

GREATER MANCHESTER TRANSPORT COMMITTEE

DATE: Thursday, 24th March, 2022

TIME: 10.30 am

VENUE: Council Chamber, Manchester Town Hall

AGENDA

1. Apologies

2. Chairs Announcements and Urgent Business

3. Declarations of Interest 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting.

4. Minutes of the Greater Manchester Transport Committee meeting - 10 December 5 - 16

To consider the approval of the minutes of the meeting held 10 December 2021.

5. Minutes of the GMTC Sub Committee meetings - March 2022 17 - 40

To note the minutes of the GMTC Sub Committees –

Metrolink & Rail Sub Committee held 11 March 2022 - attached
Bus Services Sub Committee held 18 March 2022 – attached

6. Operation and Performance of Greater Manchester Road 41 - 52

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Please note that this meeting will be livestreamed via www.greatermanchester-ca.gov.uk, please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

Activity Permit Scheme (GMRAPS)

Report of Bob Morris, Chief Operating Officer, TfGM

7. Update on Delivery of the Bee Network 53 - 58

Report of Bob Morris, Chief Operating Officer, TfGM.

8. Transport Network Performance Update 59 - 78

Report of Bob Morris, Chief Operating Officer, TfGM

9. TravelSafe: 2021 End of Year Review 79 - 96

Report of Bob Morris, Chief Operating Officer, TfGM

10. Interim Report on the GM E-scooter Rental Trials and the development of a GM Shared Mobility Strategy 97 - 106

Report of Nicola Kane, Head of Strategic Planning, Insight and Innovation, TfGM

11. High Speed Rail (Crewe - Manchester) Bill 107 - 120

Report of Simon Warburton, Transport Strategy Director, TfGM.

12. Dates and Times of Future Meetings

Further details to follow once appointments to the Committee for 2022/23 are confirmed.

Name	Organisation	Political Party
Councillor Mark Aldred	Wigan	Labour
Councillor Nathan Evans	Trafford Council	Conservative
Councillor Joanne Marshall	Wigan	Labour
Councillor David Meller	Stockport Council	Labour
Councillor Barry Warner	Salford Council	Labour
Councillor Phil Burke	Rochdale MBC	Labour
Councillor Doreen Dickinson	Tameside	Conservative
Councillor Stuart Haslam	Bolton Council	Conservative
Councillor Naeem Hassan	Manchester City Council	Labour
Councillor Roger Jones	Salford City Council	Labour
Councillor John Leech	Manchester City Council	Liberal Democrats
Councillor Warren Bray	Tameside Council	Labour
Councillor Stephen Adshead	Trafford Council	Labour
Councillor Howard Sykes	Oldham Council	Liberal Democrats
GM Mayor Andy Burnham	GMCA	Labour
Councillor Mohammed Ayub	Bolton	Labour
Councillor Norman Briggs	Oldham Council	Labour
Councillor Tom McGee	Stockport MBC	Labour

Councillor Andrew Western	Trafford	Labour
Councillor Jackie Harris	Bury	Conservative
Councillor Kevin Peel	Bury	Labour
Councillor Emma Taylor	Manchester	Labour
Councillor Shah Wazir	Rochdale	Labour

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following
Governance & Scrutiny Officer: Nicola Ward
✉ Nicola.ward@greatermanchester-ca.gov.uk

This complete agenda pack was issued on 23.03.22 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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Declaration of Councillors’ Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest
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Please see overleaf for a quick guide to declaring interests at GMCA meetings.

Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

Failure to disclose this information is a criminal offence

Step One: Establish whether you have an interest in the business of the agenda

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

For a non-prejudicial interest, you must:

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

To note:

1. You may remain in the room and speak and vote on the matter
2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

For prejudicial interests, you must:

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

You must not:

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,
participate in any vote or further vote taken on the matter at the meeting.

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**MINUTES OF THE MEETING OF THE
GREATER MANCHESTER TRANSPORT COMMITTEE
HELD ON FRIDAY 10 DECEMBER 2021 AT EXCHANGE HALL,
MANCHESTER CENTRAL CONFERENCE CENTRE**

PRESENT:

Councillor Mark Aldred (in the Chair)	Wigan Council
Councillor Stuart Haslam	Bolton Council
Councillor Mohammed Ayub	Bolton Council
Councillor Jackie Harris	Bury Council
Councillor Kevin Peel	Bury Council
Councillor Naeem Hassan	Manchester City Council
Councillor Howard Sykes	Oldham Council
Councillor Phil Burke	Rochdale MBC
Councillor Shah Wazir	Rochdale Council
Councillor Warren Bray	Tameside MBC
Councillor Roger Jones	Salford Council
Councillor Angie Clark	Stockport MBC
Councillor David Meller	Stockport MBC
Councillor Steve Adshead	Trafford Council
Councillor Nathan Evans	Trafford Council
Councillor Andrew Western	GMCA

OFFICERS IN ATTENDANCE:

Bob Morris	TfGM
Nicola Kane	TfGM
Simon Warburton	TfGM
Richard Nickson	TfGM
Kate Brown	TfGM
Gwynne Williams	Deputy Monitoring Officer, GMCA
Eve Holt	GM Moving
Nicola Ward	Senior Governance Officer, GMCA

ALSO IN ATTENDANCE:

Nigel Featham

Charlie French

Chris Jackson

Daniel Coles

Go North West

Avanti

Northern

Network Rail

GMTC 58/21 APOLOGIES

That apologies be received and noted from Councillors Emma Taylor, Dzidra Noor, Joanne Marshall, Paul Prescott, Norman Briggs, Doreen Dickinson, Tom McGee, John Leech, Barry Warner and Gary Nolan (One Bus).

GMTC 59/21 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

There were no chairs announcements or urgent business.

GMTC 60/21 DECLARATIONS OF INTEREST

Resolved /-

1. That it be noted that Councillor Phil Burke declared a personal interest in relation to item 9, Transport Network Performance.
2. That it be noted that Councillor Jackie Harris declared a personal interest in relation to item 7, Integrated Rail Plan.

GMTC 61/21 MINUTES OF THE GM TRANSPORT COMMITTEE MEETING HELD 15 OCTOBER 2021

Resolved /-

That the minutes of the GM Transport Committee meeting held 15 October 2021 be approved as a correct record.

GMTC 62/21 MINUTES OF THE GM TRANSPORT COMMITTEE SUB COMMITTEE MEETINGS

Resolved /-

1. That the minutes of the GMTC Sub Committees as below be noted.
 - Metrolink & Rail Sub Committee – 12 November 2021
 - Bus Services Sub Committee – 19 November 2021
2. That Bob Morris, Chief Operating Officer (TfGM) would be available to discuss Bury Council's proposal for free weekend bus travel further with Councillor Kevin Peel at the end of the meeting.

GMTC 63/21 2040 DELIVERY PLAN ANNUAL PROGRESS REPORT

Nicola Kane, Head of Strategic Planning and Research (TfGM) introduced a report which updated Members on the development and future publication of the Greater Manchester Transport Strategy 2040 Progress Report. The Committee were reminded that the Transport Strategy was published in January 2021 and of their role in monitoring its delivery. Members were given the opportunity to review what would be included within the progress report in February 2022 and determine whether the proposed sections were sufficient. There was support for the outlined sections and the Committee welcomed an opportunity to review the progress report at their next meeting.

Resolved /-

1. That the proposed content for the Greater Manchester Transport Strategy 2040 progress report be noted.

2. That the Annual Progress Report of the 2040 Greater Manchester Transport Strategy be brought to the meeting of the GM Transport Committee in February 2022.

GMTC 64/21 INTEGRATED RAIL PLAN UPDATE

Simon Warburton, Transport Strategy Director (TfGM) took Members through a report which provided information on the content of the Integrated Rail Plan (IRP) for the North and the Midlands. The Plan, initially anticipated for 2020, was a critical piece of national policy that set out Government's priorities against the delivery of HS2 and Northern Powerhouse Rail both of which were critical components of Greater Manchester's Transport Plan and the Northern Transport Strategy. With reference to HS2, the IRP confirmed Government's intention to put forward a Hybrid Bill in 2022 that would enable the delivery of Phase 2b – the western leg from Crewe, through Manchester Airport to Manchester Piccadilly.

It was also anticipated that the Bill would include provision for the Golbourne link, which had also been referenced in the recently published Union Connectivity Review and alternative options offered. As there had been no response from Government on this review it was expected that the initial plans for the Golbourne link would still be progressed.

Other routes in and out of Manchester remained equally as critical and featured in the IRP, including the construction of a new line along the Fiddlers Ferry route to Liverpool via Warrington. The proposals further referenced an upgrade to the Trans Pennine Route to the east of the conurbation with new tracks from Manchester Piccadilly to Marsden and then a re-connection back to the current Trans Pennine line. However, this proposal was counter to that preferred by Transport for the North which included a new route from Manchester to Leeds via Bradford, and TfGM had requested sight of the evidence base as to why this line had been discounted.

With regards to Manchester Piccadilly Train Station, specifically the IRP plans included a six-platform surface station, with additional track to the east towards Marsden, potential tunnels were yet to be confirmed.

For the other northern areas, there was deep dissatisfaction that the eastern leg of HS2 was no longer part of HS2, which would likely have an indirect negative impact on Greater Manchester. Furthermore, the Plan gave indication of a delayed delivery phase for the western leg, clarity on which was still being sought from the Department of Transport, however, would prove fundamental in relation to local planning.

Although Members were pleased to see the plans to extend HS2 to Manchester, concerns were raised as to the significant negative impact to economic growth for towns on the east coast as a result of Government not fulfilling their promise to deliver HS2 to Leeds and its potential impact to GM.

Members were further concerned as to why Government proposals for Manchester Piccadilly did not include underground platforms as put forward by GM. Officers confirmed that further clarity was being sought from DfT as to why these elements were not included within the IRP but following this, further consideration could be given as to how best to advise the GMCA on taking this issue forward again with Government.

The cross-party support for the initial proposals for HS2 in 2009 was reflected on and Members were reminded that without HS2 there would be no way to alleviate congestion on local lines. Taking the high-speed trains off the currently highly pressured network would help to improve services for local people to travel in and around Greater Manchester with less delays and more frequent services.

The current consultation on the December 2022 rail timetable was due to close at the end of December, and Members requested further advice and information as to how best to respond to this consultation as soon as possible.

With regards to Stockport Train Station, it was recognised that there were already significant congestion issues that needed addressing before the introduction of HS2, and Members questioned as to whether the plans for a stopping service as part of phase 2a was still proposed. Officers confirmed that it seemed Government's intention remained to have a stopping station at Stockport throughout this phase although from Crewe trains would be required to re-join the West Coast Mainline. Further clarity as to the long-term service pattern for the west coast operation was currently being sought from DfT, however it was anticipated that proposals for tram/train from Stockport-Altrincham and a link from

Stockport to Manchester Airport had the potential to further alleviate the congestion issue.

The electrification of the Trans Pennine line was noted by Members as having the potential to cause significant periods of disruption and further details of a timeline of delivery were welcomed. Officers confirmed that these were currently being sought, along with the specific impact on GM boroughs.

Members were frustrated that although HS1 had seen significant costs supported, savings were now being transferred to HS2 at the expense of northern towns. The scaled down proposals as detailed in IRP would not enable the full economic growth potential and Members wished to convey that this was not an acceptable solution. Officers confirmed that the necessary clarity on specifics was expected from DfT in advance of the Transport for the North meeting in January, and once received would be circulated to the Committee. However in anticipation of this, there was ongoing liaison with all GM Local Authorities as to the implications for their specific elements of the system.

Furthermore, the Committee recognised that transport was an enabler that allowed Greater Manchester to grow. There was much that the GMCA did for itself, but when it came to transport infrastructure development it was imperative to receive Government support. The consequences of the offer contained within the IRP could be severe in relation to levelling up communities of GM and across the North, especially those areas along the Trans Pennine line.

Resolved /-

1. That the report be noted.
2. That the GM Transport Committee be kept up to date as the implications for Greater Manchester as a result of the Integrated Rail Plan (IRP) are more fully understood.
3. That TfGM provide a briefing to Members on the proposed new rail timetable for December 2022 currently in consultation.
4. That feedback in relation to the conversation on the IRP at the TfN Board Meeting in January be shared with Members of the Committee.

5. That the position of Trafford Council be noted in relation to the potential negative impact to the Warburton area as a result of the Golbourne link and that they had put forward alternative ways to increase the capacity on the West Coast Mainline.

GMTC 65/21 ACTIVE TRAVEL UPDATE WITH SPECIFIC FOCUS ON OVER 50'S AND CHILDREN & YOUNG PEOPLE INITIATIVES

Richard Nickson, Programme Director for Walking and Cycling (TfGM) introduced a report which provided Members with an update of the TfGM active travel programme with specific focus on over 50's and children and young people initiatives. In relation to active travel for the over 50's it was reported that a large proportion of this demographic group walk regularly, however require safe routes with good quality pavements, sufficient lighting etc. There were a number of initiatives detailed in the report that support children and young people to be active, including cycle hire projects, bike loan schemes and school streets initiatives which give priority to other modes than the car around a school location for certain periods of the day.

Eve Holt, Strategic Director (GM Moving) offered further supporting information and a reflection on the previous report to the GM Transport Committee within which a commitment was made by GM Moving to identify further opportunities for tackling the unequal access to active travel through increased levels of engagement with key organisations, community groups and targeted projects. This subsequent report provided a deep dive into the provision for older people, children and young people and created a platform by which this work could be further promoted.

Members welcomed the report, specifically details on those interventions designed to create a new generation of active travel users in children and young people. However, asked whether local schemes were able to assist them in their knowledge, awareness and confidence around new road junctions or other infrastructure developments. Further to this, Members also reflected on the barriers to active travel, including affordability of bikes and urged for more areas to be supported to establish their own bike library. Officers agreed that financial barriers could often prevent people from cycling, especially young people, but reported that there was work underway at a national level to address the cost of bikes and

potential for social prescribing projects to further assist with this provision.

In relation to the school streets initiatives, there were mixed responses across communities as to the desire for such schemes around their local schools. Officers confirmed that any school streets initiative would only be implemented with local support and initial engagement would not only take place with the relevant local authority, but with the school and parents. It was reported that where schemes had been introduced, they had been very popular and had assisted with breaking the cycle of reliance on the car. Often schemes were introduced with the support of other initiatives including 'Bikeability' etc in recognition that there were different approaches required for each school as each community had its own specific needs. However, what was clearly shared was a need for a holistic approach to create the cultural shift required to see active modes being predominately used. Officers reported that in the new year there would be a reinvigoration of the Behaviour Change Group across Local Authorities and TfGM to enable best practice to be shared and a strong focus to be given to this approach.

Members endorsed all efforts towards an active travel first approach, that enabled people to see themselves as multi-modal and create the level of cultural shift required to get the full potential from a transformed public transport network in Greater Manchester. Officers acknowledged that there was a significant challenge ahead but that the GM Transport Strategy was geared around changing behaviours which allowed GM to speak with one voice on this agenda. Further support had been produced and was available through the active travel website to assist Local Authorities with designing their active travel schemes in line with best practice.

The Committee were reminded that all people were partners in places and all advocates for active travel, recognising that everyone receives messaging differently. However, the key was equipping people with a range of relevant information that they could share through their networks as appropriately.

Resolved /-

1. That the report be noted.
2. That feedback as to whether cycling proficiency courses now include training on specific

local junctions (especially those newly installed) be provided through the next report to Committee.

3. That TfGM would provide a progress update to Councillor Meller in relation to the delay in light installation for a new zebra crossing.

GMTC 66/21 TRANSPORT NETWORK PERFORMANCE

Bob Morris, Chief Operating Officer (TfGM) took Members through the latest transport network performance report which highlighted that overall trips in October were lower than those in September, however public transport trips had seen an increase of 6% over the same period. Metrolink performance had been impacted by driver availability, as had performance of the bus network. However more positively, Northern had experienced the highest commuter increase on rail services across the UK.

Operators in attendance were invited to provide an update to the Committee.

Northern reported that there would be a slight timetable change from Sunday 12 December to assist with the resourcing issues as a result of staff unavailability. Face covering compliance was mixed, however following Government's announcement there had been a reduction in patronage resulting in a higher percentage of compliance. It was anticipated that this would increase further following the change to legislation from 16 December. Staff at Northern had been providing additional support for the Christmas markets and evening economy in Manchester which was greatly welcomed, however this had not not helped by the significant disruptions as a result of recent stormy weather. Across the industry there were reported pockets of industrial unrest, therefore contingency planning was underway in the event of this further affecting the workforce.

Metrolink also reported the impact on staff availability in delivering the current timetable, however noted thanks to all partner organisations for their support in the continued approach to tackling anti-social behaviour on the network which was seeing positive results. Despite the current challenges in the sector, KAM were pleased to report that Metrolink had achieved recent certifications for safety and environmental efforts.

Network Rail reported that key critical infrastructure points were currently in a strong state, however risks had been identified where staffing levels were minimal and contingency planning was in place should any incidents occur. In relation to Manchester Piccadilly Train Station, footfall was stable c 80,000 people per day through the week, and at normal levels at weekends. Current passenger advice that was being given included, check timetable before travel, get an earlier train where possible as last trains were often busy and respect fellow passengers and staff. Work to platforms 13 & 14 lift was due to begin on the 31 January, with a temporary stair lift being installed over this period to further assist the mobility service at the station.

West Coast Partnership updated the Committee on the planned timetable change from Sunday 12 December, re-introducing the third train per hour on the Manchester to London route, taking the overall timetable across the network to 86% of pre-covid levels. Patronage demand had been continuing to grow and positively and business travel was now reported at 30-40% of pre-covid levels and continuing to climb.

Go North West reported that bus operators were also experiencing staffing issues, however were stable. Current patronage levels were c. 80% of pre-covid levels. Network coverage remained high but was planned to be reduced slightly in order to maintain high service levels. Government support post March 2022 was still uncertain, and timetabling was difficult to predict in light of the current covid situation.

Members recognised that in light of covid cases being on the rise and further restrictions being imposed that this would bring about additional pressures to transport operators and requested that TfGM specifically review the current Metrolink timetable to ensure that it could work within these parameters but still ensure safe capacity levels.

The report had highlighted comparably high number of anti-social behaviour incidents in Stockport, and Members urged that the Chief Superintendent from GMP be engaged with work to address this.

In relation to the new ticket machines installed at Stockport Train Station, it was reported that it was a significantly complicated process to purchase a return ticket. Network Rail informed the Committee that these were part of a suite of new machines across the network, currently operating on a base configuration, however the quick buy options would

become localised through a forthcoming software update. In the meantime, additional staff had been deployed to support passengers who were having difficulties with this process.

Members were pleased to see an overall higher level in face covering compliance and an increase in leisure travel. Additional communications were felt to be a useful way to continue to build public confidence in using the public transport network despite recent government announcements.

The Hope Valley line had experienced a number of short forming trains over recent weeks, Northern reported that this was due to units being out of service due to wheel flats brought about by fallen leaves. However, most were now back on the network.

It was also reported that Members had experienced the barrier gates being open at Manchester Piccadilly, potentially impacting revenue protection.

Members noted the ongoing personal case for an employee of Go North West in relation to safe use of the mirrors when driving one of the new vehicles. An update on the outcome of these discussions would be shared with Committee in due course.

Resolved /-

1. That the contents of the report be noted.
2. That it be noted that TfGM are reviewing timetable options for Metrolink whilst ensuring capacity is not compromised.
3. That it be noted that Network Rail offered to provide an update to Councillor David Meller on the status of the planned cleaning of Stockport Viaduct.
4. That Members continue to receive regular network performance reports, specifically detailing patronage projections and information on current and anticipated Government financial support.

Bob Morris, Chief Operating Officer (TfGM) introduced a report which provided an update on transport provision during the 2021-22 winter period, including over Christmas and the New Year.

Members queried as to the timetable for Metrolink on New Years Eve, officers confirmed that this was yet to be proposed and confirmed with TfGM.

Resolved /-

That the ongoing planning and delivery of transport services and interventions over the winter period as detailed in the report, be noted.

GMTC 68/21 GM TRANSPORT COMMITTEE WORK PROGRAMME

Members were given the opportunity to review the forthcoming work programme for the Committee.

Resolved /-

That the Committee's Work Programme be noted.

GMTC 69/21 DATES AND TIMES OF FUTURE MEETINGS

Resolved /-

That the Committee notes that it next meet on 18th February 2022.

**MINUTES OF THE MEETING OF THE GREATER MANCHESTER
METROLINK AND RAIL SUB COMMITTEE
HELD ON FRIDAY 11 MARCH 2022
AT THE FRIENDS MEETING HOUSE, MANCHESTER**

PRESENT:

Councillor Stuart Haslam
Councillor Emma Taylor
Councillor Howard Sykes
Councillor Norman Briggs
Councillor Tom McGee
Councillor Doreen Dickinson (Chair)
Councillor Steve Adshead

Bolton Council
Manchester City Council
Oldham Council
Oldham Council
Stockport MBC
Tameside Council
Trafford Council

Councillor Angie Clarke

Stockport MBC

OFFICERS IN ATTENDANCE:

Nicola Ward
Simon Elliott
Danny Vaughan
Victoria Mercer

Senior Governance Officer, GMCA
Head of Rail Programme, TfGM
Head of Metrolink, TfGM
Metrolink Service Delivery Manager,
TfGM
Deputy Monitoring Officer, GMCA
Rail Officer, TfGM

Gwynne Williams
Mark Angelucci

OPERATORS IN ATTENDANCE:

Guillaume Chanussot
Lucja Majewski
Chris Jackson
Jamie McGowan

Keolis Amey Metrolink (KAM)
TransPennine Express (TPE)
Northern
British Transport Police

GMTMRC 10/22 APOLOGIES

Resolved /-

That apologies be noted and received from Councillor's Andrew Western (GMCA), Shah Wazir (Rochdale), Joanne Marshall (Wigan Council), Charlie French (Avanti) and Caroline Whittam (TfGM).

GMTMRC 11/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

There were no chairs announcements or items of urgent business.

GMTMRC 12/22 DECLARATIONS OF INTEREST

Resolved /-

There were no declarations of interest.

GMTMRC 13/22 MINUTES OF THE GM TRANSPORT METROLINK & RAIL SUB COMMITTEE MEETING HELD 14 JANUARY 2022

Resolved /-

That the minutes of the GM Transport Metrolink & Rail Sub Committee meeting held 14 January 2022 be approved as a correct record.

GMTMRC 14/22 METROLINK SERVICE PERFORMANCE

Victoria Mercer, Metrolink Service Delivery Manager, TfGM took Members through the latest Metrolink Service Performance Report which covered periods 9-11 from mid November 2021 to early February 2022 and evidenced the significant impact on patronage levels as a result of Government's Plan B restrictions surrounding the Omicron variant. The post-Christmas recovery had been slow, however since the relaxation of these restrictions, patronage had increased to c.41% with the highest levels of c. 65% on special event days in GM. However, alongside this increase in patronage there had also been evidence of some capacity issues, further exasperated by delays and reduced services due to high staff absences.

The performance throughout the period was further impacted by a number of storms, however the level of impact was mitigated through a patrolling contractor promptly responding to fallen trees and other storm related issues on the network. Despite further

performance setbacks as a result of signalling failures and a significantly longer lead time on parts and spares, overall performance had increased through period 11.

There had been some serious incidents of anti-social behaviour (ASB) throughout this period, including significant damage to shelters in the Failsworth area. Collaborate work with Greater Manchester Police and KAM was underway, especially in relation to targeted restorative justice interventions with young people involved in instances of ASB on the Manchester Airport and Rochdale lines. There had also been some other specialist operations on the network with the TravelSafe Partnership including a high-profile operation at Victoria Station which resulted in two arrests and the identification of three vulnerable children.

As a result of the Safer Streets funding in January 2022, there had been a dedicated resource deployed to the five stops along the Rochdale/Oldham line including Youth Teams and Street Angel Teams to ensure that women and girls specifically feel more confident in travelling on Metrolink. This initiative further supported the overall campaign, the introduction of GMP's Live Chat facility and specific training for KAM staff, had undoubtedly contributed to an increased perception of safety on the network, as per the latest travel survey, however this would continue to be monitored and further campaign communications were planned.

With regards to other passenger groups, KAM were continuing their education programme to schools, specifically focussed on the impact of anti-social behaviour and promoting safe travel for young people. Their restorative justice approach with perpetrators was designed to increase their awareness of the wider impacts of their behaviour, on other passengers, staff and the network as a whole and it was yielding positive results. KAM had also offered sessions at their depot aimed at more vulnerable passengers, to share information with them on the safety of tram travel, especially in relation to increasing their awareness of driver perception.

There were a number of works planned over the coming months, which had been designed to predominately take place during the quietest periods on the network including school holidays. These would see improvements to the Eccles line in February and further works to the Media City line in April. City Centre works would take place between 20-27 March in the Piccadilly Gardens and Piccadilly Station areas. Works in the summer

period were yet to be confirmed but it was hoped to include further work to the Media City – Eccles line in July, followed by points work in Eccles in early Autumn. All of which would be communicated through a range of media channels including the TfGM website, printed displays for stops, audio announcements and face-to-face interactions with staff. Members noted that there had already been significant works undertaken in January, including upgrades to the Trans Pennine line, track works at Victoria and communications renewals on the Altrincham and Bury lines.

With regards to the Safer Streets initiatives, Members asked whether there had been an evaluation as yet from the pilots. It was confirmed that staff were still delivering this, but that initial outputs were being delivered and a review was underway.

The reported increase in anti-social behaviour, particularly denoting the doubling of incidents on the Oldham/Rochdale line since 2019 was of concern to Members, and the wider determinants of this type of activity were often the root cause than needed addressing. Officers reported that these perpetrators often had very complex cases and required significant partnership resource, however bespoke plans were being delivered, recognising that local problem solving was key and that as a result, there would be further increases to safety perception on the network.

Members raised specific concerns that there had been Metrolink works and as a result, reduced services on a recent football derby day in Manchester. Officers agreed that this was not an ideal scenario, however when fixtures are announced with little notice, often works have already been booked with specialist contractors and can not be altered. In this case, further shuttle buses were added and a six-minute service to Bury remained. However, this would always be avoided if possible, in the future.

The report noted that during period 4, Metrolink performance had dropped to a low level of 81% and Members questioned as to the factors which had resulted in this significant poor performance. There were several contributors to this figure, however officers reported that the greatest impact had been as a result of the Omicron variant, whether that be positive cases or isolation, impacting available resources. However, it was pleasing to report that performance had improved over recent months and levels were now in line with performance targets for the current period.

Members reported positive impacts of the Safer Streets pilots, however felt that unless there were an increased number of uniformed officers on the Metrolink network, then prevention of future incidents would be challenging as the current level of resources only allowed for responsive services once an incident had taken place. KAM reported that tackling anti-social behaviour remained a priority for them and their partner organisations and that more innovative work was being undertaken with agencies including YouthZone and Barnabas to creatively inform and advise potential perpetrators as to the damage caused by such behaviours. The increased support from GMP had also been noted, which due to their powers of arrest, was making a significant difference to the number of charges being brought on the network.

With regards to the future funding of Metrolink and bus services, Members were aware that the current 'recovery' funding from Government was due to finish at the end of March and there was still no confirmation of any future funding. Officers reported that last week there had been an announcement by Grant Shapps, Secretary of State for Transport that there would be a further £150m package for bus and light rail in England, however this would only be for the next six months and after which, there would be no further recovery funding. With regards to patronage predictions, it was difficult to foresee as there were many contributing factors still to be determined. Current levels were c. 65% pre-covid levels and with inflation costs, the cost of running the network would also inevitably increase. As most commuters had only returned to the office 2-3 days per week, there was a mixed and fluctuating picture regarding capacity levels, however peak travel had resurfaced as the busiest time on the network. It was hoped that Greater Manchester would be made aware of its allocation of the Recovery Funding over the next couple of weeks, however Members were concerned that this is too close to the end of the previous funding and offers no opportunity for forward planning.

In relation to planned works on the network, Members were concerned that the TfGM website remained too complex and difficult to navigate and urged that other forms of communications be used to inform residents of the potential impact of works. Officers reported that the TfGM website was currently going through a review process to ensure it was as simple and accessible as possible, however alongside it there were a number of other communications channels used to ensure planned works were effectively promoted, including printed information on stops, press releases, social media channels, signage and face to face contact with staff on the ground.

Resolved /-

1. That the report be noted.
2. That TfGM provide the outcomes of the Safer Streets pilots at the next meeting of the sub-committee.
3. That it be noted that Greater Manchester's allocation of Light Rail recovery funding from Government between April-October is still to be determined.

GMTMRC 15/22 METROLINK OPERATOR UPDATE

Guillaume Chanussot, Managing Director of KAM provided a verbal update to the Committee, which complemented the information already shared in the Metrolink Service Performance Report. The impact of covid still remained in the organisation, with higher-than-average levels of absenteeism, especially in relation to long term absenteeism as a result of long covid or operation wait times.

Anti-social behaviour remains a challenge, however there had been a reduction of incidents as a result of effective partnership working and a stronger presence of officers on the network.

Due to the current situation with Ukraine, further support had been offered to employees affected, alongside additional training on equalities and diversity for all Metrolink staff.

Resolved /-

1. That the verbal update from KAM be noted.
2. That all members of the GM Transport Committee be invited to a site visit of Metrolink backstage facilities.

GMTMRC 16/22 LOCAL RAIL SERVICE PERFORMANCE REPORT

Simon Elliott, Head of Rail Programme, TfGM introduced a report which provided performance data across the rail network through periods 9, 10 and 11 (November 2021-February 2022).

There had been a decline in performance across all train operators through this period due to poor conditions (Northern 88 PPM and TPE 90 PPM) and overall levels were lower than 2020.

With regards to patronage, Northern reporting current levels of c. 71% and TPE reporting current levels of 60%. Although these levels were significantly lower than average, there had been some increase in leisure travel, and the Northwest were trending higher than the national average.

Face coverings are no longer mandatory on public transport and since the removal of the regulations compliance levels have been c. 10-15% whereas during Plan B, compliance had reached as high as 75%. Operators continue to pursue a promotional message to encourage passengers to wear a mask on trains and at stations.

There were ongoing industrial relations with regards to rest day working that had impacted some Sunday services, however both Northern and TPE had reached new terms with their employees. Current timetables had been reduced where required to mitigate further cancellations as a result of resourcing shortages.

Planned works on Platforms 13 and 14 at Manchester Piccadilly was due to begin shortly, which would include the refurbishment of lifts and therefore over this period there would additional assistance and temporary measures put in place to assist passengers.

A successful 'Friends of Stations' event had been hosted this week, with over 26 stations represented and 60 people in attendance. Members wished to express their thanks to station volunteers who make a real difference to their local area, and for their willingness to share ideas and support one another through events such as these.

Members expressed their concern over some short forming of East Midlands Rail services and capacity issues as a result. Officers reported that there had been a number of engines in for maintenance (158 units) however these were beginning to be returned to the network and would hopefully address incidents of short forming.

With regards to anti-social behaviour, Members recounted an incident which took place at Clifton on the 4 February, at which a brick was thrown through the driver's window resulting in significant injury. Northern were able to provide an update on this horrific incident, in that the

driver was recovering well, however the hooded perpetrators were yet to be identified. A reward of £1000 had been offered for any information which leads to a conviction and this would be re-communicated again by Northern in light of no current leads.

Resolved /-

That the report be noted.

GMTMRC 17/22 RAIL OPERATOR UPDATE

Rail operators in attendance were invited to provide a verbal update to the Committee which included –

- TransPennine Express reported an ongoing dispute with RMT which may result in further strike action over the next four Sundays and forthcoming Bank Holiday periods. Discussions remained open, however there was a temporary reduced timetable in place to mitigate any disruptions. Patronage levels had remained consistent over recent weeks at c. 72% of pre-covid levels. There would be limited changes to the proposed May timetable in light of all the above, however it would see the reinstatement of an hourly service from Glasgow to Manchester Airport and the Cleethorpes service reinstated. Timetable changes for December 2022 were currently under discussion and would be communicated to Members in due course. A number of accessibility improvements were also underway, including the provision of tablets for live sign language interpretation at some stations and potentially on the TPE website. Maps were being installed at key stations in conjunction with the Royal National Institute for the Blind to provide strong colour contrasting maps alongside braille directions. In areas where passengers would less likely want to use their hands to read braille (i.e. toilet facilities) there were audio systems being installed which would read aloud signage. Lastly, the contact centre would be opened 24 hours a day to allow passenger assist facilities to be pre-booked at any time.
- Northern reported a recent reduction in the number of cancelled services following the increased flexibility from ASLEF (Trade Union of Train Drivers) over the past six weeks which will continue to be seen over the next couple of weeks as more depots increase their flexible working arrangements. However, throughout these challenges,

additional bus replacement services have been put in place and there had been general content amongst passengers. The current timetable was in line with the current patronage levels of around $\frac{3}{4}$ of pre-pandemic levels, however there were plans for some changes within the May timetable that would be shared with Members as soon as possible. The consultation outcomes in relation to the December 2022 timetable changes were also being reviewed and Northern would be responding to them over the next few weeks. There had been a significant amount of activity alongside TfGM with regards to the CP7 bid for Access for All funding for schemes between 2024-2029. Staff absence levels remained stubbornly high, further exasperated by a shortage of Occupational Health practitioners, and consideration was being given as to how to address this contributing factor.

- British Transport Police (BTP) reported a 31% decline in crime rates relating to personal property theft, drugs and cycle theft on the network, however other crimes including violence, common assaults and sexual assaults had remained at previous levels. Although there had been a significant increase in the reporting of sexual assaults as a result of recent campaigns, the fundamental issue remained, that there should be no such crimes on the transport network. One of the most recent hotspot areas in relation to anti-social behaviour was Brinnington, which was a stop on the Sheffield line. Targeted operational activity had taken place including a wide range of organisations along the route, and plans were in place for camera assistance to help identify the offenders. Unfortunately, ASB had seemingly been displaced from the town centre and was also evidently targeting areas where uniform presence was expected. This had been seen at Stockport Interchange recently, where a group of youths had caused significant damage and disturbance. Thankfully they had now been identified and work was underway with the Youth Offending Team to prevent any re-offending. Collaborative approaches such as these had also been successful alongside the Crucial Crew in Bolton, Oldham and Salford, and work was ongoing with the Railway Children organisation. There had been a spike in cable theft on the network, especially relating to products which had not yet been laid, which the Northwest Disruption Team were addressing.

Members questioned as to the current policies for all rail providers with regards to staff who are covid positive, all train operators in attendance confirmed that they would not ask a staff

member who tested positive for covid-19 to attend the workplace, as this would clearly put more people at risk.

In relation to the reported anti-social behaviour in Brinnington, Members reported that this was also further down the line to Bredbury and Romiley with young people travelling ticketless between stations. Incidents had become more frequent and more severe, with staff and members of the public being intimidated by their presence, and no support from GMP. It was suggested that further support from BTP would be welcomed, along with more support for the station staff from Network Rail. The use of pop up cameras in the area was also supported, however Members urged that these needed to be directional rather than fixed as often the perpetrators were aware of the cameras and therefore were able to avoid them. BTP confirmed that the dates and times of these recent incidents would be reviewed and that the directional cameras would be located with advice from the Crime Officer to ensure they had the greatest chance of capturing evidence. Further days of action were planned for this route and patrols would be targeted according to these reports.

Members expressed how anti-social behaviour was an issue for all modes in the south of the conurbation, however in Stockport, further funding was given to the Youth Offending Team to help them to address ASB, particularly around the town centre and bus station. It was clear that preventative measures and education were needed to reduce youth related crimes.

Regarding BTP response times, it was suggested that there should be smaller, part-time offices for officers across the network to reduce travel times to incidents. Officers agreed to look at other potential options in addition to Manchester Piccadilly and Victoria stations.

Resolved /-

1. That the verbal updates from TransPennine Express, Northern and British Transport Police be noted.
2. That it be noted that operators would share details of the May timetable with members of the Sub-Committee in due course.
3. That it be noted that officers from British Transport Police offered to review the dates and times of recent incidents on the Brinnington/Bredbury/Romiley line and consider how the directional cameras may assist in identifying perpetrators.
4. That local councillors be invited to attend future cross-border meetings in these areas.

5. That it be noted that officers from British Transport Police would look to further develop their network of temporary satellite offices to enable faster response times to incidents.

GMTMRC 18/22 RAIL PROGRAMME AND INFRASTRUCTURE PROJECT UPDATE

Simon Elliott, Head of Rail Programme, TfGM took Members through a report which provided a six-monthly update on the rail infrastructure schemes and initiatives in the Greater Manchester area.

In relation to previously awarded Access for All schemes, both Daisyhill and Irlam would become step-free by the end of 2023 as per their detailed designs. Funding had also been secured for Swinton station, which was planned to be delivered in 2024. Within the CP6 scheme, Department for Transport had awarded funding for small interventions across 22 stations, including Rose Hill and Salford Central, alongside Park & Ride schemes in Mills Hill and Walkden. New rail stations were also planned for Golborne and Cheadle, with the outline business case and modelling currently being developed for Cheadle and the operational challenges currently being considered for Golborne.

With regards to Rail Reform, Members were reminded that they had received a report earlier in the year which outlined the plans for the establishment of Great British rail, and conversations had already begun with their transition team regarding the development of the organisation and its lines of accountability.

In February, the GM Transport Committee received a report which outlined TfGM's proposed submission to the CP7 Access for All scheme, within which 11 stations had been assessed against the agreed criteria and put forward for inclusion. Current assessment of the match funding availability was positive and in line with that available for the previous round. The next steps would be to formally submit the bid on 15 April, alongside which formal letters of support from local councillors and the Metrolink & Rail sub-committee would be welcomed.

Members were informed of the early introduction of CP7 in light of the lessons learnt from the previous round and welcomed the opportunity it presented to fast track the procurement

process ahead of the project start dates. Officers agreed to ensure the Committee were informed of the outcome once the funding had been awarded.

With regards to the Restoring Railways funding, Members queried as to the potential inclusion of the Mid-Cheshire line as it would offer significant benefits to Northenden and Baguley, amongst other areas. Officers reported that the Ashton-Stockport line was being assessed currently, but that the industry had given no indication of further rounds as yet.

A further £80m of funding had been awarded to GM in support of the December 2022 timetable change to undertake the relevant platform extensions, signalling works etc and although positive, this was not a sufficient level of funding for what was needed.

In relation to the map of accessible stations provided within the report, Members were concerned that a large area of south Manchester seemed to be disproportionately disadvantaged. The potential for small 'easy-win' schemes was suggested so that these populations could be better connected quickly. Officers acknowledged that the southeast of the conurbation was disproportionately affected by inaccessible stations, however GM in its scheme criteria had looked not only at footfall and demographics, but also gaps in the network, which was actually contrary to DfT's guidance.

Members urged that other areas along the Ashton-Stockport restoring railways scheme should be considered, including Stalybridge. Officers confirmed that the wider corridor would be considered and that it was recognised that a daily parliamentary service was not sufficient.

Improved platform access was a key objective for Members; however, concerns were raised regarding the compliance of trains that travelled across Greater Manchester. Officers echoed this pertinent point and recognised that accessibility should be about the end-to-end journey, not just siloed elements of a journey. There was currently a hugely varied rolling stock, and whilst the more modern stock was much more accessible, the industry as a whole would like to see more harmonisation, hence its inclusion in the latest Rolling Stock Strategy.

Resolved /-

1. That the report be noted.

2. That local councillors would be invited to contribute letters of support to those schemes included in the Access for All CP7 bid.
3. That a further letter of support on behalf of the Metrolink & Rail Sub Committee also be sent by the Chair.

GMTMRC 19/22 WORK PROGRAMME

Resolved /-

That the GM Transport Committee Work Programme be noted.

GMTMRC 20/22 DATES AND TIMES OF FUTURE MEETINGS

Resolved /-

That future meeting dates for the next municipal year of the Committee to be confirmed.

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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER
BUS SERVICES SUB-COMMITTEE HELD ON FRIDAY 18 MARCH 2022 AT 10:30AM AT
FRIENDS MEETING HOUSE**

PRESENT:

Councillor Jackie Harris	Bury Council
Councillor Kevin Peel	Bury Council
Councillor John Leech	Manchester City Council
Councillor Phil Burke	Rochdale Council
Councillor Roger Jones (Chair)	Salford Council
Councillor David Meller	Stockport Council
Councillor Warren Bray	Tameside Council
Councillor Mark Aldred	Wigan Council

OFFICERS IN ATTENDANCE:

Nicola Ward	Governance & Scrutiny, GMCA
Gwynne Williams	Deputy Monitoring Officer, GMCA
Jenny Coates	Service Planning (Funding and Development)
Stephen Rhodes	Customer Director and Interim Head of Bus Services, TfGM
Nick Roberts	Head of Services & Commercial Development, TfGM
Martin Shier	Bus Network Performance Manager

OPERATORS IN ATTENDANCE:

Adam Clark	Stagecoach
Nigel Featham	Go North West
Mark Mageean	Stagecoach
Tony Clegg	Rotala/Diamond
Paul Townley	First Bus

Resolved /-

That apologies be received and noted from Councillors Nathan Evans and Barry Warner.

Apologies were also received from Ian Humphreys (First Bus) who was substituted at the meeting by Paul Townley.

GMTBSC 11/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

There were no Chairs announcements or urgent business.

GMTBSC 12/22 DECLARATIONS OF INTEREST

Resolved /-

There were no declarations of interest.

**GMTBC 13/22 MINUTES OF THE GM TRANSPORT BUS SERVICES SUB
COMMITTEE MEETING HELD 21 JANUARY 2022**

Resolved /-

That the minutes of the GM Transport Bus Services Sub Committee meeting held 21 January 2022 be approved as a correct record.

GMTBSC 14/22 BUS PERFORMANCE REPORT

Martin Shier, Bus Network Performance Manager TfGM took Members through a report which detailed performance across the bus network over the past six months, highlighting the impact of the pandemic and the national driver shortage through a noticable dip reliability and lost mileage throughout this period.

The bus fleet remained stable, but there had been an overall decline from the levels of fleet

operating in 2019. However, in relation to Euro6 standards, 405 vehicles had already been retrofitted, a further 912 vehicles had been authorised and 25 new vehicles had been acquired, resulting in 54% of the fleet meeting the requirements of the Clean Air standard (as of November 2021). Members really welcomed these figures and urged for it to be shared widely as a good news story.

The current position of the Bus Recovery Grant (BRG) was outlined in section 4 of the report, which evidenced that through the CBSSG (Covid Bus Service Support Grant) £100m had been provided to bus operators to support them through the pandemic, and a further £17m through the BRG. Recently there had been an announcement that this funding would be extended until October 2022, however, the details of this allocation were still to be confirmed. Members expressed their concerns that the lateness of these details was unfair as it provided no opportunity for longer term planning for bus operators or TfGM.

Members urged that the supplier rating graph be included in future reports, officers explained that there had been a gap in monitoring, resulting in its omission.

Members reported that there had been a number of complaints regarding the 457 service operated by Rosso, in relation to its punctuality. It was felt that covid was no longer a valid excuse, however officers did concur that the recent driver shortage had resulted in poor performance of this service, but that they were in regular liaison with the operator and would continue to address.

In relation to the subsidised network, the report highlighted that 17% of current journeys were currently subsidised. Members asked whether this proportion was expected to go up or down as a result of bus franchising, and whether any general forecasting had been done. Officers confirmed that there had been no calculations completed as yet, but it was anticipated that there would be different terms and conditions in relation to any subsidised service, however once completed this would be shared with the Committee.

Members questioned as to whether the median number of passengers per trip was different to the average number of passengers per trip and what was considered the tipping point where a service no longer became viable for subsidy. Officers reiterated that the cost per passenger was the indicator as to whether a service remained viable, and once it became low, further analysis was undertaken as to the contributing factors. The median figures would be

investigated, as officers agreed this comparison could be interesting.

In relation to customer complaints, the report showed that 88 of complaints in this period were in relation to subsidised services, and Members asked whether the nature of these complaints had changed. It was confirmed that the number of complaints was marginally higher than normal, and it was felt that this was mainly as a result of an increase in covid-safety related complaints.

Members expected the dip in relation to reliability as detailed on page 21 of the report to be as a result of increased traffic congestion, officers confirmed that there were a number of contributing factors including driver shortages and highways improvement impacts.

With regards to recovery funding, Members asked how 'final' the latest funding announcement from DfT was. Officers reported that the previous BRG grant was intended to be the last round, however messaging regarding this latest announcement had been clear that this was the last six months of any such available funding. In light of this, Members questioned as to whether there would be service cuts across the network. Officers reported that the new franchised network would look quite different to keep up with the newly forming trends and patterns of travel. Although some marginal route cuts were anticipated, any disruption to passengers would be minimised through strong partnership working with DfT and Local Authorities to ensure the whole network was viable.

Members were pleased to be informed that in relation to the delays on new licences with DVLA that this issue had subsided and that all operators were looking at ways to speed up their internal training programmes to assist with available staffing levels.

The service changes in Rochdale which took place in November had gone smoothly and were well received. However, Members were concerned whether there would be an impact to the planned Wigan scheme as a result of the BRG grant ending. Officers confirmed that there were no planned changes to this scheme at present, as patronage levels could be impacted. The status of the market would not be known until the end of the funding was reached, and Members agreed that it was important to wait and see whether there was any change in the patronage levels at this point before there were any changes to scheme specifications.

Resolved /-

1. That the update be noted.
2. That TfGM would investigate the issues relating to punctuality of the 457 service and report back individually to Councillor Burke.
3. That future performance reports would include the supplier rating graph.
4. That TfGM would review the likely forecasted percentage of the bus network that would be potentially subsidised post franchising in order to provide context as to the current tendered budget.
5. That TfGM would review the presentation of passenger loadings data including the potential for additionally highlighting median loadings.
6. That TfGM be urged to promote the good news story of the significant number of buses across GM which are currently (and scheduled to be) meeting Euro6 standards.

GMTBSC 15/22

BUS OPERATOR UPDATE

The Chair invited those bus operators present to provide a verbal update for the Committee, in advance, written updates from One Bus and Arriva were referenced.

Diamond Bus reported that 85% of their fleet were now Euro6 compliant and it was anticipated the full fleet would be by the end of May 2022. Staffing levels had improved, but there had been a slight decline over the last 2-3 weeks due to staff sickness and the impact of covid was still being felt across the business. Work was ongoing with the Job Centre Plus to address the issue and there had been a significant growth in recruitment recently as a result. However, it was noted that many drivers were moving between operators, which further exasperated the issue. Mileage levels were c. 90% pre covid levels, with some punctuality issues as a result of roadworks, often multiple works along one specific corridor. Regarding this, Members queried as to how successful GMRAPS (Road Activity Permit Scheme) currently was and were reminded that there was a further update scheduled for the next GM Transport full Committee meeting. City Centre events were also proving an issue for the network as these would virtually bring the local road network to a standstill. Incidents of

vandalism were significantly high, with £60k spent in 2021 on broken windows and 12 in the last week at Farnworth depot alone. As a result 3-5 buses have to be taken off the road every day, impacting resource availability and often there is a delay to their repair due to the availability of parts. It was felt that the majority of incidents were as a result of a few key groups of individuals who need addressing urgently. In relation to this, Members urged for more pro-active operations in targeted area, including improved education with schools. Operators reported significant joint working with TravelSafe, however evidence of vandalism was challenging, and CCTV could only be used if the images were perfectly clear. It was disconcerting that after a significant amount of work there were often no prosecutions, but the impact was felt by communities who had become unserved as a result of the re-location of services to reduce the threat of vandalism.

Stagecoach reported that they were currently running c. 93% mileage and due to driver availability, the decision was taken to reduce some of the more frequent services to mitigate the impact to tendered services, however this was hoped to increase shortly. Licensing delays as a result of DVLA backlogs were still impacting new driver recruitment, further exasperated by delays in occupational health appointments due to their backlogs. It was encouraging to note however, that driver turn around had reduced by half and the jobs market remained buoyant. Patronage levels were reported at c. 80% of pre-covid levels, with weekdays becoming noticeably busier, particularly between Tuesday and Thursday, however this was bringing about further congestion concerns. The latest announcement regarding the end of the BRG brought several issues, especially in relation to the rising costs of fuel, staffing costs and general operational costs.

First informed the Committee that their current staffing levels were manageable and that 75% of the recent new starters were completely new to the bus industry which was positive for the longevity of the talent pool. Staff turnover had reduced, and recruitment was going well. However there had been a number of same-day cancellations as a result of current staff shortages, particularly attributed to illness and delayed NHS operations. Current patronage levels were c. 85% and mileage was c. 90% pre-covid levels. First's entire commercial fleet were now Euro6 compliant, with only the yellow school buses still awaiting retrofitting. In the last 6 months it was disheartening to report that there had been 85 incidents of vandalism to the fleet, and further concerning to report that there had only been one prosecution as a result.

Go Northwest had been fully staffed since the start of 2022 and the training school continued to be successful, with a recent specific drive to recruit more women to the industry. They were currently covering c. 93% of pre-covid mileage and patronage recovery was positive with c. 91% pre-covid levels being reached. Government funding had significantly helped keep the network functioning, but clarity regarding ongoing funding, including concessionary funding, was welcomed.

Members were concerned about the high level of vandalism reported by bus operators and urged the reporting of every incident. It was suggested that One Bus be asked to collate a list of the hotspot areas to report to TfGM, GMP and TravelSafe so that they could locate their operations accordingly. The increase in vandalism was not directly correlated to an increase in prosecutions and this caused Members further concern, it was noted that incidents were wide ranging, from broken windows to assaults and all needed to be taken seriously and proactively addressed.

In relation to positive covid cases, Members asked whether bus operators were expecting their staff into the workplace. It was confirmed that all were working in line with Government guidance and anyone who reported to be covid-positive was asked not to attend work. Although it seemed that there was a recent increase in cases, this had not translated to the workforce in GM as yet, although an uptick was being experienced elsewhere in the UK.

Resolved /-

1. That the verbal updates presented by bus operators be noted.
2. That all operators be invited to report their hotspots for vandalism to TfGM in order for a complete list to be provided to TravelSafe officers to address.
3. That TravelSafe be urged to undertake proactive approaches to tackling youth anti-social behaviour, including vandalism, to ensure perpetrators can be prosecuted appropriately.

GMTBSC 16/22

RING AND RIDE PERFORMANCE AND RECOVERY UPDATE

Jenny Coates, Service Planning (Funding and Development) TfGM, introduced a report which detailed progress in relation to the delivery of Ring and Ride services by Greater Manchester

Accessible Transport Ltd (GMATL) and its plans for recovery after Covid. The service ceased through the first lockdown in March 2020 and gradually re-opened between May and October 2020 on a reduced scale in line with a significantly lower demand. This reduced resource has enabled TfGM to reduce the overall cost of Ring and Ride by £1m and it was intended to keep resources at the same level through 2022-23, within which capacity could be managed up to 65% of pre-covid level patronage.

Work was underway to actively re-encourage users back to the service, with contact being made with previously registered users and community groups. Members were content with this proactive approach and that a wide variety of media was being used.

The report detailed that the fleet was rapidly aging and by 2028 all vehicles would not meet the required standards. This was concerning for the Committee, but officers offered assurance that they were actively seeking funding opportunities to purchase new vehicles but had paused purchasing whilst the market matured. It was an aspiration to have the full fleet zero emission and fully accessible, but in the meantime in order to prioritise the recovery of the service in the short term, there would be some leasing of non-electric ramp accessed vehicles to mitigate the issues with electric wheelchairs on tailgates. Members were surprised to learn of this issue and urged that representation was made to the manufacturers that new wheelchairs should have a standstill breaking facility. Officers concurred with this frustration but were pleased that there were now five ramp access vehicles within the fleet.

Members expressed the importance of the service and were impressed by its tenacity throughout the pandemic period, noting that many of its previous users would be classed as vulnerable and therefore potentially less keen to return to public transport. This service would remain on the Committee's agenda as it was acknowledged as a vital service for so many.

Resolved /-

That the update be noted.

Nick Roberts, Head of Services & Commercial Development, TfGM took Members through the Changes to the Bus Network report and highlighted each annex.

Members asked that for every change in frequency, it be made clear what the previous frequency was to enable readers to fully understand the change. Furthermore, that some consideration be given as to how to simplify the report in order to track between services that may offer alternative routes to a planned change etc.

The Chair reported that the local changes as outlined in the report were also communicated to all Salford councillors via the Mayoral offices and that this process should be happening in each Local Authority.

Further clarity was sought in relation to the planned changes for services 583 and 595, as Members reported that they served areas of deprivation within the Wigan borough and were a much-needed service. Officers agreed to provide further information directly to Cllr Aldred.

Resolved /-

1. That the changes to the commercial network set out in Annex A be noted by Members.
2. That the proposals that no action is taken in respect of changes or de-registered commercial services set out in Annex A be agreed by Members.
3. That the action taken in respect of the service change set out in Annex B be noted by Members.
4. That the proposed changes to general subsidised services set out in Annex C be agreed by Members.
5. That clarification be provided from TfGM to Cllr Mark Aldred in relation to the planned approach to services 583 and 593.
6. That TfGM be asked to ensure service frequency changes are included in future reports.
7. That TfGM be asked to look at whether the service change reports can be simplified to

enable the result of the changes to be identified clearly i.e. does this result in a service increase, reduction or no change.

GMTBSC 18/22 GMTC WORK PROGRAMME

Resolved /-

1. That the proposed work programme for the GM Transport Committee and its Sub Committees be noted.
2. That future reports on vandalism, promoting bus patronage growth and anti-social behaviour be included within the Work Programme for the next municipal year.

GMTBSC 19/22 EXCLUSION OF THE PRESS AND PUBLIC

Resolved /-

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

GMTBSC 20/22 CHANGES TO THE BUS NETWORK AND REVIEW OF SUBSIDISED BUS SERVICES BUDGET

Resolved /-

That the financial implications of forthcoming changes to the bus network be noted.

Greater Manchester Transport Committee

Date: 24 March 2022

Subject: Operation and Performance of Greater Manchester Road Activity Permit Scheme (GMRAPS)

Report of: Bob Morris, Chief Operating Officer, TfGM

PURPOSE OF REPORT

This report provides an overview of GMRAPS and identifies areas where improvements can be made to ensure compliance with permit conditions, consistent reporting of road work activities and enhancement of information provided to transport operators to ensure minimal disruption to the GM highway network.

RECOMMENDATIONS:

Members are asked to:

- Support the development of GMRAPS to ensure a successful Lane Rental scheme can be developed and introduced; and,
- Note the interventions and commitments detailed in section three of this report.

CONTACT OFFICERS:

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BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

Equalities Implications

N/A

Climate Change Impact Assessment and Mitigation Measures

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report: 1

Appendix: Performance and congestion charts

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

GMTC

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

GMTC

1 OVERVIEW

- 1.1. The Greater Manchester Road Activity Permit Scheme (GMRAPS) commenced on 29 April 2013. Permit schemes provide a way to reduce the disruption caused by roadworks through introducing increased levels of control over activities, providing a lever to influence how works are carried out, and demonstrates whether there is parity amongst all works promoters either local authority or statutory undertakers. The scheme is administered by Transport for Greater Manchester (TfGM) and operated by all ten Greater Manchester Local Highway Authorities (LHAs).
- 1.2. Roads are vital to transportation, they provide a means to travel for all users, however, it is essential that they are adequately maintained. They also carry essential services including water, gas, electricity and telecommunications. Roadworks in the main are either carried out by the local authority or utility companies (Promoters).
- 1.3. Within Greater Manchester (GM) promoters of works must obtain a GMRAPS permit prior to undertaking their works. LHAs cannot stop utility works being undertaken but, unless they are urgent or an emergency (e.g. gas leak, loss of service), they can direct when they can be done and add reasonable conditions such as the type of traffic management and how long the works are expected to take.
- 1.4. Permit schemes are governed by legislation which is designed to give a balance to both authorities and utility's needs. Other activities such as building works, parked skips, scaffolding and development works are not governed by GMRAPS, however local authorities can licence these works and should co-ordinate them with all other roadworks.
- 1.5. LHAs are under a duty to co-ordinate roadworks on their highway network. The Government considers that well-designed, outcome-focused, and reasonably implemented permit schemes provide the best method of managing road networks and the works that take place in or on the public highway. The main aim of a permit scheme should be to minimise disruption to the network within GM and adjacent networks in neighbouring authorities.

- 1.6. Almost all authorities in England run a permit scheme and the remainder will commence soon. GMRAPS is unique, it is the only multi-authority scheme in the Country. The benefits of this gives a holistic view of roadworks on the network in GM. The approved scheme provides a consistent approach to dealing with permits, and evaluation of the scheme.
- 1.7. The Collaborative Service Centre (CSC), managed by TfGM, currently provides an overview of the GMRAPS process. Permits are received centrally and checked for simple errors, incorrect address, missing information, impact on the Key Route Network (KRN) or the public transport network. This allows the LHA to concentrate on the local co-ordination of permits ensuring duration and method of works are scrutinised and appropriately challenged.
- 1.8. The verified permits are sent on to the individual LHAs for further scrutiny and co-ordination with other planned activities within their individual local authority area. The CSC also provide a central invoicing function on behalf of the LHAs, taking the burden away from each LHA of chasing works promoters for payment and allowing for a more efficient permit scheme operation.
- 1.9. In GM for the year 2020/21 there were 87,238 permit applications from utility companies and 31,676 from GM LHAs. The type of permits range from simple minor works through to major projects. There are also emergency activities that require immediate attention. Applications are also made to vary permits such as amend the start date or to extend the duration due to unforeseen circumstances. In total during 2020/21 TfGM and the GM LHAs dealt with 148,476 permit applications.
- 1.10. For major works, it's not uncommon for authorities to know about proposals before a permit is submitted. Most of the authorities undertake quarterly co-ordination meetings and encourage work promoters to provide information and discuss their upcoming plans at these meetings. This allows for wider co-ordination with other planned activities therefore reducing the risk of additional avoidable disruption. Plans and proposals are also shared at other meetings such as the TfGM Regional Centre Co-ordination Meeting to extend opportunities for co-ordination with the busy regional events calendar.

- 1.11. To ensure the GMRAPS scheme is meeting its objectives a report is published every three years detailing overall performance. The latest report was the six-year review, completed in the summer of 2019, and published in 2020 on TfGM's website. The report can be found [here](#). The report concluded that all its objectives were met. However, there was a concern raised around the differences between LHAs own roadworks compared to the utilities works. Some LHAs have low permit applications for their own works and are likely to be undertaking works on the network without any co-ordination checks. Chart 1 in the Appendix highlights the differences between utility and LHAs granted permits for the year 2020/21 and the current year up to and including December 2021. It should be noted that the average England permit proportion is 60/40 based on Utility / LHA.
- 1.12. Future improvements to GMRAPS include enhanced independent scrutiny and challenge of activities that will impact on the KRN. A number of interventions have also been identified that will have a positive impact on the GM highway network and also benefit bus services and are detailed in section three. This is also documented in the Network Management section of the recently published Bus Service Improvement Plan (BSIP), that is awaiting government funding.

2 PERFORMANCE OF GMRAPS

- 2.1 Prior to the pandemic roadworks were the major contributor to delays (52%) on the GM monitored corridors, followed by capacity (17%) and incidents on the Strategic Route network (10%). This is detailed in Chart 2 in the Appendix.
- 2.2 During the pandemic roadworks have remained the major contributor to delays (62%) on the GM monitored corridors, followed by adverse weather (15%) and road traffic collisions and broken-down vehicles (13%). This is detailed in Chart 3 in the Appendix. Events, such as football matches and concerts, disappeared as a cause of delay but are now starting to reappear and incidents on the Strategic Road Network (SRN) make a much lower contribution. This is likely to be due to the reduced use of the SRN throughout the pandemic.
- 2.3 TfGM are working with LHAs to improve the way roadworks are managed across GM including improvements to GMRAPS, the development of the corridor

management function and GM wide network management tools identified in the development of the BSIP.

- 2.4 Some areas of GMRAPS have been challenged at GM Highways Group such as duration of activities, quality of reinstatements, LHA permitting of own works, enforcement and cross boundary coordination being the areas of greatest concern. Compared with utility companies there is evidence of inconsistencies and adherence to the conditions of the permitting scheme within the 10 LHAs.
- 2.5 Given there are still some differences throughout the region in the types of activities where LHA own works require GMRAPS permit, the GM Streetworks Group are reviewing and defining the activities that will require a permit. This will ensure a more consistent approach and a platform for monitoring going forward.
- 2.6 LHAs are always seeking to improve performance of GMRAPS within their individual areas, with some success. TfGM have led on early interventions including the provision of enhanced guidance for permit management to ensure a consistent approach to permitting throughout the region, co-ordination for Highway Operation Teams and the development of action plans for individual LHAs to look at and address the challenges within their locality. Initial indications are that there has been an improvement in some LHAs in the permitting of their own works and the average duration of works being undertaken has reduced because of a greater focus on challenging the proposed duration of works by utility companies.

3 FUTURE IMPROVEMENTS TO GMRAPS

- 3.1. The GMRAPS service is continuously looking for improvements into how the scheme can benefit all road users. A number of interventions have been identified to be delivered either as part of the BSIP or through the development of permit scheme processes to ensure that a consistent approach is adhered to by each LHA throughout the region.
- 3.2. **Cross boundary co-ordination of permit activity** - Bus operators in the region currently have access to daily information in relation to the activities that will directly impact on a particular bus service and route allowing for appropriate mitigation by the operator. However, a bus service may travel into several different GM LHA areas

GMTC

and, whilst there may be a level of cross boundary co-ordination of works, services may be severely disrupted by numerous activities along a particular corridor. TfGM are developing a notification on the roadworks co-ordination software, through a clash analysis tool to highlight when multiple works could potentially affect the same bus service. This will mean highway authority works approvers are better informed of potential disruption along a particular corridor and can therefore take the appropriate remedial action.

3.3. **Bus Operator Roadworks Viewer** - This tool complements roadworks information provided on the GMRAPS public website. To assist bus operators in managing the impact of roadworks, TfGM have developed an automated bus operator roadworks notification tool. This tool provides individual bus operators with registered works affecting their individual bus services that is automatically generated daily. To assist operators there is development of an interactive web-based system to allow a more user friendly and visual experience exclusively for bus operators to allow an enhanced forward view of up and coming works by bus service.

3.4. **A Greater Manchester Roadworks Charter** - To reduce the impact of roadworks on bus services and other road users, GM is currently developing a Roadworks Charter. This will include a series of principles and targets which will ensure roadworks are carried out as efficiently and safely as possible, keeping disruption to a minimum and supporting sustainable travel modes. The Charter will include:

- Planning of works - Commit to sharing forward plans to improve collaboration and information to road users;
- During works - Reduce overall duration and disruption to road users during peak periods and commitments regarding provisions for pedestrians, cyclists, people with disabilities, users of mobility scooters and bus operators / passengers during works; and,
- Post-works – Decreased number of poor reinstatements and improved safety related response times.

3.5 **Lane Rental on the KRN** – Lane Rental is a process that changes the focus on the working arrangements and provides incentives to carry out works outside of traffic

GMTC

sensitive times. There is an ambition within the region to introduce a Lane Rental scheme, subject to agreement from all ten GM LHAs, to:

- Reduce the length of time that sites are unoccupied;
- Improve the planning and co-ordination of works;
- Carry out more works outside of peak times and reopening at busy times;
- Increase the workforce on site at any one time; to minimise the period of the works and,
- Complete works to the right standard first time.

3.6 **Consistent district permitting** - This proposal provides for a consistent approach to permitting for the LHAs and a focus on the enhanced scrutiny of permits and greater challenge back to both utility companies and LHAs. This is key to support an improved GMRAPS operation and enhance the opportunity to introduce a Lane Rental scheme in the future. This proposal will require the renewal and adoption of common standards and practice throughout the region.

3.7 Independent scrutiny of all permit applications for the KRN will also be carried out. The key focus will be to ensure that LHAs are applying all appropriate checks in a consistent way across the KRN and reasonable challenge is being applied to reduce work durations whenever possible. In addition, it is believed that this approach would enable the management of the more complex cross boundary activity and the impacts of highway activities on a route basis, therefore benefiting the wider highway network.

4 RECOMMENDATION

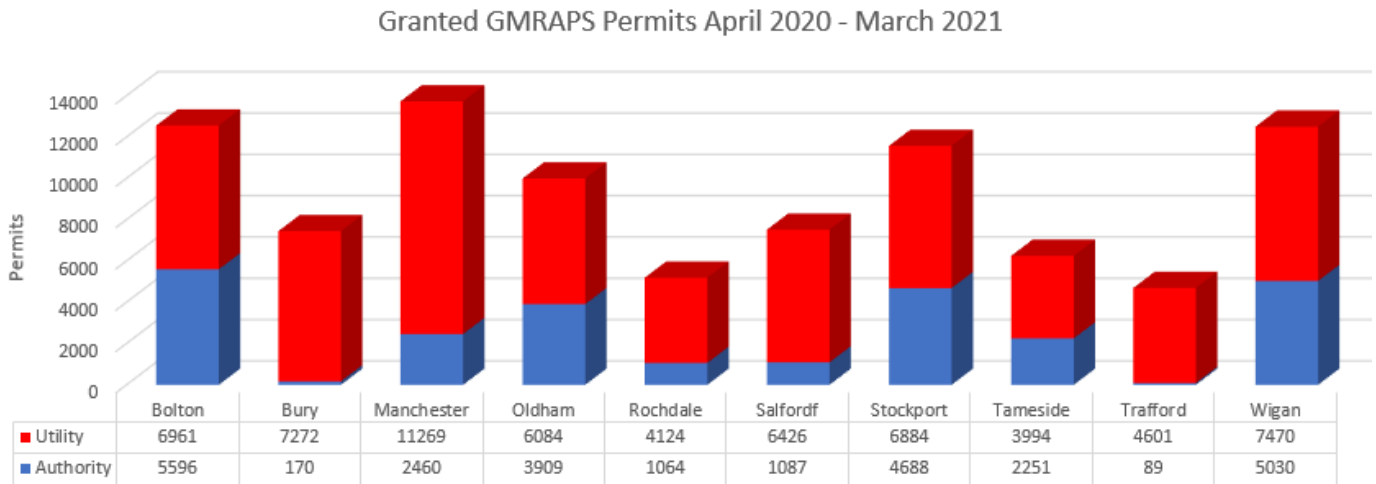
4.1. Members are asked to:

- Support the development of GMRAPS to ensure a successful Lane Rental scheme can be developed and introduced; and,
- Note the interventions and commitments detailed in section three of this report.

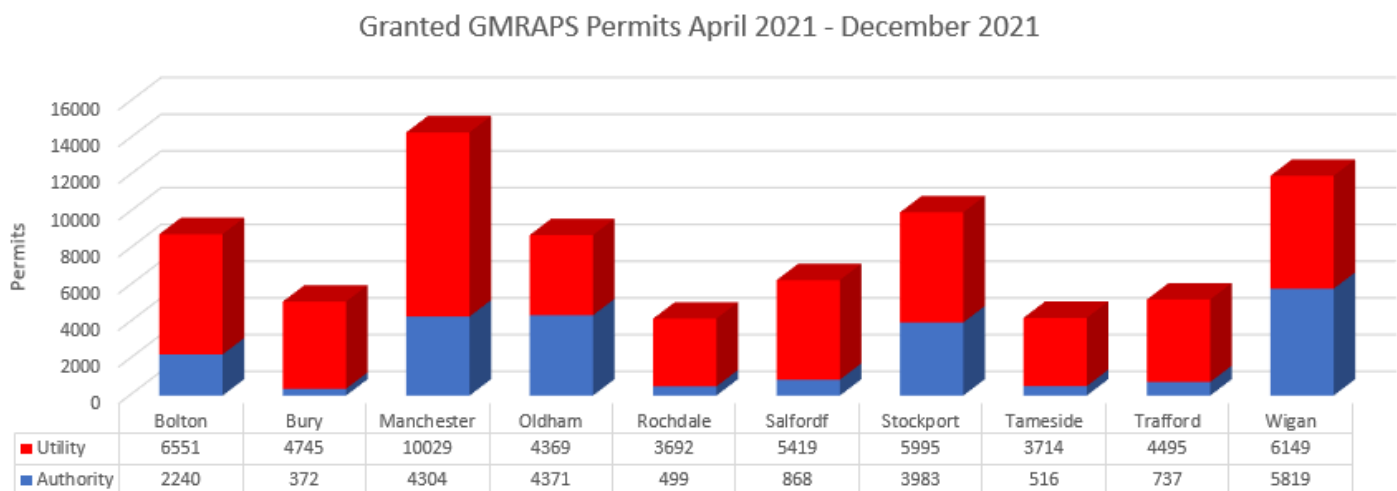
GMTC

Appendix

Chart 1 – Granted GMRAPS permits



The average England permit proportion is 60/40 based on Utility / LHA.



GMTC

Chart 2 – Causes of delay pre pandemic

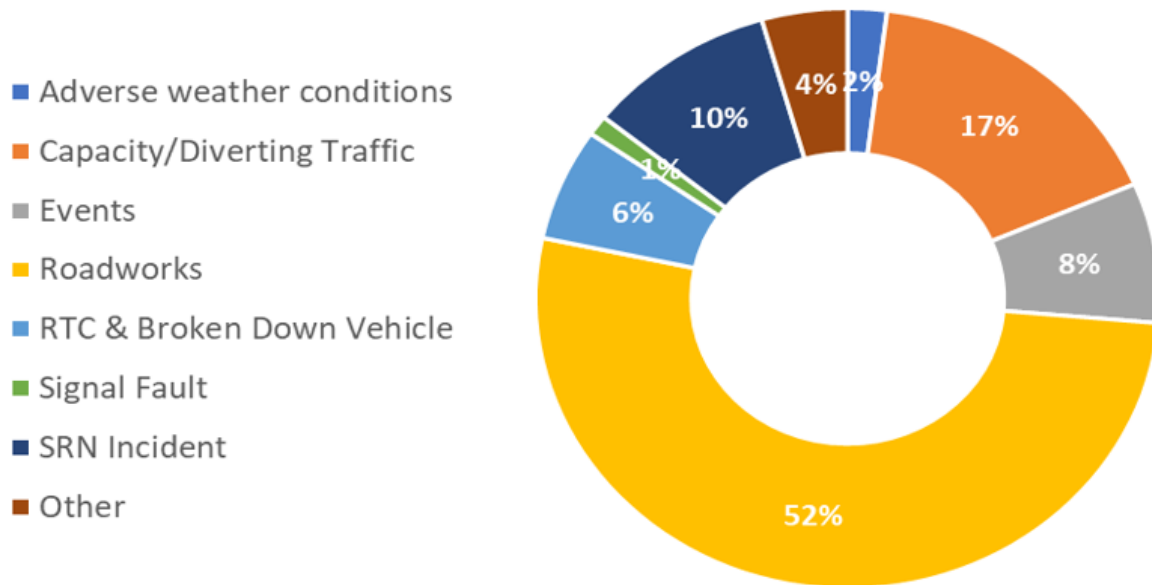
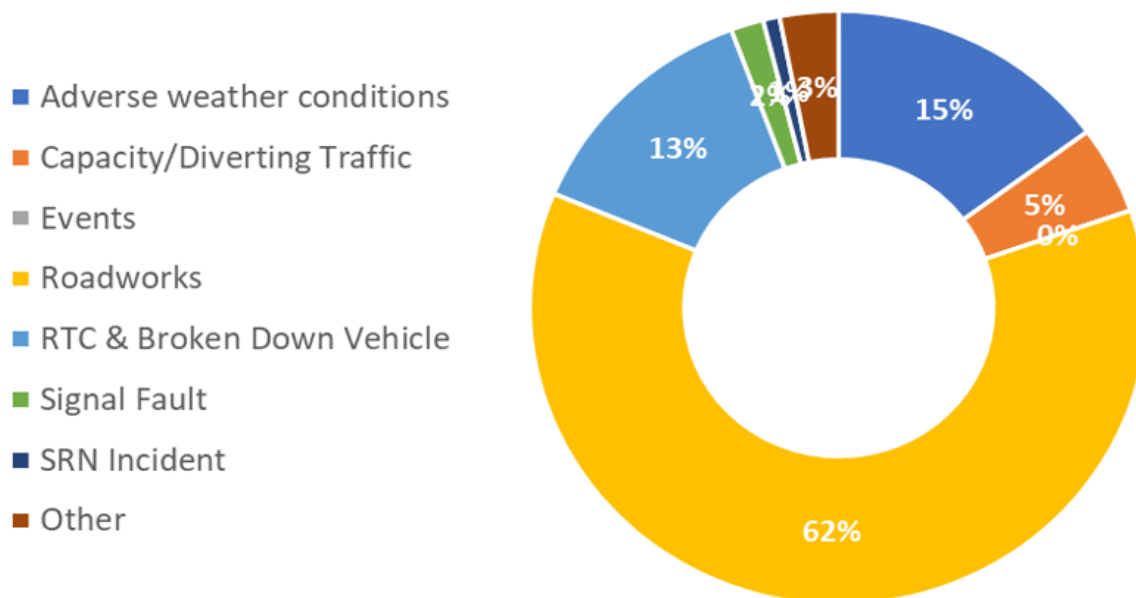


Chart 3 - Causes of delay post pandemic



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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Thursday 24 March 2022

Subject: Update on the Delivery of the Bee Network

Report of: Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

Purpose of Report

To update the Committee on a number of important developments in relation to delivery of the Bee Network.

Recommendations:

Members are asked to note and comment on the contents of the report

Contact Officers

James Baldwin, Executive Office Manager, TfGM james.baldwin@tfgm.com

Equalities Implications

N/A

Climate Change Impact Assessment and Mitigation Measures

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. INTRODUCTION

- 1.1. The Bee Network is GMCA's vision for a London-style transport system which will join together buses, trams, cycling and walking by 2024, with commuter rail incorporated by 2030. It will transform how people travel in Greater Manchester: accessible, affordable, equitable and easy to use, with a daily fare cap and multi-modal ticketing to facilitate seamless end-to-end journeys within the city region.
- 1.2. This report is to update the Committee on a number of key developments in relation to the delivery of the Bee Network.

2. BUS FRANCHISING, FARES AND INVESTMENT

- 2.1. Last year a Judicial Review process was brought by Rotala and Stagecoach against GMCA on the grounds that GMCA had been unlawful and irrational in its consultation and implementation of the bus franchising process.
- 2.2. On Wednesday 9th March 2022 the judge found all claims by Rotala and Stagecoach to be unsuccessful and dismissed all aspects of the Judicial Review case, concluding that GMCA and the Mayor had followed all correct legal processes and that the Mayoral decision to implement franchising was lawful and rational.
- 2.3. The judgement means that the next stage of franchising bus services is now able to commence and invitations to negotiate will be issued shortly to prospective providers of bus services in Bolton and Wigan, as well as in parts of Salford and west Manchester.
- 2.4. The Mayor of Greater Manchester welcomed the judgement and at an event on Monday 14th March 2022 he set out a revised timetable for the introduction of bus franchising, which will see the first tranche of franchised buses introduced in Bolton and Wigan as well as parts of Salford and west Manchester from Autumn 2023; Bury, Rochdale, Oldham and areas of north Manchester to follow in Spring 2024; and the final tranche covering Stockport, Trafford, Tameside, south Manchester and remaining parts of Salford to run by end of 2024.

- 2.5. In addition, the Mayor announced that under a franchised bus network, adult single journeys will cost no more than £2, and single child journeys no more than £1. Currently, there are many different adult single bus fares, some costing as much as £4. This was described as the first step towards people in Greater Manchester being able to access a more affordable public transport network.
- 2.6. Improving public transport connectivity into and between Greater Manchester's major centres and other growth locations is a key part of proposals contained within the Bee Network vision – which will, subject to agreement with government, be supported by an initial £1.2bn five-year programme of investment, with £438m worth of investment to improve buses, routes and services, including:
- £205m for new electric buses and infrastructure, supporting a move to a cleaner, greener city-region;
 - £202m to improve bus services, with new quality bus lanes, corridors, and junctions to improve connectivity between our towns and cities; and
 - £30m to improve bus passenger information, fares and ticketing.

3. FUNDING

- 3.1. At the GMTTC meeting on Friday 18 February 2022 the Committee made a statement urging the government to extend recovery funding support for bus and tram services.
- 3.2. The statement made reference to a recent report published by the Urban Transport Group and noted that following discussions with local bus operators, without further funding, around one third of local bus services would be affected, with a wide-scale reduction in frequencies and around 30 routes withdrawn completely.
- 3.3. On the 1 March 2022 Government announced a further recovery funding package for bus and light rail of 'over £150m' covering the six months to early October. Government have indicated that this would be the final transport recovery funding package. One of the conditions of the funding is that both local transport authorities and operators work closely together to ensure that 'effective and financially sustainable networks which cater for the needs of the local public are implemented once recovery funding ends'.

- 3.4. Following the government announcement, the Mayor of Greater Manchester plans to write to the Transport Secretary to ask what Greater Manchester's allocation of this funding will be, and to raise concerns about the impact that an abrupt cessation of recovery funding in October is likely to have on services.
- 3.5. There has also been ongoing dialogue between TfGM and government with regard to the City Region Sustainable Transport Settlement (CRSTS) and Bus Service Improvement Plan (BSIP) funding submissions.
- 3.6. At the time of writing, it is unclear whether Mayoral Combined Authorities will receive the full awards before the pre-election period commences, or whether an interim CRSTS award will be made this month. However, the Department for Transport are keen to ensure that CRSTS implementation delivery is not unnecessarily delayed, particularly where capital project delivery could be taking place from April 2022.
- 3.7. GMCA will consider a report at its meeting on Friday 25 March seeking a delegation to the Chief Executive of GMCA and TfGM, in consultation with the Mayor of GM, to agree and release any interim CRSTS Programme Case award to ensure that delivery can commence upon confirmation of the award.

4. TRANSPORT COMMISSIONERS

- 4.1. The Mayor announced the appointment of a new Transport Commissioner and Active Travel Commissioner for Greater Manchester, who will take leading roles in the delivery of the Bee Network vision.
- 4.2. Vernon Everitt, former Transport for London (TfL) Managing Director of Customers, Communication and Technology will take on the role of Transport Commissioner. Mr Everitt spent 14 years as a Managing Director at Transport for London, leading on London's integration of public transport through simple and intuitive fares, ticketing and customer information.

- 4.3. Dame Sarah Storey will be taking on the role of Active Travel Commissioner; having previously been Active Travel Commissioner for South Yorkshire Combined Authority since 2019. Dame Sarah is the most successful Paralympian of all time; having won 28 medals at eight Paralympic Games, including three at Tokyo 2020. She began her Paralympic career as a swimmer, later switching to para-cycling and is a committed advocate for active travel.
- 4.4. Subject to formal appointment of the commissioners and approval by the GMCA Resources Committee, the commissioners will be invited to attend a future meeting of GMTC.

GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Thursday 24 March 2022

Subject: Transport Network Performance Update

Report of: Bob Morris, Chief Operating Officer, TfGM

Purpose of Report

This report provides an overview of transport network performance in Greater Manchester noting that all government restrictions have now been lifted, however the report will still include reference to, interventions to ensure public transport and active travel fully support Greater Manchester's recovery.

Recommendations:

Members are requested to note and comment on the contents of the report.

Contact Officers

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David Atkin	Analysis and Reporting Manager	david.atkin@tfgm.com

Equalities Implications

Not applicable

Climate Change Impact Assessment and Mitigation Measures

Not applicable

Risk Management

Not applicable

Legal Considerations

Not applicable

Financial Consequences – Revenue

Not applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 1

Appendix A - Glossary

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

Nil

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

Not applicable

Overview and Scrutiny Committee

Not applicable

1 OVERVIEW

- 1.1 The Greater Manchester Transport Committee has a key role to oversee the provision of transport services on behalf of residents, businesses, and visitors. This includes the performance of Metrolink, bus and rail operators and the Strategic Highways Network. The Committee also oversees the move towards the Bee Network vision for an integrated transport network for Greater Manchester, as set out in the 2040 Transport Strategy.
- 1.2 This network performance report covers performance across all ground transport modes in Greater Manchester.

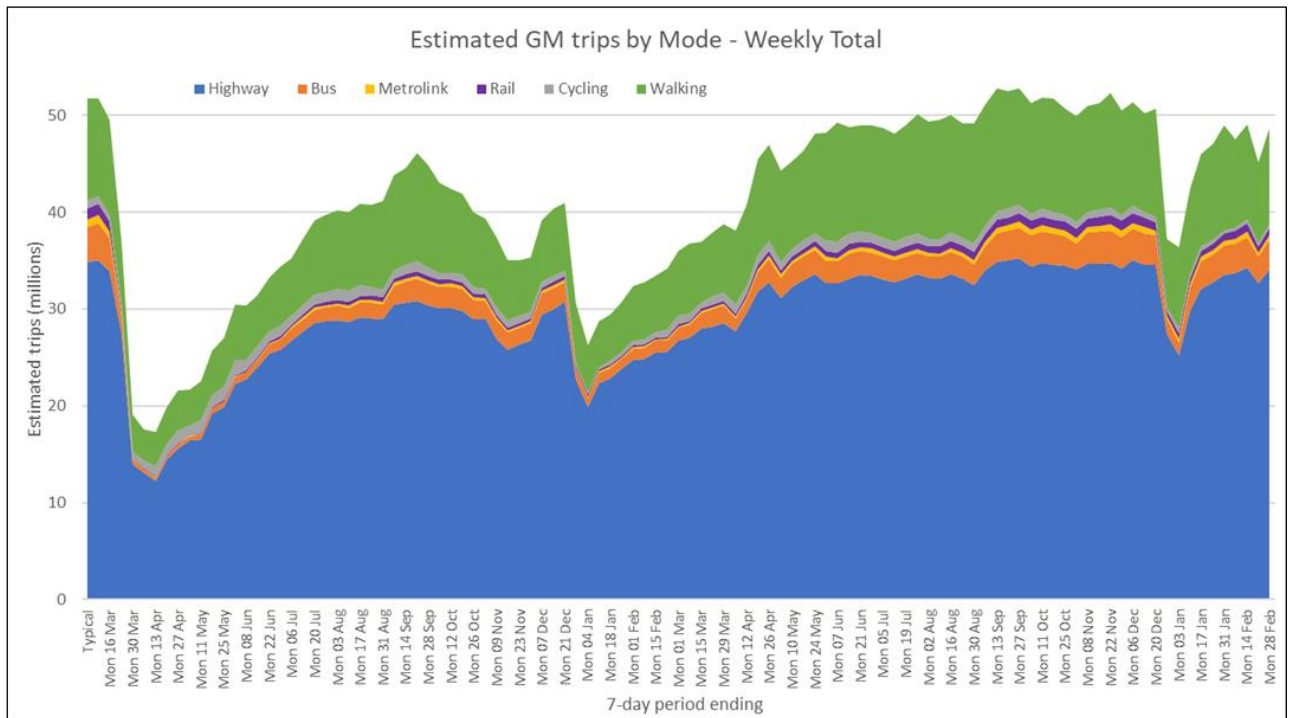
2 Network Performance Summary

- 2.1 The detail contained later in this report covers the key highlights relating to performance of transport modes during the period of February 2022, noting that the relevant subcommittees receive detailed reports on Bus, Rail and Metrolink performance.
- 2.2 During February 2022, there were an estimated 190.3 million trips across the Greater Manchester transport network. This was 4.4% fewer (-8.7 million) than January 2022 (199.1 million) and 7.7% fewer (15.9 million) than February 2020 (206.2 million), (as shown in figure 1).
- 2.3 The average daily trip total for February 2022 was 6.7 million, which is 5.8% higher than January 2022 (6.4 million).
- 2.4 Trips on the Highway accounted for 70.7% of all trips during February 2022 (134.6 million). While this is a lower number of trips on the Highway network than in January 2022 (138.2 million) it is a higher percentage of all trips (69.4%).
- 2.5 Public transport accounted for 9.0% of all trips (17.1 million). This is a higher share than during January 2022, which was 8.1% (16.2 million). The number of trips on public transport has been relatively consistent since all Covid restrictions were removed in July 2021, however, it does remain below the pre-Covid level.
- 2.6 Active travel accounted for an estimated 38.5 million or 20.6% of all trips during February 2022. This is 13% fewer than January 2022 (44.6 million).

2.7 The winter period, as expected had an impact on active travel. During February 2022 there were 1.3 million cycling trips which represents a 16% reduction from January 2022. Over the same period in 2020 there was a 44% reduction in cycle activity.

2.8 Figure 1 below provides graphical details on the modal split of trips.

Figure 1: Network Modal Trips Split (March 19 – February 22)



3 Network Performance

Metrolink

3.1 Following the omicron wave of Covid absences and easing of restrictions generally, there are fewer issues with staff availability and operational performance of the Metrolink improved in February as a result.

3.2 The most notable service impacting incidents include:

- An overhead line failure on 15th February near Old Trafford depot resulted in significant disruption for a number of lines. This had a severe impact on the evening Manchester United fixture, with travel severely disrupted during

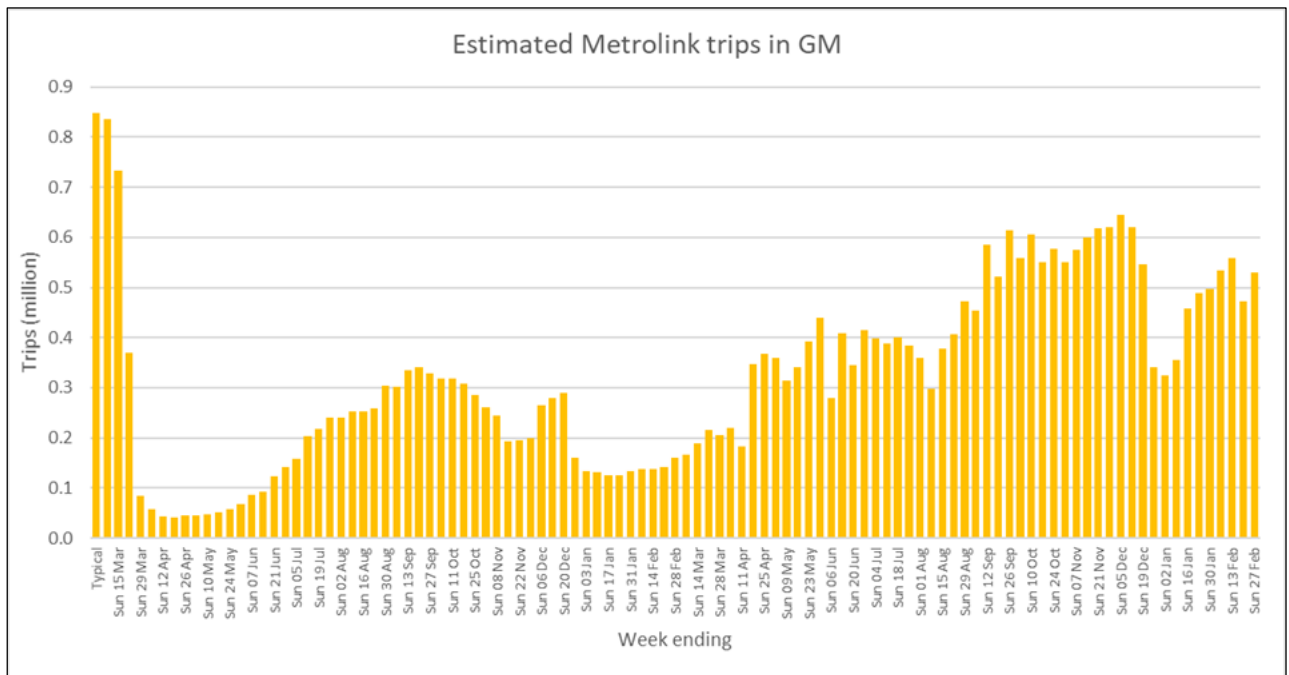
ingress and egress. Disruption continued into Wednesday 16th with normal services resuming at 14:00.

- Storms Dudley, Eunice and Franklin brought trees down impacting Airport, Bury and Oldham Rochdale lines. Storm Franklin impacted services on 21st February with the Bury line being the most affected.

3.3 From Saturday 19th to Sunday 27th February there was a full closure of the Eccles line for planned critical safety engineering works which saw the replacement of worn rails in the Salford Quays area.

3.4 Patronage reached circa 65% of pre-Covid levels at the beginning of March.

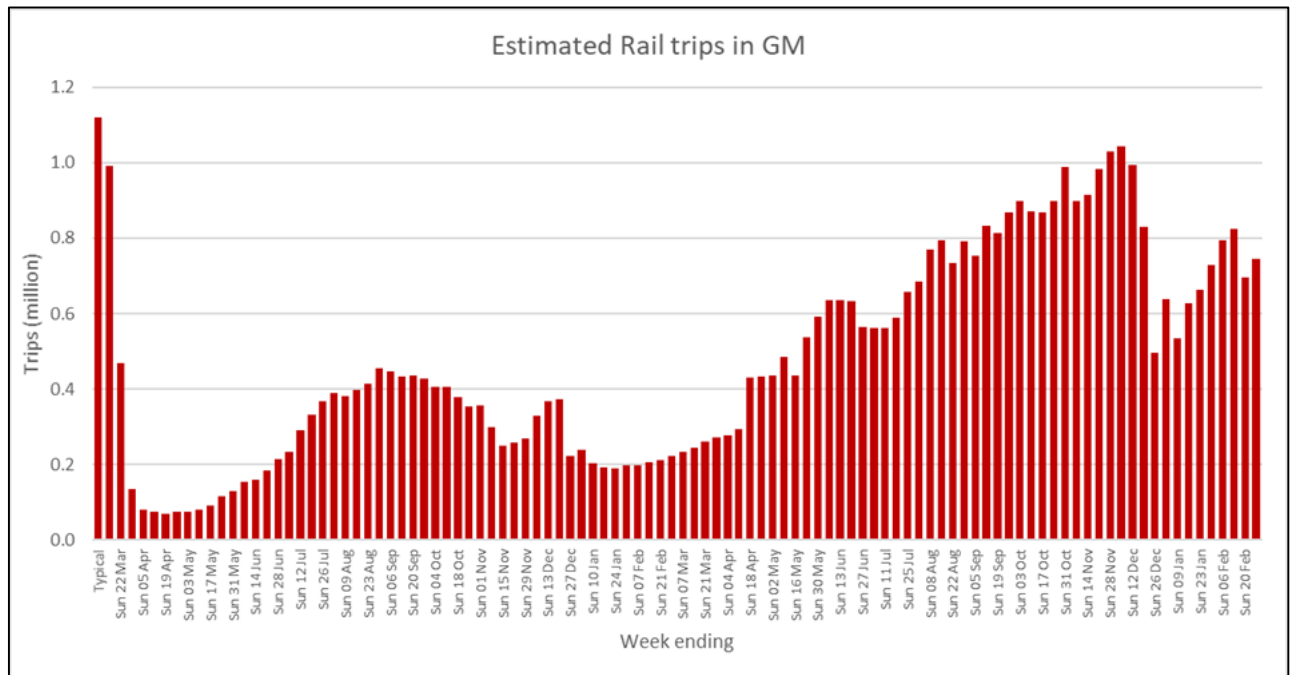
Figure 2: Weekly Metrolink Trips



Rail

3.5 During February 2022 there was an estimated 3.06 million rail journeys, which is 260k (9.2%) higher than January 2022 (2.8 million), however, 35% below February 2022, (shown in figure 3).

Figure 3: Weekly Rail Footfall (Manchester Piccadilly)



3.6 Footfall at Piccadilly declined significantly from mid-December 2021; however, February 2022 (3.06 million) saw a 9% increase from January 2022 (2.80 million).

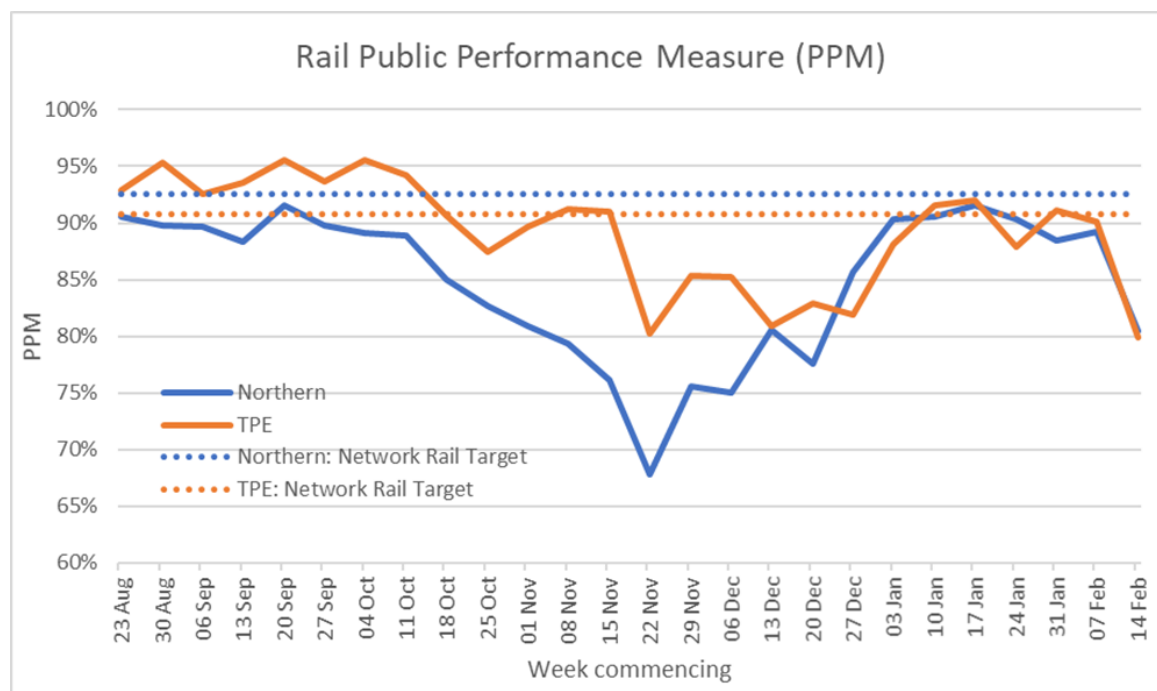
3.7 Strike action is currently affecting Transpennine Express services on Sunday 27 February with further action planned to take place on:

- Sunday 13th March 2022
- Sunday 20th March 2022
- Sunday 27th March 2022
- Sunday 3rd April 2022
- Saturday 16th April 2022 until Sunday 17th April 2022 (Easter weekend)
- Saturday 30th April until Sunday 1st May 2022 (Early Spring Bank Holiday weekend)
- Saturday 4th June 2022 until Sunday 5th June 2022 (Queen's Jubilee weekend)

3.8 In addition to the strike action there is also a ban on rest day working and overtime which has seen a substantial increase in short notice cancellations.

- 3.9 Rail performance was affected by Storms Dudley, Eunice, and Franklin between Friday 18 – Monday 21 February. Preston station was closed on Saturday 19th for roof repairs following storm damage. Services between Blackpool North and Manchester were cancelled, with a number of corridors affected by trees and debris on the line. On Monday 21 February, Northern suspended its entire LNW operation until 1100hrs due to the extent of trees and debris blocking tracks. Services to Manchester Airport were disrupted for most of the day due to trees on the route in multiple locations.
- 3.10 Period 11 (covering the period between 09 January and 05 February) saw improvements in overall PPM and Right Time performance for GM TOCs, although these figures continue to be based on train plans featuring a reduced level of service, currently around 78% of pre-Covid levels
- 3.11 The period saw the introduction of amended train plans from 04 Jan (NTL, AWC) and 10 Jan (TPE, EMR) – these featured reduced services, following on from rises in new-variant Covid infections and staff self-isolation. Late-notification Cancellations declined and performance stabilised, as these new plans were brought in.
- 3.12 Additional pre-planned cancellations were reported on a daily basis for NTL/TPE due to crew availability being compounded by the end of RDW agreements and staff declining to work overtime or rest days.
- 3.13 Patronage had declined in December from around 70% of pre-Covid to below 40% by period-end, when fears over new variant Covid began to impact demand. Government Plan B was rescinded and all Covid restrictions removed on 26 January – patronage has since increased to around 69% NTL/66% TPE. Piccadilly footfall peaking around 100,000 on Friday/Saturdays.
- 3.14 Network Rail delay improved in the period and decreased by around 4,000 mins on the previous period. Delay was split with infrastructure at just over 7,000 mins and External at just below 13,000 mins.
- 3.15 The most significant incidents affecting performance in the period, excluding the four days of severe weather, included a fatality at Winwick, animal strike near Wigan, trespass at Lancaster and signalling failure at Slade Lane Junction.

Figure 4: Public Performance Measures



- 3.16 There were two recorded fatalities across GM in the period, at Stockport and Moses Gate.
- 3.17 Network Rail performance is measured against overall delay minutes across its network. These include track and non-track infrastructure failures and external (or 'Other') delays, which are attributed to it, such as trespass and weather-related events.
- 3.18 As detailed in figure 5, performance nationally (1 October to 31 December 2021) continued to be affected by the coronavirus (COVID-19) pandemic. From April 2020 to early 2021, train service and passenger levels on the network were at historically low levels. This led to improvements in both punctuality and reliability.

Figure 5: Passenger Rail Performance (Great Britain)

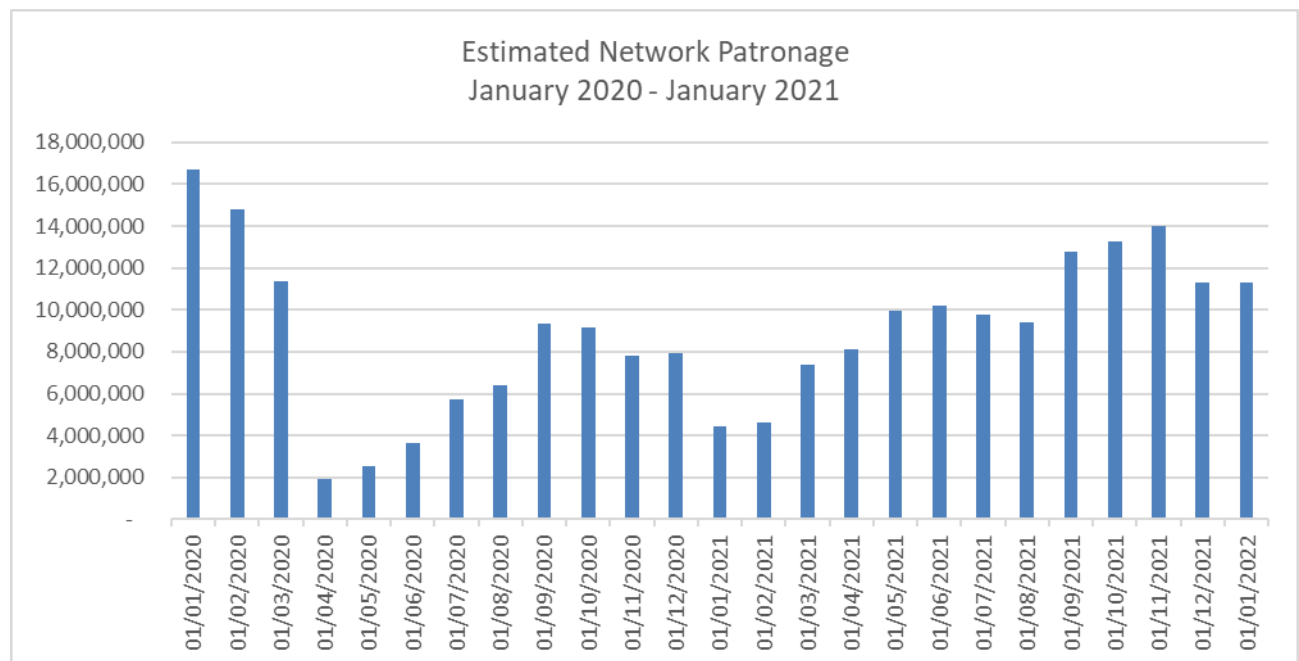
Measure	Oct to Dec 2021	Compared with Oct to Dec 2020		Compared to Oct to Dec 2019	
On Time	67.7%	↓	-7.1pp	↑	8.3pp
PPM	87.1%	↓	-4.7pp	↑	4.8pp
Cancellations	3.7%	↑	1.4pp	↓	-0.4pp

*Source: ORR Performance Data: Passenger rail performance October to December 2021 (orr.gov.uk)

Bus

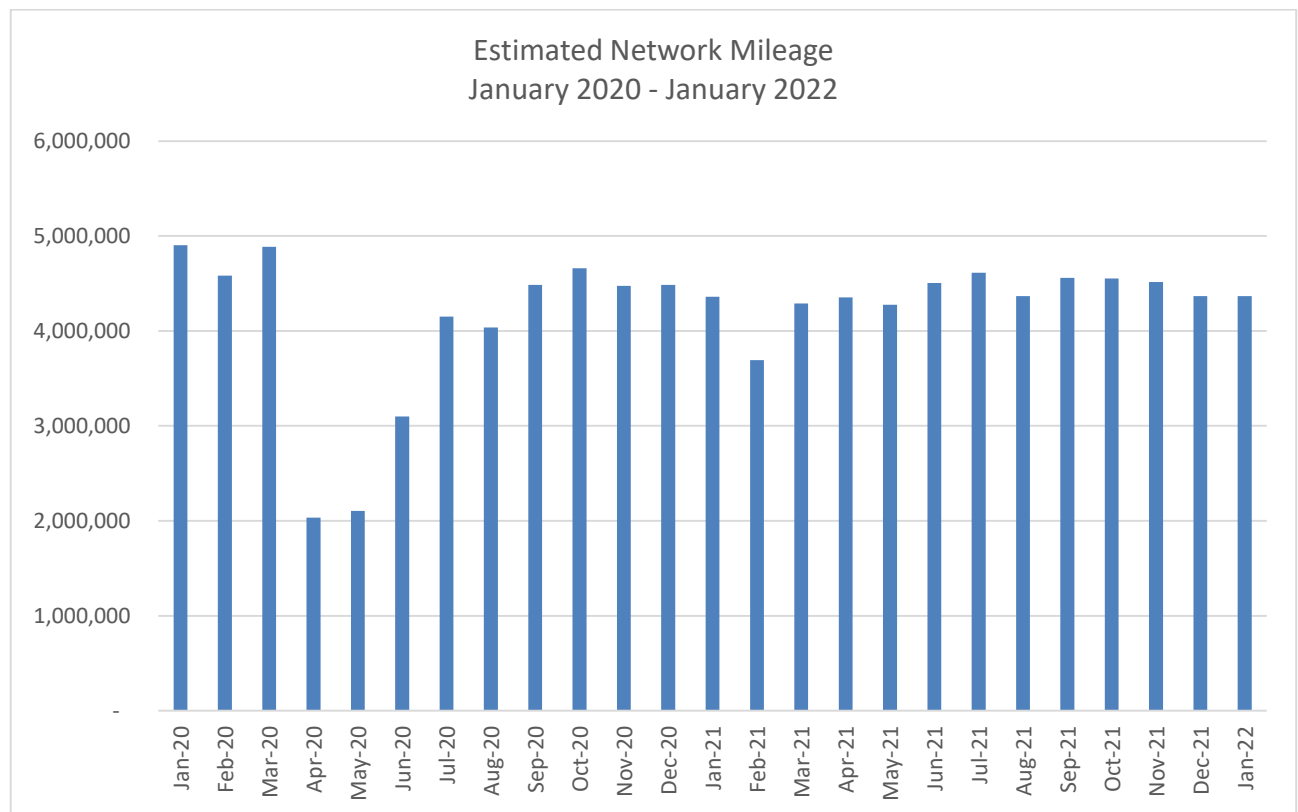
- 3.19 Following eight days of strike action this year, Unite members voted to accept an improved pay offer at First Manchester's Oldham depot.
- 3.20 During January 2022, bus network patronage was an estimated 11.3 million, which was comparable with December 2021 (11.3 million) and 32% below January 2020 (16.7 million).

Figure 6: Monthly Network Patronage



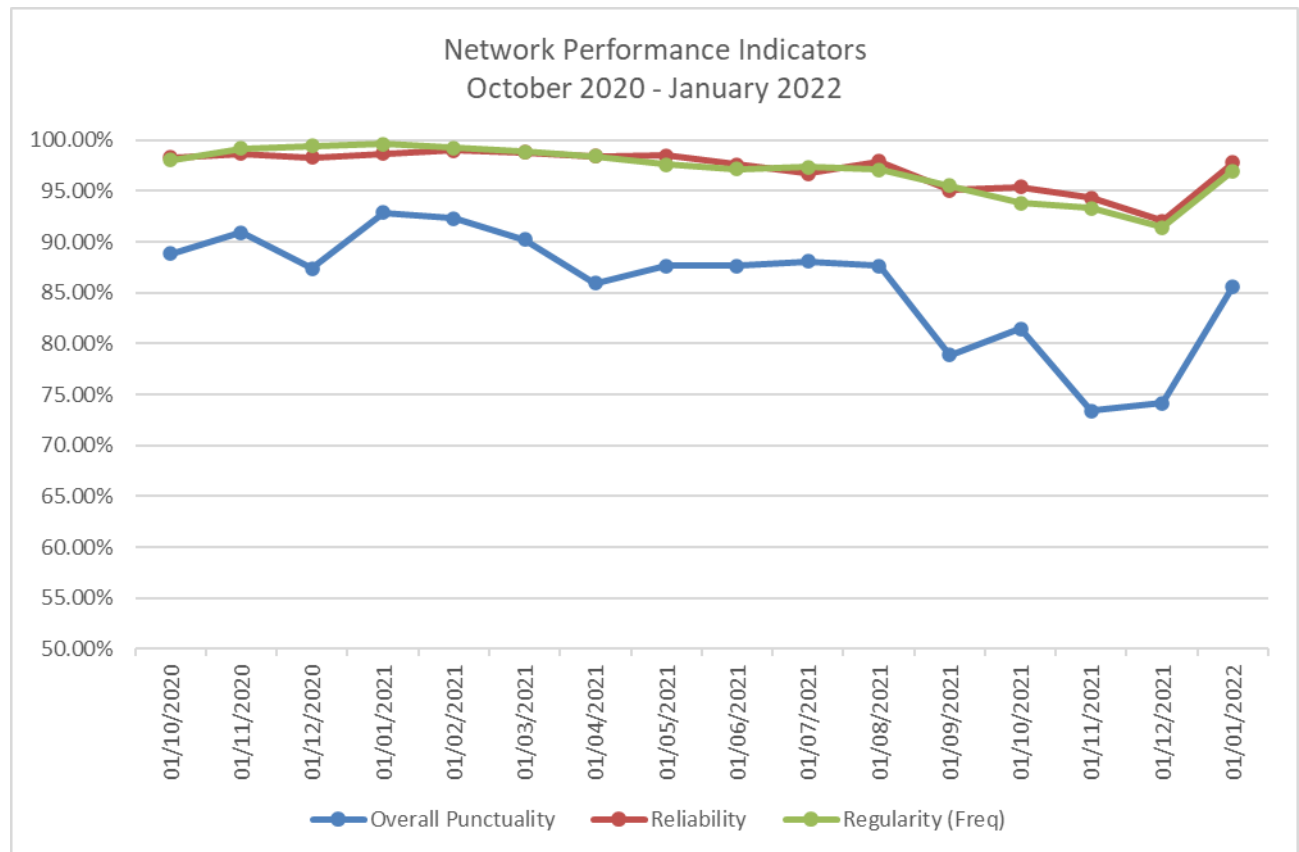
- 3.21 During January 2022, bus network mileage was estimated at 4,368,120 miles, which was comparable with December 2021 at 4,368,096 miles and 11% lower than January 2020 at 4,902,034. In January 2022, 80.39% of the bus network mileage was provided by commercial services and 19.61% provided by subsidised services.

Figure 7: Monthly Network Mileage



- 3.22 Patronage and mileage in January 2022 were comparable with December 2021, though below levels recorded in January 2020 pre-pandemic, indicating continued reductions in service frequency due to driver availability and changes in bus travel following the COVID_19 pandemic.
- 3.23 Patronage is slowly recovering. Patronage for the rolling 12-month period of February 2021 – January 2022 was 122.2 million passengers and remains 31% lower compared with the 2019/20 financial year (177.3 million passengers)
- 3.24 Network operational performance in January 2022 for overall punctuality was 85.60%, reliability was 97.80% and regularity of frequent services was 96.97%, based on PRMS (Punctuality Reliability Monitoring System). Overall punctuality and reliability indicators were above the Traffic Commissioner targets of 80% for overall punctuality and 97% for reliability. Regularity of frequent services remained below the Traffic Commissioner target of 97% for the fifth consecutive month.
- 3.25 Full yearly, month by month comparison is unavailable due to PRMS manual observations being suspended between April 2020 and September 2020.

Figure 8 Network Operational Performance



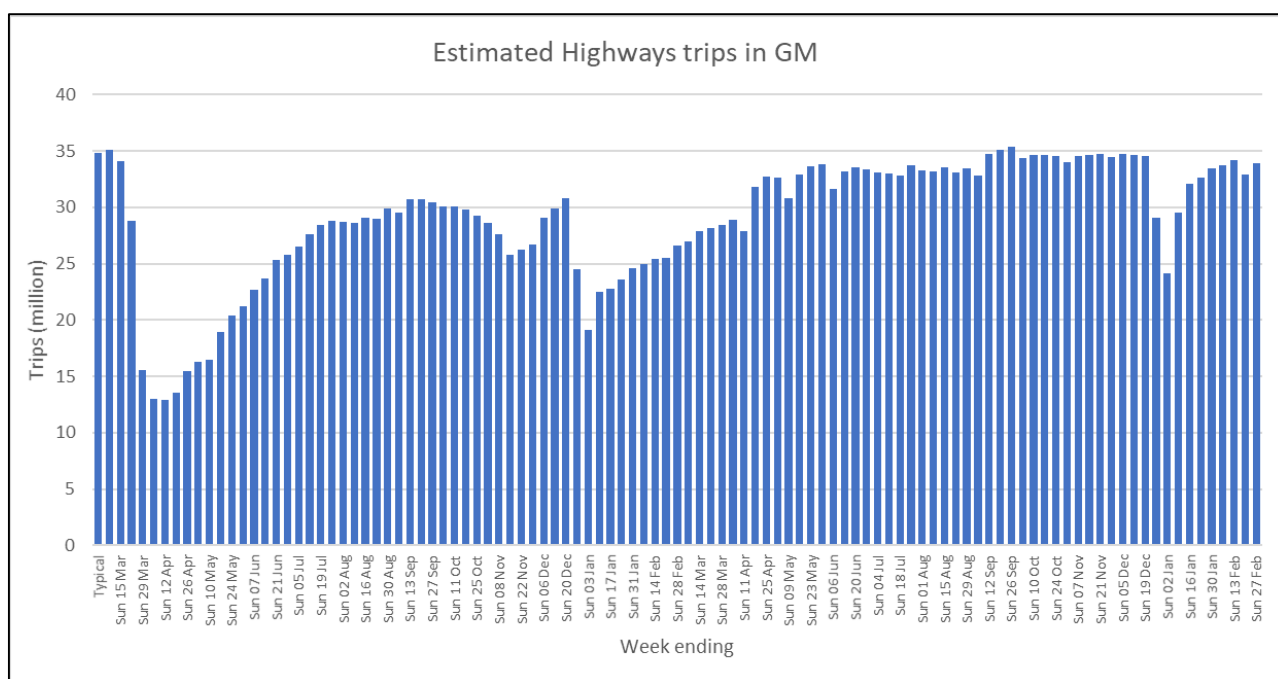
- 3.26 TfGM are continuing to liaise with operators to understand industry wide issues, for example driver shortage and its impact on network performance.
- 3.27 An Operational Performance Reporting system is being introduced which uses both automated vehicle location (AVL) and timetable (TransXChange) information to determine punctuality performance and will supersede the PRMS process. Data is collected for all services and journeys covering the Greater Manchester network, for the commercial and subsidised network, including the school services.
- 3.28 In December 2021, all Greater Manchester operators were integrated into the Operational Performance Reporting system, with performance reporting expected from the system by October 2022, following notice with operators.
- 3.29 In addition to the challenges of driver and staff availability, there are several other issues effecting the performance of the bus network (figure 10) including;
- Increasing congestion across GM. There is a clear correlation between Highway congestion and bus performance with punctuality declining as congestion increases, and

- Increased congestion in the regional centre due to the seasonal increase in footfall, driver behaviour (not observing restricted movements and access only streets) and significant works to the west of the regional centre.

Highways

- 3.30 There were an estimated 134.6 million trips on the highway network during February 2022. This is 2.6% lower than January 2022 (134.6 m) and 5.7% lower than February 2022 (138.2m).
- 3.31 On 14th February a temporary 30mph speed limit was brought into force on the Mancunian Way.
- 3.32 Lane closures on Trinity Way, clockwise, for the redevelopment of the Boddingtons site and anticlockwise at Irwell Street caused substantial delays throughout February
- 3.33 On the weekend of 12th and 13th March the Mancunian Way will be closed for annual maintenance and safety checks.

Figure 9: Weekly Highway Trips



- 3.34 Monitoring of congestion resulting from unexpected delays (including incidents and events) shows there was an estimated 135,000 hours of delay on the monitored corridors during February 2022. This is the highest monthly total since the start of

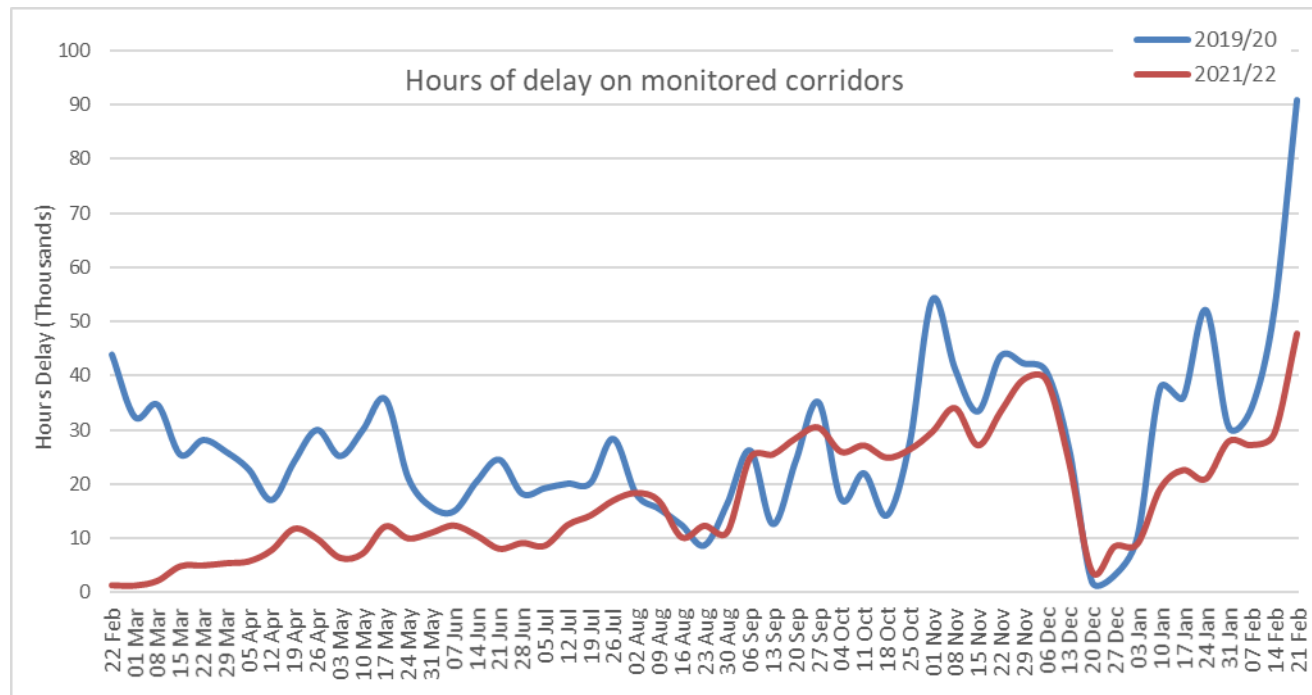
the pandemic. 74% up on January 2022. However, delays remained 35% below February 2020. During February 2022 76% of delays were during the PM peak, prior to the pandemic there was a more even split between AM and PM peak delays. During February 2020 48% of delays were during the AM peak and 52% during the PM peak. Delays during the PM Peak during February 2022 were just 5% below February 2020 at 102,800 hours and 108,500 hours respectively.

- 3.35 Roadworks were the main cause of congestion accounting for an estimated 64,800 hours (48% of delay). The largest increase in delays were those attributed to Events. The impact of changes to the A56, change to public transport provision and a number of improvement schemes to the west of the City will all have contributed to higher journey times for events at Old Trafford. Figure 10 shows the hours delay by category, whilst Figure 11 charts the non-recurrent total delays 2019 to 2022.

Figure 10: Hours Delay and Cause February 2020 vs February 2022

Cause	2020	2022
Roadworks	85800	64800
Capacity/Diverting Traffic	26300	24500
Events	7300	19300
RTC	1700	10700
SRN Incident	47900	5100
Broken Down Vehicle	600	3000
Adverse weather (inc flooding)		4200
Police Incident	500	1700
Traffic Signal Fault	4100	1400
Unsafe Building	34800	300
Total	209100	135000

Figure 11: Non-Recurrent Congestion



3.36 For the rolling 12 months up to the end of August 2021, the Killed and Seriously Injured (KSI) casualties on GM roads are 681. This is:

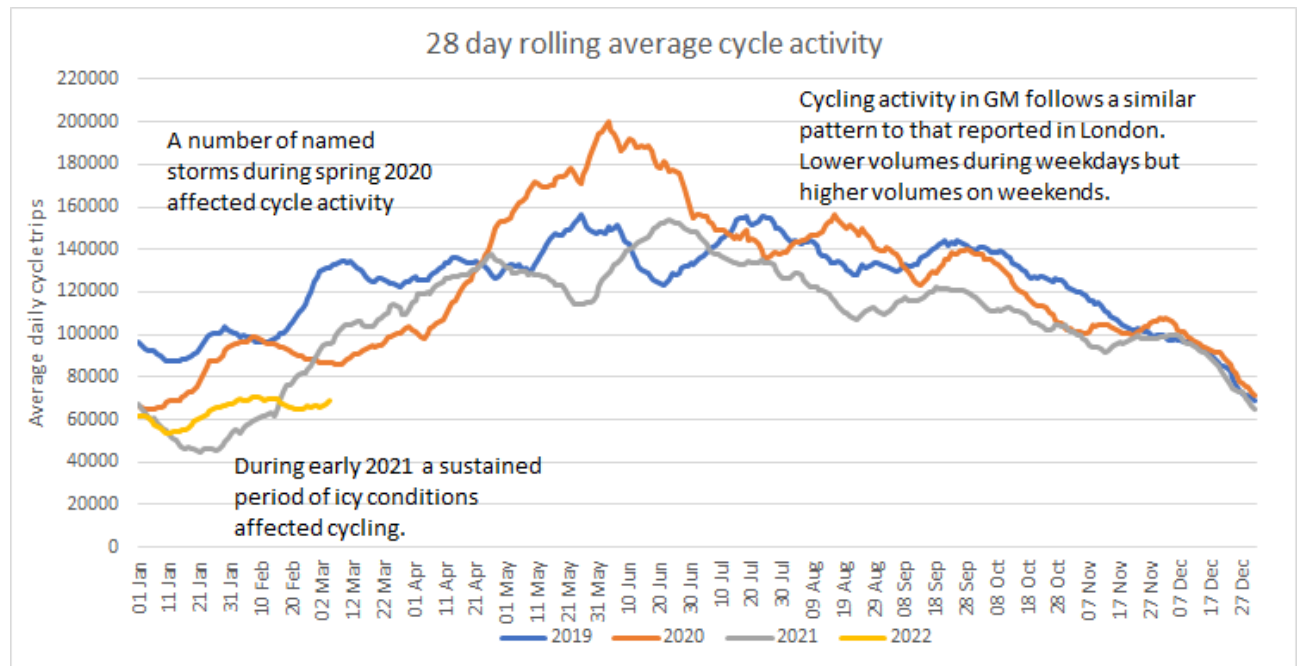
- 8.4% up on the same period to August 2020
- 20.1% up above the forecast for the period of 567.

3.37 This increase compared to the period ending August 2020 is not statistically significant and the change is likely to represent year-to-year variation.

Active Travel

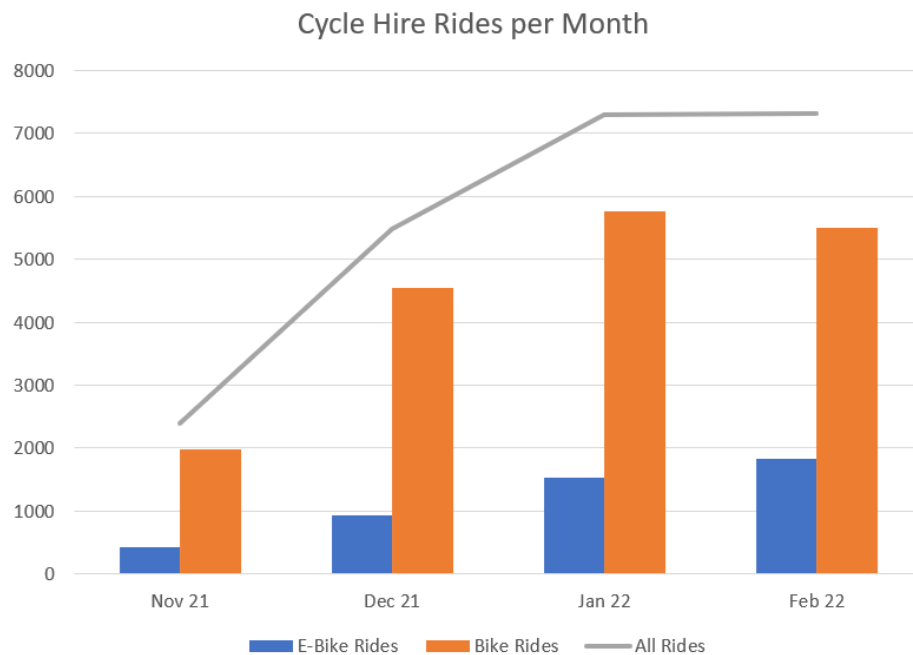
3.38 Cycle activity during February has been affected by a number of named storms during the month. On the days effected by the storms estimated cycle trips fell to 18,000 per day. This is substantially below the annual average of over 100,000 cycle trips per day.

Figure 12: 28 Day Average Cycling Trips



- 3.39 Walking remains the second most popular way to travel across Greater Manchester, with 37.2. million trips during February 2022. This is in line with February 2020. However, due to the lower number of overall trips walking represents a higher proportion of trips. 19.5% during February 2022 compared to an estimated 18.2% during February 2020.
- 3.40 Cycle Hire Usage has been following an upward trajectory since launch flattening in Jan and Feb with over 7000 rides a month bearing in mind there were twice as many rainy days in Feb compared to Jan. March has started well as we are tracking at 2.5% above usage for same period in Feb.

Figure 13: Cycle Hire Rides per Month

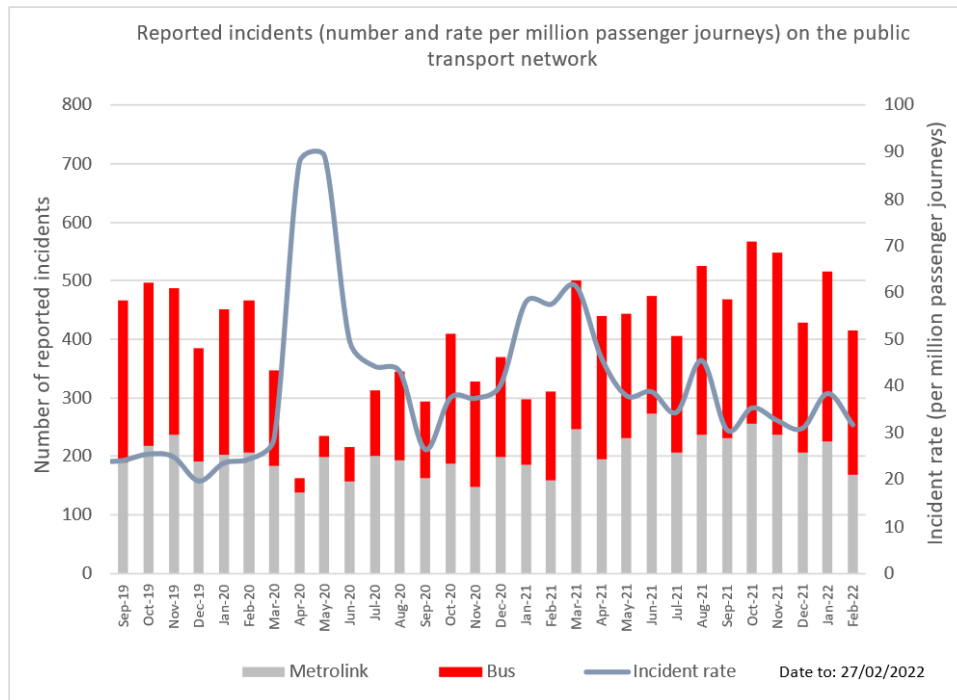


Crime and Anti-Social Behaviour (ASB)

- 3.41 TravelSafe Specialist Operations continued with operations completed during February at: Cornbrook, Wythenshawe, Radcliffe (3 times), Monsall, Bury and Ashton. Results analysed to date include over 4,000 passenger checks, 372 fines and six arrests.
- 3.42 Following an uptick in incidents of missiles being thrown at buses and trams a press release was issued by TfGM on 11 February to warn people of the dangers and consequences. This follows a targeted campaign of vandalism by a group of youths in Stockport, all of whom have now been identified through CCTV and are in the process of being dealt with by the GMP Transport Unit. Following this intervention by the Transport Unit and joint working with Stockport Council's Community Safety team, there has been a reduction of reported incidents of criminal damage in Stockport from an average of 10 per week during mid-January to an average of 2 per week during mid-February.
- 3.43 Crucial Crew sessions for Year 6 pupils in the Bury and Rochdale areas concluded on 11 February. Total number of children attending 3,279.
- 3.44 A male responsible for criminal behaviour on and around Bolton Interchange was jailed for 4 years and 8 months on 24th February.

3.45 As part of the Home Office Safer Streets project in Oldham, posters designed to challenge sexual harassment (#NoisNo) have been installed across the five Metrolink stops involved. The poster was designed by a student from Oldham College.

Figure 14: Reported Incidents per Million Journeys



Network Performance Scorecard

Metrolink	Status	Target	Achieved	Trend
Metrolink Punctuality	G	90%	90.4%	S
Metrolink Operated Mileage	A	99%	98.7%	I
Rail (Period 11, 2022)	Status	Target	Achieved	Trend
Northern Punctuality (PPM)	R	92.6%	88.6%	I
Northern Reliability (Cancellations)	G	N/A	1.8%	W
Northern Right Time	G	N/A	66.5%	I
TPE Punctuality (PPM)	A	90.8%	90.7%	I
TPE Reliability (CaSL)	G	N/A	14.9%	W
TPE Right Time	G	N/A	68.4	N/A
Network Rail Delay Minutes	G	24,774	19,989	I
Bus	Status	Target	Achieved	Trend
Network Bus Service Reliability	G	97.0%	97.80% %	I
Commercial Bus Service Reliability	R	97.0%	96.00%	I
Subsidised Bus Service Reliability	G	97.0%	98.50%	I
Network Bus Overall Punctuality	G	80.0%	85.60%	I
Commercial Bus Overall Punctuality	G	80.0%	84.81%	I
Subsidised Bus Overall Punctuality	G	80.0%	89.64%	I
Network Bus Regularity	R	97.0%	96.97%	I
Commercial Bus Regularity	R	97.0%	96.97%	I
Subsidised Bus Regularity	n/a	n/a	n/a	n/a
Highways	Status	Target	Achieved	Trend
Highways Journey Time Reliability	R	90.0%	88.6%	D
Highways Level of Delay (Average)	R	30.0%	31.6%	D
Network Safety	Status	Predicted	Actual	Trend
Killed and Seriously Injured (rolling 12m to August 2021)	A	567	681	D
	Status	Previous	Current	Trend
Incidents per Million passenger Journeys (rolling 12m to February 2022)	A	37	36	I

Several KPIs suspended as a result of Covid-19

See Appendix A for glossary.

Reporting Periods: This report covers **February 2022**

Trend key: W = Worsening, S= Stable, I = Improving

Appendix A

Glossary

Measure	Description	RAG thresholds
Metrolink Punctuality	Percentage of trams departing less than two minutes late.	GREEN if equal to or above 90% RED if less than 90%.
Metrolink Reliability	Percentage of planned miles operated.	Target for 2019 is 99%. RED if less than 97%. AMBER if 99% - 97%. GREEN if 99% or above.
Northern Punctuality (PPM)	PPM = Public Performance Measure. The percentage of services arriving at destination (having called at all scheduled stops) within 5 minutes of the planned arrival time.	GREEN if equal to or above the target. RED if below target.
Northern Reliability (CaSL)	CaSL= Cancelled and Significant Lateness. % of services part/fully cancelled or arriving at their destination later than 30 minutes after scheduled arrival time.	RED if above target. AMBER if equal to target. GREEN if below target
TPE Reliability (CaSL)	CaSL= Cancelled and Significant Lateness. % of services part/fully cancelled or arriving at their destination later than 30 minutes after scheduled arrival time.	RED if above target. AMBER if equal to target. GREEN if below target.
TPE Punctuality (PPM)	PPM = Public Performance Measure. The percentage of services arriving at destination (having called at all scheduled stops) within 10 minutes of the planned arrival time.	GREEN if equal or above the target. RED if below target.
Northern Right Time	% of recorded station stops where the train arrived less than one minute later than its advertised time.	RED if above target. AMBER if equal to target. GREEN if below target.
TPE Right Time	% of recorded station stops where the train arrived less than one minute later than its advertised time.	RED if above target. AMBER if equal to target. GREEN if below target.
Network Rail Delay Minutes	Total number of Delay minutes attributable to Network Rail.	GREEN if equal to or below the target. RED if above target.
Bus Service Reliability	Scheduled Service Reliability – measured by the percentage of observed bus departures from a given location compared to the service provision promised to the public.	GREEN if equal to or above the target. RED if below target.
Bus Overall Punctuality	Scheduled Service Punctuality – measured by the percentage of ‘on-time’ observed bus departures from a given location. The definition of an on-time departure is one which is between 60 seconds early and 5 minutes and 59 seconds late, inclusive.	GREEN if equal to or above the target. RED if below target.

Measure	Description	RAG thresholds
Bus Regularity	Frequent Service Regularity – measured by the percentage of occasions where the gap between services is either over 2 times the service headway, or 10 minutes, whichever is the larger number. Service Regularity encapsulates both the reliability and punctuality aspect of a frequent service.	GREEN if equal to or above the target. RED if below target.
Highways Journey Time Reliability (JTR)	% of highway journeys completed within an 'acceptable journey time', defined as the typical journey time +25%.	GREEN > = 90% AMBER 80-90% RED < 80%
Highways Level of Delay (Average)	The difference between the typical journey time (median) and the optimum journey time (5th percentile) during the peak period.	GREEN < 30% AMBER 30-50% RED >= 50%
Killed & Seriously Injured (KSI)	Number of people killed or seriously injured on GM roads.	GREEN if equal to or below the annual forecast projection. RED if above forecast. (DfT developed a forecast for KSI casualties, as part of the Road Safety Strategy. This forecast (based on a central projection) was for a 40% reduction in KSI casualties by 2020 against a 2005-09 baseline. For GM this was no more than 550 KSI per year casualties by 2020.)

Greater Manchester Transport Committee

Date: 24 March 2022

Subject: TravelSafe: 2021 End of Year Review

Report of: Bob Morris, Chief Operating Officer, TfGM

Purpose of Report

This report provides an overview of the work and achievements of the TravelSafe Partnership during 2021 and an update on the outcomes and successes of the GMP Transport Unit.

Recommendations:

Members are asked to note and comment on the contents of the report.

Contact Officers

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Equalities Implications

Not applicable

Climate Change Impact Assessment and Mitigation Measures

Not applicable

Risk Management

Not applicable

Legal Considerations

Not applicable

Financial Consequences – Revenue

Not applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

Nil

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution? No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

None

GM Transport Committee

Not applicable

Overview and Scrutiny Committee

Not applicable

1 EXECUTIVE SUMMARY

- 1.1 The information presented in this report covers 01 January 2021 to 31 December 2021 and provides a summary of the performance of the TravelSafe Partnership¹ (TSP), as well an overview of activity and outcomes from the GMP Transport Unit.
- 1.2 It has been another extraordinary year with a continuation of some of the challenges faced by the Covid pandemic and national restrictions. The TravelSafe Partnership (TSP) has had to remain agile, delivering against both the core business of crime and anti-social behaviour (ASB) and the requirements of travelling Covid-safely.
- 1.3 2021 saw significant variations in passenger numbers.
- The year commenced under national lockdown, so passenger journeys fell to 25% of the pre pandemic average.
 - With numerous events (typically held spring/summer) rescheduled for Autumn, leisure led spikes in passenger journeys were seen. With, on occasion, the network carrying more passengers than a typical pre-pandemic weekend and Metrolink setting a record for passenger journeys on a Sunday.
 - The year ended with passenger numbers impacted by the Omicron variant. With guidance to work from home re-introduced and advice to prioritise social contacts, leading to a reduction in passenger numbers.
- 1.4 Despite these challenges, TravelSafe partners have continued to deliver against the Partnership strategic aims of improving passenger perceptions of safety, deterring Crime and ASB and discouraging fare evasion.

¹ The TSP is comprised of Arriva, British Transport Police (BTP), Diamond, First Manchester, GMP, Go North West, KeolisAmey Metrolink (KAM), Northern, Stagecoach, TfGM and GMCA.

- 1.5 The most prevalent theme observed by the TSP across 2021 has been the increase in youth related ASB often perpetrated by repeat known young offenders. Compared to 2019, youth related ASB reports account for a 35% increase in incidents on bus² and a 45% increase on Metrolink.
- 1.6 In October the Partnership took the opportunity to renew its posture through a refreshed forward action plan endorsed by the then Transport Commissioner. At the close of 2021 this was demonstrating dividends through:
- A regular programme of high visibility ‘Specialist Operations’ including a push on media/social media presence via #GMTravelSafe.
 - Strengthening of relationships with local authority community safety and youth teams as well as neighbourhood policing teams; and
 - A communications campaign launching the use of the GMP LiveChat service for discreet incident reporting across public transport.
- 1.7 The results of the most recent TfGM Confidence Survey³ demonstrate the value of the increased pro-active work with results showing that from November 2021 to January 2022:
- ‘Satisfaction with personal security while travelling on the tram during the day’ has increased from 75% to 93%; and
 - ‘Satisfaction with personal security while travelling on the tram during at night’ has also increased from 61% to 66%.
- 1.8 This insight will help inform the TravelSafe Partnership plans and focus, moving into 2022.

² ‘Bus’ includes incidents reported across the Bus network, Bus Stops and also Bus Interchanges and Stations.

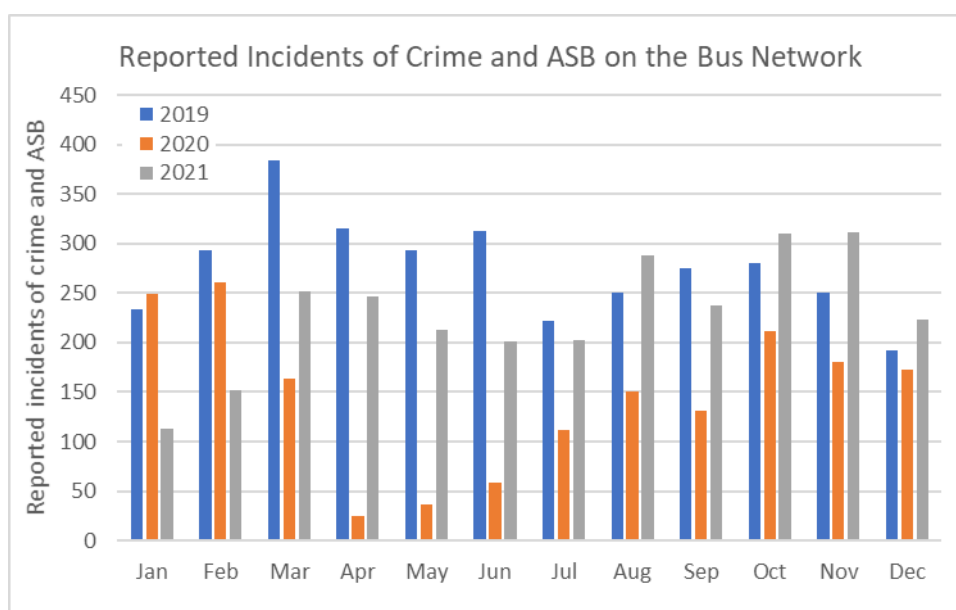
³ Results canvassed 20 Jan-14 Feb, 1100 sample size including users and non-users of public transport, representative of Greater Manchester for age, gender and working status.

2 2021 OVERVIEW

Bus Network 2021 Summary

- 2.1 During 2021, the number of reported incidents of Crime and ASB on the bus network was 17% below that of 2019 and 57% above 2020⁴.

Figure 1: Reported Incidents of Crime and ASB on the Bus Network



- 2.2 Despite the reduction in the overall number of incidents, there was an increase in reports of some types of incidents and locations. The number of reported incidents at bus stations during 2021 was 42% higher than during 2019, this is predominantly due to increased youth related ASB.
- 2.3 The reduction in passenger journeys being made because of lockdown restrictions and changes in travel behaviour, was lower than the reduction in reported incidents on the bus network. As a result, the rate of reported incidents of Crime and ASB (per million passenger journeys) on the bus network increased during 2021 to 23.3 compared to 17.7 in 2019 and 18.1 in 2020.

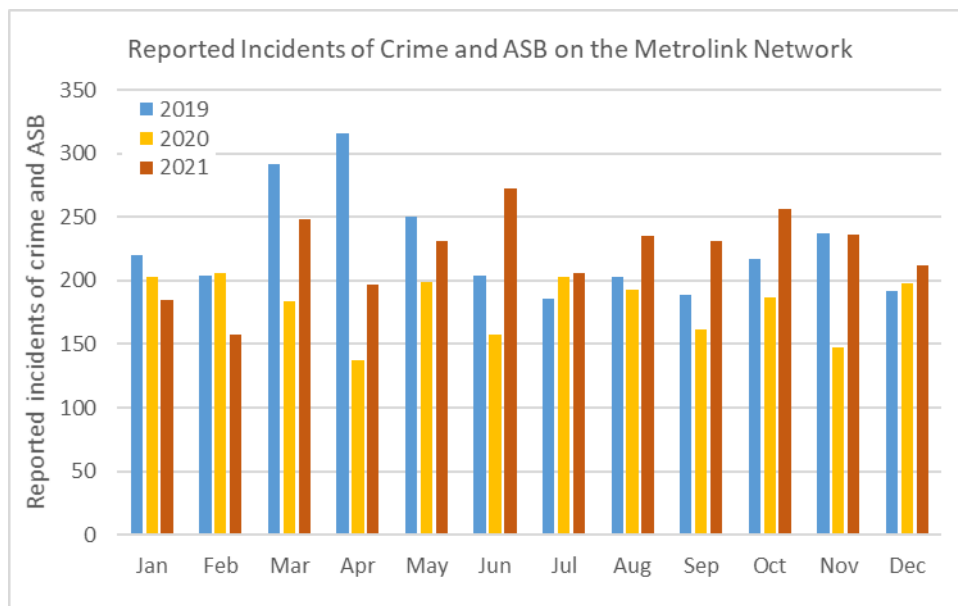
⁴ Incident numbers during 2020 and early 2021 were affected by national and local lockdowns and restrictions.

- 2.4 One of the main issues experienced on bus across the last 12 months has been incidents involving missiles being thrown at buses causing windows to smash. There have been over 100 incidents reported across the year. In response the Partnership developed a media clip to be used as part of educational outreach activity and also for sharing across social media. This activity is hard to tackle given it tends to be sporadic (and often opportunistic) in nature, however where hotspots have been identified patrols have been put in place and several arrests have been made.

Metrolink 2021 Summary

- 2.5 During 2021 the number of reported incidents of Crime and ASB on Metrolink was 2% below that of 2019 and 23% above 2020.

Figure 2: Reported incidents of Crime and ASB on the Metrolink Network



- 2.6 Despite some recovery in Metrolink passenger numbers during 2021, patronage remained substantially below 2019 levels. As a result, the 'rate of incidents' (per million passenger journeys) during 2021 increased to 134 from 60 during 2019.
- 2.7 Similar to the trend observed on Bus, there has been a 45% increase in youth and young person related incidents. During 2019 an estimated 24% of incidents

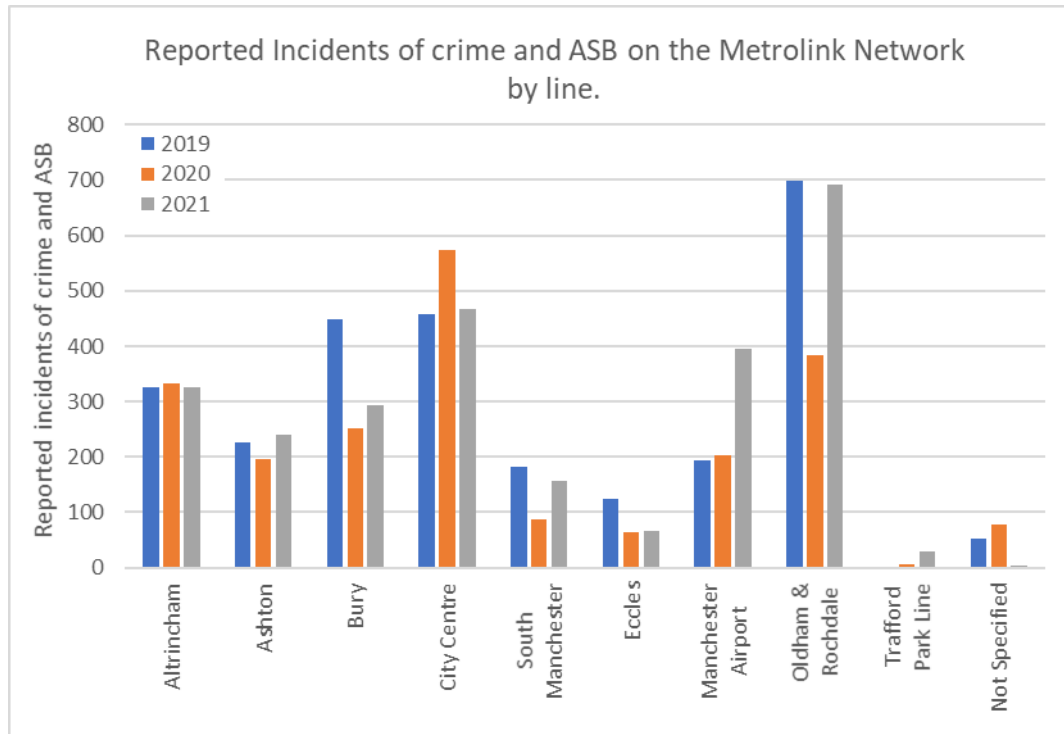
were categorised as youth or young person related. During 2021 this rose to 35% of all reported incidents.

- 2.8 The Airport line saw the largest increase in, and the highest level of, youth related incidents on the network, with an estimated 50% of all reported incidents being categorised as such compared to 33% during 2019. Incident types relate mainly to obstructing the operation of the network, e.g., emergency door handle activations (126 reported during 2021 compared with 40 in 2020) and criminal damage. In response, dedicated security has been provided at Wythenshawe Interchange, regular local partnership meetings have been established, information and intelligence is being fed through on a weekly basis to the local authority and a number of repeat offenders have been identified and served with served with exclusion orders⁵.
- 2.9 The Oldham and Rochdale line had the highest number of higher impact incidents such as assaults, robberies and thefts. Alongside this, the TfGM customer insights surveys show that the Metrolink users from Oldham and Rochdale have some of the lowest levels of satisfaction in terms of safety and security. One challenge with Oldham and Rochdale is the size and scope of the corridor and incident levels are not uniform across the line. The line is long with 19 stops covering a wide range of geographic and socio-economic areas. Along the route there are smaller pockets with higher numbers of incidents including Failsworth, Monsall, Newton Heath and Moston to the southern end and Rochdale Interchange and Newbold to the north.

⁵ Formal removal of public right of access to TfGM premises.

2.10 Metrolink line by line comparisons are shown in Figure 3.

Figure 3: Reported incidents of Crime and ASB on Metrolink by Line



Network 2021 Summary

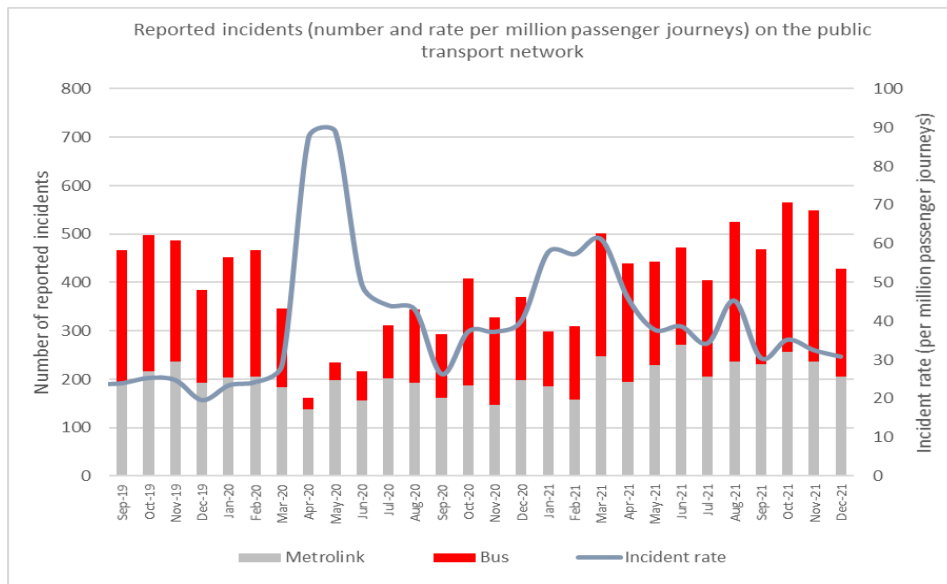
2.11 The TravelSafe KPI brings together all reported crime and incident statistics⁶ from Greater Manchester Police⁷, TfGM, Bus Operators and KAM.

2.12 The average incident rate for 2021 for Bus and Metrolink combined was 39 (up from 26 during the 12 months to December 2019). This is illustrated in Figure 4.

⁶ A number of incidents are excluded where they constitute intelligence rather than an incident, and minor byelaw offences such as smoking and vaping on the platform. Incidents are de-duplicated and categorised prior to analysis. Presenting the data in this way allows comparisons to other Transport Networks e.g., TfL who also publish statistics on the number of incidents per million journeys (albeit TfL only report Crime and not ASB.)

⁷ Gap in receipt of GMP data from 23 March-02 December 2020 as a result of Covid.

Figure 4: Reported incidents of Crime and ASB (per million journeys)

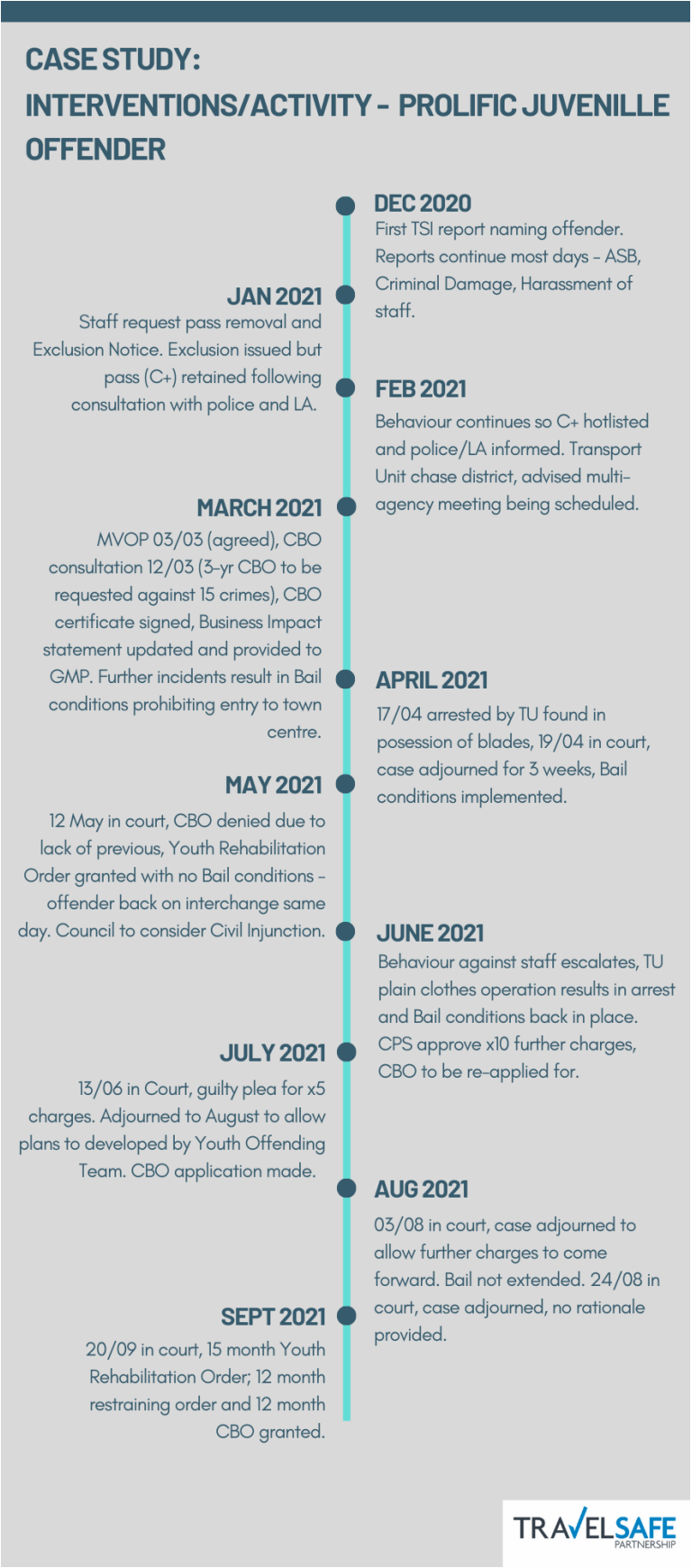


2.13 One of the themes and a significant challenge for the Partnership throughout 2021 has been known, repeat young offenders. Dealing with these cases is complex, requiring input and intervention from a variety of organisations. As a result, successful resolution takes time and places significant demands on those all of those involved, including those staff dealing with the issues on the ground.

2.14 Figure 5 below shows a timeline of activity and subsequent Partnership interventions arising from a single young person, whose activity resulted in a 325% increase in reported incidents⁸.

⁸ This figure only includes incidents in which the individual was 'named', so it is likely to be much higher.

Figure 5: Case Study of Prolific Offender Activity



3 ACHIEVEMENTS

- 3.1 Across 2021, the Partnership responded dynamically to changes in government guidance and regulation. Having managed ‘business as usual’ activities alongside face covering/Covid-safety activities including regular ‘Days of Action’ to support safe travel messages.
- 3.2 In October, the Partnership launched a refreshed forward action plan (**Appendix A**) to refresh and re-focus activity on Crime and ASB, this included a pledge to undertake weekly ‘Specialist Operations’ in key locations to tackle issues pro-actively but also increase visibility and confidence across both passengers and transport staff.
- 3.3 A summary of Specialist Operations results from October to the end of the year, is shown below:
- 23 Specialist Operations across 15 different locations;
 - Over 20,500 customers actively engaged with;
 - Over 1,100 Standard Fares issued on Metrolink; and
 - At least 17 arrests and numerous stop/search and stop/accounts.
- 3.4 Following a joint bid from the GMCA, TfGM and Oldham Council, the Home Office awarded funding of £549,744 through the Safer Streets fund. The funding is ring-fenced for initiatives to increase the safety and feelings of safety for women and girls when using public transport. The scheme covers a small pilot area of five Metrolink stops in Oldham (Freehold, Westwood, Oldham King Street, Oldham Central and Oldham Mumps) and will remain live until the end of March 2022. Projects to be delivered as part of the scheme include:
- A TravelSafe-led reporting campaign to educate passengers on reporting mechanisms and to increase reporting of incidents through the GMP LiveChat service;

- Engaging directly with women and girls to better understand what training and campaigns they would like to see, and developing a bespoke package to deliver to boys and men;
- The presence of 'trusted adults' to increase security and reassure, this includes a dedicated TravelSafe Officer resource, this is already in place;
- Adoption of the safe hub and safe places scheme to reduce vulnerability/feelings of vulnerability through advertised provision of safe, staffed locations;
- Integration and upgrades to CCTV coverage (51 cameras) so that images can be shared between TfGM and the Council in real-time;
- Training of 570 Metrolink staff to spot and appropriately respond to incidents and to encourage increased reporting; and
- A poster campaign (designed by students from Oldham College highlighting acceptable/unacceptable behaviours such as catcalling).

3.5 Linked to the Safer Streets project and the refreshed Partnership forward action plan, a communications campaign ran during November/December to reassure customers on Partnership activity and help deter Crime and ASB. The campaign saw:

- A roll-out of physical and digital assets across the network;
- Launch of GMP's LiveChat service for incident reporting (which also forms part of Safer Streets commitment); and
- Media interviews and social media videos.

3.6 Delivery of the Partnership educational outreach programme suffered due to Covid restrictions. During the 2019 academic year 30,010 young people were directly engaged with, with this dropping to 17,000 in 2020. However, by the end of 2021, this figure currently stands at over 29,000. This is a key strand of the partnerships deterrent work, albeit requires long-term and sustained commitment.

3.7 Significant improvements have been made in problem-solving approaches and links into local community safety structures. This includes weekly sharing of

information and intelligence into local authority Community Safety Partnerships, and extension of free travel provision across both bus and Metrolink for local authority youth and ASB teams to facilitate youth engagement and outreach activities.

- 3.8 Greater amplification of the #GMTravelSafe through social media has vastly increased the reach of Partnership messaging. Messages and videos re-posted through other organisations channels, particularly GMP, significantly increased this reach.
- 3.9 The persistent repeat offender (timeline illustrated at Figure 5) was eventually handed a 12-month Criminal Behaviour Order (CBO). This was supported and evidenced through the Partnership, by the development of Business Impact Statements and provision of CCTV/Body Camera footage. Conditions of the CBO prohibit the offender from entering Rochdale Town Centre, harassing transport staff and interfering with equipment and operations. Learning from this case is already being taken forward in dealing with other similar cases, to support swifter resolutions and interventions.

Greater Manchester Police (GMP) Transport Unit

- 3.10 Across 2021, the GMP Transport Unit has continued to provide a pro-active policing presence across the Greater Manchester transport system in order to reduce Crime and ASB, improve public confidence and deliver against road safety priorities across the city region.
- 3.11 The Transport Unit is not unique in that it has again faced staffing challenges across the year with staff abstracted for a time to support other force priorities and call handling operations. These abstractions ceased in October 2021 and the Unit is now operating near full capacity (with six vacancies in the process of being filled).
- 3.12 To support Mayoral ambitions of increasing active travel in Greater Manchester, the Transport Unit has increased its scope to include patrols across cycle routes and bike hire locations. This has been supported by the TSP through provision of ten bicycles for officers to use. Further work will be taken place across active travels modes during 2022.

- 3.13 In support of the TSP refreshed forward action plan, the Transport Unit have, and will continue to support Partnership deployments and Specialist Operations. Support also continues to be provided to the transport network during major events.
- 3.14 Support to the night-time economy continues through Operation Custodian deployments at major transport hubs in the city centre and Project Servator (combatting hostile reconnaissance and suspicious behaviours) also continues to take place across the network.
- 3.15 The Transport Unit now also have developed a small, but effective, investigative capability which means the team can take ownership of crimes from district teams which relate specifically to the transport network.
- 3.16 To ensure wider visibility and buy-in of transport related issues, the Transport Unit have set up and lead a district liaison group which is attended by a Chief Inspector from each force district. This allows for two-way sharing of information and intelligence and enables better problem-solving of issues faced.
- 3.17 The Transport Unit has an active social media presence with growing levels of engagement. To increase the overall visibility of the Transport Unit and to help reassure those travelling on the network, social media communications have been amplified and continue to be well received.
- 3.18 The infographic in Figure 6 highlights some of the performance highlights of 2021. The data reflects how the Transport Unit are specifically targeting the

Figure 6: Transport Unit 365 Days Infographic



criminals using our network. Data driven deployments mean that they are deployed in the most effective locations and the right times.

4 FORWARD LOOK

4.1 The nature of the TravelSafe Partnership necessitates the adoption of an agile approach to the allocation of resources and priorities throughout the year; however, a range of specific activities have been planned for 2022, these include:

- Continue to support public confidence in the recovery/return to public transport through reassurance activity;
- Review, re-launch and publicise the TSP Strategy (2022-2024);
- Development of a formal Partnership data sharing agreement to enhance opportunities to share data and intelligence and feed into problem solving plans;
- Completion and review of the Safer Streets project and identify opportunities to roll out learning across the network; and
- Develop and distribute a monthly summary dashboard.

Appendix A: Forward Action Plan to address: Perceptions of Safety | Crime and ASB | Fare Evasion



Weekly 'TravelSafe Specialist Operations'

- Roving around '**hotspot locations**'.
- Combination of **static and agile** deployments.
- Refreshed '**menu of tactics**' (overt & covert).
- Increased draw-down of **specialist resources** (dogs, drone, BDO, knife arches, Servator, Transport Unit etc.)

Prevention & Intervention

- **Site infrastructure/environmental surveys** to identify & rectify weaknesses.
- Visible uniformed 'boots on the ground' actively **engaging** with customers and **challenging** lower-level behaviours.
- Accelerate '**Educational Offer**' across GM.
- Closer working with LA Community Safety Leads.
- Provision of '**free travel**' offer to all LA YOT (across both Bus & Tram).

Deterrent

- Hard hitting **comms campaign**: highlighting impact and consequences.
- Complimentary **behaviours campaign**: to build 'social and parental responsibility'.
- **Seasonal Comms campaigns** (key events & risks).
- **Restorative Justice** including '**name & shame**' of offenders.

Information

- **#GMTravelSafe** brand promotion.
- Commitment by all partners to report all incidents and support investigations.
- Launch '**LiveChat**' as mechanism for discrete reporting on public transport.
- '**Ask TSP**': Internal (frontline staff) and external (public facing) socials.
- Development of an **EPIC** work plans to detail specific interventions/partnership working.

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Thursday 24 March 2022

Subject: Interim Report on the GM E-scooter Rental Trials and the development of a GM Shared Mobility Strategy

Report of: Nicola Kane, Head of Strategic Planning, Insight and Innovation, TfGM

Purpose of Report

To provide an interim report on the GM e-scooter trials and to provide an update on work to develop a shared mobility strategy for Greater Manchester.

Recommendations:

Members are asked to note and comment on the contents of this report, specifically the:

1. Interim results of the Greater Manchester e-scooter trials.
2. Emerging policy position in respect of e-scooters.
3. The development of the Shared Mobility Strategy.

Contact Officers

Nicola Kane, Head of Strategic Planning, Insight and Innovation, TfGM
nicola.kane@tfgm.com

Equalities Implications

An EQIA will be produced for any future shared mobility strategy or scheme proposal(s).

Climate Change Impact Assessment and Mitigation Measures

A Climate Change Impact Assessment and Mitigation Measures will be produced for any future shared mobility strategy or scheme proposal(s).

Risk Management

Not applicable

Legal Considerations

Not applicable

Financial Consequences – Revenue

Not applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

Two documents are considered particularly pertinent to this report, both have been referred to in the main body of the report:

- The Future of e-scooters. What powers do cities need and what standards should be set, February 2022, Urban Transport Group¹.
- E-scooters in Greater Manchester: second interim report, January 2022, University of Salford².

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

24/03/22

Overview and Scrutiny Committee

Not applicable

1. INTRODUCTION

- 1.1. Shared or rental e-scooters are part of the rapidly expanding shared mobility industry³, providing new potential opportunities to reduce carbon emissions, improve air quality and reduce congestion; whilst improving mobility, reducing societal inequalities, and supporting economic growth.
- 1.2. Currently in the UK private e-scooters are illegal but shared e-scooter schemes are being operated across England as part of a Department of Transport led trial which started in July 2020 and is due to finish in November 2022⁴. In Greater Manchester two trials are currently being conducted in Salford and Rochdale. Trials are led by the local authorities in partnership with TfGM.
- 1.3. The aim of the trials is to inform future legislation through the gathering of insights about the safety, benefits, public perceptions, and wider impacts of e-scooters. There is also the opportunity to consider how any future rental scheme could operate and be rolled out more widely in different parts of GM.
- 1.4. A GM policy position on e-scooters is also being prepared in anticipation of them being legalised in the near future. This policy position will draw on international best practice; as well as learning from local and national evaluation of the ongoing DfT-led e-scooter rental scheme trials (including those in Salford and Rochdale). It is intended that this position will ultimately be reflected in a broader “Shared Mobility Strategy” (a sub-strategy of the GM Transport Strategy 2040) to be developed during 2022.

2. DEVELOPMENT OF E-SCOOTER POLICY POSITION

- 2.1. E-Scooters have the potential to contribute to a number of strategic objectives, including Clean Air, 2038 Carbon Neutral Target, levelling up and the four goals of the Greater Manchester Transport Strategy 2040:

- **Protecting our Environment:**

- Shared e-scooters have the potential to be used in conjunction with public transport, with the University of Salford reporting that 53% of respondents to their survey would use e-scooters in combination with public transport⁵. This indicates that there is the potential for them to provide a first/last mile solution, although there is still uncertainty about whether e-scooters have a net positive or negative effect on public transport usage.

- Shared e-scooters can reduce the number of cars on the road. The University of Salford have found evidence that shared e-scooters do replace car journeys, they report that 14% of rental e-scooter trips in Salford have replaced journeys that would have otherwise been made by private car and 16% of trips replaced taxis or ride-hailing services⁶.
- **Improving quality of life for all:**
 - Reduce transport related social exclusion and promote social mobility by providing access to alternative, sustainable modes of transport.
 - Reduce financial stress induced by car ownership.
- **Supporting sustainable economic growth:**
 - Potential to reduce congestion on our roads by replacing short car trips and to improve access to local shops, jobs and services.
- **Developing an innovative city-region:**
 - An expanded shared mobility eco-system could allow innovative fares products to be developed (e.g. subscription-based products); and
 - increased use of shared mobility and associated infrastructure may increase the feasibility of other new modes and services e.g. shared use e-moped, co-working office spaces, parcel lockers etc.

2.2. However, shared and private e-scooters will present opportunities and challenges which must be exploited and mitigated respectively to maximise alignment with Greater Manchester's strategic objectives:

- **Opportunity:** e-scooters to be used as for part of multi-modal journeys. To exploit this opportunity, it may be necessary to provide storage/docking facilities for e-scooters at public transport stops and interchanges. Such improvements would also benefit cyclists and users of other micro-mobility modes, although further research is required on where the most appropriate space is for e-scooters to be ridden.
- **Risk/Issue:** Commercial shared mobility operators' preference to operate in the more profitable, high-density urban centres. To mitigate against this there may be a need to include levers in any contract to ensure that all communities of Greater Manchester benefit from shared mobility.

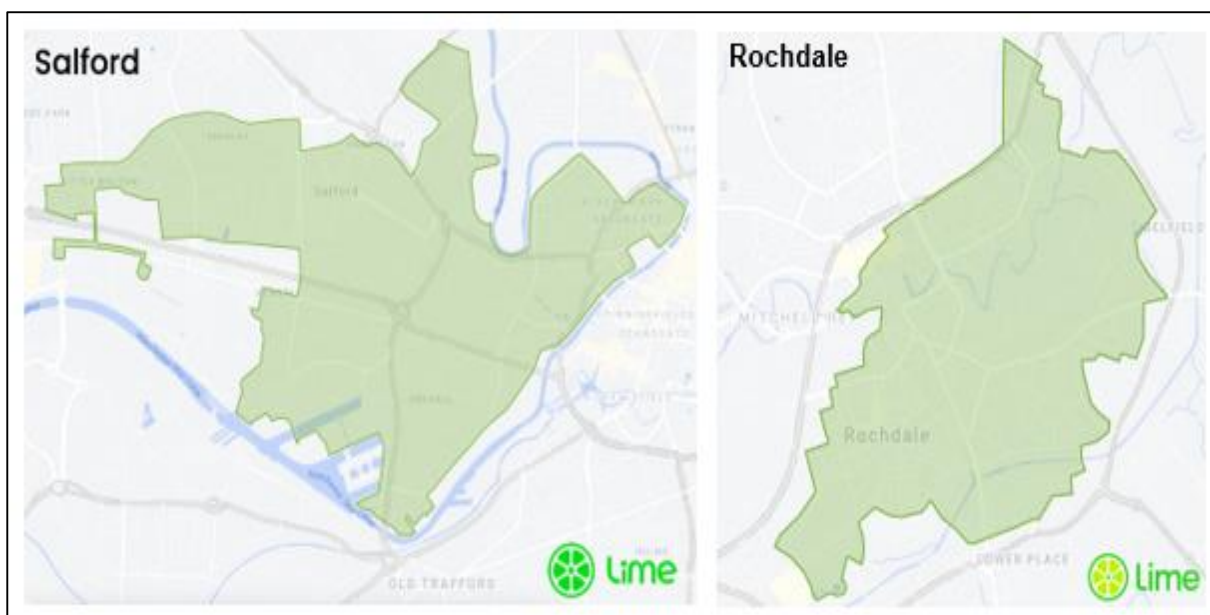
2.3. The e-scooter policy position will be developed over the coming months and included in the new GM Shared Mobility Strategy for adoption later in 2022.

3. E-SCOOTER TRIALS

3.1. In July 2020, the Department for Transport amended existing regulations to enable e-scooter trials to take place. This process was fast tracked “To support a ‘green’ restart of local travel and help mitigate reduced public transport capacity...”⁷

3.2. E-scooter trials have been operational in Salford and Rochdale since October 2020 and April 2021 respectively. The number of operational e-scooters varies according to demand, with fleet sizes being increased during summer months when demand increases. Currently there are approximately 210 e-scooters provided within the Salford scheme while the Rochdale scheme has approximately 20. The e-scooters are operated by a private company called “Lime”. The scheme boundaries are shown in Figure 1.

Figure 1: Boundaries of e-scooter hire schemes in Salford and Rochdale



Source: [E-scooters in Greater Manchester: Second Interim Report \(salford.ac.uk\)](https://www.salford.ac.uk/research-and-innovation/transport/e-scooters-in-greater-manchester-second-interim-report)

Figure 2: E-Scooter riders in Salford



3.3. No Road Traffic Incidents (RTI) involving e-scooters from the hire schemes resulting in serious injuries or fatalities have been recorded. One RTI which resulted in a slight injury was recorded in Salford.

3.4. To date, there have been a total of 240,000 trips made across the two trial areas covering a total distance of 394,000km. Due to the difference in trial area size, topography and population density the usage figures in the two areas do differ. In Salford, the average number of trips per day is 599 and the average trip distance is 1.53km. In comparison, the average number of trips in Rochdale per day is 6 and the average trip distance is 1.2km.

3.5. The University of Salford was commissioned to undertake monitoring and evaluation of the Salford scheme. Two interim reports have been produced to-date, with the final report due in June 2022. Key findings from the latest interim report, which was published in January 2022, include:

- Trips undertaken by e-scooter primarily replace those that would previously been undertaken by walking.
- However, a significant minority of trips undertaken by e-scooter replace those that would previously have been undertaken by private car or taxi. The research also indicates that the *potential* for e-scooters to replace short car-based journeys is significant.
- The research indicates that the potential for e-scooters to be used as part of multi-modal journeys, which include public transport, are also significant.

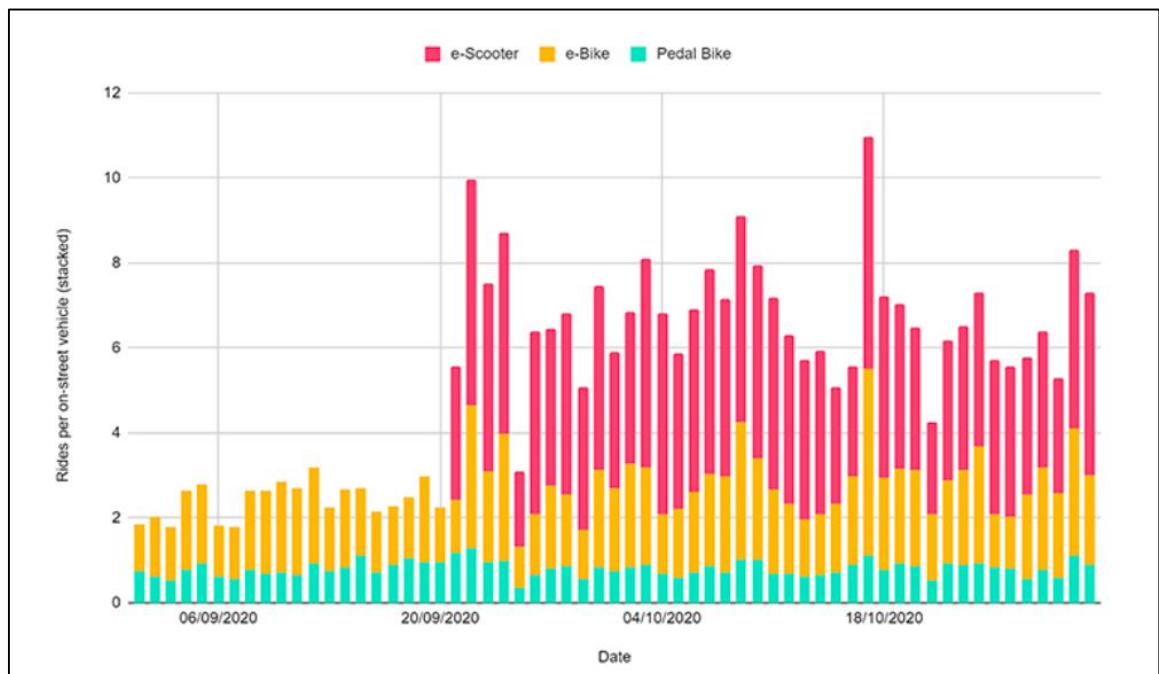
3.6. The interaction of GM Cycle Hire and the e-scooter hire schemes has not been empirically assessed. However, when more travel data is available for both modes this interaction will be studied as it is important that any future e-scooter roll-out complements our cycle hire scheme.

3.7. The potential interaction of e-scooter hire schemes with other shared mobility services is difficult to predict, however, evidence from elsewhere suggests that e-scooters and cycle hire are unlikely to abstract trips from each other, and they are complementary rather than competing modes of transport. This is because:

- e-scooter users tend to be younger than bike hire users.
- A higher proportion of e-scooters trips are for leisure compared to bike hire.
- Journey distance tends to be shorter for e-scooters.

3.8. The chart in Figure 3 shows Beryl's usership in Norwich, introduction of e-scooters did not appear to negatively impact bike hire. Clearly, it is not possible to understand how the uptake of bike hire would have changed if e-scooters were not introduced.

Figure 3: Comparison of shared-use micro-mobility usage in Norwich, UK



Source: [Micro-mobility: The unexpected player in delivering modal shift?](https://www.intelligenttransport.com/micro-mobility-the-unexpected-player-in-delivering-modal-shift/)
([intelligenttransport.com](https://www.intelligenttransport.com))

3.9. To ensure that Greater Manchester is well positioned should e-scooter hire schemes be legalised the next steps are identified as:

- Continue to monitor/research e-scooter hire schemes and identify best practice. The final University of Salford report is due in June '22.
- Continue to engage with key internal/external stakeholders (e.g. Local Authorities, RNIB etc) to understand different perspectives.
- Development of strategy and policy, with particular consideration of how different micro-mobility can complement each other and public transport services.

4. PRIVATE USE E-SCOOTERS

- 4.1. Private use e-scooters can only be legally used on private land with the landowner's permission. Their use elsewhere is illegal.
- 4.2. At this stage, it is considered prudent for TfGM and local highway authorities to anticipate what any changes in legislation are likely to mean for Greater Manchester and develop plans to exploit opportunities and mitigate issues and risks accordingly.
- 4.3. TfGM broadly supports the Urban Transport Group's position on e-scooters which calls for the Department for Transport to stipulate rigorous construction and technical standards, and national minimum requirements to be implemented. The latter may include requirements such as specifying when and where e-scooters can be used on public land, vehicle registration etc.

5. DEVELOPMENT OF SHARED MOBILITY STRATEGY & ROADMAP

- 5.1. TfGM and the ten GM local authorities are currently developing a Shared Mobility Strategy, which will form a sub-strategy of the Greater Manchester Transport Strategy 2040.
- 5.2. The draft vision statement for the Shared Mobility Strategy is "*To bring about an increase in Shared Mobility provision across Greater Manchester, in order to widen travel choices and link more people with more places, thereby helping to decarbonise the transport system in GM*".
- 5.3. The Shared Mobility Roadmap will identify opportunities to deliver interventions which align with the Objectives and Network Principles of the Greater Manchester Transport Strategy 2040.

5.4. It is anticipated that the Shared Mobility Strategy & Delivery Roadmap will be developed for adoption later in 2022, with further engagement with Members and other key stakeholders over the coming weeks.

Nicola Kane

Head of Strategic Planning, Insight and Innovation

¹ <https://www.urbantransportgroup.org/system/files/general-docs/The%20future%20of%20e-scooters%20final.pdf>

² [E-scooters in Greater Manchester: Second Interim Report \(salford.ac.uk\)](#)

³ https://assets.ey.com/content/dam/ey-sites/ey-com/en_gl/topics/automotive-and-transportation/automotive-transportation-pdfs/ey-micromobility-moving-cities-into-a-sustainable-future.pdf

⁴ <https://www.gov.uk/government/publications/e-scooter-trials-guidance-for-local-areas-and-rental-operators/e-scooter-trials-guidance-for-local-areas-and-rental-operators>

⁵ [E-scooters in Greater Manchester: Second Interim Report \(salford.ac.uk\)](#)

⁶ <http://usir.salford.ac.uk/id/eprint/60393/>

⁷ <https://www.gov.uk/government/publications/e-scooter-trials-guidance-for-local-areas-and-rental-operators/e-scooter-trials-guidance-for-local-areas-and-rental-operators>

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Thursday 24 March 2022

Subject: High Speed Rail (Crewe – Manchester) Bill

Report of: Simon Warburton, Transport Strategy Director, TfGM.

Purpose of Report

The High Speed Rail (Crewe - Manchester) Bill (“the Bill”) was deposited on 24th January 2022 with the House of Commons.

In order to participate in the hybrid bill process, Transport for Greater Manchester (TfGM) are required to seek approval from GMCA to oppose the Bill in accordance with s10(1)(xxix) of the Transport Act 1968. GMCA’s constitution requires that any request from TfGM for approval to oppose a Bill in parliament must be referred to Greater Manchester Transport Committee, which will consider the request and make recommendations to GMCA in relation to it.

Recommendations:

The Committee is requested to:

1. Note and consider the proposal by TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill and the reasons for that proposal.
2. Resolve to recommend to GMCA that approval is granted to TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill, pursuant to s.10(1)(xxix) of the Transport Act 1968.

Contact Officers

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Equalities Implications

There are no direct equalities implications of this report.

Climate Change Impact Assessment and Mitigation Measures

There are no direct climate change implications of this report.

Risk Management

A brief review of the deposited Bill confirms that many of the GMCA, TfGM and GM partner's concerns with the HS2 proposals have not been addressed within the Bill. To formally address this, TfGM will need to take steps to oppose the Bill. Each GM partner will also take steps to oppose the Bill.

Manchester City Council's resolution to oppose elements of the Bill was passed at an extraordinary Council meeting on 4th March 2022. Other GM local authorities will be seeking approval to oppose the Bill at Full Council meetings through March 2022.

There is not a fixed timetable for the hybrid Bill process, which will include sittings of the Select Committee at which those opposing the Bill will have the opportunity to appear and address the Committee. It may be that elements of the process will progress quickly, and therefore approval is sought not only for TfGM to oppose the Bill, but also, for the Chief Executive of TfGM to have delegated authority, where required, to take/approve any necessary steps. This will mitigate any risks in this respect.

Legal Considerations

Under section 10(1)(xxix) of the Transport Act 1968, TfGM has the power to oppose Bills in Parliament, with the approval of the GMCA.

Successful arguments/objections may be resolved by entering into a legal agreement and/or an amendment being made to the Bill. These would need appropriate legal input and scrutiny.

It is unknown how quickly actions to resolve any objections (such as legal agreements, withdrawal of sections of the Petition etc) will need to be agreed, written and signed off. – It is therefore considered prudent to obtain specific Delegated Authorities for the Chief Executive of TfGM to enable swift action, should it be required.

Financial Consequences – Revenue

Opposing the HS2 Bill will be managed within agreed TfGM budgets.

Financial Consequences – Capital

Opposing the HS2 Bill will be managed within agreed TfGM budgets

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

11th February 2022: GMCA Response to the HS2 Phase 2b hybrid Bill Environmental Statement Consultation

10th September 2021: HS2 and Northern Powerhouse Rail. Sets out the importance of the HS2 programme for Greater Manchester and identifies the Critical Issues for Greater Manchester

27th November 2020 HS2 Phase 2b Western Leg Design Refinement Consultation: GM Response – GM Response Approach

29th May 2020 and 21st August 2020: Response to NIC Rail Needs Assessment for the Midlands and the North

26th July 2019: HS2 Phase 2b Design Refinement Consultation – GM Response Approach

30th November 2018: HS2 Phase 2b Working Draft Environmental Statement Consultation – GM Response Approach

24th February 2017: HS2 Route Update and Consultation Response

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

Yes

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1. HS2 is the Government's scheme to implement a new high-speed north – south railway network, from Manchester to London via Birmingham and Crewe. This is a major national infrastructure proposal that would be progressed over several decades and is being taken forward in several phases. Phase 1, which is under construction will connect London with Birmingham and the West Midlands by around 2030. Phase 2a, which gained Royal Assent in 2021, will extend the route from the West Midlands to Crewe. The Phase 2b Western Leg will connect Crewe to Manchester by around 2040.
- 1.2. The Bill was deposited in Parliament by the Department for Transport (DfT) on 24th January 2022 and provides for the HS2 Phase 2b “Western Leg”, between Crewe and Manchester. The Bill includes provision for new high-speed rail stations (providing for HS2 and Northern Powerhouse Rail services) at Manchester Piccadilly and Manchester Airport, along with a tunnelled section of railway that will connect the respective stations and new high-speed infrastructure to connect HS2 services to the West Coast Mainline just before Wigan North Western. It also covers some provision of other related infrastructure, including new highways layouts and changes to car parking and Metrolink infrastructure being modified at the two stations.
- 1.3. Northern Powerhouse Rail (NPR) is a proposal to deliver a high-speed rail network between Manchester, Liverpool, Leeds, Newcastle, Sheffield and Hull. The Government's preferred outline plans for NPR are included in the recently published Integrated Rail Plan (IRP) (the IRP does not include proposals from Manchester to Sheffield and Hull as originally intended). The Bill does not cover the whole of the proposed NPR scheme, but rather elements to enable its future delivery.
- 1.4. The HS2 and Northern Powerhouse Rail (NPR) Programme remains crucial to the future prosperity of Greater Manchester and the North, acting as a catalyst for regeneration, jobs, homes and economic growth.

- 1.5. The Government's intention to develop HS2 was initially confirmed by the publication of the Strategic Case for HS2 in October 2013. GMCA confirmed its strong support in principle for the scheme at that time. This included setting out a framework for engagement with DfT and HS2 Ltd to secure a HS2 solution that is fit for purpose in terms of its futureproofing and integration with the wider transport system in Greater Manchester.
- 1.6. Transport for Greater Manchester (TfGM) have been working closely with GM partners (GMCA, Manchester City Council, Trafford Council, Wigan Council and Manchester Airport Group) with regard to HS2 Phase 2b. TfGM has also liaised with Tameside, Salford, Cheshire East and National Highways.
- 1.7. Initial reviews of the Bill confirm that many of TfGM's concerns remain unresolved. There is a need, therefore, for TfGM to oppose the Bill through the Parliamentary process to ensure their concerns are considered prior to the Bill obtaining Royal Assent.

2. Constitutional requirements

- 2.1. TfGM is a Passenger Transport Executive for the purposes of the Transport Act 1968. This means that TfGM is responsible, amongst other things, for implementing Greater Manchester policies for various aspects of public passenger transport services, such policies having been set by GMCA as the successor to the former Greater Manchester Integrated Transport Authority and Greater Manchester Passenger Transport Authority. The 1968 Act gives TfGM, as Passenger Transport Executive, the power to promote or oppose any Bill in Parliament, but only with the approval of GMCA (s.10(1)(xxix) of the Transport Act 1968).
- 2.2. GMCA's constitution requires that any request by TfGM for approval of a proposal to promote or oppose a Bill in Parliament must be referred to the Greater Manchester Transport Committee. The Committee is not empowered to determine that request but will consider it and then report its recommendations back to the GMCA. The Committee is, therefore, recommended to consider the request from TfGM to oppose elements of the High Speed Rail (Crewe – Manchester) Bill and make recommendations to GMCA. Any such recommendations made by the Committee will be reported to GMCA at its meeting on Friday 25 March 2022 where it will consider TfGM's request to oppose elements of the Bill.

- 2.3. At its meeting on Friday 25 March 2022 GMCA will also consider whether the GMCA should also oppose elements of the Bill. In addition, GMCA will consider a recommendation to delegate authority to the Chief Executive of GMCA and TfGM to carry out functions or make decisions consequential upon approval being given to GMCA and/or TfGM to oppose the Bill. This is in order to enable proceedings in Parliament to proceed as efficiently as possible.
- 2.4. The Chief Executive of TfGM, as the passenger transport executive, is able to make decisions on behalf of TfGM. However, GMCA is being asked to delegate authority for the avoidance of doubt and to avoid any issues arising over the extent of the Chief Executive's ability to make such decisions.

3. Hybrid Bill for HS2 Phase 2b - Crewe to Manchester

- 3.1. The Bill includes powers to:
- build and maintain HS2 and its associated works;
 - compulsorily acquire interests in the land required;
 - sever the existing Ashton line of the Metrolink to enable the construction of HS2's Piccadilly station;
 - make consequential changes to the Metrolink network, including the provision of a turnback at New Islington, new track and infrastructure for an expanded and relocated facilities at Piccadilly and passive provision (an overbridge, but not a stop or new track) at the HS2 Airport station;
 - affect or change rights of way, including the stopping-up or diversion of highways and waterways (permanently or temporarily);
 - modify infrastructure belonging to statutory undertakers (e.g. utility companies);
 - carry out work on listed buildings and demolish buildings in conservation areas;
 - carry out protective works to buildings and third-party infrastructure;
 - make necessary changes to existing legislation to facilitate construction and operation of HS2.
- 3.2. The Bill also grants the necessary changes to existing legislation to facilitate construction and operation of the HS2 Phase 2b (Crewe – Manchester) scheme, including an exemption from existing powers to restrict the use of local streets by HGVs.

4. Hybrid Bill process including petitioning

4.1. The principal stages of the Bill are as follows:

- There is currently a period for representations on the formal Environmental Statement (ES) which sets out the environmental impacts of HS2 Phase 2b;
- The first reading of the Bill has been completed and was a formality; the second reading in the House of Commons will approve the principle of the Bill and the railway scheme and set out the timetable for petitions against the Bill to be heard (see below). Thereafter, the Bill proceeds to a Select Committee which would present the first opportunity for petitioners to seek amendments to the Bill;
- The Bill is then re-committed to a Public Bill committee of the House of Commons followed by Report stage and Third Reading; and
- The Bill is then sent to the House of Lords where a similar process is repeated. When both Houses have approved a hybrid Bill, it receives Royal Assent.

4.2. In accordance with s10(1)(xxix) of the Transport Act 1968 the “[Passenger Transport] Executive for ... a combined authority area ... shall have the power...with the approval of the [Combined] Authority to promote or oppose any Bill in Parliament”

4.3. The parliamentary process to oppose the Bill (the petitioning process) will be essential for seeking to secure the required changes to the hybrid Bill and enable negotiations with DfT / HS2 Ltd to mitigate the impact of the delivery of the proposals within GM.

4.4. A petition is a summary of objections to specific items of a Bill, to be heard before a Select Committee of MPs, and can be submitted if petitioners’ concerns are not addressed in advance of the Bill’s petitioning stage. TfGM, GMCA and GM Partners have instructed Parliamentary Agents to act on their behalf in advising on negotiations with the DfT and preparation of any petition.

4.5. The petitioning period follows the second reading and encompasses several activities, running in parallel, these include, but are not limited to:

1. Preparation of a written petition from TfGM that sets out their concerns with specific items within the Bill, and where possible proposes alternative solutions.
2. Negotiations with HS2, DfT, and other parties as necessary to progress TfGM's concerns.
3. Attendance at Select Committee.
4. Discussions associated with progressing and resolving TfGM's opposition to the Bill.
5. If necessary, compromising or withdrawing petition points following amendments to the hybrid Bill and / or receipt of satisfactory undertakings from or agreements with DfT and/or HS2.

5. Core concerns with the hybrid Bill proposals

- 5.1. Notwithstanding TfGM (and GM Partners) overall support for the principle of HS2, there remain several strategic issues within/omitted from the hybrid Bill. As a result, GMCA and TfGM, along with the GM Partners, will need to pursue securing the necessary provisions within the Bill and assurances/undertakings as appropriate from HS2.
- 5.2. TfGM and the GM partners continue to work with HS2 Ltd and representatives from DfT to pursue the necessary provisions and agreements. However, if agreement cannot be reached on specific matters it will be necessary to petition the Bill, with authority to do so stemming from the approval of this report.
- 5.3. As set out above, GMCA is asked to approve TfGM's proposals (as the Passenger Transport Executive) to oppose the Bill. In accordance with the constitution (Part 1 paragraph 2.5), TfGM's request for approval pursuant to section 10(1)(xxix) of the Transport Act 1968 has been referred to this GMTC meeting (March), and the meetings recommendations should be provided to the GMCA meeting, prior to it sitting on 25th March.
- 5.4. At this stage, it is anticipated that the following key issues are included in the TfGM petitions:

HS2 NPR Piccadilly Station:

- i. The design of Manchester Piccadilly station as a surface, turn back station, as opposed to an underground, through station, which could provide greater capacity, reliability, resilience, futureproofing and passenger experience and result in a

reduced land take.

- ii. TfGM and GM partners do not support the proposal to retain Gateway House. This would prevent the delivery of the proposed plaza and Boulevard, potentially complicate Metrolink delivery and significantly reduces connectivity within the overall station, with the city centre and development areas.
- iii. Integration with the Manchester Piccadilly Strategic Regeneration Framework (SRF). The current design of both the station, and supporting infrastructure, contradict significant aspects of the SRF, taking considerable development land, creating severance and compromising the environment.
- iv. The level (number of parking spaces) and location of car parking proposed at Manchester Piccadilly, which is too high and not in line with the requirement for the station to be a city centre public transport hub, unnecessarily encourages car travel, and takes up prime development land.
- v. There is a need for a multi-modal interchange which provides adequate cycling, bus and coach parking facilities.
- vi. The extent of the highways infrastructure proposed at Pin Mill Brow, is overly large, would unduly encourage car travel and increase pollution, sever areas of the city, and does not make sufficient allowance for active travel. The proposed tram train extension to Metrolink also needs to be safeguarded.
- vii. The proposed access to a new ramp for Network Rail maintenance, which routes traffic through the Mayfield development, having an unacceptably negative impact.
- viii. The provisions for Metrolink at Piccadilly are inadequate. TfGM welcomes the inclusion of powers to construct, maintain, replace, renew and operate the new Metrolink alignment and facilities at Piccadilly. However, these need to include the delivery of the Piccadilly Central stop as part of the main scheme. TfGM will also be continuing to review the Bill in detail, in respect of the powers provided including how and when these powers are implemented in relation to the operational network.
- ix. The hybrid Bill also includes inadequate provisions to mitigate the impact of construction of the high-speed station and associated infrastructure on the existing Metrolink operations. The Bill includes provision for a turnback facility at New Islington to replace Metrolink's existing Sheffield Street turnback, which is to facilitate HS2's construction access, instead of TfGM's preferred option at Velopark. HS2 are also proposing the full closure of the Metrolink Ashton Line with a replacement bus service for the entirety of the line for a period of circa 2 years. This is not acceptable. Therefore, the hybrid Bill should be amended to make provision

for the following:

- a. A temporary replacement turnback at Velopark, not New Islington. It should be noted that additional vehicles are also required to maintain existing operations (this applies to both turnback options),
 - b. A depot facility at Ashton Moss to enable a tram shuttle service to operate between Ashton and New Islington instead of the full closure of the Ashton Line.
 - c. Additional works to mitigate the impact on Metrolink services during intermediary single line running periods and during construction of the new alignment across London Road.
 - d. The removal of Gateway House, as set out above, to reduce risk to HS2 Ltd;
- x. The construction of the new Piccadilly HS2 station requires the demolition and relocation of an office block situated next to Gateway House, known as North Block. This building provides office space for Network Rail (NR) station operations, TOC and British Transport Police. HS2 propose to replace the North Block facility by constructing a two-storey office above over the existing Network Rail relay room and the adjacent train operator catering facility which are located on top to the existing classic Piccadilly viaduct. If North Block is relocated here, it would remove any opportunity to consider the future relocation of the relay room, which houses the signalling interlocking equipment for the classic Piccadilly station.

HS2 NPR Airport Station

- i. The hybrid Bill proposals conflict with the existing statutory powers for Metrolink to deliver the proposed Western leg of the Airport Metrolink line. The Bill does not include any additional powers to connect the proposed Airport HS2/NPR station to the Metrolink network, providing only powers for a bridge over the station, with no tram stop or track. This is unacceptable to GM partners, as is the resultant 'highways only' strategy.
- ii. The HS2 Phase 2b hybrid Bill does not include powers for a turnout to the immediate west of the proposed Metrolink tram stop at the high-speed station to allow for a future tram-train route to the south-west. This tram-train proposal forms part of GM's Transport Strategy 2040 and fits with the HS2/NPR Growth Strategy wider connectivity initiative.

- iii. In the Manchester Airport HS2 NPR hybrid Bill station design, the high-speed station forecourt is raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement. This is known as the change from 'deep cutting' to 'shallow cutting'. This has resulted in the Metrolink tram stop and approach viaducts being similarly raised to a significant height above existing ground level, leading to an increase in construction cost, embodied carbon, and environmental impacts.
- iv. There is an inappropriate design for highways access to Manchester Airport station, particularly at Junction 6 of the M56, which does not take into account future demand from NPR services, planned development and Airport growth, and the unacceptable impacts on the local highways network.
- v. The level of construction traffic proposed by road is too high, and there needs to be measures to enable materials to be supplied and removed using rail to the site at the high-speed station at Manchester Airport.
- vi. The scale of car parking provision at the proposed high-speed station at Manchester Airport station needs to be agreed with GM partners.

HS2 NPR Route Issues and wider concerns

- vii. Construction and operation of the Golborne link is supported. However, the current proposals would have a significant negative impact on communities in terms of noise, landscape, visual and heritage. The route is elevated for much of this section and the proposed viaduct over the Manchester Ship Canal would be very visible and have an adverse effect on the landscape. Measures are required to mitigate this impact.
- viii. The hybrid Bill does not make provision for all services utilising the Golborne link to have the potential to stop at Wigan. In the GMCA's view, this is vital, and therefore that the Bill should provide for the infrastructure at Wigan hub to be developed to accommodate the longer trains, including 400m platforms, in a similar manner to those proposed for Preston and Carlisle.
- ix. The hybrid Bill does not include the HS2 Northern Chord. This chord, located near High Leigh in Cheshire, was included in earlier HS2 proposals with the aim of enabling HS2 trains to travel between Manchester and a depot proposed at Golborne (which has subsequently been relocated to Crewe). Whilst the depot has been relocated, TfGM's position is that the Northern Chord should be reintroduced to provide passenger benefits and improved connectivity.

- x. Current HS2 proposals in the Lowton/Golborne area are a significant area of concern. The hybrid Bill proposes that the Golborne Link will pass underneath the A580, then pass between Lowton Common and Lowton St. Mary's in a cutting, before climbing to an embankment as it approaches Slag Lane.
- xi. The proposed location of the ventilation shaft and headhouse on the Fallowfield Road Retail Park on Birchfields Road, and the need to provide adequate flood storage required for the proposed Palatine Road ventilation shaft.
- xii. TfGM has concerns regarding the number and extent of West Coast Mainline route suspensions to construct the proposals.
- xiii. The Code of Construction Practice will require tighter limits to manage elements such as noise, dust and vibration impacts from the scheme.
- xiv. TfGM officers and GM Partners continue to review the Environmental Statement which accompanied the Bill. However, it appears that the mitigation proposed is inadequate. Further details of the TfGM concerns will be set out in the response to the consultation on the Environmental Statement.
- xv. Similarly, TfGM Officers and other GM Partners are still reviewing the Bill itself to understand the impact of such things as, disapplied legislation, rights over land and land possessions, further high-speed rail clauses etc.
- xvi. Other items may also emerge as the review work of the Bill and Environmental Statement documentation progresses.

6. Timeframes

- 6.1. The deadline for submitting responses to the Environmental Statement is the 31st March 2022.
- 6.2. The formal petitioning period is expected to commence no earlier than May 2022. The House of Commons Select Committee is likely to run from Autumn 2022 until possibly the end of 2023. This process is broken down into (approximate timings only):
 - 1. Second Reading: MPs approve the Bill 'in principle' and 25 day petitioning period commences (no earlier than mid-May).
 - 2. TfGM will prepare a written petition setting out the concerns listed above, proposing alternative solutions where appropriate and submit to the House of Commons. (no earlier than June).

3. Select Committee will consider all petitions and will set the programme and order for hearing each petitioner. It is anticipated that TfGM will need to appear at Select Committee on more than one occasion, subject to how the programme is set up. (late Summer/Autumn 2022 to end 2023).
4. If there is agreement by the House of Commons to the provisions of the Bill it will be sent to the House of Lords to go through a similar process. At which point a further paper will be submitted to GMCA to seek applicable authorities to continue to promote GMCA's and TfGM's interests in the appropriate way.

7. Recommendations

- 7.1. The recommendations are as per the front page of this report.