

Greater Manchester Combined Authority

Date: Friday 11 February 2022

Subject: GMCA Response to the HS2 Phase 2b hybrid Bill Environmental Statement Consultation

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

Purpose of Report

To seek agreement to respond to the consultation on the Environmental Statement for the Crewe to Manchester HS2 Phase 2b Bill.

To seek Delegated Authority for the Chief Executive for TfGM/GMCA in consultation with the GM Mayor, to approve a response to the consultation on the Environmental Statement for the Crewe to Manchester HS2 Phase 2b Bill.

Recommendations:

GMCA is requested to:

1. Note that the HS2 Phase 2b Crewe to Manchester hybrid Bill was deposited on 24th January 2022.
2. Note the Bill process that TfGM will be required to follow to respond to the Environmental Statement consultation; consultation period is 25th January 2022 to 31st March 2022.
3. Agree to submit a response to the consultation on the Environmental Statement for HS2 Phase 2B Crewe to Manchester Bill.
4. Provide Delegated Authority to the Chief Executive for TfGM/GMCA in consultation with the GM Mayor, to approve a response to the consultation on the Environmental Statement for the Crewe to Manchester HS2 Phase 2b Bill.

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BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

Equalities Impact, Carbon and Sustainability Assessment:

There are no direct equalities implications of this report. A formal response to the HS2 Ltd ES consultation will seek to mitigate environmental impacts on GM, for example equality, health, economy, carbon, mobility etc.

Risk Management

This report seeks to mitigate any risks to GM with regards to the HS2 Environmental Statement Consultation.

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

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 exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No.
GM Transport Committee	Overview & Scrutiny Committee	
N/A	N/A	

1. Introduction

- 1.1 TfGM have been working with GM Partners, which include Manchester City Council (MCC), Trafford Council (TC), Wigan Council (WC) and Manchester Airport Group (MAG) since HS2 proposals began to emerge. Collectively, we have liaised with National Highways, Cheshire East, Cheshire West and Warrington.
- 1.2 GMCA has been a strong supporter of the principal of high-speed rail, and therefore HS2, whilst retaining a clear position on the need to ensure that the proposals are delivered in a manner that fully complements the connectivity, place-making, local employment and sustainable growth objectives.
- 1.3 The GM Partners have been engaging with HS2 Ltd and the Department for Transport (DfT) in relation to the HS2 proposals over a number of years. This has included formally responding to a number of HS2 consultations since 2014 as well as setting out GM's vision to maximise the potentially transformational opportunity of High-Speed Rail in the GM HS2 NPR 'The Stops Are Just the Start' Growth Strategy launched in 2018.
- 1.4 Despite this long-term engagement, there remain a significant number of longstanding and outstanding issues yet to be resolved between Greater Manchester and HS2 Ltd, with the Department for Transport (DfT), over the final proposals. These were summarised in the HS2 and Northern Powerhouse Rail Report on the 10th September 2021.

2. The HS2 Phase 2b (Crewe – Manchester) hybrid Bill process and Environmental Statement Consultation

- 2.1 The HS2 hybrid Bill Phase 2b (Crewe – Manchester) was deposited to the House of Commons on Monday 24th January 2022. This starts the formal Parliamentary process to obtain Royal Assent.
- 2.2 The HS2 Crewe to Manchester Phase 2b hybrid Bill was accompanied by a range of documents including in particular:
 - a) **The Bill**: the legal document that sets out what HS2 can build

- b) **An Environmental Statement (ES):** This describes the likely significant effects of the construction and operation of Phase 2b of HS2, as well as the proposed ways to avoid, reduce, compensate for significant adverse environmental effect and monitor these
- c) **Proposed Drawings:** Drawings setting out the plans will be deposited
- d) **Background papers/studies/evidence.** This will consist of multiple documents.

2.3 The ES is supported by multiple technical documents and the drawings of the proposed infrastructure. This is the first document to be formally commented on within the Bill process. The Consultation on the ES was launched on the 25th January and closes on the 31st March.

2.4 The initial stages of the hybrid Bill process are set out in Appendix 1. It should be noted that process does not follow a set timetable and therefore the timeframes set out for stages of the process after the ES Consultation are indicative and subject to change.

2.5 In addition to the hybrid Bill and ES documentation, there are also a significant number of supporting Information Papers. The 'Government response to High Speed Two Phase 2b: Crewe to Manchester Western Leg Design Refinement Consultation' (2020) has also been published alongside an update of the HS2 Phase 2b Crewe to Manchester Strategic Outline Business Case.

3. Working Draft Environmental Statement (WDES) Consultation

3.1 Prior to the Bill being deposited and the Consultation on the ES, HS2 carried out a public consultation on a Working Draft Environmental Statement (WDES) in 2018. The aim of this consultation was to present the environmental information and potential environmental effects of the HS2 Phase 2b proposal available at that time.

- 3.2 The WDES was based on a point-in-time assessment of the design as of December 2017 - Control Point (CP) 1. At this stage, the HS2 design did not include infrastructure for NPR along its route or at the High-Speed stations at Piccadilly and the Airport or include the Metrolink proposals at Piccadilly.
- 3.3 TfGM prepared and submitted a response to the WDES consultation on behalf of GMCA. Delegated Authority for the Chief Executive of GMCA / TfGM to approve the response to the WDES was granted, in a similar manner to the recommendations set out in this report.
- 3.4 The GMCA response was an umbrella response on behalf of Greater Manchester and summarised the key comments on the WDES from MCC, TC, WC and MAG, who each submitted individual responses, and outlined the position of TfGM on transport matters.

4. HS2 hybrid Bill Environmental Statement consultation response

- 4.1 TfGM has been working closely with MCC, WC, TC and MAG throughout the development of HS2 Ltd's proposals. Consistent with previous HS2 consultations including the WDES, TfGM is coordinating the review of the Environmental Statement and preparation of the response to the consultation on behalf of GMCA.
- 4.2 The aforementioned Local Authorities and MAG will also submit their own responses to the ES consultation, focusing on their specific concerns, that will be approved via their individual governance processes.
- 4.3 As with the WDES, the GMCA response is proposed to be an umbrella response on behalf of GM and will therefore summarise the key issues and comments from the GM Partners as well as setting out the position of TfGM on transport matters on behalf of the Combined Authority. TfGM will continue to work closely with MCC, WC, TC and MAG to ensure consistent and co-ordinated responses across the GM Partners as appropriate.

4.4 As set out above, there remains a number of outstanding issues yet to be resolved between Greater Manchester and HS2 Ltd, with the Department for Transport (DfT), over the final HS2 proposals as summarised in the report to GMCA on the 10th September. The proposed GMCA response to the ES consultation will restate these issues. The overarching themes of these issues can be summarised as follows:

- Fully integrated, one-station solutions are needed for Piccadilly and the Airport with seamless integration between international, national, regional, and local transport modes, including accommodation of Metrolink, to support the vision for the 'Bee Network'; an integrated, modern, and accessible transport network.
- Integration of HS2 with Greater Manchester's wider local policy is essential, including regeneration and land use around stations and along the route as set out in the Manchester Piccadilly Strategic Regeneration Framework (SRF) and Local Growth Strategies;
- HS2's access strategy needs to be aligned with local transport strategy such as the 'Right Mix' objective for at least 50% of trips to be made using public transport, walking and cycling, including delivering an appropriate level of highway and parking capacity;
- Appropriate mitigations must be in place to minimise the impact of HS2 on the local environment, carbon emissions and any disruption to local communities;
- Station and rail infrastructure must be of a design and quality appropriate for the setting and acceptable to the Local Planning Authority; and
- Maximising the opportunity to upskill the GM population is essential.
- There is also a requirement to work with government the mechanisms for funding each part of the Growth Strategy package as set out below.

4.5 Further detail on the specific issues at each location is set out in the report to GMCA on the 10th September 2021.

4.6 A detailed review of the ES will also be carried out reviewed by technical disciplines / subject matter experts including, but not limited to, air quality, community, landscape and visual, land quality and traffic and transport. This will consider the extent of the impacts set out in the ES and consider the adequacy of HS2's proposed mitigation measures to inform the GMCA response. Where the mitigation is lacking, our response will point this out and request improvements. The review will also consider the issues raised in the previous WDES consultation response as appropriate.

4.7 **Reasons for Delegated Authority**

4.8 The review of the ES and preparation of the GMCA response is a considerable undertaking. The ES is made up of multiple volumes of technical detail equating to approximately 36,000 pages of information. It is anticipated that these documents will include a significant amount of new information in terms of environmental impacts and proposed mitigation.

4.9 A Delegated Authority is therefore requested in order to maximise the time available to review the detailed information set out in the ES and prepare a robust response on behalf of GMCA within the circa 9 week consultation period.

4.10 If the deadline for submitting the ES response is missed, this would mean that TfGM and GMCA's comments will not be assessed in relation to the HS2 Environmental Statement, and potentially not taken into account during the consideration of the Bill.

5. Recommendations

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

Appendix 1: Initial Stages of the hybrid Bill Process

The initial stages of the Bill process are set out below. Please note that all timeframes are indicative and subject to change.

Activity	From	To	Notes
Deposit Date	24 th January 2022 (Milestone)		<ul style="list-style-type: none"> The Bill is deposited in Parliament and published to enable its contents and associated appendices to be read and commented on.
Environmental Statement consultation period	25 th January 2022	31st March 2022	<ul style="list-style-type: none"> TfGM / GMCA will submit their responses to the Environmental Statement only Each GM Partner will submit their own response GM Partners will collaborate to ensure consistency where appropriate
Second Reading of the Bill	Mid May 2022 at the earliest (Milestone)		<ul style="list-style-type: none"> Commences at least 6 weeks after ES Consultation finishes. The Principle of the Bill is approved by the House of Commons. i.e., need for the railway, location of stations, broad route alignment etc. Formal Petitioning Period is triggered
Formal Petitioning	Mid May 2022	Mid June 2022	<ul style="list-style-type: none"> 25 calendar days period (at least) set at Second Reading Petition must set out all of TfGM's/GMCA's objections to the Bill proposals

Activity	From	To	Notes
Select Committee Hearings	Summer / Autumn 2022 onwards	To be determined	<ul style="list-style-type: none"> • It is not yet known how the Select Committee will order their hearings, e.g., sequentially starting from Crewe end, or on a topic-by-topic basis. • Evidence is presented at this time, usually in the form of presentations at hearings, rather than detailed written submissions