



Economy Scrutiny Committee

Date: Thursday, 21 July 2022

Time: 2.00 pm

Venue: Council Antechamber, Level 2, Town Hall Extension

There will be a private meeting for Committee Members only at 1:45pm on Thursday 21 July 2022 in Room 2006, 2nd Floor, Town Hall Extension

Everyone is welcome to attend this committee meeting.

Access to the Antechamber

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension.

There is no public access from any other entrance.

Filming and broadcast of the meeting

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Membership of the Economy Scrutiny Committee

Councillors - Johns (Chair), Bell, Good, Moran, Noor, Raikes, I Robinson, Shilton Godwin and Taylor

Agenda

1. Urgent Business

To consider any items which the Chair has agreed to have submitted as urgent.

2. Appeals

To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.

3. Interests

To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.

4. Minutes

To approve as a correct record the minutes of the meeting held on 23 June 2022 .

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5. Update on Manchester Active Travel Strategy and Investment Plan

Report of Strategic Director (Growth and Development)

This report provides an update on the production of an Active Travel Strategy and Investment Plan, which aims to create a city-wide, Manchester-specific strategy and network plan for active travel investment and a prioritised pipeline of measures to deliver across the city.

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6. HS2 Update and Petition

Report of the Strategic Director of Growth & Development

This report informs the Executive on the current progress of the High Speed (Crewe – Manchester) Bill (known as ‘HS2 Phase 2b’) in Parliament and outlines the key issues which the Council intend to petition against.

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7. Northern Powerhouse Rail

Report to follow

- 8. Moving Traffic Offences Enforcement** 45 - 56
Report of the Director of Highways

This report outlines proposals to introduce enforcement in Manchester as a result of changes in legislation that allows local authorities to enforce moving traffic offences.

- 9. Overview Report** 57 - 66
Report of the Governance and Scrutiny Support Unit

This report provides the Committee with details of key decisions that fall within the Committee's remit and an update on actions resulting from the Committee's recommendations. The report also includes the Committee's work programme, which the Committee is asked to amend as appropriate and agree.

Information about the Committee

Scrutiny Committees represent the interests of local people about important issues that affect them. They look at how the decisions, policies and services of the Council and other key public agencies impact on the city and its residents. Scrutiny Committees do not take decisions but can make recommendations to decision-makers about how they are delivering the Manchester Strategy, an agreed vision for a better Manchester that is shared by public agencies across the city.

The Economy Scrutiny Committee has responsibility for looking at how the city's economy is growing and how Manchester people are benefiting from the growth.

The Council wants to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson. The Council wants its meetings to be as open as possible but occasionally there will be some confidential business. Brief reasons for confidentiality will be shown on the agenda sheet.

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Smoking is not allowed in Council buildings.

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Further Information

For help, advice and information about this meeting please contact the Committee Officer:

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This agenda was issued on **Wednesday, 13 July 2022** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension, Manchester M60 2LA

Economy Scrutiny Committee

Minutes of the meeting held on 23 June 2022

Present:

Councillor Johns – in the Chair

Councillors Bell, Good, Moran, Noor, Raikes, I Robinson and Taylor

Also present:

Councillor White, Executive Member for Housing and Employment

Councillor Shilton Godwin, Chair of the Environment and Climate Change Scrutiny Committee

ESC/22/21 Minutes

Decision

The minutes of the meeting held on 26 May 2022 were approved as a correct record.

ESC/22/22 Manchester Housing Strategy (2022-2032)

The Committee considered the report of the Interim Director of Housing & Residential Growth that provided an update on the development of the new Manchester Housing Strategy (2022-2032).

Key points and themes in the report included:

- The strategy was the product of an extensive consultation and stakeholder engagement exercise;
- It set an ambitious target to increase housing supply and affordable housing growth in particular;
- The strategy brought together themes from the previous Housing Strategy (2015-21) and the Residential Growth Strategy (2015-25) into a single, holistic document
- The strategy set out a long-term vision which considered how best to deliver the city's housing priorities and objectives, building on progress already made, whilst tackling head on the scale and complexity of the challenges ahead. and
 - Describing the four priorities of the strategy which were to:
 - Increase affordable housing supply and build more new homes for all residents.
 - Work to end homelessness and ensure housing is affordable and accessible to all.
 - Address inequalities and create neighbourhoods where people want to live.
 - Address the sustainability and zero carbon challenges in new and existing housing stock.

Some of the key points that arose from the Committee's discussions were: -

- The Committee fully supported the strategy;
- The Committee endorsed the ambitions and priorities described, particularly in regard to carbon emissions, equalities and affordability;
- Noting the issue of density, due consideration needed to be given to active travel, appropriate provision of bike parking, biodiversity, green space and the emerging evidence in relation to the 'heat island' effect of cities and the impact this had on individuals and the wider contribution to the heating of the planet;
- What was the relationship with Homes England, noting that financial support from them was required;
- The need for continued scrutiny on the delivery of the strategy;
- The request to scrutinise strategies, such as the emerging Local Plan at the development stage so that the Committee could contribute and inform their development;
- How would the Local Plan impact on the Housing Strategy;
- What was the approach to using existing brown field land to deliver housing as part of this strategy;
- The need to engage with local developers;
- If private landlords left the market as a result of increased regulation would the Council or Housing partners purchase properties;
- Noting the impact the Right To Buy policy had on the levels of social housing across the city;
- Noting that there was a need to develop green skills and training in the city to support retrofit activities at scale and the delivery of future housing developments;
- The need to consider wider infrastructure needs, such as the provision of schools and health services when developing housing plans as these were vital to support neighbourhoods and communities; and
- The need for an estate wide approach to retrofitting.

The Executive Member for Housing and Employment welcomed the comments from the Committee and responded to their questions by saying that the Council had a positive relationship with Homes England and dialogue continued with them regarding funding to deliver the ask from Manchester. He stated that he welcomed the continued scrutiny of the delivery of this strategy, and he would discuss this further with the Chair to agree a timetable of reports to the Committee.

The Executive Member for Housing and Employment stated that he fully supported the end of Section 21, no-fault eviction notices and the wider implications of the Renters Reform Bill, adding that if private landlords did leave the market due to increased regulation of the sector all options for securing these properties would be considered, especially larger family homes, adding that the increase of purpose built student accommodation could also release larger properties back into the market. He advised that the impact of both austerity and Section 21 notices had significantly contributed to the number of families living in temporary accommodation in Manchester, and that over the years Manchester had lost over 25,000 properties as a result of the Right To Buy policy. He stated that the Government had not provided funding to replace these lost

homes and called for an immediate end to the policy and strongly opposed any extension to this scheme.

The Executive Member for Housing and Employment informed the Committee that consideration was given to releasing Brownfield land, using Greater Manchester funding to deliver housing and by extension protect greenbelt land. He advised that all opportunities to maximise the use of Council owned land to deliver housing would be considered in partnership with local Housing Providers.

The Executive Member for Housing and Employment advised that the issue of housing was not considered in isolation and the need to deliver wider infrastructure, such as schools, active travel and health services was understood, and that appropriate consideration and planning was given to this. He further stated that he recognised the need for an estate wider approach to retrofitting, noting the issues raised by the Member.

The Strategic Director (Growth and Development) advised that the Housing Strategy would be taken into account when developing the Local Plan, adding that the Local Plan would help deliver the ambitions described within the Housing Strategy, particularly in regard to the zero carbon build standards and modern methods of construction. She further advised that the issue of green skills and training was understood, and work was being developed with local colleges to respond to this, noting that a Retrofit Academy had been established at the Manchester College Openshaw campus. This provided T levels in construction for new learners and those wishing to retrain or re-enter the work force. She advised that the issue of green skills and employment was a key priority for both Manchester and Greater Manchester. The Chair commented that the issue of green skills and employment would be scheduled into the Committee's work programme.

The Interim Director of Housing and Residential Growth advised that the issues raised in relation to bike parking and storage, biodiversity, green space and the 'heat island' effect were discussed with developers and reference was made to the delivery of the Victoria North development and the good practice and models implemented as part of that scheme. He further added that all options for engaging with smaller local developers would be considered.

Decision

The Committee:-

- (1) Support the draft Housing Strategy (2022-2032).
- (2) Agree that the final version of the Housing Strategy (2022-2032) be taken for consideration by the Executive in July 2022.

ESC/22/23 This City: Progress Update

The Committee considered the report of the Strategic Director (Growth and Development) that described that in December 2021, the Executive approved a business case outlining the ambitions and intentions of This City, the Council's wholly owned housing delivery vehicle.

Key points and themes in the report included:

- Providing an introduction, background and core principals that had driven the creation of This City; and
- Providing an update on progress of both strategic and scheme specific activities in advance of a further report being presented to the Council's Executive in September 2022 on the company business plan.

Some of the key points that arose from the Committee's discussions were: -

- Supporting the retention of control of rent setting, management and lettings functions;
- The need to recognise and consider the needs of the changing demographic of those choosing to live in the city centre, particularly families;
- How was Public Realm defined;
- An assurance was sought that the bespoke procurement framework for This City was aligned to the Council's procurement policy, especially in relation to Social Value and carbon reduction;
- Appropriate provisions of bike storage and parking needed to be included in any consideration of the issue of parking;
- Requesting that Business Plan that was scheduled to be submitted to the Executive in September be shared with the Committee; and
- The need to include a clause in tenancy and all terms of occupation to ensure that these properties were retained and not sold into the private rented sector.

The Executive Member for Housing and Employment said that the issue of the changing demographic of the city centre was recognised by advising that Rodney Street, the first This City scheme to be brought forward as part of the housing delivery vehicle included townhouses that were suitable for families. He further advised that Public Realm would be consistent with the Public Realm strategy and consideration was given to walking and cycling and green space. He further confirmed that bike parking had been considered in the Rodney Street scheme.

The Executive Member for Housing and Employment stated that the ambitions and intentions of This City clearly articulated the commitment to address carbon emissions and could be used to influence partners across this city. He further commented that clauses did exist to prevent these properties entering the private rented sector.

The Interim Director of Housing and Residential Growth informed the Committee that information in relation to tenancy management and maintenance would be shared following the meeting. He further commented that he would discuss with the Chair the most appropriate way for how the Business Plan that was scheduled to be submitted to the Executive in September could be shared with the Committee. He also commented that the bespoke procurement framework for This City did align with the Council's procurement policy.

The Strategic Director (Growth and Development) informed the Committee that an asset management plan was being developed to centrally record and understand the nature of all land assets owned by the Council and this data would be used to inform future housing schemes and assist with the auditing of all decision making.

Decision

The Committee notes the report.

ESC/22/24 Final Evaluation of the Crumpsall Selective Licensing Area and Proposed Next Phase of Selective Licensing

The Committee considered the report of the Interim Director of Housing and Residential Growth and Strategic Director (Neighbourhoods) that provided Members with the outcomes of the evaluation of the Crumpsall Selective Licensing (SL) area and to advise Members on the proposed future phases of selective licensing.

Key points and themes in the report included:

- Providing an introduction and background of the schemes, noting that a key theme of the Council's Private Rented Sector Strategy is tackling poor quality management in the Private Rented Sector;
- A description of the implementation of the Crumpsall Scheme;
- An analysis of the property conditions following compliance inspections;
- Information in relation to enforcement activities to address poor property conditions and other related enforcement activity and property management;
- Feedback from Neighbourhood Teams and case studies;
- Information in relation to communications and engagement;
- A summary and lessons learned; and
- Conclusions, noting that the long-term plan was to continue to roll out new phases of SL across the city.

Some of the key points that arose from the Committee's discussions were: -

- Fully supporting the roll out of Selective Licensing;
- Was there evidence of landlords passing on the cost of licensing to their tenants in the form of rent increases;
- Clarification was sought to how exemptions to licensing was determined;

- Noting the positive impact the introduction of Selective Licensing had on strengthening relationships between residents and the Council;
- The schemes improved residents knowledge of their rights as tenants;
- Welcoming the inclusion of real examples within the report and more needed to be done to promote the positive outcomes of these schemes; and
- Could schemes be extended beyond the five year designation.

The Executive Member for Housing and Employment welcomed the Committee's continued support for the further roll out of selective licensing as a tool for improving property standards within the Private Rented Sector. He said that these schemes were an opportunity to engage with both landlords and tenants and had increased tenants' awareness of their rights.

The Executive Member for Housing and Employment stated that it was important to raise awareness of these schemes and every opportunity was taken to do so, particularly when action was taken against rogue landlords. He further added that good practice and learning was shared with other Local Authorities. He stated that appropriate consideration was given to ensure that all publicity, information and advice were provided so as to ensure that all residents, particularly for those for whom English was not their first language were made aware of the schemes.

The Compliance and Enforcement Specialist stated that there was no evidence to suggest that rent increases had occurred as a result of landlords passing on the cost of the licence to their tenants, however this continued to be monitored. She further advised that the list of exemptions from licensing was prescribed in the legislation.

The Interim Director of Housing and Residential Growth stated that the five year designation for a scheme was again prescribed in legislation and consideration had to be given as to how the improvements achieved are sustained.

Decision

The Committee:-

- (1) Note the report
- (2) Endorse the roll out of the Selective Licensing scheme in the eight areas identified within the report.

ESC/22/25 Overview Report

The report of the Governance and Scrutiny Support Unit which contained key decisions within the Committee's remit and responses to previous recommendations was submitted for comment. Members were also invited to agree the Committee's future work programme.

The Chair commented that as there was a report scheduled for the July meeting on the subject of Active Travel the recommendation listed in the recommendations monitor (ESC/22/02 Updates on Sub Strategies of the City Centre Transport Strategy) could be removed.

Decision

The Committee note the report and agree the work programme.

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**Manchester City Council
Report for Information**

Report to: Economy Scrutiny Committee – 21 July 2022

Subject: Update on Manchester Active Travel Strategy and Investment Plan

Report of: Strategic Director (Growth and Development)

Summary

This report provides an update on the production of an Active Travel Strategy and Investment Plan, which aims to create a city-wide, Manchester-specific strategy and network plan for active travel investment and a prioritised pipeline of measures to deliver across the city.

Recommendations

The Committee is recommended to:-

- (1) consider and comment on the report.
 - (2) note that a further report setting out progress will be brought to a future Committee for consideration.
-

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The support and promotion of active travel along with aligned investment in other infrastructure will help reduce transport-related carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Strategy will consider from the earliest point the principles and actions necessary to ensure that it's recommended policies and interventions enable those with protected characteristics to benefit fully from active travel investment and are not disadvantaged by any of the recommendations and implementation of the final report.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Improving active travel and aligning this with investment in other non-car modes across the city will support growth of the economy, contribute to economic recovery, and maximise the city's competitiveness.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Schemes under the Active Travel Strategy and will support the delivery of projects to connect all Manchester residents with high-quality employment opportunities in the city and growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs in Manchester. Improved walking and cycling routes can help residents access jobs and training opportunities, particularly in parts of the city with low car ownership.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Schemes under the Active Travel Strategy and related strategies will enhance the transport network serving the city. Improvements to local walking and cycling routes will facilitate opportunities for communities across the city. Improving city centre and wider connectivity will support inclusive economic growth. An inclusive and accessible active travel network is a key aim of the Active Travel Strategy, and each proposal will be reviewed by our specialist access group.
A liveable and low carbon city: a destination of choice to live, visit, work	The support and promotion of active travel, aligned with other sustainable transport will reduce carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car. Active travel also offers significant leisure opportunities particularly where links can be made to green spaces.
A connected city: world class infrastructure and connectivity to drive growth	World class infrastructure will attract investment and promote a globally successful city. Proposals under the Active Travel Strategy and related strategies will improve transport integration across Manchester, making it easier for people getting into and moving around the city.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The consultant commission to assist with producing the Strategy has been funded by Department for Transport Active Travel Capability Revenue Funding. The funding must be spent by the end of Financial Year 2022/23.

Financial Consequences – Capital

The Strategy will recommend a prioritised pipeline of future capital spending commitments to be funded internally or externally through a variety of government funding streams and other external opportunities. The Strategy will assist in preparing Business Cases and bids to secure this funding.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Greater Manchester Transport Strategy 2040 (2021)
- City Centre Transport Strategy to 2040 (2021)
- Change a Region to Change a Nation – Greater Manchester’s Local Cycling and Walking Investment Plan (2020)
- Made to Move (2017)
- City Centre Cycling Infrastructure Plan (2018)

1.0 Introduction

1.1 This report provides an update on the commissioning and initial stages of production of a Manchester Active Travel Strategy and Investment Plan (MATSIP). The report includes:

- an outline of the proposed vision and objectives for the MATSIP
- overview of the MATSIP work programme planned to develop strategy and investment plans to continue improving walking (which refers to wheelchair and all other pedestrian users) and cycling in Manchester;

2.0 Background

2.1 Active travel (meaning walking and cycling) is an essential element of the Council's vision for a sustainable transport system as part of our wider environmental, economic and social policy objectives. Increasing the modal share of walking and cycling is a key aim of the overarching transport policy framework for Manchester and Greater Manchester (GM), as reflected in the GM2040 Transport Strategy and the Manchester Local Implementation Plan (LIP) which sits under it, the Manchester Local Plan including Places for Everyone and the Core Strategy, other major strategies guiding spatial planning, growth and development such as our Strategic Regeneration Frameworks, the GM Streets for All Strategy, the City Centre Transport Strategy (CCTS) and other Transport for Greater Manchester (TfGM) active travel policy documents including Made to Move and Change a Region to Change a Nation.

2.2 As a city we have been delivering active travel infrastructure over the past several years. The guiding framework for this has been the Bee Network principles, articulated in part through local strategy documents such as the CCTS and the City Centre Cycling Infrastructure Plan (2018). The Bee Network vision is for a walking and cycling network which connects every neighbourhood in Greater Manchester with a plan for routes which will be appropriate for use by an unaccompanied 12-year-old on a cycle, or a person walking with a double buggy. It represents a vision for what is needed, rather than what is possible to deliver. Individual routes within the proposed network may prove impossible to deliver, and alternatives will then need to be found.

2.3 The Council has begun to deliver schemes across Manchester to begin to implement the Bee Network vision. These were detailed in a report to Economy Scrutiny in January 2022. There has been a collaborative approach across several Council services including Highways and Neighbourhoods, supported by the City Centre Growth and Infrastructure Team and TfGM.

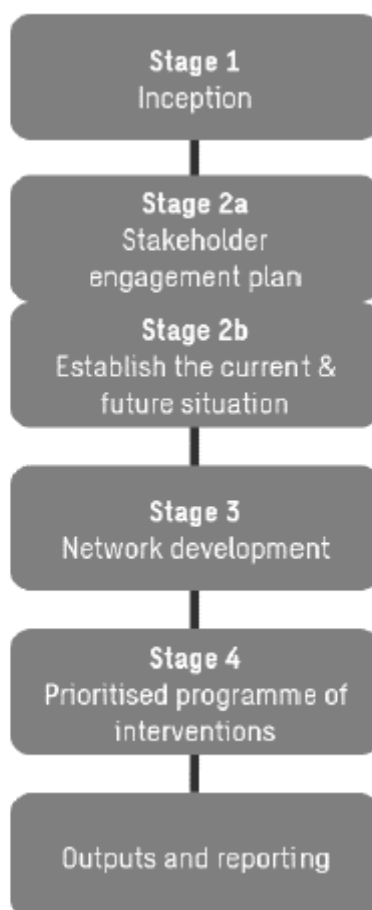
2.4 In order to build on the current programme of investment, there is now a need to ensure that the Council's active travel activities are coordinated and aligned around a Manchester specific central strategy and vision, to demonstrate that we are building a coherent network which supports the Council's wider place-based development and regeneration ambitions and has been informed by

communities and residents across the city, at a local scale. This will be carried out by the Manchester Active Travel Strategy and Investment Plan (MATSSIP).

3.0 Development of a Manchester Active Travel Strategy and Investment Plan

- 3.1 MCC received £325K in revenue funding from the 2021-22 DfT Active Travel Capability Fund to develop our strategy and pipeline of active travel infrastructure and supporting measures.
- 3.2 Some of this funding has been directed to produce the strategy and investment plan for active travel for Manchester. Expert analysis and advice has been commissioned from transport and urban design consultants Sweco.
- 3.3 The strategy and investment plan's objectives are:
- a) articulate the high-level vision for active travel across Manchester
 - b) to support the alignment of Council activities across the city relating to active travel, ensuring that they are coordinated, create modal shift and culture change objectives and are Manchester-specific in that they reflect the land use and spatial structure of the city
 - c) to translate active travel strategic objectives to investable, deliverable schemes and initiatives in Manchester, built from the bottom-up at local level. and ensure that the network enables journeys that match with different kinds of Manchester residents' daily journeys.
 - d) to ensure that the analysis of the network and the proposals for a pipeline of measures places at the centre of its production the needs of people with disabilities, involving the input of the Our Manchester Disabled People's Board and the Council Highways Access Group as key stakeholders.
- 3.4 The strategy and investment plan for Manchester will aim to:
- Draw together and direct our active travel investment plans across the city to ensure they are coordinated with our wider objectives such as zero carbon, inclusive growth and urban regeneration and housing.
 - Align active travel plans to place/neighbourhood-based spatial frameworks, including linking to hubs such as education, community and employment locations, and integrating with place-based regeneration strategies and plans
 - Analyse the gaps in the current network and how they may be filled by a range of infrastructure interventions including segregated cycle lanes, junction improvements, modal filters, crossing improvements, footway infrastructure improvements, wayfinding, signage, and highway and footway maintenance/renewals.
 - Identify gaps in provision of infrastructure and other measures to support a wider range of cycle types for different users (e.g. people with disabilities, families, cargo, commuters, leisure), to inform direction of investment to support active travel across the city.

- Similarly, gaps in provision to enable safe and attractive walking and wheeling such as targeted footway widening, crossings and strategic maintenance.
 - Set out an aspirational investment plan, including different types of investment (including walking and cycling infrastructure, walking routes, activation and behaviour change, low-cost high value neighbourhood level active travel, integration with green infrastructure and roads, cycle parking and end of trip facilities, maintenance considerations, etc.).
 - Design and business case development of a pipeline of schemes which will be identified through the strategy, to enable timely and successful bidding for capital funding from government or other sources when this becomes available.
- 3.5 The MATSIP will cover the whole city, with analysis and the generation of a pipeline of schemes on a broad geographical basis across the city.
- 3.6 The MATSIP will recommend investment priorities and create a pipeline of schemes for the immediate term (1-5 years) and medium term (5-10 years), with a long-term horizon of 2040 to match the GM2040 Strategy and the City Centre Transport Strategy. The pipeline will likely consist of a full range of measures, from lower-cost, local interventions such as crossings and traffic-calming, to more extensive schemes along the lines of the Chorlton and Oxford Road/Wilmslow Road cycleways.
- 3.7 The confirmed programme of resident and stakeholder engagement is being finalised with expert transport and urban design consultants Sweco as the project plan is confirmed, but the plan is to hold five place-based workshops in each area of focus (North, Central, East, South and Wythenshawe) complemented by digital engagement across the city. The aim of the public engagement element of the project is to ensure that Manchester residents, businesses and other stakeholders are empowered to contribute to identifying opportunities for local interventions, ensuring that the overall strategic objectives for active travel can be delivered at a local level in a way that is specific to a wide range of needs and daily journeys. See below for an outline of the stages of the strategy development, which will be expanded on in detail in due course.



3.8 The engagement activities will build on the comprehensive body of consultation responses collected by the Council and TfGM on previous and current schemes in order to avoid consultation fatigue and to recognise that the need to move at pace to deliver on the policy commitments already made to active travel is paramount.

3.9 The timetable for local engagement activities will be published as soon as it can be confirmed. The overall programme timescale is anticipated to be approximately five months, beginning in August and completing in December.

4.0 Recommendations

4.1 The Committee is recommended to consider and comment on the report.

4.2 The Committee is recommended to note that a further report setting out progress will be brought to a future Committee for consideration.

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 21 July 2022
Executive – 22 July 2022

Subject: HS2 Update and Petition

Report of: Strategic Director of Growth & Development

Summary

This report informs the Executive on the current progress of the High Speed (Crewe – Manchester) Bill (known as ‘HS2 Phase 2b’) in Parliament and outlines the key issues which the Council intend to petition against.

Recommendations

The Economy Scrutiny Committee is recommended to:-

- (1) Consider the report and recommendations and to endorse the recommendations as detailed below

The Executive is recommended to:-

- (1) Note the current progress of the High Speed (Crewe - Manchester) hybrid Bill (“the Bill”), as introduced into 24th January 2022 session of Parliament, as detailed in this report.
 - (2) Note the proposed key contents of the City Council’s petition against aspects of the Bill, set out in this report.
 - (3) Note that the Department for Transport is bringing forward ‘Additional Provisions’ to amend the Bill, and that it may be necessary for the Council to petition against the Additional Provisions in addition to petitioning against the Bill.
 - (4) Note the delegated authority approved by Council on 4 March 2022 to the Strategic Director – Growth & Development, in consultation with the Leader and City Solicitor, to take all the steps required for the Council to submit any petition (including petitions against Additional Provisions) and thereafter to maintain and if considered appropriate authorise the withdrawal of any petition points that have been resolved in respect of the Bill, and to negotiate and/or seek assurances/undertaking/agreements to aspects of the Bill.
 - (5) Note that the full petition will be provided to Members following its submission to House of Commons on 4th August 2022.
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Wards Affected:

Ardwick, Ancoats & Beswick, Baguley, Burnage, Didsbury East, Didsbury West, Fallowfield, Levenshulme, Northenden, Piccadilly, Rusholme, and Woodhouse Park.

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

At the national level, whilst there are likely to be additional carbon emissions in the short-term from the construction of HS2, the project is likely to be less carbon intensive than other non-rail alternative transport schemes that would deliver similar transport outcomes. More crucially, high speed rail can encourage a modal shift away from car use, especially where it creates capacity on the conventional railway, to encourage more shorter-distance trips by rail.

In addition, improvements to rail capacity will enable more freight to be transported using rail, reducing the number of journeys by road, and has the potential to reduce demand for domestic flights. The integration of HS2 and NPR and investment in new rail infrastructure also provides opportunities for decarbonisation of rail, across the North.

All these factors are important contributions to acting on the climate change emergency declared by Manchester City Council, helping to reduce carbon emissions in line with policy aspirations to become a zero-carbon city by 2038, supporting the emerging Clean Air Plan for Greater Manchester.

Major investment in both Manchester Piccadilly and Manchester Airport HS2/NPR stations will provide excellent facilities for public transport connections and support the integration of the transport network in Manchester, as part of the wider integration of transport for Greater Manchester and across the North. This would contribute to the city's zero-carbon targets and the planning of sustainable transport infrastructure to support future growth.

All new development around Piccadilly under the Strategic Regeneration Framework is expected to be zero-carbon. Similarly, we expect HS2 Ltd to use sustainable materials and methods of construction, which will not impact on the city's zero-carbon targets - the target for the city to be zero-carbon by 2038 at the latest aligns with the current estimated completion dates for HS2 in 2036-2041. We have challenged DfT/HS2 Ltd on these issues are part of our Environmental Statement response.

We are also challenging HS2 Ltd on proposals for highways layouts and levels of car parking in the city centre. The City Centre Transport Strategy includes the ambition to reduce vehicles in the city centre and increase the use of public transport and active travel modes for travelling around, to and from the city centre. If proposals appear to be contradictory to our local policies and targets on climate change, then we will look to petition against those aspects as part of the parliamentary process.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Council welcomes the commitment of HS2 Ltd to consider equality as part of the assessment for the Proposed Scheme. As detailed in our formal response to the parliamentary consultation on HS2's EqIA, the Council feel there are still a number of issues that could be resolved or improved by HS2 Ltd

The Council will seek to ensure, both through the parliamentary process and working with HS2 Ltd, that equality issues are robustly considered by HS2 Ltd throughout the design and implementation of the Proposed Scheme and ensure that any adverse impacts on Protected Characteristics Groups (PCG's) during construction or operation are avoided or mitigated appropriately, where possible

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England, as proposed by Transport for the North through Northern Powerhouse Rail (NPR) will support business development in the region. The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost the investor confidence in the area.</p> <p>Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport provide major opportunities for stimulating economic growth and regeneration in the surrounding areas.</p>
A highly skilled city: world class and home grown talent sustaining the city's economic success	<p>The high-speed rail network serving the city centre and the Airport, regeneration of the Piccadilly area, will enable and further development around the Airport, and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for residents. As part of the high-speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable residents to access the opportunities created by both the construction of the High-Speed rail infrastructure and from the additional investment and regeneration arising from it.</p>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	<p>The economic growth brought about by high-speed rail, and the regeneration of the Piccadilly area, will help to provide additional job opportunities for residents, as well as improved connections for our communities to jobs in the city centre and beyond.</p> <p>The area will also provide new leisure opportunities, including new areas of public realm, accessible to all members of the public.</p>

<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Manchester Piccadilly Strategic Regeneration Framework (SRF) provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. Providing new, high quality commercial accommodation, new residential accommodation and the public amenities including public realm, retail, and leisure opportunities, will create a desirable location in which to live, work and visit.</p> <p>HS2 will enable the provision of improved public transport, through the capacity released on the classic rail network and, if aligned with Greater Manchester's plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This can encourage more public transport journeys and less reliance on cars. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road.</p> <p>The provision of HS2 and NPR will also support the planned development around Piccadilly and the Airport included within the draft Places for Everyone Framework.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>HS2, together with NPR and the proposed Northern Hub rail schemes, will bring a step change in rail connectivity both across GM and to the rest of the UK. HS2 and NPR will radically enhance north-south and east-west connectivity between the country's major cities, which will increase labour market accessibility, open new markets for trade and stimulate economic growth, as well as better connecting people to job opportunities.</p> <p>The city's plans for Manchester Piccadilly and Manchester Airport Station are to provide world-class transport interchanges that can act as gateways to the city and city region.</p>

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The overall financial and resource implications of reaching agreements and/or petitioning will be the subject of further assessment as matters requiring agreement and associated technical work are better understood. As additional funding requirements become known, resources will be identified and reported for approval in accordance with the Council's financial procedure rules.

Financial Consequences – Capital

None directly from this report.

Legal Considerations

The Council is being supported by Parliamentary Agents through the petition process.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

- Report to Executive 27 June 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Manchester Piccadilly Strategic Regeneration Framework 2018
- HS2 Working Draft Environmental Statement 2018, available at: <https://www.gov.uk/government/collections/hs2-phase-2b-working-draft-environmental-statement>

- Report to Economy Scrutiny 7 November 2018 - HS2 Working Draft Environmental Statement (WDES)
- Report to Executive - 12 December 2018 - HS2 Working Draft Environmental Statement (WDES)
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of the Greater Manchester Combined Authority 2018
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of Manchester City Council 2018
- HS2 Phase 2b Design Refinement Consultation 2019, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-design-refinement-consultation>
- Report to Executive – 11 September 2019 – HS2 Phase 2b Design Refinement Consultation 2019
- HS2 Phase 2b Design Refinement Consultation 2020, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-western-leg-design-refinement-consultation>
- Report to Executive - 9 December 2020 - HS2 Phase 2b Western Leg Design Refinement Consultation Response
- Report to Economic Scrutiny 5 March 2020 - High Speed North (High Speed 2 and Northern Powerhouse Rail) Update
- Report to Economic Scrutiny 10 March 2022 - HS2 Phase 2b Western Leg - Environmental Statement Consultation & hybrid Bill Petitioning Response
- Report to Executive 16 March 2022 - HS2 Phase 2b Western Leg - Environmental Statement Consultation & hybrid Bill Petitioning Response
- HS2 Phase 2b hybrid Bill and related documents: <https://Bills.parliament.uk/Bills/3094>

1.0 Background

- 1.1 High Speed Two (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 a number of phases. 'Phase one' will connect London with Birmingham and the West Midlands. 'Phase 2a' will extend the route from the West Midlands to Crewe. 'Phase 2b' will connect Crewe to Manchester. Phase one received Royal Assent on 23 February 2017 and Phase 2 received Royal Assent on 11 February 2021.
- 1.2 The Bill for HS2 Phase 2b (Crewe – Manchester) was deposited in Parliament by the Department for Transport (DfT) on 24 January 2022.
- 1.3 The Phase 2b Bill would grant the powers and permission for HS2 Ltd to build and operate the railway between Crewe and Manchester.

2.0 HS2 Phase 2b Bill proposals

- 2.1 The Bill for Phase 2b, as currently before Parliament, would secure powers to implement new HS2 stations at Manchester Piccadilly and Manchester Airport, and a railway tunnel from Davenport Green to Ardwick with ventilation shafts at Junction 3A of the M56, Withington Golf Club (Palatine Road), a site near the Christie Hospital (Wilmslow Road), and Fallowfield retail park (Birchfield Road). More specifically the Bill includes powers to:
- build, maintain and operate HS2;
 - compulsorily acquire interests in the land required;
 - sever the existing Ashton line of the Metrolink to enable the construction of HS2's Piccadilly station;
 - Amend the Metrolink network, including the provision of a turnback at New Islington, new track to serve a Piccadilly Central stop and passive provision at the HS2 Airport station (but not a stop or new track);
 - 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, or disapply, existing legislation to facilitate construction and operation of HS2, including Planning, Highways and Environmental legislation.
 - Introduce bespoke consenting regimes to generally replace disapplied legislation with streamlined processes, associated with Planning, Highways and Environmental issues, amongst others.

3.0 Progress of the Bill in Parliament

3.1 The HS2 Phase 2b Bill has now gone through the following stages:

- High Speed Rail (Crewe – Manchester) Bill deposited to Parliament on 24 January 2022.
- Environmental Statement and Equality Impact Assessment Consultation period closed on 31 March 2022.
- Independent Assessors Report regarding consultations published on 6 June 2022.
- Second Reading of the Bill in the House of Commons on 20 June 2022.
- Additional Provision 1 deposited on 6 July 2022 making amendments to the Bill outside the city on the removal of the Golborne Link (a piece of infrastructure connecting HS2 to the West Coast Mainline south of Wigan).

3.2 Environmental Statement Consultation Response

3.3 Reports were submitted to the March meetings of Economy Scrutiny and Executive outlining the Council's response to the consultation on the Bill's Environmental Statement (ES) and Equality Impact Assessment (EqIA), which was submitted to Parliament on 31 March 2022, following Members' approval.

3.4 An Independent Assessor's Report (IAR) on the outcomes of the consultation was published on 6 June 2022. The purpose of the AIR is to provide Parliament and the wider public with a summary of the matters raised against the environmental topics covered in the ES. The independent assessor's role was not to provide a judgement on the validity or otherwise of comments, or suggest actions to address them, but to summarise the main matters raised where substantial concerns have been expressed.

3.5 The report states a total of 6,391 individual responses were received by the public and stakeholders. 5,829 originated from a campaign organised by the Woodland Trust, with a further 562 responses from other parties. The most commonly raised issues related to matters categorised under the environmental themes of traffic and transport, ecology and biodiversity and community.

3.6 The report directly quoted concerns raised by the Council regarding Air Quality, Construction Impacts, Ecology and Biodiversity, Historic Environment, Traffic and Transport. The report highlighted that the Council, amongst other Greater Manchester stakeholders, including Trafford Council and Manchester Airport Group, support the principle of HS2.

3.7 The report stated that Cheshire West and Chester Council, Trafford Council, Manchester City Council, Greater Manchester Combined Authority and Manchester Airport Group, all expressed disappointment at the level of engagement and lack of responses from HS2 Ltd to their concerns and comments on previous consultations and previous environmental information

provided. Several community groups also commented regarding a perceived lack of engagement by HS2 Ltd.

3.8 Second Reading and Select Committee Process

- 3.9 The House of Commons passed the Second Reading of the Bill on 20 June, meaning the Select Committee stage (i.e., petitioning stage) of the parliamentary process has now formally commenced, with a deadline for any petitions to be returned by no later than 5pm on 4 August 2022. In order to be heard by the Select Committee, a petitioner must be considered to be ‘directly and specially’ affected by the proposals in the Bill (The Council is included in this category).
- 3.10 Second Reading is an important milestone for the proposed scheme, as from this point forward, the principle of the Bill is established meaning petitions cannot challenge the “principle” of the proposed scheme (e.g., the need for the scheme, or the provision of the line or stations in the stated location), but only the detail of the proposed scheme.
- 3.11 On 6 July 2022, HS2 Ltd. deposited an Additional Provision (AP) setting out a number of changes to the Bill. There is a further deadline to petition against this AP (9 August 2022), but none of the changes included in the AP are within the city, so it is not yet clear that the Council will need to submit a further petition. HS2 Ltd. have indicated that a second AP will be deposited, making changes within Trafford and the city. The Council may need to petition against that AP. If the Council succeeds in persuading HS2 Ltd. or the Select Committee that changes should be made to the Bill, then further APs may be deposited to implement them.
- 3.12 Petitions against the Bill and any Additional Provisions will all be heard by the same Select Committee.
- 3.13 During the Committee stage, HS2 Ltd would usually seek to negotiate with petitioners and attempt to satisfy their issues, in order to avoid them appearing before the Select Committee. Where a petitioner cannot reach an agreement with HS2 Ltd, the Select Committee will ultimately decide if HS2 Ltd are required to satisfy a petitioner’s requests.
- 3.14 The Select Committee is expected to commence hearing petitioners in early autumn 2022, and the Committee stage is likely to last until the end of 2023. Following this period, the Bill will be further debated in the House of Commons and then the House of Lords, until agreement is reached in both houses. There will also be a Select Committee for the House of Lords, but that Select Committee cannot make changes that extend the scope of the Bill.

4.0 Key Petition Issues

- 4.1 As explained above, any petition against the proposed scheme must be submitted to Parliament on or before 4th August 2022, in order to be considered and heard by the Select Committee. As reported previously, the

Council will submit a petition by this deadline, in line with the approval granted at Full Council on 4 March 2022. The petition needs to be comprehensive as the Select Committee will only consider issues if they are set out in the petition.

- 4.2 The reports to Economy Scrutiny and Executive in March described the issues of concern likely to be included in the Council's petition, and also noted that, due to the size and complexity of the Bill further issues may be identified which may need to be included in the final petition.
- 4.3 This report recaps and updates on the issues set out in the March reports and highlights additional points which have been identified or where there have been changes identified since then, including elements which were also raised within the Council's response to the Environmental Statement. A copy of the full petition will be provided to Members once the submission has been made.
- 4.4 As reported previously, Manchester is continuing to work closely with Greater Manchester (GM) Partners in preparing their respective petitions, as well as with neighbouring authorities, such as Cheshire East on issues of joint concern (e.g., highways impact around Manchester Airport). The Council's petition will be aligned with those of other GM partners, whilst emphasising and highlighting issues of particular concern for the city.
- 4.5 Representation has been made to the Secretary of State for Transport by the CA and GM partners, including the Council, setting out their shared concerns and issues with some of the content of the Bill.
- 4.6 **Manchester Piccadilly Station**
- 4.7 It is imperative that the station to be created at Manchester Piccadilly is a world class, fully integrated transport hub which can actively maximise economic growth and facilitate the regeneration of the eastern side of the city centre.
- 4.8 The surface terminus station proposed for Manchester Piccadilly within the Bill does not deliver the right solution to provide the required level of reliability and resilience to effectively support the wider High-Speed network. Furthermore, it significantly impacts on the delivery of the place-making and economic growth agenda set out in the approved Piccadilly SRF and the GM HS2 / NPR Growth Strategy. The Bill proposes a 'bolt on' of NPR onto the HS2 scheme, as opposed to taking a holistic view of how to best deliver a fully integrated HS2 and NPR solution, considering long term capacity, reliability, connectivity, and future proofing.
- 4.9 In addition, the provision of a NPR route towards Leeds, included within the Integrated Rail Plan, suggest that a significant amount of surface infrastructure will be needed in the Ardwick area to enable the NPR trains to use a surface station. This infrastructure will cause blight and severance to the surrounding communities, as well as leading to a loss of a significant amount of

developable land, impeding future economic growth and provision of jobs. Such infrastructure would not be needed with an underground station.

- 4.10 The Council's petition will object to the planned surface station proposed for Piccadilly Station and will request a fully integrated underground station solution.

4.11 **Gateway House**

- 4.12 The Bill does not include a commitment to remove Gateway House on Station Approach, and the supporting Environmental Statement envisages Gateway House being retained. Retaining Gateway House fails to provide an attractive and fit for purpose entrance sequence for the station and gateway into the city centre, that will meet anticipated increased pedestrian capacity and facilitate the regeneration set out in the Manchester Piccadilly SRF. This failure will create congestion, pressure on the station entrance, an unappealing and low-quality arrival experience, and lack of connection to the rest of the city centre and the Piccadilly SRF area.

- 4.13 We will, therefore, request that the Bill be amended to include the acquisition and demolition of Gateway House and an undertaking provided that the final design of Manchester Piccadilly will include an integrated station and station approach, that delivers a high-quality gateway which is in accordance with the strategic vision for Manchester.

4.14 **Piccadilly Highways Works**

- 4.15 The Bill's proposals of a gyratory junction layout at Pin Mill Brow are too expansive and does not consider local transport and environment, zero carbon and clean air policies, which look to reduce car trips into the city centre, or of the station's city centre location. The junction also takes a considerable amount of land in the SRF area, resulting in a loss of vital development land, and creating a poor local environment. The proposed gyratory will, therefore, result in significant adverse impacts on the regeneration proposals within the city centre. They also fail to provide adequate cycling and walking access.

- 4.16 The Council is also concerned about the quality of traffic modelling that has been undertaken by HS2 Ltd to inform the highway design that is proposed, impacting traffic flows across the city centre.

- 4.17 The Council's petition will, therefore, request that DfT replaces the Bill gyratory design with an alternative which takes up a much smaller land area and so better integrates with the Piccadilly SRF and is more closely aligned to policies aimed at reducing journeys into the city centre by private car, as well as being less of a barrier to pedestrians and cyclist.

4.18 **Parking & Multi Modal Interchange at Piccadilly Station**

- 4.19 The Bill includes two multi storey car parks with a total capacity of approximately 2,000 parking spaces, situated on the proposed Boulevard

included in the Piccadilly SRF. The amount and location of car parking proposed at Manchester Piccadilly is unacceptable to the Council and needs to be appropriate to its city centre location, next to a major transport hub, and in the context of the Piccadilly SRF and wider national and local environmental policies to reduce general traffic and over-reliance on private cars.

- 4.20 Placing two large car parks, comprising over 2,000 spaces in this location will result both in the loss of prime development land, and also detract from the environment, attractiveness, and purpose of the Boulevard, as a key pedestrian-dominated public realm connection and prime business address, as well as unnecessarily encouraging car trips.
- 4.21 The Council's petition will request that parking numbers are considerably reduced (ideally providing spaces for essential rail operation uses and accessible parking only); that parking is moved to a different location; and that HS2 Ltd work with the Council and other GM partners to find an acceptable solution which promotes a positive move to public transport and other sustainable transport modes.
- 4.22 We will also be requesting that HS2 Ltd work collaboratively with Council and GM Partners to provide a "multi modal interchange" adjacent to the HS2 station, providing a bus/coach facility, that can enable easy switching between bus, heavy rail and Metrolink transport.
- 4.23 **Network Rail Maintenance Ramp**
- 4.24 The Bill proposes the relocation of the current ramp used by Network Rail to access the viaduct at Piccadilly Station for maintenance and catering. The Council have significant concerns about the proposed vehicle route to the new access ramp, as set out in the Bill, which routes vehicles through an area of the Mayfield development. This area is not suitable for road vehicles and significantly compromises the development by routing heavy duty traffic through the area. The proposals will detract from the ability to secure and retain business in the area, and consequently the ability to deliver the growth and jobs outcomes.
- 4.25 The Council's petition will request that HS2 work with the Council, the Mayfield Partnership and TfGM to develop an alternative, locally acceptable route for the Network Rail ramp, that minimises adverse impacts on one of the city's most significant growth and regeneration areas.
- 4.26 **Relocation of North Block Services**
- 4.27 To construct the new HS2 station, it is necessary to demolish and relocate an office block which is situated next to Gateway House, "North Block". The proposal within the Bill is to build a replacement facility over the Network Rail "relay room", which is due to be moved/removed by c.2045. The Council are concerned that this proposal may prevent the removal of the relay room, to facilitate the future development of an eastern entrance to the station, which would provide a more effective route into the station complex from the east,

allowing better integration with the existing station access bridge. The current proposed access arrangements are unacceptable in terms of wayfinding, customer experience and walking distances.

- 4.28 The Council's petition will request that HS2 Ltd work with the Council and TfGM to develop a design for a relocated North Block building that safeguards the construction of an Eastern access at future date, and provide a legible, attractive and efficient route from the East.
- 4.29 **Metrolink at Manchester Piccadilly**
- 4.30 The Bill includes a new sub surface Metrolink Piccadilly stop, "future proofing" a proposed Piccadilly Central stop (within the Piccadilly SRF area), a concourse shared between transport modes and other supporting infrastructure. The Council are in full support of the relocation and enhancement of the Metrolink stop at Piccadilly and the provision of a new Manchester Central stop. However, we are concerned that the current proposals do not fully integrate Metrolink with the high-speed and classic rail services or provide adequate future-proofing.
- 4.31 The Bill only provides "passive provision" for future construction of the Piccadilly Central stop. We believe that the Bill should provide the powers to enable the full delivery of Piccadilly Central. We also require a commitment that HS2 Ltd will open the new Metrolink Piccadilly stop prior to the opening of the HS2 station. These actions are needed to ensure connections from the SRF and Mayfield areas, and the rest of the city, are provided from the opening of the high speed station.
- 4.32 The Council is also concerned that the bus replacement service to be provided during the construction of new Metrolink infrastructure is inadequate, will impact on congestion and air quality, and will not meet the needs of the travelling public.
- 4.33 HS2 Ltd will be requested to revise their proposals to address these concerns.
- 4.34 The Bill proposals include the full closure of the Ashton Line for a period of approximately 2 years, with a replacement bus service. This level of disruption is totally unacceptable to The Council and GM partners and will significantly impact on communities and businesses in East Manchester, as well as events at the Etihad Campus and Coop Live Arena. The provision of a new Metrolink depot at new depot at Ashton Moss could enable the Ashton line to remain open throughout the construction of HS2.
- 4.35 The Council opposes the location of the tram turnback at New Islington as it impacts on the adjacent "Electric Park" development at Pollard Street, resulting in potential delays to the project and loss of jobs. We believe that the turnback facility should instead be located at the Velopark tram stop, which would both avoid the impact on Pollard Street and provide the potential opportunity for additional future services to be run to serve the Etihad Campus and Coop Live Arena.

- 4.36 The Council's petition will request that the turnback is located at Velopark, rather than New Islington, and that a new depot is provided at Ashton Moss to enable the Ashton Line to remain open during HS2's construction and minimise disruption to Metrolink services and passengers.
- 4.37 **Ardwick NPR Viaduct**
- 4.38 As part of the Bill, HS2 are providing passive provision for NPR connections to Leeds in the Ardwick area. HS2 are proposing to build an embankment and a box structure over the HS2 cutting to achieve this. There is a section of viaduct that connects the two pieces of infrastructure that HS2 Ltd are not proposing to build as part of the HS2 scheme, but which instead will be constructed as part of the NPR scheme to Leeds, after the construction of HS2 is completed. This will mean unnecessary and prolonged disruption and blight in this area of Ardwick, as well as being more costly. In addition, by proposing the NPR connections in the location, and with the alignment that they have, also consequently fixed the route of NPR itself – given the limited ability to change the gradient or curve of a high speed line. This means that additional viaducts will be needed in the Ardwick area to construct NPR.
- 4.39 The Council will petition to request that this missing piece of infrastructure should be included within the Bill scheme and that blight in Ardwick is minimised.
- 4.40 **Issues with the Manchester Tunnel: Ventilation Shafts & South Tunnel Portal**
- 4.41 The proposal in the Bill to locate a ventilation shaft immediately adjacent to Birchfields Primary School, on part of the Fallowfield Retail Park is unacceptable. It will have a significant impact on both the primary school and the nearby MEA Central Academy School, particularly during construction; it would remove local retail facilities; and cause job losses through the impacts on the retail park. It will also remove the 'Park & Stride' scheme for the school, which helps to improve children's safety. The Council have previously suggested 4 alternative locations for the ventilation shaft in the immediate area, which we do not believe have been adequately considered by HS2 Ltd. The Council's petition will request that the Bill be amended to relocate this ventilation shaft to another location, as previously suggested, preferably at the site of the University of Manchester Armitage Sports Centre.
- 4.42 The proposal to locate a ventilation shaft and associated headhouse at Palatine Road, on Withington Golf Club, is a major concern for the Council. The location is within a flood zone and the Council are concerned that flooding could cause safety issues both during construction and operation of the railway. The Council's petition will seek to ensure that HS2 Ltd properly mitigates these issues.
- 4.43 The proposal to locate a ventilation shaft and associated headhouse at Chancellors Lane/Wilmslow Road, which is currently used for car parking by

the Christie Hospital (known as 'Car Park D'), is a concern for the Council. The location is in close proximity to residential properties and would also displace car parking spaces for the hospital. The Council will seek, through its petition, to ensure HS2 Ltd address these concerns robustly through appropriate mitigation of construction impacts and impacts on the hospital's operation (both in terms of car parking loss and environmental effects on hospital users including patients).

- 4.44 The final designs of the ventilation shafts and headhouses need to respond sensitively to the local environment; and fully mitigate any impact on residents and business during constructions. The Council will seek to gain appropriate undertakings and assurances on these design matters from HS2 Ltd
- 4.45 In the Bill, the HS2/NPR Airport station forecourt would be raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement, i.e., a change from 'deep cutting' to 'shallow cutting'. There is concern that residents in the Newall Green area of Manchester will be impacted by the raised alignment as this community sits just above the tunnel portal entrance, with potential for a greater impact from the noise of HS2 trains entering and leaving the tunnel, as well as its proximity to the construction site. The Council's petition will request that HS2 Ltd give an undertaking to fully mitigate these impacts, including further engagement to agree the mitigation for noise impacts near the tunnel portal.
- 4.46 **Manchester Airport Station**
- 4.47 Manchester Airport plays a pivotal role in providing access to international markets from the North of England and is central to delivering the levelling up agenda and post COVID-19 economic recovery. HS2, NPR and Metrolink connectivity at Manchester Airport will require fully integrated station solutions. The design of the HS2 Airport Station also needs to be fully integrated with local development plans and existing planning policies, including Places for Everyone, ensuring proper connections to the surrounding development areas included within this plan.
- 4.48 **Metrolink at Manchester Airport**
- 4.49 The Bill proposals sever TfGM's existing Metrolink powers to operate and maintain a Metrolink route that connects to the HS2/NPR Manchester Airport Station. The Bill includes provision for an isolated Metrolink stop above the high-speed station without providing the necessary replacement powers to connect to the wider network. This is a totally inadequate and unacceptable approach which needs to be rectified through the Bill process.
- 4.50 Furthermore, the Bill proposes access to Manchester Airport from the HS2 station by a shuttle bus. These shuttle buses will add congestion to an already congested highway network. This does not align with local policy.
- 4.51 The Council's petition requests that the Bill is amended to include sufficient powers for the construction, operation, and maintenance of a Metrolink route

that connects to the Airport high speed station. These powers should also be sufficient to enable TfGM to construct a turnout immediately to the west of the high-speed station for its proposed tram-train extension to the southwest.

- 4.52 A further issue is caused by the shallow cut station design, which 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. The petition further specifies that any increase in costs to the Metrolink scheme and mitigation will be covered by the DfT.
- 4.53 **Highways Issues at Manchester Airport**
- 4.54 The Council and GM Partners do not believe the proposed highway access between the HS2 Airport station and Junction 6 of the M56 will accommodate future demand relating to the Strategic Road Network as a result of HS2, NPR and committed local developments, or that HS2 Ltd. have carried out appropriate traffic modelling to determine the full level of demand.
- 4.55 It is evident that significant changes are needed to the highway works in this location, and that this needs to be planned in a holistic, rather than piecemeal way to avoid prolonged disruption and a sub-optimum outcome that will not be the best use of public money. The Council's petition will request that HS2 Ltd work collaboratively with The Council, GM Partners and National Highways to deliver a holistic solution to the cumulative highway impacts in the Airport area.
- 4.56 The proposed highways scheme also fails to provide adequate cycling facilities, in line with current standards. We will request that the proposals are redesigned to include cycling facilities in accordance with current best practice.
- 4.57 The Council is further concerned about the fact that the local highway network will be used by a high number of HGVs per day during construction. This will have significant adverse impacts on the Airport, the local economy, residents, the highway network, and the environment. HS2 Ltd will be requested to work with The Council to design and deliver appropriate mitigation where significant impacts are predicted.
- 4.58 The Council and GM partners have previously requested that HS2 Ltd consider options to use rail to move a proportion of materials required to construct the Airport station and tunnel portal, to reduce the level of road-based construction traffic. The Council's petition will request that a conveyor/ railhead system is used to dispose of construction spoil and transport materials to site, and that a full environmental appraisal of the impacts is carried out. This assessment should consider the impact on residents and maximises the legacy opportunities from the temporary rail links needed for the construction material.

4.59 Further information will also be requested on how vehicle parking numbers have been determined, to ensure the right level of provision at the Airport Station, which also considers the impact on congestion and zero-carbon policies, and policies to encourage travel by public transport and active modes.

4.60 **Route Wide Issues**

4.61 Many of the direct and indirect impacts of the proposed scheme will affect multiple locations. Where an issue affects multiple locations, or even the entire route, these are generally referred to as 'route wide effects'.

4.62 **Environmental Impacts**

4.63 Each environmental effect of the proposed scheme often overlaps with many other specific environmental topics, such as air quality, health and traffic and transport and the Council will seek to ensure that these multifaceted and complex environmental effects and issues are holistically considered and robustly dealt with by HS2 Ltd, through the petitioning process. Notwithstanding this overarching approach, the detail of some of the specific environmental topics are highlighted below.

4.64 **Air Quality**

4.65 The construction and operation of the railway will have significant air quality impacts in Manchester at several locations along the route. The construction impacts, including HGV movements, are of particular concern to the Council and these impacts will directly affect the health of our residents, communities and potentially unduly impact vulnerable groups. The Council will seek to exhaust all options and possibilities to avoid, or mitigate, these adverse impacts. For example, we will be seeking that HS2 Ltd maximise the movement of construction spoil by rail to reduce HGV movements in communities.

4.66 **Community**

4.67 The current proposed scheme will impact or demolish at least 79 Commercial, 19 Residential and 35 other types of properties in Manchester including a number of important community services and buildings between Ardwick and Piccadilly. The Council would seek to ensure that HS2 Ltd directly engage and work positively with residents and businesses affected. Where community assets and services are adversely affected, the Council will seek direct compensation or mitigation for affected local communities.

4.68 Further, The Council is concerned that HS2 Ltd and its contractors may not effectively and sufficiently engage and communicate with local residents, communities and business throughout detailed development stages and construction of the proposed scheme. It is vital that those affected by the proposed scheme are directly and meaningfully engaged by HS2 Ltd and its

contractors. Through the petitioning process, we will seek appropriate undertakings and assurances from HS2 Ltd to ensure this.

4.69 Ecology & Biodiversity

4.70 The Council has strong concerns regarding the route wide and local adverse impacts of the proposed scheme on ecology and biodiversity. We believe that HS2 Ltd have not sufficiently assessed the impacts of the proposed scheme at this stage and, therefore, the Council cannot accept that the limited mitigations proposed in the Environmental Statement are sufficient. HS2 Ltd have identified adverse impacts on several green and blue assets, including wildlife, in Manchester. The Council will seek to ensure proper and full assessments are undertaken and appropriate mitigations, mutually agreed with the Council, are fully implemented by HS2 Ltd.

4.71 Historic Environment

4.72 The Council has concerns regarding the impacts of the proposed scheme on several designated heritage assets, including Piccadilly Station (which is Grade II listed), and non-designated heritage assets in the wider Piccadilly & Ardwick areas. We will seek appropriate undertakings & assurances to ensure these impacts are properly understood and mitigated, where possible.

4.73 Health

4.74 As highlighted above, the proposed scheme would demolish facilities, including recreational facilities affecting the ability to participate in specific physical activity, and health services which would adversely impact local communities. The Council will request appropriate mitigation measures to compensate the loss of these services to the local communities affected, through petitioning.

4.75 As previously noted, the construction of the proposed scheme will have impacts on air quality during construction, and thereby health of local communities in Manchester. The Council will seek through its petition to ensure these impacts are avoided or mitigated, where possible.

4.76 Major Accidents & Natural Disasters

4.77 Due to the significant scale of the proposed scheme, there is a significant risk of major accidents occurring both during construction and operation, and the Council will seek assurances that HS2 Ltd assessments and mitigation measures for such risks are robust and in place before the main construction works commence in Manchester.

4.78 Socio Economic

4.79 The proposed scheme will inevitably mean that some existing businesses are displaced, and this may result in some businesses ceasing to exist. The

Council will request that HS2 Ltd actively assist affected businesses to relocate in Manchester and minimise their disruption.

- 4.80 HS2 Ltd will employ significant numbers of people, either directly or indirectly, during construction. The Council is concerned that not enough local labour would be employed, which would increase the adverse effects of other environmental issues, such as air quality. We will seek to ensure that HS2 Ltd commit to local employment initiatives.

4.81 Sound Noise & Vibration

- 4.82 The construction and operation of the proposed scheme would cause significant impacts to residents and communities in Manchester. Impacts have been identified by HS2 Ltd at certain locations/premises, but the Council are concerned that HS2 Ltd may not have identified all adverse impacts or, where impacts are expected, proposed appropriate mitigation measures. Specific impacts have been identified at residential premises along the route and potential vibration impacts at locations like the Christie Hospital need to be better understood.

- 4.83 The Council will seek to ensure the design of the proposed scheme seeks to avoid or minimise these impacts, alongside appropriate mitigation, where possible, through its petition.

4.84 Traffic & Transport

- 4.85 The Council is concerned that there would be significant route wide highways impacts identified during construction and operation of the railway, which would adversely impact residential neighbourhoods, communities and businesses. There are a number of layers to traffic and transport issues, which overlap with other environmental areas, such as air quality and health, and the Council will seek to ensure a holistic approach. Through the petitioning process, the Council will look to gain undertakings & assurances from HS2 Ltd to ensure proper mitigation and management of these issues throughout Manchester.

- 4.86 The Council have strong concerns regarding the impacts of the proposed scheme on delivering the GM 2040 transport strategy, which aims to shift modes of travel towards active modes and contribute to achieving our climate change targets. The construction and operation impact of the railway will also cause disruption for public transport modes including Metrolink and bus services. The Council will request undertakings and assurances from HS2 Ltd to ensure adverse impacts are appropriately mitigated and that the Council can deliver its local policies regarding transport, where possible.

4.87 Water Resources and Flood Risk

- 4.88 The proposed scheme will interact, or cross, a number of water courses in Manchester. The Council is strongly concerned, as stated above, about the impact of flooding on the proposed Palatine Road vent shaft, which is located

in a flood zone. We will seek to ensure any proposals appropriately consider and mitigate the potential adverse effects of flooding.

4.89 **Other Petitioning Issues**

4.90 **Design of the proposed scheme**

4.91 Due to the nature of the Parliamentary process, almost all detailed design of the physical infrastructure, such as the Stations, Viaducts and Headhouses are developed after the parliamentary process (after Royal Assent). While mechanisms would exist in the legislation for the Council to have limited control over the design of these features through the Bill, we will seek to ensure that HS2 Ltd give appropriate undertakings and assurances regarding the quality of these designs and involve the Council at an early stage in the approval process, to ensure a high quality scheme is developed and implemented in Manchester.

4.92 **Utilities**

4.93 The Council has strong concerns regarding the impact of identified utilities works in Manchester (which are likely to commence a number of years before the main works). The works are likely to cause disruption to residents, communities, businesses and highways. The Council will look to secure undertakings and assurances from HS2 Ltd to ensure these impacts are avoided or minimised through appropriate mitigation, where possible.

4.94 **Permanent & Temporary Land Take**

4.95 The implementation of the railway will require several substantial construction compounds throughout Manchester, focused on surface level infrastructure such as Piccadilly Station, tunnel portals and the vent shafts. Much of this land will not be required after construction and the Council will seek to ensure that land is returned expeditiously for redevelopment to ensure regeneration opportunities are not unduly delayed.

4.96 **Golborne Link**

4.97 The Golborne link is a piece of rail infrastructure that connects HS2 north of Crewe to the West Coast Mainline south of Wigan at Golborne. The construction of the Golborne link would free up capacity for additional local rail and freight services, as well as providing additional high speed connections to the North and Scotland.

4.98 During the 2nd reading of the Bill the government instructed the removal of the Golborne link from the Bill, and the AP covering its removal has now been made (see para xx). The Select Committee are not to hear petitions requesting that it be re-instated. The Additional Provision will amend the Bill with additional assessments and plans and the Council will have the opportunity to respond to a Supplementary Environment Statement (SES) consultation, on the impact of removing the Link.

4.99 The government are currently commissioning a piece of work to look at Golborne link alternatives, which was a recommendation from the Union Connectivity review. We will continue to lobby government for a connection, which provides equivalent local capacity benefits as the Golborne Link.

4.100 **Impact on the West Coast Main Line (WCML)**

4.101 The Bill documents refer to over 60 potential weekend closures on different parts of the existing WCML during the construction of the HS2 Crewe-Manchester line. We believe that this will cause unacceptable disruption to passengers (over a 9 year period), especially given the trend for increased leisure rail travel following the Covid-19 pandemic. The Council's petition will seek further information on this and request that alternative options are looked at to minimise the disruption on rail passengers.

4.102 It is anticipated that the removal of the Golborne link will significantly reduce the amount of weekend closures identified in the Bill, as the majority of these closures were related to the Golborne link connecting North of Crewe and South of Wigan. We will examine the information in the SES which accompanies the Additional Provision and respond accordingly.

5.0 **Next Steps**

5.1 The Council will complete the petition and submit it to the House of Commons by the deadline of 4th August. We will work with GM Partners to ensure that the Council's petition aligns with those of our partner organisations.

5.2 The Council is reviewing the first Additional Provision to identify whether it should also submit a petition on that.

5.3 Following submission, we will prepare to appear before the Select Committee to represent and protect the interests of the Council, our residents, communities and businesses, and ensure the best scheme for the city, the North of England and the UK.

5.4 We expect that HS2 Ltd will look to negotiate with us during the petitioning process, and we will seek satisfactory agreements, undertakings and assurances with them to remedy our concerns and issues regarding the proposed scheme.

6.0 **Recommendations**

6.1 The Economy Scrutiny Committee is recommended to:-

(1) Consider the report and recommendations and to endorse the recommendations as detailed below

6.2 The Executive is recommended to:-

- (1) Note the current progress of the High Speed (Crewe - Manchester) hybrid Bill (“the Bill”), as introduced into 24th January 2022 session of Parliament, as detailed in this report.
- (2) Note the proposed key contents of the City Council’s petition against aspects of the Bill, set out in this report.
- (3) Note that the Department for Transport is bringing forward ‘Additional Provisions’ to amend the Bill, and that it may be necessary for the Council to petition against the Additional Provisions in addition to petitioning against the Bill.
- (4) Note the delegated authority approved by Council on 4 March 2022 to the Strategic Director – Growth & Development, in consultation with the Leader and City Solicitor, to take all the steps required for the Council to submit any petition (including petitions against Additional Provisions) and thereafter to maintain and if considered appropriate authorise the withdrawal of any petition points that have been resolved in respect of the Bill, and to negotiate and/or seek assurances/undertaking/agreements to aspects of the Bill.
- (5) Note that the full petition will be provided to Members following its submission to House of Commons on 4th August 2022.

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**Manchester City Council
Report for Information**

Report to: Economy Scrutiny Committee – 21 July 2022

Subject: Moving Traffic Offences and Enforcement

Report of: Director of Highways

Summary

The enforcement of moving traffic offences will reduce road congestion, improve journey times for public transport and emergency service vehicles and improve air quality, through a reduction in transport related emissions contributing to carbon net zero targets. Enforcement will begin at 5 sites that have been selected following an assessment of 15 sites identified by GMP, TfGM and the MCC Neighbourhood teams. Further enforcement locations can subsequently be introduced should there be issues with drivers committing offences. Consideration is being given to the practicality of enforcing parking offences around schools as a likely future development.

Recommendations

That the Economy Scrutiny Committee is recommended to consider and comment on the proposal to begin to enforce moving traffic offences to support public transport and reduce road congestion.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The proposal seeks to support public transport and reduce congestion which will potentially have a positive impact on air quality at the enforcement locations

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

An assessment has been undertaken for the proposal in general. In summary no negative impacts were identified as a result of this proposal. Positive impacts were identified in terms of reducing congestion, promoting active and public transport travel, improving air quality and supporting local transport policies.

It is important to note that sites for Part 6 enforcement will be selected and enforced against the existing Traffic Regulation Orders and maintain the existing exemptions (where they apply) for those with a right of access/exemption. It is only the style of enforcement is changing, not the restriction itself. Therefore, there are not considered to be any new implications as a result of this decision.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Supporting public transport in the city centre helps economic opportunities
A highly skilled city: world class and home grown talent sustaining the city's economic success	The economic success of the city is supported by having an efficient public transport system
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Having a more reliable public transport system helps accessibility for all communities
A liveable and low carbon city: a destination of choice to live, visit, work	Reducing congestion potentially improves air quality
A connected city: world class infrastructure and connectivity to drive growth	Having an improved public transport service is part of having world class infrastructure

Equal Opportunities Policy Consequences

None

Risk Management Consequences

See the risk section in the report

Financial Consequences – Revenue & Capital

Funding the work required for to establish the proposals and review sites etc and associated delivery commitments has come from the Parking reserve (to a maximum of £100k).

Full financial implications will only be known once the Council has undertaken the procurement exercise for the contracts necessary to provide the CCTV cameras to implement this proposal. However, because decriminalising moving traffic offences is irreversible indicative costs have been provided. The cost of set up for five sites is estimated to be around £190k including camera's and lines/signs with operational costs of around £146k annually.

Set up costs are being funded from the Parking reserves with operational costs likely to be offset by income from penalty charge notices. In the unlikely event that operating costs exceed income then the operational costs would be offset from the Parking reserve.

Legal Implications

The following Regulations came into effect on 31 May 2022;

- The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022
- The Civil Enforcement of Road Traffic Contraventions (Representations and Appeals) (England) Regulations 2022

These provide a single framework for the civil enforcement by local authorities of parking and waiting restrictions, bus lane restrictions and some moving traffic offences.

Under Part 8 of the Traffic Management Act 2004 local authorities with existing civil parking enforcement powers may be granted moving traffic enforcement powers. The area covered by a moving traffic Designation Order may only be within, or co-extensive with, the geographic area already designated as a civil enforcement area for parking contraventions.

If a decision is made to implement these proposals it should not give rise to any legal implications as the Council only seeks approval for designation of the moving traffic enforcement powers within the existing civil enforcement area.

The surplus income from any penalty charge payments received from bus lane or any moving traffic enforcement must only be used in accordance with regulation 31 of The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022.

Contact Officers:

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Name: Kevin Gillham
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Telephone: 07775 791002
E-mail: kevin.gillham@manchester.gov.uk

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

1.0 Introduction

- 1.1 This report has been written as a result of changes in legislation that allows local authorities to enforce moving traffic offences. Such offences as blocking yellow boxes cause considerable delays to public transport and create congestion. Dealing with inconsiderate driving will support public transport (especially Metrolink) and potentially improve air quality. This report outlines the proposals to introduce enforcement in Manchester.

2.0 Background

- 2.1 The Government has committed to make the moving traffic enforcement powers, under Part 6 of the Traffic Management Act (TMA) 2004, available to local authorities outside London. The regulations giving effect to these powers were laid in Parliament on 27th January and came into effect on 31 May 2022. In making these powers available, the legislative opportunity has also been taken to consolidate, under the 2004 Act, the existing civil enforcement regimes for bus lane contraventions (outside London currently under 2005 regulations made under the Transport Act 2000) together with parking contraventions (England-wide currently under 2007 regulations made under the 2004 Act).
- 2.2 These powers enable the Manchester City Council as the highway authority to enforce certain moving vehicle offences such as no entry, yellow boxes, banned turns, traffic restrictions and environmental weight limits. Full details of what these specific restrictions are can be found at Appendix 1.
- 2.3 A Designation Order issued by the Secretary of State for Transport will apply within the existing civil enforcement area and will allow for the enforcement of moving traffic offences by the Council. Its purpose is to enable authorities to manage specific problem areas through Automatic Number Plate Recognition camera enforcement (similar to the bus lanes) with the fines being retained by the authority to cover the maintenance and management and enforcement costs.

3.0 Benefits of Enforcement

- 3.1 The list of benefits of enforcement of moving traffic offences include:
- Improved road safety including pedestrian and cyclist safety, supporting modal shift to sustainable transport options
 - Reduced highway congestion
 - Improved journey times for public transport and emergency service vehicles
 - Improved air quality, reduction in transport related emissions contributing to carbon net zero targets
 - Reallocation and saving of police time

4.0 Changes in Enforcement Powers

- 4.1 The Traffic Management Act Part 6 now permits local authorities to take on civil enforcement of certain moving traffic and parking contraventions by decriminalising the offences. This in effect allows the transfer of enforcement responsibility from the Police to the Council for certain offences. It includes enforcement of yellow box junctions, and restrictions on direction of travel and turning movements. They do not include speeding offences, red light violations and cycling on the pavement which remain a matter for the Police.
- 4.2 Enforcement by CCTV cameras has proven to improve levels of compliance with road traffic regulations, reducing congestion and improving road safety.

5.0 Initial Implementation Programme

- 5.1 The current outline programme is:-
- Key Decision published – 1 July 2022
 - Economy Scrutiny 21 July 2022
 - Consider scrutiny committee comments - 22 July to 29 July 2022
 - Executive Report – 14 September 2022
 - Consultation – minimum 6 week period at a time – September/October/November
 - Apply for powers to DfT – September 2022
 - Consideration of any objections – 2 weeks - November
 - Gain DfT approval – December 2022
 - Implementation of 5 sites – January 2023 (warning letters initially)
 - Review and consult with Exec member about any extension of enforcement – Summer 2023

6.0 Initial Trial Site Selection

- 6.1 An initial list of 15 possible enforcement sites was identified based on suggested problem areas suggested by TfGM, the Neighbourhoods team and GMP. To ensure that the sites prioritised for enforcement are focused on the above benefits a shortlisting criterion was developed that weighed scores at each site based on a series of questions focusing on:-
- key routes – priority weighting is given to locations on the Key Route Network
 - traffic flows – the greater the traffic flows the greater the weighting given
 - accident data – priority was given to sites having the worst accident record to support road safety benefits
 - public transport routes – locations on a public transport route were prioritised
 - bee network routes – these locations were priorities for cyclist safety reasons
 - proximity to schools – these locations were weighted more to support road safety of children

- 6.2 An assessment of the potential trial sites was undertaken using the priority scoring process and the sites below had the greatest weighted scores:
- (1) Stockport Road – Box junction/no right turn
 - (2) Cheetham Hill Road / Elizabeth Street. (Near Manchester Fort, near the Lidl) – no right turn
 - (3) Ashton Old Road – Chancellor Lane – Fairfield Street (Pin Mill Brow) – yellow box
 - (4) Princess Parkway – Palatine Road – Yellow box
 - (5) Great Ancoats Street – Oldham Road – Oldham Street – Yellow box
- 6.3 As part of the process surveys have been carried out and the site conditions and any TROs have been checked for compliance.
- 6.4 Engagement with ward Members covering the trial sites and with any other members have a particular interest in this matter will be carried out as part of the programme. There will also be engagement with other stakeholders as well as further discussions with GMP. Following on from this the designation order application will be submitted, and implementation of camera infrastructure and back office processes will begin.

7.0 Consultation

- 7.1 Before applying for a Designation Order to grant to Manchester City Council powers under part 6 of the Traffic Management Act to undertake the enforcement of Highway Moving Traffic Offences the Council must confirm to the Secretary of State that it has:
- a) Consulted the appropriate Chief Officer of Police;
 - b) Carried out a minimum six-week public consultation on the detail of planned civil enforcement of moving traffic contraventions (rather than whether people agree with the principle of moving traffic enforcement), including the types of restrictions to be enforced and the location(s) in question. This is intended to communicate the rationale for, and benefits of, moving traffic enforcement to residents and businesses, and allow them the opportunity to raise any concerns. There is no requirement for newspaper advertising. Local authorities should consider the full range of media available to them when communicating with the public. They should consider telling every household in the CEA when they propose changes - for example, to the operation of a scheme.
 - c) Considered all objections raised and has taken such steps the Council considers reasonable to resolve any disputes;
 - d) Carried out effective public communication and engagement as the Council considers appropriate, for example using local press and social media, and that this will continue up to the start of enforcement and for a reasonable period thereafter;
 - e) Ensured all moving traffic restrictions to be enforced will be underpinned by accurate TROs, where applicable, and indicated by lawful traffic signs and road markings. Local authorities are not required to audit all their

TROs and traffic signs; but instead those that are directly related to the moving traffic restrictions to be enforced;

- f) Ensured all the relevant equipment has been certified by the Vehicle Certification Agency (VCA) specifically for moving traffic contraventions.

7.2 The Director of Highways (under his delegated powers) will also be required to carry out all of the steps set out in a-f above in respect of any proposed new locations for enforcement in the future. However, it will not be necessary to seek further approval from the Secretary of State for additional enforcement locations in cases where the whole area has already been so designated.

7.3 A citywide consultation will be required to be undertaken on the 5 sites identified for enforcement. This will also be a wider consultation on the proposal of Manchester City Council undertaking moving traffic enforcement.

8.0 Operational Enforcement Plans

8.1 The Department for Transport (DfT) have confirmed that, Local Authorities taking up the new powers, must issue warning notices at each site over an initial six month period. This applies to first offences only therefore any motorist contravening at the same site more than once within the warning notice period will receive a PCN

8.2 Enforcement will be carried through ANPR cameras and the processing of contraventions will be done by the parking service in the same way that bus lane enforcement is managed.

8.3 Members are asked to note that following the initial stages where 5 sites will be enforced following a city wide consultation period any further sites can be added without a further city wide consultation process. It is likely that further sites will be added where there are issues caused by poor driver behaviour.

9.0 Future Proposal – Enforcement of Parking on School Keep Clear Markings

9.1 When they are properly observed by drivers, School Keep Clear markings (SKCs) and other restrictions to manage parking, provide drivers and children clear visibility of the street outside their school and therefore help children to cross the road when it is safe to do so. However, SKCs outside or around schools are routinely ignored by some motorists who are setting down or collecting pupils

9.2 This proposal will support a motion put to Full Council early in 2022 by Cllr Russell regarding supporting road safety around schools.

9.3 Camera enforcement can help prevent conflict and abuse of school staff, responsible parents and CEO's by inconsiderate motorists. It can also free up CEO resources, which can be redeployed to other sites. The instant, irrefutable evidence that a breach has taken place also saves substantial officer costs of investigating complaints against CEO enforced PCNs.

- 9.4 The Council trialled camera at a school around 2 years ago and it proved to be partly successful but the team were unable to issue any PCN's as drivers were aware that the camera was focused on the zigzags and so changed their behaviour and did not park there.
- 9.5 Once the technology and back office processes have been tested and proven to be successful work and subject to Exec member approval a process to introduce trials could begin (probably in spring 2023) of this type of enforcement after some sample sites have been identified through a prioritisation methodology.

10.0 Risks

- 10.1 There is a risk that some may view this enforcement as a tax on motorists but the powers to enforce are merely transferring from the police to the Council. These offences cause congestion and impact on public transport and the locations where enforcement will be carried out are the ones where it is known that adverse behaviour occurs. There will also be an introductory period where warning notices will be provided to motorists so they have an opportunity to change their behaviour.
- 10.2 It is possible that the costs of enforcement is greater than the income from PCN's but an analysis of other locations indicates that the risk is low.










11.0 Recommendations









- 11.1 The recommendations are at the top of this report








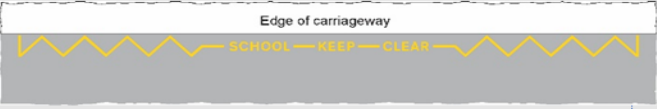
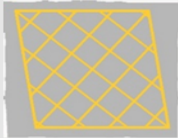
Appendix 1 Restrictions that can be enforced

Traffic Signs and Markings Subject to Moving Traffic Enforcement

Under TMA Schedule 7, restrictions indicated by the below traffic signs and markings, as prescribed in the Traffic Signs Regulations and General Directions 2016 (as amended: 'TSRGD') are civilly enforceable as moving traffic contraventions. This applies to any permitted variant under TSRGD; for example, diagram 606 when varied to point ahead or to the right.

Description	TSRGD diagram number & location	
Vehicular traffic must proceed in the direction indicated by the arrow	606 (Schedule 3, Part 2, item 1 and Schedule 14, Part 2, item 42)	
Vehicular traffic must turn ahead in the direction indicated by the arrow	609 (Schedule 3, Part 2, item 2)	
Vehicular traffic must keep to the left/right of the sign indicated by the arrow	610 (Schedule 3, Part 2, item 3)	
No right turn for vehicular traffic	612 (Schedule 3, Part 2, item 7 and Schedule 14, Part 2, item 43)	
No left turn for vehicular traffic	613 (Schedule 3, Part 2, item 8 and Schedule 14, Part 2, item 43)	
No U-turns for vehicular traffic	614 (Schedule 3, Part 2, item 6 and Schedule 14, Part 2, item 43)	
Priority must be given to vehicles from the opposite direction	615 (Schedule 3, Part 2, item 9)	
No entry for vehicular traffic (when the restriction or prohibition is one that may be indicated by another traffic sign subject to civil enforcement)	616 (Schedule 3, Part 2, item 10 and Schedule 14, Part 2, item 44)	
All vehicles prohibited except non-mechanically propelled vehicles being pushed by pedestrians	617 (Schedule 3, Part 2, item 11)	

<p>Entry to and waiting in a pedestrian zone restricted</p>	<p>618.3B (Schedule 8, Part 2, item 1)</p>	
<p>Entry to and waiting in a pedestrian and cycle zone restricted</p>	<p>618.3C (Schedule 8, Part 2, item 2)</p>	
<p>Motor vehicles prohibited</p>	<p>619 (Schedule 3, Part 2, item 12)</p>	
<p>Motor vehicles except solo motorcycles prohibited</p>	<p>619.1 (Schedule 3, Part 2, item 18)</p>	
<p>Solo motorcycles prohibited</p>	<p>619.2 (Schedule 3, Part 2, item 20)</p>	
<p>Goods vehicles exceeding the maximum gross weight indicated on the goods vehicle symbol prohibited</p>	<p>622.1A (Schedule 3, Part 2, item 13)</p>	
<p>One-way traffic</p>	<p>652 (Schedule 9, Part 4, item 5)</p>	
<p>Buses prohibited</p>	<p>952 (Schedule 3, Part 2, item 17)</p>	

<p>Route for use by buses, pedal cycles and taxis only</p>	<p>953 (Schedule 3, Part 2, item 33)</p>	
<p>Route for use by tramcars only</p>	<p>953.1 (Schedule 3, Part 2, item 36)</p>	
<p>Route for use by pedal cycles only</p>	<p>955 (Schedule 3, Part 2, item 28)</p>	
<p>Route for use by pedal cycles and by pedestrians only</p>	<p>956 (Schedule 3, Part 2, item 29)</p>	
<p>Route comprising two ways, for use by pedal cycles only and by pedestrians only</p>	<p>957 (Schedule 3, Part 2, item 32)</p>	
<p>With-flow cycle lane</p>	<p>959.1 (Schedule 9, Part 4, item 9)</p>	
<p>Contra-flow cycle lane</p>	<p>960.1 (Schedule 9, Part 4, item 6)</p>	
<p>Part of the carriageway outside an entrance where vehicles must not stop when the marking is placed in conjunction with the prescribed upright sign which includes the symbol at Schedule 4, Part 3, item</p>	<p>1027.1 (Schedule 7, Part 4, item 10)</p> 	
<p>Box junction markings</p>	<p>1043 (Schedule 9, Part 6, item 25)</p> 	

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**Manchester City Council
Report for Information**

Report to: Economy Scrutiny Committee – 21 July 2022

Subject: Overview Report

Report of: Governance and Scrutiny Support Unit

Summary

This report provides the following information:

- Recommendations Monitor
- Key Decisions
- Items for Information
- Work Programme

Recommendation

The Committee is invited to discuss and note the information provided.

Wards Affected: All

Contact Officers:

Name: Mike Williamson
Position: Governance and Scrutiny Support Manager
Telephone: 0161 234 3071
Email: m.williamson@manchester.gov.uk

Background documents (available for public inspection):

None

1. Monitoring Previous Recommendations

This section of the report contains recommendations made by the Committee and responses to them indicating whether the recommendation will be implemented, and if it will be, how this will be done.

Date	Item	Recommendation	Response	Contact Officer

2. Key Decisions

The Council is required to publish details of key decisions that will be taken at least 28 days before the decision is due to be taken. Details of key decisions that are due to be taken are published on a monthly basis in the Register of Key Decisions.

A key decision, as defined in the Council's Constitution is an executive decision, which is likely:

- To result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates, or
- To be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the city.

The Council Constitution defines 'significant' as being expenditure or savings (including the loss of income or capital receipts) in excess of £500k, providing that is not more than 10% of the gross operating expenditure for any budget heading in the in the Council's Revenue Budget Book, and subject to other defined exceptions.

An extract of the most recent Register of Key Decisions, published on **11 July 2022**, containing details of the decisions under the Committee's remit is included below. This is to keep members informed of what decisions are being taken and, where appropriate, include in the work programme of the Committee.

Development and Growth					
<p>Delivering Manchester's Affordable Homes to 2025 - Establishment of Strategic Partnership with Homes England (2019/09/05A)</p> <p>To negotiate and formalise a Strategic Partnership with Homes England to enable the delivery of Manchester Affordable Homes to 2025</p>	Strategic Director - (Growth and Development)	Not before 4th Oct 2019	In consultation with the Executive Members for Housing and Regeneration and Finance and HR	Report and Recommendation	Steve Sheen steve.sheen@manchester.gov.uk
<p>Delivering Manchester's Affordable Homes to 2025 - Disposal of sites (2019/09/05B)</p> <p>To agree the disposal of sites in Council ownership for the provision of affordable homes</p>	City Treasurer (Deputy Chief Executive)	Not before 4th Oct 2019	In consultation with Strategic Director (Growth and Development) and Executive Members for Housing and Regeneration and Finance and HR	Report and Recommendations	Steve Sheen steve.sheen@manchester.gov.uk
<p>Delivering Manchester's Affordable Homes to 2025 - Establishment of Partnership arrangements with Registered Providers (2019/09/05C)</p> <p>To establish partnership</p>	Strategic Director - (Growth and Development)	Not before 4th Oct 2019	In consultation with City Treasurer (Deputy Chief Executive) and the Executive Members for Housing and	Report and recommendation	Steve Sheen steve.sheen@manchester.gov.uk

arrangements with Registered Providers together with their partners/consortium for defined areas in the North, Central, South and Wythenshawe areas of the City.			Regeneration and Finance and HR		
Delivering Manchester's Affordable Homes to 2025 -Agreement of legal terms (2019/09/05D) To enter into and complete all necessary legal documents and agreements to give effect to delivering Manchester's Affordable Homes to 2025	City Solicitor	Not before 4th Oct 2019		Report and recommendations	Fiona Ledden City Solicitor fiona.ledden@manchester.gov.uk
Disposal of site of former Chorlton Leisure Centre for residential development (21/05/13A) Approval to the terms for the leasehold disposal of the site of the former Chorlton Leisure Centre for residential development.	Strategic Director - (Growth and Development)	Not before 13th Jun 2021		Report to the Strategic Director of Growth and Development	Mike Robertson m.robertson@manchester.gov.uk
Disposal of Buglawton Hall (2021/05/27A) To approve the freehold	Strategic Director - (Growth and Development)	Not before 25th Jun 2021		Briefing Note	Thomas Pyatt, Development Surveyor Tel: 0161 234 5469 thomas.pyatt@manchester.gov.uk

disposal of Buglawton Hall, Buxton Road, Congleton, Cheshire					
<p>Restructure of existing multiple ground leases at Manchester Science Park into a new overriding single head lease (2021/07/16A)</p> <p>Restructure of existing multiple ground leases at Manchester Science Park into a new overriding single head lease.</p>	Chief Executive	Not before 16th Aug 2021		Report to the Chief Executive	Mike Robertson mike.robertson@manchester.gov.uk
<p>Strategic approach to developments of social homes via a city-wide New Build Local Lettings Policy (LLP) (2021/08/10A)</p> <p>Executive adopts the New Build LLP for immediate implementation.</p>	Executive	15 Sep 2021		Report and recommendations	Martin Oldfield marton.oldfield@manchester.gov.uk
<p>Procurement of Property Services Framework Contract (2021/11/26A)</p> <p>To approve the evaluation and selection outcome of the procurement process for the property services framework.</p>	Strategic Director - (Growth and Development)	Not before 26th Dec 2021		Evaluation documents of tenders received	Mike Robertson mike.robertson@manchester.gov.uk

<p>Land at Downley Drive, New Islington/Ancoats (2022/02/18B)</p> <p>Land disposal by way of lease for residential development at Downley Drive, New Islington/Ancoats.</p>	<p>Strategic Director - (Growth and Development)</p>	<p>Not before 18th Mar 2022</p>		<p>Report and recommendations</p>	
<p>39 Deansgate, Speakers House - Granting of over-riding lease.</p> <p>Approval to the granting of over-riding lease for 250 years with additional land to facilitate redevelopment of the site, as consented under planning application 131314/FO/2021</p>	<p>Strategic Director - (Growth and Development)</p>	<p>Not before 12th May 2022</p>		<p>Confidential report and recommendations</p>	<p>Ken Richards ken.richards@manchester.gov.uk</p>
<p>Disposal of the former Gala Bingo, Rowlandsway, Manchester, M22 5RS (2022/05/19A)</p> <p>Approval to the terms for the leasehold disposal of the former Gala Bingo, Rowlandsway, Manchester, M22 5RS.</p>	<p>Strategic Director - (Growth and Development)</p>	<p>Not before 19th Jun 2022</p>		<p>Report to the Strategic Director of Growth and Development</p>	<p>Joe Martin Development Surveyor joe.martin@manchester.gov.uk</p>
<p>Manchester Accommodation Business Improvement District 2023 - 2028</p>	<p>Executive</p>	<p>22 Jul 2022</p>		<p>Proposal and Business Plan For Manchester Accommodation</p>	<p>Liam Crichlow liam.crichlow@manchester.gov.uk</p>

(2022/06/17A)

To formally approve that a ballot be undertaken by Civica Election Services (acting on behalf of Manchester City Council) between 9 August 2022 and the 5 September 2022 for an Accommodation BID in Manchester City Centre.

Business
Improvement
District 2023 –
2028

3. Economy Scrutiny Work Programme – July 2022

Thursday 21 July 2022, 2pm (Report deadline Tuesday 12 July 2022)

Item	Purpose	Lead Executive Member	Lead Officer	Comments
HS2 Update	To receive an update report on the delivery of HS2. This will include the HS2 stations at Piccadilly Station and Manchester Airport, the line of route and associated infrastructure.	Cllr Craig	Pat Bartoli Hilary Sayers	
Northern Powerhouse Rail	To receive an update on Northern Powerhouse Rail. Northern Powerhouse Rail (NPR) is a major strategic rail programme, specifically designed to support the transformation of the North's economy by providing effective and efficient rail connectivity between the North's major economic centres, offering a faster and more reliable service across the entire region. Connecting the people, communities and businesses of the North.	Cllr Craig	Pat Bartoli Hilary Sayers	
Active Travel	This report provides an update on the production of an Active Travel Strategy and Investment Plan, which aims to create a city-wide, Manchester-specific strategy and network plan for active travel investment and a prioritised pipeline of measures to deliver across the city.	Cllr Rawlins	Michael Marriott Pat Bartoli	
Moving Traffic Offences Enforcement	To receive a report on the approach to Moving Traffic Offences Enforcement.	Councillor Rawlins	Steve Robinson	
Overview Report	This is a monthly report, which includes the	-	Scrutiny	

	recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.		Support Officer	
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