

Manchester City Council Report for Resolution

Report to: Economy Scrutiny Committee – 10 March 2022
The Executive – 16 March 2022

Subject: HS2 Phase 2b Western Leg - Environmental Statement
Consultation & Hybrid Bill Petitioning Response

Report of: Strategic Director (Growth and Development)

Summary

This report informs the Executive about the deposit of the HS2 hybrid Bill in Parliament on 24th January 2022; the public consultations on the Environmental Statement (ES) and Equality Impact Assessment (EQIA) for the Bill; and outlines the Council's proposed response to these consultations. The report further outlines the key areas on which the Council is proposing to petition against the hybrid Bill, subject to the approval of Council on 4th March to submit a petition.

Recommendations

The Economy Scrutiny Committee is requested to

- (1) Comment on the report and recommendations and to endorse the recommendations as detailed below.

The Executive is recommended to:

- (1) Note the deposit in Parliament of the HS2 Crewe-Manchester hybrid Bill and the accompanying ES and EQIA.
 - (2) Note and comment on the proposed contents of the City Council's submission in response to the consultations on the HS2 Crewe-Manchester hybrid Bill ES and EQIA.
 - (3) Note Council approval to submit a petition to object to aspects of the HS2 Crewe-Manchester hybrid Bill and comment on the proposed areas for the City Council's petition; and
 - (4) Delegate authority to the Strategic Director – Growth & Development, in consultation with the Leader and Executive Member for Environment, Planning and Transport, to finalise the responses to the HS2 Crewe-Manchester hybrid Bill Environmental Statement and EQIA and submit to DfT
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Wards Affected: Ardwick, Ancoats & Beswick, Baguley Burnage, Didsbury East, Didsbury West, Fallowfield, Levenshulme, Northenden, Piccadilly, Rusholme, and Woodhouse Park.

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 these factors are important contributions to acting 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 Ltd. 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 2036-2041. We will be challenging HS2/DfT on these issues as part of our response to the Environmental Statement.

We are also challenging HS2 Ltd on proposals for highways layouts and levels of car parking in the city centre. The City Centre Transport 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 the 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>The high-speed rail network serving the city centre and the Airport, regeneration of the Piccadilly area, will enable and further development around the Airport, and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for residents. As part of the high-speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable 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 for our 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 Places for Everyone 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 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
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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>
- Report to Executive - 9 December 2020 - HS2 Phase 2b Western Leg Design Refinement Consultation Response
- HS2 Phase 2b hybrid Bill and related documents, available at: HS2 Phase 2b - GOV.UK (www.gov.uk)

1.0 Introduction

- 1.1 Previous reports to Executive have set out the connectivity, economic growth and regeneration benefits that can be brought about by HS2 and NPR for the city, Greater Manchester, and the UK. We believe these schemes are vital to increasing the capacity and connectivity improvements needed to Britain's rail network, and will deliver a transformational step-change in the connectivity of the North's major regions, helping to underpin economic growth and deliver levelling up across the North and the UK.
- 1.2 Previous reports to Executive have also outlined Government's intention to implement a new high speed rail network (HS2), from Manchester to London via Birmingham and Crewe. A response to The Working Draft Environmental Statement (WDES) Consultation, which was a precursor to the Environmental Statement (ES), was submitted to HS2 in 2018 outlining the Council's Key concerns to a number of matters
- 1.3 The hybrid Bill for HS2 Phase 2b "Western Leg", between Crewe and Manchester was deposited in Parliament by the Department for Transport (DfT) on 24th January 2022.
- 1.4 The Council is fully supportive of the introduction of HS2 and NPR and the provision of stations at Manchester Piccadilly and Manchester Airport. However, we have consistently retained a clear position on the need to ensure that the schemes are delivered in a manner that fully complements the connectivity, place-making, local employment, and sustainable growth objectives as set out in the Manchester Piccadilly Strategic Regeneration Framework (SRF) and the Greater Manchester HS2 and NPR Growth Strategy. This has been reiterated in several responses to Government consultations on HS2 made in 2014, 2017, 2018, 2019 and 2020, as well as through ongoing direct engagement with HS2 Ltd and DfT.
- 1.5 This report summarises our proposed response to the Phase 2b Manchester-Crewe hybrid Bill, including the response to the Bill's Environmental Statement and Equalities Impact Assessment consultations, and the key issues to be covered in a petition to the hybrid Bill.

2.0 Background – the HS2 Crewe-Manchester hybrid Bill

- 2.1 The Phase 2b Crewe-Manchester Bill includes provision for new high-speed rail stations (providing for HS2 and Northern Powerhouse Rail services) at Manchester Piccadilly and Manchester Airport, along with a tunnelled section of railway that will connect the respective stations. It also covers the provision of other related infrastructure, including new highway layouts, car parking and Metrolink services at the two stations.
- 2.2 Northern Powerhouse Rail (NPR) is a proposal to deliver a high-speed rail network between Manchester, Liverpool, Leeds, Newcastle, Sheffield, and Hull. The Government's preferred outline plans for NPR are included in the recently published Integrated Rail Plan (IRP). The IRP does not embrace

the ambition for a better connected North as envisaged by Transport for the North (TfN), as key elements including proposals for Sheffield and Hull for examples are not included. The hybrid Bill includes provisions to facilitate the integration of Northern Powerhouse Rail (NPR) at both Piccadilly and Manchester Airport high speed stations. It does not cover the whole of the proposed NPR scheme, but rather elements to enable its future delivery.

3.0 HS2 Crewe-Manchester hybrid Bill Environmental Statement

- 3.1 The Environmental Statement (ES) is an assessment of the likely significant environmental effects of the proposed HS2 railway, including the effects of construction and operation.
- 3.2 The council provided a response to the WDES in 2018, which was a high-level overview of the items to be considered in the full ES. The full ES should respond to the issues of concern raised in the WDES consultation. The council's assessment of the ES to date has noted that many of our concerns raised in the WDES have not been addressed.
- 3.3 The ES is broken down into eight 'community areas'¹ and various topic specific chapters. The community areas which are of most relevance to the council are MA06: Hulseheath to Manchester Airport, MA07: Davernport Green to Ardwick and MA08: Manchester Piccadilly. The ES is also accompanied by a separate Equalities Impact Assessment (EQIA) and an Environmental Impact Assessment (EIA).
- 3.4 The structure of the ES covers the following:
- **Volume 1 – Introduction and Methodology** - an introduction to the working draft Environmental Statement and an overview of the route and the environmental impact assessment process.
 - **Volume 2 – Community Area Reports and Map Books** - The Community area reports describe likely significant route-wide environmental effects of the construction and operation
 - **Volume 3 – Route Wide Effects** - This describes the impacts and effects that are likely to occur at a geographical scale greater than the community areas described in Volume 2.
 - **Volume 4 – Off-Route Effects** - This describes an assessment of the off-route effects of the proposed scheme i.e., effects in locations remote from the HS2 route corridor.
 - **Volume 5 – Appendices and Map Books** – comprising details on:
 - Agriculture, Forestry and Soils
 - Air Quality
 - Climate Change

¹ MA01: Hough to Walley's Green | MA02: Wimboldsley to Lostock Gralam | MA03: Pickmere to Agden and Hulseheath | MA04: Broomeedge to Glazebrook | MA05: Risley to Bamfurlong | MA06: Hulseheath to Manchester Airport | MA07: Davenport Green to Ardwick | MA08: Manchester Piccadilly Station

- Community
- Ecology and Biodiversity
- Electromagnetic Interference
- Health
- Historic Environment
- Land Quality
- Landscape and Visual
- Major Accidents and Natural Disasters
- Socioeconomics
- Sound, Noise and Vibration
- Traffic and Transport
- Waste and Material Resources
- Water Resources and Flood Risk
- Scope and Methodology
- Draft Code of Construction Practice
- Alternatives Report
- Planning Data
- Wider Effects Report
- Working Draft Environmental Statement consultation summary report
- Borrow Pit Report
- Other background data and map books

3.5 To secure the best outcome and lay the necessary foundations for any future petition (please see below for more information on petitioning), each of the above volumes and topics must be reviewed and responded to.

3.6 The Council's full response to the ES must be submitted to the Government by 11:45pm on the 31st March 2022. The Council's response fully supports, and is aligned with, the responses being submitted by the Greater Manchester Combined Authority (GMCA), Trafford Metropolitan Borough Council, Wigan Metropolitan Borough Council, and Manchester Airport Group (MAG).

3.7 **MA06 Hulseheath to Manchester Airport Community Area**

3.7.1 This is an area of land between the River Bollin and the M56, as well as the westbound carriageway of the M56 in the City Council's boundary.

3.7.2 Proposed work includes: a viaduct over the River Bollin a balancing pond for railway drainage; an embankment, a cutting at Halebank, closure and realignment of Sunbank Lane and other footpaths; a box tunnel under the M56, the redesign of M56 Junction 6 and improvements to the existing road network around the proposed Airport Station.

3.7.3 It includes a four platform Airport HS2 Station and associated access, servicing, and parking. These lie within Trafford Council's administrative boundary, although the proposal impacts on both Manchester and Trafford Council areas.

3.7.4 In this area, the scheme will provide a connection between HS2 and a future NPR route between Manchester and Liverpool via the Manchester Airport High Speed station. Manchester Airport is located to the south-east of the proposed HS2 Station at Manchester Airport.

3.8 MA07 Davenport Green to Ardwick Community Area

3.8.1 This section is 13.4km long, of which 12.8km is in tunnel under the wards of Ardwick, Longsight, Rusholme, Withington, Didsbury West, Didsbury East, Northenden and Baguley. 573m of the route is in cutting at Ardwick.

3.8.2 There are several features associated with the tunnel. This includes four vent shafts/headhouses proposed at: Altrincham Road/M56 junction 3a (Northenden Ward) (Vent Shaft 1); Withington Golf Course, Palatine Road (Didsbury West) (Vent Shaft 2); The Christie Car Park D, Wilmslow Road (Didsbury East/boundary with Didsbury West) (Vent Shaft 3); and Fallowfield Retail Park, Birchfield Road (Rusholme) (Vent Shaft 4).

3.8.3 The vent shafts/headhouses will be approximately 25m x 43-54 wide and 6m high. Each vent shaft will have a construction compound and there will be additional auto transformer stations at Palatine Road and Birchfield Road.

3.8.4 At the Ardwick end there would be a 'porous portal' (a perforated structure at the tunnel entrance, designed to allow the passage of air from the tunnel) with a head house substation and a tunnel portal building.

3.9 MA08 Manchester Piccadilly Community Area

3.9.1 The route would exit the tunnel at the Siemens Train Care Facility, Rondin Road in Ardwick Ward, into a cutting. It then rises to a viaduct that widens to accommodate the 2 NPR "passive provision" viaducts. A viaduct then extends over the Pin Mill Brow Junction and expands to 6 tracks which lead into the 6 platforms at the proposed station. The HS2 station would be located alongside the existing Piccadilly station building at a similar height. All platforms will have a roof and canopy.

3.9.2 The Manchester Piccadilly Station area will be 1km (0.6 miles) in length.

3.9.3 In this area, the Proposed Scheme will provide a connection between HS2 and a future NPR route between Leeds and the Manchester Piccadilly High Speed station.

3.9.4 A new Metrolink station will be constructed underneath the HS2 station which will have 4 platforms. This will replace the existing 2 platform Metrolink station underneath the existing Piccadilly station. The construction of the HS2 station at Piccadilly will sever Metrolink services to Ashton during its construction which presents an opportunity to build a new station which has 4 platforms, which would be much more complex to achieve under the existing Piccadilly station.

- 3.9.5 The hybrid Bill also proposes a “turnback facility” (used to allow trams which are not continuing their journey to turnaround) at the New Islington tram stop to replace the existing Sheffield Street turnback, which will be out of service due to the construction of HS2.
- 3.9.6 There will be an Autotransformer station at Midland Street. At Pin Mill Brow and other streets around Piccadilly, changes to the road layout are proposed. Two multi-storey car parks are planned to be constructed on New Sheffield Street (site of the proposed boulevard in the SRF). Eight compounds are proposed for the construction of the railway.
- 3.9.7 In this area, the Proposed Scheme will provide passive provision for a connection between HS2 and a future NPR route between Leeds and the Manchester Piccadilly High Speed station.

3.10 **Key Themes & Issues**

- 3.10.1 Due to the volume of material included in the ES, and the timescales involved in responding to the consultation, this report aims to provide an overview of the key topics and areas of the ES where officers consider that avoidance, mitigation and/or compensation is:
- a) Critical to Manchester; and
 - b) Likely to be successfully secured

It should be noted that most the analysis of the ES has highlighted the lack of detail and the need for further information from HS2 Ltd. Many of the issues previously raised by the City Council and partners, in our response to previous consultations, have not been addressed in the ES.

3.11 **Volume 1 – Introduction and Methodology**

- 3.11.1 Design – The HS2 Ltd Design Vision sets core principles around three themes of people, place and time and creating a sense of place that will stand the test of time. It is important that these high-level principles are followed through to the detailed design of all elements that could singularly or cumulatively have an impact on Manchester.
- 3.11.2 HS2 Ltd design approach should be consistent with its own guidance. It should fully assess the location and context. It should then develop a suitable and appropriate design response to suit the location and context, rather than providing generic, engineering solutions which would not be appropriate for Manchester.
- 3.11.3 The resulting structures should be a high-quality design response. This is important in terms of landscaping and integrating and retaining existing features such as trees, as well as ensuring that the structures are of a high-quality design.
- 3.11.4 The proposed stations and their landscaping and associated works, including

the approach viaduct to the new station at Piccadilly, will need an exemplary design response that responds positively to their context and support the regeneration masterplans in these locations. It is important that the Local Planning Authority (LPA) is engaged in early and detailed discussions over the designs of these new structures to ensure the highest design quality and landscaping, and to ensure that they respond positively to their setting. In the case of Piccadilly, the design should respond sensitively to the historic environment and adjacent Grade II listed train shed.

- 3.11.5 Further detailed investigation and surveys are needed in terms of historic buildings, character appraisal, archaeology and built heritage to inform the proposals and to enable a proper assessment of impact and mitigation interventions needed.
- 3.11.6 Volume 1 also states that the route-wide approach has been developed with Historic England and Local Authorities at Phase 1 and Phase 2a. A route wide Written Scheme of Investigation has also been prepared setting out a framework for design, evaluation, and investigation.
- 3.11.7 Site Investigation is still to be done, which means that it is likely that there are still unknowns about land quality.
- 3.11.8 In the Landscape and Visual Impacts section, the ES states that measures to mitigate are part of an integrated design approach. It is important that best practice and high-quality design are at the forefront in developing bespoke responses, and that any harm or adverse impact is avoided rather than mitigated.
- 3.11.9 Electromagnetic Interference (EMI) is mentioned in relation to the 25-kilovolt electrification traction power of trains. It is being assessed and sensitive receptor sites are being identified along the track route corridor. The Christie Hospital and the Airport have been identified and HS2 Ltd are looking to mitigate any impacts.
- 3.12 **Volume 2 – Community Area Reports and Map Books - Comments Applicable to MA06, MA07 and MA08**
 - 3.12.1 **Agriculture, Forestry and Soils** - Soils have been assessed thoroughly at the same time as the land quality survey. The soils assessment focusses mainly on soils as an agricultural resource, and of ensuring it isn't damaged during construction. There is robust mitigation protocol referenced, which would be effective if rigorously adhered to. Other important aspects of soil management appear to be deferred to other topic areas, for example soils supporting important ecological sites are dealt with in ecology, peat in carbon etc.
 - 3.12.2 The main issue of concern for our ES response is that the assessment methodology makes assumptions about the impact sensitivity of some businesses and therefore a danger that these impacts and their importance are downplayed. There is overlap here with socioeconomic impacts.

- 3.12.3 There are very few forestry areas affected and the impact is regarded as negligible, which seems appropriate.
- 3.12.4 **Air Quality, Land Quality, Sound, Noise and Vibration** - HS2 Ltd. will develop Local Environmental Management Plans (LEMP) to supplement the final Code of Construction Practice. There is an expectation that the Plans should be developed in consultation with the Council.
- 3.12.5 Likely significant sound, noise, and vibration impacts have been identified at certain locations/premises, but the level of detail is not sufficient to properly assess and needs to be provided.
- 3.12.6 Any buildings that qualify for noise insulation or temporary re-housing are reported in the ES.
- 3.12.7 Proposed construction hours include Saturday working hours from 0800 - 13.00 hours and 24 hours working. Variations to standard working hours will need to be discussed and agreed with the Council as part of the LEMP work to mitigate potential noise disturbance.
- 3.12.8 **Noise** - Vibration Impacts of the tunnelling boring machine (TBM) are expected to have significant effect on the use of the MRI scanner at the Christie Hospital for 25-30 days. A Specific Vibration Risk Assessment was undertaken after liaison with the Christie but concludes that HS2 Ltd. will liaise with the Christie further. It is essential that this takes place.
- 3.12.9 **Climate Change** – There has been no consideration of the impact on climate change at the local level or consideration for the Climate Emergency and local carbon budgets.
- 3.12.10 This is particularly of concern around Piccadilly Station, which is a dense urban environment, with further development planned. Indications show that Manchester is already falling below the levels necessary to meet the overall carbon budget that has been set, and HS2 construction traffic will significantly compound the matter. This needs to be addressed as a priority.
- 3.12.11 Overall and over the long term, the proposal would meet the aims of assisting with a more sustainable transport system and encourages the use of sustainable construction practices
- 3.12.12 **Community** - In total – 79 Commercial, 19 Residential and 35 other types of properties are impacted / demolished as part of the scheme in Manchester including several important community services and buildings between Ardwick and Piccadilly.
- 3.12.13 Multiple residential properties in Chapeltown, Ducie Street, Pollard Street and New Islington will experience temporary impacts associated to construction activity.
- 3.12.14 The route through Piccadilly Station, involving several level changes, will be

problematic for users of the station, particularly for those with mobility challenges.

- 3.12.15 The Piccadilly Station proposals locate the HS2 platforms to the north of the existing rail station (facing towards the Inner Ring Road). As proposed, this does not provide adequate integration with the existing station and access to the city centre would be extremely poor from this location, due to the topography, existing buildings, and potential route through a 70-metre-long tunnel at Store Street.
- 3.12.16 The alternative route through the existing Network Rail station is not considered appropriate given the pressures on the current concourse from more passengers (25% increase in the last four-five years). 2016/17 figures from the Office of Rail and Road show 27 million passengers per year and 41 million visitors to the station per annum. DfT figures indicate that rail passenger numbers (alone) will increase to almost 60 million by 2040.
- 3.12.17 HS2 passengers using only the current entrance is a wholly inadequate solution. A fully integrated station design (as shown in the Piccadilly Strategic Regeneration Framework (SRF) and the GM HS2 & NPR Growth Strategy) would provide a common, accessible approach for HS2 and non-HS2 passengers (see section 5.7 for more information on Piccadilly Station).
- 3.12.18 The required Ventilation shaft, headhouse and auto-transformer station at Palatine Road continues to have a significant impact upon Withington Golf Club, including its future viability. As proposed, there would be a permanent loss of the club house, car parking and part of the golf course playing area, alongside a temporary loss of wider land impacting 4 of the golf course's holes for a period of 5 years. It's noted that once construction is completed, that the golf course could viably reopen. Ongoing liaison with the club by HS2 Ltd. will be required.
- 3.12.19 The Birchfields Road vent shaft will continue to have implications for businesses at the Fallowfield Retail Park and the local community through loss of amenity and parking implications. Impacts will include the loss of land/units at the retail park. The car park is also used by parents to drop off children at the nearby Birchfields Primary School and Manchester Enterprise Academy (MEA Central), to improve the safety of children as part of a 'park and stride' scheme promoted by the Council.
- 3.12.20 **Construction** - Temporary soil stockpiles could contain contaminated soils. More details are needed on the methodology to be employed for soil excavations, transportation and as to how the stockpiles will be managed to prevent contamination from leaving the compounds, in the form of dust or leachate. This will ensure that the lands beneath the compounds does not become contaminated because of the temporary storage
- 3.12.21 Hoardings to segregate the HS2 construction site will be at least 2.4m high but may up to 3.6m and possibly altered to enhance acoustic performance.

- 3.12.22 304 residential properties are forecast to experience noise above the eligibility criteria for noise insulation, but below the eligibility criteria for temporary rehousing criteria. This is of concern and HS2 will need to ensure that they are responsive to residents throughout the construction process.
- 3.12.23 Tunnelling Boring Machine (TBM) expected to have significant effect on the use of the proposed MRI scanner at the Christie for 25-30 days. A specific Vibration Risk Assessment was undertaken after liaison with the Christie, but this concluded that HS2 will liaise with the Christie further.
- 3.12.24 **Cultural Heritage** – A major adverse effect is predicted in relation to the removal / repositioning of the Grade II listed Milestone adjacent to Withington Fire Station. The repositioning of the asset to a different location would erode the integrity of the asset and undermine its significance. Whilst the retention of the asset is positive, its relocation would still be considered to have a major adverse impact overall.
- 3.12.25 The Piccadilly hybrid Bill station design will result in considerable loss of non-designated heritage assets in the Ardwick / Piccadilly area. All reasonable options which would avoid the permanent loss of these assets should be appropriately explored.
- 3.12.26 Prominent late-19th century buildings at 163 Ashton Old Rd and 223 Ashton Old Road (M11 3WU) are of architectural and historic merit and have the potential to be impacted by the construction compounds but are not identified in the ES maps.
- 3.12.27 Concerns around the potential for movement around the collection of Listed Buildings next to Ladybarn Road. This should be monitored during the construction and operational phases.
- 3.12.28 **Ecology** – It is noted that a 10% net gain in biodiversity for replaceable habitats along the Crewe to Manchester Route is being implemented by HS2 Ltd. after construction.
- 3.12.29 The impact on Bollin Bank is unclear (HS2 viaduct over the River Bollin Linking Woodhouse Park in Manchester and Cheshire East). As well as the direct loss, it could be permanently isolated from the rest of Sunbank Wood. This is due to the transition from viaduct to embankment, which occurs directly in the woodland. No consideration has been given to the temporal impacts during the construction period.
- 3.12.30 No bat emergence surveys were undertaken in any building or structures in MA08; we would not accept an ES for a planning application with this lack of survey effort.
- 3.12.31 The loss of hedgerows in MA07 is described as of being significant at a local/parish level. Since this includes the loss of native species-rich hedgerows, this is an underestimation of the value of the hedges. Species rich hedges are very rare in Greater Manchester and any loss would be

considered significant.

- 3.12.32 No details of the black redstart location found in MA08 have been given. The ES identifies that the construction in this area will result “in the disturbance of black redstart nesting habitat”. No mitigation is proposed for the loss of nesting habitat because there is “extensive alternative nesting habitat in the area”. However, this overlooks the fact that black restarts require nesting habitat linked to nearby feeding areas.
- 3.12.33 **Health** – The demolition of recreational facilities affecting the ability to participate in specific physical activity at the following locations: In Aldow Industrial Park demolition of Totem Gymnastics, a children’s gymnastics club, Cloud Aerial Arts (an acrobatic, gymnastics and yoga centre) and CrossFit Ancoats (a specialised cross fit gym).
- 3.12.34 The demolition of building providing service, reducing access to service supporting health and wellbeing at the following locations: Manchester Offenders: Diversion, Engagement and Liaison (MO:DEL), and Manchester Action on Street Health (MASH) on Fairfield Street)
- 3.12.35 The presence of construction traffic, including HGV, on local roads leading to amenity impacts and safety concerns, deterring the use of local roads by non-motorised users in MA08
- 3.12.36 An increase in HGV traffic and changes to the noise environment will lead to reduced levels of amenity from the local environment in MA07 (A34 Kingsway and A34 Birchfields Road)
- 3.12.37 **Landscape and Visual** – No reference is made to the Mayfield development which is located within close proximity to Piccadilly Station. The vision for Mayfield is for a distinctive, world class development delivering significant new commercial space, and up to 1,500 new homes alongside a mix of retail and leisure facilities all centred on a new 6.5-acre city centre park. The outdated baseline is likely to impact on the accuracy of the baseline assessment of value, susceptibility to change and overall sensitivity. This is likely to result in an inaccurate assessment of effects and their significance.
- 3.12.38 No consideration is given to future aspirations as set out within the SRFs which are relevant to the site.
- 3.12.39 There are concerns that the landscape and visual mitigation provided in the city centre will not be adequate.
- 3.12.40 The Airport Station itself lies outside the City Council boundary. However, there will be visual impacts from the station, associated multi-storey car parks, new highway layouts and landscaping works. The new station and associated buildings works should be of an exemplary design quality in terms of architectural design and public realm and landscaping works. Mitigation works associated with the construction and operational aspects of the scheme should be carefully considered to minimise any adverse effects.

- 3.12.41 There is a lack of photomontages to see how the scheme will develop at key points from construction operation and beyond.
- 3.12.42 There is no assessment of potential increased impacts on the townscape character because of the potentially taller vent shafts at Palatine Road, which may appear incompatible within the largely suburban, residential context. The potential increased visibility of the vent shafts as a result of repositioning may make them a more dominant feature in the local townscape context.
- 3.12.43 Existing landscape features including high quality trees and hedgerows should be given due consideration at the advanced design stages. The impact caused by any new highways should be minimised and mitigated.
- 3.12.44 The Mersey Valley Managed Open Space is one area where the character would be significantly affected to a moderate, adverse level. As this landscape is of high value and contributes significantly to the character of the area, opportunities should be taken to avoid any adverse impacts by redesigning the scheme to one where there is less impact.
- 3.12.45 There are considerable concerns over the proposed loss of mature trees in the Mersey Valley that also contribute significantly to the character of the area. The trees provide a high value mature landscape feature and attempts should be made to avoid loss by redesigning the proposals to retain this existing important feature.
- 3.12.46 Due to the lack of appropriate criteria within the methodology, there is a reliance on professional judgement to assess the baseline and effects. Whilst this is part of the assessment process and in accordance with the Guidelines for Landscape and Visual Impact Assessment, the overall assessment lacks robustness.
- 3.12.47 **Major Accidents & Natural Disasters** – There is a general concern that HS2 are controlling everything centrally and seem to be relying on the local authorities to contact other bodies such as GMEU, GMRU and GMRF. These bodies have not been contacted by HS2 to discuss risk and impacts.
- 3.12.48 Concern that the potential mitigation measures that are put in place by HS2 Ltd. are as low as reasonably practicable, but no testing is proposed to the mitigation systems prior to HS2 becoming operational which leaves doubt that the mitigation measures will work effectively should a disaster / major incident occur.
- 3.12.49 **Socio Economic** – Members should note that up to 40,000 additional jobs are estimated as a result of HS2/NPR with an implemented Piccadilly SRF.
- 3.12.50 A total of 490 HS2 jobs will be required within MA07, however, it is not clear what proportion of these can be taken up locally. Similarly, it is not clear what training / guidance HS2 Ltd can provide to ensure local skills can be used, outside of the apprenticeship roles. The GM local industrial strategy

highlights our STEM framework which we need to work with HS2 on.

- 3.12.51 We oppose any loss of jobs caused by the removal of businesses by HS2 and expect HS2 to actively assist businesses to relocate and to liaise with MCC to support them in this.
- 3.12.52 We wish to seek financial compensation for the loss of any part of its business rate income caused by the development of the HS2 route within the borough that has been demonstrated to cause businesses to fail or had a significant impact on their income. It is not expected that the local authority should bear the financial consequences to the detriment of its residents and businesses.
- 3.12.53 Indirect construction employment - it is not clear how supply chain employment will be generated or how businesses may gain early guidance as to how to bid in to/benefit from supply chain activity.
- 3.12.54 **Traffic and Transport** - MCC are concerned that during construction and operation residential neighbourhoods will suffer with increased non-residential parking from construction workers and later passengers. Travel Plans developed for construction workers must not force off road parking, i.e., parking on grass verges.
- 3.12.55 HS2 Ltd have completed a traffic modelling study, but we have several concerns on this, notably that NPR traffic hasn't been included in modelling around the airport and major streets have not been included in the baseline data. For example, Oxford Road is open to normal traffic in the model but has been closed to Cars and HGVs for many years. This has resulted in the traffic modelling being unreliable and cast doubt on the validity of the traffic interventions proposed to the road network around Piccadilly and the Airport stations.
- 3.12.56 Beyond provision of junction improvements to provide direct access to the stations, HS2 Ltd. have not proposed any mitigation for locations on the road network where they have identified their scheme will have impacts on traffic flows, congestion, and bus delays.
- 3.12.57 Bus journey time impacts are significant during construction and show increases of over 40% on some corridors. This level of impact is not acceptable and there has been no mitigation proposed by HS2 Ltd. in the ES. This needs to be addressed.
- 3.12.58 Cycle facilities at key locations such as Pin Mill Brow, Thorley Lane, and the New Airport Access gyratory do not meet current standards and need to be improved.
- 3.12.59 The Council and our partners share a number of concerns about HS2 Ltd.'s highways proposals at the Airport station. These have been raised formally and informally with HS2 Ltd. on numerous occasions.

- 3.12.60 The Council and its partners feel that inadequate evidence has been provided on how the Airport station can be accessed; what the implications are for Junctions 5 and 6 of the M56 and the wider M56; the wider highways access; and impact on airport operations and accessibility.
- 3.12.61 Our concerns about highways access cover both the construction phase and the longer-term operation of the Airport station. There is also a lack of detail about how demand from NPR traffic will be managed.
- 3.12.62 With most of the route through the MA07 area in tunnel, emerging at Ardwick Depot, the key traffic and transport issues are around the vent shaft / headhouse locations shown in the WDES. The parking at the Christie Hospital Car Park D on Wilmslow Road; the A665 Chancellors Lane, the Siemens Ardwick Train care Facility on Rondin Road, the Fallowfield Retail Park on Birchfields Road and Hooper Street could all be affected.
- 3.12.63 The Council's policies on parking and air quality mean that significant additional private car parking capacity for rail commuters would be difficult to accept, in particular the two multi-storey car parks proposed in the ES, within the city centre. Access to the proposed multi-storey car parks is also not in accordance with the approved Piccadilly SRF.
- 3.12.64 Pin Mill Brow gyratory junction proposal is not appropriate in scale or function. It occupies a wide area, limiting development potential and creates a hostile environment for cyclists and pedestrians, with no evidence of conformity to current design requirements. It is understood that the design was developed to achieve no major adverse effects on traffic capacity, but the proposed Pin Mill Brow gyratory does not cater for the forecast future demand in either 2038 or 2046.
- 3.12.65 The proposed quantum of cycle parking (500 spaces) at Piccadilly Station is insufficient. By comparison, Cambridge station currently has 3,000 undercover cycle parking spaces.
- 3.12.66 Other key specific issues identified in MA08 are:
- There is no consideration of walking and cycling routes or how these would form part of an integrated, place based approach to street design.
 - There is little evidence of a holistic place making approach that seeks to link in wider existing networks.
 - The hybrid Bill needs to integrate the Beeline proposals within the vicinity of Piccadilly Station and HS2 track alignment.
 - There is no mention of enhanced wayfinding to ensure passengers can make their onward journeys easily and in an efficient manner.
 - No clear connections heading to the north and the city centre are indicated.
 - Station design needs to provide the highest quality arrival experience, with legible onward connection by active modes.
 - The scale of the station and multiple rail alignments have the potential to create a severe severance effect. Permeability through these pieces of

- infrastructure is key and must be demonstrated through the ES process.
- The HS2 station must be fully integrated with bus and coach services to ensure sustainable transport connections are provided.
- Metrolink forms a key interchange mode that must be fully integrated with the station designs considering future expansion and introduction of increased capacity through initiatives such as tram-train.
- The proposed location of the revised Pin Mill Brow junction impacts on several high-rise buildings and an urban park proposed in the Piccadilly SRF. This is not acceptable to the Council and alternative layouts need to be explored and discussed. Any changes to the highways layout in this location needs to be in accordance with approved planning.

3.12.67 **Water Resources and Flood Risk** – The Palatine Road vent shaft will change the flood flow immediately surrounding the vent shaft site. Modelling is underway and will continue during the passage of the Bill, to identify avoidance and mitigation measures to reduce the impact on peak flood levels around the Palatine Road vent shaft. Any permanent moderate adverse effects are unacceptable.

3.12.68 The hydrology assessment within the Mersey Model report uses event data between 1955 and 2012. The model has been further calibrated against Storm Christoph (Jan 2021). The results outline no substantial change in the overall model results. It is recommended further engagement with the Environment Agency continues to ensure the hydrology is appropriate for future detailed design. We are concerned that the hybrid Bill is going ahead without

3.12.69 Mitigation measures will be required to reduce the impact of the Proposed Scheme on peak flood levels at the receptors in Northenden, Stenner Lane and along Palatine Road. Details of mitigation & 'Significance' need to be agreed with EA.

3.13 **Volume 3: Route-wide Effects**

3.13.1 **Agriculture, Forestry and Soils** - There is a well-established robust land classification methodology for the whole route. The approach assesses all best and most versatile agricultural land (grades 1-3a) as of the same value: there are areas of grade 1 peatland in the western section, which are quite a scarce resource nationally but especially locally.

3.13.2 **Community** – it is noted that details of potential construction worker impacts are to be completed and that community issues will generally be dealt with at the local level. Comments are included in the Community Area sections of this report.

3.13.3 **Socio-economics** – 'it has been assumed that 88% of the business occupiers displaced by the scheme will successfully relocate to alternative locations and no employment will be lost. The other 12% of occupiers are assumed to close rather than relocate'. It is noted that this assumption was based on the research into the relocation of companies and jobs on account

of the London 2012 Olympic Games. Given the potential effects of this estimate and for the purposes of assessing the worst-case scenario, it is considered that the London-based case study does not represent the base case for the Crewe to Manchester route. Similarly, the assumption that a proportion of the 88% of the businesses which are in rural areas will be able to re-locate is not considered representative of the worst-case scenario for loss of FTEs. It should be noted that businesses are likely to be far more vulnerable after the Covid pandemic and their cash reserves may be much lower which will mean they are more fragile to any form of business interruption and as such the 12% figure given could be higher than the London based case study.

3.13.4 There is already significant development in progress and planned around the HS2 stations. This has material implications for economic impact and appropriate mitigation.

3.13.5 As noted above, an estimated 8,870 full time equivalent posts would be created during the construction period. HS2 Ltd. has committed to providing a minimum of 2,000 apprenticeships over Phase 1 and Phase 2a. A similar commitment should be provided for Phase 2b and HS2 Ltd. should work with the Council and Greater Manchester Combined Authority on this.

3.13.6 As highlighted above, the Council and partners would like to see schemes in place to ensure that as many of the HS2-related jobs as possible go to local people. HS2 Ltd. should engage with the City and GM partners to ensure this, building on work already in place in GM.

3.14 **Code of Construction Practice**

3.14.1 The ES includes a Code of Construction Practice, including mitigation measures to reduce and manage traffic and transport impacts as well as issues such as noise. The document also includes a commitment to limit the use of materials and the generation of waste.

3.14.2 Details of how construction would be managed are still emerging and officers will continue to work with HS2 Ltd. to further understand the impact and the proposed mitigation to limit this.

3.14.3 **Waste Material** – 'The disposal of 10,000,000 tonnes per annum of inert waste represents approximately 100% of the total inert landfill capacity in the North West region' is of concern. More information is needed on estimated levels of inert waste over the project (2025-2038) and disposal measures employed to allow WPAs to understand capacity requirements.

3.15 **Conclusion – Environmental Statement**

3.15.1 We welcome the opportunity to comment on the Environment Statement. However, there is a lack of detail on issues of major significance and clearly much more work needs to be done to satisfy the Council and that the scheme has holistically considered all the impacts and mitigations what Manchester

requires during and after construction. There are a significant number of areas of concern which we will raise as part of the Council's response to the ES. We will also continue to press HS2 Ltd. and DfT to work with the City Council and our GM Partners on the gaps that have been identified.

- 3.15.2 Officers will continue working with HS2, DfT, TfN and other partners on the detailed design development of the proposed scheme. We will continue to argue for world class, fully integrated stations with a build it once, build it right approach.

4.0 HS2 Crewe-Manchester hybrid Bill EQIA

- 4.1 Equalities Impact Assessment Report – this considers the potential effects of the construction and operation of HS2 Phase 2B on people with protected characteristics and explains how HS2 Ltd. proposes to avoid /reduce any adverse effects. These are people protected by the Equality Act 2010.
- 4.2 Christie Hospital - The landscape and visual assessment in the ES has identified a significant adverse visual effect at The Christie Hospital because of the construction of the Wilmslow Road vent shaft and associated construction traffic. There will also be night-time effects associated with additional lighting required for the Wilmslow Road vent shaft satellite compound, which will intensify existing night-time sky glow. Evidence from Cancer Research suggests that some drugs used in chemotherapy treatment can increase sensitivity to light or change in visual stimuli. There is therefore the potential for wider impacts on patients at The Christie Hospital.
- 4.3 Christie Hospital -The permanent loss of Car Park D, including the loss of all Blue Badge parking spaces and wheelchair shelters, will give rise to disproportionate and differential effects for disabled people including those with cancer attending the hospital for treatment or to visit other patients.
- 4.4 Disabled people, older people and children are being particularly disadvantaged by disruption construction, loss of public spaces, impacts of routes changing, less parking, air quality, replacing accessible trams with buses, relocating bus stops, temporary access and impact on loss of play areas and disruption to children's education etc. Further consideration is needed on the cumulative effect on these groups when developing mitigations. There is a lack of clarity on what the mechanisms will be for ongoing equalities analysis, equality stakeholder engagement and the need to refresh the data based on Census 2021. HS2 is required to revise the disproportionate data analysis model. Disability groups most likely to be affected are mobility, mental health, neurodiversity and sensory and this will be for all ages.
- 4.5 Housing impact – Vulnerable householders are at risk of mental health or physical impact due to uncertainty of HS2 altering existing routes or evictions if residences are compulsorily purchased and not considering the residents surroundings (e.g., specific accessibility needs for your house).

- 4.6 The Council is concerned that the proposed HS2 station is not appropriately integrated with the facilities of the existing Piccadilly Station. A more integrated design would provide a common and more legible approach for HS2 and non-HS2 passengers, enabling choice between a wider variety of ancillary facilities and reducing unnecessary changes of level and therefore allowing better accessibility for all.
- 4.7 Buildings and structures are required to be demolished in most community areas assessed within the Councils boundaries. The Council would wish to ensure that adequate engagement, assistance, and support is provided for all affected, specifically those that would require additional support with understanding and going through the compensation process. Further support and information are required for impacted local businesses and community facilities and homes on the mechanisms being considered, alongside what support can be provided with the financial compensation

4.8 **Conclusion - EQIA**

- 4.8.1 We are concerned at the lack of detail within the EQIA. We hope to work with HS2 to resolve the issues to identified to make sure HS2 works for everyone in our city.
- 4.8.2 Lighting around the Christie for construction of the Ventilation shaft needs HS2 to mitigate the impacts to patients who have a light sensitivity due to cancer treatment by working with the Christie Hospital.
- 4.8.3 The loss of disabled car parking at the Christie needs replacing by HS2 Ltd.
- 4.8.4 Disabled, older and vulnerable people (including children) are being particularly disadvantaged by the disruption caused by HS2 construction activities. The level changes in the HS2 station integration with the classic Piccadilly Station is one shortfall.
- 4.8.5 Demolitions and compulsory purchases must ensure that residents and business are adequately compensated and have their needs considered during relocation.

5.0 **Petitioning the Crewe-Manchester hybrid Bill**

- 5.1 The extraordinary Council meeting on 4th March 2022 granted delegated authority to the Strategic Director for Growth and Development in consultation with the Leader of the Council to petition against the HS2 Phase2B hybrid Bill.
- 5.2 The paper presented at the Council meeting gave an overview of likely petitioning items. This Executive paper describes the issues of concern in more detail, although it should be noted that, due to the size and complexity of the hybrid Bill further issues may be identified following this report, which it is felt may need to be included in the final petition.

5.3 As with previous responses to HS2 Ltd consultations, Manchester is continuing to work closely with Greater Manchester (GM) Partners in preparing their respective petitions. The Council's petition will be aligned with those of other GM partners, whilst emphasising and highlighting issues of particular concern for the city.

5.4 As part of the Council and GM partner's ongoing work with HS2 Ltd on development of the scheme, a series of Critical Issues have been identified and these have been regularly raised and discussed with HS2 Ltd and DfT. The Critical Issues relate to areas of concern for the city and GM Partners and are issues which are fundamental to the success of HS2 Phase 2b in GM. The Critical Issues form the basis of our petition response, which has been refined in line with the exact contents of the hybrid Bill.

5.5 The Council's response to previous consultations on HS2 notes the critical importance for the HS2 and NPR 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

5.6 The key issues proposed to be included within the Council's petition are set out below. All these issues have been raised previously with DfT and HS2 Ltd on numerous occasions, both through our formal consultation responses and informal engagement.

5.7 **Manchester Piccadilly Station**

5.7.1 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. 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.

5.7.2 The surface terminus station proposed for Manchester station within the hybrid Bill 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 hybrid Bill 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.

5.7.3 A report commissioned by MCC and TfGM from Bechtel to review the proposed HS2/NPR station at Piccadilly Station 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 and tunnel required to connect to the Airport station. Specific issues at Piccadilly highlighted in the report, and to be raised in the Council’s petition, relate to:

- **Capacity, Reliability, 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 because 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.

5.7.4 In addition, the provision of a NPR route towards Leeds, included within the Integrated Rail Plan, suggest that a significant amount of surface infrastructure will be needed in the Ardwick area to enable the NPR trains to use a surface station. This infrastructure will cause blight and severance to the surrounding communities, as well as leading to a loss of a significant amount of developable land, impeding future economic growth and provision of jobs. Such infrastructure would not be needed with an underground station.

5.7.5 The Council’s petition will request a fully underground HS2/NPR station be designed and approved for Piccadilly Station”.

5.8 Gateway House

5.8.1 Gateway House is a building completed in 1969 and located on Station

Approach at Manchester Piccadilly Station. The HS2 Manchester-Crewe hybrid Bill does not include powers for HS2 Ltd to acquire and demolish Gateway House and therefore fails to provide an adequate interchange facility at Manchester Piccadilly Station. It further fails to provide an attractive and fit for purpose gateway into the city centre that will meet anticipated increased pedestrian capacity through Piccadilly Station and facilitate the regeneration set out in the Manchester Piccadilly SRF. This failure will create congestion, unnecessary pressure on the station entrance, an unappealing and low-quality arrival plaza and gateway to the city centre and discourage the use of public transport. Furthermore, the retention of Gateway House restricts sustainable connection between the Western end of the Boulevard envisaged in the SRF, the new station, the core of the city centre and the Piccadilly SRF area.

- 5.8.2 We believe that the removal of Gateway House is necessary to deliver regeneration and support economic growth, which is a stated objective of HS2. Its removal would enhance connectivity across the city centre and align with the SRF for Piccadilly. The proposals within the hybrid Bill also assume that Metrolink will be routed underneath Gateway House. It is currently not clear if this will be technically possible while Gateway House remains. We will, therefore, request that the hybrid Bill be amended to include the acquisition and demolition of Gateway House and an undertaking given that the final design of Manchester Piccadilly provides an integrated station and station approach, that delivers a high-quality gateway which is in accordance with the strategic vision for Manchester.

5.9 **Piccadilly Highways Works**

- 5.9.1 The hybrid Bill gyratory junction layout at Pin Mill Brow is too expansive and does not consider local transport and environment, zero carbon and clean air 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 vital development land, and a poor local environment. The proposed gyratory will, therefore, result in significant adverse impacts on the regeneration proposals within the city centre.
- 5.9.2 The Council is also concerned about the quality of traffic modelling that has been undertaken by HS2 Ltd to inform the highway design that is proposed. The modelling does not consider some recent GM led highways improvements (for example Oxford Road traffic calming and bus lane improvements) or take account of the "Right Mix" plans within the GM 2040 Transport Strategy and City Centre Transport Strategy. This is important as it will have a fundamental impact on traffic flows across the city centre including the assumptions made for Pin Mill Brow, which seek to reduce the amount of private car journeys in favour of an increase in public transport and active travel journeys.
- 5.9.3 The Council's petition will, therefore, request that DfT replaces the hybrid Bill gyratory design with an alternative which takes up a much smaller land area and so better integrates with the Piccadilly SRF and is more closely aligned

to policies aimed at reducing journeys into the city centre by private car, as well as being less of a barrier to pedestrians and cyclist.

5.10 Parking & Multi Modal Interchange at Piccadilly Station

- 5.10.1 The hybrid Bill includes two multi storey car parks with a total capacity of approximately 2,000 parking spaces, situated on the proposed Boulevard included in the Piccadilly SRF, adjacent to the HS2 Manchester Piccadilly station. The amount and location of car parking at Manchester Piccadilly is unacceptable to the Council and 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, as well as the government's own Transport Decarbonisation Plan.
- 5.10.2 The Boulevard within the SRF is envisaged as a major piece of public realm, connecting the Piccadilly Central areas and East Manchester into the city, and providing a key business address which can drive development within the area. It is intended to be pedestrian dominated space, with traffic movements restricted to access only. Placing two large car parks with 2,000 spaces will result both in the loss of prime development land, but will also detract from the environment, attractiveness, and purpose of the Boulevard, as well as un-necessarily encourage car trips.
- 5.10.3 Our petition will request that parking numbers are considerably reduced (ideally providing spaces for essential rail operation uses only); that parking is moved to a different location; and that HS2 Ltd. work with MCC and other GM partners to find an acceptable solution which promotes a move to public transport and other sustainable transport modes.
- 5.10.4 We will also be requesting that HS2 Ltd. work collaboratively with Council and GM Partners to provide a "multi modal interchange" adjacent to the HS2 station, providing a bus/coach facility, that can enable easy switching between bus, heavy rail and Metrolink transport.

5.11 Network Rail Maintenance Ramp

- 5.11.1 The hybrid Bill proposes the relocation of the current ramp used by Network Rail to access the viaduct at Piccadilly Station for maintenance and catering. MCC have significant concerns about the proposed vehicle route to the new access ramp, as set out in the hybrid Bill, which routes vehicles through an area of the Mayfield development. This area is not suitable for road vehicles and is planned for closure under proposals in the approved Mayfield SRF and significantly compromises the development by routing heavy duty traffic through the area. The proposals will impact the first phase of the Mayfield development and the overall quality of the environment of the area, detracting from the ability to secure and retain business in the area, and consequently the ability to deliver the growth and jobs outcomes. Therefore, the current proposals are unacceptable.

5.11.2 The Council's petition will request that HS2 work with the Council, the Mayfield Partnership and TfGM to develop an alternative, locally acceptable route for the Network Rail ramp, that minimises adverse impacts on one of the city's most significant growth and regeneration areas.

5.12 Relocation of North Block Services

5.12.1 To construct the new HS2 station, it is necessary to demolish and relocate an office block which is situated next to Gateway House. This building is known as "North Block". The proposal within the hybrid Bill is to build a replacement facility over the Network Rail "relay room", which is located between the proposed Network Rail Ramp and the train operator catering facilities. These proposals are likely to extend the disruption to residents, because the relay room itself is likely to need to be upgraded in the 2040s, shortly after HS2 and NPR construction completes. The petition requests an amendment to the hybrid Bill to include provision to enable the relay room to be relocated during HS2's construction.

5.13 Metrolink at Manchester Piccadilly

5.13.1 The Council are in full support of the relocation and enhancement of the Metrolink stop at Piccadilly Station to beneath the HS2 station, as proposed in the hybrid Bill. The relocation and improvement of the Metrolink Stop 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.'

5.13.2 The relocation of Metrolink enables a future Metrolink stop to be provided at Piccadilly Central to serve the SRF area. The hybrid Bill only provides "passive provision" for future construction of the Piccadilly Central stop. We believe that the hybrid Bill should provide the powers to enable the full delivery of Piccadilly Central.

5.13.3 We consider that further work needs to be done to properly mitigate the impacts on Metrolink operations during the construction of HS2's Piccadilly station. We expect HS2 Ltd. to manage this in partnership with Transport for Greater Manchester and to prioritise reducing disruption to Metrolink customers and operations.

5.13.4 The hybrid Bill proposals include the full closure of the Ashton Line for a period of approximately 2 years, with a replacement bus service. This level of disruption is totally unacceptable to MCC and GM partners.

5.13.5 MCC oppose the location of the tram turnback at New Islington as it impacts on the adjacent Pollard Street development (which has received planning permission), resulting in potential delays to the project and loss of jobs. We believe that the turnback facility should instead be located at the Velopark

tram stop, which would both avoid the impact on Pollard Street and provide the potential opportunity for additional future services to be run to serve the Etihad Campus and Coop Live Arena. Our petition will request that the turnback is located at Velopark, rather than New Islington, and that the potential disruption to Metrolink services and passengers is minimised.

5.14 Issues with the Manchester Tunnel: Tunnel Portal Relocation & Ventilation Shafts

5.14.1 Changes made to the track alignments during previous reviews of the HS2 route to Manchester, to avoid the Ardwick depot, the widening of the viaduct, and inclusion of the passive provision for NPR, conflict with existing and approved plans set out within the Piccadilly SRF and cause severance to the Mayfield area. The Council requests that a 'place based' approach is taken at 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, re-emphasising the need for a fully holistic approach.

5.14.2 The proposal in the hybrid Bill to locate a ventilation shaft immediately adjacent to Birchfields Primary School, on part of the Fallowfield Retail is unacceptable. It will have a significant impact on both the primary school and the nearby MEA Central Academy School particularly during construction; remove local retail facilities; and cause job losses through the impacts on the retail park. It will also remove the 'Park & Stride' scheme, which helps to improve children's safety. The Council have previously suggested 4 alternative locations for the ventilation shaft in the immediate area, which we do not believe have been adequately considered by HS2 Ltd. MCC's petition will request that the hybrid Bill be amended to relocate this ventilation shaft to another location, as previously suggested, preferably at the site of the University of Manchester Armitage Sports Centre.

5.14.3 The final designs of the ventilation shafts and headhouses need to provide for appropriate flood mitigation at the proposed Palatine Road site; respond sensitively to the local environment; and fully mitigate any impact on residents and business during constructions.

5.15 Manchester Airport Station Design & "Shallow Cutting"

5.15.1 As the UK's third busiest airport after Heathrow and Gatwick, and which plays a pivotal role in providing access to international markets from the North of England, Manchester Airport and is central to delivering the levelling up agenda and post COVID-19 economic recovery. HS2, NPR and Metrolink connectivity at Manchester Airport will require fully integrated station solutions. The design of the HS2 Airport Station also needs to be fully integrated with local development plans and existing planning policies, including Places for Everyone, ensuring proper connections to the surrounding development areas included within this plan.

5.15.2 In the hybrid Bill, the HS2/NPR station forecourt is raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement, i.e. a change from 'deep cutting' to 'shallow cutting'. We are also concerned that these design changes will give rise to unacceptable impacts on nearby residents, as well as causing significant integration problems for the surrounding development site. There is concern that residents in the Newall Green area of Manchester will be impacted by the shallow cutting as this community sits just above the tunnel portal entrance. There is the potential for the shallow cutting to result in a greater impact from the noise of HS2 trains entering and leaving the tunnel, as well as its proximity to the construction site. Our petition will request that the hybrid Bill be amended to mitigate these impacts, including further engagement on design amendments and environmental impact mitigation, particularly the noise impacts near the tunnel portal for Newall Green residents during and after construction.

5.16 **Metrolink at Manchester Airport**

5.16.1 The HS2 Ltd hybrid Bill proposals sever TfGM's existing Metrolink powers to operate and maintain a Metrolink route that connects to the HS2/NPR Manchester Airport Station. The hybrid Bill includes provision for an isolated Metrolink stop above the high-speed station without providing the necessary replacement powers to connect to the wider network. This is a totally inadequate and unacceptable approach which needs to be rectified through the hybrid Bill process.

5.16.2 Furthermore, because of HS2's proposal for a disconnected Metrolink stop, the hybrid Bill proposes access to Manchester Airport from the HS2 station by a shuttle bus. These shuttle buses will add congestion to an already congested highway network. This does not align with local policy.

5.16.3 Our petition requests that the hybrid Bill is amended to include sufficient powers for the construction, operation, and maintenance of a Metrolink route that connects to the Airport high speed station. These powers should also be sufficient to enable TfGM to construct a turnout immediately to the west of the high-speed station for its proposed tram-train extension to the southwest.

5.16.4 A further issue is caused by the shallow cut station design, which has resulted in the Metrolink tram stop and approach viaducts being similarly raised to a significant height above existing ground level, leading to an increase in construction cost, embodied carbon, and environmental impacts. MCC and GM Partners expect that any increase in costs to the Metrolink scheme and mitigation will be covered by the DfT

5.17 **Highways Issues at Manchester Airport**

5.17.1 The Council and GM Partners do not believe the proposed highway accesses between the HS2 Airport station and Junction 6 of the M56 will accommodate future demand relating to the Strategic Road Network as a result of HS2,

NPR and committed local developments. It is evident that significant changes are needed to the highway works in this location. These should be agreed with the Council and the other affected local highway authorities.

- 5.17.2 The Council is further concerned about the fact that the local highway network will be used by approximately 1,000 HGVs per day during construction. This will have significant adverse impacts on the Airport, the local economy, residents, the highway network, and the environment.
- 5.17.3 MCC and GM partners have previously requested that HS2 Ltd. consider options to use rail to move a proportion of materials required to construct the Airport station and tunnel portal, to reduce the level of road-based construction traffic. As part of our petition, we will set out our expectation that HS2 Ltd. undertake a specific, comprehensive study on the use of a railhead system to transport materials to and from the Manchester Airport high speed station site, and, if supported by this study and a full environmental impact assessment, that an Additional Provision is promoted to provide for the use of a conveyor/ railhead system. We would expect that this work considers the impact on residents and maximises the legacy opportunities from the temporary rail links needed for the construction material.
- 5.17.4 Further information will also be requested on how vehicle parking numbers have been determined, to ensure the right level of provision at the Airport Station, which also considers the impact on congestion and zero-carbon policies, and policies to encourage travel by public transport and active modes.

5.18 **Other Potential Petitioning Issues: Impact on the West Coast Main Line (WCML)**

- 5.18.1 The hybrid Bill documents refer to over 60 potential weekend closures on different parts of the existing WCML during the construction of the HS2 Crewe-Manchester line. We believe that this will cause unacceptable disruption to passengers (over 9-years), especially given the trend for increased leisure rail travel following the Covid-19 pandemic. MCC's petition will seek further information on this and request that alternative options are looked at to minimise the disruption on rail passengers.

6.0 **Immediate Next Steps**

- 6.1.1 The immediate priority is for the formal response to the ES to be finalised and submitted by 31st March 2022.
- 6.1.2 Officers will continue to work on developing the Council's petition and the evidence to support it. The exact dates of the formal petitioning period are currently unknown, however when the period does start, the Council will have 25 days to submit its petition (objection) to the hybrid Bill.

7.0 **Next steps on the wider HS2 programme**

7.1 Table 3 below sets out the anticipated high-level timetable based on the latest information available.

Table 3: HS2 Phase 2b Hybrid Bill programme (estimated dates)

Key Activities	Timelines
hybrid Bill deposit (including Environmental Statement)	24 th January 2022
Environmental Statement Consultation	25 th January – 31 st March 2022
Second Reading/ Petitioning Period (inc. preparation time)	Mid-May – Summer 2022
Negotiations with HS2 Ltd	Summer - Autumn 2022
Select Committee Hearings (Commons)	Autumn 2022 – Winter 2023
Overall hybrid Bill parliamentary process	2022 – 2024/25
Royal Assent	Late 2024 / Early 2025
Construction	2025 – 2035
Testing and Commissioning	2035 – 2040
Operation	2040

Manchester Council, with GM Partners, will continue to work with HS2 Ltd. and DfT on the HS2 Phase 2b hybrid Bill to ensure that it delivers the maximum benefit to Manchester and GM.

8.0 Hybrid Bill – Conclusion

8.1 The City Council and partners have reiterated their strong support for HS2 and the station locations 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 and deliver levelling up.

8.2 However, there remain several concerns that still need to be resolved with the HS2 scheme as set out in the hybrid Bill, before the full benefits can be realised. As a result, the Council are proposing to petition certain elements of the hybrid Bill to ensure Manchester gets the right infrastructure for this once in a generation opportunity we need to future-proof our city and drive economic growth and levelling up.

8.3 Officers will continue working with HS2 Ltd., DfT, TfN and other partners on the design development during negotiations through and following the hybrid Bill process. 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 our residents, local communities and ensure seamless integration with their surroundings.

8.4 Recommendations appear at the front of the report.

9.0 Urgency of Decision

- 9.1 This report is considered to be 'urgent business' and as such the decision should be exempted from the 'call-in' process for the following reason(s):
- 9.2 There is an absolute deadline of 31st March for the submission of the response to the ES & EQIA. Calling in this decision puts the Council at risk of missing this deadline as if the decision were to be called-in there would be no further Economy Scrutiny Committee before 31st March and the Council would have missed its chance to make representations in respect of the effects the ES and EQIA would on the city the residents.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 HS2 and NPR, and the development of the areas surrounding the stations are anticipated to provide additional job opportunities available to 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, and work continues with the Greater Manchester Combined Authority to deliver this.

(b) Risk Management

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

(c) Legal Considerations

- 10.3 The team are being supported by the city solicitor's department throughout the ES and hybrid Bill petition process.