

Integrated Rail Plan for the North and Midlands outcome and implications for Leeds

Date: 15th December 2021

Report of: Director of City Development

Report to: Executive Board

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

The purpose of this report is to set out the key issues in the Integrated Rail Plan for the North and Midlands (IRP) and the specific implications this has for Leeds. In February 2020, the government published the outcome of the independent Oakervee report advising whether and how to progress HS2. This advisory report resulted in a recommendation for the development of an Integrated Rail Plan for the North and Midlands to be progressed. The IRP has been developed by Department for Transport (DfT) through 3 core strands:

1. The National Infrastructure Commission (NIC) Rail Needs Assessment (RNA) published on 15th December 2020 which included a limited number of stakeholder engagement sessions;
2. A review by the Infrastructure Projects Authority of the funding envelope and which programmes can be delivered within this. This remains unpublished.
3. A review of the construction supply chain (unpublished).

The IRP was subsequently published on 18th November 2021.

Recommendations

Executive Board is requested to endorse the proposed approach to seeking the following from the Government as set out below:

- a) Note the key issues in the Integrated Rail Plan for the North and Midlands including the emerging specific implications for Leeds;
- b) Support the request to DfT and Treasury for LCC to joint client all proposed further studies impacting Leeds Railway Station in defining the scope and remitting of the study into high-speed rail to Leeds, including the critical link between Leeds and Sheffield and Leeds Station capacity utilising the £100m, made available through the IRP;
- c) Officers to liaise with WYCA and DfT to obtain clarity over the total development funding contribution to Mass Transit, understand how and when it will be paid and the specific scope of the funding contribution proposed;

- d) Officers to seek clarity from DFT over the implications of the TRU/NPR works to Leeds Station and to understand what land will be required to implement the Government's proposals. Officers will also seek clarity over the level of disruption anticipated to existing Trans-Pennine services while the works are undertaken not just to the rail network but also the highway network specifically including consenting regime, timescales and any required land acquisition;
- e) Officers to seek clarity from DFT on the timescales associated with the safeguarding of land and impact on businesses and residents have been updated by DfT on what the IRP and safeguarding now means for them and for DFT to undertaken further public engagement on the ongoing implications.
- f) Officers to seek greater clarity from DFT on the timescale for the delivery of all the proposed enhanced journey times as stated in the IRP and consenting powers/routes.
- g) Officers to formally request a copy of the Mott MacDonald technical report on alternative routes for the eastern leg of HS2.
- h) Subject to receiving clarification on the recommendations (a) to (g) above, Officers are asked to bring back a further report to Executive Board to outline the detailed implications of the IRP and any further recommendations for the Council to take.

Why is the proposal being put forward?

- 1 The HS2 rail route has been in development for the last 11 years. In 2015 the Yorkshire Hub report commissioned by Sir David Higgins recommended that the HS2 station in Leeds should be combined with the existing station to form an integrated station for the city. The importance of this was in creating additional capacity for the existing station which is close to being full, and also to create new capacity on the network for additional services needed to meet forecast demand and critically provide credible interchange facilities to ensure the benefits of the proposed High Speed rail improvements were provided throughout the Leeds City Region, namely Bradford and York. Additional rail capacity is important in supporting the city's decarbonisation, encouraging modal shift from car to rail and improving coherent links with South Yorkshire and the Midlands and the north-east and Scotland.
- 2 Leeds station has consistently been the busiest in the north over the last decade and has trebled in passenger growth since 2000. Post covid Leeds Railway station passenger numbers exceed the national average and are currently in the region of 84% of pre covid levels Monday to Thursday and nearing of 150% Friday to Sunday. Station usage in October 2021 was 101% of October 2019. Delays occurring in Leeds Station and the approaches can impact the network nationally as far away as Plymouth and Aberdeen.
- 3 In late 2014, at Leeds Civic Hall Sir David Higgins and the then Prime Minister launched, the Rebalancing Britain Report, recommending there should be an integrated Leeds Station. He recommended that "further work by HS2 Ltd, Network Rail, and above all Leeds City Council" should be undertaken to find the right transport solution in line with the city's vision. The report also recommended that HS2 should be integrated into a national transport strategy which should include a fast east-west rail link across the North.
- 4 Following further close joint working between Leeds City Council and HS2 Ltd, in late 2015, Sir David Higgins' Yorkshire Hub report was published recommending the "T" solution for Leeds Station, and that further collaborative work should be undertaken to develop the plans. Included in the report was a letter supporting its conclusions signed by all the Leeds

City Region Leaders, the LEP Chair, and the President of the Leeds Chamber of Commerce.

- 5 The Outline Business Case for HS2 as a whole was approved in 2016 and the land required to build the whole Phase 2B route was safeguarded. This included the significant areas of land identified for the Leeds T station, its approaches through the south east of the city, the East Leeds corridor and land for a depot within the Aire Valley Enterprise Zone.
- 6 From 2015 the South Bank Regeneration Framework Supplementary Planning Document and Leeds Integrated Masterplan were developed in partnership with the Department for Transport, Network Rail, Transport for the North, West Yorkshire Combined Authority and the Council. These set the framework for the development of the city centre around the HS2 infrastructure and anticipated that the new HS2 station adjoining the existing station would provide capacity for 'classic rail' in addition to the integration with high-speed rail and improving routes for passengers interchanging including with any future Mass Transit proposal brought forward. The South Bank Regeneration Framework Supplementary Planning Document was embedded in Planning Policy in 2018. Critically this provided the framework to allow the city to continue to independently grow around the HS2 safeguarded land.
- 7 In 2016 the Government provided funding of £1.7m to HS2 'Places' to produce High Speed Growth Strategies to ensure those places could capture the economic potential of this critical investment in rail infrastructure. This work included both spatial, infrastructure and skills and supply chain plans at the City Region level.
- 8 The Leeds City Region HS2 Growth Strategy was completed in 2017 and since then has been updated to reflect the development of the Regional Connectivity Strategy and the delivery of multiple ongoing transformational city centre projects covering local public realm, public transport and active travel infrastructure, private sector mixed use developments, and the major new Aire Park, all of which are being delivered around the safeguarded land in the South Bank to support the Growth Strategy and in anticipation of HS2 related development.
- 9 In February 2020 the Oakervee Review which had been commissioned by DfT and commenced in September 2019 to assess the deliverability and cost of HS2, recommended that HS2 Phase 1 from London to Birmingham and Phase 2A from Birmingham to Crewe should proceed as planned. Construction is now well underway for Phase 1 and the hybrid Bill for Phase 2a Birmingham to Crewe gained Royal Assent on 11 February 2021.
- 10 The Oakervee review also recommended that the work to develop the hybrid Bill for Phase 2B from Crewe to Manchester was disaggregated from the remainder of Phase 2B (Birmingham to Leeds) and progressed. The hybrid Bill for this phase Crewe to Manchester, is anticipated to be submitted to parliament February 2022.
- 11 The Oakervee Review then recommended that an Integrated Rail Plan for the North and Midlands (IRP) needed to be developed to consider how better to integrate regional and long-distance rail programmes. The review was intended to cover HS2 Phase 2B from Birmingham to Leeds, Crewe to Manchester, Northern Powerhouse Rail (NPR), Midlands Engine Rail (MER) and Trans-Pennine Route Upgrade (TRU). The IRP was due to be published in December 2020. While the IRP was developed, work on the eastern leg of HS2 was paused by DfT from May 2020
- 12 On 15th December 2020 as one of the 3 core strands of the IRP the National Infrastructure Commission (NIC) published the Rail Needs Assessment (RNA) which set out its view of

options for delivering an integrated rail plan including what could be delivered within the budget identified by HMT and what could be delivered if that budget was uplifted by two scenarios at 25% and 50% either for improving regional connections or long-distance connections.

- 13 The RNA failed to understand the geography of commuters travelling to Leeds. In particular, the presentation of Travel to Work Areas (TTWA) significantly downplays the scale and strategic importance of commuter trips from across the City Region into Leeds and the importance of the City to the UK's economy. In part this methodology aggregated some TTWA to their City region level but for Leeds City region this was disaggregated to the city only level. Leeds travel to work footprint covers a far greater population of c2.3 million people compared with the 803,000 presented in the NIC Report. It suggests that Leeds has the 9th largest travel to work area and is ranked below many settlements that have much smaller economic footprints. In doing so the RNA discounted hundreds of thousands of journeys outside the Leeds council administrative boundary including from Harrogate, York, Bradford and the rest of West Yorkshire. It is actually the case that 70% of Leeds railway arrivals are not from destinations which start from Leeds postcodes.
- 14 HMT set a base budget for the IRP of £86bn at the same time the HS2Ltd Chairman's report was identifying that the HS2 budget was anticipated to exceed £100bn. Therefore, the cost overruns incurred in delivering the Phase 1 from London to Birmingham and 2a Birmingham to Crewe phases of the HS2 route effectively reduced the budget available for Phase 2B Birmingham to Leeds and Crewe to Manchester, the entire NPR programme, MER and TRU.
- 15 The November 2021 IRP proposes that:
 - The HS2 Eastern Leg will stop at East Midlands Parkway instead of the planned Toton route and take high speed trains into Nottingham and will not progress to Leeds on the planned HS2 Phase 2b route. Instead, the Government will now relook at the most effective way to run High Speed trains to Leeds, including the most optimal solution for Leeds Station capacity through a further feasibility study.
 - The land safeguarded for HS2 Phase 2B will remain safeguarded. In Leeds this includes the HS2 station, line out to Stourton, the proposed depot site at the Enterprise Zone, part of the East Leeds rail corridor, the line south towards Clayton junction and the line north towards York.
 - For NPR, the government has chosen the option which includes a mix of newbuild line and upgrade via Huddersfield, and extended commitment to Liverpool (giving 40 miles of new high-speed line), and York. NPR trains will use fully electrified, expanded and upgraded conventional lines between Liverpool and Warrington, and then progress on high-speed lines to Manchester and Marsden located at the western border of West Yorkshire. From the east of Standedge tunnels, Leeds trains will run on an upgraded electrified line. Trains are forecast to run from Manchester to Leeds in 33 minutes by an undisclosed timescale.
 - The line between Leeds and Bradford will be upgraded and electrified, giving a non-stop journey time, which the IRP proposes could be as low as 12 minutes.
 - Digital signalling will be delivered on the East Coast Mainline, along with an upgraded power supply to allow longer and more frequent trains, increase maximum speeds

from 125 mph to 140mph in some places, improve the capacity of stations, and remove bottlenecks such as flat junctions and crossings.

- £100m to undertake a review of how to bring high-speed trains to Leeds and consider Leeds Station capacity is proposed in the IRP. It is understood that Leeds Station capacity includes the rail network feeding in as well as the station itself.
- £100 million of immediate funding will be provided towards the development of a new West Yorkshire Mass Transit System. The IRP aims for the first Mass Transit services to be operational in the second half of this decade.

16 The IRP has significant implications for Leeds that will impact on the city's rail network, its broader connectivity and the consequential impact this will have for future economic growth. Whilst the issues for Leeds that the IRP contains are wide-ranging, the headlines of what this means for Leeds are outlined in summary for Executive Board below:

16.1 Future of HS2 East for Leeds and connections with Sheffield.

The IRP has confirmed that the eastern leg of HS2 Phase 2B will only be delivered as far as East Midlands Parkway and Nottingham. This means that, as now proposed, HS2 does not provide a link for Leeds to Sheffield, Chesterfield, Toton, Birmingham and London. From the proposed East Midlands Parkway and Nottingham High Speed trains will continue northwards on existing conventional lines including the Midland Mainline which will be upgraded and electrified as far as Sheffield.

A major aspect of the IRP that is left unanswered is the improvement of connections between Leeds and Sheffield, two of the UK's Core Cities. The existing rail connection between Leeds and Sheffield is very poor with trains often taking more than 1 hour to complete the existing 39-mile rail journey, with the fastest being a single hourly 40-minute service.

Sheffield Station even after upgrade does not have the capacity to accommodate 400m trains and therefore capacity will be reduced between East Midlands Parkway and Sheffield by 50%, only 200m trains can be accommodated at Sheffield.

Recognising the weakness in the existing Leeds to Sheffield route and the ambition for High Speed trains to reach Leeds, the IRP proposes a study to determine how this can be most effectively achieved. From a Leeds perspective a key consideration for the study will need to be firstly, the safeguarded and capacity releasing T shaped station extension proposal that formed part of the HS2 plans, and secondly developing a new line from Leeds to Clayton Junction and onward options to the eastern leg of HS2, and thirdly potential connections to the East Coast Mainline and/or Midlands Mainline. The IRP proposes that options to connect Leeds to Sheffield with high-speed trains via East Coast Mainline (ECML) and Midland Mainline are also considered. This study will also need to consider how the demand for services which were proposed through NPR into the new T shaped station from Sheffield will be met including how to connect Leeds to Sheffield and the Midlands. It is proposed that the City Council works collaboratively with DfT on developing this work.

The ECML will be upgraded with digital signalling, power supply upgrade and infrastructure improvements to accommodate longer trains and to increase the speed in places to 140mph. However, in 2017 Network Rail published a study which confirmed that even with the investment of £13.4bn and decades of weekend

disruption the ECML could not be upgraded to a level that would deliver the capacity which would have been provided by the HS2 eastern leg. The IRP recognises this with the number of daily seats forecast via an upgraded ECML only being 56% of those proposed under HS2.

DfT has advised in the IRP that they commissioned a report from Mott MacDonald which looked at alternative routes for the eastern leg. To date this report has not been shared. A request for a copy of the report will be made as part of the LCC response.

16.2 Northern Powerhouse Rail (NPR)

The IRP does not support a new station in Bradford or its connection through a new line between Leeds and Manchester and on to Liverpool, Hull and Newcastle. Instead, it proposes that the Trans Pennine Route Upgrade becomes the first phase of NPR. For Leeds this means the electrification of the line through Morley Station, Leeds Station, Garforth and on towards York. It will also mean full electrification through to Marsden. The IRP indicates a journey time improvement to 33 minutes between Leeds and Manchester compared to a typical current journey time of 55 minutes to Manchester Piccadilly. The electrification and upgrade of the line between Leeds and Bradford is proposed to reduce journey time from 23 minutes to 12 minutes through Network Rail upgrades. Key implications for Leeds will be an understanding of the stopping patterns at local and intermediate stations that underpins the forecast 33-minute NPR route and 12-minute upgrade journey time. In addition, the upgrades required will be extensive in terms of both scale and delivery time, with the work expected to take many years. What this will mean for users of the existing Trans-Pennine route is currently unclear.

16.3 Trans Pennine Route Upgrade (TRU) implications

The 2011 Autumn Statement announced the full electrification of the line. This was reaffirmed in 2014 and then paused and unpaused in 2015. The electrification was recommitted to in 2018 and £317m additional funding confirmed in June 2021. The TRU programme was originally designed to resolve the existing capacity and performance issues on the Trans-Pennine route and, linked to the above comments on the NPR proposal, it requires the upgrade of Huddersfield Grade 1 listed Station including opening the approaches which are in covered cuttings and will need to be exposed to complete the work, upgrades to bridges, improvements to Morley Station and include works to raise multiple bridges.

The second phase proposed in the IRP would include some 4 tracking and the implications of this in respect of land requirement are not known and may not be owned by the rail sector or may not currently be safeguarded or have a consenting regime in place.

Clarity is required to understand the implications of the proposed phase 2 upgrades within the Leeds boundary. This includes longer-term proposals for more four tracking between Leeds and Church Fenton, which would help to address a significant bottleneck on the existing Trans-Pennine route.

16.4 Impact on Existing Leeds Station and Approaches

There has been a long-standing requirement for investment in Leeds station. Leeds Station has been the busiest transport hub in the north over the past 10 years and has trebled its passenger numbers since 2000. A long-term master planned solution is needed to ensure that this national piece of infrastructure can continue to support the city's growth. Leeds Station has recovered from the pandemic quicker than the national trend and in October passenger numbers were on average 101% of pre pandemic levels of October 2019.

To that end, the Leeds Integrated Station Masterplan (LISM) was developed in partnership with the Department for Transport (DfT), HS2, the Ministry for Homes, Communities and Local Government (MHCLG), Network Rail, Transport for the North (TfN) and the West Yorkshire Combined Authority (WYCA) and funded through the HS2 Growth Strategy funding awarded by MHCLG in 2016. This masterplan was published in November 2017. LISM anticipated that the Integrated Station would be developed as a programme split into multiple phases.

The LISM masterplan was approved by Executive Board on 18th October 2017 and in 2018 it was embedded in the South Bank Regeneration Framework Supplementary Planning Document.

In December 2018, a Strategic Outline Business Case (SOBC) was submitted to the DfT outlining the case for investment in LISM. This incorporated a 'roadmap' for delivery of the masterplan and an ask for funding to support design and business case development. However, DfT advised that LISM should be disaggregated into programmes of work aligned to funding streams. The first 2 phases of works are required to meet passenger growth in the existing station, they are not reliant and are independent from both previous HS2 or NPR programmes.

In December 2020 Network Rail submitted an SOBC for the Leeds Existing Station Programme (LESP) seeking Rail Network Enhancement Pipeline (RENPE) funding to address the pedestrian capacity expansion required in the station including concourses, overbridges and entrances and the Leeds Area Improvement Programme (LAIP) SOBC which sought RNEP funding for the expansion of junctions, platforms and track to improve capacity and performance of services. Both SOBC's were approved but some funding withheld pending the publication of the IRP.

These works are required to meet forecast demand at Leeds Station including addressing the current performance issues which result in 50% of passengers having their trains delayed or cancelled.

It is important to note that the DfT and Treasury have now confirmed that these 2 programmes of work are not part of the IRP and confirmation is awaited to confirm whether funding has been allocated and released through the recent Comprehensive Spending Review to deliver them.

16.5 Safeguarding of Land implications

Although the IRP has allocated £100m towards a study to review how to get high speed trains to Leeds and Leeds Station Capacity it also confirmed that the safeguarding of land along the Phase 2B route will remain in place. This means that homes and businesses along this route remain part of the Government's formal safeguarding directions. A timescale has not been identified for the completion of the

study and consequently no timescale for a decision on the future of the safeguarding. The safeguarding also allows rail programmes other than HS2 to use the land. Given the importance of this issue to residents, employers and land owners that are affected, the Council has requested to liaise closely with DfT to make the case for Safeguarding directions to be lifted where there is sufficient clarity on the land not being required for future rail development.

16.6 Mass Transit

The IRP supports the development of proposals for a Mass Transit system in West Yorkshire and has allocated £100m towards the development costs seeking commencement on site in the latter half of the decade.

Clarity is required to confirm how this funding is being allocated to West Yorkshire Combined Authority and from where. The IRP makes reference to Mass Transit being an opportunity to release existing capacity at Leeds Station. The IRP states that “*..the future Mass Transit System could have a bearing on station capacity in central Leeds, but was not considered in detail in previous assessments of capacity.*” Given the view expressed by Government, this point will need to be considered further as part of the next phase of work on the System.

In 2017 DfT arm’s length organisation, London and Continental Railways (LCR), developed Leeds Integrated Station Masterplan (LISM) as part of the HS2 Growth Strategy funded work and WYCA developed the Connectivity Strategy workstream on Mass Transit also under the HS2 Growth Strategy. This Connectivity report was concluded and published in 2018 by West Yorkshire Combined Authority and has undergone various development stages since.

The 2018 report provided the framework and rationale for the spatial integration and interchange of mass transit with the Leeds Station Integrated Masterplan working with Network Rail and HS2 and building on the lesson learnt at Curzon Street in Birmingham for rail and mass transit integration.

Almost all the lines into Leeds are serving destinations beyond the scope of the mass transit proposals such as Skipton, Harrogate, Selby, Barnsley, the upper Calder Valley as well as the significant number of trains that are pan-northern and national. Tram-train is an option in our mass transit work, however, it notes that interface with rail makes its implementation challenging. Previous work undertaken to establish if conversion to tram-train is a meaningful way to diverting services away from Leeds station found that conversion to tram train would create journey-time impacts, undermining the competitive journey time advantage rail offers, which has been a driver of demand. The aim for other mass transit solutions such as light rail or bus rapid transit is to cater for new markets and to integrate with rail and bus, trying to create modal shift from car. As such, these proposals have been complementary to our existing rail infrastructure rather than competing with existing rail services.

- 17 The IRP sets out proposed journey time savings as a result of the proposed IRP interventions and how they compare with today and the HS2 proposals shown in the table below;

| From | To | Today | HS2 Phase 2B | IRP |
|--------------|---------------|------------|--------------|---|
| Leeds | London | 133 | 88 | 113 |
| Manchester | London | 135 | 63 | 71 |
| Sheffield | London | 127 | 85 | 87 |
| York | London | 112 | 84 | 98 |
| Leeds | Birmingham | 118 | 49 | Various times identified in the report: <ul style="list-style-type: none"> • 89 via NPR • 79-89 via NPR also referenced • 67 route not specified |
| Leeds | Sheffield | 43 | 29 | The report is silent on target connection time. |

- 18 The IRP proposes that the average daily seats numbers between Leeds and London will reduce from the proposed 4,500 under HS2 Phase 2B eastern leg to 2,500.
- 19 All of the interventions proposed in the IRP are subject to the usual Government assurance and approval processes and will progress through a series of business case submissions before being approved to proceed.
- 20 The IRP funding envelope is broadly consistent with the NIC 'Base+25%' budget option (£108b). There is no additional funding for major new schemes over and above the IRP including the outcome of the Leeds study. The £96bn headline budget for the IRP breaks down as follows;

| | |
|---------------------------------------|---------------|
| HS2 Spend to 2020 | £8.3b |
| HS2 London to Birmingham/Crewe | £42.5b |
| HS2 Crewe to Manchester | £17b |
| Trans Pennine Upgrade (1) | £5.4b |
| HS2 to EMP/MML/ECMC | £12.8b |
| NPR | £17.2 |
| Smaller Schemes | £1.5b |
| Total IRP Spend 2020-2050 | £96.4b |

Costs at 2019 prices

- 21 In summary we need clarity from DfT on a range of issues the IRP has raised and are proposing future working on the following basis:
- 21.1 Much closer working with DfT as a joint Client team with HMTreasury, WYCA, LCC and DfT. Client team to define the scope and remitting of the study into high-speed

rail to Leeds, including the critical link between Leeds and Sheffield and Leeds Station capacity utilising the £100m, where this will be allocated from and who will administer it. Governance of the study to be managed in collaboration between DfT, Network Rail, WYCA and LCC.

- 21.2 Clarity over the total development fund contribution to Mass Transit how and when it will be paid.
- 21.3 Clarity over the implications of the TRU/NPR Phase 1 electrification works to Leeds Station and clarity over what upgrades will be included in phase 2 and what land will be required to implement it. Also, clarity over the level of disruption anticipated while the works are undertaken not just to the rail network but also the highway network.
- 21.4 Clarity on the timescales associated with the safeguarding of land, impact on communities and businesses and confirmation that everyone impacted by the safeguarding has been contacted by DfT to explain what the IRP means for them.
- 21.5 Clarity on the timescale for the delivery of all the proposed enhanced journey times as stated in the IRP and the consenting routes to be used.
- 21.6 A copy of the Mott MacDonald technical report on alternative routes for the eastern leg of HS2.

What impact will this proposal have?

Wards Affected: All with specific impacts on Beeston and Holbeck, Burmantofts and Richmond Hill, Garforth and Swillington, Hunslet and Riverside, Kippax and Methley, Rothwell

Have ward members been consulted? Yes No

- 22 The programme of work to redevelop Leeds Station to meet increasing passenger pedestrian flows and improve capacity on the network is required to meet the forecast passenger growth over the next 20-30 years.
- 23 The land for HS2 Phase 2B continues to be safeguarded causing blight for those residents and businesses located within the safeguarded area.
- 24 The proposed further study into how high speed trains can reach Leeds and Leeds Station capacity further delays the delivery of increased services and seats for passengers into Leeds constraining the city's ability to meet decarbonisation targets and forecast demand.

What consultation and engagement has taken place?

- 25 The long-standing proposals for High Speed Rail in Leeds has been the subject of extensive consultation during the period of its development of many years. Further to the Integrated Rail Plan being published on the 18th November 2021 briefings have taken place for the Leader of the Council and the relevant Executive Member (Councillor Hayden).
- 26 Councillor Lewis, Councillor Hayden and Councillor Groves were briefed on the implications of the National Infrastructure Commission Rail Needs Assessment for Leeds on 7th June 2021.

What are the resource implications?

- 27 The LCR HS2 Growth strategy set out the benefits of the investment in HS2 infrastructure for Leeds City Region and anticipated the creation of 40,000 additional jobs, and the generation of £54 billion GVA.
- 28 It is yet unclear on the resource implication for LCC in responding to the IRP and the subsequent delivery engagement and support.

What are the legal implications?

- 29 While a further study on high speed trains to Leeds is undertaken the land identified for the original HS2 route will remain safeguarded. This means that any development proposed within this area will have to be referred to DfT for review and is unlikely to be supported. DfT will continue to be responsible for statutory blight compensation.
- 30 As part of the further review government may decide to alter the route or upgrade existing routes which would require additional land take and would be likely to be subject to further safeguarding or compulsory purchase of properties along those routes.
- 31 In addition the reference to a new line across the Pennines does not make it clear where this will run and work will need to be undertaken by Network Rail and Transport for the North to find an engineering solution which minimises impact on the city.

What are the key risks and how are they being managed?

- 32 That it is not possible to agree an alternative solution with government. A dialogue is to be established with DfT to review their evidence base for the conclusions of the IRP and share the evidence for alternative solutions working collaboratively.
- 33 That DfT determines that the recommendations of the IRP will be implemented leading to further blight of additional areas of the city. This would need to be managed through a formal objection to the consenting process for any future scheme through the prescribed Statutory route.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- 34 Increasing rail capacity supports the inclusive growth agenda by supporting the delivery of 21st century infrastructure, maximising the economic benefits of culture and doubling the size of the city centre through the regeneration of South Bank.
- 35 Leeds station is an infrastructure asset of national significance and has for the past decade consistently been the busiest station in the north of England. In October 2021 Station usage was higher than Oct 2019. Investment in the station will increase capacity and facilitate post COVID economic recovery. This supports the climate emergency and provides a realistic alternative to private vehicle usage.
- 36 This impacts on the Connecting Leeds Transport Strategy and Action Plan (2021-24) presented at the 20th October 2021 Executive Board, which set out the vision for Leeds to be a city where everyone has an affordable, low carbon, healthy and accessible choice in how they travel. A fundamental aspect of this is the ambition to deliver a 100% increase in modal shift towards rail and the development plans for the railway station to meet anticipated growth.

Options, timescales and measuring success

a) What other options were considered?

- 37 Leeds Railway Station sits at the heart of the city centre on a relatively small constrained site and private residential and commercial development is rapidly progressing on sites surrounding the existing railway. To meet the forecast demand for the city the only currently deliverable route which has land safeguarded and an outline design developed is the HS2 route into the T shaped station.
- 38 The delivery of Mass Transit is needed to improve local journeys within the city but will not have the capacity or range to replace the need for heavy rail services into the station.

b) How will success be measured?

- 39 Success in responding to the IRP will be measured by the ability of the city to work in collaboration with DfT to scope and shape the further study into bringing high speed to Leeds and Leeds Station Capacity.

c) What is the timetable for implementation?

- 40 The IRP proposes programmes of rail capacity work over the next 30 years, the implementation of the first phases of Mass Transit in the latter half of the decade but is not clear within what timescale the completion of the study on high speed rail and Leeds Station Capacity will be completed and therefore when certainty will be confirmed on the safeguarding of land in the city.

Appendices

- 41 Equality, Diversity, Cohesion and Integration Screening.

Background papers

- 42 None.