Manchester City Council
Report for Resolution

Committee: Neighbourhoods Scrutiny Committee – 18 June 2013
Executive – 26 June 2013

Subject: Northern Hub: Consultation on the Draft Network Rail (Ordsall Chord) Order

Report of: The Chief Executive

Purpose of Report

To update members on Network Rail’s proposals to construct a new chord line in the vicinity of the Museum of Science and Industry to create a new rail link between Manchester Victoria and Manchester Piccadilly stations. Network Rail is currently consulting on its preferred option for the Chord and this report asks members to endorse Network Rail’s proposed approach and agree an approach to responding to the current consultation.

To enable members of the Scrutiny Committee to consider the proposals and to inform the Council’s response to the consultation

Recommendations

That the Scrutiny Committee members note the content of this report

That the Executive:

a. supports Network Rail’s submission of a Development Consent Order for the construction of the Ordsall Chord;
b. supports Network Rail’s design proposals for the rail bridge and pedestrian bridge;
c. urges Network Rail to engage with residents and stakeholders on an on-going basis as detailed technical information regarding the scheme and its impacts becomes available to ensure that this important infrastructure project does not blight regeneration priorities at a time when the need has never been greater to promote growth;
d. request that Network Rail and its subcontractors develop a construction logistics plan that seeks to minimise impacts on residents and reduces “work related road risk” and that the construction process seeks to ensure that best practice is adopted with respect to the minimisation of waste;
e. asks officers to continue to work with Network Rail to ensure that the Council’s comments are taken into account and incorporated in the draft Development Consent Order; and
f. delegates authority to the Chief Executive in consultation with the Leader and Executive Member for Environment to approve the final version of the consultation response.

Wards Affected: City Centre
<table>
<thead>
<tr>
<th>Community Strategy Spine</th>
<th>Summary of the contribution to the strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Performance of the economy of the region and sub region</td>
<td>An efficient and well functioning transport network is essential for the economic wellbeing of the City and delivery of the Greater Manchester Strategy, Third Local Transport Plan and Transport Strategy for Manchester City Centre. The Ordsall Chord and the wider Northern Hub rail proposals are important investments in infrastructure that will increase the capacity and connectivity of the local rail network and are forecast to bring economic benefits to the City and wider region.</td>
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<tr>
<td>Reaching full potential in education and employment</td>
<td>The Scheme is forecast to have economic benefits for the City and for Greater Manchester as a whole. Employment opportunities will arise during construction and when complete the scheme is forecast to have a positive impact on the performance of the local economy and the availability of local employment opportunities and will also provide better through links.</td>
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<tr>
<td>Individual and collective self esteem – mutual respect</td>
<td>No direct implications</td>
</tr>
<tr>
<td>Neighbourhoods of Choice</td>
<td>The scheme will have impacts on the part of the City where it is located including impacts on residents. Careful design and a well designed construction programme will help to mitigate these impacts. The benefits of the scheme in terms of improved connectivity are forecast to bring significant benefits across the City.</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

Financial Consequences – Revenue
No financial implications

Financial Consequences – Capital
No financial implications

Contact Officers:
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.

MCC letter in response to first consultation (November 2011)
Report to Executive on the Transport Strategy for Manchester City Centre (July 2010)
MCC letter in response to second consultation (December 2012)
Report to Executive (December 2012): “Consultation on the Network Rail (Ordsall Chord) Order”

Network Rail Ordsall Chord Consultation Documentation (May 2013):
(See http://www.ordsallchord.co.uk)
1.1 Draft Development Consent Order
1.2 Draft Explanatory Memorandum
1.3 Draft Land Plans and Land Affected Plans
1.4 Draft Works Plans & Sections
1.5 Draft Access & Street Plans
2.1 Draft Design Drawings
2.2 Draft Landscape Plans
2.3 Draft Heritage Drawings Schedule
2.3 Draft Heritage Drawings
3.1 Draft Planning Statement
3.2 Draft Assessment of Need
3.3 Draft Heritage Assessment
3.4 Draft Architectural Statement
4.1 Draft ES Volume 1 - Non Technical Summary
4.2 Draft ES Volume 2 - Main Statement
Draft ES Volume 3 Technical Appendices
Draft ES Volume 4 Supporting Figures
Draft S48 Notice 03/05/2013 PDF 17KB
Statement of Community Consultation (SoCC)
1.0 INTRODUCTION

Network Rail is currently undertaking the final phase of consultation on proposals to construct a new railway chord between the Deal Street Junction Line in Salford and the Castlefield Junction Line in Manchester in the vicinity of Castlefield and the Museum of Science and Industry (MOSI). The Ordsall Chord will create a new rail link between Manchester Victoria and Manchester Piccadilly stations. It forms part of a wider package of improvements to the rail network in and around Manchester known as the Northern Hub which will create additional rail capacity and allow up to 700 additional trains per day to run across the north of England. It is intended that services will start running over the chord in December 2016.

In August 2013 Network Rail plan to make a Development Consent Order application to the National Infrastructure Directorate. This application procedure is followed because the scheme is designated as a nationally significant infrastructure project and planning permission for such schemes is granted by the Secretary of State for Transport and not the local planning authority. The Council is, however, being formally consulted on the proposals. There is a possibility that regulations may change leading to the scheme being taken forward as an application under the Transport and Works Act 1992. This will not, however materially alter the representations that the Council may wish to make.

2.0 BACKGROUND

The Ordsall Chord forms the first part of the Northern Hub £560m package of rail infrastructure improvements in and around Manchester. The benefits of this total package are significant. It has been estimated that this investment will translate to £4 billion of benefits to Manchester and the North of England. This translates to an estimated 20,000 to 30,000 new jobs.

The number of rail commuters into central Manchester has grown significantly over the last decade – by more than 50% on some lines – resulting in serious overcrowding on many services. Forecasts suggest that there will be a further 37% of growth by 2019 and the Ordsall Chord will be a critical element of absorbing this growth and supporting local strategies such as the Transport Strategy for Manchester City Centre.

The package also has a very good benefit to cost ratio – Network Rail have estimated that it will boost the economy by £4 for every £1 spent. In particular the scheme will allow trains from Yorkshire and the North East to reach Manchester Airport without crossing over the West Coast Main Line south of Manchester Piccadilly station. This will remove a critical bottleneck from the Manchester rail network and will enable:

- Two new fast trains per hour between Manchester Victoria and Liverpool with journey times reduced by 10-15 minutes
- Six fast trains per hour between Leeds and Manchester with journey times reduced by about 10 minutes
- New direct services from the Calder Valley and Rochdale to Manchester Airport
- Faster journey times to Hull, Newcastle and the North East.
The individual projects around Manchester that make up the Northern Hub include:

- The Ordsall Chord
- Redevelopment / upgrade of Manchester Victoria Station
- Two additional Platforms (15 & 16) at Manchester Piccadilly Station
- Platform extensions and other upgrades at Manchester Oxford Road Station
- A fourth platform at Manchester Airport
- New passing loops between Manchester and Liverpool
- The “North West Triangle” electrification works

The Ordsall Chord will connect the Deal Street Junction Line with the Castlefield Junction Line crossing the Manchester / Salford Inner Ring Road (A6042 Trinity Way), the River Irwell, the railway viaduct connection to MOSI and Water Street. The railway will be electrified and will allow trains to run directly between Manchester Victoria and Manchester Piccadilly and vice versa without having to reverse.

Network Rail has been working with Manchester City Council, Salford City Council and English Heritage to develop the proposals for the Chord through a consultative design development process. This has included a design panel on which the Leader and the Mayor of Salford sit.

The proposal consists of a preferred railway alignment, bridge design proposals for the railway bridge over the River Irwell / Inner Ring Road, and designs for a replacement cyclist / pedestrian bridge over the River Irwell. Following this round of consultation, the intention is to make an application for a Development Consent Order. It is expected that this will be submitted to the National Infrastructure Directorate (within the Planning Inspectorate) in August 2013.

3.0 CONSULTATION TO DATE

The Council was consulted as part of the first phase of consultation in November 2011. The Council’s response supported the proposal subject to several issues being further considered including access to the Stephenson’s Bridge from Museum of Science and Industry, impact (and mitigation thereof) of the proposal on residents of Castlefield, the wider City Centre and on pedestrian and cycle links.

Network Rail received over 400 responses to the consultation and more than 75% were supportive of the proposal. Furthermore, 84% agreed that it is important to connect Victoria with Piccadilly and provide additional passenger services. Information from Network Rail shows that respondents supported the principles of the scheme to reduce journey times and improve connectivity. Respondents also believed that the proposals would be good for business. However, it should also be noted that – in line with the comments made by the Council – respondents expressed a concern that efforts should be made to try to maintain the historic rail links to MOSI and that Network Rail should strive to minimise the impact on listed buildings and bridges.
Following this consultation, a working party of officers from Manchester, Salford, English Heritage, Network Rail and their consultants, (Parsons Brinkerhoff and BDP) was established to take forward the project and to inform the proposed designs for the chord. City Council officers have been represented on the working party. Through the on-going engagement offered by this working party, Network Rail and its design / engineering teams has sought to address the issues raised through the consultation process.

The second round of consultation was held in November / December 2012 into the outline proposals. The Council’s Neighbourhood Scrutiny and Executive Committees considered the proposals in December 2012 and the Council responded to the consultation by reiterating its strong support for the proposals subject to three areas of concern being addressed. These areas were:

- issues relating to the impacts on heritage assets and local residents in the Castlefield area, predominantly during construction, but also when the line is operational;
- construction methods and the need to minimise the impact of construction of the scheme on the built environment and on the functionality of the local highway network; and
- issues relating to rail access to MOSI.

In particular the response urged Network Rail to review its engagement strategy to ensure that all local residents are fully aware of and understand the process and the implications of the scheme. Network Rail received a small number of written responses to the consultation. Key responses included:

- English Heritage: who objected to the proposal on heritage grounds due to the impact on listed structures and MOSI
- Salford City Council: who raised concerns about the impact on development lands (English Cities Fund (ECF)) and the importance of delivering the additional platforms at Salford Central Station commensurate with this scheme.
- TfGM: who supported the proposals and also supported the delivery of additional platforms at Salford Central.
- Local residents: who raised a number of concerns regarding the chord both during construction and once complete. In particular noise, dust, vibration, traffic and property value impacts were raised as were questions relating to compensation/mitigation.
- MOSI: objected due to the projected loss of income as a consequence of the heritage train being unable to operate along Stephenson’s Bridge once the chord is constructed. MOSI are currently engaged in discussion with Network Rail on potential strategies for mitigating the scheme’s impact.
- Landowners including English Cities Fund, ITV, Scarborough and Big Yellow Storage raised a number of issues – mainly relating to temporary and permanent land acquisition.

4.0 NETWORK RAIL’S PREFERRED OPTION
A number of structural options were considered for the chord all of which were a mix of bridges and viaducts. This process quickly identified that, due to the nature of the location – with the railway having to span a river and a dual-carriageway and tie into existing viaducts at both ends – there were only two favoured structures for the chord. A number of considerations were identified by the architectural design team to inform this process:

- the relationship of each structural form to adjacent listed structures and their setting
- the townscape and visual quality created at long and short distances
- ongoing maintenance requirements
- minimising disruption during construction, particularly for traffic using the inner ring road

At stage two of the consultation process, two options were considered - a “half through” and a “bowstring” bridge structure. Both options were presented to the public and to Members in the previous reports to Scrutiny and Executive. The outcome from both these discussions was that there was a significant majority of both Members and the public in favour of the “bowstring” structure over the River Irwell with a “half-through” structure over the Inner Ring Road (as shown in the image below). Consequently, Network Rail has focused on developing this option and has submitted it as their preferred option in the DCO documentation. A visualisation of the “Bowstring” structure is shown in figure 1 below.

**Figure 1 “Bowstring” Bridge**
As noted in the previous consultation, both options require the Castlefield Viaduct to be widened by a small amount in the vicinity of a former car dealership on Water Street.

5.0 CONNECTIONS FOR PEDESTRIANS, CYCLISTS AND UTILITIES

In order to construct the railway bridge, the existing pedestrian and cyclist link between Manchester and Salford – Princes Bridge / Hampson Street – will need to be removed as the construction of the bridge means that it cannot be moved or modified. A new bridge for pedestrians and cyclists will be constructed between Salford and Manchester to provide a replacement. Whilst the documentation shows the new bridge on the current alignment, the precise location is still to be determined as it will be informed by the two regeneration projects either side of the river, the details of which are still under development. Network Rail is working with the developers, Salford City Council and Manchester City Council to determine the most appropriate location.

Princes Bridge is also an important link for utilities between Salford and Manchester with at least seven connections in place across the bridge including telecoms, gas and water. Network Rail is proposing to construct a utilities bridge adjacent to the Castlefield Bridge carrying the Inner Ring Road over the River Irwell. This new structure is also being considered as an opportunity to provide additional capacity for pedestrians and cyclists in this location and designs are being developed with this in mind.

6.0 HERITAGE, URBAN DESIGN AND ENVIRONMENTAL ISSUES

Whilst there are significant benefits to Manchester from the construction of the Ordsall Chord, there will be an unavoidable and significant permanent impact on the built environment of the Castlefield area. A team of heritage and archaeological advisors has been working with Network Rail to provide an assessment of the impacts of the proposal. Furthermore, English Heritage are members of the working party supporting the development of the Northern Hub package of works. A full Heritage Assessment and Environmental Statement are included as part of the consultation pack.

The key heritage issues to consider are the impacts of the chord on heritage assets and on the character and appearance of the area. Whilst the proposed alignment will completely avoid the Grade 1 listed Stephenson’s Bridge, the adjacent Grade 2 listed “zig-zag” bridge will need to be modified to accommodate the chord and part of it will need to be removed. The works involved to the listed structures and the impact on the Castlefield Conservation area would constitute “substantial harm”. Therefore there will need to be compelling and overriding reasons to undertake the works and this case will have to be made as part of the formal process. It should be noted that the “zig zag” bridge is in poor condition. It should also be noted that its removal will, if justified and approved, reveal the Grade 1 listed Stephenson’s Bridge, making it much more readily visible.
During the stage two consultation the issue of the impact of the construction of the chord on the current rail access arrangements to MOSI were identified as a significant issue by the Council and MOSI itself. Detailed assessment has been made of the potential options but it has been concluded that it will not be possible to maintain the current rail access to the museum and MOSI has concluded that it would no longer be able to operate the heritage rail service within its grounds. Network Rail is continuing to consult with both the museum and the Friends of MOSI to identify the best possible solution in this location.

Finally, the Water Street bridge will need to be modified and rebuilt to accommodate the widened railway. Whilst this is not a listed structure it is considered to be a non-designated heritage asset and Network Rail is working with the Council and English Heritage to determine the best solution for this location.

All of the proposed work will have to be fully justified in the context of the relevant national legislation and advice in order for Network Rail to get the go ahead to construct the Chord. Section 16 (2) of the Listed Building Act 1990 provides that special regard should be had to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses when considering proposals that will affect it. Section 72 of the Listed Building Act provides that when considering proposals for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Chapter 10 of the Environmental Statement (ES) provides comprehensive detail of the acoustic and vibration issues predicted to result from the proposed construction works and the anticipated operational schedules. The acoustic and vibration section of the ES has incorporated the necessary legislative framework, guidelines and acoustic British Standards expected. The acoustic report has predicted that due to the proximity of some residential properties there will, during the construction phase, be significant adverse noise impacts. The scheduled operation of the completed line is also predicted to produce some noise impacts. The report recommends some noise mitigation measures for the construction phase, and anticipates that some residents will be eligible for grants under the Noise Insulation Regulations for the scheduled operational activity. The report predicts that vibration during the construction phases may be perceptible at some locations but without any residual effects. Vibration produced by scheduled operational activity will be of negligible significance. The ES has identified the need for Network Rail to continue to work with MCC and local residents to mitigate all noise and vibration effects.

As the Chord and the new bridges will traverse the River Irwell, the Council and Salford CC as Lead Local Flood Authorities” (LLFAs) have a statutory locus in assessing any implications of the proposal from a flood risk perspective. Council officers will work with Salford officers and liaise with Network Rail, their consultants and the Environment Agency on these issues as the proposals are further developed.

7.0 CONSTRUCTION ISSUES
Both options for the Chord require the construction of a “half through” structure over the Inner Ring Road as this is the most appropriate structure for this location given that it will have to be tied into the existing Middlewood Viaduct. This type of structure is limited in the maximum span length so cannot cross the Inner Ring Road in a single span. This will necessitate the construction of a pier in the central reservation of the road. Given the critical importance of this road in the context of the transport network serving the City Centre it is considered essential that four lanes are maintained on the Inner Ring Road at all times. Network Rail have established a Highways Working Group attended by Manchester and Salford City Councils to ensure that highway network capacity is maintained during the works.

The draft documentation has been assessed in detail by the Citywide Support highways team. Other than the need to minimise the impact on the Inner Relief Route there are no issues of principle that have been identified at this time. As the scheme is developed there will be a need for council highway officers to work closely with Network Rail on the planning of the finer detail of the scheme, including coordination of works and any road closures or temporary works.

Whilst Network Rail is working with the Council to minimise disruption to the local area, there will, inevitably, be impacts on the local community during construction. A number of the issues raised by local residents (particularly in Castlefield) relate to the likely disruption which will be caused by the construction process including noise related impacts. As indicated above, and as recommended by the ES, it will be essential for Network Rail and its contractors to engage at an early stage with the Council and with local residents and members so that they are fully appraised as to what construction related activity is likely to happen and when. Particular consideration will need to be given to flats and other premises where access is restricted to ensure that all premises get the information they require.

For pedestrians and cyclists it is likely that there will be a period when Princes Bridge (Hampson Street) has been removed, but the new bridge will not have been constructed. Network Rail has committed to providing high quality walking and cycling routes at all times during construction. Network Rail is working with Manchester and Salford City Councils and local cycling groups to bring forward a high-quality diversionary route via Castlefield Bridge and the new utilities bridge. This will include dedicated / segregated cycling and walking facilities and, potentially, additional pedestrian / cyclist phases on signals at junctions. Furthermore – and as is the case in London for Crossrail – Network Rail are being requested, as part of the procurement process, to develop a construction logistics plan to reduce “work related road risk” to minimise the risk posed by heavy construction traffic to cyclists and pedestrians.

As mentioned above there will need to be a continuing dialogue between the Council, Network Rail and their contractors as the scheme is developed further and implemented. The opportunity will be taken to ensure that best practice is adopted and that agreements are in place in respect to construction practice seeking, for example, to minimise waste during the construction process.

8.0 EXPERT PANEL
In order to assist in determining the most appropriate designs for the Chord, pedestrian / cycle bridge and associated structures, a design panel has been established. The design panel consists of a mix of local and national experts in architecture, design, engineering and heritage in this area. The Council is represented on the panel by the Leader. This panel has met a number of times and has been instrumental in steering Network Rail and its consultants as regards the design of both the railway and cyclist/pedestrian structures. Network Rail will continue to engage with the panel as it finalises its designs.

9.0 THE COUNCIL’S ROLE

The Ordsall Chord is a railway major infrastructure application registered with the National Infrastructure Directorate (NID) of the Planning Inspectorate. The NID will examine the application and make recommendations to the Secretary of State as to whether or not to grant planning permission / compulsory purchase powers.

When the NID accept an application for a major infrastructure project, the applicant must give notice to local authorities in whose area the development will take place and to local authorities with a shared boundary with that Local Authority. The notice of receipt of the application must give a deadline for responses to the application. In the case of “Ordsall Chord”, Manchester will have the status of a “interested party” in the determination of the application. The NID must assess the application and hold a meeting with interested parties and the applicant to discuss how the application should be examined. The Act then provides for a number of different ways of determining applications but fundamentally there will be an Examination in Public in which Manchester will be entitled to participate following which the NID will make a recommendation to the Secretary of State who will have three months to make a decision on whether to grant the various permissions required for the infrastructure project.

Under the Council’s Constitution, the function of responding to consultations on major infrastructure applications is not designated as a “non executive function”. As the Leader has delegated all executive functions to the Executive, the function of responding to this consultation is therefore an Executive function. The Executive may decide to further delegate this matter.

10.0 NEXT STEPS

Following this consultation and based on the feedback received, Network Rail will submit the Development Consent Order application to the Planning Inspectorate. Subject to approval it is likely that initial works on the project would commence in late-2014 and be completed by December 2016. A detailed construction management plan will be drawn up in consultation with the Council.

11.0 RECOMMENDATIONS

Recommendations appear at the front of the report.