

GREATER MANCHESTER COMBINED AUTHORITY

Date: Friday 29th July 2022

Subject: High Speed Rail (Crewe - Manchester) Bill Update

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

Purpose of Report

To provide an update on the progression of the High Speed Rail (Crewe – Manchester) Bill through Parliament and the preparation of GMCA and TfGM petitions.

Recommendations:

The GMCA is requested to:

1. Note the update on the hybrid Bill and Second Reading.
2. Note that the GMCA and TfGM petitions will be submitted before the end of the petitioning on 4th August 2022.

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Equalities Impact, Carbon and Sustainability Assessment:

There are no direct equalities implications of this report.

Risk Management

There are no direct risks implications of this report.

Legal Considerations

There are no direct legal considerations for this report.

Financial Consequences – Revenue

Opposing the Bill will be managed within agreed TfGM budgets.

Financial Consequences – Capital

Opposing the 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

25th March 2022: High Speed Rail (Crewe – Manchester) Bill, Authorisation for Transport for Greater Manchester to oppose the Bill at Parliament

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/Background

- 1.1 HS2 is the Government's scheme to implement a new high-speed north – south railway, from Manchester to London via Birmingham and Crewe. This is a major national infrastructure proposal that will 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. A further hybrid Bill is proposed to authorise a line from Birmingham to East Midlands Parkway, after the current Bill has received Royal Assent.
- 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 (‘the Golborne Link’). It also covers some provision of other related infrastructure, including new highways layouts and changes to car parking being modified at the two stations, along with Metrolink infrastructure being modified at Piccadilly only.
- 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), which does not include proposals from Manchester to Sheffield and Hull as originally intended. The Bill does not authorise the proposed NPR scheme but does include elements to enable its future delivery without significant disruption to HS2 services.
- 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 Transport for Greater Manchester (TfGM) has been working closely with GM Partners (GMCA, Manchester City Council, Trafford Council, Wigan Council, Tameside Council and Manchester Airport Group) with regard to HS2 Phase 2b. TfGM have also liaised with Salford Council and other neighbouring Authorities including Cheshire East.
- 1.6 Following the deposit of the hybrid Bill, a Public Consultation on the Environmental Statement (ES) took place. GM Partners submitted responses to the ES Consultation on the 31st March 2022.
- 1.7 Reviews of the hybrid Bill confirm that many of the GM Partner concerns with the HS2 proposals remain unresolved. Therefore, GMCA resolved on the 25th March 2022 to oppose the Bill, in accordance with s239 of the Local Government Act 1972. GMCA also gave approval for TfGM to oppose the Bill, in accordance with s.10(1)(xxix) of the Transport Act 1968, on 25th March 2022.
- 1.8 Delegated Authority was granted for the Chief Executive of GMCA and the Chief Executive of TfGM, in consultation with the Mayor of Greater Manchester, to take all such steps as may be incidental, necessary or expedient in connection with GMCA's and TfGM's opposition to the High Speed Rail (Crewe – Manchester) Bill respectively, including all steps required for a petition to be submitted, maintained and if considered appropriate modified or withdrawn (in whole or in part) in the event that any petition points have been resolved satisfactorily with HS2 Ltd and/or DfT in respect of the Bill, and to negotiate and/or seek assurances, undertakings and/or agreements to the Bill as well as to appear at any Select Committee considering the Bill.

2 Second Reading

- 2.1 The Second Reading of the Bill took place on the 20th June. At Second Reading the House of Commons agreed the principle of the Bill and gave instructions to the Select Committee in terms of the Bill and matters on which petitions can be heard. The Second Reading triggered the objection of “petitioning” period.

- 2.2 A petition is a summary of objections to specific items of a Bill, to be heard by a Select Committee of MPs, and can be submitted if petitioners' concerns are not addressed in advance of the Bill's petitioning stage. GMCA/TfGM, along with GM Partners, have instructed Parliamentary Agents and Leading Counsel to act on their behalf in advising on negotiations with the DfT, preparation of any petition and any appearance at Select Committee.
- 2.3 At Second Reading an instruction was given to the Select Committee to remove the Golborne Link from the Bill.
- 2.4 The Government has now published the first Additional Provision (AP1) to make amendments to the Bill in Cheshire, and a separate paper of amendments that it proposes to make to the hybrid bill, removing the Golborne Link.
- 2.5 DfT has also published two Environmental Statements (ES): an AP1 ES, and Supplementary ES1. The AP1 ES sets out the environmental impacts of the additional works contained in AP1. The Supplementary ES1 sets out the impacts of the other changes being proposed by DfT at this stage, which include the removal of the Golborne Link.
- 2.6 GMCA and TfGM will petition against the impacts of the removal of the Golborne Link in their petitions against the main bill. A response to the supplementary ES1 will also be prepared.
- 2.7 It should be noted that the Select Committee was instructed at Second Reading that it shall not hear any petition "to the extent that it relates to whether or not there should be a railway between Hoo Green in Cheshire and a junction with the West Coast Main Line at Bamfurlong".

3 Preparation of the GMCA and TfGM petitions

- 3.1 Each GM Partner is proposing to submit their own petition. TfGM is currently preparing the GMCA and TfGM petitions. TfGM is working closely with the GM Partners to ensure a consistent and co-ordinated approach to shared issues.
- 3.2 The purpose of the petition is to identify all the issues that the Petitioner may wish to raise in Select Committee. The Select Committee will only hear issues that have been raised in the petition and that relate to the Bill only. The petition will also frame the anticipated negotiations with HS2 Ltd.

3.3 As a result, the petition needs to be comprehensive in terms of the issues covered. However, it is not expected to be detailed on each individual issue. The aim is to identify issues with the Bill, the impacts that result and the change requested by the Petitioner to deal with those impacts.

4 Core concerns with the Hybrid Bill

4.1 Notwithstanding TfGM/GMCA's (and GM Partners') overall support for the principle of HS2, there remain several strategic issues within or omitted from the hybrid Bill. As a result, TfGM/GMCA, along with the GM Partners, will need to pursue securing the necessary provisions within the Bill and such assurances, undertakings or agreements from HS2 as are considered appropriate.

4.2 TfGM/GMCA 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 approval to do so being sought in this report.

4.3 At this stage, it is anticipated that the following key issues are included in the TfGM/GMCA petition:

HS2 NPR Piccadilly Station:

- 1) 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.
- 2) TfGM/GMCA 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.
- 3) 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.
- 4) 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.

- 5) There is a need for a multi-modal interchange which provides adequate cycling, bus and coach parking facilities.
- 6) 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.
- 7) The proposed access to a new ramp for Network Rail maintenance, which routes traffic through the Mayfield development, having an unacceptably negative impact.
- 8) 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.
- 9) 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 replacement turnback at Velopark.
 - 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.

10) 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

- 1) 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.
- 2) 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.
- 3) 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.
- 4) 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.

- 5) 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.
- 6) 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

- 1) Construction and operation of the Golborne link is supported. However, as reported above the Golborne Link is to be removed. The impact of removing Golborne Link will be addressed within the petition to the main Bill.
- 2) In the GMCA's view, 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.
- 3) The hybrid Bill does not include the HS2 Northern Chord. This chord, located near High Legh 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/GMCA's position is that passive provision for the Northern Chord should be included within the Bill to provide passenger benefits and improved connectivity should the Golborne Link be re-introduced, or a similar alternative, at a later stage.
- 4) Issues relating to the design of the Golborne link and the need for mitigation measures, for example at Lowton, will be referenced within the petition.
- 5) 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.
- 6) TfGM/GMCA has concerns regarding the number and extent of West Coast Mainline route suspensions to construct the proposals.
- 7) The Code of Construction Practice will require tighter limits to manage elements such as noise, dust and vibration impacts from the scheme.

- 8) Concerns relating to Environmental mitigation.
- 9) Concerns relating to the impact of the Bill for example disapplied legislation, rights over land and land possessions, further high-speed rail clauses etc.

4.4 Other items may also be added as the petition is finalised.

5 Funding

- 5.1 There is a significant funding requirement associated with the development and delivery of the HS2 / NPR Programme in Greater Manchester. This includes the expectation by Government of a significant local contribution to the Airport Station, funding of the proposed Metrolink schemes required as a result of the HS2 / NPR proposals and funding for the wider Growth Strategy interventions to maximise the economic benefits and mitigate the impact of construction.
- 5.2 Work is underway to develop a medium to long term funding strategy for the HS2 Programme in Greater Manchester.