Proof of Evidence of The Leeds Railway Station (Southern Entrance) Order

( LSSE.PTE/P/1.1)

Proof of Evidence TWAO Joint Scheme Promoter
November 2012
Network Rail
Stephen Hind
# Table of Contents

1 Introduction
   1.1. Qualifications and Experience
   1.2. Scope of Evidence
   1.3. Response to Statement of Matters
   1.4. Glossary

2 Network Rail Legal Basis
   2.1. The Network License
   2.2. Funding

3 Developing the Rail Network
   3.1. Government Policy
   3.2. Railways Act 2005 Statement
   3.3. Wider Rail Policy

4 Developing Leeds Station
   4.1. Introduction
   4.2. Needs for a Southern Entrance
   4.3. Development of the Preferred Option

5 Leeds Station Management
   5.1. Introduction
   5.2. Managing the Station with the Southern Entrance
   5.3. Responding to Objectors Concerns

6 Conclusion
1 Introduction

1.1 Qualifications and Experience

1.1.1 My name is Stephen Hind. I have a degree in Accountancy and Business from the University of Northumbria in Newcastle and am a qualified Chartered Management Accountant. I am the Route Enhancement Manager for Network Rail London North East Route and have 10 years experience gained in the transport industry.

1.1.2 I am responsible for the promotion and management of enhancement projects on the London North East Route. This involves accountability for the development of external investment into the rail industry; including the protection of railway assets and passenger interests during planning and delivery. I am also accountable for the consolidation of multiple projects into strategic master plans to optimise their benefits.

1.2 Scope of Evidence

1.2.1 My evidence explains the need for this project in the context of the Government's policies and plans to increase rail services across the UK. The proof is set out in four sections.

1.2.2 Section 1 sets out Network Rail's duties and obligations under its Network Licence.

1.2.3 Section 2 sets out the Government’s requirements for increased rail services and passenger growth and how Network Rail is responding to this in terms of increased rail infrastructure and improved station facilities.

1.2.4 Section 3 explains: why the proposed southern entrance to Leeds station is required to meet the projected growth in the use of the station, why it will improve the functioning of the station, and why it also meets the plans and requirements of the wider city beyond the environs of the station. It also explains the development and consideration of options.

1.2.5 Section 4 explains how day to day management of the station will ensure that the new station entrance will meet all the necessary safety demands placed upon it such as high peak passenger flows, inclement weather and other extreme events. It also addresses concerns raised in respect of lighting, public address announcements and crowd management.

1.3 Response to Statement of Matters

1.3.1 In this proof I will deal with the following matters raised by the Secretary of State

- The aims and objectives of, and the need for, a new station entrance on the southern side of Leeds Railway Station ("the scheme").

- The justification for the particular proposals in the draft TWA Order, including the anticipated transportation, regeneration and environmental benefits of the scheme.
The main alternative options considered by the promoters or proposed by objectors and the reasons for choosing the proposals comprised in the scheme.

1.4 Glossary
This Proof of Evidence uses the abbreviations as contained in the overall Glossary (LSSE.PTE/P/8.1)

2 Network Rail Legal Basis

2.1 The Network Licence

2.1.1 Network Rail owns and operates the heavy rail infrastructure network of Great Britain. Its purpose is to deliver a safe, reliable and efficient railway for Great Britain.

2.1.2 Network Rail is primarily responsible for the operation, maintenance, repair renewal and enhancement of track, stations, signalling and control equipment. Train services on the network are operated by train operating companies to which Network rail, as facility owner of the network, grants rights to use the network in the form of track station and depot access agreements approved by the Office of Rail Regulation (ORR).

2.1.3 The activities of Network Rail as network operator are regulated by the ORR by means of a network licence granted under section 8 of the Railways Act 1993 (as amended by the Railways Act 2005).

2.1.4 Condition 1 of the licence (Network Management) (Ref. LSSE.B26) sets out Network Rail's core responsibilities in operating, maintaining, renewing and enhancing the rail network. The purpose specified in the network licence are to secure:

Purpose

1.1 The purpose is to secure:

a. Operation and maintenance of the network;

b. the renewal and replacement of the network; and

c. the improvement, enhancement and development of the network: in each case in accordance with best practice and in a timely, efficient and economical manner so as to satisfy the reasonable requirements of persons providing services relating too railways and funders, in respect of;

1. quality and capability of the network; and

2. the facilitation of railway service performance in respect of services for the carriage of passengers and goods by railway operating on the network.

General Duty

1.2 The licence holder shall achieve the purposes in condition 1 to the greatest extent reasonably practicable having regard to all relevant circumstances including the ability of the licence holder to finance its licence activity.”
2.1.5 The enhancements of the railway network in the region, including the forward plans to extend and enhance the facilities at Leeds Station and specifically the provision of a new southern entrance to the station, flow directly from the network rails general requirements to ‘improve, enhance and develop’ the network as required by this licence condition.

2.1.6 In each case Network Rail must carry out its responsibilities in accordance with best practice and in a timely manner so as to satisfy the reasonable requirements of persons providing services relating to railways and funders, in respect of quality and capability of the network and the facilitation of railway service performance in respect of services for the carriage of passengers and goods by railway operating on the network.

2.2 **Funding**

2.2.1 Network Rail is a company limited by guarantee; it is a private company operating as a commercial business. We are directly accountable to the members and regulated by the Office of rail regulation (ORR).

2.2.2 The board runs Network Rail to the standards required of a publicly listed company (PLC).

2.2.3 Network Rail’s financing is principally met by money raised from the capital markets.

2.2.4 The High Level Output Specification from the Department for Transports specifies the enhancement outputs to be funded.

3. **Developing the Rail Network**

3.1 **Government Policy**

3.1.1 The Government's strategy for the railways was illustrated in the March 2012 Command Paper ‘Reforming our Railways: Putting the Customer First’. (Ref. LSSE D21). The Command Paper sets out how the passenger and freight railways support the Government's overall transport vision by supporting economic growth, facilitating business, commuting and leisure journeys, providing a more sustainable transport option than road and aviation, and relieving congestion on the road network.

The command paper at paragraph 17 sets out the vision and purpose.

*This government's vision is for a transport system that is an engine for economic growth, is more environmentally sustainable and improves quality of life within our communities. In that context the railway must:*
1. Offer commuters a safe and reliable route to work;  
2. Facilitate an increasing amount of business and leisure travel;  
3. support regional and local public transport as a key means of connecting communities with public services, work places and other economic opportunities; and  
4. transport millions of tonnes of freight around the country, relieving congestion on our road network and helping to meet our environmental goals.

For these reasons government seek to accommodate an increase in rail travel where that is practicable and affordable by providing for extra capacity. “Command Paper paragraph 1.7 & 1.8, LSSE D21)

3.2 Railways Act 2005 Statement

3.2.1 In July 2012 the Government published the High Level Output Specification (HLOS) (Ref. LSSE D29), which forms part of the Railways Act 2005 Statement on HLOS (LSSE D29). HLOS sets out what the Secretary of State wants the railway to achieve during the period covering 1 April 2014 to 31 March 2019. The Government published the Statement of Funds Available (SoFA) as part of the HLOS announcement, which outlines the level of funding which the Government intends to make available over the same period.

3.2.2 The HLOS statement sets out four strategic priorities the government wants to achieve:

i) a central England “electric spine”,

ii) increased capacity and accelerated journey times between key cities,

iii) Improved commuter travel into major urban areas, helping to expand the effective labour market, and helping people to access a wider range of jobs. By boosting rail capacity and capability in west and south Yorkshire, enhancing North-Eastern connectivity and completing the Northern Hub, this investment is expected to unlock major economic benefits in the economies of the northern cities and conurbations; and

iv) Improved railway links to major ports and airports.
3.2.3 The Secretary of State, through HLOS wants to see a significant increase in the carrying capacity of both the freight and passenger railway, to reflect the growth in demand and to relieve crowding. The incremental passenger capacity to be delivered is specified in a capacity metric, setting out the numbers of arriving passengers to be accommodated at Birmingham, Leeds, Manchester and other areas at peak times. This metric is set out below and demonstrates the substantial level of passenger growth anticipated at Leeds station.

### Number of passengers to be accommodated into major cities

<table>
<thead>
<tr>
<th>Major Cities</th>
<th>Peak Three Hours</th>
<th>High-Peak hour</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Forecast demand in 2013/14</td>
<td>Extra demand to be met by 2018/19</td>
</tr>
<tr>
<td>Birmingham</td>
<td>37,500</td>
<td>3,900</td>
</tr>
<tr>
<td>Leeds</td>
<td>25,400</td>
<td>5,100</td>
</tr>
<tr>
<td>Manchester</td>
<td>28,100</td>
<td>6,200</td>
</tr>
<tr>
<td>Others</td>
<td>34,800</td>
<td>4,900</td>
</tr>
</tbody>
</table>

(Ref: LSSE. D29)

3.3 **Wider Rail Policy**

3.3.1 There are a number of rail industry and wider rail stakeholder strategies and plans that set out the strategic context and need for LSSE. A summary of the relevant strategies and plans is set out below.

3.3.2 Network Rail is required to establish Route Utilisation Strategies (RUSs) across the network. The objective of the RUSs is to ensure the effective and efficient use and development of the capacity available on the Network, consistent with funding that is, or is likely to become available during the period of the RUS and with the licence holder’s performance of the duty.

3.3.3 Three RUS documents are relevant to LSSE and each is summarised below:

i) **The Yorkshire and Humber RUS** (Y&H RUS) (Ref LSSE. D14) identifies a gap between current access to the network and what would maximise the access opportunities, and therefore benefits of the rail network. Paragraph 7.2.3, Access to Stations, states that “there will be a continuing need to work with train operators, the PTE’s, local authorities and other stakeholders to maximise access opportunities both within the Network Rail portfolio and beyond it.” LSSE strongly supports
closing this gap by delivering improved access from Leeds station facilitating the development, leisure, business and residential opportunities to the south of the station.

ii) **The Network RUS: Stations** (Ref LSSE D16) considers the need to develop stations across the whole rail network. Table 5.4 of this RUS identifies that by 2031 passenger capacity within Leeds station will be reached. The RUS identifies LSSE as the solution and concludes that the development of the LSSE proposals should continue.

iii) **The Northern RUS** (Ref: LSSE.D12). In the context of this project several conclusions and recommendations from the Northern RUS are relevant:

- Peak demand on all services into Leeds and Manchester is forecast to increase nearly 40 per cent by 2019 and peak growth into all five HLOS cities is expected to be between 56 and 66 per cent by 2029 in the high growth scenario;
- Peak and off-peak crowding on the Leeds-Manchester route taking into account journey time improvements;
- Several infrastructure interventions are recommended to provide sufficient track capacity to accommodate the recommended train lengthening and additional services into Leeds station over the period of the RUS; and
- Enhancements at Leeds, Liverpool Lime Street and Sheffield are needed to allow full implementation of the Northern Hub outputs.

3.3.4 **The Yorkshire Rail Network Study** (Ref: LSSE.D13) adopts a similar forecasting methodology to the Northern RUS, using more recent economic data, and suggests growth of 49% for journeys to Leeds by 2026.

3.3.5 In summary, it can be seen that the development of LSSE aligns with all relevant rail policy. Although the documents make use of differing levels of growth it is clear that all of the documents envisage substantial growth in passenger demand at Leeds station, which will increase pedestrian congestion at the station. LSSE will play an essential role in mitigating this increased congestion.

4. **Developing Leeds Station**

4.1 **Introduction**

The government's plans and policies as laid out in the HLOS are translated by Network Rail into a strategic business plans which are aligned to control periods. Control periods are the mechanism where Network Rail gains funding for 5 year periods. The strategic business plans for each control period 4 and 5(April 2009 – March 2014 & April 2014 – March 2019) identifies a high level funding for the operation, maintenance and enhancement of the network, this includes £60m
(CP4) for enhancements in the Leeds area and Leeds Station. These include infrastructure interventions to allow additional and longer trains to operate in the Leeds area and complement the Leeds Southern Entrance and the emerging master plan for the station. The master plan is looking at work that is planned for the station and also future enhancements that will improve the passenger experience at the station. Research from the Steer Davies Gleave in the Value of Stations Report states the ‘stations are a key point of arrival and departure for many business travellers and other visitors, and the quality of the station environment forms part of the peoples’ overall perception of a town or city. A high quality, well designed station can improve the image of the location it serves, making it more attractive as a place to live, work or invest.’

Station Strategy

The master plan for Leeds Station identifies the need for an additional entrance. The development of the Leeds Southern Entrance will provide an addition entry and exit point to serve the south of the city, where it acknowledges the expansion of Leeds City Centre has expanded and is forecast to continue growing in the immediate future. The location of the entrance has a strategic fit with the capacity works work planned for control period 5 to accommodate longer trains and increased services as specified by the HLOS statement referred to in paragraph [   ]. This will generate additional passengers using the western footbridge which already is a strategic route for passengers using the station

Little Neville Street and Dark Neville Street

The master plan highlights a need to improve Little Neville Street and Dark Neville Street in conjunction with the opening of Leeds Southern Entrance. Plans have been developed with Leeds City Council to improve Little Neville Street. Plans to make initial improvements to the Dark Arches prior to the new entrance opening are also being investigated. The interim improvements could include refurbishment of the frontages to the arches, deep cleaning of the arches, enhanced lighting and surface treatment to delineate safe walking routes for pedestrians. Further plans will be developed to explore the future management and operation of the arches with the potential for a retail led scheme.

Station Signage

The strategy identifies a need to improve signage to the station from the south of the city. This will need to be improved in order to identify a genuine entrance to the station for those that are unaccustomed to Leeds.

4.2 Needs for a Southern Entrance

4.2.1 Leeds railway station is situated on an extensive brick railway viaduct which straddles the River Aire at the station’s location, but also generally transects the entire city centre in the vicinity. The viaduct impedes traffic and pedestrian circulation into the city centre: the only
significant road link in the vicinity of the station being Neville Street, which despite recent renovation, is dominated by traffic and provides a poor quality pedestrian route.

4.2.2 The existing main station entrances are located to the north of the viaduct, primarily feeding City Square and the city centre beyond. Passengers wanting to access or exit the station from the south of the railway currently have no alternative to the existing indirect route through the Neville Street underpass beneath the station and up to the main station entrance on New Street via the ‘Rotunda’ steps.

4.2.3 With many new developments and regenerated areas completed (and others planned) to the south of the railway, especially Holbeck Urban Village and Granary Wharf, there is a need to develop a new entrance which encompasses the approaches from the southern area of the city directly into the station.

4.2.4 The detailed rationale for the siting of the southern access and the pedestrian flow analysis which underpins that decision process is set out in the document “The Leeds Railway Station (Southern Entrance) Order Scheme Location and Design Rationale” (Ref LSSE.A18).

4.2.5 In the report, section 2.2.1.1 “2006 Survey Pedestrian Results” sets out the findings of various pedestrian analyses of passenger flows and demand in and around the station. Key conclusions in respect of the station are that:

- 56% of passengers have to use a footbridge to access their platforms (platforms 9-17);
- Passenger demand by platform showed Platforms 11 to 12 and 16 were the busiest. The Base Data Collection Note observed that the highest platform demands occurred on Platforms 2, 8, 9,11,12,15 and 16 which correlated well with 2006 historic train loading data from Metro;
- For pedestrian demand from the south of the station, the daily number of pedestrian movements was estimated at 10,000, equivalent to approximately 3.5 million trips annually or 12.5% of movements at the station; and
- The proportion of southbound trips via Neville Street was estimated to be higher in the AM peak hours at 15%, 12% in the Inter-peak period and 11% in the PM peak period.

These figures demonstrate that the most effective location for a new station entrance is to provide an exit to service passengers flows to the south of the city. A number of options were considered and evaluated. The main options have been identified below.
4.3 Development of the Preferred Option

4.3.1 The optioneering process is set out fully in “The Leeds Railway Station (Southern Entrance) Order Scheme Location and Design Rationale” (Ref LSSE.A18).

4.3.2 The key findings of the optioneering process are summarised in the Executive Summary. In essence two broad options emerged: River Aire Location and Sovereign Place location. Of these two options (and variants) the current scheme emerged as the preferred option. The plan below shows the key features referred to.

This text summarises the key review findings:

“River Aire Location

As noted at GRIP 1 it is likely that the maximum aggregate journey time benefits would arise from an LSSE location to the west of Neville Street and connecting directly into the station Western Footbridge. Options to the west of the River Aire and particularly those towards Wharf
Approach were considered too remote from the Sovereign street area to offer benefits to those users; whilst any benefit to users in the vicinity of Neville Street may be marginal. Therefore it was concluded that the best LSSE location within Granary Wharf area was immediately adjacent to or over the River Aire as this may provide at least some benefit for all areas south of the station. On this basis Options 1A and 1B were progressed to GRIP3.

**Sovereign Place Location**

Whilst most existing rail user demand is from the east of Neville Street it was considered that a large proportion of this would continue to use the route via Swinegate to the main station entrance rather than LSSE in Sovereign Place. All of the Sovereign Place options considered required significant changes to the existing Barrow-Way, whilst Option 4B also necessitated rebuilding the Eastern Footbridge and Option 4c was dependant on the construction of an elevated walkway over Platform 16. These works would increase scheme costs and disrupt station operations to a greater or lesser degree. Therefore, an option to locate LSSE in the vicinity of Sovereign Place (east of Neville Street) was rejected on the basis of existing station access routes, likely passenger demand, the remoteness of the east end of the station from the majority of train stopping points, disruption during construction and value for money.

4.3.3. The River Aire location was deemed as the optimal solution from a station operations perspective, for the following reasons:-

- The western footbridge already accommodated 59% of passengers at Leeds Station
- It provides the optimal location for the hourly safety and security checks using the existing station operations staff.
- The preferred option is the least disruptive from a construction perspective, as most of the work is remote from the existing network operations

4.3.3 Other options were considered and discounted by the Station management team, these included.

4.3.3.1 New entrance located off Platform 17

- This location would be too remote from the rest of the station, additional station staff would need to be recruited to be able to carry out the necessary security checks
- Platform 17 is a narrow platform and would not be suitable for an entrance that is required to accommodate large numbers of passengers flowing in both directions
4.3.3.2 New entrance from the eastern Footbridge

- The eastern footbridge would need widening to accommodate the predicted passenger flows
- Use of the eastern Footbridge would cause lots of conflicting cross flows at platform level from the eastern to the western footbridge
- The eastern footbridge is only served by stairs and has no escalators or passenger lifts provisions

4.3.3.3 New entrance from the subway

- The ticket gate line would need to be relocated to allow the subway to be accessed
- There is no existing escalator or passenger lift access to the subway
- Opening the subway to each platform via stairs and lifts would further constrain the platforms in terms of capacity
- The subway only goes as far as platform 16 and therefore it would be very disruptive to the station operations to extend it.

The above summary of options considered demonstrated that the current scheme provides the optimal solution for the station and the wider city. This section also addresses the statement of matters [ ].

5 Leeds Station Management

5.1 Introduction

This section explains how Network Rail manages and operates the current station through processes and procedures which will be adapted to accommodate the new southern entrance. Key issues raised by concerned stakeholders are set out below.

5.2 Managing the Station with the Southern entrance

Station management plan

Leeds City station is a Network Rail managed station, it is managed under the polices outlined in the Safety Development Plan. The Safety Development plan covers the key risks presented by known residual hazards both within and outside the station and, describes the actions that will be taken by the station management team to eliminate or reduce such risks to an acceptable level.
5.3 **Responding to Objectors concerns**

Peak Capacity Management – The station has both general and event specific management plans to mitigate risks associated with increased passengers using the station. These plans will be adapted to reflect the modified passengers resulting from the new entrance.

Security – Security at the station is managed 24 hours a day, 365 days a year. There are dedicated members of staff that manage security at the station; there is also a comprehensive CCTV system which is continually monitored. The new entrance will be managed as part of the overall station security process.

Inclement Weather – There is a documented process that deals with the operation of the station at times of extreme weather. If necessary this may involve the closure of entrances.

6 **Conclusion**

Rail services are increasing across the region and passenger demand is also increasing. Leeds station and the network are being enhanced to meet that demand and respond to the government’s policies to encourage growth. Leeds Station southern entrance is essential to accommodate the forecast additional passenger demand and flows. It has been demonstrated that the entrance is in the right location both for the operation of the station and to meet the needs of passengers moving across the city.