

High Speed Rail – Phase 2b: Crewe - Manchester Equalities Impact Assessment Consultation

Response of Trafford Council

31st March 2022



TRAFFORD
COUNCIL

HS2 Phase 2b Environmental Statement Consultation



1 Equalities Impact Assessment (EqIA)

1.1 Introduction

- 1.1.1 This paper sets out Trafford Council's (TC's) response to HS2 Ltd.'s consultation on the High Speed 2 (HS2) Phase 2b Equality Impact Assessment (EqIA). A separate paper sets out Trafford Council's response to HS2 Ltd.'s consultation on the Environmental Statement (ES). Our responses to both those documents should be read together.
- 1.1.2 Trafford Council welcomes the commitment of HS2 to consider equality as part of the assessment for the Crewe to Manchester scheme, however, Trafford Council believe that there are still a number of issues that could be improved and resolved and as a result a number of observations are provided below which Trafford Council request are considered as the design of the Proposed Scheme evolves.
- 1.1.3 This document specifically details the Trafford Council consultation response comments in respect of issues and requirements which have been identified within the Equality Impact Assessment.
- 1.1.4 Other chapters within the Trafford Council consultation response to the HS2 Phase 2b Environmental Statement (ES) detail issues and requirements identified in relation to the other sections of the ES which may relate to issues identified within this EqIA response. Where those issues apply to all or several of the Community Areas, they have been set out in the Trafford Council ES Consultation Response chapter titled "*Trafford Council Points raised to ES Consultation which are Common across chapters and Community Areas*". To avoid repetition, those issues and requirements have not been re-stated here but in reading this section it should be noted that those issues and requirements also apply to this chapter.

1.2 Scope and Methodology

- 1.2.1 Trafford Council welcomes the commitment for preparing a comprehensive Scope and Methodology Report for the EqIA assessment which is separate to the Environmental Impact Assessment (EIA) and summarising this in the main report of the EqIA. **HS2 Ltd should be required to update the EqIA to include the most up to date baseline information and commit to share best practice examples to reduce the potential effects on PCGs identified. A formal process for consultation, discussion and approval of updated EqIAs and associated documents should be communicated by HS2 Ltd to all GM partners and relevant stakeholders.** It is noted



that the scope of the EqIA takes account of the requirements of the Public Sector Equality Duty (PSED): to eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act. Trafford Council agree with the list of protected characteristics groups (PCGs) under the Equality Act 2010. **However, HS2 Ltd should be required to consider the potential impact on other equality groups which are not protected under the Equality Act duty.**

- 1.2.2 There is the potential some groups who may be impacted, will not be considered adequately, especially where there are concerns relating to; access to roads, facilities, traffic congestion, noise pollution, people being rehoused. In these cases, every single protected characteristic will more likely be adversely impacted in some way. **HS2 Ltd should consider the Public Sector Equality Duty in the Equality Act 2010 for all protected characteristics. The Public Sector Equality Duty requires that public bodies give due regard to all protected characteristics when making decisions that will impact on people.**
- 1.2.3 If not addressed, there may be a potential risk for future challenge from a local equality perspective on the possible impact on local equality groups and residents. Trafford Council and residents will need reassurances about adequate measures, support (including financial support), mitigations and advice (including legal) is available help people to adjust to these changes.
- 1.2.4 HS2 Ltd should be required to provide an EqIA that considers the potential impacts (or provides justification why such an impact is not likely) on those groups that Local Authorities have due regard duties to, for example on carers and people in receipt of care, Armed Forces veterans or groups who are considered in LA EqIA frameworks i.e., families in poverty and homeless and additional vulnerable groups to be assessed. Disability groups most likely to be affected and considered significant for the purposes of the EqIA assessment include those of mobility, mental health, neurodiversity (autism) and sensory (vision and hearing) and this will be for all ages.
- 1.2.5 **HS2 Ltd should be required to identify measures considered to understand the differential and disproportionate impact on adults and children with these impairment types, in order to identify sufficient mitigation measures.** Trafford Council expect that consultation will be required to underpin this assessment following which further details on mitigation measures can be established and the mechanisms for delivery agreed.
- 1.2.6 The EqIA SMR and EqIA Main report also includes limited information on the mechanisms to be secured for ongoing equalities analysis, equality stakeholder engagement and the need to refresh the data based on Census 2021 release and



revisit the disproportionate data analysis model. **HS2 Ltd should be required to consult with stakeholders to address the ongoing changes to equality baseline information and agree mechanism for delivery of the mitigation measures proposed.**

1.2.7 Additional comments on stakeholder engagement are provided in Section 5 of Trafford Council's Consultation Response the ES.

1.2.8 Trafford Council notes that the objective of the EqIA and the assessment presented is based on the following key elements:

- Identify the presence of protected characteristic groups along the route, in particular where such groups are disproportionately represented amongst those most likely to be affected by the Proposed Scheme; and,
- Identify the significance of effects on these groups within the technical topics assessment as part of the EIA.

1.2.9 Trafford Council welcomes this approach, however, notes that the level of effects considering a combination of factors – noise, pollution, possible congestion, access as well as the impact on mental health should be considered and addressed within EqIA where practical as different groups might have different positive/negative impacts. For example, some protected groups are identified as being impacted multiple times throughout the EqIA - disabled people, older people and children as being particularly disadvantaged by disruption construction, loss of public spaces, impacts of routes changing, less parking, air quality, replacing accessible trams with buses, relocating bus stops, temporary access and impact on loss of play areas and disruption to children's education etc. The approach to cumulative effects on protected groups is in line with EqIAs produced at a Local Authority level and therefore is considered to be representative of a scheme of this scale. Therefore, **HS2 Ltd should be required to consider the cumulative effect on the protected groups identified within the EqIA and those suggested above when considering and developing mitigations.**

1.2.10 The EqIA Main Report and EqIA Map Book provides a list and illustrates LSOAs along the route with a disproportionate representation of three or more PCGs, broken down by sub-groups. No justification for the selection of LSOAs with three or more PCGs is provided in the EqIA SMR, or the Main Report and Trafford Council is unclear on why such figure was selected. Trafford Council is concerned that this approach may discount LSOAs with a lower number of PCGs which may be impacted by the Proposed Scheme at a significant level and therefore the EqIA may not be



representative of all groups located within the identified LSOAs. **HS2 ltd should be required to provide justification for selecting this approach is provided and appropriate mitigation provided should the potential effects be different to those identified in this EqIA.**

1.3 Stakeholder Engagement

1.3.1 Trafford Council note that stakeholder engagement as part of the design development was undertaken, however, it is not made clear what stakeholders were consulted for the purposes of information gathering and understanding of the facilities and their PCGs likely to be affected. **HS2 ltd should be required to set out in more detail their engagement approach and support to be provided to affected businesses and organisations, including the strategy for providing alternative facilities and where applicable, access to advice and timescales for engagement.** Where applicable, details of compensation, mitigation or alternative provision to be provided needs to be established in each case as a matter of urgency.

1.3.2 Similarly, Trafford Council request that the replacement of the recreational sporting pitches including access needs is undertaken in timely manner to cause minimal disruption for community and sports clubs. To ensure this, **HS2 ltd should be required to provide details of the programme and approach to engagement and mitigation for the education settings and the communities they serve i.e., Education awareness, Health and Safety etc. and agree the engagement strategy in writing with the local planning authority and the support requirements from local authorities to all parties affected, specifically those identified as PCGs under the Equality Act 2010 are identified and confirmed with local authorities as soon as practical.**

1.4 Baseline Information

1.4.1 Trafford Council have no comments on the baseline information provided. However, **HS2 ltd should be required to use the Census 2021 datasets for any strategies prepared after April 2022 to ensure the latest information is used.**

1.5 Route-wide Effects

1.5.1 Trafford Council are concerned that the proposed HS2 station is not appropriately integrated with the facilities of the existing Piccadilly station. A more integrated design would provide a common and more legible approach for HS2 and non-HS2 passengers, enabling choice between a wider variety of ancillary facilities and reducing unnecessary changes of level and therefore allowing better accessibility for



all. Further work is required to optimise the station and the approach alignment and to ensure the HS2 proposals are integrated with the existing station and cityscape, as set out within MCC's 2014, 2017 and 2018 consultation responses. **HS2 Ltd should be required to ensure that designs/modification reflect a similar or higher level of accessibility considerations in accordance with the Piccadilly Strategic Regeneration Framework (2018), GM HS2 and NPR Growth Strategy (2018).**

- 1.5.2 The route-wide section refers to the draft Code of Construction Practice (CoCP) and states that this will have a comprehensive community emergency plan and that when working with the relevant emergency service, that the community can be kept fully informed and adequate arrangements are in place for evacuation. Trafford Council sees the CoCP as a cornerstone document to support minimising disruption during the delivery of the Proposed Scheme. However, further consultation is required to underpin the assessment and the CoCP should include further details about how the Emergency Response teams will be engaged and feed into the future community emergency plans and how the CoCP will be used by the appointed undertaker to protect the PCGs identified within the EqlA. **On this basis, HS2 Ltd should be required to agree the final form of the CoCP with Trafford Council in writing.**
- 1.5.3 Trafford Council notes that various buildings and structures are required to be demolished in most community areas assessed along the route. **HS2 Ltd must therefore be required to ensure that adequate engagement, assistance and support is provided for all those affected, specifically those that would require additional support with understand and going through the compensation process. Further support and information is required for impacted local businesses and community facilities and homes on the mechanisms being considered, alongside what support can be provided with the financial compensation.**
- 1.5.4 **In this regard, appropriate resources must be provided to Trafford Council through the Communities and Environmental Fund and Business and Local Economy Fund. This should be informed by a quantified assessment of the impact upon community assets/businesses.**

1.6 Community Area Assessments

- 1.6.1 Trafford Council note that there is a significant assumption that appropriate measures can be identified to support the local residents across all community areas, although no evidence of stakeholder engagement has been provided to establish how this could be achieved and what options would HS2 consider



supporting the PCGs identified and to mitigate the potential effects on these groups. **HS2 Ltd should be required to confirm whether the mitigation measures outlined in the route-wide assessment section, i.e., CoCP/LEMP are considered sufficient to mitigate the potential effects on the PCGs identified and whether additional mitigation will be considered following detailed design.**

- 1.6.2 Based on the available information provided within the EqIA, Trafford Council is unable to provide specific comments on the effects or mitigation identified. **HS2 Ltd should be required to provide additional information to enable Trafford Council and partner authorities to provide a full and meaningful response. Specifically further details on the programme, approach to engagement and mitigation of the effects on the PCGs identified is required to provide confidence to stakeholders that all premisses and associated PCGs affected will be supported prior to and throughout the construction works to minimise any potential effects as far as practical.**

1.7 Impacts on MA04

- 1.7.1 This chapter specifically details the Trafford Council consultation response comments in respect of issues and requirements which have been identified within Community Area MA04. Community Area MA04 assessment identifies that the Proposed Scheme will result in direct and indirect effects on the following settlements as a result of the construction works:

- Warburton and Mossbrow; and,
- Partington.

- 1.7.2 The proposed route will dissect the neighbouring communities of Warburton and Mossbrow. Approximately 40 properties on the eastern side of the Warburton village, as well as further properties in Mossbrow will be in close proximity to the proposed routes and land required for construction. The neighbouring settlements share a small number of community facilities to which access for residents would be significantly impacted by the realignment of the A6144 Paddock Lane, breaking the direct connection between these two villages and their communities. A lack of well located, high quality, safe alternative routes will have a negative impact on residents with protected characteristics and other residents of the village. **HS2 Ltd should be required to confirm the measures to be secured to reduce the potential effects on the affected residential communities and confirm the mechanisms for providing support to PCGs identified within these residential areas.**



1.7.3 It is noted that the Warburton embankment satellite compound and the A6144 Paddock Lane satellite compound will both be located in Warburton between the A6144 Paddock Lane and the A57 Cadishead Way. Effects associated with these compounds are related to travel disruption, visual effects and social isolation. **HS2 Ltd should be required to confirm the measures to be secured to ensure that the potential effects on the village residents, specifically those aged 65 to 84 are reduced. Also, HS2 Ltd should be required to engage with Trafford Council and local residents in a timely manner to allow for suitable mitigation to be identified.**

1.7.4 It is noted that The Manchester Ship Canal viaduct south satellite compound will be located in Partington south of the Manchester Ship Canal and north of the A6144 Warburton Lane and will be operational for four years and three months. Effects associated with increase in HGV traffic and travel disruption is identified a significant effect. In addition, traffic severance for pedestrians and other non-motorised users may have disproportionate and differential effects on children. Impact on low-income households in Partington/Irlam are also considered to have the potential to be exacerbated by the impact on local transport **HS2 Ltd should be required to ensure that the detailed construction traffic management is approved in writing by the local planning authority to ensure that PCGs are taken into account when mitigation measures are proposed.**

1.8 Impacts on MA06

1.8.1 This chapter specifically details the Trafford Council consultation response comments in respect of issues and requirements which have been identified within Community Area MA06. Community Area MA06 assessment identifies that the Proposed Scheme will result in the permanent loss and direct / indirect effects on the following premisses / settlements:

- Children's Adventure Farm Trust;
- Fairfield Farm Project, Higher Thorns Green Farm; and,
- Ringway – 20 residential properties settlement along Sunbank Lane.

1.8.2 In addition to the above, a number of local communities within the MA06 Community Area, specifically the Hale Barns, Warburton Green, Ringway and Davenport Green areas, will experience significant and prolonged amenity, environmental and traffic disruption impacts, (including significant increases in local traffic from construction vehicles), associated to their proximity to the proposed route as well as multiple construction compounds in the area and road closures. **HS2 Ltd must be required to confirm the measures to be secured to reduce the potential**



effects on the affected residential communities and amenities and confirm the mechanisms for providing support to PCGs identified within these residential areas. Where required, Trafford Council request that HS2 allow for the delivery of uninterrupted provision and alternative facilities provision to ensure the community continues to be served.

- 1.8.3 Trafford Council note that the construction of the Ringway cutting will require demolition of five properties. The ES also reports significant noise effects (for two years and three months) and visual effects on approximately 10 properties on Sunbank Lane. The health assessment also identifies an adverse effect on neighbourhood quality, as a result of noise and visual impacts. Section 11, paragraph 11.5.7 (Page 86) also states that:

'the loss of residential properties, the adverse effects on neighbourhood quality, public transport delays and closures of public rights of ways may lead to a loss of social capital and increased social isolation which may have a disproportionate and differential effect on older people who are disproportionately represented in the local area.'

- 1.8.4 **Trafford Council request that HS2 Ltd EqIA provides additional information on the engagement with the residents of the properties affected and clarify if any properties have residents that should be considered as part of the assessment of PCGs.**
- 1.8.5 **HS2 Ltd must be required to provide appropriate mitigation for the properties which are to be retained, through permanent landscaping with acoustic barriers etc. offered to the impact properties closest to the construction activity. Any such measures should be agreed in writing with the local planning authority.**
- 1.8.6 Construction work also has potential to impact on disabled residents who use the area (for example barriers, increased traffic, temporary lights, signs etc may impact on wheelchair users, partially sighted or blind residents) and also parents or carers with pushchairs. **HS2 Ltd must be required to ensure that the EqIA considers and where practical addresses the impacts associated with travel disruption, with particular attention given to disabled residents and visitors of the area.**
- 1.8.7 Trafford Council also note that a number of public footpath closures and diversions would be required, including footpaths Hale 16, Ringway 7 and Ringway 9. The impacts of these on the potential PCGs are however not assessed within the EqIA and the assessment is therefore considered deficient of a full assessment on communities within which groups protected under the Equality Act 2010 may reside.



To ensure the works do not compromise Trafford's Core Strategy Policy L4 or paragraph 112(a) of the National Planning Policy Framework (2021) which protect and seek to enhance walking and cycling access network, **HS2 Ltd must be required to provide replacement footpath routes where existing routes would be impacted, ensuring that alternative routes are accessible for identified PCGs.**

- 1.8.8 Finally, Trafford Council is concerned that the proposed HS2 station is not appropriately integrated with the existing or proposed facilities of Manchester Airport or significant planned development in the immediate area. A more integrated design would provide a common and more legible approach for HS2 and non-HS2 passengers, enabling choice of travel modes to/ from the locality as well as the HS2 station and Airport, therefore allowing better accessibility for all.

1.9 Conclusions

- 1.9.1 Overall, Trafford Council welcome the approach undertaken to identify the potential equality groups likely to be impacted by the proposed scheme, however, Trafford Council has a number of concerns with the approach taken in identifying the potential impacts on these and the fact that the assessment has a fundamental dependency on HS2 Ltd agreeing on appropriate mitigation measures to reduce the potential effects.

- 1.9.2 The embedded mitigation measures are of a particular concern as these are currently extremely high level and the robustness and deliverability of the measures are almost exclusively reliant on HS2 Ltd and affected facilities within which the PCGs have been identified to agree upon appropriate mitigation to minimise / avoid any potential impacts. A significant number of the issues raised can be appropriately addressed through direct consultation with Trafford Council and other local authorities/ partners. Given the lack of information provided in respect of the potential mitigation measures and means to secure these, Trafford Council is unable to provide detailed comments on the robustness of the EqIA.

- 1.9.3 **Therefore, specifically, HS2 Ltd should be required to provide:**

- **Methods for securing a framework consultation and engagement strategy to demonstrate how future engagement and direct consultation on specific design issues outlined above, specifically for MA06, can be undertaken, the extent and detail of which HS2 Ltd should be required to agree in writing with the local planning authority;**
- **Methods for securing a framework consultation and engagement strategy with the facilities within which PCGs have been identified and mechanisms**



for securing appropriate mitigation in advance of the construction works, the extent and detail of which are to be agreed in writing with the local planning authority;

- **The extent of support required from all affected partner authorities to engage and support the facilities, communities and PCGs affected;**
- **The approach to revisions of the EqIA on the basis that mitigation measures for reducing impacts on PCGs have not yet been identified and agreed; and,**
- **The approach to revisions of the EqIA on the basis that inequality baseline information provided in the EqIA will be out of date at the start and throughout the construction works of the scheme.**

1.9.4 By undertaking direct engagement with Trafford Council and partner authorities, it is hoped that HS2 can provide further information on how any potential effects on the identified PCGs will be reduced and where possible avoided. Similarly, Trafford Council request that HS2 Ltd confirm the mechanisms in securing appropriate mitigation and engage with Trafford Council and partner authorities where practical.