



Director Non-Key Executive Decision Report

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Report to: Director of Creative Sheffield
Date of Decision: 9th March 2017
Subject: Submission of HS2 Route Refinements
Consultation Response (Phase 2)

Which Cabinet Member Portfolio does this relate to? Business and the Economy

Which Scrutiny and Policy Development Committee does this relate to? Economic and Environmental Wellbeing

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given?

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”

Purpose of Report:

To seek approval for the submission of the Council’s response to the HS2 Ltd’s *HS2 Crewe to Manchester, West Midlands to Leeds: Route Refinement Consultation 2016*.

Recommendations:

The Director of Creative Sheffield is recommended to approve the draft consultation response, a copy of which is appended to this report, and direct that this be submitted to HS2 Ltd.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

[Sheffield City Council \(2014\) Response to High Speed Rail Consultation \(Phase 2\)](#)

[HS2 Ltd \(2016\), Sheffield and South Yorkshire Report](#)

[Department for Transport and HS2 Ltd \(2016\), High Speed 2: Crewe to Manchester, West Midland to Leeds and beyond](#)

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Paul Schofield
	Legal: Louise Bate
	Equalities: Annemarie Johnston
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	Lead Officer Name: Jen Rickard
	Job Title: Economic Policy Officer
	Date: 9 th March 2017

1. PROPOSAL

- 1.1 In 2013, HS2 Ltd consulted on Phase 2 of the HS2 route which would extend the HS2 route between London and Birmingham up to Manchester and Leeds. HS2 Ltd's preferred route included a station at Meadowhall.
- 1.2 Leading up to this announcement, the Council had commissioned research which concluded that a city centre HS2 station would generate more jobs and growth compared to a Meadowhall station. As part of its response to the 2013/2014 consultation, the Council submitted a response that put forward a robust case for a city centre station. The response can be summarised as follows:
- International evidence underlines the importance of city centre locations in driving growth. A city centre station would generate more GVA and jobs for the UK: independent economic analysis suggested that an additional 6,500 jobs and £5 billion GVA could be generated if the station was located at Victoria, HS2 Ltd's preferred city centre location at that time.
 - A city centre station would deliver greater economic impact for Sheffield City Region (SCR), given the strong economic links between the different areas of the region. A city centre station would offer excellent connectivity across the city region to allow people to access the benefits of HS2.
 - A city centre station fully aligns with the Council's ambitions outlined in its City Centre Masterplan and long term regeneration strategies.
 - Due to its location, local environment and congestion issues, a parkway station would deliver less economic impact
 - The Meadowhall option would also have a significant impact on key strategic sites in SCR and businesses of national significance.
- 1.3 In 2015, Transport for the North (TfN) was established to transform the transport system across the North. TfN's Northern Transport Strategy Report 2015 recognised the importance of city centre connections and committed to achieving 30 minute journey times between Sheffield, Leeds and Manchester city centres. In Leeds, this resulted in the HS2 station being moved so that it was closer to the existing station. This intensified concerns about the HS2 connection at Meadowhall as it would have meant two major new rail networks serving Sheffield 6 miles apart.
- 1.4 In response to this concern, a local campaign was established including businesses and the local media to press the case for a city centre station.
- 1.5 In July 2016, HS2 Ltd announced that they would be recommending an alternative way for HS2 to serve the SCR area, citing the introduction of Northern Powerhouse Rail (NPR) and concerns about the Meadowhall location as reasons for their change in thinking. This connection will be

a spur running into Midland using 'classic compatible' trains. These are trains that can run on both High Speed tracks and classic tracks so that trains can run off the HS2 network at the Erewash Valley and enter Midland station on an existing rail line.

- 1.6 As well as running into Midland, it is proposed that classic compatible HS2 services will also stop at Chesterfield.
- 1.7 In their July report, HS2 Ltd highlighted how a 'Northern Loop' could enable running high speed trains from Sheffield to Leeds via a dedicated link to the main HS2 line. This link would deliver the NPR ambition for a frequent 30 minute journey time between Leeds and Sheffield as well as providing links to Birmingham. This would require HS2 building a junction off the HS2 route to link trains onto the mainline.
- 1.8 It also proposed moving the route through South Yorkshire to the east, avoiding Meadowhall and the industrial areas surrounding it. This route would run initially parallel with the M18 before heading west across country to re-join the M1 near Wakefield. By moving eastwards, the new proposed route will remove impact on the community of east Sheffield but will impact on communities in Rotherham and Doncaster not affected by the previous route past Meadowhall.
- 1.9 In line with its previous consultation response that advocated for a city centre location, the Council publicly welcomed this announcement.
- 1.10 In November, the Government announced as part of its Command Paper that the Secretary of State for Transport was 'minded to accept' HS2 Ltd's proposals for South Yorkshire as Government's preferred option and was seeking views on this option. This is in line with usual practice for major projects such as HS2. The consultation was announced on the 15th November and runs until 23.45 on Thursday 9th March.
- 1.11 The consultation covers seven route refinements where significant changes to the previous route are proposed. There are three questions that relate specifically to the changes in South Yorkshire:
 - Do you support the proposal to amend the route to serve South and West Yorkshire?
 - Do you support the potential development of a northern junction to enable high speed services stopping at Sheffield to continue further north?
 - Do you support the proposed location of the northern junction in the vicinity of Clayton?
- 1.12 The appended consultation response sets out the Council's position on these proposals, which is based on five principles:

- i) That HS2's economic growth potential is maximised through the selection and design of route and stations;
 - ii) That HS2 fully integrates and complements with Northern Powerhouse Rail with the northern loop and junction in place to enable high speed journeys to continue north of Sheffield;
 - iii) That route and station designs are fully funded to ensure that future capacity and growth in passenger numbers is not compromised;
 - iv) That HS2's growth potential across Sheffield City Region is realised by ensuring appropriate local connectivity is in place and by harnessing the project to drive skills development and stimulate innovation and capacity;
 - v) That the potential negative impacts of the route and station are managed in the most effective way and with appropriate scheduling, good communication and engagement with local partners and a proactive approach to assessment and payment of compensation to affected parties;
- 1.13 It is not obligatory for the Council to submit a response but it provides an opportunity for the Council to put across its views on the proposals as well as shape and influence factors that are not yet confirmed, for example service frequency and capacity at Midland station.
- 1.14 Given that the consultation questions are focused on the principles of station location and route and the actual implications for the station footprint are still to be confirmed, the response does not enter into detail of the impacts around the station. Subject to the Midland proposal being accepted by Government, these details will be explored as the Council begins station masterplanning with Network Rail, HS2 Ltd and TfN. Any implications resulting from the masterplanning process will be considered as part of a separate decision making process.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 A city centre station strongly aligns with a number of key Council strategies. This decision contributes towards the Corporate Plan where there is a stated ambition to have an HS2 connection in Sheffield city centre. A city centre station also aligns with the draft refresh of the City Centre Masterplan, and it is also a key objective within the Sheffield Economic Strategy.
- 2.2 Previous economic forecasting for HS2 Ltd's initial preferred city centre location (Victoria) suggested that a city centre station would generate significant growth in jobs and GVA. Whilst growth and job numbers have not been calculated for the Midland location, it is expected that this will still make a significant impact because the factors influencing jobs and

GVA growth at Victoria are also present at Midland.

- 2.3 The expected jobs growth is significant because the sectors most likely to grow are the Creative and Digital Industries and Business Professional and Financial Services sector businesses because they are particularly attracted to high speed connections in city centre locations. These highly skilled sectors are ones that the SCR economy needs to grow over the next decade in order to close the gap with the national average on productivity and the proportion of highly skilled jobs.
- 2.4 From a transport perspective, the proposals that the response supports will mean an integrated HS2 and NPR station, offering fast connections to London, Birmingham, Leeds and Manchester as well as connections to the East Midlands and wider city region.
- 2.5 In the previous Phase 2 consultation response, the Council highlighted how the initial proposal to site the station at Meadowhall could have significant negative impacts on air quality, given that the area already suffers considerable traffic congestion issues with associated problems of air quality and pollution. A particular concern was that a Meadowhall location was likely to generate significantly more car journeys than a city centre station. Consequently, a proposal for a city centre location for HS2 helps to address this concern, as it will encourage greater public transport use.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 This consultation submission is a response to HS2 Ltd's consultation, which is a public consultation where individuals and organisations can submit their own responses.
- 3.2 The purpose of this consultation is to gauge views on a number of refinements to the Phase 2 route, which includes the station location in Sheffield and the route through South Yorkshire. The main route being consulted on does not pass through the Sheffield boundary and the connection into Midland will be via existing rail lines. Therefore, it is not anticipated that Sheffield residents will be directly impacted by the building of the route.
- 3.3 As the Council is not making the final decision on the route, and the public have their own opportunity to inform the consultation, it is not seen as necessary for the Council to consult at this stage. Subject to the HS2 connection into Midland being confirmed, detailed masterplanning will be undertaken. At this point consultation will be required to understand people's views of any changes to Midland station.
- 3.4 Support for a city centre station can be evidenced and has grown in recent years. As part of the consultation for the draft City Centre Masterplan in the summer of 2013, the public were asked whether they

supported the idea of championing a HS2 city centre station, and 73% of the 400 people who responded did so positively (with 48% saying they strongly agreed). More recently, a local campaign in support of a city centre station was established by businesses and supported by the local media. This included an online poll, where 86% of respondents supported a city centre station.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 By acting as a catalyst for regeneration and jobs growth, HS2 in Sheffield centre has the potential to create new opportunities for Sheffield residents. The addition of the Northern Loop to create a connection to Leeds will bring Leeds within a 30 minute commute from Sheffield, expanding employment opportunities for both cities.

4.1.2 Subject to the HS2 connection into Midland being confirmed, the station environment will have equality of opportunity implications. These will be identified as part of a detailed masterplanning process, which will involve a full assessment of all impacts including equalities.

4.2 Financial and Commercial Implications

4.2.1 There are no direct financial implications arising directly from this consultation response because it does not require the Council to incur any additional cost. Any commitments, financial or otherwise, would be considered through a separate decision-making process at the appropriate time.

4.2.2 In the longer term the realisation of the economic growth benefits described above should bring substantial financial benefits to the city.

4.3 Legal Implications

4.3.1 There no direct legal implications arising directly from this consultation response. Any commitments, financial or otherwise, would be considered through a separate decision-making process at the appropriate time.

4.4 Other Implications

4.4.1 As highlighted in 2.4, HS2 Ltd's original proposal for a station at Meadowhall would have had a negative impact on air quality, given that the area around Meadowhall already suffers from congestion and the air quality implications of this. The forecast increase in private car use would have exacerbated this situation. In contrast, a city centre station would encourage greater use of public transport. Air quality adversely affects human health and has short and long-term health impacts, particularly for respiratory and cardiovascular health, including increased

admissions to hospital. Consequently, supporting the proposals being consulted on will have a positive impact on health inequalities.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 Choose not to support the proposals being consulted upon and continue to push for a city centre through route at Victoria

The Council's original case for a city centre station was based on HS2 Ltd's preferred city centre option, which was the old Victoria station in the city. As a through route, this would have offered optimal service frequency and the location of Victoria offered significant regeneration opportunities. The consultation response makes the point that the Council believes a through route at Victoria is still the optimal solution for Sheffield, but it is acknowledged that this is not being consulted upon. Midland is a significantly better option than Meadowhall given its city centre location and therefore the Council is prepared to support it, based upon a set of principles set out in 1.12. It is also worth noting that some of the perceived drawbacks of Midland compared to Victoria are related to issues not yet confirmed – for example service frequency will be subject to further discussions with HS2 Ltd and will also be impacted by the decision as to whether to build the Northern Loop.

5.2 Do not submit a response

The Council would have had no opportunity to highlight the importance of a city centre connection for the SCR economy. Not submitting a response would have also neglected issues relating to the Northern Loop and capacity and connectivity at Midland, which are essential to address in order to maximise the benefits of HS2.

6. REASONS FOR RECOMMENDATIONS

6.1 The Council has consistently been committed to the principle of a city centre HS2 station. Whilst Victoria offered some benefits particular to its location, the majority of the opportunities it presented are also opportunities at Midland, which HS2 Ltd now proposes. These opportunities exceed what a parkway station at Meadowhall could have offered. In addition, the proposed HS2 link can align with plans to bring NPR into the same location. Submitting a consultation response allows the Council the opportunity to support the proposed station location, as well as highlight areas where it wishes to work closely with HS2 Ltd in establishing the detail behind the proposals – in particular service frequency and station capacity.