from East Leeds, South Leeds and Wakefield, Bradford. Additional capacity provided for by strategic rail investment, such as the Transpennine route upgrade, is planned to go on city to city journeys. The role of how mass transit complements the heavy rail network will be a key element of the LCR connectivity strategy and discussion with government moving forward.

1.13 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.

1.14 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.

1.15 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.

1.16 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.

2. HS2 Phase 2b Design Refinement Consultation – Woodlesford to Leeds Station

2.1 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. 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 pre-consultation design

2.2 In the design as set out in the WDES and without the changes proposed in the design refinement consultation (referred to in this Response as 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

2.3 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.

2.4 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

2.5 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 passenger and freight services on existing Hallam 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

2.6 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

- 2.7 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 additional 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. Likely 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 impacts may increase the height or other visual impacts of the structure.
 - IV. The viaduct will be between 14m and 32m wide leaving large undercroft areas.

3. Leeds City Council Response – Main Issues

- 3.1 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.
- 3.2 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.
- 3.3 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.
- 3.4 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. 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.

- 3.5 The council's response sets out the council's position with regards to the additional impacts of the design refinement on the level of consultation information provided by HS2 Ltd with regards to change in elevation and position of the line of route between Woodlesford and Leeds Station. On the level of information provided council is unable to comment at present on whether the proposals are acceptable.
- 3.6 More broadly, as preparations to deposit the Hybrid Bill for HS2 Phase 2b the council wishes to see further steps taken to ensure that government delivers 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.
- 3.7 The council will continue our 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. We believe this collaborative working arrangement will help both the council and HS2 Ltd prepare more effectively for the submission of the Hybrid Bill.
- 3.8 It is recognised alongside the transformational potential of HS2 as outlined in the Leeds City region HS2 Growth Strategy 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, the Council is clear it is imperative that the following mitigation measures are delivered:
- 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.
 - 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.
 - 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. The council will continue to press HS2 Ltd for the timely delivery of their land acquisition strategy, which it is understood that HS2 Ltd 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.
 - The council considers the potential severance impact of the viaduct to be greater than the current design. 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.

- 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.

Visual impacts

- 3.9 The Design Refinement Consultation (para. 2.1.108) document states that the “*proposed change will increase the visual impacts of the scheme on communities from Woodlesford to central Leeds*”. However, the visual information provided in the consultation material is inadequate to enable the council to be able to fully assess the extent of the visual impact on communities along the route. The council is therefore unable to comment at present on whether the proposals are acceptable. To enable a meaningful consultation to occur it is imperative that HS2 Ltd provide a visualisation of the viaduct alongside detailed design information on the architectural design and treatment of the structure. The should allow for consideration of the experience of residents living close to the viaduct and users of connections and spaces running under the viaduct in addition to longer distance views.
- 3.10 Should the DfT pursue the design refinement option, the visual intrusion of the viaduct on local communities along the route must be fully mitigated through a holistic approach to high quality design, enhanced landscaping and wider master planning which ultimately delivers an international landmark and lasting positive legacy.

Urban Integration

- 3.11 If the design refinement is pursued, the viaduct based scheme will have significant implications for the integration of the HS2 scheme into the urban fabric of Leeds compared to the existing design.
- 3.12 It is recognised that HS2 wants the Hybrid Bill to be limited to matters related to the construction and operation of the railway infrastructure and measures identified in the Environmental Statement to mitigate or compensate for adverse impact. As a result the Hybrid Bill will not include matters relating to the development of any residual land following construction, nor the integration of the scheme into adjoining areas of Leeds lying outside the consolidated construction boundary. This potentially leaves a gap in terms of implementing a comprehensive long term strategy to integrate HS2 within the wider urban fabric and maximise to local opportunities arising, including regeneration, economic development and environmental benefits. At present the council are concerned that there is no clear mechanism for ensuring that these benefits will be delivered after the scheme is handed over to contractors for construction and when operational
- 3.13 With specific reference to the viaduct proposal, the council have identified the following issues that will need to be addressed to maximise the opportunities created by the scheme and minimise the negative impacts:
- Securing an appropriate scale and form of development under and adjoining the viaduct.
 - Ensuring that uses developed around the viaduct are appropriate and can help meet the identified needs of the local community and businesses.
 - Protecting and enhancing areas of green space and green infrastructure along the viaduct corridor; providing mitigation for climate change and the visual impact of the scheme where this has been identified as the priority.

- Ensuring that the alignment of key connections, particularly for pedestrians and cycling, through and along the route are protected and delivered through future development where necessary.
- 3.14 The council has worked collaboratively with HS2 to scope out the issues arising from the scheme and consider design options for securing the benefits outlined above. In considering taking this work forward, the council considers that it will need to prepare a planning document to address urban integration matters that will fall outside the remit of the Hybrid Bill. This document would be used to guide planning decisions and would have the appropriate weight enable the council to make planning decisions that enable the scheme to be integrated positively. Without such a document, there is potential that opportunities for regeneration and environmental improvements will be lost and poor quality development and use of land under and adjoining the viaduct will exacerbate negative aspects of the scheme.
- 3.15 As the local plan as it applies to the area is otherwise up to date, the need for a planning document to be prepared arises wholly from the need to integrate the HS2 scheme. The scope and nature of this document will be influenced by the design refinement proposal in part as this raises additional concerns over the current scheme. This will require considerable resource to prepare and is not currently part of the council's Local Development Scheme. On this basis the council considers that HS2 should fund the preparation of this document. This would directly support goals and objectives set out in the HS2 Phase 2B strategic case in relation to:
- working with local areas to develop growth and regeneration strategies; and
 - creating an environmentally sustainable solution and being a good neighbour to local communities.

Sound, Noise and vibration

- 3.16 Securing a high level of 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 has been unable to comment if the impact of and mitigation on the HS2 WDES design is acceptable. The council is concerned that with proposed change in the vertical alignment there is the potential for an increase in operational noise levels affecting residential properties particularly on the approach to the city centre where the proposed viaduct is adjacent to the residential community of Hunslet. The Council has not been provided with noise assessment data for the viaduct either for the construction or the operation of the scheme.
- 3.17 On the level of information provided by HS2 Ltd in the design refinement with regard to the noise impact of the viaduct proposal, the council is also unable to comment at present if the proposals set out in the design refinement consultation are acceptable. The council expects to see the measured environmental baseline, noise assessment data and appropriate noise mitigation proposals for the design refinement at the earliest opportunity.

Flood risk

- 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 Canal & River 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.

Business Relocation and compensation provision

- 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 for 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. In this regard, the council notes that the DfT has recently published details of its "prolonged disruption compensation scheme", which the council is now reviewing. This was published on the 28th August and can be found [here](#).

Community impacts

- 3.21 The consultation document states that the proposed change brings the northern portal of the Woodlesford tunnel closer to residents in Woodlesford. The plans and profile maps of the change provided in the material begin just to the east of Bullough Lane which does not allow the council to pinpoint the position of the tunnel portal and make a full assessment of the impact of this change. Any potential for additional impact on residential properties in Woodlesford should be fully assessed and mitigated.

Planning allocations / designations

- 3.22 The council's response to the WDES consultation noted that the scheme had yet to be assessed in relation to the development allocations and environmental designations set out in the adopted development plan for Leeds. Subsequent to that response, the council adopted the Leeds Site Allocations Plan (SAP) on 10 July 2019. This now forms part of the development plan and the allocation and designations made by the SAP should form part of the assessment of significant effects and proposed mitigation.
- 3.23 In respect to the Design Refinement Consultation, it should be noted the SAP makes a housing allocation on land adjacent to Bullough Lane / Haigh Farm, Rothwell (ref: HG2-175). This 8 hectare site lies at the southern boundary of Rothwell County Park will an estimated capacity of 222 dwellings. It is expected that this allocation can be delivered early in the plan period with at least some of the houses built prior to construction of the HS2 commencing.

- 3.24 The revised scheme will bring the HS2 line closer to this allocation (approximately 400 metres away at the nearest point) and will place the line above ground level on a viaduct. This has potential to increase the visual and noise impact of the scheme on properties built at the allocated site. Full consideration should be given to the effects of the scheme on this land and appropriate mitigation measures incorporated within the Hybrid Bill scheme to minimise the identified impacts.
- 3.25 The Design Refinement Consultation (para 2.1.108) states it will require “more construction works in Rothwell Country Park”. Whilst no further detailed information is provided, that is likely to have a significant impact for users of the park during the construction period. The park is designated as protected green space in the development plan and any further land take for construction within the park will result in a reduction in the quantity and quality of green space available to the local communities for up to five years. The council raised the need for an expansion of Rothwell Country Park in our WDES response to compensate for the cumulative impact on landscape, biodiversity and permanent loss of public open space to the scheme. This additional impact during the extended construction period provides further justification for the need to compensate for negative impacts on the community and environment through provision of an expanded country park during and following construction.

Heritage

- 3.26 The visualisation provided for the proposed change in Leeds (page 30 of the Visualisation & Plan and Profile Maps) shows a potential negative impact on views of the Grade II listed St Mary’s church spire in Hunslet from the south with the viaduct cutting directly across the view. This impact should be assessed in the Environmental Statement and appropriate mitigation put forward as part of the scheme.

Climate Emergency

- 3.27 The Elected Members of Leeds City Council have 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. The construction of HS2 provides the opportunity for new green infrastructure. The council will continue to press for best practice to be adopted during the construction of the scheme to minimise carbon emissions and for the approach to provision of green infrastructure, including compensatory planting, to maximise opportunities to mitigate and adapt to climate change.

Traffic and Transport

- 3.28 In the context of the balance of final design quality, long term infrastructure legacy and visual and noise impact on the environment and local communities, should the DfT choose to proceed with the currently design refinement option the council is committed to working in partnership with HS2 Ltd to help mitigate the temporary disruption to the highway and rail network during HS2’s construction. The council have not been provided with transport assessment data for the design refinement. On the level of information provided by HS2 Ltd with regard to the traffic impact of the viaduct proposal, the council is unable to comment at

present if the proposals set out in the design refinement consultation are acceptable. The council understands that the quantitative assessment of the network management impacts will be reported in the Environmental Statement.

- 3.29 The council's strategic aim in terms of the final high speed rail scheme and its interface with the city centre highway network is to align any proposed infrastructure delivery works with the our delivery plans for the City Centre Transport Strategy to mitigate risks of abortive works. As part of further phase of the City Centre package proposals to reduce the level of through traffic within the city centre and encourage greater usage of the inner ring road and M621, the council have identified aspiration to improve access from the A61 Inner Ring Road at Junction 4 to the M621 westbound. Currently this move is available by means of a tightly curved slip road onto the motorway which results in joining traffic having to weave through westbound mainline traffic seeking to exit the M621 at Junction 3. Options to enable this to be improved have been shared by the council with Highways England. Although funding has not been identified and the proposals are at an early stage there is a general recognition that this scheme could offer benefits to both the local and Strategic Road networks. The council is working in partnership with Highways England and DfT to develop the appropriate funding package for this scheme. The council asks that HS2 Ltd make passive provision in the final design for the ability to widen the overbridge to two lanes at this location.
- 3.30 The council understands that Pontefract Road will remain open on its current alignment during the construction period before moving onto its new alignment. The council wishes to bring to HS2 Ltd.'s attention that a reconstructed Pontefract Road would need to meet the DMRB standards, which the current alignment does not due to constraints imposed by the railway bridge. The council requests that any future proposals for Pontefract Road also effectively consider future pedestrian and cycling provision at this location.
- 3.31 It is understood that the need for utility diversions will be required as part of the proposed design refinement, with these diversions likely to contribute to highway disruption. Effective phasing and coordination of works is essential to mitigate the construction impact placed upon the surrounding network, local communities and businesses. Where public transport routes require diversion, alternative routes should offer a comparable journey time and level of accessibility. The citywide park and ride level of service will need to be maintained, given the importance of this infrastructure in removing traffic form the city centre network.
- 3.32 It is essential that all proposed traffic management and road closures on the public highway are effectively planned in coordination with the council as local highway, traffic and street authority and that sequential phasing is undertaken with other schemes and major events on the highway network. The council expects that the quantitative assessment of the network management impacts of the final design will be reported in the Environmental Statement that accompanies the Hybrid Bill. It is noted that the majority of locations specified in the design refinement are at traffic sensitive locations. The council remains committed to working in partnership with HS2 Ltd, Highways England, Network Rail, the West Yorkshire Combined Authority and Utility Companies to effectively plan for the construction of HS2 and deliver a comprehensive network management plan.

Structures

- 3.33 The following Council owned structures are impacted by the proposed HS2 design refinement:
- A639 Wakefield Road Overbridge
 - Hillidge Road Railway Bridge
 - Moor Road Bridge
 - A61 Hunslet Distributor No2 Bridge
 - M621 North Bridge
- 3.34 At the above locations, the Council shall be consulted on the proposed viaduct design and proximity to the adopted highway at the earliest opportunity to ensure HS2 Ltd.'s proposals will not affect existing Council owned structures and that the Council can carry out future maintenance and inspections of their bridges without restrictions being imposed by HS2 Ltd. It is noted by the Council that the powers granted to the Highway Authority under the Highways Act 1980 will remain in place and HS2 Ltd shall allow the Council to continue to carry out its duties without undue restriction.
- 3.35 In the Council response to the HS2 WDES Consultation, we recognised the potential opportunities that HS2 brings in terms of aligning our structural maintenance programme with the construction of HS2. HS2 Ltd.'s attention is drawn to a number of structures maintenance projects which have been deferred to maximise the benefits of the arrival of HS2 in Leeds and reduce the risk of abortive work.
- 3.36 The level of mitigation provided for the final HS2 design should reflect the long-term impact of HS2 proposals on the Council's structures maintenance programme, in the context of any maintenance schemes that will need to be reinstated as a result of any design refinement.
- 3.37 An example of this is the Balm Road overbridge, which is currently paused due to the WDES HS2 proposal but not impacted upon by the current design refinement. The Balm Road overbridge has some sub-standard elements supporting the carriageway. In recent years, the Council have been working with Network Rail to jointly fund a strengthening scheme. HS2 Ltd have been made aware that this scheme is currently paused pending a re-evaluation of options for diverting a large gas main, further to receiving cost estimates from contractors.
- 3.38 The council also recognises the need to coordinate the maintenance schedule for Council owned structures with the HS2 construction period, including any enabling works. The A639 Wakefield Road Overbridge (L198) is a Council owned structure identified for a combined maintenance and strengthening scheme. Essential maintenance work is being carried out by the Council during 2018-20 to extend the bridge's service life by up to a further 10 years. A major scheme to deal with the long-term maintenance of this asset is currently paused in its development due to the WDES HS2 proposal. If this bridge is not replaced by HS2 Ltd, the Council scheme will need to be reinstated and significantly progressed within the next 10 years. The network management impacts of a Council sponsored scheme will need to be planned and mitigated, to avoid where possible a conflict with the HS2 construction phase.

3.39 In terms of the proposed Headroom between HS2 Viaduct and the Adopted Highway. HS2 Ltd's proposal is for 5.7m + S (where S = Sag Curve Compensation) as a minimum, which may vary locally due to vertical alignment of the route. The Council notes that TD27/05 provides for 6.45m + S for all Permanent Structures over High Load Routes. The Council requests HS2 Ltd to commit to the design parameters of TD27/05. Routes crossed within the design refinement shall be considered as Abnormal Load Routes for the purposes of TD27/05.

Northern Powerhouse Rail

3.40 The Transport Strategy for the North prepared by Transport for the North (TfN) identifies the Northern Powerhouse Rail concept scheme for fast Trans-Pennine rail services between the North's cities. A key element of this is key "touchpoints" between the planned NPR route with the HS2 network which will maximise interchange and the benefits for the Northern network. Three key locations in Yorkshire were identified by TfN. The identified touchpoints are:

- Clayton touchpoint - improves journeys times and service frequencies between Sheffield and Leeds using the HS2 eastern leg. A junction at Clayton has already been included in the scope of HS2 Phase 2b to enable future NPR and HS2 services at Sheffield Midland station to connect onto HS2 to travel towards Leeds, the North East and Scotland.
- Stourton touchpoint - connectivity into Leeds from the South, such would be provided by a new HS2 junction at Stourton which would enable services through Leeds to the North East and Scotland.
- Garforth touchpoint - a junction at Garforth to enable NPR services from the West to connect onto HS2 to the east of Leeds, thereby enabling Manchester and the North West to connect seamlessly to the East Coast main line to the North East and Scotland and contributing additional capacity on the local rail network around Leeds for local services.

3.39 A touchpoint at Stourton is important to us because it offers a range of important benefits. New routings between the North's core cities would be made possible through the Stourton touchpoint, which by adding options for route flexibility would also optimises opportunities for the planned NPR route and to release additional capacity and reshape the national network.

3.40 Looking ahead, the Council believes that the Stourton touchpoint would also open up potential for HS2 services to reach wider markets beyond Leeds, such as Bradford, Huddersfield and, further afield, Hull. This could mean high-speed services arriving in Bradford 10 years ahead of the completion of Northern Powerhouse Rail. It would also boost the commercial benefits of HS2's eastern leg and also provide the potential for new markets such as the North East and the East Midlands as well as supporting more efficient operations through enhanced connectivity.