

**Manchester City Council
Report for Information**

Report to: Executive – 17 November 2021

Subject: HS2 Tramway Consent

Report of: Director of City Centre Growth & Infrastructure

Purpose of report

The report provides an overview of the consent requested by HS2 Limited under Standing Order 25 for the inclusion, in the High Speed Rail (Crewe to Manchester) hybrid Bill, of works associated with the construction of a tramway on the public highway in the Piccadilly ward of Manchester. This is a purely formal consent, and the DfT has confirmed that it does not stop the Council from objecting to the details of the tramway works once the Bill is published.

The substantive decision making for the Executive is contained within the Report B recommendations on this agenda.

Recommendations

The Executive is recommended to note the report.

Wards Affected - Piccadilly

Environmental Impact Assessment - the impact of the decisions proposed 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 Northern Powerhouse Rail (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 would 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 Limited on proposals for highways layouts and levels of car parking in the city centre. The Greater Manchester Transport Strategy 2040 and City Centre Transport Strategy have been refreshed to better align with zero-carbon targets and 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.

A new Metrolink stop at Piccadilly would be better integrated into the existing Piccadilly and anticipated HS2 station, providing a significantly improved passenger experience and capacity. This would encourage more people to travel using Metrolink, contributing to carbon reductions.

If the proposals for HS2 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.

| Our Manchester Strategy outcomes | Contribution to the strategy |
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| <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 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> |

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| <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 connectivity 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. Manchester's Local Industrial Strategy highlights the importance of growth in key sectors, and the pipeline of jobs they provide, including the construction industry. There is also an opportunity to develop skills in sustainable construction and technologies as part of the delivery of the high speed rail schemes.</p> |
| <p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</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> |

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| <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 Places for Everyone 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

None directly 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.

- 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-draftenvironmental-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-refinementconsultation>
- 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-designrefinement-consultation>
- Report to Economy Scrutiny Committee – 5 March 2020 – High Speed North (High Speed 2 and Northern Powerhouse Rail) Update
- Report to Economy Scrutiny Committee – 9 December 2020 – HS2 Phase 2b Western Leg Design Refinement Consultation Response

1.0 Introduction

- 1.1 The Council, alongside its Greater Manchester partners, continue to support the development and delivery of High Speed Two (HS2) and Northern Powerhouse Rail (NPR) at a local, regional and national level. We remain committed to working collaboratively with HS2 Limited 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.

2.0 Background

- 2.1 The Department for Transport (DfT) is working towards the submission of a hybrid Bill to Parliament authorising the construction and operation of the HS2 railway between Crewe and Manchester, known as the HS2 Phase 2b western leg. The final route proposal will be submitted as part of the hybrid Bill. The timing of the proposed hybrid Bill is yet to be confirmed, but is expected early 2022, or sooner if possible.
- 2.2 The proposed HS2 Phase 2b route includes stations at Manchester Airport and Manchester Piccadilly, which would also incorporate NPR. Key local strategies, including the Greater Manchester Transport Strategy 2040, City Centre Transport Strategy and the Local Industrial Strategy highlight HS2 and NPR as being vital components of future growth in the city and Greater Manchester as a whole.
- 2.3 The Council, together with Transport for Greater Manchester (TfGM), Trafford Council and Manchester Airports Group (MAG) published the Greater Manchester HS2 NPR Growth Strategy: "The Stops are just the Start". The Growth Strategy is designed to maximise the benefits from high speed rail investment, to the areas surrounding the proposed stations at Manchester Piccadilly and Manchester Airport, the wider Greater Manchester region, and across the North.
- 2.4 A Strategic Regeneration Framework (SRF) for the Manchester Piccadilly area has been approved by the Executive, in response to the opportunity provided by HS2, NPR and other rail investment, to create a world class transport hub and arrival point into the city. Manchester Piccadilly represents one of the most significant development opportunities in the UK, and it is essential that the benefits associated with the growth in the area around the station are maximised. The 2018 Manchester Piccadilly SRF sets out the vision to deliver a fully integrated station, connected to the city centre and surrounding development.
- 2.5 Following representations from the Council and TfGM, HS2 Limited have agreed to include a relocated and enhanced Metrolink stop as part of the HS2 station at Manchester Piccadilly. Benefits of the new Metrolink stop at Piccadilly include a significantly improved passenger experience, enhanced capacity to accommodate future growth (in both passengers and services) and

enable improved integration with the existing railway station and the anticipated HS2 station.

3.0 Tramway Consent Details

- 3.1 To enable the relocated and enhanced Metrolink stop at Piccadilly, HS2 Limited must carry out minor works to the existing Metrolink lines in the Piccadilly ward. These works are “tramway” works for the purposes of the Standing Orders (SOs) of both Houses of Parliament relating to Private Business.
- 3.2 To comply with the SOs of both Houses of Parliament relating to Private Business, the hybrid Bill promoter (HS2 Limited) requires the consent of the local authority regarding the construction of a tramway within its area and consent of the local authority where the construction of the tramway affects a public highway under Standing Order 25. In order for the Council to grant this consent, it is necessary to obtain the approval of the Executive.
- 3.3 The specific draft details of the tramway works have been provided to the Council on a confidential basis and are included in the Part B report on this agenda. The information will be put in the public domain once the hybrid Bill has been deposited to Parliament.
- 3.4 The consent under Standing Order 25 would not directly grant HS2 Limited the powers to construct the tramway works in the Piccadilly ward. The Council’s consent under Standing Order 25 is merely to allow deposit of a hybrid Bill containing the proposed powers to construct a tramway within the City of Manchester.
- 3.5 There will be further opportunities for the Council to make representations on the content of the hybrid Bill itself. The granting of Standing Order 25 consent by the Council would not prejudice the ability to petition against the hybrid Bill, or specific parts of the hybrid Bill.
- 3.6 It should be noted that the body responsible for undertaking the works (which is likely to be HS2 Limited or TfGM) would still be subject to controls during construction and would be required to consult with the local highway authority before exercising powers over the public highway.
- 3.7 It is recommended that the Executive notes this report. The substantive decision making for the Executive is contained within the Report B recommendations on this agenda.

4.0 Contributing to a Zero-Carbon City

- 4.1 Any impacts to the environment caused by HS2, including these tramway works, would be considered through the hybrid Bill process via Environmental Statements (ES), Environmental Impact Assessment’s (EIA) and Transport Assessment’s. Mitigation of any adverse environmental impacts would be considered, and proposed, through the hybrid Bill process. The Council would

be able to petition against any environmental impacts which may be considered unacceptable or unsuitably mitigated against.

- 4.2 As previously highlighted in this report, 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 has the potential to encourage more public transport journeys. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road. In principle, HS2 should help Manchester meet its long term carbon targets, and the full details of the impacts from HS2 would be set out through the hybrid Bill process.

5.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 5.1 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 NPR will support business development in the region. The scheme, delivered in the right way, 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.

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, provided that the right station is delivered.

(b) A highly skilled city

- 5.2 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 connectivity 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. Manchester's Local Industrial Strategy highlights the importance of growth in key sectors, and the pipeline of jobs they provide, including the construction industry. There is also an opportunity to develop skills in sustainable construction and technologies as part of the delivery of the high speed rail schemes.

(c) A progressive and equitable city

- 5.3 The economic growth brought about by High Speed Rail and the regeneration

of the Piccadilly area would help provide additional job opportunities for residents, as well as improved connections to jobs in the city centre and beyond.

(d) A liveable and low carbon city

- 5.4 The Manchester Piccadilly 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 public amenities including public realm, retail and leisure opportunities, will create a desirable location in which to live, work and visit.

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.

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.

(e) A connected city

- 5.5 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.

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.

6.0 Key Policies and Considerations

(a) Equal Opportunities

- 6.1 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

- 6.2 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

- 6.3 The request from HS2 Limited on behalf of DfT to the Council to grant consent under Standing Order 25 is a procedural requirement to enable the HS2 hybrid Bill to be deposited in Parliament. Information has been provided to the Council on a confidential basis in advance of the deposit of the hybrid Bill, at which point the information will be in the public domain. The Council will have further opportunities to respond in detail to the Environmental Statement and to petition against items in the hybrid Bill once it has been deposited, as appropriate. The Council and TfGM have jointly appointed Parliamentary Agents to support the Council and TfGM during the parliamentary process.