



Executive

Date: Wednesday, 9 December 2020

Time: 2.00 pm

Venue: Virtual meeting: Webcast at <https://youtu.be/V6g-IWOpulY>

The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020

Under the provisions of these regulations the location where a meeting is held can include reference to more than one place including electronic, digital or virtual locations such as Internet locations, web addresses or conference call telephone numbers.

To attend this meeting it can be watched live as a webcast. The recording of the webcast will also be available for viewing after the meeting has ended.

Membership of the Executive

Councillors

Leese (Chair), Akbar, Bridges, Craig, N Murphy, Ollerhead, Rahman, Stogia and Richards

Membership of the Consultative Panel

Councillors

Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the decisions taken at the meetings.

Agenda

- 1. Appeals**
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.
- 2. Interests**
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.
- 3. Minutes**
To approve as a correct record the minutes of the meeting held on 11 November 2020. 5 - 16
- 4. COVID 19 Monthly Update Report** **All Wards**
The report of the Chief Executive is to follow.
- 5. Spending Review Announcement** **All Wards**
The report of the Deputy Chief Executive and City Treasurer is to follow.
- 6. Revenue Budget Monitoring to the end of October 2020 and the Budget position 2021/22** **All Wards**
The report of the Deputy Chief Executive and City Treasurer is to follow.
- 7. Greater Manchester Transport Strategy 2040** **All Wards**
The report of the Strategic Director (Growth and Development) is enclosed. 17 - 24
- 8. HS2 Phase 2b Western Leg Design Refinement Consultation Response** **Ardwick;**
The report of the Strategic Director (Growth and Development) is enclosed. **Burnage;**
Didsbury
East;
Didsbury
West;
Fallowfield;
Levenshulme;
Northenden;
Piccadilly;
Rusholme;
Woodhouse

		Park 25 – 86
9. Purpose Built Student Accommodation The report of the Strategic Director (Growth and Development) is enclosed.		Ardwick; Deansgate; Fallowfield; Hulme; Levenshulme; Longsight; Moss Side; Old Moat; Piccadilly; Rusholme; Withington 87 – 108
10. Withdrawal from school catering provider market The report of the Strategic Director – Neighbourhoods is enclosed		All Wards 109 - 118
11. Amendment to Hackney Carriage Fare Card The report of the Strategic Director (Growth and Development) is enclosed.		All Wards 119 - 132

Information about the Executive

The Executive is made up of nine Councillors: the Leader and Deputy Leader of the Council and seven Executive Members with responsibility for: Children Services & Schools; Finance & Human Resources; Adult Services; Skills, Culture & Leisure; Neighbourhoods; Housing & Regeneration; and Environment, Planning & Transport. The Leader of the Council chairs the meetings of the Executive.

The Executive has full authority for implementing the Council's Budgetary and Policy Framework, and this means that most of its decisions do not need approval by Council, although they may still be subject to detailed review through the Council's overview and scrutiny procedures.

The Council wants to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson. Speaking at a meeting will require a telephone or a video link to the virtual meeting.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to a strict minimum. When confidential items are involved these are considered at the end of the meeting and the means of external access to the virtual meeting are suspended.

Joanne Roney OBE
Chief Executive
Level 3, Town Hall Extension,
Albert Square,
Manchester, M60 2LA

Further Information

For help, advice and information about this meeting please contact the Committee Officer:
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This agenda was issued on **Tuesday, 1 December 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

Executive

Minutes of the meeting held on Wednesday, 11 November 2020

This Executive meeting was conducted via Zoom, in accordance with the provisions of the The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020.

Present: Councillor Leese (Chair)

Councillors: Akbar, Bridges, Craig, N Murphy, Rahman, Stogia, Richards, Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

Also present as Members of the Standing Consultative Panel:

Councillors: Akbar, Bridges, Craig, N Murphy, Rahman, Stogia, Richards, Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

Apologies: Councillor Ollerhead

Exe/20/114 Minutes

Decision

To approve as a correct record the minutes of the meeting on 14 October 2020.

Exe/20/115 COVID-19 Monthly Update Report

The written report from the Chief Executive took the form of three “situation reports”, one each for the work on the city’s economic recovery, work with residents and communities, and work on the future of the Council itself. The written report was noted.

At the meeting the Executive Member, Councillor Craig, gave a brief update on significant developments in recent weeks. The number of cases in Manchester was currently just under 440 cases per 100,000 people, so the number of cases in the city had been declining and stabilising. However, the situation in the health and care system was very challenging: hospitals, primary care, GP and mental health services were all under considerable pressure, and there had been a suspension of routine non-specialist care in some hospitals to help create more capacity for Covid-19 patients. She praised the fantastic work the city’s health and care staff during this period of enormous pressures. She emphasised that the rest of the health and care system was still accessible and open to people with other conditions with an emergency or urgent care need.

The Executive Member then spoke of the recent press announcement of a highly effective vaccine. She said that the Council had started to plan a vaccination programme some months earlier and that some patience was now needed as a vaccination programme would have to target the most vulnerable and most at risk

including health and care staff. She also spoke of the recent announcements of a mass testing initiative. Manchester was to receive 10,000 such tests initially, potentially increasing to 10% of the population each week. She concluded by referring to the ongoing support the city council and the community hub was providing to those who had previously been classed as 'shielding'. That support was going to remain in place during this second lock-down period that the government had introduced from Thursday 5 November until Wednesday 2 December.

The Director of Public Health then explained that the Programme Office for the mass-vaccination programme had been established, with expertise from across the health services and the council. A similar programme was about to be established for the mass-testing programme which the Executive Member had spoken of.

Decision

To note the report.

Exe/20/116 Greater Manchester Spatial Framework Publication Draft 2020

A report submitted by the Strategic Director (Growth and Development) sought approval for the consultation on the publication stage of the Greater Manchester Spatial Framework (GMSF) pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

The Greater Manchester Spatial Framework Publication Plan 2020 (GMSF 2020) is the city region's plan to manage growth so that Greater Manchester is a better place to live, work and visit. It will:

- set out how Greater Manchester should develop up to the year 2037;
- identify the amount of new development that will come forward across the ten individual local authority districts, in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
- identify the important environmental assets across the conurbation which will be protected and enhanced;
- allocate sites for employment and housing outside of the urban area;
- support the delivery of key infrastructure, such as transport and utilities; and
- define a new Green Belt boundary for Greater Manchester.

Work on this plan had begun in 2014. Over the course of 2014/15, the 10 authorities secured the approvals required to enable the GMSF to be prepared. The first draft of the GMSF Joint Development Plan was published for consultation on 31st October 2016. A further consultation on the Revised Draft GMSF then took place between January and March 2019. Over 17,000 responses were received. Since that consultation closed, work had been underway across the GM area to analyse the responses and a consultation summary report was published in October 2019.

The next stage in the development of the plan would be the Publication Draft. The 'Publication stage' is a formal consultation on the draft joint Development Plan pursuant to Reg. 19 of the Local Planning Regulations. It is a statutory stage that provides an opportunity for organisations and individuals to submit their final views on the content of the plan.

The consent of Manchester to the publication was given, and the necessary authorities were delegated to allow minor changes to be made to the documents up to their final publication.

Decisions

1. To approve the GMSF: Publication Draft 2020, including strategic site allocations and green belt boundary amendments, and reference to the potential use of compulsory purchase powers to assist with site assembly, and the supporting background documents, for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for a period for representations between 1 December 2020 and 26 January 2021.
2. To recommend that Council approves the GMSF: Publication Draft 2020 for submission to the Secretary of State for examination following the period for representations.
3. To delegate to the Strategic Director (Growth and Development) authority to approve the relevant Statement of Common Ground(s) required pursuant to the National Planning Policy Framework 2019.
4. To delegate authority to the Chief Executive in consultation with the Executive Member for Executive member for Environment, Planning and Transport to make minor or non-material amendments to the Publication Draft 2020 and background documents prior to their publication.
5. To delegate authority to the Lead Greater Manchester Chief Executive for Housing, Homelessness and Infrastructure, in consultation with the GM Portfolio Holder for Housing, Homelessness and Infrastructure, to make any final or non-material changes to the GMSF or background documents prior to their publication.

Exe/20/117 The Council's Financial Position and Strategy from 2021/22

A report from the Deputy Chief Executive and City Treasurer set out the impact of COVID-19 and other pressures on the Council's future financial position, and changes on the Council's budget for the period 2021-2025. It summarised the savings options under consideration from 2021/22 as well as the approach to Equality Impact Assessments and consultation as part of the budget setting process. It also set out next steps in the budget process, including consideration of the draft budget options by scrutiny committees.

The budget assumptions that underpinned the planning for 2021/22 to 2024/25 included the commitments made as part of the 2020/21 budget process to fund ongoing demand pressures and the Adult Social Care Improvement Plan as well as provision to meet other known pressures such as inflation and any pay awards. Also anticipated were ongoing costs of around £25m as a result of COVID-19. including £13.5m for Adult Social Care, £7.5m for Homelessness Services and £3.8m for Children's services. The projected budget shortfall for 2021/22 was £135m rising to

£146.8m in the following year. The government announcement that the Collection Fund deficit could be smoothed over three years had improved the position in 2021/22 but worsened the two subsequent years. The planned additional use of reserves in 2020/21 could also now be deferred to help the position in 2021/22. This would reduce the 2021/22 gap to £105m, rising to almost £160m in 2022/23.

Budget Projections	Revised 2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000
Budget shortfall	271	135,958	146,801	110,143	123,391
Sales, fees and charges support (estimate)*	(6,400)	0	0	0	0
Smooth Collection Fund over 3 years:	0	(24,381)	12,190	12,190	0
Defer planned use of reserves to balance the budget	6,129	(6,129)			
Total - Potential Budget Gap	0	105,448	158,991	122,333	123,391

The true financial position for the next year and beyond would only be known when the government announced the 2021/22 financial settlement for local councils, and that might be delayed to December. In advance of the announcement of the level of government support for the Council the Council's officers had examined where cuts and savings might be made in future years to reduce the Council's expenditure or generate more income, so as to allow the budget for 2021/22 to be balanced. Those options were detailed in a series of reports that accompanied this report, one for each of the main directorates of the Council.

Decision

At this point in the development of a budget for 2021/22, to note the cuts and savings options that had been identified by officers, as well as the responses of the six scrutiny committees to those options.

Exe/20/118 Children and Education Services Budget 2021/22 - 2024/25

The report from the Strategic Director contained draft savings options totalling £11.295m over 2021/22-2024/25. This report on savings, income and cuts had also been considered by the Children and Young People Scrutiny Committee at a recent meeting, and the Committee's views on the proposals were noted (Minute CYPSC/20/47).

Decision

At this point in the development of a budget for 2021/22, to note the report and the budget cuts and savings options it contained.

Exe/20/119 Health Budget Options for 2021/22

The report from the Strategic Director explained that the financial options for the 2021/22 pooled budget were a £23m investment and £20m savings target, which

represents a net increase of £3m. This report on expenditure, savings, income and cuts had also been considered by the Health Scrutiny Committee at a recent meeting, and the Committee's views on the proposals were noted (Minute HSC/20/43).

Decision

At this point in the development of a budget for 2021/22, to note the report and the budget cuts and savings options it contained.

Exe/20/120 Neighbourhoods Directorate Budget Options 2021/22

The report from the Strategic Director contained draft savings options totalling £1.391m over 2021/22-2024/25. This report on savings, income and cuts had also been considered by the Neighbourhoods and Environment Scrutiny Committee and by the Communities and Equalities Scrutiny Committee at recent meetings, and the Committees' views on the proposals were noted (Minute NESC/20/46) and (CESC/20/46).

Decision

At this point in the development of a budget for 2021/22, to note the report and the budget cuts and savings options it contained.

Exe/20/121 Homelessness Directorate Budget and Savings Options 2021/22

The report from the Director contained draft savings options totalling £3.574m over 2021/22-2024/25. This report on savings, income and cuts had also been considered by the Neighbourhoods and Environment Scrutiny Committee at a recent meeting, and the Committee's views on the proposals were noted (Minute NESC/20/47).

Decision

At this point in the development of a budget for 2021/22, to note the report and the budget cuts and savings options it contained.

Exe/20/122 Growth and Development Directorate Budget Options 2021/22

The report from the Strategic Director contained draft savings options totalling £0.773m over 2021/22-2024/25. This report on savings, income and cuts had also been considered by the Economy Scrutiny Committee at a recent meeting, and the Committee's views on the proposals were noted (Minute ESC/20/41).

Decision

At this point in the development of a budget for 2021/22, to note the report and the budget cuts and savings options it contained.

Exe/20/123 Corporate Core Budget Options 2021/22

The joint report from the City Solicitor and the Deputy Chief Executive contained draft savings options totalling £15.093m over 2021/22-2024/25. This report on savings, income and cuts had also been considered by the Resources and Governance Scrutiny Committee at a recent meeting, and the Committee's views on the proposals were noted (Minute RGSC/20/46).

Decision

At this point in the development of a budget for 2021/22, to note the report and the budget cuts and savings options it contained.

Exe/20/124 Capital Programme Update

A report concerning requests to increase the capital programme was submitted. We agreed to recommend two changes to the Council and to make a further three changes under delegated powers. These changes would increase Manchester City Council's capital budget by £6.604m over the next two years, funded by capital receipts and government grants.

It was also reported that the Deputy Chief Executive and City Treasurer had made a further three changes using delegated powers:

- £28,000 for Enterprise Car Club Bays funded by an external contribution
- £30,000 for Electric Vehicle Charging Points funded by an external contribution
- £247,000 for the Off-Street Car Parks post joint venture project funded by borrowing

Decisions

- 1 To recommend that the Council approve the following changes to Manchester City Council's capital programme:
 - a) Children's Services – Co-op Academy Belle Vue Permanent. A capital budget virement of £2.146m is requested, funded by Unallocated Education Basic Need budget.
 - b) Children's Services – Co-op Academy Belle Vue Early Opening. A capital budget virement of £2.140m is requested, funded by Unallocated Education Basic Need budget.
2. Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:
 - c) Children's Services – Lancasterian School Rebuild and Expansion – Pre-Development Costs. A capital budget virement of £0.140m is requested, funded by Unallocated Education Basic Need budget.
 - d) Private Sector Housing - Next Steps Accommodation Programme (NSAP) Property Acquisitions. A capital budget increase of £2.740m is

requested, funded by £1.370m Government Grant and £1.370m Capital receipts.

- e) Children's Services – Co-op Academy Belle Vue. A capital budget increase of £3.864m is requested, funded by the Department for Education (DfE) Presumption Free School Grant.
3. To note increases to the programme of £0.305m as a result of delegated approvals.

Exe/20/125 Housing Compliance and Enforcement - HMO Standards and Licensing Policy

The Council as a local housing authority is entitled to set its own standards in respect of Houses in Multiple Occupation (HMOs) within its area. Manchester's HMO standards were last reviewed in 2011/12 and were at that time substantially overhauled and simplified. Since then the private rented sector had continued to grow and recent data had shown that Manchester was the fastest growing city and third fastest growing local authority area. The private rented sector had expanded to provide homes for over 75,000 households. In October 2018 mandatory licensing of Houses in Multiple Occupation (HMOs) was extended to cover all properties with five or more occupiers living in two or more households and sharing amenities, regardless of the number of storeys. The changes had brought smaller privately rented properties into the HMO licensing regime. Due to that increase in the number of licensable HMOs a review of both the HMO standards and policy had been felt to be needed.

A report submitted by the Strategic Director – Neighbourhoods explained how that review had been undertaken, the public consultation that had been part of the review, and the findings and conclusions of that consultation. It was proposed and agreed that the HMO Licensing Policy be replaced by a Private Rented Sector Licensing Policy that incorporated both selective and HMO licensing and reflects recent legislative changes, and also that the HMO Standards be replaced by a refreshed HMO Standards that reflected recent legislative changes. A copy of each document was appended to the report.

Decisions

1. To approve that the HMO Licensing Policy be replaced by a Private Rented Sector Licensing Policy.
2. To approve the revised version of the HMO Standards which have been updated following consultation feedback.

Exe/20/126 Draft North Manchester Health Campus Strategic Regeneration Framework

The Manchester University NHS Foundation Trust (MFT) had developed a draft Strategic Regeneration Framework (SRF) to support the proposed redevelopment of the existing North Manchester General Hospital site in Crumpsall. The intention was

to transform the existing site into a modern Health Campus providing high quality hospital and health facilities in addition to providing complementary commercial, leisure and retail uses set within a high quality, greener public realm and a residential offer which was best in class in terms of healthy ageing.

North Manchester General Hospital is an important institution in the north of the city, employing over 2,000 people. The hospital operated within much of its original estate and was in dire need of significant investment and redevelopment. The Government had committed to providing the funds for a new hospital campus.

The vision for the site as set out in the draft SRF included five key elements:

- **Healthcare Hub:** A new acute hospital and a modern mental health hospital will anchor the Campus and complement the existing intermediate care facility and the new Wellbeing Hub.
- **Wellbeing Hub:** to enable the delivery of modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population.
- **Education Hub:** A new building will provide the space to support the necessary training for staff as well as an insight into future roles.
- **Healthy Neighbourhood Hub:** this will include residential uses such as, key worker accommodation, social housing, stepdown care and extra care. There will also be the opportunity for new high-quality commercial space to support local small and medium enterprises (SMEs).
- **Village Green:** a village green at the heart of the other four hubs, a high-quality outdoor space to act as a focal point for the overall site, available to patients, staff, visitors and residents.

The intention was for there to now be a period of public consultation on the draft SRF. The plans for the much-needed redevelopment of this important part of North Manchester were welcomed by the Executive, and consultation on the draft SRF was supported.

Decisions

1. To endorse the draft North Manchester Health Campus Strategic Regeneration Framework as attached to the report as a basis for public consultation.
2. To request that a further report be brought back to the Executive following the public consultation exercise, summarising the consultation responses and any amendments that have been incorporated into a final version of the SRF, which will be presented for consideration and approval.

Exe/20/127 Mobility Hub Proposal - Back of Ancoats

The revised Ancoats & New Islington Neighbourhood Development Framework recognised that future development within the area would need to respond to the City Council's objective of achieving zero-carbon target. Achieving that aspiration was going to require the active utilisation and deployment of leading building technologies. As part of that the concept of the Ancoats Mobility Hub would promote modal shift towards cycling, public transport, car clubs and walking, and enabling an accelerated take-up of electric vehicles. The vision for the hub is that it would provide cycle storage, electric vehicle charging points, and a car club location. There was also the potential for bike and e-bike hire, and a logistics hub which would include a central location for parcel deliveries, with final delivery by electric vehicle.

The intention was for the proof of concept and business planning work to support the delivery strategy for the Mobility Hub to be undertaken by Manchester Life Strategic Development Company (MLSDC). The costs for that were to be met from funds already committed for the master-planning of the area. A potential site had already been identified: the Industrial Estate within the back of Ancoats which was a brownfield site of 0.35Ha with the freehold interest owned by the City Council. That estate was partly occupied by the Council's Adaptations Team in Adult Services. Three of the other units on the estate are let to a single tenant, so their relocation would need to be supported.

Support was given for work on the Hub to proceed to the next steps.

Decisions

1. To note the work being undertaken to establish Proof of Concept of Ancoats Mobility Hub as an innovative approach to contributing to the Council's Zero Carbon policy, and as a potential facility to support further residential and commercial development in Ancoats;
2. To endorse further investigation into a Business Case, which will be brought back to a future meeting of the Executive for consideration.
3. To authorise the Strategic Director Growth and Development, to establish a costed relocation strategy for tenants affected if the scheme is approved at a future date.
4. To authorise the Strategic Director – Growth & Development to establish regulations which would be required to support the realisation of the vision for Ancoats Mobility Hub including further restrictions for on street parking in Ancoats.

Exe/20/128 NOMA Strategic Regeneration Framework Update 2020

The NOMA estate extends for approximately 8 hectares and is a key regeneration priority in the city centre. It is bounded to the west by Corporation Street, to the north by Angel Street and Angel Meadows, to the east by Rochdale Road and by the Metrolink line from Victoria Station and the Shudehill Interchange to the south. It is located between Victoria Station and the Northern Quarter and adjacent to the city's retail core. In July 2020 we had approved the draft NOMA SRF Update as a basis for

consultation with local stakeholders (Minute Exe/20/73). A report now submitted by the Strategic Director (Growth and Development) described the outcome of that consultation and sought the approval of the final version of the Framework.

The consultation had opened on 18 August 2020 and run for six weeks. Consultation letters were sent out to 3,115 local residents, landowners, businesses and stakeholders, informing them about the consultation, how to engage in the consultation process, and where to access the draft SRF. In addition to the mail out, the consultation was also hosted on the Council's consultation webpage and a web form made available for respondents.

There had been 25 responses, 20 submitted by web form and 5 using email. The breakdown of respondents was

- 21 from local residents
- a joint response from the Piccadilly Ward Councillors
- a response from a local resident's group
- a response from the Council's Housing and Residential Growth team

The report provided an analysis of the responses from consultees and the issues they had raised including problems from construction noise, access to green spaces, heritage conservation, traffic and highways and the intended future use of parts of the development area. The council's responses to those issues were set out in the report. It was explained that the draft SRF had been revised and updated to take into consideration the issues that consultees had raised, and it was now proposed that this final version be agreed and adopted. That was supported.

Decisions

1. To note the outcome of the public consultation on the draft SRF update for the NOMA area, and subsequent suggested revisions to the draft SRF Update.
2. To approve the Strategic Regeneration Framework for NOMA and request that Planning and Highways Committee take the framework update into account as a material consideration when considering planning applications for the area.

Exe/20/129 Withdrawn from the meeting (Efficiency Early Release Scheme)

Exe/20/130 A Draft Neighbourhood Development Framework for Ardwick Green

(Councillor Richards declared a personal interest in this as a member of the Board of One Manchester)

A draft Neighbourhood Development Framework (NDF) for Ardwick Green had been developed to guide and co-ordinate development activity in this key part of the city, in support of adopted planning policy. Proposals set out in the draft NDF had been developed following initial discussions with residents and other local stakeholders prior to a full statutory consultation exercise, which was now being proposed in a report submitted by the Strategic Director (Growth and Development).

The draft Ardwick Green NDF area was bounded by the Mancunian Way (A635), Ardwick Green South (A6), Union Street, Harkness Street and Dalberg Street. It included some land and property currently in a poor condition. The area to the South of Ardwick Green South had been included to join up with the Brunswick PFI area.

The report explained that the key objectives for the development framework were:

- To protect and preserve the area from significant development pressure due its location on the edge of the city centre, and to protect and preserve the existing community.
- To positively engage with community and interest groups in the local area to maximise the potential to create positive change, offer and allow for a community-led approach.
- To enhance opportunities for higher density commercial or residential development, envisioning that this development would seek to enhance the level of amenity for the local area, reflect the spatial context in which the opportunity exists and complement existing features and fabric of the area.

The area also had the capacity to help achieve the key objective of providing more affordable housing. It had the potential to accommodate new and improved social rented, affordable and market sale homes. The draft NDF envisaged the provision of a high-quality affordable housing offer close to the city centre.

The intention was for there to now be a period of public consultation on the draft framework document, and that was supported.

Decisions

1. To note the short and long term ambitions of the draft NDF, together with initial considerations that will need to form part of an Implementation Strategy, as set out in section 7 of the draft document.
2. To note the overarching and details objectives of the draft NDF in section 6 of the draft document.
3. To endorse the draft Neighbourhood Development Framework for Ardwick Green (as appended to the report) as a basis for public consultation and note that a final version, taking account of comments and representations made, will be brought back to a future meeting of the Executive for approval.

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**Manchester City Council
Report for Resolution**

Report to: Executive – 9 December 2020

Subject: Greater Manchester Transport Strategy 2040

Report of: Strategic Director (Growth and Development)

Summary

The report seeks the endorsement of the refreshed Greater Manchester Transport Strategy 2040 and the final version of Our Five-Year Delivery Plan for approval by GMCA and publication in December 2020, alongside GMSF; and to approve the publication supporting Local Implementation Plans (each district has one in draft form) as an appendix to Our Five-Year Delivery Plan, acknowledging that these are “live” documents and will be subject to regular review and update as appropriate.

Recommendations

The Executive is recommended to:

1. Endorse the refreshed Greater Manchester Transport Strategy 2040 and the final version of Our Five-Year Delivery Plan for approval by GMCA and publication in December 2020, alongside GMSF
 2. Approve the publication of the supporting Local Implementation Plan for Manchester as an appendix to Our Five-Year Delivery Plan, acknowledging that these are “live” documents and will be subject to regular review and update as appropriate; and
 3. Delegate authority to the Strategic Director (Growth and Development) in consultation with the Executive Member for Environment, Planning and Transport to approve any subsequent updates to the Local Implementation Plan for Manchester.
-

Wards Affected - All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The Greater Manchester Transport Strategy 2040 and its accompanying documents will contribute to the zero-carbon agenda through the delivery of the right mix approach that seeks to increase the share of journeys undertaken by means of cycling, walking and public transport.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.</p> <p>The provision of high-quality transport services is vital to deliver the diverse and distinctive economy ensuring connections and opportunities for residents and businesses across the City.</p>
A highly skilled city: world class and home grown talent sustaining the city's economic success	<p>The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.</p> <p>Transport connections across the City will help to provide a key means for residents and businesses in the City to access new job opportunities and increase the skills level.</p>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Transport connections across the City will help to provide a key means for residents and businesses in the City to improve their economic and social well-being.
A liveable and low carbon city: a destination of choice to live, visit, work	The Greater Manchester Transport Strategy 2040 specifically identifies the need to meet a zero-carbon target by 2038 at the latest.
A connected city: world class infrastructure and connectivity to drive growth	The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The Local Implementation Plan identifies potential priorities for investment which are

either already identified in terms of committed budget or in the case where additional budget is required, the relevant business and financial case will be made at the appropriate time.

Financial Consequences – Capital

The Local Implementation Plan identifies potential priorities for investment which are either already identified in terms of committed budget or in the case where additional budget is required, the relevant business and financial case will be made at the appropriate time.

Contact Officers:

Name: Louise Wyman
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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

1.0 Introduction

- 1.1 Alongside work to prepare a refreshed Greater Manchester Strategy (GMS) and the next version of the GMSF, Transport for Greater Manchester (TfGM) has been working with the GMCA, the ten Greater Manchester councils and the Greater Manchester Mayor to prepare new, and updated, transport strategy documents that cover our entire city-region.
- 1.2 This work includes a refreshed version of the long-term, statutory local transport plan - the Greater Manchester Transport Strategy 2040 (Appendix 1); and a final version of Our Five-Year Delivery Plan (2020-2025) (Appendix 2) which sets out the practical actions planned to deliver the Strategy over the next five years. In addition, ten new Local Implementation Plans have also been prepared (one for each Greater Manchester council). The draft Manchester Local Implementation Plan is appended as Appendix 3.

2.0 Background

Greater Manchester Transport Strategy 2040 (Appendix 1)

- 2.1 First published in February 2017 by Transport for Greater Manchester (TfGM), on behalf of the Greater Manchester Combined Authority (GMCA) and Greater Manchester Local Enterprise Partnership (LEP), the Greater Manchester Transport Strategy 2040 (hereafter referred to as the “2040 Transport Strategy”) is the city-region’s statutory transport plan. Over three years after the Strategy was first published, its 2040 Vision - for Greater Manchester to have ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’ – remains highly relevant. The steps that need to be taken to achieve this Vision have evolved significantly, however.
- 2.2 The initial version of the 2040 Strategy made clear that we would ‘review our Strategy on a regular basis to respond to changing trends and new opportunities and priorities’. The Strategy has therefore undergone a ‘light touch’ policy refresh to reflect work undertaken, and the changed context, since 2017.
- 2.3 In particular, the refreshed 2040 Transport Strategy will include reference to: the “Right-Mix” ambition for at least 50% of all journeys to be made by active travel and public transport by 2040; details of the GM Mayor’s ‘Our Network’ plan to create an integrated, modern and accessible transport network; an increased emphasis on the importance of cycling and walking; the climate emergency declared by GMCA and all ten councils; and the development of the GM Clean Air Plan.
- 2.4 The document has also been updated to reflect the contemporary devolution agenda, including publication of the Bus Reform business case and GM Rail Prospectus; ongoing work to develop our 2040 sub-strategies including: Streets for All, City Centre Transport Strategy, Local Bus Strategy, Rapid Transit Strategy, Freight Strategy; and further development of the Greater

Manchester Spatial Framework, including the growing emphasis placed on regenerating town centres. The refreshed 2040 Transport Strategy will be published in December.

Our Five-Year Delivery Plan (Appendix 2)

- 2.5 The long-term approach to planning our transport network, set out in the 2040 Transport Strategy, is underpinned by a series of five-year Delivery Plans. The first Delivery Plan (2016-2017 to 2021-2022) was published in 2017, alongside the 2040 Transport Strategy.
- 2.6 An updated, draft Delivery Plan was published for consultation – alongside the first version of the GMSF - in January 2019. A final version of this document has now been prepared.
- 2.7 Our Five-Year Delivery Plan sets out the practical actions planned, over the next 5 years, to deliver the 2040 Transport Strategy and achieve the transport ambitions of the GMCA and the Mayor, in parallel with the development of the GMSF. Together, these documents offer an integrated approach to transport and land use planning, by identifying the strategic transport interventions required to deliver the scale of growth set out in the GMSF.
- 2.8 The Delivery Plan also helps to inform the continued development of the Greater Manchester Infrastructure Programme (GMIP). It provides details of GM's updated transport asks of government when it comes to funding, powers and functions.
- 2.9 Our Five-Year Delivery Plan supports the implementation of “Our Network”, a ten-year plan to create an integrated, modern and accessible transport network for Greater Manchester. It brings together different modes of public transport - bus, tram, rail, tram-train - and cycling and walking, in an integrated, easy-to-use system with seamless connections, and simplified ticketing and fares. The Delivery Plan document also provides updates on Clean Air Plan proposals; Streets for All scheme delivery; the Bee Network and measures to support bus and rail reform. Our Five-Year Delivery Plan will be published in support of the GMSF consultation in December.

Local Implementation Plans (Appendix 3)

- 2.10 Our Five-Year Delivery Plan is supported by ten Local Implementation Plans (LIPs) covering the period 2020 to 2025. Each of the ten councils that make up Greater Manchester has its own LIP. The latest version of the Manchester LIP is attached in appendix 3. The LIPs are designed to:
- Complement the 2040 Transport Strategy and Our Five Year Delivery Plan, providing details of how their outcomes will be achieved locally in each council area, focusing particularly on supporting local trips within neighbourhoods and to local centres;
 - Support wider GM and council strategy and policy documents (e.g. Local Plans, town centre masterplans, GM Clean Air Plan, GMSF); and

- Summarise key local transport issues and opportunities in each local authority, providing an added layer of local detail that is not provided in the 2040 Transport Strategy document.

- 2.11 It is also hoped that the LIPs will enable us to better articulate the local transport and minor works interventions that need to be delivered or developed in the short term, to support Right-Mix and Carbon Reduction targets. They are also helpful when it comes to setting out a programme of priority local transport and minor works interventions for the next five years and will help to provide a basis against which future local transport and minor works funding is allocated for local delivery.
- 2.12 The LIPs will be included in an appendix to the final version of Our Five-Year Delivery Plan. They will be 'live' documents for a period of time and will be updated as councils develop and publish transport plans and strategies, or as new schemes are developed or delivered.
- 2.13 A key matter to appreciate is that a significant level of investment for Manchester is already identified in the Five-Year Delivery Plan discussed above. The Manchester LIP, therefore, focuses particularly on more local neighbourhood and district centre priorities to be prioritised for delivery in the period to 2025.
- 2.14 The transport interventions and initiatives set out in this Delivery Plan should be seen as more than just measures to make it easier to move around the city. By enabling walking and cycling to become the most convenient positive choice for shorter trips, we hope to improve our air quality, make our district centres and neighbourhoods more attractive, prosperous places and make Manchester a more pleasant, greener, people-friendly place to live. The neighbourhoods of the most successful cities of the 2020s and beyond will be focused not on the private car but on walkable, breathable streets, green spaces and sufficient footfall and population to support a diverse range of shops, culture and other aspects of daily life. This Delivery Plan aims to set the context for investment priorities to achieve these goals.

3.0 Contributing to a Zero-Carbon City

- 3.1 The Greater Manchester Transport Strategy 2040 and its accompanying documents will also contribute to the zero-carbon agenda through the delivery of the right mix approach that seeks to increase the share of journeys undertaken by means of cycling, walking and public transport.

4.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 4.1 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.

- 4.2 The provision of high-quality transport services is vital to deliver the diverse and distinctive economy ensuring connections and opportunities for residents and businesses across the City.

(b) A highly skilled city

- 4.3 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’.
- 4.4 Transport connections across the City will help to provide a key means for residents and businesses in the City to access new job opportunities and increase the skills level.

(c) A progressive and equitable city

- 4.5 Transport connections across the City will help to provide a key means for residents and businesses in the City to improve their economic and social well-being.

(d) A liveable and low carbon city

- 4.6 The Greater Manchester Transport Strategy 2040 specifically identifies the need to meet a zero-carbon target by 2038 at the latest.

(e) A connected city

- 4.7 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’.

5.0 Key Policies and Considerations

(a) Equal Opportunities

- 5.1 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to contribute to the achievement of sustainable development, delivering economic, social and environmental benefits together in a mutually reinforcing way. The Strategy seeks to increase equal opportunities through the delivery of an improved transport network that provides equitable access across the City. The Strategy has been through an Integrated Assessment, which includes Equality and Diversity as part of the preparation process.

(b) Risk Management

- 5.2 The Greater Manchester Transport Strategy 2040 is being endorsed by Executive and the management of the Strategy and its policies is led by Transport for Greater Manchester with final approval by the Greater Manchester Combined Authority. There are no risks as a result of the recommended decisions or the actions resulting from those decisions. Any

specific schemes that do come forward will go through the appropriate reporting and governance process to take full account of risks and reduce the risks involved.

(c) Legal Considerations

- 5.3 The Greater Manchester Transport Strategy 2040 Refresh and Our Five Year Delivery Plan (2020-2025) together will form the statutory Local Transport Plan for Greater Manchester.

**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 3 December 2020
The Executive – 9 December 2020

Subject: HS2 Phase 2b Western Leg Design Refinement Consultation Response

Report of: Strategic Director – Growth and Development

Summary

This report informs the Executive of a Design Refinement Consultation (DRC) being carried out by HS2 Ltd. on the western leg of Phase 2b of HS2 (Manchester-Crewe). The consultation seeks views on updates to station designs at both Manchester Piccadilly and Manchester Airport, in addition to a route alignment change, in order to reduce the impact on the existing train care facility at Ardwick, and to facilitate the integration of Northern Powerhouse Rail (NPR) at both Piccadilly and Manchester Airport high speed stations.

The report outlines the Council's proposed response to the consultation. The draft response is attached at Appendix 1 and should be read in conjunction with this report.

Recommendations

The Economy Scrutiny Committee is recommended to endorse the recommendations to the Executive.

The Executive is recommended to:

- i. Note the proposed refinements within Manchester in the HS2 Design Refinement Consultation;
 - ii. Note and comment on the City Council's draft submission in response to the consultation; and
 - iii. Delegate authority to the Strategic Director – Growth & Development, in consultation with the Leader and Executive Member for Environment, Planning and Transport, to finalise the response and submit to HS2 Ltd.
-

Wards Affected

Ardwick, Burnage, Didsbury East, Didsbury West, Fallowfield, Levenshulme, Northenden, Piccadilly, Rusholme, and Woodhouse Park.

Alignment to the Our Manchester Strategy Outcomes

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

At the national level, whilst there are likely to be additional carbon emissions in the short-term from the construction of HS2, the project is likely to be less carbon intensive than other non-rail alternative transport schemes that would deliver similar transport outcomes. More crucially, high speed rail can encourage a modal shift away from car use, especially where it creates capacity on the conventional railway, to encourage more shorter-distance trips by rail.

In addition, improvements to rail capacity will enable more freight to be transported using rail, reducing the number of journeys by road, and has the potential to reduce demand for domestic flights. The integration of HS2 and NPR and investment in new rail infrastructure also provides opportunities for decarbonisation of rail, across the North.

All of these factors are important contributions to taking action on the climate change emergency declared by Manchester City Council, helping to reduce carbon emissions in line with policy aspirations to become a zero-carbon city by 2038, supporting the emerging Clean Air Plan for Greater Manchester.

Major investment in both Manchester Piccadilly and Manchester Airport HS2/NPR stations will provide excellent facilities for public transport connections and support the integration of the transport network in Manchester, as part of the wider integration of transport for Greater Manchester and across the North. This would contribute to the city's zero-carbon targets and the planning of sustainable transport infrastructure to support future growth.

All new development around Piccadilly under the Strategic Regeneration Framework will be expected to be zero-carbon. Similarly, we expect HS2 to use sustainable materials and methods of construction, which will not impact on the city's zero-carbon targets - the target for the city to be zero-carbon by 2038 at the latest aligns with the current estimated completion dates for HS2 in 2035-2040.

We are also challenging HS2 Ltd on proposals for highways layouts and levels of car parking in the city centre. The Greater Manchester Transport Strategy 2040 will be refreshed in 2020 to better align with the zero-carbon targets. A refreshed City Centre Transport Strategy will also be consulted on in 2020. The draft strategy includes the ambition to reduce vehicles in the city centre and increase the use of public transport and active travel modes for travelling around, to and from the city centre. If proposals appear to be contradictory to our local policies and targets on climate change, then we will look to petition against those aspects as part of the parliamentary process.

Manchester Strategy outcomes	Summary of the contribution to the strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England, as proposed by Transport for the North through Northern Powerhouse Rail (NPR) will support business development in the region. The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost investor confidence in the area.</p> <p>Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport provide major opportunities for stimulating economic growth and regeneration in the surrounding areas.</p>
<p>A highly skilled city: world class and home-grown talent sustaining the city's economic success</p>	<p>Development of a high-speed rail network serving the city centre and the Airport, and the regeneration of the Piccadilly area, together with continued development around the Airport, will provide much needed additional capacity and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for local residents. As part of the high speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable local residents to access the opportunities created by both the construction of the High Speed rail infrastructure and from the additional investment and regeneration arising from it.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The economic growth brought about by high speed rail, and the regeneration of the Piccadilly area, will help to provide additional job opportunities for residents, as well as improved connections from communities to jobs in the city centre and beyond.</p> <p>The area will also provide new leisure opportunities, including new areas of public realm, accessible to all members of the public.</p>

<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Manchester Piccadilly Strategic Regeneration Framework (SRF) provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. Providing new, high quality commercial accommodation, new residential accommodation and the public amenities including public realm, retail and leisure opportunities, will create a desirable location in which to live, work and visit.</p> <p>HS2 will enable the provision of improved public transport, through the capacity released on the classic rail network and, if aligned with Greater Manchester’s plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This can encourage more public transport journeys and less reliance on cars. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road.</p> <p>The provision of HS2 and NPR will also support the planned development around Piccadilly and the Airport included within the draft Greater Manchester Spatial Framework.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>HS2, together with NPR and the proposed Northern Hub rail schemes, will bring a step change in rail connectivity both across GM and to the rest of the UK. HS2 and NPR will radically enhance north-south and east-west connectivity between the country’s major cities, which will increase labour market accessibility, open up new markets for trade and stimulate economic growth, as well as better connecting people to job opportunities.</p> <p>The city’s plans for Manchester Piccadilly and Manchester Airport Station are to provide world-class transport interchanges that can act as gateways to the city and city region.</p>

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None directly from this report.

Financial Consequences – Capital

Whilst there are no direct financial consequences arising from this report, the Council notes the importance of DfT having an identified funding strategy which guarantees the delivery of the HS2 and NPR schemes in their entirety to ensure the economic benefits of the investment are maximised.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the officers above.

- Report to Executive 14 December 2016 - Manchester Piccadilly High Speed 2 (HS2) Phase 2 Route Announcement
- Report to Economy Scrutiny 1 February 2017 - High Speed Rail – High Speed 2 (HS2) and Northern Powerhouse Rail (NPR)
- Report to Executive 18 October 2017 - Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy
- Greater Manchester HS2 and NPR Growth Strategy: The Stops are Just the Start 2018
- Report to Executive 7 March 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Report to Executive 27 June 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Manchester Piccadilly Strategic Regeneration Framework 2018

- HS2 Working Draft Environmental Statement 2018, available at:
<https://www.gov.uk/government/collections/hs2-phase-2b-working-draft-environmental-statement>
- Report to Economy Scrutiny 7 November 2018 - HS2 Working Draft Environmental Statement (WDES)
- Report to Executive - 12 December 2018 - HS2 Working Draft Environmental Statement (WDES)
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of the Greater Manchester Combined Authority 2018
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of Manchester City Council 2018
- HS2 Phase 2b Design Refinement Consultation 2019, available at:
<https://www.gov.uk/government/consultations/hs2-phase-2b-design-refinement-consultation>
- Report to Executive – 11 September 2019 – HS2 Phase 2b Design Refinement Consultation 2019
- HS2 Phase 2b Design Refinement Consultation 2020, available at:
<https://www.gov.uk/government/consultations/hs2-phase-2b-western-leg-design-refinement-consultation>

1.0 Introduction

- 1.1 On the 7 October 2020, HS2 Ltd launched a Design Refinement Consultation (DRC) on HS2 Phase 2b Western leg (Crewe-Manchester), which runs until 11 December 2020. This is expected to be the final consultation prior to the deposit of a hybrid Bill for the scheme, although a further route wide update may be published for information in advance of the hybrid Bill.
- 1.2 HS2's October 2020 DRC covers design changes to both Manchester Piccadilly and Manchester Airport High Speed Stations, in addition to a slight change in route alignment. These changes have been made to reduce the impact on the existing train care facility at Ardwick and facilitate the integration of Northern Powerhouse Rail (NPR) at both Piccadilly and Manchester Airport high speed stations. Other changes are also recommended to Crewe and Scotland as part of this DRC. A route wide update and response to the first DRC have also been published alongside this consultation. Although not formally part of the consultation, this response will also highlight any specific areas of concern included within the route update.
- 1.3 The Council, alongside its Greater Manchester partners, continue to support the development and delivery of HS2 and NPR at a local, regional and national level. We remain committed to working collaboratively with HS2 Ltd and Government to ensure that both rail schemes fully align with the economic growth context for the city, as well as adjacent and linked regeneration initiatives and other transport infrastructure schemes, to ensure that the optimum solution is delivered in Manchester, which maximises a once in a lifetime opportunity.
- 1.4 However, the Council retains concerns relating to several fundamental overarching issues relating to the Western leg of HS2 Phase 2b. Although some of these issues do not form part of the DRC consultation, the Council has highlighted these in its response (and previous consultation responses) to ensure HS2 Ltd is alert to and responds appropriately to these during the ongoing development of the hybrid Bill. These issues are set out within section 4 of this report.
- 1.5 The final route proposal will be submitted as part of the hybrid Bill, which is anticipated to be deposited in Parliament in early 2022. The full Environmental Statement (ES) will be included in the hybrid Bill and will be available to read online, detailing the likely significant environmental effects of HS2 in different areas along the Phase 2b route. The Council will also provide a response to the consultation which HS2 Ltd. will undertake on the full ES.

2.0 Background

- 2.1 This is HS2's second DRC, with the first undertaken in 2019, and reported to the Council's Executive on 11 September 2019. This consultation focused on specific changes to the route alignment, new scope, and new infrastructure for Phase 2b from the proposals covered by the Working Draft Environmental Statement (WDES) published and consulted on in 2018. In Manchester, the

refinements covered by the first DRC focused on proposed changes to the locations of tunnel ventilation shafts 2 and 4 (on Palatine Road and Lytham Road respectively) compared to the HS2 WDES. The Council provided a response to this consultation, which raised issues around the location of the ventilation shaft proposed for Birchfields Road, and the need for appropriate mitigation measures to manage the impact of construction.

- 2.2 The Council has previously responded to 3 HS2 Phase 2b route consultations, submitted in 2014, 2017 and 2019, and to the WDES, submitted in 2018, as well as to the National Infrastructure Commission's (NIC) call for evidence and interim report for the Rail Needs Assessment.
- 2.3 All these responses highlight the Council's support for the Government's intention to progress with the proposed HS2 Phase 2b extension from Crewe to Manchester, and the Government's consideration of the case for NPR, to improve capacity, reliability and frequency of services. They also highlight our ongoing concerns with elements of the DRC proposals for the schemes, as set out in section 4.

3.0 Response Context

- 3.1 The Council's response fully supports, and is aligned with, the responses being submitted by the Greater Manchester Combined Authority (GMCA), Trafford Council, and Manchester Airport Group (MAG) in response to the DRC.
- 3.2 The Council welcomes the opportunity to comment on the design refinement proposals to both Manchester Piccadilly and Manchester Airport high speed stations, and the associated infrastructure to support the design, specifically the inclusion and integration of NPR into the design. However, there are concerns associated with the proposed designs, which HS2 Ltd. needs to address, and which are set out in our response.
- 3.3 We welcome the opportunity to work with HS2 Ltd. in a collaborative way on these key issues. One of our major areas of concern is the current surface station proposal at Manchester Piccadilly, which we do not believe to be the right solution for the station. This is set out in more detail below. We are currently working with HS2 Ltd. and partners on an underground station design, to try and reach the right solution for Piccadilly.
- 3.4 Our responses to the Government's previous consultations set out the benefits of HS2 to the UK, the city region and Manchester. They outlined the economic growth and regeneration opportunities at Manchester Piccadilly and Manchester Airport. They also emphasised what needed to be done in order to maximise those opportunities. In all responses over the past six years, the Council and partners have reiterated their support for HS2 stations, and subsequently NPR at the Airport and Piccadilly.
- 3.5 The Council's response to this DRC consultation, and all previous consultations, notes the critical importance for the HS2 proposals to be

aligned with, and support, the city's range of existing and emerging strategies and policy documents. These include:

- City Centre Transport Strategy to 2040
- Manchester Climate Change Framework 2020-25
- Our Manchester Strategy and Our Manchester Industrial Strategy
- City Centre Strategic Plan (CCSP)
- Greater Manchester HS2 & NPR Growth Strategy
- Greater Manchester Clean Air Plan
- Greater Manchester Spatial Framework (GMSF)
- Strategic Regeneration Frameworks (SRFs) for the localities surrounding, and linked to, the Stations including:
 - Piccadilly SRF 2018
 - Mayfield SRF
 - Portugal Street East SRF
 - IQ Manchester (North Campus) SRF
 - Wythenshawe Hospital Campus SRF
 - Airport City

- 3.6 In addition to the DRC for Phase 2b, HS2 Ltd are also currently consulting on Class Approvals for Phase 2A matters ancillary to development. This consultation is due to end on 8th December and relates to specific construction issues such as: soil handling, storage sites, construction camps, and works screening. Given this relates specifically to Phase 2a, the Council have not responded to this consultation. However for all matters relating to construction management for Phase 2b, the Council and its partners would expect to be engaged at the earliest possible opportunity to develop an approach that is bespoke to the local areas affected as a result of the construction of this phase. It is our expectation that separate consultation on matters ancillary to development for Phase 2b will be undertaken by HS2 at the appropriate time.

4.0 Overarching Issues

- 4.1 The draft response provides HS2 Ltd. with a summary of the main issues to which the city continues to seek resolution, and which the Council and its partners expect further collaborative engagement on. Ensuring the successful resolution of these issues will be fundamental to ensure that the Council can fully support the hybrid Bill once deposited.

Station Design & Urban Integration

- 4.2 All designs, including the stations and key infrastructure such as viaducts, headhouses and vent shafts, needs to be of high quality and appropriate for their setting, and consistent with the principles included in HS2 Ltd.'s Design Vision document.

- 4.3 The HS2 Stations need to act as key gateways to the wider master planned areas around them, including the Piccadilly and Mayfield SRF's at Piccadilly and Timperley Wedge and Davenport Green GMSF development areas at the Airport station, enabling the maximum growth to be achieved. This includes scheduling and sequencing works to avoid extended blight and to make efficient use of resources.
- 4.4 There are aspects of the current operational and functional design of the Manchester Piccadilly surface station that MCC disagree with. Our vision is for a HS2 & NPR integrated underground station design for Manchester Piccadilly, which has capacity for future train service growth. It is critical to the levelling up agenda that the right station is constructed in Manchester.
- 4.5 The Council believes that Gateway House should be removed in order to provide an appropriate entrance sequence to the station that has the capacity to accommodate the expected growth in station users; provides an appropriate gateway to the city; and supports effective connectivity between the station, the SRF and the city centre.
- 4.6 It is imperative that Manchester Airport HS2 station is a fully integrated station solution, that serves adjacent communities, and that the impact on surrounding communities and the environment is minimised and fully mitigated.

Funding

- 4.7 The Council notes the importance of DfT Ltd having an identified funding strategy which ensures the delivery of the HS2 and NPR schemes in their entirety, and as an integral part of the Integrated Rail Plan, which will also include local rail improvements. This, coupled with proposals that are aligned with the range of planned regeneration initiatives adjacent to HS2/NPR Infrastructure and our citywide policies, will be fundamental in ensuring that the economic benefits of HS2 are maximised.

Highways

- 4.8 All highways proposals should be developed in line with local transport, environmental and regeneration plans, strategies and policy, to ensure they are appropriate. The Council considers that the current highway solutions need considerable improvement to make them appropriate. This must account for non-motorised transport and public transport users and should:
- Be adequate at both the Airport and Piccadilly stations, and consider the wider strategic road network.
 - Avoid adverse impacts on the M56 and local highway network and protect the operation and future growth of Manchester Airport.
 - Optimise the Pin Mill Brow junction, avoiding any adverse impact on the adjacent SRF proposals; enabling the appropriate circulation of traffic around Piccadilly Station; and providing appropriate pedestrian linkages through and within the area.

- An assessment of the impact effects in relation to traffic and transport during construction of the proposed scheme, including the effects on air quality, should be reported in the formal Environmental Statement. Appropriate mitigation measures should be agreed in advance of the hybrid Bill submission.
- Seek to limit carbon emissions.

Metrolink

- 4.9 HS2 Ltd will also need to address the impact of the hybrid Bill on the existing Powers for Metrolink at Manchester Piccadilly & Manchester Airport, including the powers in relation to Metrolink lines that have been authorised but not yet constructed, ensuring that appropriate Powers are included and safeguarded through the Bill process. The Council expects HS2 Ltd and DfT to continue to engage on this matter.

Construction

- 4.10 All proposals must protect the operation and future growth of Manchester Airport and not impact on the function or blight the city centre throughout construction.
- 4.11 Further comprehensive details on the construction programme, methodology, impact assessment and mitigation are required. It is essential that the construction programme minimise the impact on communities, businesses and transport across the region.
- 4.12 The Council expects that the construction programme, methodology and mitigation measures will be developed in full consultation with partners, appropriate statutory bodies and key stakeholders along the route. Also accounting for other developments, highways works and infrastructure projects within Manchester and adjacent local authorities, to allow for the sequencing of works to avoid extended blight and to make efficient use of resources. We are requesting that HS2 Ltd. look at options to move as much of the materials as possible by rail, in order to reduce the level of lorry movements, and the impact on the highways and local communities.

5.0 Design Refinement Specific Response - Manchester Piccadilly Station

- 5.1 It is imperative to create a station at Manchester Piccadilly that is a world class, fully integrated transport hub which can actively maximise economic growth and the regeneration of the eastern side of the city centre. A 'Build it Once, Build it Right' strategic approach to transport investment at Piccadilly can ensure the earliest transformation of Piccadilly Station; avoid significant and long-term disruption and blight; and promote investor confidence. The key points included within the Council's response to the DRC are set out below.

Inclusion of NPR at Piccadilly

- 5.2 HS2's inclusion of Northern Powerhouse Rail in the station design at Piccadilly is welcomed. Piccadilly Station is central to the HS2 / NPR network in the north. It is therefore essential to deliver a solution which ensures that there is capacity to meet long term rail demand, provide connectivity across the north and support economic growth. We believe that the design for Manchester Piccadilly High Speed station should specifically consider Piccadilly in terms of the integration between HS2, NPR, the wider rail network and local growth and regeneration.
- 5.3 The Council's response sets out our belief that the surface terminus station proposed within the DRC does not deliver the right solution to provide the required level of reliability and resilience to effectively support the wider High Speed network. Furthermore, it significantly impacts on the delivery of the place-making and economic growth agenda set out in the approved Piccadilly SRF and the GM HS2 / NPR Growth Strategy. The DRC proposal illustrates a 'bolt on' of NPR onto the HS2 scheme, as opposed to taking a holistic view of how to best deliver a fully integrated HS2 and NPR solution, considering long term capacity, reliability, connectivity and future proofing (North / South and East / West). As such the Council do not believe that the proposals fully respond to the points set out at 2.62 of the consultation documents.
- 5.4 The Council, along with TfGM, recently commissioned Bechtel external review of the proposed HS2/NPR station at Piccadilly Station. This work concluded that whilst the HS2 alignment could be considered appropriate for a HS2-only station option, it is not the optimal solution in properly considering NPR and the need to provide both East-West and North- South connectivity. The report concluded that a fully underground and re-orientated through-station could address the constraints of the existing proposal, offer much more flexibility and long-term capacity for future train service provision, as well as potentially reducing the amount of track required to connect to the Airport station. Specific issues at Piccadilly highlighted in the report relate to:
- **Capacity, Resilience & Future Proofing** – lack of capacity in the current surface station, which would be at full capacity on day 1 of its operation.
 - **Customer Experience** – the need for a fully integrated and connected multi-modal transport hub, able to accommodate predicted future user numbers.
 - **Place making & Supporting Economic Growth** - the loss of development land, and therefore economic and regeneration benefits as a result of the combined HS2 and NPR surface station.
 - **Sequencing of investment** – “build it once, build it right” approach,
 - **The application of onerous standards for HS2** – which may have impeded the development of an optimum solution for Piccadilly station
- 5.5 The report has since been considered by the Richard George Independent Review of Piccadilly and agreed by the Transport for the North (TfN) Board. Richard George notes that whilst the surface turnback solution may be the most cost-effective way to deliver HS2's current remit, the solution in terms of

the best way forward for the long-term development of land use and resilient transport infrastructure would likely be an underground solution.

- 5.6 The Council have requested that HS2 Ltd. and DfT work in a fully collaboratively way with the City and its partners to consider an alternative, underground solution for the Manchester Piccadilly High Speed station, which takes a holistic view of the station; considers the long term future of rail for a leading regional city that serves the north of England; minimises disruption and blight on city centre development; and reduces significant valuable land take. This work needs to be concluded in good time for it to be included as an “Additional Provision” within the hybrid Bill, or for an alternative route to be approved for taking it forward.
- 5.7 The DRC consults on the proposed passive provision of an NPR junction to Leeds. Again, this inclusion is supported, but the Council’s response sets out concern around the minimal scope of the provision, which will lead to additional construction on the new railway in the city after the HS2 works are complete, meaning further future disruption for not only residents, but the future passengers of HS2. i.e. replacement bus services. The Council asks for Active provision to avoid further blight. The response highlights the critical need to ensure that the NPR junction design to Leeds enables the delivery of the optimal solution for both Piccadilly Station and the NPR route network and takes account of the developing underground station design.

Metrolink

- 5.8 The Council are in full support of the relocation and enhancement of the Metrolink stop at Manchester Piccadilly Station, and the opportunity for an additional tram stop at Piccadilly Central (within the SRF area) set out within the DRC. The relocation and improvement of the Piccadilly Metrolink Station is essential to both the future capacity of the Metrolink system and the experience of passengers. The Metrolink stop at Piccadilly needs to align with the proposals set out in the Piccadilly SRF and GM Growth Strategy, to enable the transformative growth and regeneration of the area, creating a world-class, ‘one station solution.’
- 5.9 The existing Metrolink stop at Manchester Piccadilly offers a poor passenger environment and experience It will not be able to accommodate the predicted growth in Metrolink traffic on the current network or provide any capacity for further network expansion. Given the aspiration to create a well-integrated, passenger-focused station, Metrolink requires a stop at the current Piccadilly Station that provides the capacity for its future growth, as well enabling easy interchange with HS2, NPR and classic rail passengers. The additional stop at Piccadilly Central will critically provide enhanced access and connectivity to the Piccadilly and Mayfield SRF areas. It will be important to ensure that the construction of the Metrolink and High Speed stations at Piccadilly are properly sequenced.
- 5.10 GM partners have confirmed that they support the prioritisation of future local transport funding for the enhanced Metrolink facilities at Piccadilly. It is

imperative that Government make sufficient funding available within devolution settlements to enable local infrastructure schemes such as Metrolink to be delivered, as part of meeting the challenge of levelling up Northern cities

- 5.11 The proposals within the DRC assume that Metrolink will be routed underneath Gateway House. It is currently not clear if this will be technically possible while Gateway House remains. As outlined earlier, officers have consistently repeated our position that Gateway House should be removed to enable a proper entrance for Piccadilly Station, to allow the station to properly connect into the city centre, to accommodate the anticipated increase in people using the station, and maximise the user experience and surrounding development opportunities. Its removal would also considerably simplify and de-risk the relocation of Metrolink. Our response requests that HS2 Ltd., DfT and MHCLG work with the Council and GM partners to identify a solution for Gateway House.

Tunnel Portal Relocation

- 5.12 The changes to track alignments to avoid the Ardwick depot, and the widening of the viaduct conflict with existing and approved plans set out within the Piccadilly SRF and causes severance to the Mayfield area. The Council requests that a 'place based' approach is taken to the Piccadilly and Ardwick areas, to ensure that the proposals fully support the regeneration and growth plans at Piccadilly and Mayfield. There is also a need to consider the impact of the new alignment on proposed future alignments for NPR, as well as future alignments for tram train, and alternative highways layouts that are being considered, re-emphasising the need for a fully holistic approach. It should also be noted that the proposed alignment would result in the demolition of the Hooper St depot.

Highways

- 5.13 The highways proposals described in the DRC are too expansive and do not take into account local transport and environment policies, which look to reduce car trips into the city centre, or of the station's city centre location. They also take a considerable amount of land in the SRF area, creating a loss of development land, and a poor local environment.
- 5.14 Similarly, the amount and location of car parking at Manchester Piccadilly needs to be appropriate to its city centre location, next to a major transport hub, and in the context of the Piccadilly SRF and wider policy initiatives, including Manchester's Climate Change Framework, the City Centre Transport Strategy, GM 2040 Strategy and GM Clean Air Plan.
- 5.15 MCC also have significant concerns about the proposed new access ramp to the Network Rail viaduct referred to in the consultation document, but not previously discussed. The proposals would have substantial impacts on the Mayfield development, affecting development plots, and routing heavy duty vehicles through the regeneration area.

- 5.16 We are working with HS2 Ltd. to develop more appropriate proposals for highways, parking and Network Rail ramp access, and our response requests that this work is concluded and is taken forward into revised proposals within the hybrid Bill. We also request that construction traffic routes and mitigation measures (for local residents, communities and road users) are developed in conjunction with the Council and its partners.

6.0 Design Refinement Specific Response - Manchester Airport Station

Airport Station Design Changes

- 6.1 As the UK's third busiest airport after Heathrow and Gatwick, Manchester Airport serves over 29 million passengers annually. The Airport functions as the key international travel hub for the North and Midlands. It plays a pivotal role in providing access to international markets from the North of England and is central to delivering a Northern Powerhouse economy, as a key part of the levelling up agenda and post COVID-19 economic recovery.
- 6.2 HS2, NPR and Metrolink connectivity at Manchester Airport will require fully integrated station solutions. The Council welcome the fact that Manchester Airport high speed station now incorporates NPR into the station design, however, there are several concerns that relate to the new station design.
- 6.3 The design of the HS2 Airport Station needs to be fully integrated with local development plans and existing planning policies, including the Greater Manchester Spatial Framework. It should also ensure proper connections to the surrounding development areas included within the GMSF.
- 6.4 The DRC states that the design and delivery of the Manchester Airport High Speed Station is subject to the agreement of local funding contributions. This is a key issue which the Council and GM Partners have challenged consistently, and our previous consultation responses have requested that Manchester Airport Station is treated consistently with other high-speed airport stations. The current funding context for local partners makes this issue even more critical. The business case for HS2 is considerably strengthened by the inclusion of a station at Manchester Airport and this needs to be recognised in the funding approach, as does the role of the Airport in the levelling up agenda. Collaborative discussions and a clear funding strategy need to be progressed with Government and local funding partners as an urgent priority.
- 6.5 The updated DRC design raises the alignment of the railway, reducing the depth of the cutting at the station, which raises a number of issues of concern. Raising the level of the station has increased the height of Metrolink, impacting on design and cost.
- 6.6 The environmental impacts of the shallower cutting also need to be fully understood and appropriately mitigated., However, at present the full impacts will not be shared until the hybrid Bill is published. This prevents the Council and its partners commenting on the additional noise pollution that this could

bring, in addition to any impact on train performance. The visual impact of the elevated station, and the retaining wall, are also areas of concern.

- 6.7 The inclusion of Metrolink at the Airport station is crucial to connectivity, both to the Airport terminals and to surrounding communities. The Council's response highlights that construction sequencing and delivery of Metrolink needs to be aligned with the construction of the HS2 station in order to minimise construction costs and excessive disruption in the area. The DRC states that HS2 are currently only providing passive provision for delivery of Metrolink. Our response requests that the hybrid Bill should include the appropriate powers to allow Metrolink works to progress to create an integrated airport network.

Highways

- 6.8 Once operational, the scheme will have a significant highways impact on the Strategic Road Network (particularly the M56 Junctions 5 & 6). Any highways design should facilitate both HS2 and NPR demand, but also critically ensure that committed schemes are also taken into account. There is a concern that presently, the proposals fail to adequately facilitate capacity which includes:

- Airport growth & projected passenger numbers
- Key adjacent development including the GMSF sites and at Airport City
- Highways England land safeguarding either side of the M56

- 6.9 The Council and its partners share a number of concerns about HS2 Ltd.'s highways proposals for the Airport station. These have been raised formally with HS2 Ltd. on a number of occasions. Key issues include:

- Adequate station access and impact on the surrounding environment.
- Car park locations, numbers and design and level of mitigation.
- Concern that the highways and traffic modelling undertaken fails to provide enough robust evidence to support the design.
- HS2's latest modelling has significantly increased modal share by car which is not in line with local policy.
- Lack of accurate demand forecasting and transport mode-share, including the exclusion of trips by Airport staff and passengers.
- Limited resilience on the road network proposed, which is already severely constrained, including a concern that the works proposed will mean that the revised junction 6 is at full capacity from the outset and will be unable to accommodate any future demand.
- Impact on strategic routes (Motorways, motorway junctions and local roads). Suitability of Hasty Lane and Hale Road as access points.
- Construction access impacts and mitigation.
- Opposition to the use of Runger Lane/Thorley Lane as a construction route because of its critical role in terms of Airport access.
- Adequacy of walking and cycling routes.

- 6.10 Our concerns about highways access cover both the construction phase and the longer term operation of the Airport station. Significant construction impact is expected from the construction of the Airport station and the associated tunnel portal, much of which will be in close proximity to Manchester Airport and surrounding development. More work is needed to minimise the impact of disruption and to provide robust mitigation measures. Further information is also required on the full impact of construction.
- 6.11 MCC and GM partners have previously requested that HS2 consider options to use rail to move a proportion of materials required to construct the Airport station and tunnel portal, in order to reduce the level of road-based construction traffic. We welcome the fact that HS2 Ltd. are now looking into potential options for this. We would request that this work is taken to conclusion, considers the impact on local residents, and maximises the legacy opportunities from the temporary rail links needed for the construction material.
- 6.12 In addition to highways capacity, vehicle parking will need to be carefully considered and tested to ensure that provision at the Airport Station can adequately facilitate both HS2 and NPR demand.

7.0 Route Wide Update

- 7.1 In addition to the station specific aspects detailed above, the DRC provides an update for the whole of the Western Leg of HS2 Phase 2b. This update is based on the final designs and construction boundaries which are expected to be submitted within the bill, and which supersede the designs that have previously been shared. The route wide updates involve comments on connectivity around a Golborne link to the west coast mainline and a northern chord to link the Manchester High speed station to towns and cities further north.

Birchfield Road Vent shafts

- 7.2 Alongside this consultation, HS2 Ltd. has published a high-level response to the first DRC (although a specific response has not been provided to individual respondents). Unfortunately, this response notes that there will not be a fundamental change to the proposed location of the ventilation shaft on Birchfield Road.
- 7.3 The Council were opposed to the original location of the vent shaft in the WDES at Lytham Road, situated on the site of the Manchester Enterprise Academy, (MEA) Central. HS2 Ltd. are subsequently proposing an alternative location at Fallowfield Retail Park.
- 7.4 The Council were also opposed to HS2 Ltd. locating the vent shaft on Fallowfield Retail Park, with a response setting this out provided as part of the 2019 DRC response.

- 7.5 Our response sets out our disappointment and concern that, despite the strong and consistent objections raised by both the Council and local residents, the ventilation shaft is still proposed to be located on Fallowfield retail park. It is acknowledged that the position has changed slightly, however, this location remains unacceptable to the Council and the local community.
- 7.6 In the Council's previous response, and subsequent discussions with Council and community representatives, alternative locations considered as acceptable by both the Council and local community were provided, including:
- a. The site of Pronorm Kitchens and Kwik-Fit (Mosley Road, M14 6PB)
 - b. The site of Car Centre (Mosley Road, M14 6PA)
 - c. University of Manchester Armitage Sports Centre
- 7.7 The first DRC response only provides reasons for the rejection of the University of Manchester Armitage sports centre. This location was dismissed based on resulting in less attractive landscape and visual impact. The Council do not believe these reasons represent a sufficient rationale to discount this location. The response made no specific reference to the impact on Birchfields Primary School which is located in close proximity to the proposed vent shaft.
- 7.8 As a result of previous discussions last year, HS2 Ltd, undertook to carry out further work on alternative locations. However, despite assurances that the work was being commissioned, it has either not taken place or not been shared with the Council. Our previous DRC response requested that HS2 Ltd. consult appropriately with the local residents, Councillors, schools and businesses, take on board their views, and respond to them appropriately. Again, we do not feel that this has taken place. HS2 Ltd. need to undertake further investigations on alternative sites, collaboratively with the Council, as a matter of urgency, in order to identify an alternative solution. The Council also expects mitigation measures to be taken by HS2 Ltd. in relation to the construction and placement of these ventilation shafts in proposed alternative locations.

Safeguarded Land

- 7.9 The DRC Maps which illustrate HS2 safeguarded land, exclude some properties located on Pittbrook Street and Chancellor Lane from the safeguarded area. These areas are crossed by some of the Pin Mill Brow Junction options that are currently being developed and may need to be included as an Additional Provision.
- 7.10 It is understood that Hoyle Street, Chapelfield Road and Temperance Street have been included in the safeguarded area in relation to an access route to a ramp proposed on North Western Street to provide access to the top of the existing railway viaduct for Network Rail road vehicles. This access route would pass through an area of the proposed Mayfield Development that will not be suitable for road vehicles. As such, HS2 Ltd will need to develop alternative arrangements for the ramp access.

- 7.11 Land that is identified in the safeguarding maps that is potentially required for construction envelopes the classic Piccadilly station and the Mayfield SRF site. The Council would expect HS2 to provide a construction plan to ensure that access to Piccadilly station is maintained, along with construction and patron access to the Mayfield SRF site throughout the HS2 project lifecycle. It should be noted that the Mayfield Partnership are submitting a response to the consultation, which sets out the significant impact on this major regeneration scheme for the city. Full consideration to this response also needs to be taken by HS2 Ltd.

Technical Route Wide Comments

- 7.12 The DRC provides an update for the whole of the Western Leg of HS2 Phase 2b, based on the final designs and construction boundaries which are expected to be submitted within the bill.
- 7.13 The connections on and off HS2 and the West Coast Main Line (WCML) at Crewe are a positive which will provide flexibility to service patterns and enabling diversionary routes. The opportunity to deliver additional trains at Crewe should be considered against the impact this could have on journey times to other destinations with a bigger catchment, north of Crewe. Such as Manchester. We are supportive of the infrastructure required to enable NPR to be delivered in its entirety. Also, we are supportive “build it once, build it right” approach and so would want to see this work delivered with HS2, rather than a disruptive later add.
- 7.14 HS2’s Golbourne link will provide direct high-speed rail connectivity almost all of the way into Wigan Town Centre from the Midlands and the south. The link therefore maximises the time that services can travel at high-speed on journeys between London/Birmingham and Scotland, thereby minimising end-to-end journey times.
- 7.15 Whilst DRC proposal includes the Golborne Link, it does not include the HS2 Northern Chord. This chord, at High Legh, was included in earlier HS2 proposals with the aim of enabling HS2 trains to travel from a depot proposed at Golborne (which has subsequently been relocated to Crewe) to Manchester. Whilst the depot has been relocated, GM Partners believe that the Northern Chord should be reintroduced. It is acknowledged that HS2 are providing passive provision for this, but inline with the ‘build it right, build it once’ principle, this is removing a key element for the North which allow services for not only NPR, but for HS2 services from Scotland to access the Manchester HS2 terminus.
- 7.16 It should be noted that previous consultation responses have highlighted that Trafford Council have raised concerns about the impact of the route alignment and the Northern Chord, and also identified the need for HS2 Ltd. to work closely with GM partners to consider options to mitigate local impacts, including the visual and heritage impact on local communities. Trafford Council have also submitted a response to this DRC.

8.0 Conclusion

- 8.1 In all of the responses over the past six years, the City Council and partners have reiterated their support for HS2 and the location stations at Manchester Airport and Piccadilly Station. HS2 is vital in increasing the capacity and connectivity of Britain's rail network, and the combination of HS2 and NPR improvements can help deliver a transformational step-change in the connectivity of the North's major city regions, helping to underpin economic growth across the North of England.
- 8.2 However, there remain several concerns that still need to be resolved with the HS2 scheme in order to maximise this opportunity.
- 8.3 We welcome the opportunity to comment on the second Design Refinement Consultation. The City Council's draft response is being prepared for submission by the 11th December 2020, in line with HS2 Ltd.'s consultation deadline. The response sets out the key scheme issues not yet responded to by HS2 in addition to those arising from the information provided within the DRC. Members comments on the draft response are welcome in advance of its submission.
- 8.4 Officers will continue working with HS2, DfT, TfN and other partners on the design development of the proposed schemes in advance of hybrid Bill submission. It is important that MCC are engaged in detailed discussions over the designs of the new stations and associated infrastructure (including vents shafts) to minimise their impact on local communities and ensure seamless integration with their surroundings, and will respond to the contents of the hybrid Bill once they are published.
- 8.5 The Council and partners have also requested early and meaningful engagement with HS2 Ltd. on the final construction, operational and safeguarding boundaries before hybrid Bill submission, and for engagement on the programme for construction, including the impacts associated with traffic, and the mitigation measures to be taken. We also ask for early consultation on the impacts included in the ES, before deposit of the hybrid Bill. Our response states our intention to comment on the formal Environmental Statement, published at hybrid Bill deposit to parliament in June 2020 and our expectation is that the ES will provide sufficient detail to respond to issues raised previously.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 HS2 and NPR, and the development of the areas surrounding the stations are anticipated to provide additional job opportunities available to local residents and improved transport connections to those opportunities. As part of the GM Growth Strategy, a GM High Speed Rail Skills Strategy has been developed to ensure that residents are able to acquire the skills to access the jobs created.

(b) Risk Management

9.2 The Council will work closely with Government, Transport for the North (TfN), TfGM and other partners to minimise risks arising from the design and delivery of HS2, NPR and the GM Growth Strategy.

(c) Legal Considerations

N/A

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HS2

**High Speed Rail – Phase 2b
(Crewe to Manchester and West Midlands to Leeds)**

Design Refinement Consultation

Response of Manchester City Council

11th of December 2020



Contents

Contents	2
1. Introduction	3
2. The opportunity from HS2 and Northern powerhouse rail.....	4
3. Response context.....	5
4. Overarching comments on key issues	8
5. Technical comments on Manchester Piccadilly high speed station	12
6. Technical comments on Manchester Airport high speed station.....	21
7. Technical comments on Crewe Northern Connection & Route Wide Update.....	30
8. Comments on DRC Government response to Birchfield Road Ventshafts	32
9. Safeguarding	33
10. Further engagement.....	35
11. Summary & Conclusion	37
12. Appendix 1 – Links to Bibliography	39

1. Introduction

- 1.1. This paper sets out the response of Manchester City Council (MCC) to HS2 Ltd.'s High Speed 2: Phase 2b Design Refinement Consultation (DRC). This response fully supports, and is aligned with, the responses made by the Greater Manchester combined authority GMCA, Trafford Council, and Manchester Airport Group (MAG). It should also take into consideration our response to the previous consultations made in 2014, 2016, 2018 and 2019, along with the NIC response.
- 1.2. The response reprovides HS2 Ltd. with a summary of the main issues to which the city continues to seek resolution, as set out in previous consultation responses, and which the Council and its partners expect further engagement on. The previous responses are attached as appendices to this document and should be considered alongside this response.
- 1.3. Issues relating to Manchester Piccadilly high speed station and Manchester Airport high speed station are outlined in this document, along with the need for appropriate mitigation by HS2 Ltd. The response also provides comment on the line of route, as covered in the route update and first DRC response, in particular, the vent shaft located at Birchfields Rd included as part of the previous DRC in 2019.
- 1.4. MCC welcomes the opportunity to comment on the design refinement proposals to both Manchester Piccadilly high speed station and Manchester Airport high speed station, and the associated infrastructure to support the design, specifically the inclusion of Northern Powerhouse Rail (NPR) integration into the design. The proposals to integrate NPR into the HS2 scheme are welcome. However, there are issues associated with the proposed designs, which HS2 Ltd. needs to address.
- 1.5. We welcome the opportunity to work with HS2 in a collaborative way on key issues. One of our major areas of concern is the current surface station proposal at Manchester Piccadilly, which we do not believe to be the right solution for the station. This is set out in more detail below. We are currently working with HS2 Ltd. and partners on an underground station design, to try and reach the right solution for Piccadilly.
- 1.6. MCC also expects appropriate mitigation measures related to the infrastructure to be developed by HS2 Ltd., in collaboration with stakeholders, and to be fully set out within the Environmental Statement which will accompany the Phase 2b hybrid Bill.

2. The opportunity from HS2 and Northern powerhouse rail

- 2.1. HS2 and NPR offer considerable opportunities for economic growth in Greater Manchester (GM) and the North. The schemes have significant potential to benefit the wider agenda for rebalancing the economy in the UK. The delivery of this new infrastructure, and the economic growth that they can bring, are crucial part of the economic recovery following Covid-19. It is essential, therefore, that the growth opportunities and benefits afforded by HS2 and NPR are maximised. Levelling up the north demands that railway development recognises the strategic importance of Manchester and other cities, as key growth drivers, highly connected and attractive destinations, and for sufficient funding to be made available to deliver the right infrastructure.
- 2.2. MCC welcomes and fully supports the Government's intention to progress with the proposed HS2 Phase 2b extension from Crewe to Manchester. MCC also welcome the Government's consideration of the case for Northern Powerhouse Rail (NPR) to improve capacity, reliability and frequency of services.
- 2.3. MCC and our GM partners also strongly support the commitment to an Integrated Rail Plan for the North and Midlands, with HS2 and NPR as component parts of an integrated short, medium and long term infrastructure investment programme. We are encouraged by the principle set out in the NIC's Interim Rail Needs Assessment report of looking at dynamic interactions between transport and economic growth beyond the conventional appraisal approach. It is more critical than ever to factor in these wider benefits, especially in the context of the Government's levelling up agenda and the shared aim of economic stabilisation and growth.
- 2.4. The Council has retained a clear position on the need to ensure that HS2 and NPR are delivered in a manner that fully complements the connectivity, place-making, local employment and sustainable growth objectives in the Greater Manchester (GM) Growth Strategy. This position is set out in our responses to the Government's consultation on the HS2 Phase 2b Design Refinement Consultation (2019), Working Draft Environmental Statement (2018), and line of route consultations 2014 and 2017, as well as to the NIC's call for evidence and interim report consultation for the Rail Needs Assessment earlier this year.

- 2.5. MCC endorses the identified station locations at Manchester Piccadilly and Manchester Airport High speed stations, and welcomes the opportunity to work collaboratively with HS2 Ltd. and partners to develop these plans to ensure they are integrated with our aspirations for the City and to capitalise on the economic stimulus of the airport and its growth, and support the objectives of the Growth Strategy. However, there are a number of areas where proposals do not currently achieve this, and these are highlighted within this response. We are also concerned that the work currently being done to develop alternative options on a number of these areas still will not meet the aspirations of partners and still do not have a formal status within the Bill.

3. Response context

- 3.1. This response should be considered in the context of other MCC and GM strategies, in particular the GM HS2 & NPR Growth Strategy; 'The Stops Are Just The Start' (2018). Our MCC, along with the GMCA and Trafford Council, with input from Manchester Airport Group (MAG), published the comprehensive Growth Strategy for the stations at Manchester Airport and Manchester Piccadilly. The Growth Strategy sets out how HS2 can have maximum impact through station planning; wider connectivity; full support for committed and new economic and residential growth and regeneration; and local skills and supply chain benefits.
- 3.2. The key strategies that relate to HS2 are set out within our response to the Working Draft Environmental Statement in 2018. As well as the Growth Strategy they include (but are not limited to) the Our Manchester Strategy, Greater Manchester Strategy and Local Industrial Strategy, GM Transport Strategy 2040, draft GM Spatial Framework, GM HS2 & NPR Growth Strategy, Piccadilly Strategic Regeneration Framework, City Centre Strategic Plan, and the GM Enterprise Zone.
- 3.3. A summary of new/refreshed strategies since the WDES response is also set out below:
- **City Centre Transport Strategy to 2040** (currently out to consultation) - setting out an integrated package of measures to support more sustainable transport options when travelling to and from and within the city centre, taking account of the city centre's continuing economic and population growth, and Manchester's ambition to become a zero-carbon city, by 2038. The draft strategy sets an ambitious goal for 90% of all trips to the city centre to be non-car modes by 2040 in the morning peak.
 - **Climate Change Framework 2020-25** - The five year Manchester Climate Change Framework was published in February 2020 to meet the ambitious target for a zero-carbon city by 2038, ahead of the UK's target of 2050. HS2

must consider ambitions to reduce car travel, and fully integrate green travel modes.

- **GM Clean Air Plan** - In order to meet national targets for clean air, Manchester is working in partnership with other GM local authorities to develop and implement proposals to reduce air pollution (with a focus on nitrogen dioxide emissions) in the shortest time period possible. Consultation on the draft Clean Air Plan ran between 8 October and 3 December.
- **The Our Manchester Strategy** – The strategy is currently being refreshed, collaboratively with the city’s communities and stakeholders. The document will update the ambitions for Manchester; a thriving city, filled with talent, fair, well-connected and a great place to live – in the topflight of world-class cities. **The Our Manchester Industrial Strategy** sets out how a more inclusive economy can be developed for the city’s residents and workers. Both policies are important in considering how the benefits that HS2 and NPR brings can be fully maximised, and accessible to, Manchester residents.
- **City Centre Strategic Plan (CCSP)** – The Council’s CCSP is currently being updated to cover the period up to 2025. This provides the regeneration and strategic development priorities for the city centre outlining, the ambitions and planned development for the different city centre neighbourhoods and key development areas.
- **Strategic Regeneration Frameworks (SRFs)** There are several SRFs which set out the development context for the localities surrounding, and linked to, the Stations. These include:
 - Piccadilly SRF 2018
 - Mayfield SRF
 - Portugal Street East SRF
 - ID Manchester (North Campus) SRF
 - Wythenshawe Hospital Campus SRF
 - Airport City

The SRFs take a holistic approach to transforming the overall places. The railway, station and local transport interventions need to be a part of this place-based approach. The railway, station and local transport interventions need to be a part of a holistic, place-based approach, so that development and growth are not blighted.

- **Greater Manchester Spatial Framework** – This is Greater Manchester's Plan for Homes, Jobs and the Environment prepared on behalf of the city-region's 10 local authorities, covering the period 2020-2037. This strategic framework a plan to manage growth so that Greater Manchester is a better place to live, work and visit;

- providing the right homes, in the right places, for people across our city-region.
 - Creating jobs and improving infrastructure to ensure the future prosperity of Greater Manchester.
- 3.4. Previous responses have requested HS2 Ltd. develop schemes in line with Manchester and GM strategies and policies, to realise regeneration opportunities, and provide the right scheme for users and the future. This will help HS2 to maximise the impact of the Phase 2b route to Manchester and contribute to HS2's objective to be an "Engine for Growth", as well as helping to meet future growth demand.
- 3.5. The MCC response to the Design Refinement Consultation also fully supports, and should be read alongside, the GMCA consultation response, and those of other GM partners; Trafford Borough Council and Manchester Airport Group (MAG). The issues outlined in these responses align with Manchester City Council's views.
- 3.6. In addition to the DRC for Phase 2b, HS2 Ltd are also currently consulting on Class Approvals for Phase 2A matters ancillary to development. This consultation is due to end on 8th December and relates to specific construction issues such as: soil handling, storage sites, construction camps, and works screening. Given this relates specifically to Phase 2a, the Council have not responded to this consultation. However, for all matters relating to construction management for Phase 2b, the Council and its partners would expect to be engaged at the earliest possible opportunity to develop an approach that is bespoke to the local areas affected as a result of the construction of this phase. It is our expectation that separate consultation on matters ancillary to development for Phase 2b will be undertaken by HS2 at the appropriate time.

4. Overarching comments on key issues

- 4.1. Manchester City Council, alongside the Greater Manchester Partners, continue to facilitate ongoing dialogue with HS2 Ltd. on the issues raised through previous consultations and ongoing design discussions. We welcome opportunities to work collaboratively with HS2 Ltd. on key issues and progress is being made in some areas. However, a range of aspects of the HS2 Phase 2b scheme remain a cause of significant concern for the City Council and GM partners.
- 4.2. MCC has previously responded to the three HS2 Phase 2b route consultations, submitted in 2014, 2017 and 2019, and to the WDES, submitted in 2018, as well as to the NIC call for evidence and interim report for the Rail Needs Assessment.
- 4.3. These responses raised a number of specific, which need to be fully addressed in the final scheme designs. There are several areas where it is crucial HS2 Ltd. fully engages with MCC to inform the design, minimise impacts ahead of hybrid bill submission. An overview of the key issues are provided below, some of which are covered in more detail in answer to the specific consultation questions.
- 4.4. The Council notes the importance of DfT Ltd having an identified funding strategy which ensures the delivery of the HS2 and NPR schemes in their entirety, and as an integral part of the Integrated Rail Plan, which will also include local rail improvements. This, coupled with proposals that are aligned with the range of planned regeneration initiatives adjacent to HS2/NPR Infrastructure and our citywide policies, will be fundamental in ensuring that the economic benefits of HS2 are maximised.

4.5. Station design and Urban Integration

- 4.5.1. The design for the scheme, including the stations and key infrastructure such as viaducts, headhouses and vent shafts and other major structures, needs to be of high quality and appropriate for its setting. MCC supports HS2 in its Design Vision document and expects to see the principles of 'people, place and time' embraced within the HS2 design within MCC.
- 4.5.2. There are aspects of the current operational and functional design of the Manchester Piccadilly surface station that MCC disagree with. The rationale for this decision is stated within the Bechtel report, which promotes a HS2 & NPR integrated underground station design vision for Manchester Piccadilly, which has capacity for future train service evolution. It is critical to the levelling up agenda that the right station is constructed in Manchester.

- 4.5.3. The HS2 Stations need to act as key gateways to the wider master planned areas around them, including the Piccadilly SRF and Timperley Wedge and Davenport Green areas around the Airport station, enabling the maximum growth to be achieved. As part of this, it will be necessary for timescales to be sequenced to avoid extended blight and to make efficient use of resources. To enable this, the design and construction methodology must be prepared and delivered in conjunction with MCC and its partners.
- 4.5.4. MCC believe that Gateway House should be removed in order to provide an entrance to the station that has the capacity to accommodate the growth in numbers, provides an appropriate gateway to the City and supports effective connectivity between the station, the SRF and the city centre. It is fundamental that the station is designed in a way that provides a gateway to the city, properly connected into the surrounding area, and fully integrates all transport modes. The removal of Gateway House can enable the delivery of the SRF vision for a new large public plaza, to anchor the SRF proposals, and provide an excellent arrival space and first impression of Manchester.
- 4.5.5. The proposed locations for car parks at Manchester Piccadilly are not considered appropriate. The size, location and access of the proposed multi-storey car parks are not in accordance with the approved Piccadilly SRF and are not aligned with local policy including GMSF and the GM Transport Strategy 2040.
- 4.5.6. It is imperative the Manchester Airport high speed station is a fully integrated station solution, with full public transport connectivity via Metrolink provided from its opening. The impact on surrounding communities and the environment, including those arising from the higher station design, is minimised and fully mitigated.

4.6. Highways

4.6.1. Highway proposals should be developed in line with Local Plans and Strategies, including the draft Clean Air Plan, to ensure they are appropriate and fit for purpose. MCC considers that the current highway solutions need considerable further design/development to make them acceptable. This must consider provision for non-motorised and public transport users and should:

- Be adequate at both the Airport and Piccadilly stations, consider the wider strategic road network, and involve both local stakeholders and Highways England.
- Avoid adverse impacts on the M56 and local highway network and protect the operation and future growth of Manchester Airport in relation to traffic and access.
- An assessment of the impact effects in relation to traffic and transport during construction of the proposed scheme, including the effects on air quality, should be reported in the formal Environmental Statement. Appropriate mitigation measures should be agreed in advance of the hybrid Bill submission.
- Seek to limit carbon emissions.
- Optimise the Pin Mill Brow junction whilst avoiding adverse impact on the adjacent SRF proposals. Circulation of traffic around Piccadilly Station needs to be developed and agreed with TfGM and MCC.

4.6.2. It is essential that HS2 Ltd ensures there is ongoing engagement with GM Partners and Highways England (HE) to agree appropriate highways solution that are in line with MCC and GM policy.

4.6.3. It is expected that the assessment of the impact effects in relation to traffic and transport during construction of the proposed scheme, including the effects on air quality, will be reported in the formal ES. Appropriate mitigation measures should be agreed in advance of the hybrid Bill submission.

4.7. Metrolink

- 4.7.1. HS2 Ltd will also need to address the impact of the Hybrid Bill on the existing Powers for Metrolink at Manchester Piccadilly & Manchester Airport, including the powers in relation to Metrolink lines that have been authorised but not yet constructed, ensuring that appropriate Powers are included and safeguarded through the Bill process. MCC expects HS2 Ltd and DfT to continue to engage on this matter.

4.8. Construction, Traffic and Transport

- 4.8.1. Further comprehensive details on both the construction programme, methodology, impact assessment and mitigation are required. It is essential that the construction programme and methodology aims to minimise the impact on communities, businesses and transport modes across the region. It is anticipated that, in accordance with the growth strategy, the principles of 'build it once, build it right' and minimising blight are adopted. This includes enabling adjacent development opportunities to be realised prior to HS2 becoming operational.
- 4.8.2. MCC anticipates that the programme, methodology and mitigation measures will be developed in full consultation with partners, appropriate statutory bodies and key stakeholders along the route. The programme and methodology must consider other development projects, highway work and infrastructure projects within Manchester and adjacent local authorities, to allow timescales of work to be sequenced to avoid extended blight and to make efficient use of resources.
- 4.8.3. We are requesting that HS2 Ltd. look at options to move as much of the materials as possible by rail, in order to reduce the level of lorry movements, and the impact on the highways and local communities.
- 4.8.4. Proposals must protect the operation and future growth of Manchester Airport in relation to traffic and access during both the construction and operational phases. It is also essential the city centre continues to function through construction works and that any blight is minimised.

5. Technical comments on Manchester Piccadilly high speed station

- 5.1. MCC welcome the fact that Manchester Piccadilly high speed station has now incorporated Northern Powerhouse Rail into the station design. However, there are a number of concerns that surround the new station design. These are set out in answer to the questions below.
- 5.2. **Question 3a: What are your comments on the inclusion of two additional platforms into the design of Manchester Piccadilly High Speed station?**
- 5.2.1. MCC fully supports the inclusion of NPR at Piccadilly. Piccadilly is central to the HS2 / NPR network in the north. Therefore, it is essential to get the right solution to ensure there is capacity to meet long term demand, provide connectivity across the north and support economic growth. We believe that the design for Manchester Piccadilly High Speed station should specifically consider Piccadilly in terms of the integration between HS2, NPR, the wider rail network and local growth and regeneration.
- 5.2.2. However, MCC does not believe that the current surface terminus station proposed within the DRC will provide the right solution to offer the level of reliability and resilience needed to effectively support the wider High Speed network. Furthermore, it undermines delivery of the place-making and economic growth agenda set out in the Piccadilly SRF and the GM HS2 NPR Growth Strategy. The DRC proposals plan for a 'bolt on' of NPR onto the HS2 scheme, as opposed to taking a holistic view of how to best deliver a fully integrated HS2 and NPR solution, considering long term capacity, reliability, connectivity and future proofing (North / South and East / West). In short, we do not believe that the proposals fully takes account of the points set out at 2.62 of the design refinement consultation document.
- 5.2.3. This is demonstrated by the recent work commissioned by MCC and TfGM and carried out by Bechtel to review Piccadilly Station. This work notes that whilst the HS2 alignment could be considered to be appropriate for a HS2-only solution, it is not the optimal alignment in properly considering NPR and the need to provide both East-West and North- South connectivity. The report concludes that a fully underground and re-orientated through-station could address the constraints of the existing proposal and offer much more flexibility and long term capacity for future train service provision.

- 5.2.4. The Bechtel report was also considered by the Richard George Independent Review of Piccadilly, agreed by the Transport for the North (TfN) Board. Richard George notes that whilst the surface turnback solution may be the most cost effective way to deliver HS2's current remit, the solution in terms of the best way forward for the long-term development of land use and resilient transport infrastructure would be most likely to be an underground solution.
- 5.2.5. Specific issues at Piccadilly highlighted in the Bechtel report, and previous correspondence with HS2 Ltd. and DfT, include:
- **Capacity, Resilience & Future Proofing:** Modelling work carried out as part of the Bechtel study has shown that the proposed HS2/NPR turnback station does not have any spare capacity or the ability to accommodate the future evolution of train services (i.e. it would be at capacity at Day 1). This is a significant disadvantage given existing and predicted growth trends for rail passenger volumes, and the potential need to run further NPR services into Piccadilly as the route options are developed. We have significant concerns that the station will not be able to accommodate the combined HS2 & NPR service specification and to take into service disruption and capacity for future expansion.
 - **Customer Experience – Need for a Whole Station Approach:** MCC believes that it is important that Piccadilly Station is a fully integrated and connected multi-modal transport hub, which is able to accommodate predicted future user numbers; allows easy interchange between modes; a properly sequenced arrival point for the city; and proper connections to the rest of the city centre and surrounding communities. We do not feel any of these matters are appropriately accommodated for by the current design, while the pedestrian modelling used to inform the design fails to fully take into account growth in classic rail use, and growth in the surrounding areas and from non-rail users. Specific areas of concern include pedestrian flows, the adequacy of station entrances; and lack of legible connections into the surrounding areas. In addition, there are impacts on journey times across the north, as well as questions of customer perceptions, resilience and service reliability, of passengers having to wait for NPR services to turn back, rather than carrying on through the station. MCC believes this is not the right solution for a station at the heart of the HS2 NPR network.
 - **Place making & Supporting Economic Growth:** The loss of development land, and therefore economic and regeneration benefits as a result of the combined HS2 and NPR wider surface station. The surface station has a significant impact on the ability to deliver the most

valuable commercial development in the SRF area, reducing the development land available and the ability to deliver the Boulevard alongside the station, which will be the prime commercial route and a key piece of public realm connecting the area. This land take would be difficult to navigate at a human scale and is an essentially asset. There is a need for a more integrated approach to Rail Infrastructure Planning at Piccadilly, which combines infrastructure solutions with place-making and economic growth.

- **The need for proper sequencing of investment** - a "build it once, build it right approach" - which can minimise blight and support timely future development. We emphasize the need for jointly developed, integrated programmes.
 - **The application of onerous standards:** The Bechtel review found that determination of an optimum solution for Piccadilly station may have been impeded by design parameters developed by HS2 Limited for its high-speed line. This could lead to a potential missed strategic opportunity to deliver best value in terms of more effective regeneration of central Manchester, reduced land-take, flexibility to develop train services beyond those initially envisaged, and even in terms of more direct, and therefore less expensive, approaches to the new station.
- 5.2.6. The Council requests that HS2 Ltd. and DfT continues to work collaboratively with MCC, TfGM and TfN, at each step of the process and before decisions are made, to consider an alternative, underground solution for the Manchester Piccadilly High Speed station, which takes a holistic view of the station, considers the long term future of rail for a leading regional city that serves the north of England, minimises disruption and blight on city centre development, and reduces significant valuable land take. This work needs to conclude as quickly as possible, ideally to enable it to be included as an Additional Provision within the hybrid Bill, or, if this is not possible, for an alternative route to be approved ASAP for taking it forward.

- 5.3. **Question 3b: What are your comments on the proposed changes to Metrolink around Manchester Piccadilly High Speed station?**
- 5.3.1. MCC are in full support of the relocation and enhancement of the Metrolink stop at Manchester Piccadilly Station, and the opportunity for an additional tram stop at Piccadilly Central. The relocation and improvement of the Piccadilly Metrolink Station is essential to both the future capacity of the Metrolink system and the experience of passengers. MCC want to see Metrolink as active provision, to avoid delay in reconnecting the Metrolink network as hastily as possible to minimise disruption to patrons. The Metrolink stop at Piccadilly needs to align with the proposals set out in the Piccadilly SRF and GM Growth Strategy, to enable the transformative growth and regeneration of the area, creating a world-class, 'one station solution.'
- 5.3.2. The existing Metrolink stop at Manchester Piccadilly offers a poor passenger environment. It will not be able to accommodate the predicted growth in Metrolink traffic on the current network due to HS2 & NPR, or provide any capacity for further network expansion, for example, through the implementation of Tram-Train proposals or increased frequency on existing lines. Given the imperative of creating a well-integrated, passenger-focused station, Metrolink needs to have a stop at the current Piccadilly Station that provides the capacity for its future growth, as well enabling easy interchange with HS2, NPR and classic rail passengers. The additional stop at Piccadilly Central will support the Piccadilly and Mayfield SRFs, and provide enhanced access to the regeneration areas.
- 5.3.3. The consultation document notes that GM partners have confirmed that they support the prioritisation of future local transport funding to the enhanced Metrolink facilities at Piccadilly, and that this will form part of the shared programme between DfT and GM. It is imperative that Government make sufficient funding available within devolution settlements to enable local infrastructure schemes such as Metrolink to be delivered as part of meeting the challenge of levelling up Northern cities.
- 5.3.4. It will be important to ensure that the construction of the Metrolink and High Speed stations at Piccadilly are properly sequenced. In particular, HS2 Ltd. need to demonstrate how they will ensure the operation of the existing Metrolink service during construction.

- 5.3.5. The proposals within the DRC assume that Metrolink will be routed underneath Gateway House. It is currently not clear if this solution will be technically possible to construct the Metrolink line through the basement of Gateway House, whilst the Gateway house structure remains standing. We have consistently repeated our position that Gateway House should be removed to enable a proper entrance for Piccadilly Station, to allow the station to properly connect into the city centre, to accommodate the anticipated increase in people using the station, and maximise the user experience and surrounding development opportunities.
- 5.3.6. MCC believe that Gateway House limits pedestrian movements in and out of the proposed new station, funnels passengers through inadequate station entrance/exits, will require passengers accessing HS2 and the relocated Metrolink stop to make level changes, and prevents the development of a gateway public realm. We have major concerns that the existing entrance hall has already reached the limit of its capacity. Removing Gateway House facilitates development of an arrival Plaza, as proposed within the SRF, a wider, better-connected and city centre-facing station entrance that can provide capacity and space to cater for the anticipated levels of pedestrian traffic; facilitates the development of a 'world class gateway'; and delivers the full scope and benefits of the Boulevard. The removal of Gateway House is also needed to reduce the risk and simplify the construction of Metrolink.
- 5.3.7. MCC and its partner TfGM request that HS2 Ltd., DfT and MHCLG work with MCC and GM partners to identify a solution for Gateway House, in order to facilitate the construction of the enhanced Metrolink facilities at Piccadilly, and an adequate entrance to Piccadilly Station.

5.4. Question 3c: What are your comments on the proposed inclusion in the design of passive provision for a future Manchester to Leeds junction?

- 5.4.1. The additional passive provision for NPR services demonstrates and is welcomed to integrate services. Concern, though, remains which revolves around the minimum specification of the passive provision. There is a need to ensure that the junction design enables the delivery of the optimal solution for both HS2 and NPR.
- 5.4.2. GM partners have significant concerns around the proposed NPR Piccadilly surface station option (as set out above), and whether this will meet future demand requirements and provide a resilient, reliable operation. We do not believe that the surface station design has the capacity to provide for the additional NPR services required to deliver some of the NPR route options. Alternatively, an underground station at Piccadilly could potentially provide the capacity for extra services, enabling a more resilient operation and the future growth of NPR.
- 5.4.3. It should be noted that an underground station could result in a different route alignment to Leeds and this should be considered within the final design.
- 5.4.4. It is noted that the passive provision set out in the DRC only includes the footprint of the design and not the additional infrastructure to support the link required to access the NPR lines. This infrastructure includes the grade separated junction, additional rail track, additional Switches and crossings, overhead line equipment and the overhead viaduct allowing access from the proposed platform 1 to the spur in order avoid conflict with the junction with HS2.
- 5.4.5. To incorporate these changes after HS2 finishes their construction with the high speed railway into full operation could result in significant delays & disruption to the operational railway and Manchester whilst the above additional infrastructure for NPR is constructed. The design for the station should be right first time.

- 5.4.6. The approach taken by HS2 for passive provision only contradicts with the “Build it Once, Build it Right” approach as it leaves legacy work to be completed by another party on HS2 infrastructure and doesn’t align with the Oakervee review – conclusion 4 which states “*HS2 can be part of transformational economic change, but only if properly integrated with other transport strategies, especially those seeking to improve inter-city and intra-regional transport, and also with national, regional and local growth strategies. Transport investment alone will not ‘rebalance’ the UK economy*”. The passive provision proposal isn’t the proper integration that MCC would expect.
- 5.4.7. The passive provision junction for the NPR Leeds connection will bring additional years of blight to the Manchester area which will have just been through years of HS2 construction activity and then subjected to additional years of NPR construction in the heart of the expanding city. This is why MCC ask for **active provision** for the NPR spur in order to minimise additional disruption to Manchester residents and avoid disturbance for patrons of the HS2 service. Once HS2 is operational patrons of the HS2 service will be subjected to closure of the network at Manchester to enable the NPR construction interface to be completed. HS2 can only level up our economy if it can be used reliably.
- 5.4.8. MCC see that the provision for all infrastructure that curtails the frequency of NPR suspending HS2 services and causing blight to residents for the future construction of the NPR spur, as crucial. These construction activities should be completed before HS2 commences operational services.
- 5.4.9. As outlined in the GMCA response, the proposed junction is positioned close to the existing Siemens Depot in Ardwick in an area proposed to be shared with a future tram-train extension (that would connect the Metrolink tracks at Piccadilly Central Tram Stop to the heavy rail network at Ashbury’s) and ideally with a modified highway proposal at Pin Mill Brow (as suggested by MCC). The option to modify the design of the NPR and HS2 alignments to enable a modified junction proposal should be explored. It is MCC and GMCA’s view that this should be investigated as part of future design development. There is a need to develop an integrated solution for the HS2, NPR, highway and tram-train proposals.

5.5. Question 3d: What are your comments on the proposed relocation of the Manchester tunnel portal to avoid the need to demolish the train care facility at Ardwick Depot?

- 5.5.1. The changes to track alignments to avoid the Ardwick depot, and the widening of the viaduct conflict with existing and approved plans set out within the Piccadilly SRF, cutting through a core piece of development land, creating an undevelopable plot of land and severance to the Mayfield regeneration area. Mayfield is the MCC flagship regeneration project and needs to have any blight minimised. MCC requests that a 'place based' approach is taken to the Piccadilly and Ardwick areas, rather than a purely engineering approach, to ensure that the right solution is reached and investment and growth maximised. The design of the station and associated infrastructure should fully support the regeneration and growth plans at Piccadilly and Mayfield, set out within the approved SRF's, rather than impede their delivery.
- 5.5.2. There is also a need to consider the impact of the new alignment on proposed future alignments for NPR, as well future alignments for tram train, and alternative highways layouts that are being considered. All of these issues should be considered together, to enable designs which are work for all of the proposed schemes, as well as the development of the wider area.
- 5.5.3. The Council notes that the new layout could result in the demolition of the Hooper St depot. MCC would expect appropriate compensation for the loss of this facility, identification and provision of an agreed alternative suitable site if this alignment is taken forward.

- 5.6. **Question 3e: What are your comments on the proposed changes to the road network around the new Manchester Piccadilly High Speed station?**
- 5.6.1. The highways proposals at Pin Mill Brow described in the DRC are too expansive and do not take into account local transport and environment policies, which look to reduce car trips into the city centre, or of Piccadilly's location in the city centre, as part of a major public transport hub. The proposals conflict with the city's traffic aspirations (included in City Centre Transport Strategy and 2040 Strategy) and zero carbon strategy. They also take a considerable amount of land in the SRF area, creating a loss of development land, and a poor local environment, especially in combination with the other major transport infrastructure being created in the area.
- 5.6.2. According to the DRC document, the Pin Mill Brow highway proposals have been designed using "normal design standards for urban roads, based on the current projection of future traffic growth". This projected growth is in part driven by the level of parking and "kiss and ride" provision made at the new HS2 station which promotes private vehicle trips. Adoption of a strategy to reduce vehicle trips would increase opportunities for delivery of a smaller scale highways scheme at Pin Mill Brow.
- 5.6.3. The currently proposed car park locations and sizes also have adverse impacts, both in terms of the additional traffic generated and the loss of two prime development sites. The size of the proposed car parks will encourage thousands more car trips into the city centre, contradicting local policy and national emissions targets.
- 5.6.4. The proposed changes to the road network do not provide evidence of prioritising public transport or delivering high quality walking and cycling connections to support sustainable access to the station and the SRF area. Where walking and cycle connections are coming into conflict with high volumes of vehicular traffic adequate segregation should be provided.

- 5.6.5. The DRC design includes a ramp positioned on North Western Street to provide access to the top of the existing railway viaduct for Network Rail road vehicles. It is currently proposed that vehicles will access the new ramp by travelling along Hoyle Street, Chapelfield Road and Temperance Street. This route passes through an area of the proposed Mayfield Development that will not be suitable for road vehicles.
- 5.6.6. MCC have significant concerns about the new access ramp. The proposals would have substantial impacts on the Mayfield development, affecting development plots, and routing heavy duty vehicles through the regeneration area. Of particular concern is the fact that the construction of the ramp will coincide with the occupation of the first phase of development at Mayfield, which could detract from the ability to attract and retain tenants to the area, and consequently the ability to deliver the growth and jobs outcomes. MCC requests that more work is done to find an alternative solution, to make sure that one of the city's major regeneration areas is not so severely impacted.
- 5.6.7. MCC is aware that HS2 Ltd is considering an alternative location for the ramp near the east end of the HS2 station. However, this location conflicts with MCC and TfGM's preferred position for a "multimodal hub", incorporating a bus and coach interchange, taxi/kiss and ride provision and parking. Further work needs to be undertaken by HS2 in collaboration with MCC and GM partners on collaboratively developing an optimal design and position for a multimodal hub.
- 5.6.8. We welcome the fact that HS2 Ltd. are working with the Council and other GM partners to develop more appropriate proposals for highways, parking and Network Rail ramp access. However, we are significantly concerned that the alternative options are still a way removed from the aspirations and policies of the Council and our partners. We request that this work is further developed, in full collaboration with MCC and GM partners, and is taken forward into revised proposals within the hybrid Bill.
- 5.6.9. To ensure an efficient construction programme, traffic routes and mitigation measures (for local residents, communities and road users) need to be developed in conjunction with the Council and its partners.

6. Technical comments on Manchester Airport high speed station

- 6.0. MCC welcome the fact that Manchester Airport high speed station has now incorporated Northern Powerhouse Rail into the station design, however, there are a number of concerns that surround the new station design which are outlined below the following questions.

- 6.1. **Question 2a: What are your comments on the proposed changes to the design of Manchester Airport High Speed station?**
- 6.1.1. MCC fully support the inclusion of provision for NPR at the Airport. The additional two platforms are a welcomed alteration to accommodate the additional forecast NPR services. HS2 and NPR are core transformational infrastructure components in Greater Manchester's HS2 Growth Strategy and the wider agenda for economic rebalancing in the UK.
- 6.1.2. MCC believe the design of the HS2 Airport Station needs to be fully integrated with local development plans within the area and existing planning policies, including the Greater Manchester Spatial Framework.
- 6.1.3. As the UK's third busiest airport after Heathrow and Gatwick, Manchester Airport serves over 29 million passengers annually. The Airport functions as the key international travel hub for the North and Midlands. HS2, NPR and Metrolink connectivity at Manchester Airport will require fully integrated station solutions, delivered by a funding strategy that it is in line with other HS2 airport stations (the station is currently unfunded within the HS2 and NPR budgets) and agreed by an integrated senior level review by government and local partners.. Manchester Airport plays a pivotal role in providing access to international markets from Greater Manchester and across the North of England and is central to delivering a Northern Powerhouse economy, as a key part of the levelling up agenda and post COVID-19 economic recovery.
- 6.1.4. MCC have concerns relating to the raising of the railway alignment, and reduction in the depth of the cutting at the Airport station. Raising the level of the station has caused a visual impact to the surrounding environment. The impact of the latest design of the station and associated infrastructure, particularly on Metrolink, is covered in more detail in the GMCA response.
- 6.1.5. The published DRC states that design at Manchester Airport High Speed Station are subject to the agreement of local funding contributions. This is a key issue which we have challenged consistently, and our previous consultation responses have requested that Manchester Airport Station is treated consistently with other high speed airport station. The current funding context for local partners makes this issue even more critical. The business case for HS2 is

considerably strengthened by the inclusion of a station at Manchester Airport and this needs to be recognised in the funding approach.

- 6.1.6. The environmental impacts of the shallower cutting station need to be fully understood and appropriate mitigation provided. At present the impacts of the shallower cutting won't be shared until the hybrid bill is published. This prevents MCC and partners commenting on the additional noise pollution that this will bring. The visual impact of the elevated station, and the retaining wall, are also areas of concern. Trafford Council have highlighted the impact on the surrounding developments at Davenport Green and Timperley Wedge, and on Timperley Brook and Davenport Green Ancient Woodland. The design should also ensure proper connections to the surrounding development areas. We support the requirement in the GMCA's response for HS2 Ltd. to carry out further engagement with GM partners on design optimisation, environmental impact mitigation and additional cost implication of the shallow cut design of the high speed station.
- 6.1.7. The inclusion of Metrolink at the Airport station is crucial to connectivity, both to the Airport terminals and to surrounding communities, and needs to be provided from the opening of the HS2 station. However, as the GMCA response notes, the DRC Consultation Document refers to the 'future extension of the Metrolink Airport Line.' It is MCC's and GM partners' view that the Metrolink connection to and from the Manchester Airport high speed station should be constructed by HS2 Ltd and should be operational from the day of opening alongside HS2 services. This is needed to provide appropriate public transport links to the HS2 station, and to help minimise the construction disruption, and reduce blight.

- 6.1.8. The construction sequencing and integration of Metrolink needs to be aligned with the construction of the HS2 station in order to minimise future construction costs and minimise additional disruption in the area. The DRC states that currently HS2 are only providing passive provision for Metrolink. In order to deliver the Metrolink extension at the Airport, there is a need for new and modified powers to be obtained to enable construction and operation of the proposed works. MCC supports the position in the GMCA response that the powers needed to construct and operate the modified Metrolink proposal should be obtained as part of the HS2 hybrid Bill. In line with the GM response, the Council will oppose the design for a Manchester Airport high speed station with no sustainable / public transport mode of access from its day of opening.
- 6.1.9. It is MCC's understanding that the HS2 tracks were raised to reduce the HS2 excavation works, thereby reducing the HS2 infrastructure costs and amount of spoil to be disposed offsite. These proposed changes have however had the result of raising the Metrolink stop, which is proposed on a viaduct structure positioned above the HS2 concourse, to a higher level (around 75m AOD) which is approximately 6m higher than that previously proposed. The increased height of the Metrolink stop requires its approaches to be on viaducts, leading to an increase in its construction cost.
- 6.1.10. MCC require further engagement with HS2/DfT on design optimisation and environmental impact mitigation of the shallow cut design of the high speed station, and to ensure full integration with local transport networks.
- 6.2. **Question 2b: What are your comments on the proposed changes to the road network around the new Manchester Airport High Speed station?**
- 6.2.1. MCC welcome HS2's identification of the additional challenges that will be experienced on the Strategic Road Network (SRN), and expect HS2 to work with council and partners to reach a satisfactory conclusion for all parties around the vicinity of the Manchester Airport HS2 station.

- 6.2.2. There will be a significant highways impact on the Strategic Road Network notably the M56 - Junction 6, Hale Road, Hasty Lane and Runger lane and a second access into the station at its western side including additional car parks. Any highways design should account for HS2 and NPR demand, as well as ensuring committed schemes are also factored in including Airport growth and surrounding development sites identified in the GMSF (Timperley Wedge and Global Logistics). Wider connectivity, including active modes (cycling and walking), must also be properly addressed into the hybrid Bill scheme.
- 6.2.3. MCC, Manchester Airport Group, Trafford Council and TfGM share a number of concerns about HS2 highway proposals for the Airport station. These have been raised formally with HS2 Ltd. on a number of occasions.
- 6.2.4. Key issues include:
- Adequate station access and impact on the surrounding environment.
 - Car park locations, numbers and design and level of mitigation.
 - Absence of traffic modelling.
 - Lack of accurate demand forecasting and transport mode-share, including the exclusion of trips by Airport staff and passengers.
 - Limited resilience on the road network proposed.
 - Impact on strategic routes (Motorways, motorway junctions and local roads).
 - Construction access impacts and mitigation.
 - Opposition to the use of Runger Lane/Thorley Lane as a construction route because of its critical role in terms of Airport access.
 - Adequacy of walking and cycling routes.

- 6.2.5. MCC and our partners are of the view that inadequate evidence has been provided on how the proposed station can be accessed by various modes; what the implications are for Junction 6 of the M56; the wider highways access; impact on airport operations and accessibility. The project needs to be designed and constructed with NPR, and surrounding development, considered holistically, from the outset, not as a solution for only HS2 that would be inappropriate if NPR is only considered passively. There is concern that the works proposed to Junction 6 will mean that the junction is operating at full capacity from the outset and will be unable to accommodate any future demand. We are also concerned about the scale and environmental impact of the large gyratory design and the adequacy of pedestrian and cycling connectivity.
- 6.2.6. The DRC document states that changes to the road network have the objective of “accommodating the predicted increase in vehicle numbers generated by HS2” and to “integrate NPR... and HS2, thereby reducing the amount of infrastructure required to deliver the NPR network and avoiding disruption to HS2 operation in the future”. However, the approach adopted to develop these changes to the road network is likely to result in sub-optimal highway arrangements for a number of reasons.
- 6.2.7. The design rationale has been confined to designing a road network suitable for HS2 demand, and then separately identify additional measures that could be feasible to address NPR access and capacity requirements. The approach should seek to identify the optimal solution for HS2 and NPR demand combined and then value engineer this design to understand which elements are needed to support HS2 in the interim. The current approach is likely to lead to additional highway infrastructure, prolonged disruption, and sub-optimal arrangements that do not integrate the public transport connections needed to reduce private vehicle mode share. It is, therefore, not in line with GM’s 2040 Transport Strategy, Right Mix Target, the GM Clean Air Plan and MCC’s aspiration to be carbon neutral by 2038.

- 6.2.8. There is a concern that the highways and traffic modelling undertaken fails to provide robust enough evidence to support the design. The modelling assessment presented to stakeholders used dated assumptions for development and background traffic growth, in particular it does not account for Timperley Wedge or Global Logistics and therefore will underestimate local traffic demand (and also not include new infrastructure such as the Spine Road associated with Timperley Wedge). Traffic modelling has not been made available to enable MCC to undertake due diligence and assurance checks. It is noted, however, that HS2 are working with stakeholders in the area to establish future demand and infrastructure needs through the South Manchester Highways & Transportation working group and study. However, how this fits into the wider HS2 programme is yet to be fully clarified, and needs to be resolved as a matter of urgency.
- 6.2.9. A review of the existing traffic level on the local road network shows that there are significant congestion issues around the Manchester Airport. On workday an estimated 57% of the classified road network (Motorways, A and B roads) within 7km of the Airport are operating close to or at capacity at some point in the day.

% of network	Level of delay
23%	Up to 50%
19%	> 50% <= 100%
24%	> 100% <= 200%
12%	> 300% <= 300%
22%	More than 300%
57%	Total > 100%

Table 1: Capacity of Local Road Network within 5km of Manchester Airport

[Please note that “Close to or at capacity” has been defined as a peak delays of more than 100% compared to free flow (i.e. a journey time of more than double free flow); free flow speeds have been defined as the average from 22:00 to 05:00 and the data in Table 1 is for term time during February 2020.]

- 6.2.10. On the Strategic Road Network (SRN) 70% of the M56 and 71% of the M60 are operating at or over capacity at some time of the day, with the issues most severe during the PM.
- 6.2.11. The completion of the A555 has relieved some of the congestion issues on the south eastern section of the M60. However, the scheme has increased the amount of traffic using Junction 5 of the M56, pushing the junction which serves the Airport to capacity. Any additional traffic associated with construction, or following completion, of HS2 will further increase the pressure on this junction increasing delays.
- 6.2.12. The capacity issues between Junctions 5 and 6 of the M56 are demonstrated by the obligations for MAG to provide additional lane capacity on the M56 once passenger numbers reached a certain threshold, known as the “Rainbow Works”.
- 6.2.13. There needs to be a collaborative approach between HS2, MCC, GM partners (Trafford Council, TfGM and MAG) and Highways England to deliver a holistic set of improvements across Junctions 5 & 6 to incorporate both HS2 and NPR demand. This should include work to consider an appropriate access from Junction 5 to the Manchester Airport station, that is environmentally acceptable, and could accommodate future demand as part of a ‘Right Mix’ solution. For example, intercepting traffic bound for the HS2 station from the north and east via Junction 5 could relieve this section of M56 and movement on A538 between eastern & western parts of Junction 6. The current scheme allows access only for bus and taxi from the North side. There needs to be more detailed work by HS2 to ensure that sufficient road connections are provided to the surrounding development areas, with connections from both sides of the station. Public transport and active travel access needs to be part of the access strategy from the outset.
- 6.2.14. More detail will be required for the proposed closure and realignment of Sunbank Lane, and all proposed closures/realignments to Ringway footpaths. The routes will need to be kept under review due to local development aspirations for the area. Careful consideration is required for access and parking works for construction in this area to avoid unacceptable impact to the residents of Ringway and the operation of the Global Logistics Hub, (GLH) for several years. Sustainable travel options for residents and employees and visitors to the GLH will need to be provided.

- 6.2.15. Providing a connection to Junction 5 as part of the enabling works would balance the pressure and provide resilience on the local and strategic highway network during the construction phase and into the operation of the station, on a 'build it once, build it right' basis.
- 6.2.16. Shuttle buses are being proposed until Metrolink is constructed. This will have a further impact on the road network both at the HS2 station and on the local highway network around the airport. The Metrolink station needs to be provided from the opening of the HS2 station to avoid these additional road trips and eliminate the area suffering from extended construction impacts.
- 6.2.17. HS2 designs assume the Rainbow works will be delivered prior to HS2 construction commencing. There is a significant possibility that COVID-19 impacts on the airport will mean that this may not be the case and the infrastructure may be delayed. As a result, assurance of the suitability of the HS2 road network under the existing highway configuration is required. There are significant concerns about the suitability of Runger Lane (post yellow Works) for use as a construction route without unacceptable delays to airport traffic, hence the investigations into alternative haul routes / railhead, Using Runger Lane in an unimproved condition will not be acceptable.
- 6.2.18. More evidence is required to assess whether the level of proposed car parking is appropriate for both HS2 and NPR. However, the number of car parking should not promote private vehicle use and contribute to unsustainable traffic volumes on the local road network. A greater focus is needed on providing access via sustainable modes and ensuring NMU connections are attractive and direct.
- 6.2.19. Significant construction impact is expected from the construction of the Airport station and the associated tunnel portal, much of which will be in close proximity to Manchester Airport.
- 6.2.20. Further detail of construction activities and access and routing needs to be shared with MCC and partners as the design develops to minimise stress to the highways network. This is especially important around the numerous compound sites, including at vent shafts and where local neighbourhood life could otherwise be blighted. More work is needed to minimise the impact of disruption and to provide robust mitigation measures.
- 6.2.21. There is traffic severance for walkers and cyclists during construction. These vulnerable modes should be protected. Appropriate mitigation measures will be required to ensure that walkers and cyclists are not disadvantaged and that sustainable journeys do not decline.

- 6.2.22. GM partners do not support the usage of Runger Lane for construction traffic and believe further analysis is required to ensure the capacity for traffic is maintained without adding adverse impacts on access to Manchester Airport and its surrounding areas.
- 6.2.23. MCC and GM partners have previously requested that HS2 consider options to use rail to move a proportion of materials required to construct the Airport station and tunnel portal, in order to reduce the level of road-based construction traffic. We would request that HS2 undertake further work to review potential options for removal of spoil by rail. This work should take into account the impact on local residents and maximises the legacy opportunities from the temporary rail links needed for the construction material. The consideration of rail based transportation is critical for HS2 to meet its sustainability objectives, as well as local environmental policy.

7. Technical comments on Crewe Northern Connection & Route Wide Update

- 7.1. The DRC provides an update for the whole of the Western Leg of HS2 Phase 2b. This update is based on the final designs and construction boundaries which are expected to be submitted within the bill, and which supersede the designs that have previously been shared.
- 7.2. The connections on and off HS2/ WCML at Crewe are a good thing, giving flexibility to adapt service patterns and enabling diversionary routes. The opportunity to deliver additional trains at Crewe should be considered against the impact this could have on journey times to other destinations with a bigger catchment, north of Crewe, such as Manchester. We are supportive of the infrastructure required on HS2 that will enable NPR to be delivered in its entirety. Also, we are supportive “build it once, build it right” approach and so would want to see this work delivered with HS2, rather than a disruptive add on at a later date.
- 7.3. The Golbourne link provides direct connectivity on a purpose-built high-speed railway almost all of the way into Wigan Town Centre from the Midlands and the south. The link therefore maximises the time that services can travel at high-speed on journeys between London/Birmingham and Scotland, thereby minimising end-to-end journey times



- 7.4. Whilst HS2's DRC proposal includes the Golborne Link, it does not include the HS2 Northern Chord (see below). This chord, which is located at High Legh, was included in earlier HS2 proposals with the aim of enabling HS2 trains to travel from a depot proposed at Golborne (which has subsequently been relocated to Crewe) to Manchester. Whilst the depot has been relocated, MCC's position is that the Northern Chord should be reintroduced to provide faster and greater capacity links from Scotland, Cumbria and Lancashire to Manchester and to reduce pressure on the existing Euston Junction to Manchester; Manchester to Preston; and Castlefield rail corridors. It is acknowledged that HS2 are providing passive provision for this, but in the ethos of build it once, build it right, this is removing a key piece for the puzzle to transform the North and allow services for not only NPR, but for HS2 services from Scotland to access the Manchester HS2 terminus.



Source: Annotated extract of Figure 1 of the 'Design Refinement Consultation' document.]

- 7.5. It should be noted that previous responses have highlighted that Trafford Council have raised concerns about the impact of the route alignment and the Northern Chord, and also identified the need for HS2 Ltd. to work closely with GM partners to consider options to mitigate local impacts, including the visual and heritage impact on local communities. Trafford Council have also submitted a response to this DRC.

7.6. MCC understand the need for a stabling facility at Annandale, between Glasgow, Edinburgh and Carlisle to reduce the distance of empty coaching stock workings and allow for early service provision from Carlisle. Although the proposed location is some distance from Glasgow and Edinburgh which are deemed to be the core markets for HS2 services north of Manchester, we appreciate detailed commercial and operational analysis on alternative sites and the expansion of existing stabling facilities has been undertaken. MCC seek reassurance from HS2 Ltd that sufficient capacity is available on the WCML for the level of empty coaching stock movements (and other supporting train movements) required.

8. Comments on DRC Government response to Birchfield Road Ventshafts

8.1. MCC were opposed to the original location of the vent shaft in the WDES at Lytham Road, situated on the site of the Manchester Enterprise Academy; (MEA) Central. In the first DRC, an alternative location at Fallowfield Retail Park was proposed.

8.2. The Council were also opposed to HS2 Ltd. locating the vent shaft on Fallowfield Retail Park, with the details being highlighted in the 2019 DRC response.

8.3. We are extremely disappointed and concerned, to see within the response to the first DRC, published alongside this consultation, that despite the objections raised, the ventilation shaft is still proposed to be located on Fallowfield retail park. It is acknowledged that the position has changed slightly, however, this location remains unacceptable to the council and the local community.

8.4. In the Council's previous response, and subsequent discussions with Council and community representatives, alternative locations considered as acceptable by both the Council and local community were provided, including:

- a. The site of Pronorm Kitchens and Kwik-Fit (Mosley Road, M14 6PB)
- b. The site of Car Centre (Mosley Road, M14 6PA)
- c. University of Manchester Armitage Sports Centre

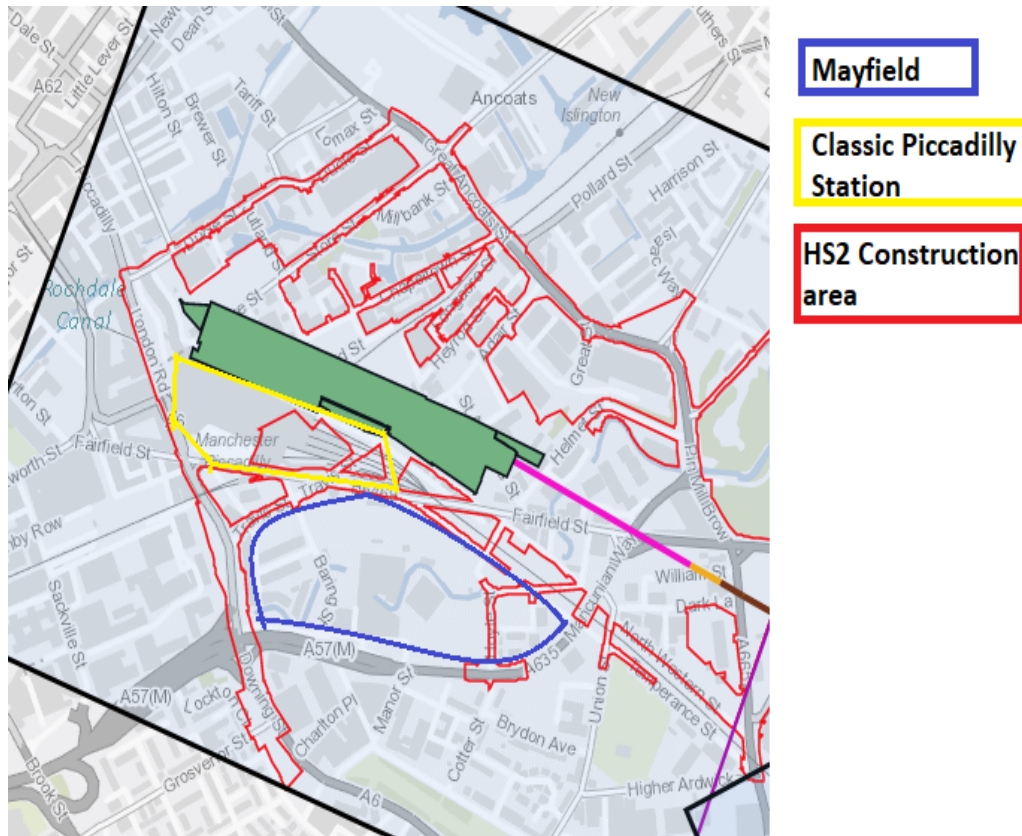
- 8.5. The first DRC response only provides reasons for the rejection of the University of Manchester Armitage sports centre. This location was dismissed based on resulting in less attractive landscape and visual impact. The Council do not believe these reasons represent a sufficient rationale to discount this location. The response made no specific reference to the impact on Birchfields Primary School which is located in close proximity, or on the facilities at the retail park which many local residents depend on.
- 8.6. As a result of previous discussions last year, HS2 Ltd, undertook to carry out further work on alternative locations, including the potential for a 5th ventshaft. However, despite assurances that the work was being commissioned, it has either not taken place or not been shared with the Council. Our previous DRC response requested that HS2 Ltd. consult appropriately with the local residents, Councillors, schools and businesses, take on board their views, and respond to them appropriately. Again, we do not feel that this has taken place. HS2 Ltd. need to undertake further investigations on alternative sites, collaboratively with the Council, as a matter of urgency, in order to identify an alternative solution. The Council also expects mitigation measures to be taken by HS2 Ltd. in relation to the construction and placement of these ventilation shafts in proposed alternative locations.

9. Safeguarding

- 9.1. The DRC Safeguarding Maps exclude some properties located on Pittbrook Street and Chancellor Lane from the safeguarded area (Ref. Map Number SG-02-123). These areas are crossed by some of the Pin Mill Brow Junction options that are currently being developed and may need to be included as an Additional Provision.
- 9.2. Hoyle Street, Chapelfield Road and Temperence Street are included in the safeguarded area (Ref. Map Number SG-02-123). It is understood that these roads have been included in relation to an access route to a ramp proposed on North Western Street to provide access to the top of the existing railway viaduct for Network Rail road vehicles. This access route would pass through an area of the proposed Mayfield Development that will not be suitable for road vehicles. There is a need for HS2 Ltd to develop alternative arrangements for the ramp access.



- 9.3. Land that is identified in the safeguarding maps that are potentially required for construction envelopes the classic Piccadilly station and the Mayfield SRF site. MCC expect HS2 to provide a construction staging process to ensure that access to patrons of the classic Piccadilly station is maintained, along with construction and patron access to the Mayfield SRF site throughout the HS2 project lifecycle.



- 9.4. It should be noted that the Mayfield Partnership are also submitting a response to the updated safeguarding information, which sets out the significant impact on this major regeneration scheme for the city. Full consideration to this response also needs to be taken by HS2 Ltd.

10. Further engagement

10.1. MCC expects HS2 Ltd to engage and work with us and our partners throughout the ongoing design development and ES process, to pay due regard to the requirements detailed in the local strategies listed above, and in this, and previous, consultation responses. These include:

- 'Build it once, build it right' principle;
- Fully integrated, fit for purpose stations;
- Integration of HS2 with wider local transport and active travel ambitions;
- Minimising blight to ensure the arrival of HS2 complements the development of adjacent areas rather than negatively impacting the regeneration of land around stations and the route. To ensure this, timescales must be sequenced, and the design and construction methodology be prepared and delivered in conjunction with MCC and its partners, including Manchester Airport Group;
- Station and rail infrastructure of a design quality appropriate for the setting and acceptable to the Local Planning Authority;
- A fully integrated one-station solution with seamless integration between national, regional and local transport modes; and
- Maximising the opportunity to upskill the GM population.
- Accommodate Metrolink
- Deliver appropriate highway capacity

- 10.2. A significant number of issues were raised by MCC and GM Partners through the first DRC, WDES and previous consultation responses. The majority of these remain unresolved. Whilst HS2 Ltd. have published high level summary responses on previous consultations, disappointingly formal feedback is not provided on individual responses, and it remains unclear how our comments will be reflected in the final scheme design and in the final ES.
- 10.3. MCC wishes to continue to work with HS2 Ltd. through the current design phase leading to the Bill deposit, with the aim of achieving the full vision set out in the GM Growth Strategy, and to ensure that all of the issues that we have raised are properly addressed before the hybrid Bill is submitted.
- 10.4. We are disappointed that HS2 Ltd. only plan to share the detailed environmental information at the time when the hybrid Bill is submitted, and the full Environmental Statement is published.
- 10.5. GM partners have requested specific technical discussions with HS2 Ltd to engage with, and respond to, issues under the specific WDES topics for and on wider topic areas, including route-wide construction. This engagement is now urgent regarding the Birchfield Road Vent shaft, which is of deep concern.
- 10.6. MCC expect HS2 Ltd to thoroughly engage in more detailed discussions with GM Partners to provide detailed information on the scheme impacts and agree proposed mitigation measures in advance of the hybrid Bill deposit. MCC request early and meaningful engagement with HS2 Ltd. on the final construction, operational and safeguarding boundaries before hybrid Bill submission, and for engagement on the programme for construction, including the impacts associated with traffic, and the mitigation measures to be taken. We also ask for early consultation on the impacts included in the ES, before deposit of the hybrid Bill.

11. Summary & Conclusion

- 11.1. In all responses over the past six years, MCC and partners have reiterated our support for HS2, and the significant benefits that will arise from having HS2 stations at Manchester Airport and Manchester Piccadilly. It is essential that the right solutions for Manchester Piccadilly and Manchester Airport Stations are delivered to support the long-term growth set out in the Piccadilly SRF and GM Growth Strategy.
- 11.2. The Council welcomes the opportunity to comment on the second DRC. We fully support the proposal to integrate both NPR and Metrolink with HS2 at Manchester Piccadilly and Manchester Airport High Speed Stations. However, there remain major concerns around the design of the stations and associated infrastructure which we request HS2 take into account in the final designs included within the hybrid Bill. Our response sets out the key scheme issues raised during previous consultations not yet responded to by HS2, in addition to those arising directly from the information provided within the DRC. Although not formally part of the consultation, our response also highlights specific areas of concern included within the route wide update.
- 11.3. Key Issues covered in our response, which need to be resolved within the hybrid Bill, include:
- 11.3.1. Significant concerns about the capacity, resilience, future proofing, and regeneration impact of the current surface station design at Manchester Piccadilly, and the need for full integration of NPR and HS2, to enable the optimum station solution, for both Piccadilly and the full high speed network. We believe that this would be provided by an underground station solution, and request that HS2 Ltd. and DfT continue to work collaboratively with the Council and other partners to develop an underground station design for Manchester Piccadilly's high speed station.
- 11.3.2. The need for the design of Piccadilly station and surrounding infrastructure to integrate with, and not detract from, the Piccadilly and Mayfield SRF's. The current highways and car parking solutions, Network Rail ramp access, track and viaduct alignment all fail to do this, and alternative solutions need to be developed in collaboration with the Council and partners and included within the Bill.

- 11.3.3. The need for full integration of Metrolink at both stations, and the inclusion of powers in the hybrid bill for both Manchester Airport & Piccadilly stations, and to make enough funding available within devolution settlements to enable local infrastructure schemes such as Metrolink to be delivered
- 11.3.4. The impact of the shallower cutting station at Manchester Airport, including on the construction of Metrolink, need to be fully considered and appropriate mitigation provided.
- 11.3.5. The funding of Manchester Airport Station must be consistent than at other high speed airport stations, and recognition given to the fact that the business case for HS2 is considerably strengthened by the inclusion of a station at Manchester Airport.
- 11.3.6. The highways design at both Manchester Airport Station need to be holistically designed to not only includes HS2 and NPR predicted traffic, but traffic generated by the Airport and surrounding developments. The highways solutions at both stations need to consider local transport and environmental policy, which look to encourage modal shift to non-car modes.
- 11.3.7. MCC are opposed to the proposed location of the ventilation shaft on Fallowfield Retail Park, due to the impact on Birchfield Road Primary School and on local retail and community facilities. HS2 Ltd. need to undertake further investigations on alternative sites, collaboratively with the Council, as a matter of urgency, in order to identify an alternative solution.
- 11.3.8. The construction programme and methodology must aim to minimise the impact on communities, businesses (including Manchester Airport) and transport modes, including the full consideration of options to use rail to move materials, in order to reduce the level of road-based construction traffic.
- 11.4. The Council are committed to continuing to work with HS2, DfT, TfN and other partners on the design development of the proposed schemes in advance of hybrid Bill submission, and request that HS2 Ltd. and DfT engage collaboratively in this. It is important that MCC and partners are engaged in detailed discussions over the designs of the new stations and associated infrastructure (including vents shafts) to minimise their impact on local communities and ensure seamless integration with their surroundings, and will respond to the contents of the hybrid Bill once they are published.



11.5. We will provide a response to the formal Environmental Statement, published at hybrid Bill deposit to parliament in June 2020 and our expectation is that the ES will provide sufficient detail to respond to issues raised previously.

12. Appendix 1 – Links to Bibliography

1. City Centre Transport Strategy (Consultation Draft)

https://www.manchester.gov.uk/downloads/download/7277/draft_city_centre_transport_strategy_2020

2. Manchester Climate Change Framework 2020 - 2025

<https://www.manchesterclimate.com/framework-2020-25>

3. Our Manchester Strategy

https://www.manchester.gov.uk/downloads/download/6426/the_manchester_strategy

4. The Our Manchester Industrial Strategy

https://www.manchester.gov.uk/downloads/download/7156/our_manchester_industrial_strategy

5. City Centre Strategic Plan

https://secure.manchester.gov.uk/downloads/file/24745/city_centre_strategic_plan

6. Greater Manchester Clean Air Plan

https://images.ctfassets.net/tlpgbvy1k6h2/38mpTrGAw7qtuneFVln93c/c919fd3e08d54ec1f17e114a3b014093/20-0565_CAP_Consultation_Summary_WEB.pdf#page=8

7. Greater Manchester Spatial Framework

<https://www.greatermanchester-ca.gov.uk/media/3663/221020-agma-issue-opt.pdf>

8. Manchester Piccadilly Strategic Regeneration Framework (2018)

https://www.manchester.gov.uk/downloads/download/6868/manchester_piccadilly_srf_march_2018

9. Mayfield Strategic Regeneration Framework

https://secure.manchester.gov.uk/downloads/download/6851/mayfield_srf_february_2018

10. Portugal Street East Strategic Regeneration Framework

https://www.manchester.gov.uk/downloads/file/24866/portugal_street_east_srf_april_2017

11. ID Manchester Strategic Regeneration Framework

https://secure.manchester.gov.uk/downloads/download/6619/north_campus_srf_january_2017

12. Wythenshawe Campus Hospital Strategic Regeneration Framework

<https://democracy.manchester.gov.uk/documents/s16521/Appendix%20-%20Wythenshawe%20Hospital%20Campus%20SRF.pdf>

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**Manchester City Council
Report for Resolution**

Report to: Executive – 9 December 2020

Subject: Purpose Built Student Accommodation in Manchester

Report of: Strategic Director, Growth and Development

Summary

This report informs the Executive of the outcome of a consultation exercise with key stakeholders, on purpose built student accommodation (PBSA) in Manchester. In addition, this report seeks the Executive's approval to use the outcomes to further inform a policy approach to purpose built student accommodation in Manchester, with a view of developing a policy position as part of the Local Plan review process, subject to further consultation.

Recommendations

The Executive is recommended to:

1. Note the outcome of the consultation exercise with key stakeholders on purpose built student accommodation.
 2. Endorse the approach set out in the report to help guide the decision making process in advance of the review of the Local Plan and request the Planning and Highways Committee take this approach into material consideration until the Local Plan has been reviewed.
-

Wards Affected – Deansgate, Piccadilly, Ardwick, Rusholme, Longsight, Hulme, Moss Side, Fallowfield, Withington, Old Moat, and Levenshulme

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The suggested revised approach to Purpose Built Student Accommodation will only consider development of new accommodation in close proximity to the University campuses, reducing the need to travel, and thus minimising carbon emissions. Green travel plans will also be encouraged. There is also a key ambition to increase the quality of accommodation, which will be required to meet high standards of sustainability that contribute to achieving the zero carbon target.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive	Students make a significant economic contribution to Manchester whilst they live and study in the city.

economy that creates jobs and opportunities	The development of assets within the Oxford Road Corridor area is vital to capture the commercial potential of research and innovation and help to realise the economic potential of the Corridor.
A highly skilled city: world class and home grown talent sustaining the city's economic success	A high quality residential offer for students in appropriate locations, is critical for Manchester's Universities ability to attract and retain students in a global market. The retention of highly skilled graduates from the city's universities is a key component in the drive towards a knowledge economy, and forming the critical mass of activity necessary to strengthen the economy.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Freeing up former student-lets and, therefore, increasing the supply of good quality homes for sale and rent will provide the opportunity for Manchester residents to raise their individual and collective aspirations.
A liveable and low carbon city: a destination of choice to live, visit, work	Managing the impact of large student populations on residential neighbourhoods will lead to improved local resident satisfaction. The city's liveability, sustainability and connectivity aspirations can be achieved by integrating green and smart ideas into new student developments, as part of the planning process. It is expected that journeys will be made using public transport and active modes, supporting the climate change and clean air policy responses.
A connected city: world class infrastructure and connectivity to drive growth	Student accommodation will be encouraged in areas which are in close proximity to both the University campuses and high frequency public transport routes.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Students are exempt from paying Council Tax and in 2019/20 Manchester will forego almost £17m in tax revenue due to this exemption. There is potential to improve the

Council's Council Tax revenue through a reduction in student Council Tax exemptions in city centre and south Manchester properties by directing students to purpose built student accommodation (PBSA).

Financial Consequences – Capital

None arising from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Manchester Student Strategy - Report to Communities and Neighbourhoods Overview and Scrutiny Committee, 19th May 2009
- Student Strategy Implementation Plan – Report to Executive, 21st October 2009
- The Manchester Core Strategy - Adopted on 11th July 2012
- Manchester Residential Growth Strategy and Action Plan 2016/17 – Report to Executive, 2 March 2016
- Corridor Manchester Strategic Spatial Framework - Report to Executive, 7th March 2018
- Manchester Science Park Strategic Regeneration Framework Update - August 2018

- Oxford Road Corridor Strategic Regeneration Framework Guidance - November 2018
- Manchester Science Park (MSP) SRF update - Report to Executive, 14th November 2018
- Report to Executive - 13 November 2019 - Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context

1.0 Introduction

- 1.1 Manchester is widely recognised as being in the top tier of international cities for higher education, rich in research excellence and innovation that is helping to drive the economy and generate jobs and growth. Key to Manchester's ambition of developing a world class education hub is the city's ability to compete for students, resources, and quality staff in a highly competitive global market. An important element of this relates to the city's residential offer, which has to be able to meet the expectations of students from home and abroad in neighbourhoods close to the universities and beyond.
- 1.2 Manchester has one of the largest student populations in Europe, with over 90,000 students at Greater Manchester's five universities, and over 380,000 students at the 22 Higher Education Institutions (HEIs) within an hour's drive. There were 74,164 students enrolled at one of Manchester's three HEIs in 2017/18, of which 48,393 had a term time address in Manchester (HESA). Of the remaining c.25,000 students, a significant proportion live at home with their families across Greater Manchester and beyond.
- 1.3 The resident student population makes an invaluable contribution to the city's economy, diversity and vibrancy whilst they study here. Graduates from Manchester's universities are one of the core assets underpinning a broad based, high skilled economy and the driving force behind some of Manchester's most valuable growth sectors in advanced manufacturing, health and life sciences. Manchester Universities have a high retention rate of students, with over 50% of students staying in the city after graduating.
- 1.4 The Council is committed to creating a sustainable and inclusive residential market that meets the demands of all residents across the city, alongside the Council's wider objectives. Previous reports to the Executive have highlighted how the make-up of Manchester's population has a direct link to changes in residential demand. In light of this, the Council must ensure that as the population expands, all residents have access to good quality accommodation, in terms of type, price and tenure. It is against this background that the Council and its partners have to consider how to approach the provision of student accommodation in the city.
- 1.5 Following the publication of the Student Strategy in 2009, fears of an oversupply of PBSA were raised in response to the announcement in 2010 that tuition fees would rise. At the same time, following the global economic recession, developers/investors started to see PBSA as an attractive investable proposition in comparison to other types of development including mainstream residential and commercial. It was against this backdrop, and the ensuing fall in undergraduate admissions, that the Core Strategy was developed.
- 1.6 Policy H12 of the city's Core Strategy (adopted in 2012) was developed with the objective of managing the supply of student accommodation in Manchester. It sets out the criteria which have been used to guide planning applications for student accommodation since then.

- 1.7 As reported to Executive on 13 November 2019, whilst Policy H12 remains relevant, and provides an effective tool in determining planning applications, market changes, which have seen higher numbers of second and third year students in particular living in the mainstream private rented sector in the city centre, set a new context in which the Policy needs to be interpreted and applied. This will primarily respond to affordability challenges and the need to locate accommodation in close proximity to the HEI's. The Executive agreed that key stakeholders should be consulted on the key policy considerations and issues on purpose built student accommodation, as detailed in the report and outlined in Section 4.0.

2.0 Background

- 2.1 The report to Executive in November 2019, set out a number of issues and considerations regarding purpose built student accommodation in Manchester, which would need to be considered in developing a policy position, as part of the review of Manchester's Local Plan. This was in response to the significant changes in both the demography (make up and location) and needs of the student population, and the wider development context, since the adoption of the Student Strategy, the Core Strategy and Policy H12.
- 2.2 Manchester's total student population is the largest concentration outside London, with a growing proportion of international students (prior to the COVID-19 crisis). International students are typically choosing to live in the city centre, driven by rising lifestyle expectations, property type and management.
- 2.3 There were c.24,000 total PBSA beds available to students in Manchester for the 2018/19 academic year, owned or leased by either the two Universities or the private sector. This accommodation varied in age, price and quality. In the period 2010/11 - 2018/19, 6,440 new homes have been built in the city centre, of which c.1,800 units were PBSA. This means that for most students choosing to live in the city centre, the mainstream lettings market is the most likely destination. The issues associated with this were outlined in the November 2019 report.
- 2.4 The Council has begun the process to review the Core Strategy, adopted in 2012; and remaining policies from the Unitary Development Plan (UDP) adopted in 1995. The new Local Plan will set out how the city should plan for new development, infrastructure and a growing population over the next 15 years, whilst ensuring the zero-carbon framework is achieved. An initial public consultation was held February - May 2020, on the issues to be covered in the new plan. The review of the Local Plan will consider the residential context in the city centre and is due to be adopted in 2023, after further consultation stages are completed.

3.0 Key Issues and Policy Considerations

- 3.1 The report to Executive on 13 November 2019, outlined some of the considerations for reviewing Policy H12 and the policy on purpose built student accommodation within the changing market context, which should be included in the consultation. These are summarised below and are also set out in more detail in Appendix 1:
- a) The starting point for all student residential schemes should be that they contribute to delivering the regeneration objectives for the city; supporting employment growth, graduate and talent retention, place making and the city's international reputation.
 - b) The approach needs to be within the context of the approved Corridor Spatial Framework which establishes the principle that development of land in the Oxford Road Corridor should prioritise commercial or educational/research use, in order to maximise the growth potential of the Corridor, recognising the limited availability of land. Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth.
 - c) As shown by the evidence, Manchester is one of the most expensive cities in the UK for PBSA. A more diverse pipeline of new PBSA is now needed to help stabilise rental growth. It is critical to ensure there is a residential market, which meets the needs of students at an affordable price.
 - d) The overall quality of Manchester's PBSA stock is poor compared to other cities. For Manchester to remain competitive as a world class education hub, with an accommodation offer to match, the current level of poor quality accommodation needs to be addressed. New stock in appropriate locations represents an opportunity to deliver an improved student experience, which better reflects Manchester's institutions and its educational reputation overall, and also helps to contribute to sustainability targets. All PBSA must be of a high quality, providing a high standard of living, within close proximity to the city's higher education institutions.
 - e) Linked to the above, purpose built accommodation should consider the welfare and wellbeing of students as a major factor, in both design and management. Ensuring that student accommodation is delivered in safe and secure locations, and with appropriate management and facilities, will be a fundamental consideration for any PBSA proposals. Location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students.
 - f) It is currently voluntary for private developers who build and operate PBSA to sign up to the three codes of practice required for higher education providers, which aim to ensure that accredited student accommodation is safe, good quality and reputable. These are:

- The Universities UK/GuildHE Code of Practice for University Managed Student Accommodation.
- The ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments
- The ANUK/Unipol Code of Standards for Larger Developments for Student Accommodation NOT Managed and Controlled by Educational Establishment.

It is suggested that, the principles included within these three codes of practice should be adopted for all new PBSA developments, whether private sector or educational establishment led.

- g) It should also be noted that owners of PBSA are not required to pay business rates on this accommodation, meaning that they currently do not make a direct tax contribution to the place making or management of the areas in which they are located, despite the additional management issues that can arise from a concentration of student tenants. There may be opportunities to look at reducing the impact of this through the planning process, as part of the renewed Local Plan policies.
- h) Density of student accommodation will be essential to deliver the level of new high quality accommodation needed within the context of scarce land availability both in the Oxford Road Corridor area and the wider city centre.
- i) Given the current climate emergency and Manchester's commitment to be carbon neutral by 2038, it is increasingly important that the location of student accommodation in Manchester should continue to be driven by proximity to university campuses, reducing the need to travel, and to sustainable modes of transport. This supports existing green travel plans.

4.0 Consultation Process

- 4.1 The consultation on purpose built student consultation had two phases. A consultation process has taken place with developers, students and higher education establishments as key stakeholders (Phase 1). Consultation with residents and other organisations (Phase 2), has taken place as part of the local plan review to inform the further consideration of a policy position on purpose built student accommodation in Manchester. The key stakeholders engaged with are as follows:

Phase 1 – Property Developers; students; higher education establishments

Phase 2 – Manchester residents and businesses

5.0 Outcomes of the consultation

Phase 1

- 5.1 Consultation with Phase 1 stakeholders closed on 9th March 2020 and there were 85 respondents with the following breakdown: 6 property developers; 3 higher education establishments; 76 students (this includes representation from Manchester Metropolitan University (MMU) Student Union).
- 5.2 Whilst property developers broadly agreed with the content and recommendations set out in the November 2019 report, they raised the following challenges:
- In developing policies, the provision for new student accommodation and their locations should be balanced with the need to promote other types of housing to ensure long term retention of talent. A suggestion would be to link this to a Council aim to increase skill retention from the current 50% of graduates to a higher figure.
 - Agreed with the principle to focus PBSA within close vicinity of the University campuses, but the proposal to only consider development of new accommodation in such locations is too rigid and does not provide the flexibility needed for the lifetime of the Local Plan. A strict approach such as this could stifle delivery of other types of housing in city centre areas, and there is a need to balance PBSA provision with supply of conventional homes for people who want city centre living.
 - The requirement for PBSA should not undermine the need to secure mixed and inclusive neighbourhoods; any provision will need to contribute positively to creating communities and place-making.
 - Agreed that an approach for the delivery of affordable PBSA should be included within the policy, but the suggestion to follow the Mayor of London's approach needs further consideration. The London policy states that 35% of bedrooms in PBSA are required to be affordable, or to follow the Viability Tested Route and submit evidence to justify any reduction in this figure.
 - To ensure exceptional, functional accommodation, the Council should set out some high level standards, such as room sizes, communal spaces and storage to ensure quality of accommodation is delivered.
 - The policy should provide the mechanism for the re-use of poor quality or discontinued PBSA sites for other residential uses and not just family accommodation as currently stated.
- 5.3 Of the 76 students who responded to an on line survey in relation to purpose built student accommodation, 31 stated that they were looking to move to new accommodation for their subsequent academic year but less than 50% of these said they wanted to share any future accommodation with other students. Of the 31, 20% stated they wanted to move closer to their campus

and just over 50% stated they wanted to move closer to Manchester city centre.

- 5.4 The MMU Student Union, who represent 38,000 students, provided a response which set out the following challenges:
- Increasingly students are concerned about who they are living with rather than where they live, suggesting that allocation of rooms by PBSA operators is a barrier to students taking up places in PBSA – a problem not present in HMO rentals.
 - The National Union of Students defines affordable as rooms being offered at 50% of the maximum student loan available to UK-domiciled students and they would encourage Manchester City Council to use a similar percentage.
 - Agreed broadly with all of the principles laid out in the report and would additionally encourage any new PBSA operators to sign up to the University's accreditation scheme through Manchester Student Homes. (MMU Student Union).
- 5.5 Responses were received from MMU, University of Manchester (UoM) and the Royal Northern College of Music (RCNM) raising similar issues and recommendations, including the following:
- The reports fails to recognise complexities of the overall student population which includes international, under-graduate, postgraduate, mature, living at home, parent students and part-time students. Accommodation preferences are different for a typical under-graduate student, and even within this cohort there is no homogenous type of student that can be planned for in terms of their living choices.
 - It should be noted that there will always be a cohort of students that make informed choices to reside in a local community, in traditional shared housing, alongside their peers for both experiential and affordability reasons.
 - There is a risk that the rental market becomes depressed and subject to high numbers of voids which cause their own blight on the community. There are reports of this already happening in areas of Leeds, Nottingham, Liverpool and Belfast where action was implemented to relocate students to city centre areas. These cities also experience voids in City Centre PBSA.
 - Cost and availability of land in the city centre is prohibitive to many developers and the associated financial model drives the delivery of high end accommodation leaving the affordability elements lacking. In order to provide affordable accommodation in these locations the resulting designs will deliver high density and a reduction in welfare

support and facilities e.g. public realm, social space, bathrooms and lounges, impacting on student experience and demand.

- PBSA has historically not provided robust welfare and pastoral care for tenants and the introduction of such support systems will come at a cost per bed space to provide the necessary staffing levels and specialist training. This will impact further on student rents.
- It may be naive to assume freeing up former student lets would result in a return to family housing, raising that the majority of Landlords have invested in a buy to let model and will need to swiftly re-fill the properties to satisfy their funders. The next tenure group is unlikely to be families as this type of accommodation no longer fits a modern family requirement.
- The requirement for clarification of the geographical definition of the Oxford Road Corridor and the need to work in collaboration to agree locations suitable for PBSA development.
- Whilst they welcomed the consultation document's reference to the need for affordable accommodation, they disagreed with the suggestion of implementing a similar protocol as the draft London Plan.

Phase 2

- 5.6 Consultation on Local Plan Issues closed on 3 May and individuals were asked to comment on the following statement:

“Manchester is home to the largest number of students outside London. Approaches to provide purpose-built student accommodation at a range of price levels may allow existing student homes to revert back to family use and reduce the need for students to rent mainstream accommodation, thereby preventing over-inflation of rental costs in newer developments.”

- 5.7 There were 561 respondents overall to the Local Plan consultation, made up of residents, businesses, statutory consultees and partner agencies (although not all commented on the purpose built student accommodation statement). It should be noted that most of the responses were from residents.
- 5.8 Whilst most residents who responded on the purpose built student accommodation question statement acknowledged the need for a range of good quality, affordable accommodation there was a general consensus that this should not include multi occupation developments or subdivision of buildings into multiple units. There was significant opposition to the conversion of existing family homes into shared living arrangements for students.
- 5.9 A number of respondents referenced the fact that they would encourage the development of settled and mixed communities but opposed the idea of turning parts of the city into predominantly student only areas.

- 5.10 There was significant opposition to the idea of further development in the Oxford Road Corridor, with a number of respondents referring to what they described as “over development”
- 5.11 Most respondents were supportive of the idea of converting existing HMOs back to family use. In addition, respondents stated that any future Council strategy should impose restrictions on private landlords converting properties into HMOs.
- 5.12 A further concern raised related to increased problems of littering and refuse build-up in the areas surrounding multi occupational buildings.
- 5.13 It was commented that submissions from landowners and developers (normally via a professional agent) generally seek to promote their own sites for development, and are supportive of growth and development in general.

6.0 Response to the Issues Raised from the Consultation

- 6.1 In response to the requirement for high level standards to ensure quality of accommodation is delivered, planning proposals are assessed to ensure all new accommodation is in line with the required space standards adopted by Manchester in 2016 as part of the Manchester Residential Quality Guidance. Development proposals are assessed against a number of criteria to ensure both sustainable development and health and safety is adhered to in the design. PBSA schemes will need to conform to all existing Manchester policies and specific standards, in advance of any policy changes brought about by the Local Plan.
- 6.2 In response to the stakeholders questioning whether a similar protocol to the Draft London Plan should be used, the Council understands these protocols would need to be assessed in a Manchester context to understand any impacts. The impacts of any new approach would be also need to be monitored and evaluated in order to develop robust policy as part of the Local Plan that is fitting to future demand.
- 6.3 Manchester Council agree with the response that there is a need to retain young, highly skilled professionals and graduates entering the workforce, so other forms of high quality housing will be needed. For this reason, the Council has also developed its policy on Co-living as part of the review of the Local Plan. Recent residential developments in the city centre, and the pipeline for further residential development located close to major regeneration schemes enable the retention of talent close to skilled employment opportunities in the city centre. We also agree with the need to provide balanced neighbourhoods, which is the intention of Manchester’s Residential Growth Strategy. This is supported by the proposal to concentrate new PBSA development in close proximity to the University campuses, supporting the other functions of the Universities and allowing a broader mix of accommodation across the city centre and the city as a whole. The provision of further PBSA can also support the freeing up of mainstream housing in the city centre currently being occupied by students.

- 6.4 The Council is supportive of the University's accreditation scheme through Manchester Student Homes, which is helping to ensure quality of the accommodation available for students.
- 6.5 Littering and refuse collection is an area of concern that respondents have included in their response. A number of PBSA have building management in place to facilitate refuse removal and cleansing of the building. Increased enforcement and street cleansing would also reduce litter issues. Any new planning applications for PBSA would need to include a management plan, setting out how the building will be managed and maintained over the long term, including issues such as waste management.
- 6.6 In response to the comment that the report does not recognise the complexities of the overall student population, (including international, undergraduate, postgraduate, mature, living at home, parent students and part-time students and families), it is recognised that it is important to ensure that a balance of different types of housing continue to be delivered in the city centre, and outside of it, to meet the needs of all residents, in line with Manchester's Housing Strategy, as part of a broader city wide strategy. This will help to meet the different types of students identified. The report is focussed on the majority of PBSA demand, which is from those living away from home, and to tackle some of the existing issues faced in areas of the city centre and South Manchester. The Our Manchester Strategy, currently being refreshed, already sets out the need for good quality, diverse housing in clean, safe, attractive and cohesive neighborhoods as one of its key priorities.
- 6.7 We welcome the support for good quality, affordable accommodation and for growth and development in general. The lack of quality, affordable student accommodation was one of the key issues highlighted in the 2019 report, and is considered a particular barrier for domestic students. A key objective of Manchester's Housing Strategy (2016-2021) is for all residents to have access to good quality accommodation across different types, tenures, and price ranges. Manchester Council's Affordable Housing Strategy, includes the Residential Growth target of 32,000 new homes by March 2025, with a minimum of 6,400 of them to be made affordable. This is to help meet the demand created by a growing economy and growing population.
- 6.8 In terms of the proposed geographical location of PBSA within the Oxford Road Corridor, it should also be noted that the closure of MMU's Crewe and South Manchester campuses has resulted in an even larger number of student places being located at city centre campuses. Whilst there might be a short term dip in the number of students taking up places as a result of the Covid-19 pandemic (see below), it is expected that numbers will continue to remain strong over the medium term, indicating a need for accommodation close to the university campuses. There has been an increase of people living and wanting to live in the city centre, and their needs must be balanced with the needs of new students and the needs of communities in South Manchester, to support diverse communities and good quality housing options for all residents.

- 6.9 In response to those opposed to predominantly student only areas in parts of the city, and consideration of a PBSA Design Supplementary Planning Document, Strategic Regeneration Frameworks (SRF's) are currently used to guide development in city centre areas, to support place-making and regeneration through the holistic planning of mixed-use developments. The proximity of these frameworks to other SRF's, and to existing and planned residential accommodation is considered in their implementation and delivery. The Oxford Road Corridor contains, or is adjacent to, SRF's such as Circle Square, First Street, Great Jackson Street and Mayfield, which provide a range of accommodation to meet the needs of all residential communities. The Council is in the process of reviewing the City Centre Strategic Plan to outline the current position and future development opportunities in the city centre, using key performance statistics, and this, along with the Local Plan will help further define suitable areas for PBSA in the future, recognising the changing context of the city centre in recent years to support residential uses. One of the key principles within the November 2019 report was that new PBSA schemes should provide added value in terms of their contribution to the regeneration objectives of the city.
- 6.10 In response to the concern of "over development" in the Oxford Road Corridor, the area has been a designated Enterprise Zone (EZ) since 2016. Recent development is reflective of a world class, innovative location, currently generating £3billion GVA per annum, providing 60,000 jobs of which half are within knowledge intensive sectors, and is consequently one of the most important economic districts in the city. The value of this new development must not be underestimated in terms of the overall growth of, and talent retention, in the city.
- 6.11 Manchester has seen a relatively low level of investment in new PBSA compared to other cities, as a result of the careful management of the pipeline through Policy H12. This has been reflected in the high levels of students living in mainstream housing and the high take up of places in the new PBSA accommodation. MMU are currently not able to provide accommodation to all first year undergraduates. The Council therefore, believe that there is scope to provide additional PBSA, provided it is of the right quality, price and in the right locations, without leading to a high number of voids. However, we recognise the continued need to see a planned and judicious level of growth, in line with the principles of H12. It is noted that there are currently two PBSA schemes within the planning pipeline, at River Street and New Wakefield Street, with further schemes planned by IQ Manchester and Marlborough Street. These schemes will jointly provide around 3,000 new student bedrooms. The impact of these schemes will be taken into account, when considering further applications, and the level of student accommodation kept under review.
- 6.12 In balancing the views of HEI's, developers, students and residents, along with current policies and standards, it is considered that the principles set out in the report to the November Executive remain appropriate as providing the context for the application of Policy H12. For ease of reference the principles are attached at Appendix 1. The principles will be kept under review as

applications come forward, and a formal review of the policy can be developed and tested through the review of the Local Plan. It is also proposed that any new PBSA developments should be designed in such way that they can be easily adapted in response to changing circumstances and requirements. The current context (see below) should also be considered.

7.0 Covid-19 – Potential Impact on PBSA

- 7.1 It should be noted that the *Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context* report was written prior to the Covid-19 pandemic and subsequent lockdown arrangements. Similarly, consultation with Phase 1 stakeholders closed before lockdown restrictions were put in place.
- 7.2 The full economic impact of the pandemic, and the speed of economic and business recovery is not yet clear. As stated earlier in this report there had been a growing proportion of international students at Manchester's universities but it is likely that this trend will be impacted in the short term by ongoing travel restrictions and fears about resurgence of the virus.
- 7.3 The current indications are that social distancing policies are likely to be in place for some time, while the longer term behaviour change resulting from the outbreak is still unknown. The result could mean that co-living arrangements for students could become temporarily unpopular with potential tenants who may be reluctant to share accommodation and amenities with strangers, and make such developments less viable.
- 7.4 Whilst it was anticipated that Covid 19 may have had a detrimental impact on student numbers for 2020/21, there are positive indications (September 2020) that this is not the case. Although final student numbers will not be known until October 2020, expectations are that totals, including for overseas students, will be comparative with the previous year. Any reduction in numbers is likely to be a short to medium term challenge, with numbers building back up as the city recovers and a sense of normality returns. The Council's long term plan remains one of growth in the city and any future approved PBSA developments will not be completed before 2023, at which point the target would be for student numbers to have returned to or improved on current numbers.
- 7.5 Consideration should also be given to the fact that future PBSA developments will not only provide accommodation needs for increasing numbers of students but will also replace existing poor quality stock. As previously stated in this report, for Manchester to remain competitive as a world class education hub, it must have an accommodation offer to match.

8.0 Conclusions & Next Steps

- 8.1 This report details the outcomes of a consultation process with stakeholders for purpose built student developments in the city, in order to review Policy H12 and develop the policy in line with the changing market context. The

Issues Consultation Stage of the Local Plan has been undertaken to engage with stakeholders on the issues covered by the new plan.

- 8.2 This report details the outcomes of a consultation process with stakeholders on purpose built student accommodation in the city, in order to inform a policy approach in advance of the Local Plan review. While not formal policy, the recommendation is for this approach to be of material consideration in the application of Policy H12 when considering planning applications for purpose built student accommodation schemes.
- 8.3 It is, therefore, recommended the City Council adopts the approach set out in this report as context for the application for Policy H12, in advance of the Local Plan review and update in 2023. The impact of any new purpose built student accommodation proposal will be monitored and appraised, and outcomes from these evaluations will feed into the future review of the Local Plan. This approach supports the current policy position in that regeneration remains a critical consideration.

9.0 Recommendations

- 9.1 Recommendations appear at the front of this report.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 The Council's proposed approach to purpose built student accommodation has been consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 10.2 Risks will be considered on a scheme by scheme basis.

(c) Legal Considerations

- 10.3 Any new planning policy relating to Purpose Built Student Accommodation will need to be developed and adopted through the Local Plan process.

Appendix 1

Policy Proposals outlined in the Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context Executive report (November 2019)

- The aim of Policy H12 has been to ensure that the right mix of student housing is delivered, in the right parts of the city, to meet the demands of the evolving student population and the wider growth, regeneration and financial objectives of the City Council and its partners. The Policy has been successful in achieving these objectives to date.
- An initial appropriate consultation is proposed with key stakeholders on the changing market context set out in this report, with a view to the changed market context being taken into account in determining planning applications in advance of a full review of Policy H12. Following this, as part of the development of the revised Local Plan, an evolution of implementation of the student accommodation policy will be considered and consulted on. The rest of this report sets out the key policy ideas that it is proposed the Council consult the Universities and other stakeholders on, based on the issues set out in this report, in relation to all student residential development. The approach to the student housing market should also be kept under review, to ensure responsiveness to both changing market circumstances (including the impact of leaving the EU) and demand.
- An approach to affordability could be included within the new Local Plan - perhaps along the lines of the Draft New London Plan (published in August 2018), which specifically addresses affordability in PBSA (see Appendix I). The London policy states that 35% of bedrooms in PBSA are required to be affordable, or to follow the Viability Tested Route and submit evidence to justify any reduction in this figure.

Supporting Regeneration Objectives

- The starting point for all student residential schemes should be that they contribute to delivering the regeneration objectives for the city; supporting employment growth, graduate and talent retention, place making and the city's international reputation.
- As part of this, the approach needs to be within the context of the approved Corridor Spatial Framework (see paragraph 3.4), which establishes the principle that development of land in the Oxford Road Corridor should prioritise commercial or educational/research use, in order to maximise the growth potential of the Corridor, recognising the limited availability of land. Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth. Given the location of the majority of accommodation within the wider Corridor area, the Corridor Board, will be a consultee on proposals for PBSA.

- Conditions set through the planning process for example through Section 106 agreements, will seek to restrain students living in new non-PBSA developments.

Affordability

- As shown by the evidence, Manchester is one of the most expensive cities in the UK for PBSA. A more diverse pipeline of new PBSA is now needed to help stabilise rental growth.
- New accommodation would need to adhere to the quality criteria set out below, including adequate room sizes, storage and social spaces. However, more studio-style accommodation, or a product similar to the shared apartment scheme being developed at River Street may provide examples of how more affordable PBSA could be delivered.
- It is critical to ensure there is a residential market, which meets the needs of students at an affordable price. The city cannot allow affordability to impact on the ability to attract and retain students from a range of backgrounds, and/or prohibit them from living in areas close to the university campuses. An approach similar to the London policy of 35% affordable units within any new PBSA should be encouraged.

Quality

- The overall quality of Manchester's PBSA stock is poor compared to other cities. A recent appraisal by Cushman and Wakefield found that Manchester has fewer high quality rooms compared to the UK average (15% vs 23%) and more low-quality rooms than average (39% vs 33%). Accommodation is considered to be less sustainable where:
 1. It is a greater than 20 minute walk to campus
 2. Room quality is below average
 3. There is below average quality common space
- For Manchester to remain competitive as a world class education hub, with an accommodation offer to match, the current level of poor quality accommodation needs to be addressed. New stock in appropriate locations represents an opportunity to deliver an improved student experience, which better reflects Manchester's institutions and its educational reputation overall, and also helps to contribute to sustainability targets.
- All PBSA must be of a high quality, providing a high standard of living, within close proximity to the city's higher education institutions. To ensure the delivery of student accommodation that is high quality and highly accessible, with strong and sustainable connections to the city's universities, all future PBSA should be within or immediately adjacent to Oxford Road Corridor (with the exception of the area surrounding the Institute of Sport, on the Etihad Campus as set out below). Design should allow sufficient facilities to cater for the overall wellbeing of students, including, for example, generous living

space, communal spaces for students to socialise, and public realm, which contributes to the quality of place. PBSA design must also be sufficiently flexible to allow for re-purposing as demand varies.

Wellbeing, Safety and Security

- Linked to the above, purpose build accommodation should consider the welfare and wellbeing of students as a major factor, in both design and management. Ensuring that student accommodation is delivered in safe and secure locations, and with appropriate management and facilities, will be a fundamental consideration for any PBSA proposals. Location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students. The safety and security of accommodation has a significant impact upon student retention which is of clear importance for both the universities and the city as a whole. Location and security are consistently identified by international students as the top factors when choosing accommodation.
- It is currently voluntary for private developers who build and operate PBSA to sign up to the three codes of practice required for higher education providers, which aim to ensure that accredited student accommodation is safe, good quality and reputable. These are:
 - The Universities UK/GuildHE Code of Practice for University Managed Student Accommodation
 - The ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments
 - The ANUK/Unipol Code of Standards for Larger Developments for Student Accommodation NOT Managed and Controlled by Educational Establishment.
- It is suggested that, the principles included within these three codes of practice should be adopted for all new PBSA developments, whether private sector or educational establishment led.
- Private halls of residence should be encouraged to provide pastoral care and programmes which seek to provide an enhanced student experience (as is already evident in the current higher end schemes). These packages can deliver the provision of welfare care and extra-curricular activity in various ways.
- It should also be noted that owners of PBSA are not required to pass business rates on this accommodation, meaning that they currently do not make a direct tax contribution to the place making or management of the areas in which they are located, despite the additional management issues that can arise from a concentration of student tenants. There may be opportunities to look at reducing the impact of this through the planning process, as part of the renewed Local Plan policies.

Density

- Density of student accommodation will be essential to deliver the level of new high quality accommodation needed within the context of scarce land availability both in the Oxford Road Corridor area and the wider city centre.

Location

- Location is a key factor in ensuring the quality, security, sustainability and wellbeing benefits of accommodation. As a result, purpose built student accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area. This may include parts of surrounding neighbourhoods such as Hulme and Ardwick which are immediately adjacent to the university campuses, for example, appropriate sites on Cambridge Street and Upper Brook Street, which accord with the Corridor Spatial Framework. The exact sites would need to take into account the principles of the Corridor Spatial Framework, the context of the surrounding neighbourhood, and support the wider economic and academic growth of the Corridor.
- The only exemption to this within the city would be within the Eastlands Strategic Regeneration Framework area, where consideration will be given to high quality PBSA to support the Institute of Sport proposals on the Etihad Campus as plans develop.

Sustainability

- Given the current climate emergency and Manchester's commitment to be carbon neutral by 2038, it is increasingly important that the location of student accommodation in Manchester should continue to be driven by proximity to university campuses, reducing the need to travel, and to sustainable modes of transport. This supports existing green travel plans. Students are encouraged not to bring vehicles to the city and instead sustainable travel, discounted travel passes and alternative modes of transport are already comprehensively promoted to new and returning students.
- The requirements driving quality in new PBSA will ensure that all new accommodation meets the highest standards of sustainability, to meet the Council's zero carbon policies. They will also be expected to provide appropriate public realm and connectivity, which can contribute to the local environment; provide opportunities for reducing climate change impacts (e.g. providing new trees); and encourage walking and cycling, also contributing to levels of wellbeing.

Mix of uses

- It is essential that the Oxford Road Corridor, and the city centre as a whole, is able to maintain the right balance of commercial, educational, residential, cultural and leisure use, in order to ensure that it can maximise its contribution to the economic growth of the city. Given its unique position, and as outlined

above, the presumption will be that commercial and educational use will be prioritised within any new development in the area.

- However, a level of high quality PBSA will be important to achieving the right student offer, and address the issues raised throughout this report, including the attraction and retention of students. A limited amount of PBSA will be considered, in appropriate locations, where it can be demonstrated that it will support commercial and educational use, and the overall growth and regeneration objectives for the Corridor and the city.

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**Manchester City Council
Report for Resolution**

Report to: Resources and Governance Scrutiny Committee – 1 December 2020
Executive – 9 December 2020

Subject: Withdrawal from school catering provider market

Report of: Strategic Director - Neighbourhoods

Summary

The purpose of this report is to inform the Executive of the current financial and operating position of Manchester Fayre, which provides catering services to 80 sites across the City. The report outlines the forecast cost of the service in the current year and the additional budget requirement that will be needed to continue operating the service.

The Council is not required to provide a school meals service and the subsidy now required to continue to operate the service to a minority of Manchester schools is significant. This subsidy would have a consequential impact on other service reductions that would be required.

The market for school meal providers in Manchester is competitive and alternative providers can service the demand without the subsidy that would be required for Manchester Fayre.

Recommendations

It is recommended that Resource and Governance Scrutiny endorse the following recommendations to the Executive.

It is recommended that the Executive:-

- (1) approve the withdrawal of Manchester Fayre from the school meal provider market by no later than September 2021.
 - (2) agree that the potential to assign the current Service Level Agreements held by Manchester Fayre to an independent provider can be progressed.
-

Wards Affected - All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

There are no tangible changes anticipated as the current services will continue to be provided by alternative operators in future.
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Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The withdrawal from the school catering provider market will negate the requirement to subsidise Manchester Fayre to enable it to continue operating. It is projected to cost an additional £600k in 2021/22 to continue operating the service. This is projected to increase in every future year of operation, as economies of scale continue to decrease.

Financial Consequences – Capital

None.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

1.0 Introduction

- 1.1 The provision of school lunches to pupils eligible for Free School Meals (FSM) is the responsibility of each individual school. The Department of Education guidance states that a school lunch must be provided for pupils where a meal is requested and either the pupil is eligible for free school lunches, or it would not be unreasonable for lunches to be provided.
- 1.2 Manchester Fayre is the in-house school catering function that historically provided school meals across the majority of Manchester schools. Manchester Fayre is a traded service and is expected to operate without any subsidy from the Council.
- 1.3 As budgets and responsibilities have been delegated to schools many have taken the opportunity to either provide the service themselves or to commission a third-party provider as an alternative to Manchester Fayre.
- 1.4 This has led to a diminishing market share for Manchester Fayre, it currently provides a service to 80 establishments, including 76 schools which represents approximately 37% of the total schools in Manchester. There has been a constant decline in the number of schools purchasing the service with an average reduction of 1 school every two months over the last two years.
- 1.5 The service can no longer provide meals at a cost-effective price without a subsidy from the City Council. Continuing to operate would effectively result in the City Council subsidising the meal provision within the 76 schools currently buying the service from Manchester Fayre.

2.0 Background

- 2.1 Schools commission a meals service provider to provide a free and paid offer for pupils. They have the duty to ensure nutritional standards are followed by their chosen service provider and they are responsible for ensuring that the staff employed by the provider are subject to reasonable terms and conditions of employment.
- 2.2 Manchester delegated the free school meals funding to schools many years ago, which ensured that the schools had full control over the decision making in relation to school meals. This also meant that any financial savings as a result of the non-attendance or take up of free school meals accrues directly to each individual school.
- 2.3 Schools therefore have both the budget and freedom to subsidise the price charged to them by any provider, including Manchester Fayre, as a result of these arrangements.
- 2.4 There are several established independent providers of school meals operating in Manchester who have demonstrated that they are able to provide the service at a lower cost than Manchester Fayre. There are also a number of schools who have successfully taken over the provision themselves. As

Academies are becoming more common it is likely that we will see provision being procured by Trusts for a number of schools over broader geographic areas. This may require operators to function across Local Authority borders which also places Manchester Fayre at a comparative disadvantage.

3.0 Current Operating Position

3.1 The Manchester Fayre offer was reviewed in 2018 and has subsequently been focussed on the additional social value that it provides. It guarantees nutritional meals and, through the use of specialised staff, can ensure that all dietary needs can be accommodated. However, the service remains comparatively expensive and is facing constant reductions in the economies of scale as schools opt for alternative providers.

3.2 Manchester Fayre currently employs approximately 430 staff and operates across 80 separate sites, 69 primary schools, 4 high schools, 3 special schools, 2 Pupil Referral Units and 2 adult day centres. The number of schools served by Manchester Fayre has continued to decline over time as schools increasingly choose alternative providers. Over the past two years an average of around one school every two months has opted to make alternative provision. The table below summarises the changes since April 2018.

Year	Meals per annum ¹	Schools
18/19	3,848,000	90
19/20	3,602,000 (-6.4%)	85 (-5.6%)
20/21	3,286,000 (-14.6%)	74 (-17.8%)

3.3 The reduction of 16 schools since 18/19 is despite the meal price having been held at £2.25 through the utilisation of reserves that had been built up within the service in previous years. These reserves have been used to offset inflationary increases in supplies and services whilst the staff pay awards have been funded corporately. Some of the schools that recently left provided feedback on issues ranging from variety and choice, to wanting more control (moved the service in-house).

3.4 Costs within the service were further reduced following the last review in 2018 through streamlining management and administration arrangements, reducing them to a minimal level, and through reintegrating the management of the service with Facilities Management. No further savings are achievable within the service.

4.0 Budget Position

4.1 The expected income from the service has reduced considerably since the last

¹ Excludes high schools and day centres

review in 2018. The net budget for the service at that point was income of £620k with provision being made to 90 schools. The budgeted net income has reduced to £4k in 2020/21. However, this net surplus includes a budgeted contribution from reserves of £64k, which means the service was budgeted to cost the Council £60k to operate in 2020/21.

- 4.2 However, due to the impact of Covid on meal numbers since September the forecast outturn position for 2020/21 is an overspend of £293k after the full utilisation of all remaining reserves (£605k). Therefore, a total in year cost of £898k.
- 4.3 The meal price was increased (by 2.2%) to £2.30 from September 2020 to cover the inflationary costs of supplies and contribute towards other cost increases.
- 4.4 The balance remaining in reserves is now forecast to be nil at 31/03/2021. Therefore, an increase in the Manchester Fayre budget of **c£600k** will be required to balance the budget in 2021/22 assuming a return to normal meal levels.
- 4.5 Inflationary costs can be met in part through an annual increase in the meal price. However, a 5p increase (c.2%) in the meal price, based on approximately 3.3m meals, equates to additional income of only £165k per annum.
- 4.6 The cost pressures in relation to the main areas of inflation for the current year total £281k, split between:-
- 2.75% pay inflation (budget c£6.3m) = £173k
 - 3% supplies inflation (budget c£3.6m) = £108k
- 4.7 This results in a deficit within the service of at least £116k per annum plus the increased costs from other ancillary services such as waste disposal and transport.
- 4.8 Therefore a further, minimum, **£230k** of additional funding is likely to be required in 2022/23 assuming there are no further losses in the number of schools choosing the service. The data from the last 3 years would indicate that this is unrealistic and that further allowances will need to be made for further losses in economies of scale.
- 4.9 The alternative would be to significantly increase the meal price. For 2021/22 an increase of around 18p per meal will be required to address the forecast deficit, plus a further increase of at least 9p per meal to address the in-year inflationary pressures.
- 4.10 It is therefore realistic to assume that a meal price of at least £2.57 per meal would be required from September 2021. An increase of this magnitude will almost certainly lead to a large number of schools reviewing their options and choosing an alternative, cheaper, provider. This will further increase the

financial pressures on the service and result in an in-year deficit for 2021/22.

5.0 Staffing Implications

- 5.1 In the event that Manchester Fayre ceases to operate the vast majority of staff would be subject to TUPE, as the requirement for school meals would continue to exist. Therefore, the current staff would transfer to either the school, if they took the service in house, or to the new operator appointed by the school. Staff would transfer with their current terms and conditions and the new provider would be required to gain admitted body status to the GMPF to enable their current pension arrangements to continue.
- 5.2 A number of independent operators within Manchester already have admitted body status into the GMPF due to the dispersed nature of the service provision that already exists.
- 5.3 There are 5 staff where TUPE may not apply as they work proportionately across the service. These staff would be subject to the mpeople process.
- 5.4 In the event that the majority of schools moved to a single provider, there is the potential that all current staff would be subject to TUPE.

6.0 Transition

- 6.1 The transition arrangements would be managed by a project team to ensure that the information required by schools is provided in a timely manner.
- 6.2 As part of this process a document will be produced and circulated to school setting out the potential options available to them for their future arrangements. These would include:-
- Operate the service in-house as a single entity and transfer the staff to the school.
 - Operate the service in-house as a group and transfer the staff to a 'lead' school.
 - Commission the service from an external provider.
- 6.3 A list of resources will also be provided including details of the current suppliers used by Manchester Fayre to enable them to make contact quickly and setup contracts where they choose to take the service in house.
- 6.4 Procurement can potentially be undertaken through the Schools Buying Hub (North West)– a DfE funded resource. There are also a number of independent consultants operating in this market that can either fully manage or support / advise on the procurement process for a school. The contact details for those known to the service will be provided.
- 6.5 The alternative to this, to ensure continuity of provision and provide greater assurances for staff, would be to explore the potential to assign the current service level agreements held by Manchester Fayre to an independent

provider.

- 6.6 There has been a degree of interest from providers and it is considered feasible from a legal and procurement perspective. This option is potentially attractive to current competitors within the school meals market as it would add to their existing portfolio of schools and contracts in the area.
- 6.7 Any assignment of the service level agreement would require assurances from the provider in relation to existing terms and conditions for staff, fulfilment of the existing SLAs with schools and their social value offer. All schools would still have the option to provide 3 months notice, as per the existing SLA, and make alternative arrangements. It would however provide assurance to all the current customers of Manchester Fayre that the provision could continue with the same staff group as they have presently and negate the need for them to either undertake a procurement exercise or take the service in-house. In these circumstances the Council would have no involvement in the overall contract management other than for the two adult day care sites that could potentially transfer.
- 6.8 Consideration has been given to the service being provided in conjunction with one or more other Local Authorities. However, the position within Manchester is more closely aligned to that of private providers given that all the funding has been delegated directly to the schools. Other Local Authorities have retained the free school meal funding which is used to part fund their provider services.

7.0 Summary

- 7.1 The provision of school meals is the responsibility of each individual school. The majority of Manchester schools have already chosen an alternative provider to Manchester Fayre.
- 7.2 Manchester Fayre is a traded service which operates in a competitive market as a school meals provider. It is expected to recover all costs of service provision from the income it generates. The service has reached the point where it is no longer sustainable on this basis due to the reduced economies of scale that have resulted from a majority of schools choosing alternative providers.
- 7.3 The service is in a position of continuous decline, losing an average of 6 schools per year. This leads to increased unit costs resulting in either unsustainable price increases or an increasing subsidy from the Council which will impact on other service provision.
- 7.4 Manchester Fayre can withdraw from the provider market and allow schools to make their own alternative arrangements. Manchester Fayre can also explore the potential to identify a suitable independent operator to adopt the existing Service Level Agreements as an alternative for all existing sites. The focus on any agreement with an independent provider would be around the continuity of service for staff and the social value offer.

8.0 Contributing to a Zero-Carbon City

- 8.1 There are no changes to the strategy or contribution as a result of this decision. Meals are likely to continue to be provided on-site using similar supply chains to those that are currently in place. There may be opportunities for schools to explore opportunities with smaller, more local produce providers which could reduce the carbon impact of the service.

9. Key Policies and Considerations

(a) Equal Opportunities

- 9.1 An Equality Impact initial assessment has been undertaken and has found no impact on equal opportunities as a result of this decision. Any equalities issues related to the provision of any future service will be considered by the individual schools, as the commissioners.

(b) Risk Management

- 9.2 There is a potential risk that schools will be unable to commission an appropriate service provider by the time the service is withdrawn. However, as the majority of school in Manchester already utilise alternative providers there is both a mature market of providers and a number of independent consultants who will undertake the procurement process for the schools.
- 9.3 The Council will provide advice around alternative providers, the current supply chain, independent consultants, pension and TUPE advice to all affected schools as part of the withdrawal programme.

(c) Legal Considerations

- 9.4 There are no specific legal considerations, the Council has no duty to directly provide meals.

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**Manchester City Council
Report for Resolution**

Report to: Executive – 9 December 2020

Subject: Recommendation of the Licensing and Appeals Committee in relation to the Hackney Carriage Fare Card

Report of: Strategic Director (Growth and Development)

Summary

In its capacity as advisor to the Executive on hackney carriage fares, the Licensing and Appeals Committee considered a report at its meeting on 30 November 2020, which set out a proposal to amend the current Hackney Carriage Fare Card in relation to increased charges the Hackney Carriage Trade are subject to at the airport.

This report provides the Executive with the recommendation of the Licensing and Appeals Committee in respect of those changes.

Recommendation

That the Executive (subject to no other matters being raised at the meeting) approve the recommendation of the Licensing and Appeals Committee amend the Hackney Carriage Fare Tariff Extra - 'Manchester Airport Charge - Drop off at any terminal' from £1.80 to £3

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
Ensuring the Hackney Trade can effectively recover costs associated with their business, supports vehicle proprietors in being able to sustain a viable business that meets the standards (including emissions requirements) of the Council's licensing regime.

Manchester Strategy Outcomes	Summary of the contribution to the strategy
A thriving and sustainable City: supporting a diverse and distinctive economy that creates jobs and opportunities	The hackney carriage fare is set to a specific formula to ensure Hackney Carriage Proprietors can recover the costs associated with maintaining a sustainable business as a licensed Taxi. It is therefore important to ensure that all associated third party costs (eg. barrier charges to access certain ranks) are legally recoverable on the Fare Card.

A highly skilled city: world class and home grown talent sustaining the city's economic success	Not applicable to the contents of this report.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The fare report seeks to ensure that hackney carriage drivers and proprietors do not have to bear additional costs that they cannot recover through the fares, ensuring they can operate equitably and maintain access to all the ranks at various transport terminals, enabling our fully accessible transport offer to continue end to end.
A liveable and low carbon city: a destination of choice to live, visit and work.	The consideration of hackney carriage fares should take into account the standard of living of those associated with taxi licensing and the cost to the 'taxi user'. Any increase in fares is a direct cost increase to service users. Any decrease in fares is a direct cost decrease for those associated with the taxi trade.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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Background documents

Report to Licensing and Appeals Committee - Hackney Carriage Fare Report & amendment – 4 June 2018

Report to Executive – 27 June 2018

Report to Licensing and Appeals Committee – Amendment to Hackney Carriage Fare Tariff – 30 November 2020

1. Introduction

- 1.1 Section 65 of the Local Government (Miscellaneous Provisions) Act 1976 makes provision for the Council to fix the rates of fares for time, distance and all other charges in connection with the hire of a hackney carriage. This is a function of the Executive.
- 1.2 Members will be aware that any charges imposed on Hackney Carriages by a third party (i.e. barrier charges to access a rank) can only be recovered on the Hackney Carriage meter if they are indicated on the published Fare Card (following a public consultation). Tariffs have to be indicated specifically on the card to ensure the customer understands the legal applicable charges on the meter, therefore the fare card has to be amended each time any third-party charge changes.
- 1.3 On 1 November 2020, Manchester Airport Group (MAG) amended the charging structure for the drop off zones at the terminal forecourts. The table below shows the changes made:

Old Charges June 2018 – 31 Oct 2020			New Charges 1 Nov 2020		
Cost Band	Full Cost	Discounted Cost *	Cost Band	Full Cost	Discounted Cost *
1-5 Mins	£3	£1-80	1-5 Mins	£5	£3
5-10 Mins	£4	£2-40	5-10 Mins	£6	£3-60
+10 Mins	£25	£25	+10 Mins	£25	£25
Blue Badge**	£0	£0	Blue Badge**	£0	£0

* This discounted rate is available to commercial users as explained at 1.4 below

**This tariff applies to any vehicle carrying a disabled passenger upon presentation of the blue badge

- 1.4 MAG have increased the charges as part of their recovery plan in response to the impacts of the Covid 19 pandemic. MAG are retaining the same charging model which allows for Manchester Hackney Vehicle drivers to obtain a reduced commercial rate of 40% of the full rate that applies to the general public. This reduced rate is obtained on payment of an annual £30 administration fee to MAG by drivers.
- 1.5 In 2018, the lower discounted rate of £1.80 was permitted as an 'extra' for Airport drop off on the Fare Card. The current Fare Card became effective on 16 July 2018.

2. Recommendation of the Licensing and Appeals Committee

- 2.1 On 30 November 2020, the Licensing and Appeals Committee, in its advisory capacity to the Executive, considered a report with regard to amending the

Hackney Carriage Fare Tariff to take account of the increased drop off charges at the Airport. A copy of that report is attached as **Appendix 1**.

- 2.2 The Committee recommends to the Executive to amend the Hackney Carriage Fare Tariff Extra - 'Manchester Airport Charge - Drop off at any terminal' from £1.80 to £3

3. Implementation of any change to the hackney carriage fare

- 3.1 If there are changes to be made to the fares, the relevant legislation sets out a process and time scale for the introduction of any change to the fares. There is a requirement for a public notice to be placed in a local newspaper (normally the MEN), starting a 14-day public consultation. If any objections were subsequently received these would be re-considered by the Executive. Following re-consideration of the objections the Executive will be asked to agree an implementation date for any fare changes (with or without amendments) to take effect. That date of implementation must be within 2 months of the date specified in the public notice. This process would not be required if no changes were made to the fares or if no objections were received.
- 3.2 The current fares (and extras on the fare card) will continue until the date the revised fare takes effect.

Proposed Timetable

30 November 2020	Licensing and Appeals Committee consider report and make representation to Executive
9 December 2020	Executive consider the recommendation and any comments made by the Licensing and Appeals Committee. Where the Executive determine to change any part of the current fare a Public notice must be placed in Manchester Evening News. The consultation period is 14 days. In this case the intention is to place a notice in the MEN on 10 December 2020, in which case the end of the consultation period should be 24 December 2020. <u>Where no objections are received the revised fares will automatically take effect on 25 December 2020.</u>
20 January 2021	Where objections are received these are considered by the Executive. Following re-consideration of the objections the Executive will be asked to agree an implementation date for any fare changes (with or without amendments) to take effect. That date of implementation must be within

	2 months of the date specified in the public notice (by 10 February 2021)
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4. Conclusion and decision

- 4.1 The Report outlines the decision to be taken by the Executive and the recommendation of the Licensing and Appeals Committee made on 30 November 2020.
- 4.2 It is recommended that the Executive (subject to no other matters being raised at the meeting) approve the recommendation to:
- Amend the Hackney Carriage Fare Tariff Extra - 'Manchester Airport Charge - Drop off at any terminal' from £1.80 to £3

5. Legal implications

- 5.1 There are no additional legal implications to consider.

6. Key Policies and Considerations

(a) Equal Opportunities

There are no equal opportunity issues in relation to this report

(b) Risk Management

There are no risk management issues in relation to this report

(c) Legal Considerations

There are no legal considerations other than those already highlighted within the report

**Manchester City Council
Report for Resolution**

Report to: Licensing & Appeals Committee – 30 November 2020

Subject: Amendment to Hackney Carriage Fare Tariff

Report of: Director of Planning, Building Control and Licensing

Summary

The report provides the Committee with information in relation to a recent increase in charges levied by Manchester Airport. These charges are related to all vehicles dropping off passengers on the forecourts directly in front of the three air terminals.

In order to allow Hackney Carriage drivers and proprietors to be able to recover these additional costs levied upon them by the Airport (if they are dropping off passengers on a forecourt), the current Fare Card requires amending.

Recommendations

The report provides information with regard to recommended changes to the Hackney Carriage Fare Card.

The report recommends that the Committee agree to make a recommendation to the Executive, to amend the Hackney Carriage Fare Tariff Extra - 'Manchester Airport Charge - Drop off at any terminal' from £1.80 to £3.

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

Ensuring the Hackney Trade can effectively recover costs associated with their business, supports vehicle proprietors in being able to sustain a viable business that meets the standards (including emissions requirements) of the Council's licensing regime.

Manchester Strategy Outcomes	Summary of the contribution to the strategy
A thriving and sustainable City: supporting a diverse and distinctive economy that creates jobs and opportunities	The hackney carriage fare is set to a specific formula to ensure Hackney Carriage Proprietors can recover the costs associated with maintaining a sustainable business as a licensed Taxi. It is therefore important to ensure that all associated third party costs (eg. barrier charges

	to access certain ranks) are legally recoverable on the Fare Card.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Not applicable to the contents of this report.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The fare report seeks to ensure that hackney carriage drivers and proprietors do not have to bear additional costs that they cannot recover through the fares, ensuring they can operate equitably and maintain access to all the ranks at various transport terminals, enabling our fully accessible transport offer to continue end to end.
A liveable and low carbon city: a destination of choice to live, visit and work.	The consideration of hackney carriage fares should take into account the standard of living of those associated with taxi licensing and the cost to the 'taxi user'. Any increase in fares is a direct cost increase to service users. Any decrease in fares is a direct cost decrease for those associated with the taxi trade.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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Background documents:

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Relevant Sections of the Local Government (Miscellaneous Provisions) Act 1976
Halcrow/Manchester Formula.

Licensing and Appeals committee - Review of methodology for calculating the
hackney carriage fare report 21 January 2013

Licensing and appeals Committee - Review of methodology for calculating the
hackney carriage fare report 10 November 2014

Hackney Carriage Fare Report & amendment – 4 June 2018

Report to the Executive – 27 June 2018

1. Background

- 1.1. The Committee will be aware that Manchester Airport Group (MAG) introduced a charging system for vehicles dropping off at the airport terminal forecourts in 2018. The system uses ANPR to identify all vehicles entering and exiting the charging zones.
- 1.2. The Committee will also be aware that any charges imposed on Hackney Carriages by a third party (i.e. barrier charges to access a rank) can only be recovered on the Hackney Carriage meter if they are indicated on the published Fare Card (following a public consultation). Tariffs have to be indicated specifically on the card to ensure the customer understands the legal applicable charges on the meter, therefore the fare card has to be amended each time any third-party charge changes.
- 1.3. Following reports to this Committee (on 4 June 2018) and then the Executive (on 27 June 2018), amendments to the Hackney Carriage Fare Card were published for a 14-day public consultation allowing a drop off charge to be applied.
- 1.4. The drop off charges in 2018 were as follows:
 - £3 for a drop off of up to 5 minutes
 - £4 for a drop off of 5 - 10 minutes
 - Disabled Blue Badge Holders (and vehicles carrying these passengers) will not have to pay the charge
- 1.5. Following relevant considerations, the Committee agreed that the lower charge only could be applied on the Fare Card. In addition, all Commercial User Groups (Hackneys, Private Hire, Offsite Park & Ride etc.) can apply for a 40% discount concession to the drop off charge. Therefore the lower discounted rate of £1.80 was permitted as an 'extra' for Airport drop off on the Fare Card in 2018.
- 1.6. The current Fare Card became effective on 16 July 2018.
- 1.7. The forecourt drop off charging scheme was introduced in July 2018, but MAG implemented a temporary work around to allow Hackney Carriages to access the drop off zones without charges until the Fare card was amended.
- 1.8. The forecourt drop off charging scheme as introduced in 2018 has not been amended until now.

2. New Tariff

- 2.1. On 1 November 2020 MAG increased the scale of charges for all vehicles dropping off at the forecourts at all three air terminals.
- 2.2. In their written notification MAG gave the following reasons for increasing the charges at short notice:

'The Covid-19 pandemic has had an unprecedented impact on Manchester Airport, with passenger volumes since March around 90% lower than they were in 2019. As a result of the biggest challenges we have ever faced, it has been necessary to realistically look at how we can plan our recovery which includes reviewing income from car parking, retail and other products and services. Therefore, we have made the decision to increase our drop off and pick up tariffs. As of 00.01 on Sunday 1st November 2020. Please be aware that these tariff increases will therefore impact the cost of the concessionary cards. This isn't a decision we have taken lightly but is necessary to aid our recovery and protect as many jobs as possible'.

- 2.3. MAG are retaining the same charging model which allows for Manchester Hackney Vehicle drivers to obtain a reduced commercial rate of 40% of the full rate that applies to the general public. This reduced rate is obtained on payment of an annual £30 administration fee to MAG by drivers.
- 2.4. Table 1 below shows a comparison between the old charges for the Forecourt charging scheme and the new charges.

Table 1

Old Charges June 2018 – 31 Oct 2020			New Charges 1 Nov 2020		
Cost Band	Full Cost	Discounted Cost	Cost Band	Full Cost	Discounted Cost
1-5 Mins	£3	£1-80	1-5 Mins	£5	£3
5-10 Mins	£4	£2-40	5-10 Mins	£6	£3-60
+10 Mins	£25	£25	+10 Mins	£25	£25
Blue Badge*	£0	£0	Blue Badge*	£0	£0

**This tariff applies to any vehicle carrying a disabled passenger upon presentation of the blue badge*

- 2.5. For Hackney Carriage Journeys that commence within the city boundary and conclude with a drop off at one of the air terminal forecourts, drivers are only permitted in law to demand a fare that does not exceed that stated on the current fare tariff which is determined by the city council. Currently drivers can recover £1.80 [as a permitted extra] of the charge levied by MAG for any vehicle dropping off at this location. The recent notified increase means that drivers are not currently permitted to recover the additional £1.20 increase that is being charged. The only way for this additional charge to be legitimately demanded by drivers is to increase the permitted extra by amending the fare tariff accordingly.

3. Considerations

- 3.1. As this report is only dealing with the proposed change to a permitted extra on the Hackney Carriage fare tariff, there will be no requirement to carry out an operation to reset, check and seal any taximeters. If a change in the permitted extra is agreed then only new fare tariff cards with the amended permitted extra will need to be printed and distributed to the trade.
- 3.2. As part of the wider vehicle drop off scheme MAG provide a free drop off facility located at Jet Parks One, accessed off Thorley lane, from which passengers can take a free shuttle bus to the air terminals
- 3.3. As previously explained in the Report of 4 June 2018, officers have considered the options for customer charges and have taken into account that it may be difficult for Hackney Carriage Drivers to determine and charge the correct amount prior to attending at the ANPR exit barrier. This is due to the rising scale of charges applied and that drivers will be unaware upon entry to the charging zone how long they will be present and therefore what the final charge will be upon exit of the charging zone
- 3.4. It is considered that there may be considerable administration at excessive cost, if disputes arise from drivers applying the higher rate incorrectly and/or customers believing they are being charged the higher rate of £3.60 when they shouldn't be. As Hackney Carriage Drivers will be able to pass the cost on to the customer there is also a disincentive to move through the charging zone more quickly, working against the need to reduce congestion, which was a core principle in MAG's reasons for adopting the charging scheme in 2018.
- 3.5. It is also considered that the risk of customers taking longer than 5 minutes to exit the vehicle with their luggage and pay the fare is relatively low. Where customers have disabilities and may require more time, the charge will not apply in those circumstances.

4. Other legal implications

- 4.1 There are no additional legal implications to consider.

5. Conclusion and Recommendation

- 5.1 The report provides information with regard to recommended changes to the Hackney Carriage Fare Card.
- 5.2 The report recommends that the Committee agree to make a recommendation to the Executive to amend the Hackney Carriage Fare Tariff Extra - 'Manchester Airport Charge - Drop off at any terminal' from £1.80 to £3

6. Key Policies and Considerations

(a) Equal Opportunities

Not applicable to the content of this report

(b) Risk Management

There are no risk management issues in relation to this report

(c) Legal Considerations

There are no legal considerations other than those already highlighted within the report.

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