

**Manchester City Council  
Report for Information**

**Report to:** Economy Scrutiny Committee – 5 September 2019

**Subject:** High Speed Rail – High Speed 2 (HS2) and Northern Powerhouse Rail (NPR)

**Report of:** Strategic Director (Growth and Development)

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**Summary**

This report provides Economy Scrutiny Committee Members with an update on High Speed 2 (HS2) and Northern Powerhouse Rail (NPR) and outlines the latest position on both initiatives. The report also provides information on a campaign by Northern leaders for rail investment in the north and a summary of the Manchester City Council's response to HS2 Ltd.'s Design Refinement Consultation.

**Recommendations**

The Committee is requested to note the contents of the report and the key issues raised.

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**Wards Affected:**

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

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

**Alignment to the Our Manchester Strategy Outcomes (if applicable)**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A high-speed line between Manchester, the West Midlands and London, and the North of England (as proposed by Northern Powerhouse Rail (NPR)) will support business development in the region.

	<p>The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost investor confidence in the area.</p> <p>Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport provide major opportunities for stimulating economic growth and regeneration in the surrounding areas.</p>
A highly skilled city: world class and home grown talent sustaining the city's economic success	<p>Development of a high-speed rail network serving the city centre and the Airport, and the regeneration of the Piccadilly area, together with continued development around the Airport, will provide much needed additional capacity and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for local residents. As part of the high speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable local residents to access the opportunities created by both the construction of the High Speed rail infrastructure and from the additional investment and regeneration arising from it.</p>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	<p>The economic growth brought about by high speed rail, and the regeneration of the Piccadilly area, could help provide additional job opportunities for residents, as well as improved connections from communities to jobs in the city centre and beyond.</p> <p>The area will also provide new leisure opportunities, including new areas of public realm, accessible to all members of the public.</p>
A liveable and low carbon city: a destination of choice to live, visit, work	<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.</p>

	<p>This could include the creation of new residential neighbourhoods and significant new public spaces. 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.</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>As we move to a decarbonised electricity supply, HS2 adds to clean choices for long distance journeys.</p>
A connected city: world class infrastructure and connectivity to drive growth	<p>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.</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>

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**Background documents (available for public inspection):**

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

- Report to Executive 11 September 2013 - High Speed 2 (HS2) Consultation and HS2 Manchester Piccadilly Strategic Regeneration Framework (SRF)
- Report to Executive 18 December 2013 - High Speed 2 (HS2) Manchester Piccadilly and Mayfield Strategic Regeneration Framework (SRF) Consultations
- High Speed Rail: Investing in Britain's Future (Consultation on the route from the West Midlands to Manchester, Leeds and beyond), DfT, July 2013
- Report to Executive 15 January 2014 - HS2 Consultation – A City Council Response
- High Speed Two: From Crewe to Manchester, the West Midlands to Leeds and Beyond, Command Paper, DfT, November 2016
- 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/consultations/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>

## **1.0 Introduction**

- 1.1 In July 2013, Government launched a public consultation process on the proposed route for Phase 2 of the High Speed 2 (HS2) rail line. In November 2016, DfT published information setting out the Government's preferred route for Phase 2b of HS2, from the West Midlands to Leeds and Crewe to Manchester.
- 1.2 Transport for the North (TfN) was established by Government in 2014 to develop a long-term transport strategy and strategic transport plan for the North of England, to support the ambitions of The Northern Powerhouse. This was followed by the joint publication, by the Government and TfN, of the Northern Transport Strategy in March 2015. Northern Powerhouse Rail (NPR) is one of the key proposals to provide better connections between the Northern cities, through upgraded rail infrastructure, in order to provide a step change in the North's economic growth.
- 1.3 In 2018, HS2 Ltd. published the HS2 Phase 2b Working Draft Environmental Statement (WDES) to inform the public of the likely environmental impacts from the proposed plans for the Phase 2b route, as planned in 2018. The WDES, and the Council's response to the consultation on it, were reported to Economy Scrutiny Members in November 2018, and to Executive in December. As the plans were at an earlier design development stage, further design work has now been undertaken, and refinements to the route, new scope and infrastructure are included in the current HS2 Ltd. Design Refinement Consultation.
- 1.4 The proposed HS2 Phase 2b route includes stations at Manchester Airport and Piccadilly. The January 2014 Executive report set out the transport and economic case for HS2 and the benefits anticipated to arise from it.
- 1.5 Key local strategies, including the Local Industrial Strategy and Greater Manchester Strategy, highlight HS2 and NPR as being vital components of future growth in the city and Greater Manchester as a whole. Members will be receiving a report at the next meeting on a refreshed City Centre Transport Strategy, which will set out how the demands and opportunities from the high speed rail schemes will be integrated into the wider city centre transport system, to support the future growth ambitions of the city centre. High Speed Rail also clearly supports our zero carbon agenda, adding clean choices for long distance journeys, as we move to a decarbonised electricity supply.
- 1.6 This report summarises the background, current position and key issues for both HS2 and NPR initiatives.

## **2.0 Background**

### Overview of HS2 and NPR

- 2.1 As reported in the January 2014 report to Executive, our response to the Government's consultation in January 2014 set out the benefits of HS2 to the UK, Manchester and the city region. It outlined the economic and growth opportunities at Manchester Piccadilly and Manchester Airport, and emphasised what needed to be done in order to achieve that opportunity.
- 2.2 Manchester City Council, the Greater Manchester Combined Authority (GMCA) and partners have prepared an HS2 Growth Strategy for Manchester Piccadilly and Manchester Airport, to ensure that Greater Manchester is best placed to maximise the benefits offered by HS2 and NPR.
- 2.3 The ambition for Piccadilly Station, as set out within the SRF, is for a fully integrated, multi-modal transport hub with improved connections to the city centre. The new investment proposed is estimated to bring 40,000 new jobs, 13,000 new homes and 820,000 square metres of new commercial development in the area surrounding Piccadilly.
- 2.4 Provision of an integrated Airport station is critical to supporting the growing connectivity provided by the Airport, and the surrounding enterprise zone. The Airport Transformation Programme is well underway with £1bn investment to increase capacity to allow for £45m passengers per year, and a high speed rail station can further help drive development surrounding the airport over the next 10-15 years. The vision for the airport station, set out in the Greater Manchester Growth Strategy, is a fully integrated station that allows interchange between all transport modes. At Manchester Airport, there is a strong economic case for both HS2 and NPR, and the benefits they bring.

### North Leaders Campaign

- 2.5 This is a crucial time for the North, given the uncertainties around Brexit, future spending settlements, and private sector and Government commitments to future investment. It is, therefore, critical that we have the infrastructure necessary to support future growth across the North.
- 2.6 As a result, Leaders in the North have come together to campaign to raise the positive profile of high speed rail, Northern Powerhouse rail and local rail schemes, and ensure they are delivered across the North as an integrated package. The group of Leaders has written to both the Prime Minister and new transport secretary, Grant Shapps, to express the importance of delivering HS2 and NPR together in the north; delivering the right stations and infrastructure; and not stepping back from other committed schemes, including Northern Hub works (including the proposed two new platforms - 15 and 16 - at Manchester Piccadilly) and the Transpennine Upgrade.
- 2.7 Leaders are now moving forward to deliver a joint campaign, supported by other areas and existing groups, including Transport for Greater Manchester

(TfGM) and the GMCA. The other areas signed up to the campaign include Liverpool Combined Authority, West Yorkshire Combined Authority, Leeds, Bradford, Warrington and Cheshire East Councils, with support from other places.

- 2.8 The campaign will target business, media, MPs and senior Government Officials, and aims to gain the support of prominent figures to influence the wider general public of the opportunities and benefits to the north of HS2, NPR and wider rail investment. The campaign is aimed at raising awareness of the economic growth, jobs, skills and new homes, and will promote the benefits of HS2 and NPR to northern cities and smaller towns along the route. Messages will also focus on the improved capacity and reliability these schemes will deliver, connecting cities across the north, by providing better links in all directions, increased capacity for freight, increased frequency of services, and freed up capacity on local services. All of these benefits are much wider than the benefit of faster trains to London and are more relevant to many residents across the North of England.
- 2.9 The current issues related to HS2 and NPR are outlined below. A number of these will be central to the campaign.

### **3.0 High Speed Rail (HS2) Update**

- 3.1 HS2 Ltd. are currently at the Control Point 3 (CP3) design stage, which is due to complete in October. CP3 is the stage of design which will be included in the plans which make up the hybrid Bill, which is currently due to be submitted to Parliament in June 2020. HS2 Ltd. are drafting the final Environmental Statement (ES), submitted with the Bill, based on these designs. From this date, any changes to the current plans that affect the boundary or land take or that has significant impact on the HS2 scheme, will therefore be presented as “Additional Provisions” to the Bill. Additional Provisions need to be agreed with the Department for Transport (DfT), and follow the same Parliamentary process as the Bill itself, including a supplementary ES.

#### HS2 Ltd.’s Design Refinement Consultation (DRC)

- 3.2 HS2 Ltd. are consulting on design refinements to the Phase 2b route consulted on in 2016. The consultation closes on 6 September 2019. The changes that impact Manchester are the proposed relocation of vent shafts and their associated infrastructure, at Lytham Road and Palatine Road. The proposed new locations are at Fallowfield Retail Park on Birchfield’s Road, and on Withington Golf Club land at Palatine Road (The location plans are shown at Appendix 1).
- 3.3 Located above the tunnel ventilation shafts at surface level, buildings associated with vent shafts in these locations include headhouses and autotransformer stations.
- 3.4 The City Council’s draft response (attached at Appendix 2) to the DRC sets out our concerns with the proposed new locations, and impacts during

construction and operation. It also provides a summary of GM issues that the Council support. The Council's response is aligned with the response of the GMCA.

- 3.5 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.
- 3.6 The Council's response to the DRC includes previous concerns set out in our response to HS2 Ltd.'s Working Draft Environmental Statement (WDES) in December 2018. These issues include the following:
- Appropriate Highways solutions are needed at Pin Mill Brow and M56 Junctions 5 and 6 that do not have an adverse impact on the road network, and allow for future forecast economic growth.
  - The need for appropriate car parking at Piccadilly and consideration of the City Centre Transport Strategy (which is currently being refreshed) and the GM Transport Strategy 2040, which seeks to encourage modal shift and minimize car trips into the city centre (also important in helping to respond to the current climate state of emergency).
  - 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.
  - Piccadilly station design should be akin to the fully integrated station included in the Piccadilly SRF and Growth Strategy, to maximise the benefits of HS2 and NPR.
  - The WDES does not provide sufficient information to fully understand or comment on the impacts of the overall HS2 scheme and the proposed mitigation. The Council ask construction, traffic and transport, and environmental health impacts are fully detailed in the ES and any blight is minimised.
- 3.7 The Council's response also expresses our disappointment that HS2 are not planning to share or consult on the detailed information that will be included in the full ES in advance of the hybrid Bill being submitted.
- 3.8 The hybrid Bill will give HS2 planning permission to build vent shafts (at the locations specified in the Bill). The final designs of the head house will need to be agreed with the Local Planning Authority to ensure they are designed to the highest architectural standards, and in a way that minimises their visual impact, and fits with the local context and surroundings.

- 3.9 The Council are opposed to locating the vent shaft at Fallowfield Retail Park on Birchfield's Road due to concerns over the impact on the local community, nearby schools, businesses and jobs, and are requesting that HS2 consider alternative sites.
- 3.10 The Council's response requests that appropriate mitigation measures for the final vent shaft sites are taken, to minimise their impact, and that local residents and the Council are kept informed of changes and any impacts.
- 3.11 The GMCA response, which is supported by the Council, 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 the construction site, reducing the need to remove materials by road. There is also the potential benefit of the longer term connection opportunities associated with building a rail head. The GMCA and Council responses to the DRC both request further engagement from HS2 to consider wider opportunities for a railhead in this area.
- 3.12 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). 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 could provide improved connectivity and capacity between the North West and Scotland with Manchester and the Airport. The GMCA and Council response both request further engagement with HS2 Ltd. and DfT regarding the potential for the Northern Chord.
- 3.13 It should be noted that within the 2014 and 2017 GMCA consultation responses to HS2 Ltd., it was 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.

#### **4.0 Northern Powerhouse Rail (NPR) Update**

- 4.1 Transport for the North (TfN) was established in October 2014, with the objective of improving transport connections between the economic centres of the North. TfN approved a Strategic Transport Plan in 2018, following a consultation exercise, which the Council responded to, as reported to Executive in March 2018. The Strategic Transport Plan identifies the strategic transport investment needed across the North, of which NPR is a crucial part.
- 4.2 DfT approved TfN's Strategic Outline Business Case for NPR at the end of 2018. NPR route options continue to be developed with the aim of reaching a single concept for the use of new or existing rail lines for the routes from Manchester to Leeds, Liverpool and Sheffield by April 2020.
- 4.3 The NPR station at Manchester Piccadilly is designed as a surface turnback station in the current CP3 design for HS2, and will be submitted in the hybrid

Bill. Manchester's preferred option is for an underground station, because of the benefits to the passenger experience and journey times it presents, as well as the adverse impact the surface turnback station will have on the Strategic Regeneration Framework for the Piccadilly area. It should be noted that an earlier TfN Board agreed that the preferred option was for an underground station. However, the SOBC states that both station options could deliver the required services. Greater Manchester partners continue to have concerns about the evidence for this.

#### TfN Board 31 July

- 4.4 A TfN Partnership Board Meeting took place on 31 July where the evidence on the surface and underground station options for Piccadilly was discussed. Greater Manchester is represented at the meeting by the GM Mayor. A paper was circulated beforehand on this topic, which highlighted some of the concerns of Manchester City Council and its partners. However, GM stakeholders were not in agreement of the recommendations that were included in the paper. These concerns were raised at the meeting, and on this basis, the paper is understood to have been withdrawn.
- 4.5 We are still awaiting formal minutes of the meeting, but it is understood that it was agreed that further work would be done to allow a like for like comparison of the 2 options, so that a more informed decision could be made. The process and timescale for this work is still to be agreed, but the Council and GMCA have requested that it is done in partnership with us.

### **5.0 Timescales and Next Steps**

- 5.1 A six week review of the HS2 project has been requested by the Prime Minister, expected to be completed late October. The review panel was announced in August 2019 and includes Douglas Oakervee (Chair), Lord Berkley (Deputy Chair). The advisory panel is made up of Stephen Glaister, Michèle Dix (Transport for London), John Cridland (TfN Chair), Sir Peter Hendy (Network Rail Chair), Andrew Sentence, Tony Travers, Andy Street (West Midland's Mayor) and Patrick Harley (Leader, Dudley Council).
- 5.2 Douglas Oakervee is a former Chair of HS2 Ltd. Under the published terms of reference, the review is expected to examine cost estimates and opportunities for savings and changes to the scheme, the environmental impact, and the economic and business cases for both Phases 1 and 2.
- 5.3 It should be noted that the only Northern representative on the review panel is the Chair of TfN. The lack of representation from Combined Authorities and Councils in the North is clearly of concern and the Council will consider with GMCA the best way of responding to this.
- 5.4 On 27 July 2019, the Prime Minister visited Manchester and gave a speech at the Museum of Science and Industry. The speech detailed the ingredients of successful cities, including connections and the importance of transport, rail,

tram and bus. He also referenced the concentration of power in London, and the need to boost growth and bring regions together across the UK.

- 5.5 The PM confirmed his support for Northern Powerhouse Rail and pledged to deliver on the commitment to fund the Leeds to Manchester route. Government officials are tasked with accelerating plans in order to reach an agreement on the Leeds to Manchester route in the Autumn. Whilst this is clearly welcomed, we do have concerns that the reference to one part of the overall NPR proposal could lead to piecemeal development, rather than an integrated network. The PM supported speeding up the investment in NPR to unlock jobs, and boost local businesses and growth whilst improving reliability and frequency of rail services.
- 5.6 The speech suggested that Government will give more communities a greater say over changes to transport, housing, public services and infrastructure that will benefit their areas and drive local growth, and that he wants to see the whole NPR network delivered, although his specific commitment only referred to the Manchester to Leeds section. It is expected that the Government's Autumn Spending Review will confirm commitments under the new Prime Minister for the NPR network.
- 5.7 The current timetable set out by Government in the last HS2 Phase 2b route announcement is as follows:
- Deposit of hybrid Bill – June 2020
  - Second Reading – November 2020
  - House of Commons petitioning period – November – December 2020
  - House of Commons Select Committee – February 2021 to November 2022
  - Public Bill Stages – November 2022
  - House of Lords Select Committee – February to September 2023
  - Royal Assent – December 2023
  - Opening of HS2 services – 2033

## **6.0 Conclusion**

- 6.1 The Council continues to work with stakeholders to progress plans for HS2 and NPR and to address existing concerns.
- 6.2 The Government's Autumn Spending Review and the completion of the six week review of HS2 will be important in establishing the degree of certainty on the funding and political commitment for HS2 and NPR, as well as other local rail schemes.
- 6.3 All of these schemes together are vital to ensuring that there is a step change in the performance of rail services in the North of England, allowing future growth, increased capacity and reliability of services, to support jobs and growth. The regeneration plans for HS2 stations at Manchester Piccadilly and Manchester Airport will transform the areas surrounding the station and create world class destinations.

- 6.4 Together with other Northern cities and regions, Manchester City Council will continue to request that Government prioritises high speed rail, as part of improving connectivity and productivity across the North, and commit to the right station solutions, an integrated network, and appropriate funding to maximise the opportunity HS2 and NPR brings.