

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.

Contact Officers:

Name: Louise Wyman
Position: Strategic Director - Growth and Development
Telephone: 0161 243 5515
E-mail: louise.wyman@manchester.gov.uk

Name: Pat Bartoli
Position: Head of City Centre Growth & Regeneration
Telephone: 0161 234 3329
Email: p.bartoli@manchester.gov.uk

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