Manchester City Council
Report for Resolution

Report to: Executive - 11 September 2019
Subject: HS2 Design Refinement Consultation Response
Report of: Strategic Director – Growth and Development

Summary

This report informs the Executive of a Design Refinement Consultation (DRC) held by HS2 Ltd. with a specific focus on the proposals within Manchester. The consultation seeks views on proposed refinements to the Phase 2b line of route (from Crewe to Manchester and West Midlands to Leeds). This report summarises the changes in the HS2 design, which mainly concern the location of two of the ventilation shafts on the route from Manchester Airport to Manchester Piccadilly. It also provides the Executive with an overview of the City Council’s response submitted to the consultation. The full response is attached at Appendix 1 and should be read in conjunction with this report.

Recommendations

The Executive is recommended to:

1. Note the proposed refinements in Manchester in the HS2 Design Refinement Consultation; and

2. Note the City Council’s submission of a response to the consultation.

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

<table>
<thead>
<tr>
<th>Manchester Strategy outcomes</th>
<th>Summary of the contribution to the strategy</th>
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<tr>
<td>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</td>
<td>A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England (as proposed by Transport for the North through Northern Powerhouse Rail (NPR)) will support business development in the region. The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost investor confidence in the area. Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport</td>
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<td><strong>A highly skilled city: world class and home grown talent sustaining the city’s economic success</strong></td>
<td>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.</td>
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<tr>
<td><strong>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</strong></td>
<td>The economic growth brought about by high speed rail, and the regeneration of the Piccadilly area, will help to provide additional job opportunities for residents, as well as improved connections from communities to jobs in the city centre and beyond. The area will also provide new leisure opportunities, including new areas of public realm, accessible to all members of the public.</td>
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| **A liveable and low carbon city: a destination of choice to live, visit, work** | 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. As well as providing new high quality commercial accommodation, the 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.

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. |
<table>
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<th>A connected city: world class infrastructure and connectivity to drive growth</th>
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<td>HS2, together with NPR and the 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.</td>
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<td>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.</td>
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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**

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 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
- 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
1.0 Introduction

1.1 The Executive received a report in December 2018 setting out HS2 Ltd.’s consultation on the Phase 2b Working Draft Environmental Statement (WDES), and MCC’s and GMCA’s response to the consultation and the key issues raised.

1.2 HS2 Ltd. launched their Phase 2b Design Refinement Consultation (DRC) on 6 June 2019. The consultation does not have route wide information and is focused on specific changes to the route alignment, new scope, and new infrastructure for Phase 2b from the proposals covered by the WDES.

1.3 The refinements in Manchester are focused on proposed changes to the locations of tunnel ventilation shafts 2 and 4 (on Palatine Road and Lytham Road respectively) compared to the HS2 Working Draft Environmental Statement (WDES) 2018.

1.4 The location in the WDES proposal for Lytham Road vent shaft is on the playing fields of the new school, Manchester Enterprise Academy (MEA) Central. The DRC consultation proposes an alternative location at Fallowfield Retail Park on Birchfield’s Road, a short distance away from the school, in Rusholme ward.

1.5 The location in the WDES proposal for the Palatine Road vent shaft is situated in the Didsbury Flood Storage Basin on Withington Golf Club land. The consultation proposes an alternative location for this vent shaft within Withington Golf Club land, closer to Palatine Road, in the Didsbury West ward.

1.6 The final route proposal will be submitted as part of the hybrid Bill, which is due to be deposited in Parliament in June 2020. The full Environmental Statement (ES) will be included in the hybrid Bill and will be available to read online, detailing the likely significant environmental effects of HS2 in different areas along the Phase 2b route. MCC will also provide a response to the consultation which HS2 Ltd. will undertake on the full ES.

2.0 Background

2.1 The route for the high speed line is split into community area sections in the WDES. MA07 Davenport Green to Ardwick is a route section in Manchester. This section is 13.4km long, of which 12.8km is in tunnel under the electoral wards of Ardwick, Longsight, Rusholme, Withington, Didsbury West, Didsbury East, Northenden and Baguley. There are a number of features associated with the tunnel. This includes four vent shafts 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
- Lytham Road, (Rusholme) (Vent Shaft 4).
2.2 HS2 Ltd. have stated these four vent shafts are required along the length of the Manchester tunnel to enable the smoke produced in the event of a fire to be extracted in a controlled manner; to provide fresh air in order to create smoke-free evacuation routes; to provide access for routine maintenance and the emergency services; and to meet the comfort requirements of passengers and staff in tunnels by keeping the air quality and temperature within prescribed limits.

2.3 Located above the tunnel ventilation shafts at surface level, buildings associated with vent shafts include headhouses and autotransformer stations. HS2 Ltd. have stated headhouses are required for control equipment, ventilation fans, lift machinery and emergency access doors. Autotransformer stations (at vent shafts 2 and 4) provide power to the railway. Each vent shaft would have a construction compound (during construction). The ventilation shafts require little day to day activity once built. Interaction would be for routine maintenance or emergency access reasons only.

2.4 The Design Refinement Consultation includes proposals for the relocation of the two vent shafts at Palatine Road and Lytham Road. Plans for these proposals are attached at Appendix 2.

2.5 HS2 Ltd. ran consultation events in Manchester on 25 June (Vent shaft 2) at Britannia Country House Hotel and 13 July (Vent shaft 4) at MEA Central. Information in the consultation has also been made available online and in public locations such as libraries. A briefing note was sent to Councillors of Didsbury West, Didsbury East, Northenden, Levenshulme, Burnage, Fallowfield and Rusholme wards at the time the consultation was launched. The deadline for all consultation responses is Friday 6 September 2019.

2.6 HS2 Ltd. have stated the placement of vent shafts have a number of considering factors:
- Alignment of the tunnel.
- Requirement for vent shafts to be regularly spaced along the length of the tunnel.
- Limited availability of undeveloped sites in predominantly urban areas.

3.0 Response Context


3.2 As reported to the Executive in the December 2018 report, MCC proposed in the response to the WDES alternative locations be found for the two vent shafts at Palatine Road and Lytham Road. This has been considered by HS2 Ltd. and are now being consulted on through the DRC. Other issues raised by the Council have not yet been responded to by HS2 Ltd., and these critical issues are reiterated in the response to the Design Refinement Consultation.

3.3 The City Council also made previous responses to the two HS2 Phase 2b line of route consultations, submitted in 2014 and 2017, and to ongoing design
work, which has raised a number of issues that still need to be responded to. HS2 Ltd. will publish their Environmental Statement (ES) at hybrid Bill deposit to parliament. The City Council will be submitting another detailed response at this stage.

3.4 As with the WDES, GMCA also responded to the DRC, in line with the Council response. The GMCA response lists the key issues on the Design Refinement Consultation for Greater Manchester. The City Council has provided input and is fully supportive of the response.

3.5 As previously reported to Executive, our responses to the Government’s consultation in January 2014 and March 2017 and the WDES set out the benefits of HS2 to the UK, the city region and Manchester. They outlined the economic growth and regeneration opportunities at Manchester Piccadilly and Manchester Airport. They also emphasised what needed to be done in order to maximise those opportunities. In all of the responses over the past six years, the City Council and partners have reiterated their support for HS2 stations at the Airport and Piccadilly.

3.6 To date, no formal response has been received from HS2 Ltd. to our consultation responses. However, the City Council and its partners continue to work collaboratively with HS2 Ltd. on an ongoing basis. Our response highlights the fact that we are disappointed that we have not received a formal response to our previous consultations and that HS2 are not planning to share with us the detailed information that will be included in the full ES prior to its publication, which limits our ability to properly consult with local communities.

3.7 HS2 Ltd. are expected to consult on further refinements to the route at the end of the year, however content and timescales are still to be confirmed by HS2 Ltd.

3.8 The remainder of this report outlines the key points made in MCC’s response to the DRC.

4.0 Key themes, issues and feedback

4.1 The key points made in our previous responses, during ongoing design development with HS2 Ltd., and restated in our DRC response have included:

- The need 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 strategic approach to transport investment at Piccadilly which leads to the earliest transformation of Piccadilly Station; avoids significant and long term disruption and blight; and promotes investor confidence. In other words, a ‘Build it Once, Build it Right’ approach.
- There is currently a lack of consistency around the station funding strategy for the Airport Station, where there is a requirement for a local funding contribution. HS2 Ltd. need to be fair and consistent in their funding strategy for the Airport Station, so that it is in line with other HS2 airport
stations. A local funding contribution can only be considered in the context of a fair and consistent approach.

- Highway solutions need to be adequate at both the Airport and Piccadilly, consider the wider strategic road network, and involve both local stakeholders and Highways England. They should also be aligned with the city’s transport policies and approach to journeys in and around the city centre and cognisant of climate change impacts.
- Avoid adverse impacts on the M56 and local highway network and protect the operation and future growth of Manchester Airport in relation to traffic and access, and take account of the economic growth expected around the Airport.
- The amount and location of car parking at Manchester Piccadilly needs to be appropriate to its city centre location, next to a major transport hub and in the context of the Piccadilly Strategic Regeneration Framework (SRF), and wider policy initiatives e.g. City Centre Transport Strategy and GM 2040 Transport Strategy.
- The tunnel design and construction methodology must be developed in conjunction with the City Council and GM partners.
- Schemes should be developed in line with GM and Manchester strategies and policies to realise regeneration and economic growth opportunities.

4.2 HS2 Ltd. are also consulting on revised safeguarding maps. It is understood the safeguarding boundary will change at final Bill deposit and the City Council will therefore provide further comment on the revised safeguarding boundary, once it is available.

5.0 Specific points in response to the DRC

5.1 There are likely to be considerable transport movements arising from the movement of materials to and from the ventilation shaft sites, associated with the construction process. It is essential HS2 Ltd. provide detailed information on the logistics and spoil removal process, the anticipated effects of construction on the local highway network and residential areas, and the proposed temporary and permanent access to the vent shafts/headhouse and construction compounds. The City Council has requested information in relation to construction management as early in the process as possible.

5.2 The hybrid Bill will give HS2 planning permission to build the vent shaft (at the location specified in the Bill). The final designs of the headhouse will need to be agreed with the Local Planning Authority to ensure they are designed appropriately to minimise their visual impact, and fit with the local context and surroundings. Planting and landscaping around the sites should be used appropriately for mitigation. The City Council response requests to be involved in the detailed design of the vent shafts, which will need to be of a high quality.

5.3 The Council response to the WDES raised concern that it is unclear if the vent shafts will result in air pollution. The documents and plans provided in this consultation do not contain enough information to determine environmental health impacts such as noise and vibration issues. It is expected this will be provided in the ES, and the City Council will comment at this point.
Relocation of the Lytham Road tunnel vent shaft to Birchfield’s Road, Fallowfield, Manchester

5.4 The Council were opposed to the previous location of the vent shaft in the WDES at Lytham Road, situated by Manchester Enterprise Academy (MEA) Central. HS2 Ltd. are proposing an alternative location at Fallowfield Retail Park. The Council are opposed to this alternative location, and this is included in the Council response to the DRC.

5.5 The Council welcomes the fact that the vent shaft is now proposed to be situated away from the site of the newly built MEA Central, reducing its impact on the school. The point of access to the site is no longer Lytham Road and has changed to Birchfield’s Road, resulting in traffic accessing the site further away from the school and residents. However, there are a number of concerns with the proposed new location that need consideration, as set out below.

5.6 There are key concerns outlined in the City Council’s response to the Design Refinement Consultation in regards to the new proposed location on Birchfield’s Road. A residents’ association and local members have also raised concerns on the proposed relocation of the Lytham Road vent shaft, including the timing of the consultation event.

5.7 In the current scheme at Birchfield’s Road, a vent shaft headhouse would be constructed measuring 30m by 29m and approximately 6m high. The current design for the scheme in this location also includes an autotransformer, approximately 49m by 12m. The vent shaft would be 25m in diameter and 43m deep below surface level.

5.8 The proposed location would see demolition of three retail units at the northern end of the retail park subject to detailed design development, impacting the retail park, individual businesses and jobs associated with them. The retail park will also incur a loss of approximately 100 car parking spaces at the northern side. Construction works will also temporarily impact on other businesses, and the health facility situated on the retail park.

5.9 A current ‘Park and Stride’ arrangement with the retail park for the two nearby schools would be impacted by the loss of parking spaces on Fallowfield Retail Park. There is the loss of spaces used by Birchfield’s Primary School to access the back entrance of the site for drop off/pick up and spaces that may be used by MEA Central for drop off/ pick up, considering the new school is not fully occupied yet.

5.10 The City Council’s response highlights our concerns about the loss of the local retail facilities for residents, especially those residents needing to access shops within walking distance. Another concern is the impact of the loss of school parking spaces on air pollution outside the school, parking on residential streets including Lytham Road, and traffic flow in the area.
The Council has requested further information on the other locations considered within this local area and reasons why the retail park was selected as the preferred location. We have also requested that alternative sites are further explored. The Council response requests that HS2 Ltd. explore alternative locations further, and consider sites at the garage opposite the retail park, the car repair site by the Birchfield’s Road roundabout, as well as other sites in the area.

Some residential properties on Birchfield’s Road are impacted and may experience potential noise and vibration issues given their proximity to the site. Residential properties on the western side of Birchfield’s Road will experience a permanent visual impact when the headhouse is built. There will be a temporary impact on residents in close proximity to the site during the construction works associated with traffic, vehicle movement and machinery.

The formal Environmental Statement is expected to detail the potential air quality, noise and vibration issues associated with construction works and the operational phase. The Council has requested that HS2 Ltd. minimise potential noise impacts and any other environmental impacts of the intervention points at vent shafts, and consult fully with local residents, businesses and the schools on these, given the proximity to local residents and the school.

In summary, the Council are opposed to HS2 Ltd. locating the vent shaft on Fallowfield Retail Park. The response to the consultation details concerns arising from the proposal for a vent shaft on the retail park. HS2 Ltd. are requested to work together with the Council to identify alternative sites for locating the vent shaft. HS2 Ltd. are also requested to keep the local schools, businesses and residents fully informed of any updates and impacts of proposals.

**Relocation of the Palatine Road tunnel vent shaft, West Didsbury, Manchester**

In the WDES proposal, the Palatine Road vent shaft is situated in the Didsbury Flood Storage Basin. The consultation proposes an alternative location for this vent shaft within Withington Golf Club land, as recommended in the City Council’s response to the WDES.

Compared to the WDES option, the alternative location for the vent shaft reduces the impact of land take from the Didsbury Flood Storage Basin, which consequently reduces the land take required for replacement flood storage.

There are key issues and expected mitigation measures to be taken by HS2 Ltd. outlined in the City Council’s response to the Design Refinement Consultation in regards to the new location, closer to Palatine Road.

In the current scheme at Palatine Road two vent shaft headhouses would be constructed, measuring 34m by 28m and 34m by 10m. Both would be approximately 6.5m high. The current design for the scheme in this location
also includes an autotransformer, located on the western side of the headhouses. The autotransformer station would be approximately 45m by 24m. The vent shaft would be 54m diameter and 27m deep below surface level.

5.19 In the proposed new location, excavation will occur for replacement flood storage. Excavation incurs a loss of holes on the surrounding golf courses (permanent loss of part of one hole on Withington Golf Course and temporary loss of four holes at Didsbury Golf Course), impacting both businesses.

5.20 The new location results in the loss of the existing Clubhouse which will be demolished in the current plans, as well as the loss of most of the Clubhouse car park which services the Club, significantly impacting Withington Golf Club as a business.

5.21 There will be temporary construction and traffic impacts on Palatine Road due to site access which could impact surrounding residential areas. The proposed new location, has moved infrastructure further away from residents at Ashfield Lodge.

5.22 HS2 Ltd. are meeting Withington Golf Club to discuss options for relocation of the Club. HS2 Ltd. are also engaging with Didsbury Golf Club to agree mitigation for the impact on their golf course. For both clubs remodelling of the courses may be required to accommodate the construction and operational phase impacts.

5.23 Any construction or traffic impacts are expected to be detailed and mitigated for by HS2 Ltd.

5.24 As the proposed location remains within the flood storage area, The Environment Agency will be responding to the consultation to advise on any appropriate flood mitigation. The City Council expect HS2 Ltd. to take account of any recommendation made by The Environment Agency.

6.0 Specific points in the GMCA Response to the DRC

6.1 The Greater Manchester Combined Authority (GMCA) has also responded to the DRC. The response lists the key issues on route wide refinements. The Council has provided input and is fully supportive of the response. The Council are in agreement to comments made on the realignment, new infrastructure and scope in this response.

6.2 The GMCA response notes that HS2 are proposing new infrastructure for a temporary railhead and permanent maintenance facility near Ashley, Cheshire. At Manchester Airport, GMCA considers that insufficient emphasis has been placed on the use of rail to remove the spoil from both the route in cutting approaching the Airport station and the tunnel construction. Use of a railhead could reduce disruption during construction, as less vehicles would be needed to remove material from the site, and there is also the potential benefit of the longer term legacy opportunities associated with building a railhead.
6.3 The GMCA and Council responses to the DRC both request further engagement with HS2 to consider wider opportunities for a railhead in this area.

6.4 The GMCA response also notes the provision of the two junctions at High Legh, Cheshire (to provide ‘passive provision’ for future Northern Powerhouse Rail (NPR) services between Manchester and Liverpool). The Council and GMCA fully support NPR and the intention to provide improved connectivity across the northern cities. GMCA is concerned that the current proposals may preclude the ability to include the ‘Northern Chord’ connection, included in the original HS2 Business Case, which HS2 Ltd originally designed to allow empty rolling stock to run from Manchester Piccadilly to and from the Crewe depot. MCC and TfGM would like to see the infrastructure retained to future proof potential services from Manchester to Scotland. The Northern Chord is considered vital to provide improved connectivity and capacity between the North West and Scotland with Manchester and the Airport.

6.5 It should be noted that the 2014 and 2017 GMCA consultation responses highlighted that Trafford Council raised concerns about the impact of the Northern Chord, and also identified the need for HS2 Ltd. to work closely with GM partners to consider options to mitigate local impacts.

6.6 The GMCA and Council response both request further engagement with HS2 Ltd. and DfT regarding the potential for the Northern Chord, in order to ensure that this can be appropriately considered within the development of touchpoints for NPR, and that the benefits of the potential connectivity and capacity can be realised.

7.0 Conclusion

7.1 The City Council submitted a response within the consultation deadline, to the HS2 Design Refinement Consultation which included key issues not yet responded to by HS2 Ltd. from previous responses to consultations and the WDES. The response also details issues arising from the proposed relocation of vent shafts 2 and 4 as described in this report, and sets out where HS2 Ltd. is expected to use appropriate mitigation measures for these issues.

7.2 The City Council support the relocation of proposed vent shafts on Palatine Road and Lytham Road in Manchester due to reasons outlined in the WDES response. However, we have requested that further options be looked at for the Birchfield’s Road vent shaft, as a result of concerns set out above. The City Council oppose siting the vent shaft on Fallowfield Retail Park and expect HS2 to explore alternative sites for the vent shaft, and that mitigation measures be taken by HS2 Ltd. in relation to the construction and key issues associated with these vent shafts in the proposed alternative locations.

7.3 Vent shafts and associated infrastructure at locations must be appropriately sited and designed to a high quality to fit with the local context.
7.4 Businesses, residents and schools must be kept informed by HS2 Ltd. where there is an impact from the proposed vent shaft locations, and HS2 Ltd. need to discuss mitigation measures where they are required.

7.5 HS2 Ltd. states that the assessment of significant effects in relation to traffic and transport during route-wide construction of the proposed scheme will be reported in the formal ES. Construction Management and mitigation measures should be agreed with the City Council as early in the process as possible, and the Council response outlines that there should be earlier consultation on these impacts, before the hybrid Bill deposit in June 2020.

7.6 The City Council’s response welcomes further engagement from HS2 Ltd. and states our intention to comment on the formal Environmental Statement, published at hybrid Bill deposit to parliament in June 2020 and our expectation is that the ES will provide sufficient detail to respond to issues raised previously.

8.0 Key Policies and Considerations

(a) Equal Opportunities

8.1 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

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

(c) Legal Considerations

N/A