

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 as 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 EqlA, 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
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<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>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<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>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<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.