



Department
for Transport

High Speed Two: Eastern Leg Rolling Stock Depot Consultation Response

Moving Britain Ahead

July 2018



High Speed Two: Eastern Leg Rolling Stock Depot Consultation Response

Presented to Parliament
by the Secretary of State for Transport
by Command of Her Majesty

July 2018



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Foreword



Today I am announcing my decision that the Eastern Leg Rolling Stock Depot (ELRSD) for HS2 Phase 2b should be located to the east of Leeds. The depot will be used for stabling, maintaining and servicing high speed trains. This consultation response addresses substantive issues over operational efficiency and concerns raised by the Crofton community over the 2013 and 2016 proposals which sited the depot south of New Crofton, West Yorkshire.

In July 2017, the Government set out its decisions on changes to the Phase 2b route. One of these decisions confirmed the M18 / Eastern Route, which moved the route from passing west of Crofton to passing east of Crofton. That increased the impacts of the previously proposed depot location at New Crofton, and meant it was no longer as operationally efficient. Accordingly, and based on HS2 Ltd advice, a consultation was launched on a new location for the depot at a site east of Leeds in the Aire Valley and adjacent to the M1.

I am grateful to everyone who took the time to respond and give us their views. Every response has been reviewed and the views expressed taken into consideration in making a decision on the location and alignment of the depot. Concerns were expressed about the alignment of the depot in relation to local plans to develop the nearby land, however, overall the consultation showed wide support for the new location of the depot. HS2 Ltd believe that concerns about the depot's impact on development land can be substantially addressed, and will engage with stakeholders to support the key local regeneration proposals.

This document sets out the Government's response to the consultation and my decision to locate the Phase 2b ELRSD east of Leeds in the Aire Valley adjacent to the M1. This, together with the decisions on the route announced last July, will be part of the Phase 2b hybrid Bill.

A handwritten signature in black ink, appearing to read 'Chris Grayling'.

**The Rt Hon Chris Grayling MP,
Secretary of State for Transport**

Executive summary

- 1 In July 2017, the Government published “*High Speed Two: from Crewe to Manchester, West Midlands to Leeds and beyond, Phase 2b Route Decision*”, confirming the HS2 Phase 2b route whilst also announcing a consultation on the location of the Eastern Leg Rolling Stock Depot (ELRSD) in the Aire Valley adjacent to the M1, to the east of Leeds.
- 2 The Secretary of State is grateful to local authorities, the Local Enterprise Partnership, businesses, organisations, communities and members of the public who responded to the consultation. The consultation closed on 12 October 2017 and there were 293 responses¹. Both individual and stakeholder responses indicated broad support for locating the depot in the Aire Valley adjacent to the M1, to the east of Leeds. The consultation sought the views of the public and gathered information to allow the Secretary of State to make an informed decision on the location of the depot.
- 3 Today, the Secretary of State is confirming the depot will be located on the site east of Leeds, as consulted. The Secretary of State has considered advice from HS2 Ltd and responses to the 2017 consultation in coming to his decision. In response to concerns raised during consultation by local developers, land owners, Leeds City Council, and other interested parties, who wish to develop adjoining parts of the land, HS2 Ltd has adjusted the land boundary for the site near Leeds. The new boundary better suits the development requirements. HS2 Ltd will work with developers and the local council during the development of the hybrid Bill proposals to identify where further adjustments can be made to minimise the requirement for development ready land.
- 4 The Secretary of State believes that the east of Leeds site is the most suitable option for the depot as it:
 - fits physical and operational requirements with capacity for 38, 200m units
 - is situated close to Leeds station, which reduces the length of empty coaching stock movements to the depot, although further stabling provision will be required for four units at York under current assumptions
 - removes the impact of the depot on Crofton residents and has a lower impact on the area east of Leeds
 - reduces the impact on Grade I listed Nostell Priory and the Grade II listed surrounding parkland
 - has the potential for the depot layout to be optimised, in consideration of local regeneration ambitions and the operational requirements of the depot

¹ 12 additional responses were received after the consultation closing date. These responses were not included in the formal analysis but were reviewed by HS2 Ltd, no new information was contained within the responses.

- 5 The Secretary of State will update safeguarding directions to reflect the depot's new location in due course.
- 6 By locating the depot east of Leeds, the short spur and high level junction around Crofton and the A638 are no longer required. The HS2 mainline will continue to cross the A638 on a viaduct to the east of Crofton. The detailed design of this viaduct will be worked up as part of the hybrid Bill development phase, and mitigations can be considered through the Working Draft Environmental Statement consultation.
- 7 HS2 has understood and responded to concerns about the east of Leeds depot access spur over the River Aire and the Aire and Calder Navigation. By changing the viaduct's crossing point, the skew is reduced and the widest part of the navigation avoided, removing some of the impacts. This in line with proposals by suggested by the Canal and Rivers Trust, the Inland Waterways Association and other relevant stakeholders.

1. Introduction

Background

- 1.1 In 2013, the Government consulted on the HS2 Phase 2b route, which runs from Crewe to Manchester on the Western Leg and the West Midlands to Leeds on the Eastern Leg. In November 2016, the Government confirmed the majority of the Phase 2b route. However there were seven proposed significant changes to the route which required consultation prior to a decision being taken. One of these proposed changes was a route realignment on the Eastern Leg, changing how HS2 trains could serve South Yorkshire. This was called the M18 / Eastern Route refinement, from Derbyshire to West Yorkshire.
- 1.2 In 2013 and in 2016 it was proposed that the rolling stock maintenance and stabling depot, known as the Eastern Leg Rolling Stock Depot (ELRSD), should be located at a site near New Crofton, east of Wakefield with a short spur from the HS2 mainline. The New Crofton site was initially identified by HS2 Ltd as it was a good fit with the engineering and design requirements, and was classified as a Regeneration Priority Area.
- 1.3 Over the course of the 2013 and 2016 consultations, and following engagement with communities on the M18 / Eastern Route in the summer of 2016, it became clear that there were substantive concerns about the location of the depot from residents in and around Crofton. In November 2016 the Secretary of State requested HS2 Ltd conduct a study to consider alternative sites for the depot.
- 1.4 In July 2017 the Government confirmed the M18 / Eastern Route which meant that the HS2 mainline would pass to the east of New Crofton, rather than the west, as had been proposed in 2013. This change altered the access to the depot.
- 1.5 As a result it appeared likely that the depot would have a greater impact on the local community, leading to concerns that it would surround the village with rail infrastructure. Furthermore the new access to the site reduced the operational efficiency of the depot. In July 2017 HS2 Ltd proposed an alternative site for the depot, moving it to a brownfield site to the east of Leeds in the Aire Valley, adjacent to the M1.
- 1.6 As part of the July 2017 announcement the Secretary of State consulted on the new option HS2 Ltd had developed for the site east of Leeds. The consultation ran for 12 weeks and closed on 12 October 2017.

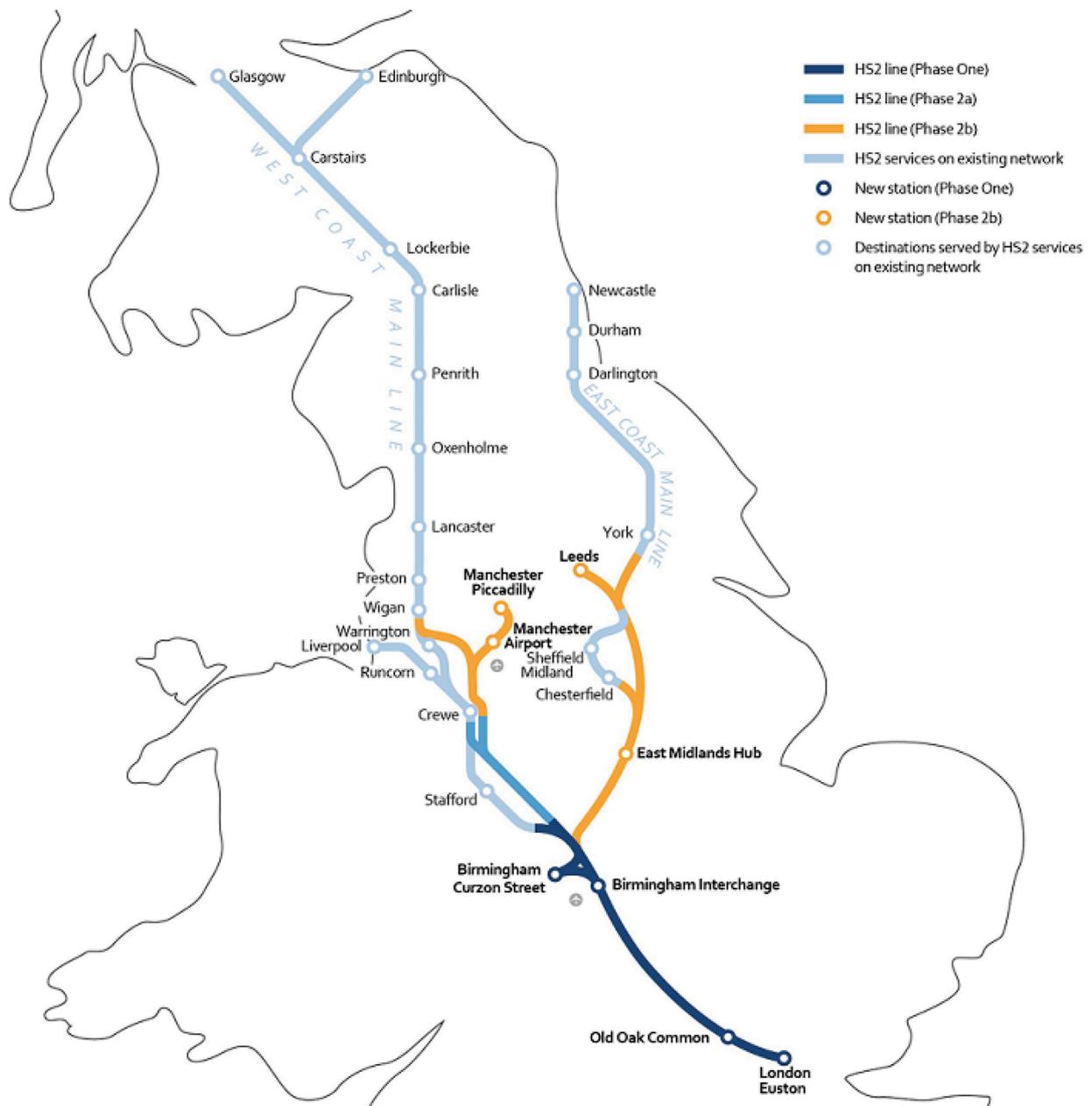


Figure 1: The HS2 Y network

2. 2013 to 2017 summary of proposals

What the Government proposed in 2013

- 2.1 In 2013 it was proposed that the Eastern Leg Rolling Stock Depot (ELRSD) be located to the east of Wakefield and south of New Crofton, as this was an appropriate location to stable and maintain trains terminating at Leeds and York. This location was operationally efficient, with the Meadowhall route alignment where the HS2 mainline passed to the west of Crofton.
- 2.2 The proposed depot site was on a disused coal disposal plant, adjacent to the existing railway line. The site offered a good connection to the HS2 mainline and the existing electrified rail network, providing access to Leeds and the existing rail network. The site was within an area designated as a Regeneration Priority Area, within the green belt, and in close proximity to a country park. The site would have had visual impacts on Crofton. However, on the balance of considerations, HS2 Ltd recommended the site as the 2013 preferred option and Government accepted this recommendation.

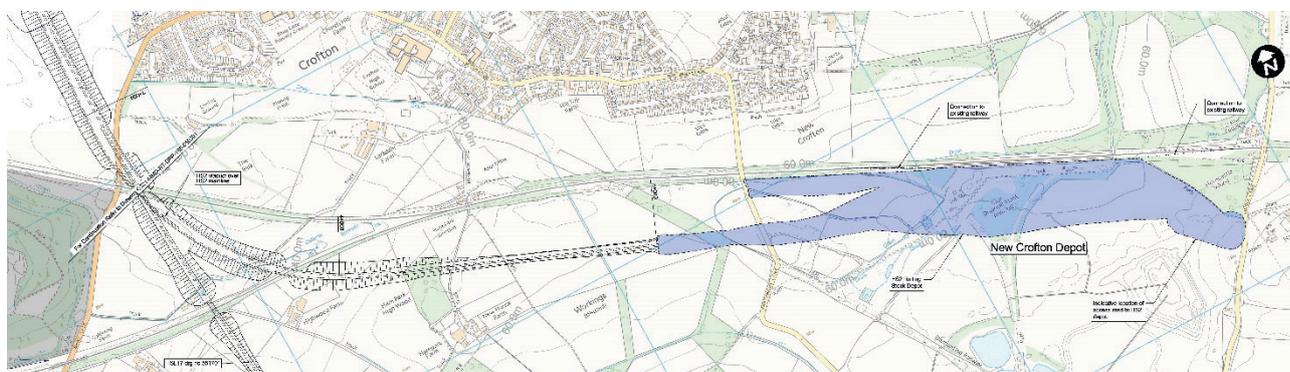


Figure 2: 2013 proposal

What the Government proposed in 2016

- 2.3 Under the proposed changes to the alignment of the Phase 2b route announced in November 2016, which included the M18 / Eastern Route change, the railway would now approach Crofton from the south-east, passing the village to the east as opposed to the west as was the case in the 2013 proposal. It would start to climb to cross the existing Doncaster to Wakefield railway line at a height of 17m. The HS2 mainline would then cross the A638 on a 300m viaduct up to 19m high, resulting in a high level four track junction to serve the depot. The depot was also located further west than the previous 2013 proposal, and the change in access resulted in the depot site being “centre fed” which was sub-optimal from an operational perspective. These changes also presented new and further impacts on the community at Crofton.
- 2.4 In November 2016, in response to these issues, the Secretary of State announced that, HS2 Ltd would look at alternative sites for the depot site taking into account the following key criteria:
- a large, flat site
 - as close as feasible to Leeds, to minimise empty train movements
 - preferably brownfield rather than greenfield site
 - suitable for 24-hour working
 - accessible to workers and local transport network

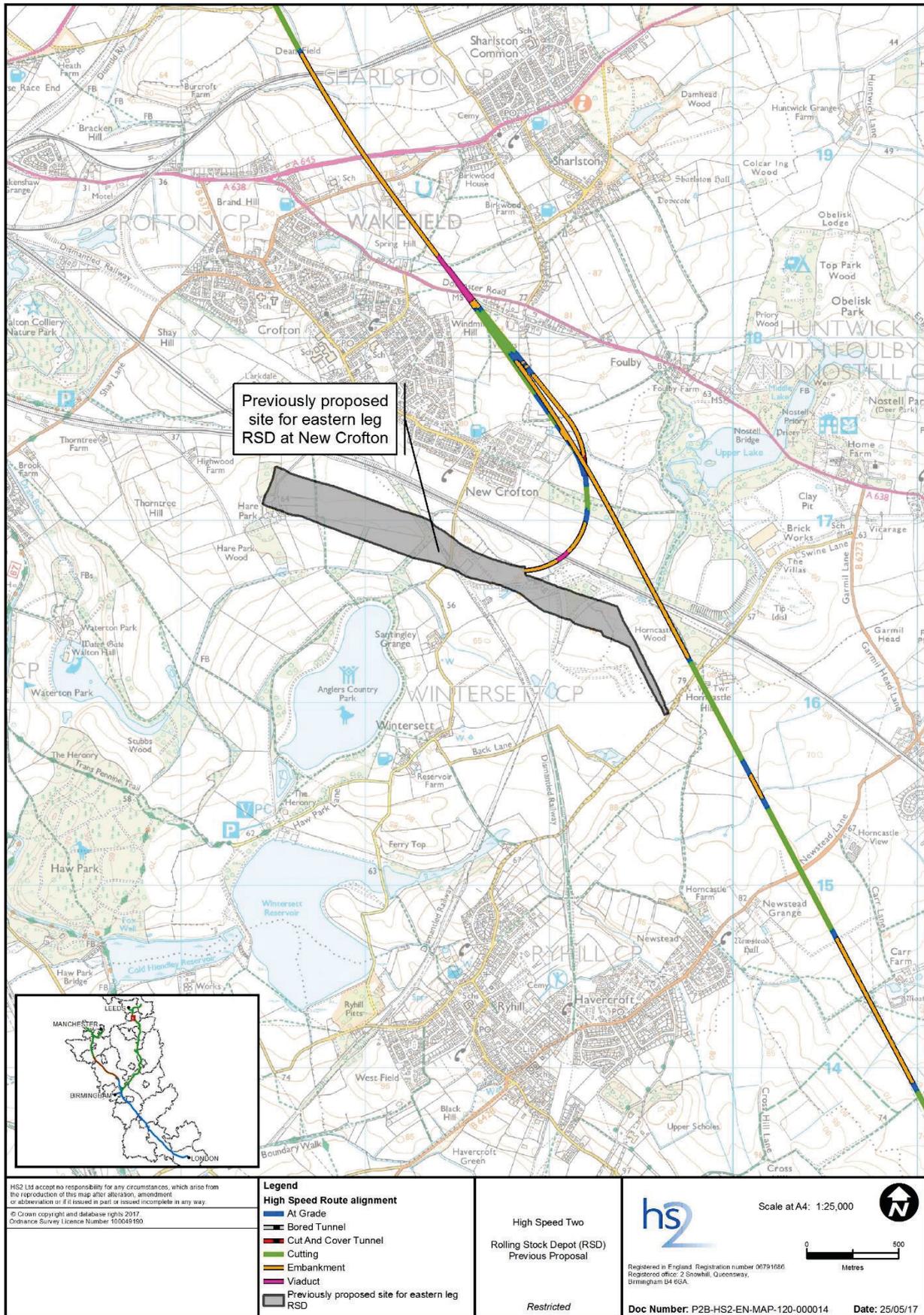


Figure 3: 2016 proposal

Summary of issues from 2013 - 2016

- 2.5 During engagement and consultations, the suitability of the New Crofton site was questioned because:
- the site is currently rural in appearance and rehabilitated after industrial use
 - it would mean the village of Crofton was surrounded on three sides by HS2 infrastructure
 - it was felt that 24 hour working of the depot was not suitable for a rural setting
 - it would isolate New Crofton from villages to the south and west, and disrupt key access roads during construction
 - it impacted on the on Grade I listed Nostell Priory and the Grade II listed surrounding parkland

East of Leeds proposal 2017

- 2.6 As part of the July 2017 route decision, confirming the M18 / Eastern Route, HS2 Ltd advised the Secretary of State to consider a new location for the depot at a site east of Leeds in the Aire Valley adjacent to the M1.
- 2.7 Following this advice, the Secretary of State was minded to agree. In reaching this recommendation, HS2 Ltd identified a range of potential depot locations across the northern section of the Eastern Leg that met the Secretary of State's requirements and were, therefore, potential suitable locations for a depot. In assessing these locations, HS2 Ltd considered the balance between a number of key requirements including environmental impact, cost, operational requirements and engineering complexity. For a site to be potentially suitable, it needed to fit the key criteria as set out in paragraph 2.4.
- 2.8 HS2 Ltd developed options for depots located in Stourton South, Methley Junction, Lofthouse, Woodlesford, and Wakefield Europort, which were assessed and found unsuitable at an early level of design. Options at Normanton, Stourton North 'A', Stourton North 'B', Lofthouse, Hemsworth and east of Leeds were taken forward to the initial shortlist. The final shortlist included options at Normanton, Stourton North 'A', and east of Leeds. The New Crofton option was used as a comparator at every stage.
- 2.9 The sites that were sifted out at this stage were removed due to one of, or a combination of different factors². In summary these were:
- longer distances for empty rolling stock to return from service
 - site locations more remote from large urban areas
 - proximity and access to existing highways
 - potential of flooding impacts
 - no operational improvement over Crofton

² HS2 Ltd Advice to Government: Eastern Leg Rolling Stock Depot Consultation, page 9 shows the detailed summary: <https://www.gov.uk/government/consultations/hs2-phase-2b-eastern-leg-rolling-stock-depot>

- sustainability impacts and greenfield location
- impacts of the junction off the HS2 mainline
- highways impacts
- higher cost, sustainability impacts, and proximity to communities
- additional maintenance sidings would be required on the mainline, which could not be accommodated in the depot footprints

2.10 HS2 Ltd advised that the east of Leeds site fitted the key requirements laid out by the Secretary of State, whilst also having operational improvements, and reduced the impacts on local communities and the environment. The site met the Secretary of State's requirement for the depot to be located on a brownfield site, and had a further advantage of good highway connections as a result of its proximity to the M1 junction 45. The site also had operational benefits, largely due to its closer proximity to Leeds Station, where trains will be terminating, reducing the distance of empty coaching stock movements to and from the depot each day. The site also had planning consent for a large area of commercial development and was part of the Aire Valley Action Plan.

2.11 However, as a result of its location on the Leeds Spur, trains terminating in York could not be stabled in the depot, resulting in the necessity to find another site to stable some empty HS2 trains each night. HS2 Ltd proposed that these trains would be stabled in current or adapted facilities near York on the existing network.

2.12 On the balance of considerations, the Secretary of State agreed that the east of Leeds site was the best of those considered, and in summer 2017 the Secretary of State launched a consultation on the proposal.

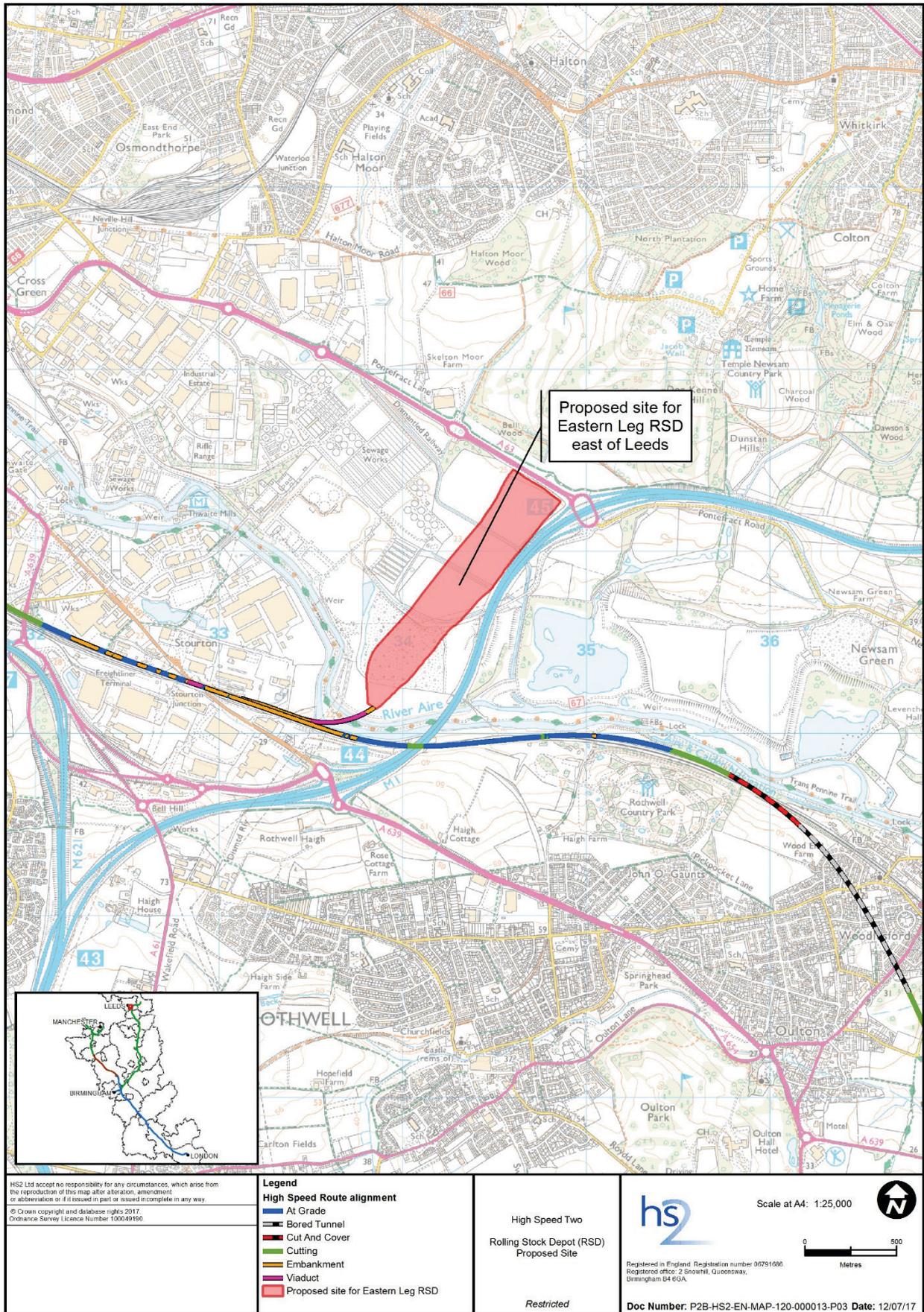


Figure 4: Proposed site of the site east of Leeds ELRSD (2017 consultation proposal)

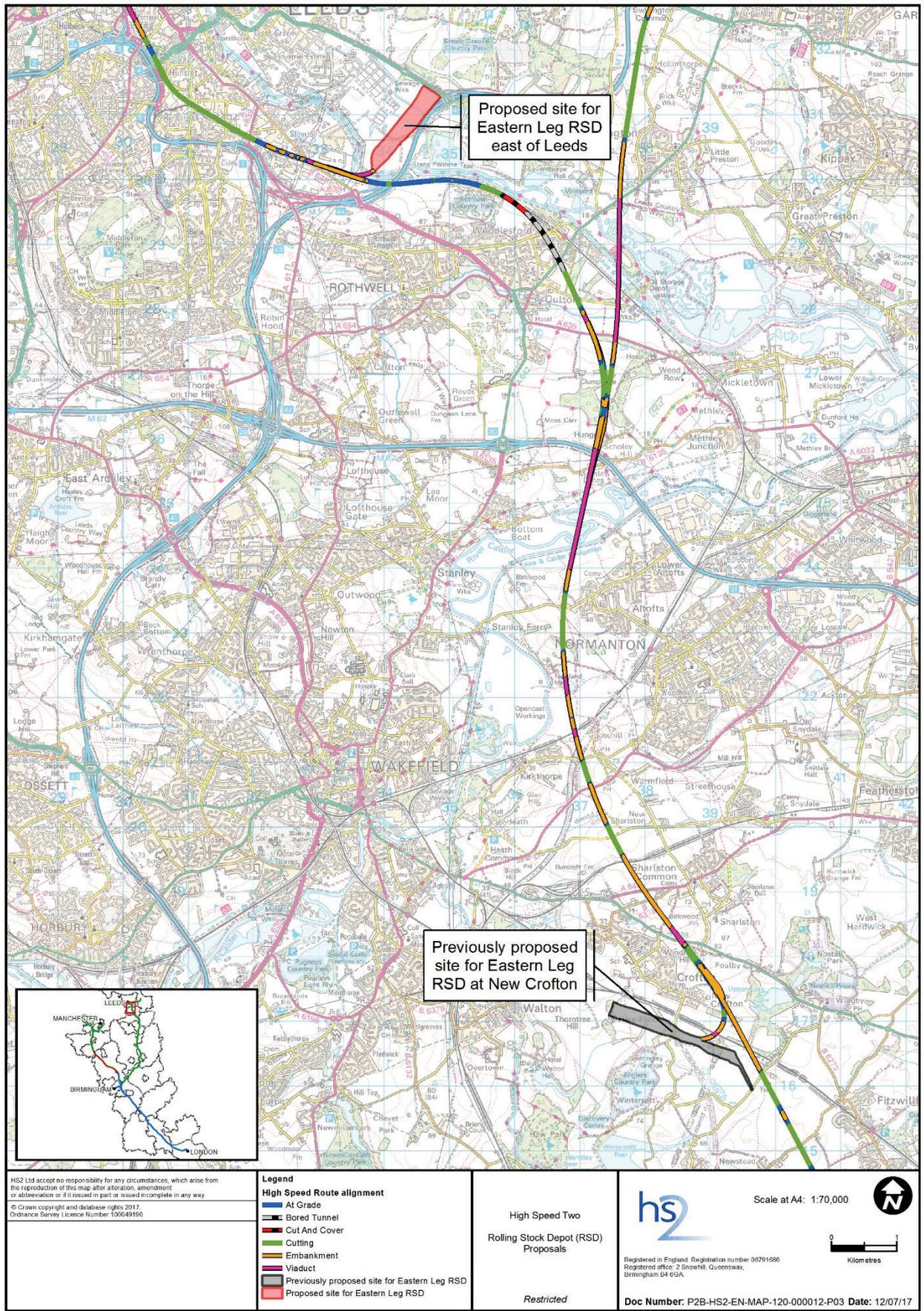


Figure 5: East of Leeds site in relation to previous proposal in Crofton

3. East of Leeds consultation

Question: East of Leeds site

- 3.1 The “*Phase 2b Eastern Leg Rolling Stock Depot Consultation*” in July 2017 sought comments on the proposed change of location (see Figure 2 below) and asked the following question

Do you support the proposal to locate the Eastern Leg Rolling Stock Depot on a site east of Leeds in the Aire Valley adjacent to the M1? Please indicate whether or not you support the proposal, together with your reasons.

What you said in response to the 2017 ELRSD consultation

- 3.2 A total of 293³ responses were received, 194 (two thirds) made positive comments about the proposal to relocate the rolling stock depot to a site east of Leeds in the Aire Valley. In contrast, 56 respondents made negative comments. There were 32 responses that put forward recommendations changing the configuration of the depot or suggesting how best to manage impacts or proposing alternative locations.
- 3.3 Many respondents supported the new site as it would remove impacts from Crofton, and address residents’ concerns about HS2 infrastructure surrounding the village, 24 hour operation of the site, and access to local amenities such as foot paths and green space. Although the National Trust remained concerned about the HS2 mainline, it supported the proposals to move the depot. In particular it noted the reduction of impacts on the Grade I listed Nostell Priory and its Grade II listed surrounding parkland. A number of respondents supported the east of Leeds site, due to it being a brownfield site in an already industrial area with highway access. There was support for the economic benefits of the east of Leeds site and for jobs in the region, as well as better construction access to the site and operational improvements for the railway.
- 3.4 Stakeholders including Leeds City Council, land owners and other interested parties expressed concerns about the proposed location of the depot, in particular the impact it would have on existing development proposals on the site and on nearby land. Respondents commented that the depot would have an impact on jobs and business rates generated by the development. There were also concerns about environmental impacts on the River Aire and the Aire and Calder Navigation. Other concerns related to the potential impact on local amenities, including the Trans-Pennine Trail, and the potential impact on Temple Newsam House and Gardens.

³ 12 additional responses were received after the consultation closing date. These responses were not included in the formal analysis but were reviewed by HS2 Ltd, no new information was contained within the responses.

- 3.5 Some technical feedback received related to the nature of the ground conditions on the site. Highways England raised a number of points for consideration around the site proposal, including the proximity of the site footprint to land owned by them, the impact on the existing park and ride facility on the site, and planned future upgrades to roads in proximity to the site. Further organisations, including Network Rail and North Yorkshire County Council supported the proposals, but questioned provision for stabling of services in York. In the case of Network Rail, the expected impact on the existing rail network in the proximity of the depot was also agreed.

Alternative options that were considered

- 3.6 There were two principle alternative site locations that were suggested by respondents to the consultation. HS2 Ltd appraised these two options against the comparator of the east of Leeds site. An analysis of the two alternative site locations can be found in the chapter 5 of the "*HS2 Ltd Advice to Government: Eastern Leg Rolling Stock Depot Consultation*". Below is a summary of the two options from the report.
- 3.7 Ossett - The first was the disused Healy Mills Goods Yard at Ossett, Wakefield. Respondents suggested that this site could have strategic benefits in the future, as it has good connectivity to Leeds and Manchester. HS2 Ltd's assessment found that this site would present a significantly worse option than the east of Leeds site, with higher sustainability impacts, engineering complexity, community impacts, and expected increased costs. It would also be a worse strategic fit, and likely more challenging from an operational perspective.
- 3.8 Ryhill – the second suggestion, referred to as Ryhill, was for a depot to the south of the previously proposed New Crofton site, near to the communities of Havercroft and Ryhill. HS2 Ltd's assessment of this option is that, when compared with the east of Leeds site, it would perform worse from an operational perspective, it would have a higher overall cost, significantly worse community and sustainability impacts and some challenging engineering elements. Finally, it failed to meet specifications over size and the land it would be constructed on.

Suggested changes within the Leeds site

- 3.9 Some respondents suggested alternative configurations of the proposed depot layout, within the larger area of development land in which the site is situated, with the aim of reducing impacts on existing proposed developments. Several configurations were suggested for the depot, including suggestions of smaller depots, and those with a greater rotation to configure the depot away from the prime development areas adjacent to the M1 junction 45. Proposals were made by Aire Valley Land LLP and Leeds City Council with the intention to minimise the amount of land being used for the depot within the development site, a key impact raised in the consultation process. HS2 Ltd developed the proposals up to a level where they could be compared with the consultation proposal with a focus on operational and engineering requirements.
- 3.10 HS2 Ltd found that these designs were operationally inefficient and did not satisfy the stabling, capacity or movement requirements for the depot. Nonetheless, the principle of reducing the direct impact on the key development land adjacent to the M1 was factored into the HS2 Ltd proposals.

- 3.11 As part of the work to develop the design of the depot and to take into account updated requirements, HS2 Ltd developed a number of potential options to identify the optimum operational layout. These were sifted down to three options:
- Option A consisted of a stabling area at the northern end, a train shed on the southern end and maintenance facilities in separate buildings meaning trains needing maintenance would need to enter the main stabling area before reversing into the facilities.
 - Option B had a similar layout to Option A, with separate stabling facilities causing similar reversing issues as in Option A. This option would also a larger amount of the wider site.
 - Option C included a main stabling area for all 38 trains including a maintenance facility and with all stabling roads leading to a headshunt allowing trains to reverse into the maintenance facilities.
- 3.12 Option C was preferred by HS2 Ltd due to its compliance with enhanced depot requirements and standards, efficient use of the development land remaining within the boundary.
- 3.13 Additionally HS2 Ltd conducted a feasibility study on the above depots options, identifying whether they could each be reoriented within the wider site to reduce the impact on the key development land. HS2 Ltd found that these depot options A and B impacted on the A63, and development land on the other side of the road, some versions also impacted an operational water treatment facility. As a result of the impacts they were not taken forward.
- 3.14 HS2 Ltd therefore recommended Option C as the preferred operational layout.
- 3.15 Respondents also suggested alternative approaches from the HS2 mainline. The consulted option included a viaduct across the River Aire, and Aire and Calder Navigation, at a significant skew. The view of the Canal and Rivers Trust, the Inland Waterways Association and other relevant bodies is that this skewed crossing would have significant impacts on the watercourses, and suggested alternative approaches that reduced this impact. This has been considered by HS2 Ltd, and the new approach to the depot has been refined to address some of these comments.

4. Government response

- 4.1 The Secretary of State has reached a decision on the site of the ELRSD following the July 2017 consultation. This decision draws on the evidence prepared ahead of the consultation, on consultation responses and on other input from stakeholders, as well as further analysis undertaken in light of these responses. In reaching his conclusion, the Secretary of State considered the alternative sites for the location of the depot. However, the sites were found not to be as suitable as they did not meet the key criteria for the depot when compared to the east of Leeds site and would have had greater impacts on communities, the environment and may have resulted in higher cost impacts.
- 4.2 The Secretary of State's decision is to confirm the relocation of the ELRSD to the east of Leeds site, in the Aire Valley adjacent to the M1, with a configuration designed to reduce the impact on the development land.
- 4.3 The Secretary of State believes that the site east of Leeds remains the most suitable option for the depot as it:
- fits physical and operational requirements with capacity for 38, 200m units
 - is situated close to Leeds station, which reduces the length of empty coaching stock movements to the depot, although further stabling provision will be required for four units at York under current assumptions.
 - removes the impact of the depot on Crofton residents and has a lower impact on the area east of Leeds
 - reduces the impact on Grade I listed Nostell Priory and the Grade II listed surrounding parkland
 - has the potential for the depot layout to be optimised, in consideration of local regeneration ambitions and the operational requirements of the depot
- 4.4 The Government and HS2 Ltd are aware that there are some impacts and concerns with the location, despite the desirable characteristics of the site, raised during consultation. In response to this, taking account updated requirements and lessons learned from Phase One of HS2, the Secretary of State has decided to adjust the boundaries of the depot site, to give an indication of land take currently expected to be required, as seen in figure 6 below. Further work will be undertaken as the design is developed for the Phase 2b hybrid Bill. Whilst the new boundary does take a greater amount of the land currently planned for development in total, changes to the parcels affected mean it has the potential to work better with regeneration plans currently underway by developers. HS2 Ltd will work with the Local Authority and developers to optimise the location of ancillary depot infrastructure and construction requirements in order to minimise the impacts on development ready land.

- 4.5 We understand that the siting of the depot reduces the amount of development land available in the Leeds City Region Enterprise Zone (LCREZ) and potentially impacts upon the anticipated benefits from the Enterprise Zone. We will work with Ministry of Housing, Communities and Local Government and HS2 Ltd in exploring options with Leeds City Council and its partners in the Local Enterprise Partnership, to explore the options to ensure that the benefits from the LCREZ can be maintained.
- 4.6 HS2 Ltd will develop options for the outstabling of services terminating at York, and will engage with Network Rail as part of this work. This will form part of the wider stabling and circulation plan for HS2 trains on the Eastern Leg which may also include stabling on the existing network.
- 4.7 The Secretary of State acknowledges the points made in response to the consultation about the previous proposal's impact on Crofton. To that end, moving the depot to the Aire Valley removes the high level junction and spur from the Crofton area. This means less land needs to be taken and there will be reduced noise and visual impacts in this area. Safeguarding for the site and associated infrastructure near New Crofton will be removed as part of the HS2 Phase 2b safeguarding update which will take place in due course.
- 4.8 By locating the depot east of Leeds, the short spur and high level junction around Crofton and the A638 are no longer required. The HS2 mainline will continue to cross the A638 on a viaduct to the east of Crofton. The detailed design of this viaduct will be worked up as part of the hybrid Bill development, and mitigations can be considered through the Working Draft Environmental Statement consultation.
- 4.9 In order to bring forward appropriate mitigation to the east of Leeds site, responding to concerns from residents about the construction and operational impact of the depot, HS2 Ltd will be undertaking further work and an Environmental Impact Assessment (EIA). This will enable an understanding of the operational and environmental impacts that were identified and possible mitigations, including:
- impact on local amenities, such as the Trans-Pennine Trail
 - engagement with the Environmental Agency during the entire process on the ground conditions of the site
 - engagement with Highways England over their concerns
- 4.10 HS2 has understood and responded to concerns about the east of Leeds depot access spur over the River Aire and the Aire and Calder Navigation. By changing the viaduct's crossing point, the skew is reduced and the widest part of the navigation avoided, removing some of the impacts. This in line with proposals by suggested by the Canal and Rivers Trust, the Inland Waterways Association and other relevant stakeholders.

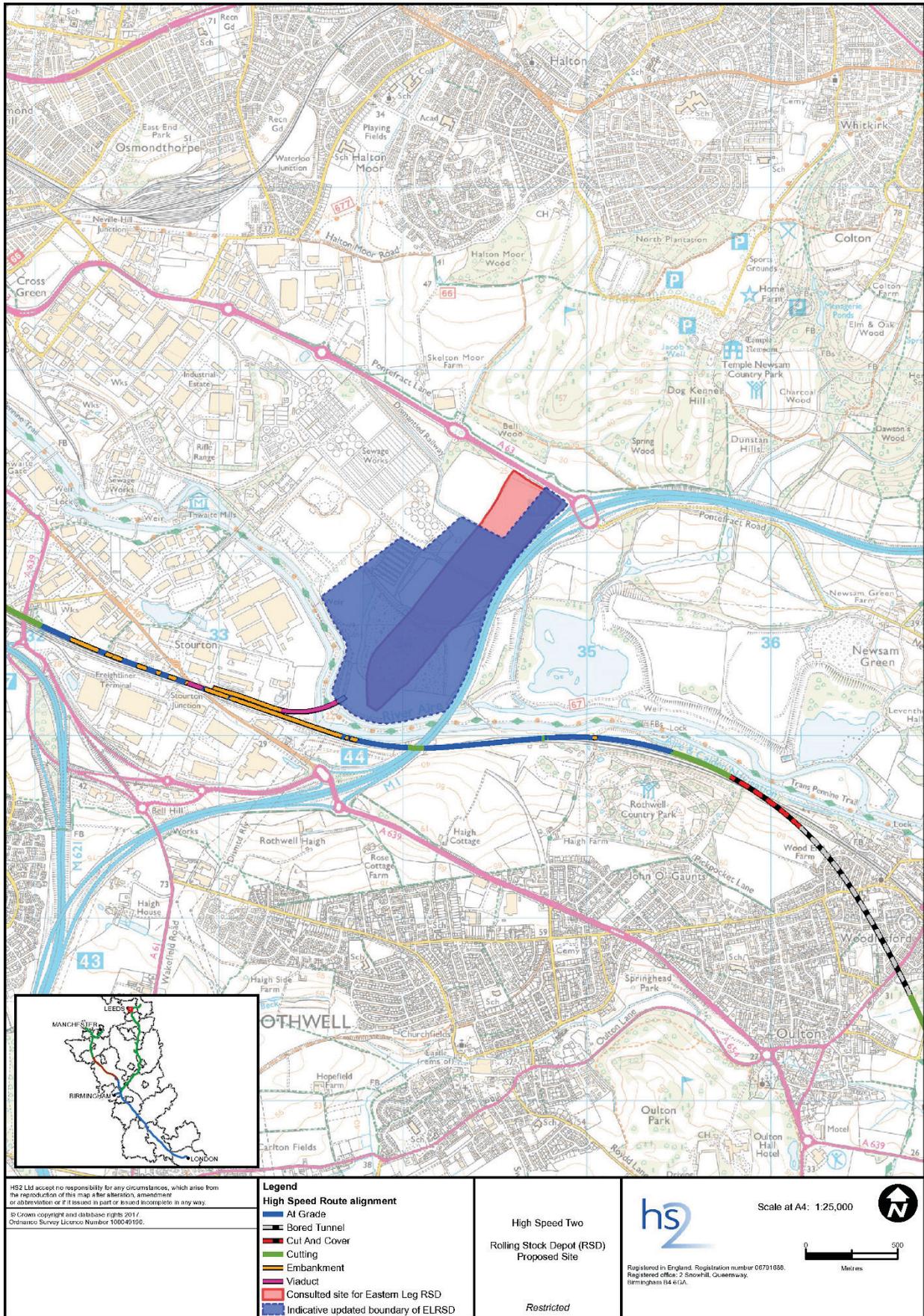


Figure 6: Indicative depot land boundary new land take of east of Leeds

Annex: Approach to consultation

The consultation was organised and managed by HS2 Ltd on behalf of the Department for Transport (DfT). An independent company, Ipsos MORI was commissioned by HS2 Ltd to manage the consultation, analyse the responses and produce a report. The Ipsos MORI report is available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-eastern-leg-rolling-stock-depot>

The consultation was publicised on the www.gov.uk website as well as via letters and leaflets sent to all properties within 1km of the proposed route. Information on the consultation was also sent to local authorities, Parish Councils, statutory and technical consultees and other stakeholders in the vicinity.

Copies of the consultation documents were made available at council offices, libraries and Citizens Advice Bureaux along the route. In addition, adverts were placed in local papers and online to further publicise the consultation and details were included in supporting information made available during a series of engagement events along the Phase 2b route. A Written Ministerial Statement was laid in Parliament announcing the start of the consultation and a press release was issued by DfT.

Methodology and response process used by Ipsos MORI

Ipsos MORI received the consultation responses via multiple response channels (web form, email and Freepost) and processed them using the following four stages

- 1 Receipt and digitisation of all responses: to a consistent digital format, with supervision and quality checking of the transcription process to ensure accuracy.
- 2 The development of an analytical framework: to enable a team of analysts to categorise all responses according to the issues they raise.
- 3 The application of the analytical framework: a systematic process of applying the analytical framework to all responses, with quality checking to ensure accuracy.
- 4 Reporting: the translation of the analysed data into a report which presents a summary of the issues raised in the consultation.

The summary report produced by Ipsos MORI does not make recommendations or seek to draw conclusions from responses; attempt to respond to comments made by respondents; or seek to verify or pass judgement on the accuracy of comments made by respondents. Its purpose is to organise, analyse and report on the responses received and provide results in a format that is as accessible as possible for the general public, stakeholders and for decision makers in Government.

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