

TRAFFORD COUNCIL

Report to: Executive
Date: 30 October 2017
Report for: Decision
Report of: Executive Member for Housing and Strategic Planning

Report Title

Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy

Summary

This report presents Members with the draft Greater Manchester Growth Strategy (GMGS) document for HS2 and Northern Powerhouse Rail (NPR) for both Manchester Airport and Manchester Piccadilly. The Growth Strategy aims to maximise the opportunities arising from these key investment schemes. It requests that Members consider and endorse the strategy for onward submission to Government, following its previous consideration at the Greater Manchester Combined Authority (GMCA).

Recommendations

The Executive is recommended to:

1. Consider and endorse the contents of the draft Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy (GMGS) at Appendix A;
2. Delegate authority to the Director of Growth and Regulatory Services to finalise the GMGS, in consultation with the Leader of the Council and Executive Member for Housing and Strategic Planning, and GM partners;
3. Agree that the Growth Strategy is submitted to the Department for Transport (DfT) and Department for Communities and Local Government (DCLG) for consideration;
4. Note that, following further discussion with Government, a report be submitted to a future meeting of the Executive on the proposed second Greater Manchester Transport Fund, and options for a funding structure with Government to enable Trafford Council, Manchester City Council, TfGM and GMCA to implement the Growth Strategy for both Manchester Piccadilly and Manchester Airport

Contact person for access to background papers and further information:

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Appendix A: Draft Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy, October 2017.

Appendix B: HS2 Manchester Airport Station location plan, July 2017.

Background Papers: None

Relationship to Policy Framework/Corporate Priorities	The Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy (GMGS) support the corporate priority for economic growth and development.
Financial	No direct financial implications from the report, although there may be opportunities for business rate growth as a result of the proposals. In addition, increasing the potential for Manchester Airport to attract new inter-continental routes should have a positive impact on the Council's financial interest in Manchester Airport.
Legal Implications:	No direct legal implications as a result of this report.
Equality/Diversity Implications	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 GMGS, 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.
Sustainability Implications	The proposed HS2 station at Manchester Airport will be integrated with Metrolink and Northern Powerhouse Rail (NPR); this will provide significant accessibility improvements to Manchester city centre and surrounding town centres, as well as enhancing links to other cities across the north.
Resource Implications e.g. Staffing / ICT / Assets	Work on the Greater Manchester Growth Strategy has been undertaken by staff within the existing Strategic Planning and Growth Team, in partnership with other GM partners. This will continue in taking the Manchester Airport station design and wider Growth Strategy proposals forward.
Risk Management Implications	The Council will work closely with Government, Transport for the North, TfGM, Manchester City Council and other partners to minimise risks arising from the design and delivery of HS2, NPR and the Growth Strategy.
Health & Wellbeing Implications	None.

Health and Safety Implications	None.
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1.0 Introduction

- 1.1 High Speed Two (HS2) will be a new high speed rail route linking London, Birmingham, the East Midlands, Leeds and Manchester. The construction of the route has been split into the following phases:
- Phase 1 – West Midlands to Birmingham (route opens 2026)
 - Phase 2a – West Midlands to Crewe (route opens 2027)
 - Phase 2b – Crewe to Greater Manchester and West Midlands to Yorkshire (route opens 2033)
- 1.2 On 15 November 2016, the Government announced the preferred route for HS2 Phase 2b, serving Manchester, the East Midlands, South Yorkshire and Leeds. In addition, details were published on the two proposed HS2 stations in Greater Manchester, Manchester Piccadilly and Manchester Airport. The station at the airport will be located in Trafford, to the west of and parallel to the M56, see Appendix B.
- 1.3 In July 2017 the Government confirmed the route for Phase 2b of HS2, no changes were proposed to the route, as it affects Trafford, from that which was set out in November 2016.

2.0 Background to the Growth Strategy

- 2.1 Following the HS2 route announcements in September 2016 work has been ongoing to develop a Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy (GMGS) for the Manchester Piccadilly and Manchester Airport stations (see Appendix A). The GMGS will ensure that Greater Manchester is best placed to maximise the benefits offered by HS2 and Northern Powerhouse Rail (NPR).
- 2.2 The GMCA considered a report on the HS2 route refinement consultation in November 2016, please see link for report https://www.greatermanchester-ca.gov.uk/download/meetings/id/1801/20_high_speed_2 . The Greater Manchester response to the HS2 consultation made reference to the preparation of Growth Strategies for Manchester Airport and Manchester Piccadilly stations.
- 2.3 In the 2016 Budget, the Government announced it would allocate £2.5m of funding to take forward work on the HS2 Growth Strategy for Manchester Piccadilly and Manchester Airport stations (£1.25m per station). The growth strategies for both Piccadilly and Manchester Airport will underpin the transformational redevelopment of these stations, as strategic interchange facilities between HS2, Northern Powerhouse Rail, local transport and intercontinental air connections, and will be fundamental components in achieving shared objectives for the delivery of a Northern Powerhouse.
- 2.4 Following considerable development work, the GMGS is now nearing completion; it sets out the local vision, the strategic case for intervention, the programme of investment required and in broad terms the benefits/outcomes that investment will deliver.

- 2.5 The GMGS was considered by Manchester City Council Executive on 18th October 2017 and will be considered by GMCA on 27th October 2017. It will then be sent to the Departments of Transport and Communities and Local Government. The GMGS will pave the way for strategic discussions with Government on the design development, passage through Parliament, and implementation of HS2 (and the touchpoints required to allow the delivery of NPR), and the skills strategy required to ensure the city region can maximise the opportunities that this investment will bring.
- 2.6 The ambitions set out within the GMGS are bold. Considerable, medium-long term investment will be needed to deliver the different elements of the Growth Strategy, including fully functional, integrated stations, transport connectivity measures, the regeneration plans for the station areas, and the skills interventions. This investment goes beyond the budget available to HS2 Ltd for constructing the HS2 stations, and the budgets and revenue powers currently available to the council or its GM partners.
- 2.7 The delivery of the ambition in the GMGS is dependent on agreeing a long term funding package with Government as part of the proposed second phase of the Greater Manchester Transport Fund. Work is underway on designing a funding model considering the level of local and central government funding required and the longer term revenue streams that could underpin the investment.

3.0 HS2 and NPR in Greater Manchester: Growth Strategy

- 3.1 The draft Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy (GMGS) sets out the importance of HS2 and NPR to the city region, highlighting the significant growth and jobs benefits that it can bring. It notes that the city region is well-placed to capitalise on the opportunities that will arise, due to the long-term strategic plans that have been developed, including the refreshed Greater Manchester Strategy (GMS), the draft Greater Manchester Spatial Framework (GMSF) and the 2040 Transport Strategy.
- 3.2 The GMGS is set within the context of the above plans and demonstrates how the opportunities will be maximised for the benefit of businesses and residents within the city and across Greater Manchester. It has been developed around four “pillars” which provide a framework for understanding how the economic growth potential of HS2 and NPR can be captured. The pillars are:
 - Regeneration around the stations
 - Station design and infrastructure requirements
 - Wider connectivity to ensure that the benefits are shared beyond the immediate station areas
 - People, skills and employability

A Growth Strategy for Greater Manchester

- 3.3 Central to the draft GMGS is how the connectivity brought about by HS2 and NPR can support the ambition for a successful Northern Powerhouse economy, with Greater Manchester at its heart, and consequently the essential part these investments can play in supporting, and adding to, the economic growth anticipated in the GMS and the GMSF.

- 3.4 Investment in new high speed rail services to improve connectivity between the UK's towns, cities and major ports and airports will allow a greater clustering of economic activities and more rapid exchange of ideas, services and goods between our major centres. It is, therefore, a key part of the strategy for the North of England to play a greater role in delivering a more balanced national economy, and to close the gap in economic output between London and the other parts of the UK, set out in the Northern Powerhouse agenda and the Government's recent Industrial Strategy Green Paper.
- 3.5 Investment in HS2 and NPR, serving Manchester City Centre and Manchester Airport, and supported by the wider investment package set out in the GMGS, will not just benefit the local economy but will also act as a catalyst for delivering the long term growth ambitions of the North of England and the UK.
- 3.6 High speed rail will provide significant job opportunities, both during the construction and the operational phases. Further long-term employment opportunities will be brought about through the regeneration and development of the areas surrounding each station, where HS2 and NPR can act as a major catalyst for growth. This growth will provide a major opportunity to the local business community. Greater Manchester is well placed to take advantage of these benefits, as a result of the city region's existing strengths in the key high value growth sectors, and those related to the construction and operation of major transport infrastructure.
- 3.7 As part of the draft Growth Strategy, we have developed a Greater Manchester skills strategy that identifies key areas of intervention to help align the skills of local residents to the jobs created.
- 3.8 At the same time, building on the Greater Manchester 2040 Transport Strategy, the draft GMGS has identified the strategic infrastructure investments which can maximise the benefits of the new high speed rail services to Greater Manchester by ensuring full integration with the existing and future transport network. The GMGS will increase the role of Manchester Piccadilly and Manchester Airport as strategic, fully connected, national and international transport hubs, with the potential for significant commercial and residential development in the surrounding areas. The infrastructure plans set out will ensure that residents and businesses from all parts of the city region are able to access the opportunities provided.

Manchester Airport

- 3.9 The GMGS recognises the key role that Manchester Airport plays as the North's international gateway, central to the delivery of a successful Northern Powerhouse economy. Over 300 businesses are based on the airport site, and there are over 22,000 direct on-site jobs and a further 45,000 jobs in the wider economy that rely on the airport. New high speed rail services to Manchester Airport will significantly increase the airport's catchment area, bringing more people and businesses within an attractive rail journey time of the airport. This will increase the airport's ability to attract new inter-continental routes to Manchester and further increase the North of England's ability to trade internationally.

- 3.10 The plans developed as part of the GMGS seek to maximise the development potential of the area around the airport. A commitment to an integrated HS2/NPR/Metrolink station at Manchester Airport will strengthen the location in the minds of businesses seeking to grow and locate within Greater Manchester, and will also unlock other infrastructure investment that can help support residential growth.
- 3.11 Together with the growth in the Airport itself, 20,000 new jobs are forecast to be created in and around the airport over the next 10 years, providing a firm foundation to support further business and employment growth through investment in HS2, NPR and the Growth Strategy. Around the station, a brand new suburban centre is envisaged that attempts to create a strong sense of place, together with a new distinct residential-led mixed use neighbourhood. This will link to the wider Timperley Wedge/Davenport Green proposed allocation in the GMSF. Additionally the GMGS seeks to build on the success of Airport City and the GM Enterprise Zone. Linkages to and from these developments to the HS2, NPR and Metrolink station will be essential.
- 3.12 Provision of an integrated Airport Station, with seamless connections between domestic and international travel, is critical in supporting the growing connectivity provided by the Airport, and the surrounding development opportunities. The vision for the Airport Station, set out in the GMGS, fully integrates all transport modes, providing a convenient interchange between HS2, NPR and Metrolink, and in particular proposes a connection between the station and airport terminal via Metrolink. It also identifies suggested highway improvement schemes to enhance access and proposes potential areas for development. It will be important to ensure that development and regeneration of the area around the station is coordinated with the construction activities for HS2, NPR and Metrolink.
- 3.13 The GMGS also identifies a series of potential measures for providing the best possible access to the Airport Station. This includes proposals for improving access to the Airport by both sustainable transport modes and via the highways network. Public transport proposals include further developing the Airport Orbital Cycle Network; rapid bus service via the station from the Airport to Altrincham; bus priority works; a potential Metrolink line from the Airport to Stockport; and platform lengthening at the existing Network Rail station.
- 3.14 However, it is recognised that the impact on the road network of the enhanced public transport connections from the Airport to the city centre, and additional car parking at the HS2/NPR station, will need to be carefully assessed and managed.

Manchester Piccadilly

- 3.15 The GMGS also includes proposals for Piccadilly Station. The Piccadilly station area represents a significant regeneration opportunity, the introduction of HS2 and NPR services could make Manchester Piccadilly one of the best connected locations in the north of England.
- 3.16 The GMGS sets out an integrated strategy for Piccadilly that looks to spread the benefits of growth across a wide area, by increasing access within and across the city region. A number of options are being investigated, including investment in new capacity on existing Metrolink and heavy rail services into the city centre; expanded

Metrolink capacity in the city centre; improved cross-city bus services and bus routing; and enhanced walking and cycling routes.

- 3.17 As with Manchester Airport, it will be important to ensure that development and regeneration of the area around the station is coordinated with the construction activities for HS2, NPR and Metrolink.

4.0 Conclusions

- 4.1 HS2 and NPR have the potential to provide significant rail capacity and economic growth benefits to Trafford and the wider Greater Manchester city region, which can help deliver the ambitions set out within the Greater Manchester Strategy. Trafford Council, Manchester City Council, TfGM, and Manchester Airports Group have developed a draft GMGS for Manchester Piccadilly and Manchester Airport, to ensure that Greater Manchester is best placed to maximise the benefits offered by HS2 and NPR.
- 4.2 The draft GMGS sets out these plans, covering regeneration around the station areas; station design and infrastructure requirements, including the need for fully integrated stations; wider transport connectivity to ensure that these benefits are shared across the city region; and a skills strategy to enable local residents to access the job opportunities provided.

Other Options

The HS2 Greater Manchester Growth Strategy has been prepared to demonstrate how Greater Manchester intends to maximise the potential of HS2 and NPR. Not submitting the GMGS to government would hinder discussions with government on HS2 and the investment required and could stifle economic growth in the Region.

Consultation

No specific public consultation has taken place in relation to the GMGS, however there have been a number of public consultation periods about the HS2 proposals, these have been undertaken by HS2.

Reasons for Recommendations

The Executive is asked to agree the submission of the Greater Manchester Growth Strategy to government to support Greater Manchester's case for investment in the two proposed HS2 stations and ensure that Greater Manchester is best placed to maximise the benefits offered by HS2 and NPR. Delegation to the Director of Growth and Regulatory Services to finalise the Growth Strategy, in consultation with the Leader of the Council and Executive Member for Housing and Strategic Planning, and GM partners, will enable any non-consequential changes to be made to the document ahead of final submission in a timely manner.

Key Decision: Yes

If Key Decision, has 28-day notice been given? Yes

Finance Officer Clearance (type in initials).....**GB**.....
Legal Officer Clearance (type in initials).....**CK**.....

[CORPORATE] DIRECTOR'S SIGNATURE (electronic)

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.