

GREATER MANCHESTER TRANSPORT COMMITTEE

DATE: Thursday, 24th March, 2022

TIME: 10.30 am

VENUE: Council Chamber, Manchester Town Hall

AGENDA

5. Minutes of the GMTC Sub Committee meetings - March 2022

To note the minutes of the GMTC Sub Committees –

Metrolink & Rail Sub Committee held 11 March 2022 - attached 1 - 14
Bus Services Sub Committee held 18 March 2022 – to follow

7. Update on Delivery of the Bee Network 15 - 20

Report of Bob Morris, Chief Operating Officer, TfGM.

11. High Speed Rail (Crewe - Manchester) Bill 21 - 34

Report of Simon Warburton, Transport Strategy Director, TfGM.

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact Nicola Ward, Governance & Scrutiny Officer:

✉ nicola.ward@greatermanchester-ca.gov.uk

This agenda was issued on 17 March 2022 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER
METROLINK AND RAIL SUB COMMITTEE
HELD ON FRIDAY 11 MARCH 2022
AT THE FRIENDS MEETING HOUSE, MANCHESTER**

PRESENT:

Councillor Stuart Haslam
Councillor Emma Taylor
Councillor Howard Sykes
Councillor Norman Briggs
Councillor Tom McGee
Councillor Doreen Dickinson (Chair)
Councillor Steve Adshead

Bolton Council
Manchester City Council
Oldham Council
Oldham Council
Stockport MBC
Tameside Council
Trafford Council

Councillor Angie Clarke

Stockport MBC

OFFICERS IN ATTENDANCE:

Nicola Ward
Simon Elliott
Danny Vaughan
Victoria Mercer

Senior Governance Officer, GMCA
Head of Rail Programme, TfGM
Head of Metrolink, TfGM
Metrolink Service Delivery Manager,
TfGM
Deputy Monitoring Officer, GMCA
Rail Officer, TfGM

Gwynne Williams
Mark Angelucci

OPERATORS IN ATTENDANCE:

Guillaume Chanussot
Lucja Majewski
Chris Jackson
Jamie McGowan

Keolis Amey Metrolink (KAM)
TransPennine Express (TPE)
Northern
British Transport Police

GMTMRC 10/22 APOLOGIES

Resolved /-

That apologies be noted and received from Councillor's Andrew Western (GMCA), Shah Wazir (Rochdale), Joanne Marshall (Wigan Council), Charlie French (Avanti) and Caroline Whittam (TfGM).

GMTMRC 11/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

There were no chairs announcements or items of urgent business.

GMTMRC 12/22 DECLARATIONS OF INTEREST

Resolved /-

There were no declarations of interest.

GMTMRC 13/22 MINUTES OF THE GM TRANSPORT METROLINK & RAIL SUB COMMITTEE MEETING HELD 14 JANUARY 2022

Resolved /-

That the minutes of the GM Transport Metrolink & Rail Sub Committee meeting held 14 January 2022 be approved as a correct record.

GMTMRC 14/22 METROLINK SERVICE PERFORMANCE

Victoria Mercer, Metrolink Service Delivery Manager, TfGM took Members through the latest Metrolink Service Performance Report which covered periods 9-11 from mid November 2021 to early February 2022 and evidenced the significant impact on patronage levels as a result of Government's Plan B restrictions surrounding the Omicron variant. The post-Christmas recovery had been slow, however since the relaxation of these restrictions, patronage had increased to c.41% with the highest levels of c. 65% on special event days in GM. However, alongside this increase in patronage there had also been evidence of some capacity issues, further exasperated by delays and reduced services due to high staff absences.

The performance throughout the period was further impacted by a number of storms, however the level of impact was mitigated through a patrolling contractor promptly responding to fallen trees and other storm related issues on the network. Despite further

performance setbacks as a result of signalling failures and a significantly longer lead time on parts and spares, overall performance had increased through period 11.

There had been some serious incidents of anti-social behaviour (ASB) throughout this period, including significant damage to shelters in the Failsworth area. Collaborate work with Greater Manchester Police and KAM was underway, especially in relation to targeted restorative justice interventions with young people involved in instances of ASB on the Manchester Airport and Rochdale lines. There had also been some other specialist operations on the network with the TravelSafe Partnership including a high-profile operation at Victoria Station which resulted in two arrests and the identification of three vulnerable children.

As a result of the Safer Streets funding in January 2022, there had been a dedicated resource deployed to the five stops along the Rochdale/Oldham line including Youth Teams and Street Angel Teams to ensure that women and girls specifically feel more confident in travelling on Metrolink. This initiative further supported the overall campaign, the introduction of GMP's Live Chat facility and specific training for KAM staff, had undoubtedly contributed to an increased perception of safety on the network, as per the latest travel survey, however this would continue to be monitored and further campaign communications were planned.

With regards to other passenger groups, KAM were continuing their education programme to schools, specifically focussed on the impact of anti-social behaviour and promoting safe travel for young people. Their restorative justice approach with perpetrators was designed to increase their awareness of the wider impacts of their behaviour, on other passengers, staff and the network as a whole and it was yielding positive results. KAM had also offered sessions at their depot aimed at more vulnerable passengers, to share information with them on the safety of tram travel, especially in relation to increasing their awareness of driver perception.

There were a number of works planned over the coming months, which had been designed to predominately take place during the quietest periods on the network including school holidays. These would see improvements to the Eccles line in February and further works to the Media City line in April. City Centre works would take place between 20-27 March in the Piccadilly Gardens and Piccadilly Station areas. Works in the summer

period were yet to be confirmed but it was hoped to include further work to the Media City – Eccles line in July, followed by points work in Eccles in early Autumn. All of which would be communicated through a range of media channels including the TfGM website, printed displays for stops, audio announcements and face-to-face interactions with staff. Members noted that there had already been significant works undertaken in January, including upgrades to the Trans Pennine line, track works at Victoria and communications renewals on the Altrincham and Bury lines.

With regards to the Safer Streets initiatives, Members asked whether there had been an evaluation as yet from the pilots. It was confirmed that staff were still delivering this, but that initial outputs were being delivered and a review was underway.

The reported increase in anti-social behaviour, particularly denoting the doubling of incidents on the Oldham/Rochdale line since 2019 was of concern to Members, and the wider determinants of this type of activity were often the root cause than needed addressing. Officers reported that these perpetrators often had very complex cases and required significant partnership resource, however bespoke plans were being delivered, recognising that local problem solving was key and that as a result, there would be further increases to safety perception on the network.

Members raised specific concerns that there had been Metrolink works and as a result, reduced services on a recent football derby day in Manchester. Officers agreed that this was not an ideal scenario, however when fixtures are announced with little notice, often works have already been booked with specialist contractors and can not be altered. In this case, further shuttle buses were added and a six-minute service to Bury remained. However, this would always be avoided if possible, in the future.

The report noted that during period 4, Metrolink performance had dropped to a low level of 81% and Members questioned as to the factors which had resulted in this significant poor performance. There were several contributors to this figure, however officers reported that the greatest impact had been as a result of the Omicron variant, whether that be positive cases or isolation, impacting available resources. However, it was pleasing to report that performance had improved over recent months and levels were now in line with performance targets for the current period.

Members reported positive impacts of the Safer Streets pilots, however felt that unless there were an increased number of uniformed officers on the Metrolink network, then prevention of future incidents would be challenging as the current level of resources only allowed for responsive services once an incident had taken place. KAM reported that tackling anti-social behaviour remained a priority for them and their partner organisations and that more innovative work was being undertaken with agencies including YouthZone and Barnabas to creatively inform and advise potential perpetrators as to the damage caused by such behaviours. The increased support from GMP had also been noted, which due to their powers of arrest, was making a significant difference to the number of charges being brought about on the network.

With regards to the future funding of Metrolink and bus services, Members were aware that the current 'recovery' funding from Government was due to finish at the end of March and there was still no confirmation of any future funding. Officers reported that last week there had been an announcement by Grant Shapps, Secretary of State for Transport that there would be a further £150m package for bus and light rail in England, however this would only be for the next six months and after which, there would be no further recovery funding. With regards to patronage predictions, it was difficult to foresee as there were many contributing factors still to be determined. Current levels were c. 65% pre-covid levels and with inflation costs, the cost of running the network would also inevitably increase. As most commuters had only returned to the office 2-3 days per week, there was a mixed and fluctuating picture regarding capacity levels, however peak travel had resurfaced as the busiest time on the network. It was hoped that Greater Manchester would be made aware of its allocation of the Recovery Funding over the next couple of weeks, however Members were concerned that this is too close to the end of the previous funding and offers no opportunity for forward planning.

In relation to planned works on the network, Members were concerned that the TfGM website remained too complex and difficult to navigate and urged that other forms of communications be used to inform residents of the potential impact of works. Officers reported that the TfGM website was currently going through a review process to ensure it was as simple and accessible as possible, however alongside it there were a number of other communications channels used to ensure planned works were effectively promoted, including printed information on stops, press releases, social media channels, signage and face to face contact with staff on the ground.

Resolved /-

1. That the report be noted.
2. That TfGM provide the outcomes of the Safer Streets pilots at the next meeting of the sub-committee.
3. That it be noted that Greater Manchester's allocation of Light Rail recovery funding from Government between April-October is still to be determined.

GMTMRC 15/22 METROLINK OPERATOR UPDATE

Guillaume Chanussot, Managing Director of KAM provided a verbal update to the Committee, which complemented the information already shared in the Metrolink Service Performance Report. The impact of covid still remained in the organisation, with higher-than-average levels of absenteeism, especially in relation to long term absenteeism as a result of long covid or operation wait times.

Anti-social behaviour remains a challenge, however there had been a reduction of incidents as a result of effective partnership working and a stronger presence of officers on the network.

Due to the current situation with Ukraine, further support had been offered to employees affected, alongside additional training on equalities and diversity for all Metrolink staff.

Resolved /-

1. That the verbal update from KAM be noted.
2. That all members of the GM Transport Committee be invited to a site visit of Metrolink backstage facilities.

GMTMRC 16/22 LOCAL RAIL SERVICE PERFORMANCE REPORT

Simon Elliott, Head of Rail Programme, TfGM introduced a report which provided performance data across the rail network through periods 9, 10 and 11 (November 2021-February 2022).

There had been a decline in performance across all train operators through this period due to poor conditions (Northern 88 PPM and TPE 90 PPM) and overall levels were lower than 2020.

With regards to patronage, Northern reporting current levels of c. 71% and TPE reporting current levels of 60%. Although these levels were significantly lower than average, there had been some increase in leisure travel, and the Northwest were trending higher than the national average.

Face coverings are no longer mandatory on public transport and since the removal of the regulations compliance levels have been c. 10-15% whereas during Plan B, compliance had reached as high as 75%. Operators continue to pursue a promotional message to encourage passengers to wear a mask on trains and at stations.

There were ongoing industrial relations with regards to rest day working that had impacted some Sunday services, however both Northern and TPE had reached new terms with their employees. Current timetables had been reduced where required to mitigate further cancellations as a result of resourcing shortages.

Planned works on Platforms 13 and 14 at Manchester Piccadilly was due to begin shortly, which would include the refurbishment of lifts and therefore over this period there would additional assistance and temporary measures put in place to assist passengers.

A successful 'Friends of Stations' event had been hosted this week, with over 26 stations represented and 60 people in attendance. Members wished to express their thanks to station volunteers who make a real difference to their local area, and for their willingness to share ideas and support one another through events such as these.

Members expressed their concern over some short forming of East Midlands Rail services and capacity issues as a result. Officers reported that there had been a number of engines in for maintenance (158 units) however these were beginning to be returned to the network and would hopefully address incidents of short forming.

With regards to anti-social behaviour, Members recounted an incident which took place at Clifton on the 4 February, at which a brick was thrown through the driver's window resulting in significant injury. Northern were able to provide an update on this horrific incident, in that the

driver was recovering well, however the hooded perpetrators were yet to be identified. A reward of £1000 had been offered for any information which leads to a conviction and this would be re-communicated again by Northern in light of no current leads.

Resolved /-

That the report be noted.

GMTMRC 17/22 RAIL OPERATOR UPDATE

Rail operators in attendance were invited to provide a verbal update to the Committee which included –

- TransPennine Express reported an ongoing dispute with RMT which may result in further strike action over the next four Sundays and forthcoming Bank Holiday periods. Discussions remained open, however there was a temporary reduced timetable in place to mitigate any disruptions. Patronage levels had remained consistent over recent weeks at c. 72% of pre-covid levels. There would be limited changes to the proposed May timetable in light of all the above, however it would see the reinstatement of an hourly service from Glasgow to Manchester Airport and the Cleethorpes service reinstated. Timetable changes for December 2022 were currently under discussion and would be communicated to Members in due course. A number of accessibility improvements were also underway, including the provision of tablets for live sign language interpretation at some stations and potentially on the TPE website. Maps were being installed at key stations in conjunction with the Royal National Institute for the Blind to provide strong colour contrasting maps alongside braille directions. In areas where passengers would less likely want to use their hands to read braille (i.e. toilet facilities) there were audio systems being installed which would read aloud signage. Lastly, the contact centre would be opened 24 hours a day to allow passenger assist facilities to be pre-booked at any time.
- Northern reported a recent reduction in the number of cancelled services following the increased flexibility from ASLEF (Trade Union of Train Drivers) over the past six weeks which will continue to be seen over the next couple of weeks as more depots increase their flexible working arrangements. However, throughout these challenges,

additional bus replacement services have been put in place and there had been general content amongst passengers. The current timetable was in line with the current patronage levels of around $\frac{3}{4}$ of pre-pandemic levels, however there were plans for some changes within the May timetable that would be shared with Members as soon as possible. The consultation outcomes in relation to the December 2022 timetable changes were also being reviewed and Northern would be responding to them over the next few weeks. There had been a significant amount of activity alongside TfGM with regards to the CP7 bid for Access for All funding for schemes between 2024-2029. Staff absence levels remained stubbornly high, further exasperated by a shortage of Occupational Health practitioners, and consideration was being given as to how to address this contributing factor.

- British Transport Police (BTP) reported a 31% decline in crime rates relating to personal property theft, drugs and cycle theft on the network, however other crimes including violence, common assaults and sexual assaults had remained at previous levels. Although there had been a significant increase in the reporting of sexual assaults as a result of recent campaigns, the fundamental issue remained, that there should be no such crimes on the transport network. One of the most recent hotspot areas in relation to anti-social behaviour was Brinnington, which was a stop on the Sheffield line. Targeted operational activity had taken place including a wide range of organisations along the route, and plans were in place for camera assistance to help identify the offenders. Unfortunately, ASB had seemingly been displaced from the town centre and was also evidently targeting areas where uniform presence was expected. This had been seen at Stockport Interchange recently, where a group of youths had caused significant damage and disturbance. Thankfully they had now been identified and work was underway with the Youth Offending Team to prevent any re-offending. Collaborative approaches such as these had also been successful alongside the Crucial Crew in Bolton, Oldham and Salford, and work was ongoing with the Railway Children organisation. There had been a spike in cable theft on the network, especially relating to products which had not yet been laid, which the Northwest Disruption Team were addressing.

Members questioned as to the current policies for all rail providers with regards to staff who are covid positive, all train operators in attendance confirmed that they would not ask a staff

member who tested positive for covid-19 to attend the workplace, as this would clearly put more people at risk.

In relation to the reported anti-social behaviour in Brinnington, Members reported that this was also further down the line to Bredbury and Romiley with young people travelling ticketless between stations. Incidents had become more frequent and more severe, with staff and members of the public being intimidated by their presence, and no support from GMP. It was suggested that further support from BTP would be welcomed, along with more support for the station staff from Network Rail. The use of pop up cameras in the area was also supported, however Members urged that these needed to be directional rather than fixed as often the perpetrators were aware of the cameras and therefore were able to avoid them. BTP confirmed that the dates and times of these recent incidents would be reviewed and that the directional cameras would be located with advice from the Crime Officer to ensure they had the greatest chance of capturing evidence. Further days of action were planned for this route and patrols would be targeted according to these reports.

Members expressed how anti-social behaviour was an issue for all modes in the south of the conurbation, however in Stockport, further funding was given to the Youth Offending Team to help them to address ASB, particularly around the town centre and bus station. It was clear that preventative measures and education were needed to reduce youth related crimes.

Regarding BTP response times, it was suggested that there should be smaller, part-time offices for officers across the network to reduce travel times to incidents. Officers agreed to look at other potential options in addition to Manchester Piccadilly and Victoria stations.

Resolved /-

1. That the verbal updates from TransPennine Express, Northern and British Transport Police be noted.
2. That it be noted that operators would share details of the May timetable with members of the Sub-Committee in due course.
3. That it be noted that officers from British Transport Police offered to review the dates and times of recent incidents on the Brinnington/Bredbury/Romiley line and consider how the directional cameras may assist in identifying perpetrators.
4. That local councillors be invited to attend future cross-border meetings in these areas.

5. That it be noted that officers from British Transport Police would look to further develop their network of temporary satellite offices to enable faster response times to incidents.

GMTMRC 18/22 RAIL PROGRAMME AND INFRASTRUCTURE PROJECT UPDATE

Simon Elliott, Head of Rail Programme, TfGM took Members through a report which provided a six-monthly update on the rail infrastructure schemes and initiatives in the Greater Manchester area.

In relation to previously awarded Access for All schemes, both Daisyhill and Irlam would become step-free by the end of 2023 as per their detailed designs. Funding had also been secured for Swinton station, which was planned to be delivered in 2024. Within the CP6 scheme, Department for Transport had awarded funding for small interventions across 22 stations, including Rose Hill and Salford Central, alongside Park & Ride schemes in Mills Hill and Walkden. New rail stations were also planned for Golborne and Cheadle, with the outline business case and modelling currently being developed for Cheadle and the operational challenges currently being considered for Golborne.

With regards to Rail Reform, Members were reminded that they had received a report earlier in the year which outlined the plans for the establishment of Great British rail, and conversations had already begun with their transition team regarding the development of the organisation and its lines of accountability.

In February, the GM Transport Committee received a report which outlined TfGM's proposed submission to the CP7 Access for All scheme, within which 11 stations had been assessed against the agreed criteria and put forward for inclusion. Current assessment of the match funding availability was positive and in line with that available for the previous round. The next steps would be to formally submit the bid on 15 April, alongside which formal letters of support from local councillors and the Metrolink & Rail sub-committee would be welcomed.

Members were informed of the early introduction of CP7 in light of the lessons learnt from the previous round and welcomed the opportunity it presented to fast track the procurement

process ahead of the project start dates. Officers agreed to ensure the Committee were informed of the outcome once the funding had been awarded.

With regards to the Restoring Railways funding, Members queried as to the potential inclusion of the Mid-Cheshire line as it would offer significant benefits to Northenden and Baguley, amongst other areas. Officers reported that the Ashton-Stockport line was being assessed currently, but that the industry had given no indication of further rounds as yet.

A further £80m of funding had been awarded to GM in support of the December 2022 timetable change to undertake the relevant platform extensions, signalling works etc and although positive, this was not a sufficient level of funding for what was needed.

In relation to the map of accessible stations provided within the report, Members were concerned that a large area of south Manchester seemed to be disproportionately disadvantaged. The potential for small 'easy-win' schemes was suggested so that these populations could be better connected quickly. Officers acknowledged that the southeast of the conurbation was disproportionately affected by inaccessible stations, however GM in its scheme criteria had looked not only at footfall and demographics, but also gaps in the network, which was actually contrary to DfT's guidance.

Members urged that other areas along the Ashton-Stockport restoring railways scheme should be considered, including Stalybridge. Officers confirmed that the wider corridor would be considered and that it was recognised that a daily parliamentary service was not sufficient.

Improved platform access was a key objective for Members; however, concerns were raised regarding the compliance of trains that travelled across Greater Manchester. Officers echoed this pertinent point and recognised that accessibility should be about the end-to-end journey, not just siloed elements of a journey. There was currently a hugely varied rolling stock, and whilst the more modern stock was much more accessible, the industry as a whole would like to see more harmonisation, hence its inclusion in the latest Rolling Stock Strategy.

Resolved /-

1. That the report be noted.

2. That local councillors would be invited to contribute letters of support to those schemes included in the Access for All CP7 bid.
3. That a further letter of support on behalf of the Metrolink & Rail Sub Committee also be sent by the Chair.

GMTMRC 19/22 WORK PROGRAMME

Resolved /-

That the GM Transport Committee Work Programme be noted.

GMTMRC 20/22 DATES AND TIMES OF FUTURE MEETINGS

Resolved /-

That future meeting dates for the next municipal year of the Committee to be confirmed.

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Thursday 24 March 2022

Subject: Update on the Delivery of the Bee Network

Report of: Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

Purpose of Report

To update the Committee on a number of important developments in relation to delivery of the Bee Network.

Recommendations:

Members are asked to note and comment on the contents of the report

Contact Officers

James Baldwin, Executive Office Manager, TfGM james.baldwin@tfgm.com

Equalities Implications

N/A

Climate Change Impact Assessment and Mitigation Measures

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. INTRODUCTION

- 1.1. The Bee Network is GMCA's vision for a London-style transport system which will join together buses, trams, cycling and walking by 2024, with commuter rail incorporated by 2030. It will transform how people travel in Greater Manchester: accessible, affordable, equitable and easy to use, with a daily fare cap and multi-modal ticketing to facilitate seamless end-to-end journeys within the city region.
- 1.2. This report is to update the Committee on a number of key developments in relation to the delivery of the Bee Network.

2. BUS FRANCHISING, FARES AND INVESTMENT

- 2.1. Last year a Judicial Review process was brought by Rotala and Stagecoach against GMCA on the grounds that GMCA had been unlawful and irrational in its consultation and implementation of the bus franchising process.
- 2.2. On Wednesday 9th March 2022 the judge found all claims by Rotala and Stagecoach to be unsuccessful and dismissed all aspects of the Judicial Review case, concluding that GMCA and the Mayor had followed all correct legal processes and that the Mayoral decision to implement franchising was lawful and rational.
- 2.3. The judgement means that the next stage of franchising bus services is now able to commence and invitations to negotiate will be issued shortly to prospective providers of bus services in Bolton and Wigan, as well as in parts of Salford and west Manchester.
- 2.4. The Mayor of Greater Manchester welcomed the judgement and at an event on Monday 14th March 2022 he set out a revised timetable for the introduction of bus franchising, which will see the first tranche of franchised buses introduced in Bolton and Wigan as well as parts of Salford and west Manchester from Autumn 2023; Bury, Rochdale, Oldham and areas of north Manchester to follow in Spring 2024; and the final tranche covering Stockport, Trafford, Tameside, south Manchester and remaining parts of Salford to run by end of 2024.

- 2.5. In addition, the Mayor announced that under a franchised bus network, adult single journeys will cost no more than £2, and single child journeys no more than £1. Currently, there are many different adult single bus fares, some costing as much as £4. This was described as the first step towards people in Greater Manchester being able to access a more affordable public transport network.
- 2.6. Improving public transport connectivity into and between Greater Manchester's major centres and other growth locations is a key part of proposals contained within the Bee Network vision – which will, subject to agreement with government, be supported by an initial £1.2bn five-year programme of investment, with £438m worth of investment to improve buses, routes and services, including:
- £205m for new electric buses and infrastructure, supporting a move to a cleaner, greener city-region;
 - £202m to improve bus services, with new quality bus lanes, corridors, and junctions to improve connectivity between our towns and cities; and
 - £30m to improve bus passenger information, fares and ticketing.

3. FUNDING

- 3.1. At the GMTTC meeting on Friday 18 February 2022 the Committee made a statement urging the government to extend recovery funding support for bus and tram services.
- 3.2. The statement made reference to a recent report published by the Urban Transport Group and noted that following discussions with local bus operators, without further funding, around one third of local bus services would be affected, with a wide-scale reduction in frequencies and around 30 routes withdrawn completely.
- 3.3. On the 1 March 2022 Government announced a further recovery funding package for bus and light rail of 'over £150m' covering the six months to early October. Government have indicated that this would be the final transport recovery funding package. One of the conditions of the funding is that both local transport authorities and operators work closely together to ensure that 'effective and financially sustainable networks which cater for the needs of the local public are implemented once recovery funding ends'.

- 3.4. Following the government announcement, the Mayor of Greater Manchester plans to write to the Transport Secretary to ask what Greater Manchester's allocation of this funding will be, and to raise concerns about the impact that an abrupt cessation of recovery funding in October is likely to have on services.
- 3.5. There has also been ongoing dialogue between TfGM and government with regard to the City Region Sustainable Transport Settlement (CRSTS) and Bus Service Improvement Plan (BSIP) funding submissions.
- 3.6. At the time of writing, it is unclear whether Mayoral Combined Authorities will receive the full awards before the pre-election period commences, or whether an interim CRSTS award will be made this month. However, the Department for Transport are keen to ensure that CRSTS implementation delivery is not unnecessarily delayed, particularly where capital project delivery could be taking place from April 2022.
- 3.7. GMCA will consider a report at its meeting on Friday 25 March seeking a delegation to the Chief Executive of GMCA and TfGM, in consultation with the Mayor of GM, to agree and release any interim CRSTS Programme Case award to ensure that delivery can commence upon confirmation of the award.

4. TRANSPORT COMMISSIONERS

- 4.1. The Mayor announced the appointment of a new Transport Commissioner and Active Travel Commissioner for Greater Manchester, who will take leading roles in the delivery of the Bee Network vision.
- 4.2. Vernon Everitt, former Transport for London (TfL) Managing Director of Customers, Communication and Technology will take on the role of Transport Commissioner. Mr Everitt spent 14 years as a Managing Director at Transport for London, leading on London's integration of public transport through simple and intuitive fares, ticketing and customer information.

- 4.3. Dame Sarah Storey will be taking on the role of Active Travel Commissioner; having previously been Active Travel Commissioner for South Yorkshire Combined Authority since 2019. Dame Sarah is the most successful Paralympian of all time; having won 28 medals at eight Paralympic Games, including three at Tokyo 2020. She began her Paralympic career as a swimmer, later switching to para-cycling and is a committed advocate for active travel.
- 4.4. Subject to formal appointment of the commissioners and approval by the GMCA Resources Committee, the commissioners will be invited to attend a future meeting of GMTC.

GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Thursday 24 March 2022

Subject: High Speed Rail (Crewe – Manchester) Bill

Report of: Simon Warburton, Transport Strategy Director, TfGM.

Purpose of Report

The High Speed Rail (Crewe - Manchester) Bill (“the Bill”) was deposited on 24th January 2022 with the House of Commons.

In order to participate in the hybrid bill process, Transport for Greater Manchester (TfGM) are required to seek approval from GMCA to oppose the Bill in accordance with s10(1)(xxix) of the Transport Act 1968. GMCA’s constitution requires that any request from TfGM for approval to oppose a Bill in parliament must be referred to Greater Manchester Transport Committee, which will consider the request and make recommendations to GMCA in relation to it.

Recommendations:

The Committee is requested to:

1. Note and consider the proposal by TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill and the reasons for that proposal.
2. Resolve to recommend to GMCA that approval is granted to TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill, pursuant to s.10(1)(xxix) of the Transport Act 1968.

Contact Officers

Simon Warburton simon.warburton@tfgm.com

Martin Lax martin.lax@tfgm.com

Liz Goldsby liz.goldsby@tfgm.com

Liz Treacy liz.treacy@greatermanchester-ca.gov.uk

Equalities Implications

There are no direct equalities implications of this report.

Climate Change Impact Assessment and Mitigation Measures

There are no direct climate change implications of this report.

Risk Management

A brief review of the deposited Bill confirms that many of the GMCA, TfGM and GM partner's concerns with the HS2 proposals have not been addressed within the Bill. To formally address this, TfGM will need to take steps to oppose the Bill. Each GM partner will also take steps to oppose the Bill.

Manchester City Council's resolution to oppose elements of the Bill was passed at an extraordinary Council meeting on 4th March 2022. Other GM local authorities will be seeking approval to oppose the Bill at Full Council meetings through March 2022.

There is not a fixed timetable for the hybrid Bill process, which will include sittings of the Select Committee at which those opposing the Bill will have the opportunity to appear and address the Committee. It may be that elements of the process will progress quickly, and therefore approval is sought not only for TfGM to oppose the Bill, but also, for the Chief Executive of TfGM to have delegated authority, where required, to take/approve any necessary steps. This will mitigate any risks in this respect.

Legal Considerations

Under section 10(1)(xxix) of the Transport Act 1968, TfGM has the power to oppose Bills in Parliament, with the approval of the GMCA.

Successful arguments/objections may be resolved by entering into a legal agreement and/or an amendment being made to the Bill. These would need appropriate legal input and scrutiny.

It is unknown how quickly actions to resolve any objections (such as legal agreements, withdrawal of sections of the Petition etc) will need to be agreed, written and signed off. – It is therefore considered prudent to obtain specific Delegated Authorities for the Chief Executive of TfGM to enable swift action, should it be required.

Financial Consequences – Revenue

Opposing the HS2 Bill will be managed within agreed TfGM budgets.

Financial Consequences – Capital

Opposing the HS2 Bill will be managed within agreed TfGM budgets

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

11th February 2022: GMCA Response to the HS2 Phase 2b hybrid Bill Environmental Statement Consultation

10th September 2021: HS2 and Northern Powerhouse Rail. Sets out the importance of the HS2 programme for Greater Manchester and identifies the Critical Issues for Greater Manchester

27th November 2020 HS2 Phase 2b Western Leg Design Refinement Consultation: GM Response – GM Response Approach

29th May 2020 and 21st August 2020: Response to NIC Rail Needs Assessment for the Midlands and the North

26th July 2019: HS2 Phase 2b Design Refinement Consultation – GM Response Approach

30th November 2018: HS2 Phase 2b Working Draft Environmental Statement Consultation – GM Response Approach

24th February 2017: HS2 Route Update and Consultation Response

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

Yes

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1. HS2 is the Government's scheme to implement a new high-speed north – south railway network, from Manchester to London via Birmingham and Crewe. This is a major national infrastructure proposal that would be progressed over several decades and is being taken forward in several phases. Phase 1, which is under construction will connect London with Birmingham and the West Midlands by around 2030. Phase 2a, which gained Royal Assent in 2021, will extend the route from the West Midlands to Crewe. The Phase 2b Western Leg will connect Crewe to Manchester by around 2040.
- 1.2. The Bill was deposited in Parliament by the Department for Transport (DfT) on 24th January 2022 and provides for the HS2 Phase 2b “Western Leg”, between Crewe and Manchester. The Bill includes provision for new high-speed rail stations (providing for HS2 and Northern Powerhouse Rail services) at Manchester Piccadilly and Manchester Airport, along with a tunnelled section of railway that will connect the respective stations and new high-speed infrastructure to connect HS2 services to the West Coast Mainline just before Wigan North Western. It also covers some provision of other related infrastructure, including new highways layouts and changes to car parking and Metrolink infrastructure being modified at the two stations.
- 1.3. Northern Powerhouse Rail (NPR) is a proposal to deliver a high-speed rail network between Manchester, Liverpool, Leeds, Newcastle, Sheffield and Hull. The Government's preferred outline plans for NPR are included in the recently published Integrated Rail Plan (IRP) (the IRP does not include proposals from Manchester to Sheffield and Hull as originally intended). The Bill does not cover the whole of the proposed NPR scheme, but rather elements to enable its future delivery.
- 1.4. The HS2 and Northern Powerhouse Rail (NPR) Programme remains crucial to the future prosperity of Greater Manchester and the North, acting as a catalyst for regeneration, jobs, homes and economic growth.

- 1.5. The Government's intention to develop HS2 was initially confirmed by the publication of the Strategic Case for HS2 in October 2013. GMCA confirmed its strong support in principle for the scheme at that time. This included setting out a framework for engagement with DfT and HS2 Ltd to secure a HS2 solution that is fit for purpose in terms of its futureproofing and integration with the wider transport system in Greater Manchester.
- 1.6. Transport for Greater Manchester (TfGM) have been working closely with GM partners (GMCA, Manchester City Council, Trafford Council, Wigan Council and Manchester Airport Group) with regard to HS2 Phase 2b. TfGM has also liaised with Tameside, Salford, Cheshire East and National Highways.
- 1.7. Initial reviews of the Bill confirm that many of TfGM's concerns remain unresolved. There is a need, therefore, for TfGM to oppose the Bill through the Parliamentary process to ensure their concerns are considered prior to the Bill obtaining Royal Assent.

2. Constitutional requirements

- 2.1. TfGM is a Passenger Transport Executive for the purposes of the Transport Act 1968. This means that TfGM is responsible, amongst other things, for implementing Greater Manchester policies for various aspects of public passenger transport services, such policies having been set by GMCA as the successor to the former Greater Manchester Integrated Transport Authority and Greater Manchester Passenger Transport Authority. The 1968 Act gives TfGM, as Passenger Transport Executive, the power to promote or oppose any Bill in Parliament, but only with the approval of GMCA (s.10(1)(xxix) of the Transport Act 1968).
- 2.2. GMCA's constitution requires that any request by TfGM for approval of a proposal to promote or oppose a Bill in Parliament must be referred to the Greater Manchester Transport Committee. The Committee is not empowered to determine that request but will consider it and then report its recommendations back to the GMCA. The Committee is, therefore, recommended to consider the request from TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill and make recommendations to GMCA. Any such recommendations made by the Committee will be reported to GMCA at its meeting on Friday 25 March 2022 where it will consider TfGM's request to oppose elements of the Bill.

- 2.3. At its meeting on Friday 25 March 2022 GMCA will also consider whether the GMCA should also oppose elements of the Bill. In addition, GMCA will consider a recommendation to delegate authority to the Chief Executive of GMCA and TfGM to carry out functions or make decisions consequential upon approval being given to GMCA and/or TfGM to oppose the Bill. This is in order to enable proceedings in Parliament to proceed as efficiently as possible.
- 2.4. The Chief Executive of TfGM, as the passenger transport executive, is able to make decisions on behalf of TfGM. However, GMCA is being asked to delegate authority for the avoidance of doubt and to avoid any issues arising over the extent of the Chief Executive's ability to make such decisions.

3. Hybrid Bill for HS2 Phase 2b - Crewe to Manchester

- 3.1. The Bill includes powers to:
- build and maintain HS2 and its associated works;
 - compulsorily acquire interests in the land required;
 - sever the existing Ashton line of the Metrolink to enable the construction of HS2's Piccadilly station;
 - make consequential changes to the Metrolink network, including the provision of a turnback at New Islington, new track and infrastructure for an expanded and relocated facilities at Piccadilly and passive provision (an overbridge, but not a stop or new track) at the HS2 Airport station;
 - affect or change rights of way, including the stopping-up or diversion of highways and waterways (permanently or temporarily);
 - modify infrastructure belonging to statutory undertakers (e.g. utility companies);
 - carry out work on listed buildings and demolish buildings in conservation areas;
 - carry out protective works to buildings and third-party infrastructure;
 - make necessary changes to existing legislation to facilitate construction and operation of HS2.
- 3.2. The Bill also grants the necessary changes to existing legislation to facilitate construction and operation of the HS2 Phase 2b (Crewe – Manchester) scheme, including an exemption from existing powers to restrict the use of local streets by HGVs.

4. Hybrid Bill process including petitioning

4.1. The principal stages of the Bill are as follows:

- There is currently a period for representations on the formal Environmental Statement (ES) which sets out the environmental impacts of HS2 Phase 2b;
- The first reading of the Bill has been completed and was a formality; the second reading in the House of Commons will approve the principle of the Bill and the railway scheme and set out the timetable for petitions against the Bill to be heard (see below). Thereafter, the Bill proceeds to a Select Committee which would present the first opportunity for petitioners to seek amendments to the Bill;
- The Bill is then re-committed to a Public Bill committee of the House of Commons followed by Report stage and Third Reading; and
- The Bill is then sent to the House of Lords where a similar process is repeated. When both Houses have approved a hybrid Bill, it receives Royal Assent.

4.2. In accordance with s10(1)(xxix) of the Transport Act 1968 the “[Passenger Transport] Executive for ... a combined authority area ... shall have the power...with the approval of the [Combined] Authority to promote or oppose any Bill in Parliament”

4.3. The parliamentary process to oppose the Bill (the petitioning process) will be essential for seeking to secure the required changes to the hybrid Bill and enable negotiations with DfT / HS2 Ltd to mitigate the impact of the delivery of the proposals within GM.

4.4. A petition is a summary of objections to specific items of a Bill, to be heard before a Select Committee of MPs, and can be submitted if petitioners’ concerns are not addressed in advance of the Bill’s petitioning stage. TfGM, GMCA and GM Partners have instructed Parliamentary Agents to act on their behalf in advising on negotiations with the DfT and preparation of any petition.

4.5. The petitioning period follows the second reading and encompasses several activities, running in parallel, these include, but are not limited to:

1. Preparation of a written petition from TfGM that sets out their concerns with specific items within the Bill, and where possible proposes alternative solutions.
2. Negotiations with HS2, DfT, and other parties as necessary to progress TfGM's concerns.
3. Attendance at Select Committee.
4. Discussions associated with progressing and resolving TfGM's opposition to the Bill.
5. If necessary, compromising or withdrawing petition points following amendments to the hybrid Bill and / or receipt of satisfactory undertakings from or agreements with DfT and/or HS2.

5. Core concerns with the hybrid Bill proposals

- 5.1. Notwithstanding TfGM (and GM Partners) overall support for the principle of HS2, there remain several strategic issues within/omitted from the hybrid Bill. As a result, GMCA and TfGM, along with the GM Partners, will need to pursue securing the necessary provisions within the Bill and assurances/undertakings as appropriate from HS2.
- 5.2. TfGM and the GM partners continue to work with HS2 Ltd and representatives from DfT to pursue the necessary provisions and agreements. However, if agreement cannot be reached on specific matters it will be necessary to petition the Bill, with authority to do so stemming from the approval of this report.
- 5.3. As set out above, GMCA is asked to approve TfGM's proposals (as the Passenger Transport Executive) to oppose the Bill. In accordance with the constitution (Part 1 paragraph 2.5), TfGM's request for approval pursuant to section 10(1)(xxix) of the Transport Act 1968 has been referred to this GMTC meeting (March), and the meetings recommendations should be provided to the GMCA meeting, prior to it sitting on 25th March.
- 5.4. At this stage, it is anticipated that the following key issues are included in the TfGM petitions:

HS2 NPR Piccadilly Station:

- i. The design of Manchester Piccadilly station as a surface, turn back station, as opposed to an underground, through station, which could provide greater capacity, reliability, resilience, futureproofing and passenger experience and result in a

reduced land take.

- ii. TfGM and GM partners do not support the proposal to retain Gateway House. This would prevent the delivery of the proposed plaza and Boulevard, potentially complicate Metrolink delivery and significantly reduces connectivity within the overall station, with the city centre and development areas.
- iii. Integration with the Manchester Piccadilly Strategic Regeneration Framework (SRF). The current design of both the station, and supporting infrastructure, contradict significant aspects of the SRF, taking considerable development land, creating severance and compromising the environment.
- iv. The level (number of parking spaces) and location of car parking proposed at Manchester Piccadilly, which is too high and not in line with the requirement for the station to be a city centre public transport hub, unnecessarily encourages car travel, and takes up prime development land.
- v. There is a need for a multi-modal interchange which provides adequate cycling, bus and coach parking facilities.
- vi. The extent of the highways infrastructure proposed at Pin Mill Brow, is overly large, would unduly encourage car travel and increase pollution, sever areas of the city, and does not make sufficient allowance for active travel. The proposed tram train extension to Metrolink also needs to be safeguarded.
- vii. The proposed access to a new ramp for Network Rail maintenance, which routes traffic through the Mayfield development, having an unacceptably negative impact.
- viii. The provisions for Metrolink at Piccadilly are inadequate. TfGM welcomes the inclusion of powers to construct, maintain, replace, renew and operate the new Metrolink alignment and facilities at Piccadilly. However, these need to include the delivery of the Piccadilly Central stop as part of the main scheme. TfGM will also be continuing to review the Bill in detail, in respect of the powers provided including how and when these powers are implemented in relation to the operational network.
- ix. The hybrid Bill also includes inadequate provisions to mitigate the impact of construction of the high-speed station and associated infrastructure on the existing Metrolink operations. The Bill includes provision for a turnback facility at New Islington to replace Metrolink's existing Sheffield Street turnback, which is to facilitate HS2's construction access, instead of TfGM's preferred option at Velopark. HS2 are also proposing the full closure of the Metrolink Ashton Line with a replacement bus service for the entirety of the line for a period of circa 2 years. This is not acceptable. Therefore, the hybrid Bill should be amended to make provision

for the following:

- a. A temporary replacement turnback at Velopark, not New Islington. It should be noted that additional vehicles are also required to maintain existing operations (this applies to both turnback options),
 - b. A depot facility at Ashton Moss to enable a tram shuttle service to operate between Ashton and New Islington instead of the full closure of the Ashton Line.
 - c. Additional works to mitigate the impact on Metrolink services during intermediary single line running periods and during construction of the new alignment across London Road.
 - d. The removal of Gateway House, as set out above, to reduce risk to HS2 Ltd;
- x. The construction of the new Piccadilly HS2 station requires the demolition and relocation of an office block situated next to Gateway House, known as North Block. This building provides office space for Network Rail (NR) station operations, TOC and British Transport Police. HS2 propose to replace the North Block facility by constructing a two-storey office above over the existing Network Rail relay room and the adjacent train operator catering facility which are located on top to the existing classic Piccadilly viaduct. If North Block is relocated here, it would remove any opportunity to consider the future relocation of the relay room, which houses the signalling interlocking equipment for the classic Piccadilly station.

HS2 NPR Airport Station

- i. The hybrid Bill proposals conflict with the existing statutory powers for Metrolink to deliver the proposed Western leg of the Airport Metrolink line. The Bill does not include any additional powers to connect the proposed Airport HS2/NPR station to the Metrolink network, providing only powers for a bridge over the station, with no tram stop or track. This is unacceptable to GM partners, as is the resultant 'highways only' strategy.
- ii. The HS2 Phase 2b hybrid Bill does not include powers for a turnout to the immediate west of the proposed Metrolink tram stop at the high-speed station to allow for a future tram-train route to the south-west. This tram-train proposal forms part of GM's Transport Strategy 2040 and fits with the HS2/NPR Growth Strategy wider connectivity initiative.

- iii. In the Manchester Airport HS2 NPR hybrid Bill station design, the high-speed station forecourt is raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement. This is known as the change from 'deep cutting' to 'shallow cutting'. This has resulted in the Metrolink tram stop and approach viaducts being similarly raised to a significant height above existing ground level, leading to an increase in construction cost, embodied carbon, and environmental impacts.
- iv. There is an inappropriate design for highways access to Manchester Airport station, particularly at Junction 6 of the M56, which does not take into account future demand from NPR services, planned development and Airport growth, and the unacceptable impacts on the local highways network.
- v. The level of construction traffic proposed by road is too high, and there needs to be measures to enable materials to be supplied and removed using rail to the site at the high-speed station at Manchester Airport.
- vi. The scale of car parking provision at the proposed high-speed station at Manchester Airport station needs to be agreed with GM partners.

HS2 NPR Route Issues and wider concerns

- vii. Construction and operation of the Golborne link is supported. However, the current proposals would have a significant negative impact on communities in terms of noise, landscape, visual and heritage. The route is elevated for much of this section and the proposed viaduct over the Manchester Ship Canal would be very visible and have an adverse effect on the landscape. Measures are required to mitigate this impact.
- viii. The hybrid Bill does not make provision for all services utilising the Golborne link to have the potential to stop at Wigan. In the GMCA's view, this is vital, and therefore that the Bill should provide for the infrastructure at Wigan hub to be developed to accommodate the longer trains, including 400m platforms, in a similar manner to those proposed for Preston and Carlisle.
- ix. The hybrid Bill does not include the HS2 Northern Chord. This chord, located near High Leigh in Cheshire, was included in earlier HS2 proposals with the aim of enabling HS2 trains to travel between Manchester and a depot proposed at Golborne (which has subsequently been relocated to Crewe). Whilst the depot has been relocated, TfGM's position is that the Northern Chord should be reintroduced to provide passenger benefits and improved connectivity.

- x. Current HS2 proposals in the Lowton/Golborne area are a significant area of concern. The hybrid Bill proposes that the Golborne Link will pass underneath the A580, then pass between Lowton Common and Lowton St. Mary's in a cutting, before climbing to an embankment as it approaches Slag Lane.
- xi. The proposed location of the ventilation shaft and headhouse on the Fallowfield Road Retail Park on Birchfields Road, and the need to provide adequate flood storage required for the proposed Palatine Road ventilation shaft.
- xii. TfGM has concerns regarding the number and extent of West Coast Mainline route suspensions to construct the proposals.
- xiii. The Code of Construction Practice will require tighter limits to manage elements such as noise, dust and vibration impacts from the scheme.
- xiv. TfGM officers and GM Partners continue to review the Environmental Statement which accompanied the Bill. However, it appears that the mitigation proposed is inadequate. Further details of the TfGM concerns will be set out in the response to the consultation on the Environmental Statement.
- xv. Similarly, TfGM Officers and other GM Partners are still reviewing the Bill itself to understand the impact of such things as, disapplied legislation, rights over land and land possessions, further high-speed rail clauses etc.
- xvi. Other items may also emerge as the review work of the Bill and Environmental Statement documentation progresses.

6. Timeframes

- 6.1. The deadline for submitting responses to the Environmental Statement is the 31st March 2022.
- 6.2. The formal petitioning period is expected to commence no earlier than May 2022. The House of Commons Select Committee is likely to run from Autumn 2022 until possibly the end of 2023. This process is broken down into (approximate timings only):
 - 1. Second Reading: MPs approve the Bill 'in principle' and 25 day petitioning period commences (no earlier than mid-May).
 - 2. TfGM will prepare a written petition setting out the concerns listed above, proposing alternative solutions where appropriate and submit to the House of Commons. (no earlier than June).

3. Select Committee will consider all petitions and will set the programme and order for hearing each petitioner. It is anticipated that TfGM will need to appear at Select Committee on more than one occasion, subject to how the programme is set up. (late Summer/Autumn 2022 to end 2023).
4. If there is agreement by the House of Commons to the provisions of the Bill it will be sent to the House of Lords to go through a similar process. At which point a further paper will be submitted to GMCA to seek applicable authorities to continue to promote GMCA's and TfGM's interests in the appropriate way.

7. Recommendations

- 7.1. The recommendations are as per the front page of this report.