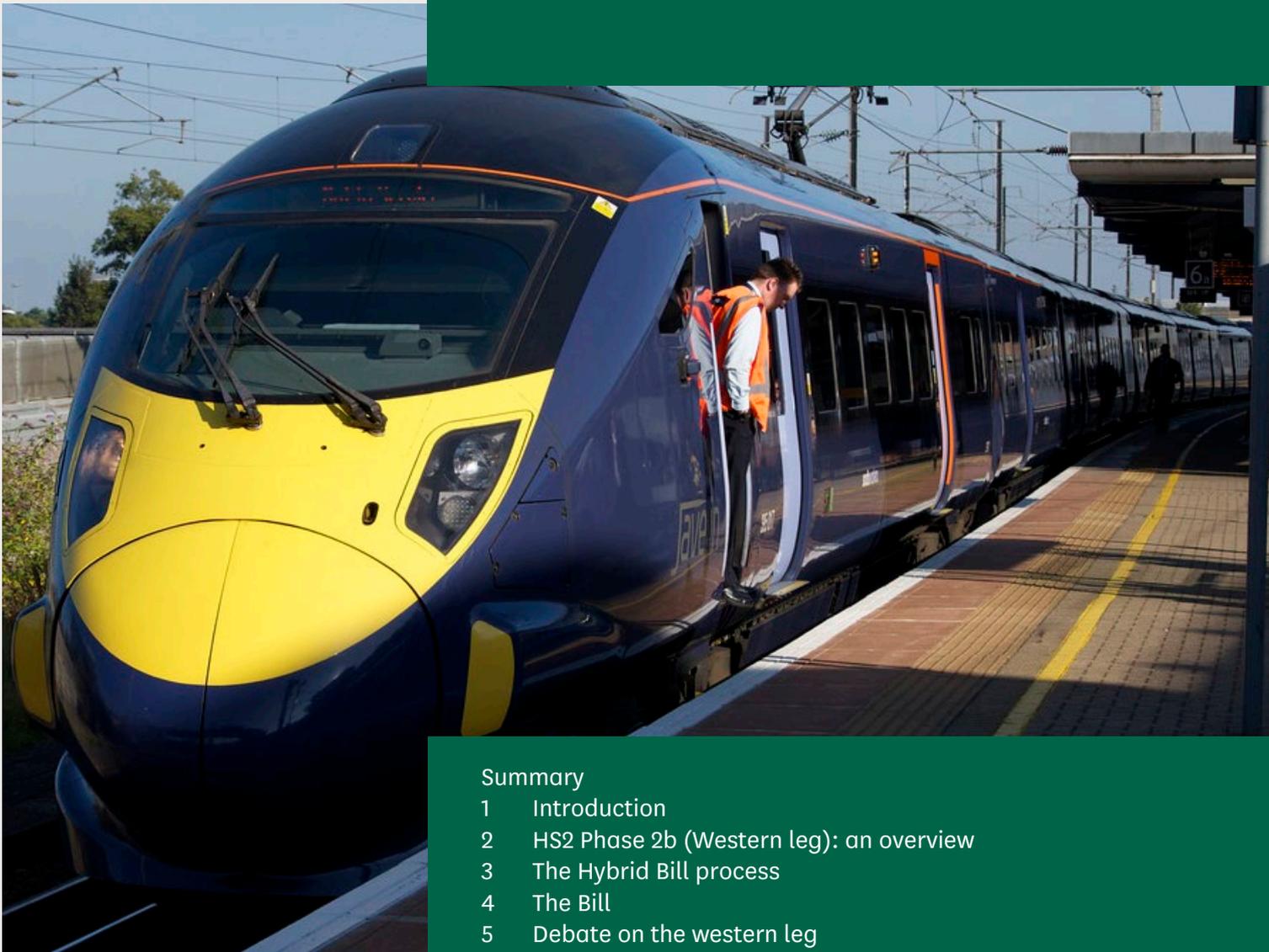


Research Briefing

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15 August 2022

High-Speed Rail (Crewe to Manchester) Bill



Summary

- 1 Introduction
- 2 HS2 Phase 2b (Western leg): an overview
- 3 The Hybrid Bill process
- 4 The Bill
- 5 Debate on the western leg

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Summary

The Government introduced the [High Speed Rail \(Crewe to Manchester\) Bill](#) on 24 January 2022. The Bill is the latest in a series of hybrid bills, which are being used to authorise the construction of High-Speed Two (HS2), a high-speed rail line across England to connect some of the country's largest cities and improve journey times to Scotland.

HS2 Phase 2b western leg

The [High Speed Rail \(Crewe to Manchester\) Bill](#) would provide the necessary powers to construct a high-speed railway line from Crewe into Manchester (the western leg of Phase 2b). The design includes:

- connections to West Coast Main Line (WCML) near Golborne (the Golborne Spur) and north of Crewe (the Crewe Connection), enabling journeys to Scotland and other towns and cities in the North of England.
- two new stations: one near Manchester Airport and one at Manchester Piccadilly, close to the existing station.

The Government's latest estimate is that [the western leg will cost between £15 billion to £22 billion](#) (in 2019 prices). Subject to the successful passage of the Bill, the Government expect construction to start immediately following Royal Assent and finish between 2036 and 2041.

[The Government's Strategic Outline Business Case for the western leg describes the strategic case for the line.](#) The western leg, along with other sections of HS2, is intended to improve journey times, including faster journeys between major cities in England and to Scotland, and address capacity constraints on the existing rail network. In addition, HS2, and the western leg, are intended to support the Government's Levelling-Up agenda and 2050 net zero target. The [Government's latest economic case for the western leg](#) forecasts a return on investment of between 60p to £1.70 for every pound invested in the scheme. This Benefit: Cost Ratio ranges from poor value for money to medium value for money by the [Department for Transport's standards](#).

The Bill

There are five main elements to the [High Speed Rail \(Crewe to Manchester\) Bill](#). These cover:

- the authorisation of works to construct and maintain the Crewe to Manchester Leg of HS2 (**Part 1**). Powers to carry out these works are conferred on a 'nominated undertaker' (**Part 9**)
- the power to acquire land (or rights to land) necessary for the works to be carried out (**Part 2**), including powers to take possession of land temporarily (**Part 4**)
- the deeming of planning permission to be granted for the works (**Part 5**)
- the deregulation of works on HS2 (**Part 6**). This covers the disapplication, or modification, of certain powers contained in other legislation, which would otherwise interfere with construction
- railways matters (**Part 7**), predominately the application of existing legislation to HS2.

The Bill would authorise the construction of a new depot in Scotland, which will be used to support HS2 connections to the West Coast Main Line. As a result, the Bill would trigger the [Sewel Convention](#), whereby the UK Parliament seeks the devolved administration's consent, in this case the Scottish Parliament's consent, to legislate on devolved matters.

The Hybrid Bill process and carry over

The Government introduced the [High Speed Rail \(Crewe to Manchester\) Bill 228 2021-22](#) on 24 January 2022, along with the [official Environmental Statement](#) and other associated documents. This was followed by a consultation on the [Environmental Statement](#), which ended on 31 March 2022. An [independent assessment of the comments received during this consultation](#) was published on 6 June 2022.

On 24 April 2022, [the House agreed a motion to suspend proceedings and carry the Bill over](#) to the current session. The [High Speed Rail \(Crewe to Manchester\) Bill 005 2022-23](#) was reintroduced on 11 May 2022.

[Second reading took place on Monday 20 June 2022](#). In addition to the motion on second reading, which passed with 206 votes in favour and 6 noes, the House also agreed a number of other motions, including instructions for the [High Speed Rail \(Crewe - Manchester\) Bill Select Committee](#). This specially formed select committee will scrutinise the Bill and oversee the petitioning

process, whereby those directly and specially affected by the Bill, including individuals and organisations, can seek to amend it.

The Library's briefing paper on [Hybrids Bills](#) describes the process for hybrid bills in more detail.

Debate on the western leg

Much of the debate surrounding the Bill specifically has centred on aspects of the route's design. Some of the main points of disagreement include:

- **the Golborne Spur**, which would connect HS2 to the West Coast Main Line. On 6 June, [the Government signalled its intention to remove this link](#) from the Bill. [Greater Manchester Combined Authority and Wigan Council support the link](#), due to opportunities it presents to regenerate Wigan. However, [some areas in Greater Manchester, including MPs and councils, do not support the link](#), due to the impact it would have on local communities and the environment.
- **Manchester Piccadilly station.** Authorities in Greater Manchester, including [city region's combined authority](#) and [transport body, Transport for Greater Manchester](#), believe an underground, through-station would provide more capacity and allow land around the site to be used for more productive purposes. The [Government is of the view that a six-platform, surface station is sufficient](#) to cope with HS2 and Northern Powerhouse Rail services.
- **Manchester Airport station.** Local stakeholders, including [Manchester Airports Group](#), have questioned why the new station is contingent on a local funding contribution, when the scheme has a strong business case. Andy Burnham, Mayor of Greater Manchester, has said the [city region is being asked to contribute millions of pounds](#) to the new station.
- **Manchester Metrolink services.** The Bill would suspend tram services to Ashton-under-Lyne for up to two years, as part of changes surrounding Manchester Piccadilly station. [Tameside Metropolitan Borough Council plan to petition the Bill](#), with the aim of ensuring the area remains connected to the tram system for as long as possible during construction.

1 Introduction

1.1 High Speed Rail (Crewe to Manchester) Bill: an introduction

The [High Speed Rail \(Crewe to Manchester\) Bill 2022-23 \(Bill 005\)](#) is the latest in a series of hybrid bills which will authorise the construction and operation of High-Speed Two (HS2).¹

The Government first introduced the Bill in the House of Commons on 24 January 2022 (Bill 228 2021-22). On 24 April 2022, the House agreed a motion to suspend proceedings and carry the Bill over to the current session. The Bill was re-introduced on 11 May 2022. The date for second reading has not been announced yet.²

The territorial extent of the Bill covers the whole of the UK even though the Bill only authorises works in England and Scotland. This is consistent with legislation used for other major transport projects, including HS2. More information is set out in Section 4.1.

The Bill, the Explanatory Notes, the Delegated Powers Memorandum and related impact assessments are available on the [Bill page](#), along with other associated documents.³

There are some other key documents associated with the Bill. These include:

- [deposited plans and sections](#), detailing where the works will take place and the limits that apply to construction and the acquisition of land⁴
- an [Environmental Statement](#) – a suite of documents detailing the environmental effects of works covered by the Bill and how they might be addressed⁵
- an [Equality Impact Assessment](#)⁶ and

¹ [High-Speed Rail \(Crewe to Manchester\) Bill](#)

² UK Parliament, [High Speed Rail \(Crewe - Manchester\) Bill](#) [accessed on 24 May 2022]

³ UK Parliament, [High Speed Rail \(Crewe - Manchester\) Bill](#) [accessed on 24 May 2022]

⁴ HS2 Ltd, [HS2 Phase 2b plan and profile maps: Crewe to Manchester \(2022\)](#) [accessed on 26 May 2022]

⁵ HS2 Ltd, [HS2 Phase2b Crewe - Manchester Environmental Statement](#), January 2022

⁶ HS2 Ltd, [High Speed Rail \(Crewe - Manchester\): Equality Impact Assessment Report](#), January 2022

- an updated [Strategic Outline Business Case](#) for the western leg of Phase 2b, which covers the strategic, economic and financial case for the scheme.

1.2 High-Speed Two (HS2)

HS2 is a project to construct a high-speed rail line across England to connect some of the country's largest cities and improve journey times to Scotland.

HS2 is being delivered in stages:

- **Phase One** is from London Euston to Birmingham Curzon Street, with intermediate stations in West London (at old Oak Common) and at Birmingham Airport.
- **Phase 2a** will run from the West Midlands to Crewe; and
- **Phase 2b.** This phase is comprised of an eastern leg (HS2 East) from the West Midlands to the East Midlands and a western leg from Crewe to Manchester, with new stations at Manchester Piccadilly and Manchester Airport.

This paper focuses on the western leg of Phase 2b and the High Speed Rail (Crewe to Manchester) Bill, which would authorise it. Background information on HS2, including debate around the cost, impact, and strategic and economic case for the project, is available in the Library's briefing paper [HS2: an overview](#).

1.3 HS2 Ltd

HS2 Limited is the company responsible for developing and building HS2. The company is an Executive Non-Departmental Public Body, which is sponsored and funded by the Secretary of State for Transport through the Department for Transport.⁷ This arms-length relationship is managed through a [Framework Agreement](#) and a [Development Agreement](#).⁸ The Framework Agreement sets the expectations and requirements which apply to HS2 Ltd as a public body, whereas the Development Agreement describes its role in developing, building and operating HS2.⁹

⁷ HS2 Ltd, [Annual report and accounts 2020/21](#), July 2021, page 14

⁸ Department for Transport, [Framework document between the Secretary of State for Transport and High Speed Two Limited](#), May 2018; Department for Transport, [Development agreement between Secretary of State for Transport and High Speed Two Limited](#), January 2019

⁹ HS2 Ltd, [Annual report and accounts 2020/21](#), July 2021, pages 14-15

2 HS2 Phase 2b (Western leg): an overview

2.1 Phase 2b western leg: Key points

The route

The High Speed Rail (Crewe to Manchester) Bill would authorise the western leg of Phase 2b, providing the necessary powers for the construction of a high-speed railway line from Crewe into Manchester.¹⁰

The design includes proposed connections to the West Coast Main Line at Crewe (the Crewe Connection) and near Golborne (the Golborne Spur), enabling journeys to Scotland and other towns and cities in the North of England.¹¹ While the Golborne Spur is currently included in the Bill, the Government has indicated its intention to remove this connection after second reading (See Section 5.1).¹²

The proposed design also includes two new stations:

- **Manchester Piccadilly station:** this would be an overground, turn-back station, with six platforms.¹³
- **Manchester Airport station:** a new intermediate station, with four platforms.¹⁴

The proposed route would run through several constituencies. For example, from Crewe the route would pass from Crewe and Nantwich to Eddisbury and then into Tatton, where the line splits at Hoo Green. The main route (the HS2 Manchester Spur) continues through Greater Manchester to Manchester Piccadilly via Manchester Airport and several constituencies, including Wythenshawe and Sale East, Manchester Withington, Manchester Gorton and Manchester Central. From Hoo Green, the other section of the route, the Golborne Spur, would run through Warrington South, Altrincham and Sale West, Warrington North, Leigh and Makerfield to join the West Coast Main

¹⁰ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 1

¹¹ HS2 Ltd, [Phase 2b Western Leg Information Paper A1: Development of the Proposed Scheme](#), January 2022, paras 9.3 and 9.5

¹²

¹³ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021, paras 3.16-3.18

¹⁴ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, para 3.1

Line near Wigan. HS2 Ltd has published a series of maps showing the land and property affected by constituency.¹⁵ The leg would be 52 miles (or 85km) long in total and require the construction of new bridges, tunnels and viaducts, including through Manchester, as well as changes to the Manchester Metrolink, the city's tram network.¹⁶

Most of the works the Bill seeks to authorise would take place around the proposed route. That said, there are some off-route works that would be covered by the Bill, such as the construction and enhancement of depots in Scotland and works to enable services to stop at Preston and Carlisle.¹⁷

Cost and schedule

The Explanatory notes to the Bill state construction would “commence immediately following Royal Assent” and be completed between 2035 and 2041.¹⁸ The Environmental Statement published alongside the Bill provides more specific estimates.¹⁹ Within the statement, HS2 Ltd said it expects construction to begin in 2025, subject to Royal Assent, and for the line to be operational by 2038.²⁰ The Government's latest estimate is that this leg will cost between £15 billion to £22 billion (in 2019 prices).²¹ This estimate includes the costs of construction, rolling stock (high-speed trains) and land and property.²² These estimates are based on the costs of other similar programmes and lessons from Phase 1 and Phase 2a.²³ The DfT and HS2 Ltd have yet to set a target cost for this phase of the route.²⁴

For more information on the costs of HS2 see Chapter 3 of the Library's paper [HS2:an overview](#).

¹⁵ HS2 Ltd, [HS2 property scheme maps by constituency](#) [accessed on 23 May 2022]

¹⁶ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, para 3.2

¹⁷ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, para 3.2

¹⁸ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 9

¹⁹ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, page 7

²⁰ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, page 7

²¹ [HS2 6-monthly report to Parliament](#), GOV.UK, March 2022 [accessed on 20 May 2022]; Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 3.9

²² Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 3.13

²³ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, 3.17

²⁴ [HS2 6-monthly report to Parliament](#), GOV.UK, March 2022 [accessed on 20 May 2022]; Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 3.10

Benefits

The Government's latest Strategic Outline Business Case for the western leg was published alongside the Bill.²⁵ This sets out the benefits of building the western leg, including the strategic and economic case for the scheme.²⁶

The Government, along with others who support HS2, cite a variety of benefits to building HS2. These range from benefits to transport users, such as extra capacity on the rail network and improved journey times, through to wider, transformational benefits offered by the new high-speed line.²⁷ HS2, including the western leg, is intended to help support the Government's Levelling-Up agenda and 2050 net zero target.²⁸ Many of the benefits of HS2 are contested by those who oppose the line. The Library's briefing paper [HS2: an overview](#) provides further information on debate surrounding HS2.

Many of the benefits offered by the western leg apply to HS2 in general. The Government's latest business case sets out the benefits offered by the western leg specifically. These include:

- **extra capacity into Manchester and the North West.** Phase One and Phase 2a would improve journey times between London and Manchester, without the need for the western leg.²⁹ However, the Government's business case states there is limited capacity across the North West to run more trains, including on routes into Manchester.³⁰ The Government said "only when a new line and new platforms at Manchester Piccadilly are built can more services including both NPR and 400m HS2 services be accommodated."³¹
- **infrastructure for Northern Powerhouse Rail.** The western leg would also provide new lines, junctions and stations for Northern Powerhouse Rail, another major rail project consisting of new high-speed lines and upgrades between northern cities.³²
- **opportunities for local growth and regeneration in Manchester and the North West.** Many local authorities, including Greater Manchester,

²⁵ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022

²⁶ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022

²⁷ Department for Transport, [Full Business Case: High Speed 2 Phase One](#), April 2020; Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022

²⁸ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 1.5

²⁹ Once completed, Phase 1 and Phase 2a are estimated to reduce journey times between London and Manchester from 126minutes to 90minutes

³⁰ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 1.53

³¹ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021, para 3.11

³² Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, 1.87

Wigan and Crewe, have local plans for growth which are predicated on plans for the western leg.³³

The Government's latest economic case for the western leg, however, forecasts a return on investment of between 60p to £1.70 for every pound invested in the scheme. This is expressed as a Benefit-Cost Ratio of between 0.6 to 1.7.³⁴ The lower end of this scale would represent poor value for money by the DfT's standards, whereas the higher end would represent medium value for money.³⁵

According to the Institute for Government, benefit-cost ratios produced as part of an economic case can "dominate thinking" around a particular project. This can be a problem because not all aspects of a project can be easily monetised.³⁶ The DfT has tried to assess the wider, transformational benefits, which are not covered by the scheme's BCR. By 2051, the Department estimates that the wider transformational benefits generated by the scheme could increase GDP by £800 million per year.³⁷ However, there is a high level of uncertainty surrounding these estimates.³⁸

The Library's briefing paper on [transport appraisal and evaluation](#) provides further background information on transport business cases, including the use of benefit:cost ratios.

Recent developments

Plans for Phase 2b have developed over the last decade. HS2 Ltd has engaged with local communities and businesses since the initial preferred route for Phase 2 was announced in 2013.³⁹

Design refinements

Most of the Phase 2b route was confirmed by the Government in 2016.⁴⁰ There have been three consultations on refinements to the route since: one in 2016, one in 2019 and another in 2020.⁴¹ The Government's response to the latest of

³³ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, 1.28-1.30

³⁴ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021, para 1.82

³⁵ Department for Transport, [Value for Money indicators 2019](#), December 2020

³⁶ Institute for Government, [How governments use evidence to make transport policy](#), February 2021

³⁷ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 1.85

³⁸ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, para 1.85

³⁹ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022

⁴⁰ DfT press notice, [HS2 route to the East Midlands, Leeds and Manchester set out by the government](#), 15 November 2016

⁴¹ HS2 Ltd, [Government response to High Speed Two Phase 2b: Crewe to Manchester western leg design refinement consultation](#), January 2022, paras 1.2.1-1.2.8

these was published alongside the Bill in January 2022.⁴² This confirmed the Government's intention to proceed with a handful of design alterations, including:

- a new connection between HS2 and the West Coast Main Line north of Crewe;
- changes to the designs of the new HS2 stations at Manchester Piccadilly and Manchester Airport, including more platforms and changes to nearby roads and tram stops; and
- a new train stabling facility in Scotland.⁴³

The Library's briefing paper [High Speed Two Phase 2 b and beyond](#) provides further information on how the proposed route for Phase 2b route has been developed.

Integrated Rail Plan

The Government's [Integrated Rail Plan for the North and the Midlands](#) (IRP) was published in November 2021.⁴⁴ The IRP set out the Government's plans for Phase 2b of HS2, including its decision to proceed with the new high-speed line to Manchester.⁴⁵ The IRP also confirmed the Government's plans for Northern Powerhouse Rail, which will, once completed, make use of HS2 stations and infrastructure, as part of a new speed line between Warrington, Manchester and Yorkshire.

Before the IRP was published, there had been some uncertainty surrounding the Government's plans for Phase 2b of HS2, including the western leg. The Oakervee Review, which the Prime Minister commissioned to assess whether and how to proceed with HS2, recommended that preparations for a Phase 2b Bill should be paused.⁴⁶ This pause was intended to allow a study to take place about how best to integrate and sequence this phase with other rail improvements proposed in the region, such as Northern Powerhouse Rail.⁴⁷

Chapter 2 of the Library's paper, [HS2: an overview](#), provides more information on the Integrated Rail Plan, the Oakervee Review and other related reviews.

⁴² HS2 Ltd, [Government response to High Speed Two Phase 2b: Crewe to Manchester western leg design refinement consultation](#), January 2022

⁴³ HS2 Ltd, [Government response to High Speed Two Phase 2b: Crewe to Manchester western leg design refinement consultation](#), January 2022

⁴⁴ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021

⁴⁵ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 7

⁴⁶ Department for Transport, [Oakervee Review](#), February 2020, para 6.14, conclusions 11 and 12.

⁴⁷ Department for Transport, [Oakervee Review](#), February 2020, para 6.14, conclusions 11 and 12.

3 The Hybrid Bill process

3.1 What is a hybrid bill?

Hybrid bills have characteristics of both public bills and private bills. What this means, in its simplest terms, is that while a bill may be of general application, its contents would significantly affect the interests of particular individuals or organisations.⁴⁸

The Library's briefing on [Hybrids Bills](#) describes the process in more detail.

3.2 Why is a hybrid bill being used?

Hybrid bills are often used to undertake works of national importance in a local area, as is the case with the High Speed Rail (Crewe to Manchester) Bill.⁴⁹

Hybrids bills are quite rare, but have been used to authorise the construction of Phase One from London to Birmingham ([High Speed Rail \(London-West Midlands\) Act 2017](#)) and Phase 2a from Birmingham to Crewe ([High Speed Rail \(West Midlands – Crewe\) Act 2021](#)), along with other major rail projects such as Crossrail.

If required, a hybrid bill can grant deemed planning permission for any scheme it provides for.⁵⁰ Clause 18 of the Crewe to Manchester Bill would do exactly this.⁵¹

Following the Oakervee Review, the Government decided to split Phase 2b into separate hybrid bills, so they are more manageable.⁵²

⁴⁸ House of Commons Library, Number 06736, [Hybrid Bills: House of Commons Background Paper](#), January 2018

⁴⁹ House of Commons Library, Number 06736, [Hybrid Bills: House of Commons Background Paper](#), January 2018

⁵⁰ House of Commons Library, Number 06736, [Hybrid Bills: House of Commons Background Paper](#), January 2018

⁵¹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 315

⁵² Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 5

3.3

What's happened so far?

The Government introduced the High Speed Rail (Crewe – Manchester) Bill on 24 January 2022, along with the [Environmental Statement](#) and other associated documents.⁵³

A consultation on the Environmental Statement ran from 25 January 2022 to 31 March 2022.⁵⁴ Box 1 explains briefly what the Environmental Statement covers and the procedure surrounding it. This consultation is not the only opportunity members of the public and organisations have had to comment; the Government held a consultation on a draft of the Environmental Statement in October 2018.⁵⁵

Box 1: Environmental Statement and process

Standing Orders on private bills require an Environmental Statement to be deposited if the bill authorises work to be carried out on land specified in the Bill. The Environmental Statement for the Crewe to Manchester leg was deposited along alongside the Bill.⁵⁶

The purpose of the statement is to help Parliament understand the project's environmental effects and assist its decision-making.⁵⁷

What does the Environment Statement cover?

The statement is a suite of documents, made up five volumes, which detail the environmental effects of building and operating HS2, along with proposals of how to manage, minimise, avoid or offset these effects.⁵⁸ The statement covers the impact of the Crewe to Manchester leg on ecology and biodiversity, air quality, climate change, agricultural land, forests and soil, health and transport.⁵⁹

Comments on the Environmental Statement

Between a hybrid bill's introduction and Second Reading, time is provided for members of the public to comment on the Environmental Statement published alongside the Bill. Specifically, Standing Orders provide that members of the

⁵³ HC Debate 24 January 2022 vol 707, [c19ws](#).

⁵⁴ High Speed Two Limited and the Department for Transport, [HS2 Phase 2b: Crewe – Manchester Environmental Statement Consultation](#) [accessed on 19 May 2022]

⁵⁵ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 4

⁵⁶ House of Commons Library, Number 06736, [Hybrid Bills: House of Commons Background Paper](#), January 2018, pages 7-8

⁵⁷ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, page 6

⁵⁸ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022

⁵⁹ HS2 Ltd, [HS2 Phase 2b Crewe - Manchester Environmental Statement: non-technical summary](#), January 2022, paras 9.1-9.12

public have a minimum of 56 days from the introduction of a hybrid bill in Parliament to submit comments on the Environmental Statement to the Government.⁶⁰

Independent assessment

Comments on the Environmental Statement must be published and assessed and summarised by an independent assessor, appointed by the Examiner of Petitions for Private Bills. The assessor has at least 28 days to complete the assessment. Once complete the assessment is submitted to the House.⁶¹

The Independent Assessors report on the Environmental Statement was published on 6 June 2022.⁶²

As part of the preliminary process for hybrid bills, the Parliamentary Examiners of Petitions for Private Bills met in February 2022 to assess compliance with Standing Orders for private business, including whether the Bill qualifies as a hybrid bill.⁶³

Second Reading

Second reading of the High Speed Rail (Crewe to Manchester) Bill took place on Monday 20 June 2022. Wendy Morton MP, Minister for State for Transport, opened the debate stating the new line, once complete, would bring “high-speed rail to the north for the first time” and link the UK’s three largest conurbations: London, Birmingham and Greater Manchester.⁶⁴ The minister added the new line would double capacity on the “UK’s busiest rail route”, freeing up space on other lines and providing faster connections between major cities.⁶⁵ The minister argued the new line would honour the Government’s commitment to level-up the country, acting as a “catalyst for investment, jobs and regeneration.”⁶⁶ The minister later explained how this section of HS2 would, if approved, improve connectivity to Scotland and provide environmental benefits, “significantly reducing emissions with new trains and modern tracks” to help the country transition to a “net zero transport system.”⁶⁷

⁶⁰ House of Commons Library, Number 06736, [Hybrid Bills: House of Commons Background Paper](#), January 2018, pages 7-8

⁶¹ House of Commons Library, Number 06736, [Hybrid Bills: House of Commons Background Paper](#), January 2018, pages 7-8

⁶² AECOM, [Independent Assessor's Report High Speed Rail \(Crewe to Manchester\) Bill: Summary of matters raised in responses to the consultation on the Environmental Statement](#), 6 June 2022

⁶³ UK Parliament, [High Speed Rail \(Crewe - Manchester\) Bill](#) [accessed on 24 May 2022]

⁶⁴ HC Deb 20 June 2022 [c600](#)

⁶⁵ HC Deb 20 June 2022 [c600](#)

⁶⁶ HC Deb 20 June 2022 [c600](#)

⁶⁷ HC Deb 20 June 2022 [c603](#)

Members debated a range of topics from the case for and against HS2 in general through to the specific design of the western leg of HS2 from Crewe to Manchester. The debate covered:

- the strategic case for building HS2, including how this had evolved since the project was originally conceived.
- the economic costs and benefits of HS2, including the overall cost of the new high-speed line and how spending on HS2 affects funding for the devolved administrations, via Barnett consequentials.
- the environmental impact of HS2.
- challenges with the construction of HS2, particularly where construction affects local communities.
- The design of the Crewe to Manchester leg, including: the Golborne Spur, the Crewe Northern Junction and plans for new stations at Manchester Piccadilly and Manchester Airport. More information on the debate surrounding the design of the Crewe to Manchester leg, including some of the issues raised during second reading, are set out in Chapter 5.^{68 69}

The Shadow Transport Minister, Tanmanjeet Singh Dhesi MP, explained that the Labour Party support the Bill in principle.⁷⁰ However, he criticised the Government's management of the project so far, including previous increases in the cost of HS2 and the Government's decision to revise the eastern leg (See Section 2.1).⁷¹ On this point, the Shadow Transport Minister argued that the "continued slashing of HS2, which was born under a Labour Government more than a decade ago, means it is becoming merely a ghost of its former self."⁷² He urged the Government to build HS2 "on time and in full."⁷³ On the design of the western leg, Mr Dhesi set out the Labour Party's position on different aspects of the route, including the Golborne Spur and the design of Manchester Piccadilly station (See Chapter 5 for further details).⁷⁴ The Scottish National Party (SNP) Spokesperson, Gavin Newlands MP, expressed the party's support for HS2, but criticised the Government's intention to scrap the Golborne link (See Section 5.1).⁷⁵ Liz Saville Roberts MP, the transport spokesperson for Plaid Cymru, asked whether Wales would receive its "fair

⁶⁸ HC Deb 20 June 2022 [c600-6626](#)

⁶⁹ More information on HS2 including the strategic and economic case for the project, the project's cost and schedule, its environmental impact and how it affects Scotland, Wales and Northern Ireland is set out in the Library's paper [HS2:an overview](#).

⁷⁰ HC Deb 20 June 2022 [c608](#)

⁷¹ HC Deb 20 June 2022 [c608](#)

⁷² HC Deb 20 June 2022 [c608](#)

⁷³ HC Deb 20 June 2022 [c608](#)

⁷⁴ HC Deb 20 June 2022 [c611](#)

⁷⁵ HC Deb 20 June 2022 [c615-616](#)

share of HS2 funding.”⁷⁶ ⁷⁷ The minister responded saying that the Welsh Government had received an uplift in funding as a result of the UK Government’s spending on HS2.⁷⁸ She later explained that passengers travelling to north Wales will benefit from faster journeys than is currently possible on the West Coast Main Line, as a result of a HS2 interchange at Crewe.⁷⁹

In addition to the motion on second reading, which passed with 206 votes in favour and 6 noes, the House also agreed:

- a money resolution
- a motion committing the Bill to a specially formed Select Committee, along with a motion on the salary of the Committee’s Chair and two motions instructing the Committee to amend the Bill to remove specific provision and to act in accordance with the Conservation of Habitats and Species Regulations 2017.
- a carry-over motion⁸⁰

Committee Stage

A specially formed select committee, the [High Speed Rail \(Crewe - Manchester\) Bill Select Committee](#), will scrutinise the Bill and oversee the Bill’s petitioning period. The petitioning period is a process whereby individuals and organisations directly and specially affected by the Bill can object to its provisions and seek to amend it.⁸¹ The Committee will hear from those responsible for promoting the Bill and those petitioning against it to determine if any amendments should be made.⁸² In particular, the House has instructed the select committee to amend the Bill to remove the Golborne link between Hoo Green in Cheshire to the West Coast Main Line (see Section 5.1 for further information).⁸³ The select committee will be made up of 7 members, including four from the Government and three from opposition

⁷⁶ HC Deb 20 June 2022 [c600](#)

⁷⁷ Currently, HS2 is defined as an England and Wales project because responsibility for rail infrastructure in Wales is reserved to the UK Government, unlike in Scotland and Northern Ireland where these powers are devolved. This means that Wales does not receive funding as a direct consequence of spending on HS2, whereas the other devolved administrations do.

⁷⁸ HC Deb 20 June 2022 [c601](#)

⁷⁹ HC Deb 20 June 2022 [c604](#)

⁸⁰ UK Parliament, [High Speed Rail \(Crewe to Manchester\) Bill: latest news](#), accessed on 8 August 2022

⁸¹ UK Parliament, [High Speed Rail \(Crewe - Manchester\) Bill Select Committee](#), accessed on 8 August 2022

⁸² UK Parliament, [High Speed Rail \(Crewe - Manchester\) Bill Select Committee](#), accessed on 8 August 2022

⁸³ HC Deb 20 June 2022 [c666](#)

parties. Members will be appointed by the Committee of Selection.⁸⁴ Members of the select committee have not been announced yet.⁸⁵

More information on the process the Bill will follow, including information about the select committee and petitioning process, is set out in the Library's paper on [Hybrid Bills](#).

3.4

Useful terms

Additional provisions

Additional provisions are amendments which extend the powers given to the Promoter beyond the scope of the original proposals and which have an affect on people's private interests. These provisions could, for instance, be used to acquire property outside the existing limits of the Bill.⁸⁶ For example, the Phase One of HS2 had five additional provisions covering 400 changes to the scheme.⁸⁷ The first additional provision for the Crewe to Manchester Bill was deposited on 6 July 2022.⁸⁸ The additional provision covers changes to works that would be authorised by the Bill (See Section 4.2) in a number of parishes along the route.⁸⁹

Undertaking and assurances

During the passage of the Bill, the Promoters will also make commitments known as undertakings and assurances.

- **Undertakings:** binding agreements between the Promoter and another party.⁹⁰
- **Assurances:** unilateral written commitments made by the Promoter.⁹¹

⁸⁴ HC Deb 20 June 2022 [c665](#)

⁸⁵ UK Parliament, [High Speed Rail \(Crewe - Manchester\) Bill Select Committee](#), accessed on 8 August 2022

⁸⁶ HS2 Ltd, [High Speed Two Phase 2a Information Paper B11: Additional Provisions](#), February 2021, para 2.2

⁸⁷ HS2 Ltd, [High Speed Two Phase 2a Information Paper B11: Additional Provisions](#), February 2021, para 2.3

⁸⁸ UK Parliament, [Deposit of additional provision](#), accessed on 8 August 2022

⁸⁹ UK Parliament, [Deposit of additional provision](#), accessed on 8 August 2022

⁹⁰ HS2 Ltd, [Phase 2b Western Leg Information Paper B5: Compliance with undertakings and assurances](#), January 2022, para 2.2

⁹¹ HS2 Ltd, [Phase 2b Western Leg Information Paper B5: Compliance with undertakings and assurances](#), January 2022, para 2.2

Undertakings and assurances are listed on register held by the DfT.⁹² Any nominated undertaker (more information on nominated undertakers is set out in Section 4.7) would be contractually obliged to meet these commitments.⁹³

⁹² HS2 Ltd, [Phase 2b Western Leg Information Paper B5: Compliance with undertakings and assurances](#), January 2022, 3.1

⁹³ HS2 Ltd, [Phase 2b Western Leg Information Paper B5: Compliance with undertakings and assurances](#), January 2022, 4.1

4 The Bill

4.1 What is the Bill for?

The High Speed Rail (Crewe to Manchester) Bill provides the powers and authorisation required to construct and maintain the Crewe to Manchester leg of Phase 2b.

The Bill is made up of 17 parts, 66 clauses and 33 schedules. The main powers proposed within the Bill include:

- the authorisation of works to construct and maintain the Crewe to Manchester Leg of HS2 (**Part 1**). Powers to carry out these works are conferred on a ‘nominated undertaker’ (**Part 9**)
- the power to acquire land (or rights to land) necessary for the works to be carried out (**Part 2**), including powers to take possession of land temporarily (**Part 4**)
- the deeming of planning permission to be granted for the works (**Part 5**)
- the deregulation of works on HS2 (**Part 6**). This covers the disapplication, or modification, of certain powers contained in other legislation, which would otherwise interfere with construction and
- railways matters (**Part 7**), predominately the application of existing legislation to HS2.

A detailed clause-by-clause analysis can be found in the [Explanatory Notes](#) to the Bill.

HS2 Ltd’s responsibilities included developing the Bill’s proposals.⁹⁴ However, the Secretary of State will act as the Promoter of the Bill through Parliament.⁹⁵

⁹⁴ HS2 Ltd, B9 [Introduction to Hybrid Bills](#), January 2022, para 1.2

⁹⁵ HS2 Ltd, B9 [Introduction to Hybrid Bills](#), January 2022, para 1.6

How would the Bill affect other parts of the United Kingdom?

The Bill would apply across the United Kingdom, even though most of the work, though not all, would take place in England. This is consistent with hybrid bills that have been used to authorise the other phases of HS2 and major transport infrastructure, such as the Channel Tunnel.⁹⁶ Some of the scheme covers works in Scotland. The Bill, for example, would authorise the construction of a new depot in Scotland, which will be used to support HS2 connections to the West Coast Main Line.⁹⁷ This means that the clauses and schedules within the Bill would also apply in Scotland.⁹⁸

As a result, the Bill would trigger the Sewel Convention, whereby the UK Parliament seeks the devolved administration's consent, in this case the Scottish Parliament's consent, to legislate on devolved matters.⁹⁹

The Scottish Parliament published its legislative consent memorandum for the Bill in February 2022.¹⁰⁰ In the memorandum, the Scottish Government recommended that legislative consent is given to a number of provisions that the UK Government has sought consent for, but also lists a number of additional provisions where it believes legislative consent is required.¹⁰¹

At a later stage, before the final stages of the Bill, the Scottish Parliament would vote on whether to grant or withhold its consent for the Bill, in full or in part.¹⁰² The UK Parliament can then decide whether to pass the legislation or amend it to address the Scottish Parliament's concerns.¹⁰³ There are no provisions within the Bill which would affect matters that have been devolved to the Northern Ireland Assembly or Welsh Assembly.¹⁰⁴

More information on how HS2 affects Scotland, Wales and Northern Ireland is set out in the Library's paper [HS2:an overview](#).

⁹⁶ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 12.

⁹⁷ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 12; Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 1

⁹⁸ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), pages 81-85

⁹⁹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 13; Institute for Government, [Sewel Convention](#) [updated on 9 February 2022]

¹⁰⁰ Scottish Parliament, [Legislative Consent Memorandum: High Speed Rail \(Crewe to Manchester\) Bill](#), 7 February 2022

¹⁰¹ Scottish Parliament, [Legislative Consent Memorandum: High Speed Rail \(Crewe to Manchester\) Bill](#), 7 February 2022, para 9 and paras 10-28

¹⁰² Institute for Government, [Sewel Convention](#) [updated on 9 February 2022]

¹⁰³ Institute for Government, [Sewel Convention](#) [updated on 9 February 2022]

¹⁰⁴ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 15

4.2

Part 1: Works - Clauses 1 to 3

Clause 1, Schedule 1 and the deposited plans interact together to make the core of the Bill. Clause 1 would authorise the ‘nominated undertaker’ – the body (or bodies) responsible for carrying-out the work – to construct and maintain the works set out in Schedule 1, the ‘scheduled works’.¹⁰⁵ These are the main works authorised by the Bill.¹⁰⁶

They include:

- the construction of a railway line from Phase 2a, south of Crewe, to Manchester Piccadilly station.
- the construction of a railway line from Hoo Green in Cheshire to the West Coast Mainline, south of Wigan in Bamfurlong (the Golborne Spur).¹⁰⁷
- works to the tram network surrounding Manchester Piccadilly Station, required because of the new railway line.¹⁰⁸ Further works covering Manchester’s tramway are covered in **Schedule 4**.

A variety of other works and activities are required to support the main construction. **Clause 2**, for example, would give the nominated undertaker the power to undertake a range of ancillary works. These would range from the power to build and maintain new bridges, subways and roundabouts to the ability to demolish buildings and structures and install, alter or change the position of railway tracks, mains, drains, sewers and cables.¹⁰⁹ **Clause 2** provides a full list of the type of works that would be authorised.

Schedule 2 includes powers that would enable nominated undertaker to carry out certain activities, which may be needed to support construction.¹¹⁰ These include the power to survey and investigate land, support or strengthen buildings¹¹¹, serve notice requiring owners of neighbouring land to prune or remove a tree or cut its roots,¹¹² carry out works to mitigate noise¹¹³, use drains, public sewers and watercourses¹¹⁴ and temporarily interfere with specified

¹⁰⁵ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 1

¹⁰⁶ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 2

¹⁰⁷ On 6 June 2022, the Government signalled its intention to remove the spur after second reading. The House issued instructions to the High Speed Rail (Crewe to Manchester) Bill Select Committee to remove the link from the Bill. See Section 5.1 for more information.

¹⁰⁸ [High-Speed Rail \(Crewe to Manchester\) Bill](#), Paragraph 1 (1)

¹⁰⁹ [High-Speed Rail \(Crewe to Manchester\) Bill](#), Clause 2,

¹¹⁰ These include rail, building, construction, demolition and highway works and also changes to sewers, drains, cables, non-navigable rivers, streams and watercourses.

¹¹¹ This power is needed because construction can cause the ground to move, so nearby buildings need to be supported or strengthened. The nominated undertaker needs to give the occupier 8 weeks’ notice of such works. There is an arbitration process if the occupier disputes the need for such works.

¹¹² Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 31-33

¹¹³ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 36

¹¹⁴ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 37-43

waterways.¹¹⁵ **Clause 2** also authorises works to overhead lines, which are set out in **Schedule 3**.

Provisions in the Bill would ensure that the works authorised by **Clause 1** and **Clause 2** are constructed within specific limits shown within the deposited plans.¹¹⁶ **Clause 2 (3)** would allow the nominated undertaker to carry-out works, which a) mitigate the impact of Phase 2b works¹¹⁷ and b) benefit or protect land affected by Phase 2b.¹¹⁸

The construction of the Crewe to Manchester leg is likely to require the nominated undertaker, or contractors working on their behalf, to access and, in some instances, stop-up/ block or interfere with roads, footpaths and bridleways. **Clause 3** would require the nominated undertaker to gain the consent of the relevant strategic highways authorities before carrying out works to a strategic highway.¹¹⁹ **Schedule 5** would provide powers for the nominated undertaker to access highways, stop up or interfere with highways and construct and maintain highways,¹²⁰ within the limits of the Act. This Schedule would set a series of requirements concerning how such works must be carried out, such as:

- the number of days' notice the nominated undertaker needs to give to the highway authority before these works start.
- the alternative provisions that need to be in place before these works take place.
- the process for the approval of such works and the grounds on which a highways authority can object.¹²¹

Where a highway is stopped up all rights of way are extinguished.¹²² Where private rights of way are extinguished those affected are entitled to compensation.¹²³

Schedule 4 provides further provisions, not covered elsewhere, concerning ancillary works to the Manchester tram.¹²⁴

¹¹⁵ These waterways are specified in Schedule 2, paragraph 11 (1)

¹¹⁶ Clause 63 (1) defines the limits, as land within the limits of deviation or within the limits of land to be acquired or used.

¹¹⁷ This includes landscaping and other mitigation works designed to mitigate the impact of construction, maintenance and operation of Phase 2b. These works also need to take place within limits specified by the Act.

¹¹⁸ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 9

¹¹⁹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 52

¹²⁰ The construction and maintenance requirements are straightforward, requiring works to be carried out to the satisfaction of the highways authority. After 12 months, the relevant highway authority becomes responsible for any new or altered highway.

¹²¹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#)

¹²² Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 141

¹²³ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 142

¹²⁴ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 12

4.3

Parts 2-4: Acquiring land - Clauses 4-17 and Schedules 6-16

These clauses would give the Secretary of State, rather than the nominated undertaker, the power to acquire, or access, land needed to build the Crewe to Manchester leg. This would include land on which the new rail lines will be constructed and where land, or access to it, is needed to facilitate construction. The Bill would impose limits on the land that can be acquired.

Clause 4 would, for example, give the Secretary of State the power to compulsorily acquire land, within limits set out in the deposited plans.^{125 126}

Schedule 6 has a table setting out on a parish-by-parish basis the purpose for which land may be acquired or used.¹²⁷

Clauses 5-7 would grant the Secretary of State powers to acquire rights to land (rather than the whole of a person's interest in the land), acquire airspace above land and acquire sub-soil (e.g. for underground railway tunnels or other ancillary works).^{128 129} These clauses, in effect, would prevent the Secretary of State from having to acquire more land than necessary.

The power to compulsorily acquire land would expire 8-years after the Bill receives Royal Assent (**Clause 9(1)**). **Clause 9(2)** would give the Secretary of State the ability to issue an order to extend this period.^{130 131}

The Phase One and Phase 2a Acts set a 5-year time limit. For example, the Secretary of State's powers to acquire land for Phase One from Birmingham to London expired in February 2022.¹³² The HS2 Minister, Andrew Stephenson MP, in March 2022, confirmed that all the land and property required was acquired by the deadline.¹³³ However, in January 2022, The Daily Telegraph reported that HS2 Ltd still had to acquire around a fifth of the land needed for the route, based on information from a Freedom of Information request.¹³⁴

¹²⁵ 'Limits' refers to the limits of deviation or limits of land to be acquired, which are set out in the deposited plans. The deposited plans show the limits of deviation for the scheduled works and also sets limits for the land to be acquired.

¹²⁶ [High-Speed Rail \(Crewe to Manchester\) Bill](#), Clause 63; Land can only be acquired if it is needed for "Phase 2b (Crewe - Manchester) purposes," includes for the "purposes of or in connection with the works authorised by this Act"

¹²⁷ [High-Speed Rail \(Crewe to Manchester\) Bill](#), Schedule 6

¹²⁸ This includes power to acquire or create easements and other rights and to impose restrictive covenants. See Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 217

¹²⁹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 231.

¹³⁰ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 249. The period may only be extended for a maximum of 2 years and only once in relation to any particular land.

¹³¹ Any order extending the time limit for the exercise of the compulsory acquisition powers is subject to a modified form of special parliamentary procedure under the Statutory Orders (Special Procedure) Act 1945.

¹³² [HS2 6-monthly report to Parliament](#), GOV.UK, March 2022 [accessed on 20 May 2022]

¹³³ [HS2 6-monthly report to Parliament](#), GOV.UK, March 2022 [accessed on 20 May 2022]

¹³⁴ [HS2 in race to secure remaining land needed for first phase](#), The Daily Telegraph, 8 January 2022

Where the time limit is extended, **Schedule 13** would enable someone with a qualifying interest in the land to apply to the Secretary of State requesting that their land is acquired, in order to end any further uncertainty.¹³⁵

Clause 13 and Schedules 15 and 16 would give the nominated undertaker the power to temporarily take possession of, and use, land. For example, to divert utilities or to carry-out environmental mitigations (e.g. planting trees or replacing habitats).^{136 137}

Clause 10 and Schedule 14 would cover the extinction of private and other rights over land, which would apply where the Secretary of State has either acquired land or rights to it.¹³⁸

Clause 17 would modify existing legislation to make the nominated undertaker responsible for paying compensation for injurious affection, where these works cause a reduction in the value of land.¹³⁹

4.4

Part 5: Planning permission - Clauses 18-21 and Schedule 17

Clauses 18-21 and Schedule 17 are about planning permission. **Clause 18** would deem that planning permission is granted for developments covered by the Bill, albeit with some exceptions.¹⁴⁰ Planning permission would also be subject to other provisions and conditions in the Bill. **Schedule 17** sets out a series of conditions, which would be enforced by the relevant planning authority.¹⁴¹ These conditions cover:

- building, construction and ancillary works
- the disposal and evacuation of waste and spoil
- road transport
- when scheduled works and depots come into use
- when ancillary works should stop

¹³⁵ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 254

¹³⁶ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 284

¹³⁷ This includes land specified in Schedule 16 and other land within the limits of the Act. The table in Schedule 16 describes the purposes for which the specified land can be temporarily used.

¹³⁸ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 262

¹³⁹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 314

¹⁴⁰ These exceptions are set out in Subsection (2)

¹⁴¹ Part 2 of Schedule 17 covers qualifying authorities. The Secretary of State is required to specify (in regulations) the local planning authorities that will become qualifying authorities. These authorities need to provide the Secretary of State with “satisfactory undertakings” about the handling of planning requests by the time the Bill is reported from the Select Committee in the House of Lords.

- restoring sites after construction.

Clause 19 would place a time limit on planning permission. Under **Clause 19**, planning permission would apply to work which commences within 10-years of the Bill receiving Royal Assent.¹⁴² **Clause 20**, however, would allow the Secretary of State to disapply planning permission through a statutory instrument which must be laid before Parliament.^{143 144}

Development consent is a specific type of consent under the Planning Act 2008, which applies to National Significant Infrastructure Projects (NSIPs). **Clause 21** would remove the need to gain development consent for works authorised by the Bill, as Parliament has authorised the works.¹⁴⁵

4.5

Part 6: Deregulation - Clauses 22-34 and Schedules 18-27

This part of the Bill includes a collection of clauses and schedules, which would disapply or modify existing legislation. The purpose of these changes would be to ensure legislation, which would ordinarily apply, does not interfere with the Crewe to Manchester works.

The clauses and schedules cover legislation which applies to:

- listed buildings and ancient monuments (**Clause 22 and Schedules 18 and 19**)
- burial grounds and consecrated land (**Clauses 23 and 24**)¹⁴⁶
- commons and open spaces (**Clause 25**)¹⁴⁷
- the preservation of trees (**Clause 26**).¹⁴⁸

¹⁴² Subsections 2 and 3 of Clause 19 allow for the Secretary of State to extend this period using a statutory instrument, which would be subject to the negative resolution procedure in either House.

¹⁴³ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 356; [High-Speed Rail \(Crewe to Manchester\) Bill](#), Clause 20, subsections 1,3 and 4.

¹⁴⁴ Clause 20 does not specify under which procedure, negative or affirmative, these regulations would be subject to.

¹⁴⁵ In the Explanatory Notes, the Government explains that requiring development consent at a later stage would be inappropriate given that Parliament has specifically authorised the works. See Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 358

¹⁴⁶ No law prohibits consecrated land being used for the Phase 2b works, except for burial grounds (Clause 24). Prohibitions and restrictions only apply to burial grounds where human remains or monuments are disturbed (Clause 23). Schedule 20 sets out the conditions that would apply where human remains and monuments are disturbed.

¹⁴⁷ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 404

¹⁴⁸ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 405

- buildings (**Clause 29 and Schedules 22 and 23**)¹⁴⁹
- overhead power lines (**Clause 27**)¹⁵⁰
- water abstraction and drainage (**Clause 28 and Schedule 21**)
- street works (**Clause 30 and Schedule 24**)
- lorries (**Clause 31 and Schedule 25**)
- noise (**Clause 32 and Schedule 26**)
- Local Acts (**Clause 33 and Schedule 27**)
- Community Infrastructure Levy (**Clause 33**)

4.6

Part 7: Railway matters - Clauses 34-40 and Schedules 28-29

Clauses 35-38 and Schedule 28 change how certain parts of primary legislation on rail applies to the Crewe to Manchester leg.

These provisions would:

- place a duty on the Office of Rail and Road (ORR) to facilitate the construction of the Crewe to Manchester leg (**Clause 35(1)**).¹⁵¹ The ORR's duties are set out in Section 4 of the Railways Act 1993.¹⁵² HS2 Ltd explain that, while the regulator's existing duties could be interpreted as being sufficient to facilitate the Crewe to Manchester works, the Government believes it is "appropriate to include a specific objective to that effect."¹⁵³
- exempt the newly built HS2 network, including any trains using it, from the requirement to hold a licence, until the Secretary of State decides the network is ready for commercial use (**Clause 36**).¹⁵⁴ The purpose of this is to allow operational testing to take place on the new and existing

¹⁴⁹ These include provisions to disapply and modify building regulations and the Building Act 1984, which would otherwise impede the Phase 2b works.

¹⁵⁰ Clause 27 would remove the need for the Secretary of State's consent, where works to overhead lines are within the limits of the Act and the need for development consent under the Planning Act 2008

¹⁵¹ The Secretary of State can remove this objective by Order when it is no longer required.

¹⁵² [Section 4 of the Railways Act 1993](#)

¹⁵³ HS2 Ltd, [Phase 2b Western Leg Information Paper B7: Railway powers in hybrid Bill](#), January 2022, para 3.2

¹⁵⁴ The Secretary of State would lay a notice before Parliament to that effect.

lines.¹⁵⁵ Under the Railways Act 1993, train operators are required to have a licence to provide services on the rail network.¹⁵⁶

- disapply the statutory closure provisions in the Railways Act 2005 (**Clause 37**). The Railways Act 2005 includes a series of provision which apply to the closure of a railway station. For example, before a station is closed an assessment takes place to determine whether the closure meets certain criteria.¹⁵⁷ A public consultation on the proposed closure must also take place.¹⁵⁸

Clause 38 and Schedule 28 cover how other minor pieces of railways legislation apply. These largely date back to the late nineteenth and early twentieth centuries. Among other provisions, Schedule 28 would increase the maximum penalties for offences such as obstruction, trespass and failing pay or produce a ticket.¹⁵⁹

Works which would be authorised by the Bill may affect Network Rail and train operators where the Crewe to Manchester leg interfaces with the existing railway.¹⁶⁰ **Clause 39** and **Schedule 29** would provide for cooperation between the nominated undertaker and the controllers of other railway assets, including an arbitration process where there is disagreement.¹⁶¹

4.7

Other matters

Nominated undertaker (Clause 42)

As mentioned in Section 4.2, the works authorised by the Bill would be carried out by a nominated undertaker. **Clause 42** would give the Secretary of State the power to issue an order nominating “one or more nominated undertakers” to carry out some or all of the works.¹⁶² If the Secretary of State fails to make such an order then they would become the *de facto* nominated undertaker.¹⁶³ No nominated undertakers are named on the face of the Bill. It is likely that the Secretary of State would nominate HS2 Ltd. However, there have been concerns in the past about the capacity of HS2 Ltd to take on responsibility for further phases. In February 2020, the Prime Minister signalled that the Government intended to “create new delivery arrangements” for Phase 2b,

¹⁵⁵ HS2 Ltd, [Phase 2b Western Leg Information Paper B7: Railway powers in hybrid Bill](#), January 2022, para 4.2

¹⁵⁶ [Section 6 of Railways Act 1993](#)

¹⁵⁷ Department for Transport, [Railways closures guidance](#), October 2006

¹⁵⁸ Department for Transport, [Railways closures guidance](#), October 2006

¹⁵⁹ [Schedule 28 of the High Speed Rail \(Crewe to Manchester\) Bill](#)

¹⁶⁰ HS2 Ltd, [Phase 2b Western Leg Information Paper B7: Railway powers in hybrid Bill](#), January 2022, para 3.6

¹⁶¹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 504-514

¹⁶² Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 545-550. Under Clause 42, any regulations would be made by a statutory instrument under the negative procedure.

¹⁶³ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 546

leaving HS2 Ltd to concentrate on Phase One and Phase 2a.¹⁶⁴ The Government has since said that “the advantages of creating a new delivery body would likely be outweighed by the disbenefits of fragmentation and dis-economy of scale.”¹⁶⁵

Further High Speed Rail Works (Clause 50)

Clause 50 would allow further adjustments or minor extensions to the Crewe to Manchester leg to be authorised via an order under Transport Work Act 1992.¹⁶⁶ Orders made under the Transport and Works Act 1992 can be used to authorise the construction or operation of different transport schemes including new railways, tramways and guided bus ways. Such orders are the usual way such schemes are authorised.¹⁶⁷ However, larger railway schemes (e.g. over 2km) usually qualify as Nationally Significant Infrastructure Projects. NSIPs require Development Consent under the Planning Act 2008.¹⁶⁸ More information on NSIPs can be found in the Library’s briefing paper on [Planning for Nationally Significant Infrastructure Projects](#).

Scotland (Clause 64 and Schedule 33)

Clause 64 incorporates **Schedule 33**, which would modify various provisions in the Bill to reflect the law in Scotland, including land and works in Scotland.¹⁶⁹

Obstruction of construction works (Clause 56)

Clause 56 covers offences associated with obstructing or interfering with certain works and the penalties for these offences.¹⁷⁰ For example, **Clause 56(1)** would make it an offence to obstruct construction or interfere with construction by moving or removing pieces of apparatus.¹⁷¹ Those found guilty could be fined up to £1000.¹⁷² These offences would apply not only to works authorised under the Bill, but also those covered by existing HS2 Acts.¹⁷³ If enacted, these changes would bring offences, and associated penalties, for obstructing HS2 in line with those for other rail and light rail schemes, which

¹⁶⁴ HC Deb 11 February 2020 vol.671, [col.713](#)

¹⁶⁵ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021, para 5.20

¹⁶⁶ Explanatory Notes to the [Public Order Bill](#), paras 24-26

¹⁶⁷ DfT, [Transport and Works Act orders: A brief guide](#), 26 November 2013.

¹⁶⁸ DfT, [Transport and Works Act orders: A brief guide](#), 26 November 2013.

¹⁶⁹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 740

¹⁷⁰ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 714-721

¹⁷¹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 714-721

¹⁷² [Section 37 of the Criminal Justice Act 1982](#); Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 715

¹⁷³ High Speed Rail (London -West Midlands) Act 2017 and the High Speed Rail (West Midlands – Crewe) Act 2021

are covered by Section 38 of the Transport and Works (Model Clauses for Railways and Tramways) Order 2006.¹⁷⁴

The Public Order Bill (Bill 008 of 2022-23), which is reforming how protests are policed in England and Wales, would introduce stricter penalties (than those in the HS2 Bill) for people found guilty of obstructing major transport projects. Clause 3 of the Public Order Bill would, for example, introduce a maximum penalty of six months imprisonment or an unlimited fine.¹⁷⁵ The Public Order Bill defines major transport infrastructure as either Nationally Significant Infrastructure Projects or transport infrastructure covered by the Acts Parliament, such as HS2.¹⁷⁶ More information is available in Section 3.2 of the Library's paper on the [Public Order Bill](#).

Further clauses and schedules

The table below provides a brief summary of some of the other clauses and schedules in the Bill.

Clauses and schedules	
Planning permission for statutory undertakers	Clause 43 and Schedule 31 would extend the planning permission available for certain works of statutory undertakers under certain conditions. ¹⁷⁷
Protective provisions	Clause 44 and Schedule 32 would provide protections for certain bodies whose statutory responsibilities would be affected by the HS2 works. Such bodies include highways and traffic authorities, electricity, gas, water and sewerage undertakers, electronic communications code network operators, the Canal and River Trust, the Manchester Ship Canal Company Limited and authorities who have responsibility for land drainage, flood defence, water resources or fisheries. ¹⁷⁸
Crown Land	Clauses 51-53 would allow works to be carried out on Crown land with the consent of the relevant Crown authority (Clause 51) and on highways for which the Secretary of State is the relevant authority with his consent (Clause 52). Clause 53 would remove

¹⁷⁴ [Section 38 of the Transport and Works \(Model Clauses for Railways and Tramways\) Order 2006](#)

¹⁷⁵ Explanatory Notes to the [Public Order Bill](#), para 26

¹⁷⁶ House of Commons Library, [Public Order Bill](#), May 2022, page 16

¹⁷⁷ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 551

¹⁷⁸ This includes the Environment Agency and local drainage authorities

	restrictions on the disposal of Crown land, where this may be required for Phase 2b. ¹⁷⁹
Deposited plans and sections	Deposited plans and sections are defined in Clause 54 . Clause 55 provides for the correction of said plans and sections by two justices who have jurisdiction over the land, on application by the Secretary of State and the service of relevant notice. ¹⁸⁰ This provision is intended to accommodate errors in drafting. The justices have to be satisfied, and certify, that “the misstatement or wrong description arose from mistake or inadvertence”, rather than as a result of changes to the scheme. ¹⁸¹
Environmental Impact Assessment Regulations	Clause 57 would provide that any replacement building not forming part of the HS2 Crewe to Manchester works must be accompanied by an environmental assessment. ¹⁸²
Arbitration	Clause 58 explains how disputes which are to be determined under the various provision of the Bill are to be dealt with. ¹⁸³
Notices and other documents	Clause 59 specifies how notices and documents required by the Bill are to be delivered and who to. This includes, for example, the arrangements for serving documents electronically. ¹⁸⁴
Vocational qualifications	Clause 60 consolidates requirements under existing HS2 Acts to report each year on the number of vocational qualifications obtained in connection with the construction of HS2. ¹⁸⁵
Interpretation of key terms and phrases	Clauses 62-63 defines the phrase “Phase 2b (Crewe – Manchester) purposes” and other key terms within the Bill.
Financial provisions	Clause 65 covers financial provisions. In particular, Clause 65 would provide that expenditure incurred by

¹⁷⁹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 695-707

¹⁸⁰ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 710-711

¹⁸¹ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 711

¹⁸² Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 722-723

¹⁸³ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 724-727

¹⁸⁴ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), paras 728-734

¹⁸⁵ Existing requirements on vocational qualifications are set out in High Speed Rail (Preparation) Act 2013 and the High Speed Rail (London – West Midlands) Act 2017

	the Secretary of State would be funded through money provided by Parliament. ¹⁸⁶
Commencement and short title of the Bill	Under Clause 66 , the provisions within the Bill would come into effect once the Bill has received Royal Assent, with the exception of Clause 56 which would take effect to months after Royal Assent. ¹⁸⁷

¹⁸⁶ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 788

¹⁸⁷ Explanatory Notes to the [High-Speed Rail \(Crewe to Manchester\) Bill](#), para 790

5

Debate on the western leg

Much of the recent debate surrounding the High Speed Rail (Crewe to Manchester) Bill has focused on aspects of the design and the impact of construction, including refinements to the proposals to mitigate the impact of the works and maximise the opportunities offered by them.

5.1

Golborne Spur

The High Speed Rail (Crewe to Manchester) Bill includes a spur (called the Golborne Spur or Golborne Link) to connect HS2 to the West Coast Main Line (WCML), south of Wigan. This link to the existing rail network is intended to allow HS2 trains to continue to Scotland, serving northern towns and cities enroute. On 6 June 2022, the Government signalled its intention to remove the spur from the Bill, following the recommendation of the Union Connectivity Review.¹⁸⁸ At second reading in June 2022, the House instructed the select committee responsible for scrutinising the Bill to remove the Golborne link. The Government's decision follows media coverage in April 2022 that Sir Graham Brady, MP for Altrincham and Sale West, received "categorical verbal assurances" from the Secretary of State for Transport that the spur would be removed from the Bill.¹⁸⁹

The Union Connectivity Review, led by Sir Peter Hendy CBE, the Chair of Network Rail, recommended the Government review alternative connections between HS2 and the WCML because "emerging evidence" suggested an alternative connection, such as one south of Preston, could improve journey times by 2-3 minutes and offer greater benefits than the Golborne Link.¹⁹⁰ The Transport Minister, Wendy Morton MP, explained that the Government is now looking into alternative options for the link, within the £96 billion budget set within the Integrated Rail Plan. However, she explained the Government remains committed to ensuring HS2 trains run to Scotland as well as other northern towns and cities.¹⁹¹

¹⁸⁸ DfT and HS2 Ltd, [Government takes action to ensure Scotland receives best possible HS2 service](#), 6 June 2022

¹⁸⁹ [Senior Tory says Shapps privately assured him £3bn HS2 branch will be scrapped](#), The Guardian, 6 April 2022; [Controversial £3bn HS2 link to be scrapped, says Sir Graham Brady](#), Manchester Evening News, 7 April 2022; [HS2: Sir Graham Brady 'assured' link through constituency scrapped](#), BBC News, 7 April 2022; [Mainline link to HS2 'will not go ahead'](#), The Times, 8 April 2022; [HS2 £3bn Golborne link will be scrapped, MP claims](#), New Civil Engineer, 8 April 2022

¹⁹⁰ Department for Transport, [Union Connectivity Review: final report](#), November 2021, page 41

¹⁹¹ HC Deb 20 June 2022 [c607](#)

There have been opposing views within Greater Manchester and the surrounding area about the desirability of the Golborne Spur. Greater Manchester Combined Authority (GMCA), Wigan Council and Manchester City Council all support the link, as do some other councils and local enterprise partnerships in the North West.¹⁹² GMCA and Wigan Council support the spur because it would provide a link virtually into Wigan town centre, thereby offering an opportunity to regenerate the area.¹⁹³ However, some MPs, councils and parish councils representing areas affected by the spur have opposed the spur for a variety of reasons.¹⁹⁴ The link would affect local villages, and amenities within them, as well as nearby woodland and parts of the green belt.¹⁹⁵

The rail industry stakeholders - the Rail Industry Association, the Rail Freight Group and the High Speed Rail Group – criticised the Government’s decision to remove the spur saying that without this connection there will be a bottleneck on the West Coast Main Line north of Crewe, which would “negatively impact outcomes for passengers, decarbonisation and levelling up.”¹⁹⁶ The organisations added:

With the HS2 Eastern Leg dropped, and the Golborne Link abandoned too, there will now be heightened uncertainty both for rail businesses working on the project and for the communities the line will serve.

Given the Government has now decided that it does not wish to proceed with the Golborne Link, it is absolutely essential it confirms as quickly as possible how Ministers intend to protect the benefits of HS2 investment and does so without delay. Such an important, strategic question of how HS2 services connect into Scotland cannot be left open or uncertain.¹⁹⁷

At second reading, the SNP transport spokesperson, Gavin Newlands MP, criticised the Government’s decision to remove the Golborne Spur, describing it as a “cynical betrayal of Scottish interests.”¹⁹⁸ He also criticised the Government for not providing further detail on the alternative options for the route. He said:

¹⁹² Ipsos MORI, [High Speed Two Phase 2b: Crewe to Manchester: Western Leg Design Refinement Consultation](#), January 2022.

¹⁹³ Greater Manchester Combined Authority, [HS2 and Northern Powerhouse Rail](#), September 2021 ; [Scrapping controversial HS2 branch would ‘jeopardise’ Wigan’s future and impact ‘already fragile’ economy](#), Manchester Evening News, 11 April 2022

¹⁹⁴ Ipsos MORI, [High Speed Two Phase 2b: Crewe to Manchester: Western Leg Design Refinement Consultation](#), January 2022.

¹⁹⁵ jamesgrundy.org.uk, [Say NO to the HS2 Golborne Spur!](#) [accessed on 26 May 2022]; [Senior Tory says Shapps privately assured him £3bn HS2 branch will be scrapped](#), The Guardian, 6 April 2022

¹⁹⁶ High Speed Rail Group, Rail Industry Association and Rail Freight Group, [Rail industry unites to criticise scrapping of HS2 Golborne Link](#), 7 June 2022

¹⁹⁷ High Speed Rail Group, Rail Industry Association and Rail Freight Group, [Rail industry unites to criticise scrapping of HS2 Golborne Link](#), 7 June 2022

¹⁹⁸ HC Deb 20 June 2022 [c616](#)

We haven't a clue how, where and when an alternative to Golborne will be delivered, other than pointing vaguely towards Preston on a map and promising, it will definitely, positively, absolutely be built there [...]¹⁹⁹

The Shadow Transport Minister, Mr Dhesi, explained that the Labour Party will “look in detail” at the alternative proposals the Government put forward before deciding whether they can support the removal of the Golborne spur.²⁰⁰

5.2 Manchester Piccadilly station

Greater Manchester Combined Authority, Manchester City Council, Transport for Greater Manchester (TfGM) and a number of local MPs are all in favour of an underground station at Manchester Piccadilly.²⁰¹ Their main concerns are that the current design for an overground, turn-back station would limit future capacity and require the use of land which could be used for other, more productive, purposes.²⁰²

- Capacity.** Research commissioned by Manchester City Council and TfGM found that the capacity of the new overground station, when NPR and HS2 are both in use, would be limited to the extent that a successful timetable could only operate if there were no deviations from it or unforeseen delays.²⁰³ As the station would be a turn-back station, the driver would have to walk to the other end of the train before the train can continue. This, the council argue, could compound the capacity problem because it would take longer for trains to set off again.²⁰⁴ Manchester City Council argued delays at the surface station would cause disruption not just regionally, but across the entire rail network.²⁰⁵ At second reading, Jeff Smith, Labour MP for Manchester Withington, while recognising the extra cost and disruption of an underground station, emphasised the importance of ensuring the new station can accommodate both HS2 and NPR services.²⁰⁶
- Land use.** Separate analysis commissioned by Manchester City Council and TfGM found that almost half a million square metres of floorspace would be required for the new surface station, which could support up to 14,000 jobs. Based on this analysis, a surface station would deliver £333 million less per year than an underground station.²⁰⁷ At second reading,

¹⁹⁹ HC Deb 20 June 2022 [c615](#)

²⁰⁰ HC Deb 20 June 2022 [c611](#)

²⁰¹ Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev69; Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev24

²⁰² Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev69;

²⁰³ Bechtel, [Development of Piccadilly Station Final Report](#), December 2019; Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev24, para 4.2

²⁰⁴ Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev24, para 4.2

²⁰⁵ Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev24, para 4.3

²⁰⁶ HC Deb 20 June 2022 [c602](#)

²⁰⁷ Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev69, para 4.12

Andrew Gwynne, Labour MP for Denton and Reddish, claimed the Government’s proposed design would “economically damage the growth potential” around the station.²⁰⁸

The DfT commissioned HS2 Ltd to examine options for Manchester Piccadilly. The Government remains in favour of a surface station for a variety of reasons, but recognises the opportunity to develop the area surrounding Manchester Piccadilly station as well as the station’s limited capacity.²⁰⁹ The Government’s view, however, is that building an underground station would take at least 7 years longer, cost between £4 billion to £5 billion more and be more disruptive.²¹⁰

Authorities in Greater Manchester have urged the Government to consider the life-time returns of the new station, rather than the short-term cost and disruption.²¹¹ Local leaders have signalled their intention to petition the Bill to request changes to the design of Manchester Piccadilly station.²¹² Andy Burnham, Mayor of Greater Manchester, has argued that it is better to build the right solution than the wrong solution more quickly.²¹³ MPs representing constituencies in Manchester echoed the importance of ensuring the design of the new HS2 station is the right long-term solution for the city region.²¹⁴ At second reading, the Shadow Transport Minister, Mr Dhesi, said the Labour Party want to see:

a solution for Manchester Piccadilly station that enables a future Labour Government to pick up the pieces and to deliver that Northern Powerhouse Rail in full to Bradford and Leeds.²¹⁵

5.3

Manchester Airport station

The Government’s plan for a new HS2 station near Manchester Airport is contingent on a “local funding contribution.”²¹⁶ Transport for Greater Manchester and Manchester Airports Group have both questioned why the new station is not being fully funded by Government, given it has a strong business case.²¹⁷ The Mayor of Greater Manchester informed the Transport Select Committee in February 2022 that local stakeholders are being asked to

²⁰⁸ HC Deb 20 June 2022 [c605](#)

²⁰⁹ Department for Transport, [HS2 Phase 2b Western Leg: Crewe to Manchester: an update on the strategic outline business case](#), January 2022, paras 1.55 & 1.60

²¹⁰ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021, para 3.19

²¹¹ Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev69; Transport Committee, [Integrated Rail Plan](#), 1 February 2022, 2022-23, Ev24

²¹² [Local leaders say wrong HS2 solution for Manchester could ‘damage’ the north](#), The Manc, 4 August 2022

²¹³ Transport Committee, [Oral evidence: Integrated Rail Plan](#), HC 974, 2 February 2022, Q55

²¹⁴ HC Deb 20 June 2022 [c600-662](#)

²¹⁵ HC Deb 20 June 2022 [c611](#)

²¹⁶ Department for Transport, [Integrated Rail Plan for the North and Midlands](#), November 2021, page 61

²¹⁷ Transport Committee, [Oral evidence: Integrated Rail Plan](#), HC 974, 2 February 2022, Q23

contribute “hundreds of millions of pounds” to the cost of the airport station.²¹⁸

Sir Graham Brady, Conservative MP for Altrincham and Sale West, has questioned why the new Manchester Airport station will be built at Davenport Green, a quarter of a mile away from the airport. He suggested that it would “make far more sense” to locate the new station at the airport.²¹⁹ The Minister responded explaining that the new station, due to a variety of competing factors, will be “located as close to the airport as possible.”²²⁰

5.4 Manchester Metrolink disruption

Tameside Metropolitan Borough Council and Greater Manchester Combined Authority are concerned about plans to suspend Metrolink services to Ashton-under-Lyne by up to 2-years, due to works at Manchester Piccadilly station.²²¹ During this period, replacement bus services would be used in place of the existing tram services.²²² The Tameside council, in March 2022, agreed to petition the Bill, with the aim of ensuring the line remains connected to the Metrolink for “for as long as practicable during construction of the HS2 station.”²²³ The council is seeking to amend the bill in order for a new depot to be built at Ashton Moss, which would allow services to run between Ashton Moss and New Islington, thereby avoiding a full closure of the line.²²⁴ Andrew Gwynne, Labour MP for Denton and Reddish, at second reading in June 2022, said it is unacceptable to “mothball the Ashton line and fob off residents with replacement bus services.”²²⁵ He added that the “Department for Transport fundamentally underestimate the extent of the damage that the suspension will cause and are stubbornly refusing to explore any alternative solutions.”²²⁶

²¹⁸ Transport Committee, [Oral evidence: Integrated Rail Plan](#), HC 974, 2 February 2022, Q23 [Andy Burnham]

²¹⁹ HC Deb 20 June 2022 [c602](#)

²²⁰ HC Deb 20 June 2022 [c602](#)

²²¹ Tameside Metropolitan Borough Council, [HS2 Phase 2b Petitioning Report](#), 21 March 2022; Greater Manchester Combined Authority, [HS2 and Northern Powerhouse Rail](#), 10 September 2021

²²² PQ [HL239](#) [Railway stations: Greater Manchester] answered 27 May 2022

²²³ Tameside Metropolitan Borough Council, [HS2 Phase 2b Petitioning Report](#), 21 March 2022

²²⁴ Tameside Metropolitan Borough Council, [HS2 Phase 2b Petitioning Report](#), 21 March 2022

²²⁵ HC Deb 20 June 2022 [c625](#)

²²⁶ HC Deb 20 June 2022 [c625](#)

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