

GREATER MANCHESTER TRANSPORT COMMITTEE

DATE: Friday, 15th October, 2021

TIME: 10.30 am

VENUE: Exchange Room, Manchester Central Conference Centre, M2 3GX

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 least 48 hours in advance of the meeting.

4. Minutes of the GM Transport Committee meeting - 20 August 2021 5 - 16

To consider the approval of the minutes of the meeting held 20 August 2021.

5. Minutes of the Sub Committees 17 - 34

To note the minutes of the GM Transport Committee Sub Committees –

- Metrolink & Rail – 17 September 2021
- Bus Services – 1 October 2021

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

- 6. Network Performance** 35 - 52
- Report of Bob Morris, Chief Operating Officer, TfGM.
- 7. GMP Transport Unit Update**
- Presentation from Chief Inspector Ronald Neilson, Specialist Operations Transport Unit, GMP.
- 8. Bus Reform and Greater Manchester's Bus Service Improvement Plan** 53 - 70
- Report of Eamonn Boylan, Chief Executive, GMCA and TfGM.
- 9. Road Safety Update** 71 - 96
- Report of Peter Boulton, Head of Highways, TfGM.
- 10. Destination Bee Network: Developing an Integrated Transport Network for Greater Manchester: Customer Experience, Inclusion and Equalities and Social Value** 97 - 136
- Report of Eamonn Boylan, Chief Executive Officer, GMCA & TfGM
- 11. GM Transport Committee Work Programme** 137 - 142
- Report of Gwynne Williams, Deputy Monitoring Officer, GMCA.
- 12. Dates and Times of Future Meetings**
- To note that the GM Transport Committee will next meet on 10 December 2021.

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: Governance & Scrutiny

✉ Nicola.ward@greatermanchester-ca.gov.uk

This agenda was issued on 07.10.21 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
Page 1			

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 20 AUGUST 2021 AT MANCHESTER TOWN HALL**

PRESENT:

Councillor Mark Aldred (in the Chair)	Wigan Council
Councillor Kevin Peel	Bury Council
Councillor Naeem Hassan	Manchester City Council
Councillor John Leech	Manchester City Council
Councillor Emma Taylor	Manchester City Council
Councillor Howard Sykes	Oldham Council
Councillor Norman Briggs	Oldham Council
Councillor Phil Burke	Rochdale MBC
Councillor Shah Wazir	Rochdale Council
Councillor Warren Bray	Tameside MBC
Councillor Barry Warner	Salford Council
Councillor Roger Jones	Salford Council
Councillor Tom McGee	Stockport MBC
Councillor Steve Adshead	Trafford Council
Councillor Paul Prescott	Wigan Council

OFFICERS IN ATTENDANCE:

Peter Boulton	TfGM
Nicola Kane	TfGM
Elsie Wraighte	TfGM
Richard Nickson	TfGM
Megan Black	TfGM
Martin Key	TfGM
Gwynne Williams	Deputy Monitoring Officer, GMCA
Chris Boardman	Transport Commissioner
Eve Holt	GM Moving
Ian Tierney	Cycling Projects
Nicola Ward	Senior Governance Officer, GMCA

ALSO IN ATTENDANCE:

Councillor Susan Emmott	Rochdale Council
Councillor Barrie Holland	Tameside Council
Owain Roberts	Northern
Daniel Coles	Network Rail

GMTC 33/21 APOLOGIES

That apologies be received and noted from Councillors Mohammed Ayub, Stuart Haslam, Jackie Harris, Doreen Dickinson, Nathan Evans, Joanne Marshall, Andrew Western, David Meller, the GM Mayor Andy Burnham, Bob Morris, Chief Operating Officer TfGM and Eamonn Boylan, Chief Executive Officer GMCA and TfGM.

GMTC 34/21 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

1. That it be noted that Councillor Naeem Hassan be appointed to the GMATL Board.
2. That thanks be expressed to operators in attendance at the meeting and those observing through the livestream.

GMTC 35/21 DECLARATIONS OF INTEREST

Resolved /-

That it be noted that Councillor Phil Burke declared a personal interest in relation to item 10, Transport Network Performance.

GMTC 36/21 MINUTES OF THE GM TRANSPORT COMMITTEE MEETING HELD 18 JUNE 2021

Resolved /-

That the minutes of the GM Transport Committee meeting held 18 June 2021 be approved as a correct record.

GMTC 37/21 MINUTES OF THE GM TRANSPORT COMMITTEE SUB COMMITTEE MEETINGS

Resolved /-

That the minutes of the GMTC Sub Committees as below be noted.

- Metrolink & Rail Sub Committee – 16 July 2021
- Bus Services Sub Committee – 6 August 2021

GMTC 38/21 INTRODUCTION FROM THE GM TRANSPORT COMMISSIONER

Chris Boardman, explained to the Committee that his role had been expanded and he was now the Transport Commissioner for Greater Manchester, with three key elements – to implement the Bee Network, to liaise with Local Authorities and to liaise with Central Government. The Bee Network Board had also been established to oversee the delivery of the Bee Network on a weekly basis. It was recognised that the ambitions for transport in Greater Manchester were big and challenging, however they were vital to ensure that the wider ambitions of the Greater Manchester Strategy were to be achieved. The Bee Network aspired to provide an integrated, affordable, reliable and stable public transport network that people actively chose to use because it also felt safe and could provide comparable journey times to that of using a car.

The Transport Commissioner would be producing a report for the GM Mayor and Leaders to refine the definition of the Bee Network, identify where prioritisation could enable the greatest efficiency and determine what other requirements there would be to ensure success of the network. It was clear that Greater Manchester had the ability to lead the country on the transport agenda, however it would take some courageous decisions to move away from the current status quo and enable significant change.

Members were supportive of the ambitions of the Transport Commissioner but were mindful of the challenges that could continue to halt progress on this agenda. For example, recent reports had shown that although car usage was almost back at pre-covid levels, the return to public transport was still significantly behind. With more cars on the roads, and an increase in home deliveries, members were concerned that a congestion crisis would soon be reached. The Transport Commissioner recognised this approaching crisis and reported that there were now 1.7 billion extra journeys on small roads across GM resulting in a saturation of residential areas. Not making any change would result in no change to this situation, however it was impossible to penalise people without a suitable alternative. Action was also critical to support GM in reducing its carbon emissions, as currently 30% were produced by the transport sector.

Members were also fully supportive of a modal shift across GM but were concerned that the criteria for infrastructure schemes resulted in a barrier for this change. The Transport Commissioner reported that more often political will resulted in a blockage for the delivery of new infrastructure but was pleased to report that with the ability to better align Government funding, the programme would be able to be accelerated at pace. Furthermore, there had been significant work undertaken to ensure GM schemes met the required standards, and it was also positive to see that Government had now adopted the same standards which would result in shared criteria for infrastructure improvements going forward. Officers added that previously there had been significant challenge created by the required pre-scheme assessments for DfT, however they had now recognised the value of broadening the scope of benefits which has seen some reduction in assessment requirements but some increase in monitoring and evaluation.

In relation to funding, Members queried as to whether there had been any revenue expenditure included in recently approved capital schemes, as previously this had resulted in additional costings to Local Authorities and therefore schemes with minimal maintenance were much more welcomed. The Transport Commissioner explained how there was a commitment to maintenance included within each bid, including cleaning and re-painting costs, however it was possible that these costs could be reduced if Local Authorities jointly procured such services. Officers also added that sophisticated design that looks to segregate traffic modes reduced wear to road markings as cars were retained within their specific area. With more schemes akin to these, the overall maintenance costs to Local Authorities could potentially reduce, however officers urged that Local Authorities review the priorities of each winter maintenance scheme to determine whether they were inline with their active travel/public transport ambitions.

Members felt that often developing transport infrastructure in the outer lying areas of Greater Manchester proved especially challenging, however made a case to officers that these areas were not forgotten within the Bee Network proposals. It was confirmed that it was very much the intention to ensure that every resident of GM had access to a public transport service that met all the aspirations of the Bee Network and that the whole of the sub region moved forward together in this journey.

In relation to the increase of trips made by car, Members reported that there were often

external influences that resulted in cars being the only option available to people, including the current school admissions policy where frequently families were required to get children to different schools within a small time window, resulting in the need to drive and contribute further to traffic congestion around schools. The Transport Commissioner recognised the wider context around these initially transport related objectives and the need to bring other policies inline.

Resolved /-

That the presentation from the GM Transport Commissioner be noted.

GMTC 39/21 STREETS FOR ALL

Nicola Kane, Head of Strategic Planning, Insight and Innovation TfGM took Members through a report which provided an overview of the Streets for All Strategy, which formed a sub-strategy to the Greater Manchester Transport Strategy 2040. Its focus was as to how to create inclusive and people friendly streets that also created a better environment for walking and cycling. It was noted that through the lockdown period people has become more aware of their local areas and there had been an increase in the use of local facilities including parks, cycle paths, local shops and the strategy's vision was to encourage the continuation of these behaviours through ensuring areas were welcoming, safe and clean.

Members recognised that the ethos of the Streets for All approach had been an evolution that Greater Manchester had already been supporting over recent years, however on of the most significant barriers to people enjoying the offer within the city centre was the antisocial behaviour still experienced on some public transport. Officers reported that the City Centre Transport Strategy for Manchester and Salford looked to implement a number of streets for all schemes across the city centre with a specific focus on Piccadilly Gardens as an area with a strong place function and a key transport hub. The strategy encompassed a broader sense of personal safety, that not only included road safety interventions.

Members of the Committee reported that in some cases proposals for Streets for All schemes had proven divisive amongst communities and expressed their understanding that ensuring balance within shared spaces could prove difficult as each stakeholder often had different priorities. Officers replied that as most people were multi-modal, the Streets for All Strategy tried to bring them together to look at shared priorities. It was clear that a shared vision was imperative that looked to mitigate any negative impacts to any particular mode of travel. Members added that such conversations could be quite politically challenging as there were often quite opposing views. It was felt that further demonstration of the benefits from those schemes already delivered would help residents to see the potential benefits in other areas. Schemes should also be more connected and seen as part of a wider programme to enable greater ambitions to be reached. It was reported that often the frustration of residents in relation to such schemes was as a result of short timescales, lack of consultation and lack of awareness of the wider benefits of the proposed interventions. Officers recognised this and hoped that the work to develop ten Local Improvement Plans for GM as part of the 5 Year Transport Delivery Plan had already begun to work with communities to set out where improvements could and should be made to achieve local ambitions for clean, safe and welcoming streets.

Members urged that when posing the questions to residents, that they were approached in a creative way rather than a traditional planning consultation approach that could often be set in tone that looked for the issues rather than highlighting the potential benefits from

solutions. The support of Members was welcomed in order to have the widest level of engagement and officers recognised the need for a more 'benefits led' approach to future consultations. A shared narrative across all elements of each Local Implementation Plan was also needed to ensure that an active neighbourhood or Streets for All scheme was not seen in isolation. This proved an ideal opportunity for GM to take a different approach, to work cross boundary and remove fragmentations.

In relation to two recent schemes in Rochdale, Members reported that there had been some issues raised as parking spaces had been reduced. It was felt that there should be equal provision for all modes and an awareness that although there was great ambition for active travel, that cars would remain until a more reliable network was on offer and therefore removing provisions for car drivers would currently result in further frustrations. However, Members also recognised that every significant transport improvement to date had required courage to implement and political strength to support. Schemes such as the Guided Busway received a high number of complaints initially yet was now surpassing all expectations in relation to patronage levels and was seen as a major asset to the public transport network in GM.

Members asked for further clarity as to a reference in the report to 'Quality Bus Transit' and were informed that this was in relation to improving public transport connectivity, particularly those orbital routes, joining town centres. Providing an uplift in bus provision driven by the Streets for All ambitions and a shared set of objectives that also support the overall objectives of bus reform. Members asked for consideration to be given to an expansion of the guided busway, enabling its success to be shared with other areas of GM.

There was a clear need for more education in relation to the Streets for All approach that would inform the future generations of the benefits of creating such spaces. Members asked whether there were any initiatives with local schools in areas where consultations were being undertaken to share the potential benefits with the children who live there. Unless there was a cultural shift, the Committee were concerned that Transport would continue to be a significant issue for future generations.

Resolved /-

1. That the GM Streets for All approach and principles that will underpin the Streets for All Strategy, as set out in the report, be noted.
2. That the approach be endorsed prior to planned approval of the Streets for All Strategy by GMCA in September.

GMTC 40/21 WALKING AND CYCLING UPDATE

Richard Nickson, Programme Director Cycling and Walking, TfGM introduced a report which provided an update on GM walking and cycling activities over the last 6 months and set out key actions up to December 2021. There had been significant progress over the last 18 months on a pipeline of infrastructure schemes and a series of Made to Move priorities with thanks to the efforts of Local Authority and TfGM officers. As a result, there had now been £90m of schemes approved of the £160m budget, and a further £20m received from Government following three successful additional bids. Other highlights had included the provision of bikes to the TravelSafe team to allow wider access to the network and provision to key workers to ensure they were able to get to work during the pandemic. There had also been 37 grants awarded to communities to support walking and cycling

schemes. Key objectives for the forthcoming year included the delivery of 100km of the Bee Network, the launch of the Bike Hire Scheme in Manchester, Salford and Trafford in November 2021 and the continuation of the e-scooter trial in other areas of the conurbation. TfGM and colleagues from the Local Authorities had also been working on a Crossings Report to be presented to Government and a Road Danger Reduction Plan which had evidenced GM's approach to developing strategic policy whilst also delivering local initiatives to meet the shared Active Travel ambitions.

In relation to the Road Danger Reduction Plan, Members asked for clarification as to its publication date. Officers suggested that this report be brought to the GMTC in October, which would be further followed by a specific action plan.

Members were concerned that the deadlines for development funding and pipeline scheme preparedness was often very short and enforced by Central Government with little or no flexibility. It was therefore imperative that Local Authorities had the support to get schemes prepared for the arrival of any future development funding so that they would be ready to be delivered. Officers advised that regular information was shared across the GM Local Authorities to ensure that they are aware of what was being asked by Central Government, and why GM were required to take a particular approach. A set of FAQs had also been produced to assist with questions from local residents or support local consultation exercises. There was a wealth of additional information also available on the updated Active Travel website - <https://activetravel.tfgm.com/>

With respect to cultural change, officers reported that recent social media monitoring had enabled TfGM to identify a shift from people actively not accepting proposed schemes, to actively choosing to consider them in the future. This shift would be crucial in enabling a more active travel focussed approach to infrastructure development and other outputs.

Rochdale had been one of the areas where the e-scooter scheme had been piloted and there had been many positive outcomes realised. However there had also been some complaints in relation to their inappropriate use, and their use by young people without a provisional license. Members urged that the lessons learnt from the pilot ensured that both e-scooter drivers and other road users were kept safe and that operation practices were improved. Officers reported that the general perception of the pilots were positive, however there was a planned conversation with GMP's Chief Inspector regarding how to improve their safe use. One of the greatest challenges was in relation to private e-scooter use which was not overseen in the same way as the hire schemes, however they could be bought legally in the UK. It would be imperative to push back to Government on this legislation to remove the risk of e-scooters being used illegally in a public space and creating related anti-social behaviour issues.

Members were keen to see the introduction of the new GM Bike Hire scheme but were anxious that the failures of the previous scheme were not repeated. Officers advised that these newly procured bikes were significantly different in that they were fully smart and were fitted with GPS devices. They also had a double locking system that could only be completed in a docking station and therefore would not be able to be left in obscure locations across the city centre. They were hoped to be a key element of the Bee Network that could be rolled out across other areas of GM in time. Members suggested that electric bikes should be considered in some of the outer lying areas where routes were often of larger gradients.

In relation to road safety, Members reported that budget cuts to this agenda had been significant and therefore it still played a substantial barrier to active travel. As part of any

sustainable travel bid, Members urged that there be a road safety element to address this.

Resolved /-

1. That the progress that has taken place over the last 12 months against the 15 Made to Move steps be noted.
2. That the priorities that have been identified to take forward over the next 12 months be noted.
3. That the infrastructure, by Local Authorities that should be delivered by December 2021 be noted.
4. That the Road Danger Reduction Strategy be brought to the October meeting of the Committee for consideration by members.
5. That the data contained within the appendix table be re-issued to Members of the Committee.

GMTC 41/21 GM MOVING

Eve Holt, GM Moving introduced a report which reminded members of the Committee that they were all advocates for the ambition to ensure all residents of GM had active lives, however, to further this ambition active travel needed intention by design. It was clear that despite the well-known benefits of active travel, this question looked very different for different people at different times e.g., social and economic inclusion, mental health support and climate change improvements many of which could also be difficult to measure. However, it was now recognised that those who experienced barriers to active travel also experienced barriers to accessing all that GM had to offer. A bottom up, grass roots approach would be needed to ensure that all residents were engaged with this movement and that through local ambassadors and advocates it would be possible to see real cultural changes that could begin to close those inequalities gaps.

Members of the Committee were asked to offer their pro-active support in ensuring active travel remained on the agenda, that further work was undertaken to understand any barriers to access and that there remained a shared awareness that in order to truly be a Marmot City Region, then both universal and targeting interventions would need to be delivered.

Ian Tierney, Charity Director, Cycling Projects took Members through a presentation regarding the project's ambition and delivery. Greater Manchester was fortunate to have one inclusive cycling hub in each Local Authority, however there was room for further growth in that they were open on average 2 days per week. The pandemic had brought an opportunity to expand the offer wider than the hubs and the project had launched 'Bike Buddies' in order to support other disability services. Other Combined Authorities were delivering some innovative schemes including a bike loan scheme in the West Midlands and it was hoped that as the country came out of lockdown there would be an opportunity to raise the profile of the work of Cycling Projects and use the hubs as an inspiration to improve the GM offer.

Members urged that more work was undertaken with parents to promote active travel, not only to and from the school grounds but also to inspire their children to chose sustainable travel options. Officers agreed that this should be a key area of focus post pandemic, and

that further support on this agenda would be welcomed from the Committee.

In relation to Government's proposals to level up areas across the UK, members were keen for this to be understood as more than just from an economic perspective and that levelling up health inequalities should be one of the key objectives of the forthcoming White Paper. Funding criteria that was based on such determinants would also be welcomed to ensure that it was fully embedded into the post pandemic recovery phase. Officers agreed that now such data was available at a neighbourhood level, brave action based on this data was needed to ensure that the right interventions could be prioritised. It was hoped that one way this could be furthered would be by having GM Population Health as a key investor in the GM Moving initiative.

Resolved /-

1. That the contents of the report and the presentation by Cycling Projects be noted.
2. That it be agreed to report on increasing active travel amongst the over 50's and scheme to promote walking to school at future meetings of the Committee.
3. That the invitation for committee members to help shape future GM Moving priorities around active travel as part of the GM Moving Strategy Refresh be noted.
4. That it be noted that feedback is welcomed from members on opportunities and ways to help further grow the movement and the diversity of the movement and to usefully share the learnings to support other areas of work.

GMTC 42/21 ELECTRIC VEHICLE CHARGING NETWORK

Megan Black, Head of Logistics & Environment, TfGM took the Committee through a report that gave Members the opportunity to endorse the Greater Manchester Electric Vehicle Charging Infrastructure Strategy, a sub-strategy of the Greater Manchester 2040 Transport Strategy. It was recognised that EV infrastructure could be a barrier to cultural change and therefore TfGM, in conjunction with each GM Local Authority had developed a programme of planned infrastructure growth to support the use of electric vehicles. The new website gave further details and could be used to support local consultations and engagement - <https://electrictravel.tfgm.com/>

Members of the Committee were keen to ensure that withing these infrastructure development proposals that the pedestrian remained the priority to allow them free movement across pavements etc. Concerns were raised specifically regarding high density terraced areas where road space was already at a premium and a parking space to charge your vehicle outside your property could not be guaranteed. To mitigate any impacts to local cohesion, Members suggested that the public charging infrastructure would need to be less expensive than charging at home, ensuring that chosen charging locations were sensible, flexible and proper use could be enforced. Officers confirmed that there was significant work being undertaken with Local Authorities to determine accessible points for terraced communities or other high density areas. This was ongoing in addition to the evolution of Electric Vehicle Car Clubs and the development of Community Charge Hubs, aspiring to offer a wide range of options to EV car users.

Further to this, Members felt that providing charging facilities at community facilities (ie. Leisure centres, council carparks) would be a contributing factor as to whether people

would choose to visit in the future. However, there were significant concerns as to how such facilities could be managed and their proper use enforced as this was likely to become a further cost pressure to Local Authorities.

In relation to the provision of EV charging points at fuel stations, Members felt that there should now be some legislative obligation to promote these more effectively, as most were unknown to the public, resulting in a false perception of the lack of local charging points. Any wider expansion should also be Government funded as part of their CO2 reduction aspirations, as Members felt that these additional costs should not ultimately fall to Local Authorities. Officers confirmed that this Strategy would enable a framework of charging points to be put in place once the required funding had been received and residents had the confidence to move to EV.

Members reported that there had been a recent planning application made for a depot for 650 vans in Kingsway Park which would be an ideal target market for EV, however investigations had highlighted that the local grid capacity would not be suitable to charge such a high volume of vehicles. Therefore, the energy infrastructure was creating another barrier to delivering such a change in the commercial sector. Officer informed the Committee that work was underway with Energy North West to increase their capacity through their next planning rounds as currently there were clearly limits to provision.

Resolved /-

1. That the Greater Manchester Electric Vehicle Charging Infrastructure Strategy be endorsed.
2. That it be noted that the programme of planned publicly funded additional Electric Vehicle Infrastructure is outlined at electrictravel.tfgm.com, a sub-site of TfGM.com.

GMTC 43/21 NETWORK PERFORMANCE REPORT

Peter Boulton, Head of Highways TfGM introduced the latest transport network performance report that showed high performance of the network throughout June 2021 despite reduced capacity across all public transport modes. There had been an increase of 5.2% on trips made compared to the previous month, which was now only 3% below levels reported in 2019.

TfGM and partners had begun to deliver their recovery campaigns to increase public confidence in returning back to the network. Metrolink would also be increasing its frequency to 6 minute services from September 2021.

Members reported their concerns regarding an increase in anti-social behaviour and assaults on the Metrolink system, including windows being smashed and drivers being assaulted. The question of providing body cams to those operatives who request one was raised, it was confirmed that the spike in assaults had been reported to GMP and the issue of bodycams would be directly raised with KAM. In respect of the increase of ASB, officers were aware of recent reports especially in relation to the use of missiles and were working with TravelSafe officers to provide targeted interventions, in addition to further work with KAM to reduce the opportunities for perpetrators to get track-side. Members urged for more reassurance work to be done to ensure passengers felt safe when using the network as police presence was perceived to be minimal.

Further to this, Members also reported and increase in ASB incidents at Bus Stations, particularly cases of harassment at Bury Interchange. Perhaps unrelated, there had been a significant increase in people walking in and out of the town centre, and a further breakdown of this data was requested. Officers confirmed that there had been some additional staff deployed to hotspot areas and a number of persistent offenders had been identified and charged in some cases.

In relation to capacity issues, Members were concerned that there had already been high levels of patronage on match days on the Altrincham Metrolink line and had noted that there had been an increase in car sales, further evidencing that some people will choose to remain away from public transport especially if capacity is perceived to be an issue. It was hoped that the reassurance campaign planned for September would allay some of these concerns and build up public confidence in returning to the network.

Resolved /-

1. That the report be noted.
2. That GMP be invited to a future meeting of the Committee to update members as to how increased levels of ASB on the public transport network, in particular on the Metrolink system will be addressed.
3. That the request for the consideration of bodycams for Metrolink drivers be raised directly with KAM.
4. That the relevant data behind the increase of walking and ASB levels in Bury be shared directly with Cllr Peel.

GMTC 44/21 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 45/21 DATES AND TIMES OF FUTURE MEETINGS

Resolved /-

That the following dates and times of future meetings be approved –

Metrolink & Rail	17.09.21
Bus	01.10.21
Full	15.10.21
Metrolink & Rail	12.11.21
Bus	19.11.21
Full	10.12.21
Metrolink & Rail	14.01.22

Bus	21.01.22
Full	18.02.22
Metrolink & Rail	11.03.22
Bus	18.03.22

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**MINUTES OF THE VIRTUAL MEETING OF THE GREATER MANCHESTER
METROLINK AND RAIL SUB COMMITTEE
HELD ON FRIDAY, 17 SEPTEMBER 2021 AT 10:30AM MANCHESTER TOWN HALL**

PRESENT:

Councillor Stuart Haslam
Councillor Mohammed Ayub
Councillor Emma Taylor (Chair)
Councillor Norman Briggs
Councillor Susan Emmott
Councillor Shah Wazir
Councillor Tom McGee
Councillor Angie Clark
Councillor Steve Adshead
Councillor Andrew Western

Bolton Council
Bolton Council
Manchester City Council
Oldham Council
Rochdale Council
Rochdale Council
Stockport MBC
Stockport MBC
Trafford Council
GMCA

OFFICERS IN ATTENDANCE:

Mark Angelucci
Lindsay Dunn
Simon Elliott
Victoria Mercer

Caroline Whittam
Gwynne Williams

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

OPERATORS IN ATTENDANCE:

Jody Ball
Dan Coles
Charlie French
Chris Jackson
Claire Sprotson

Cross Country Trains
Network Rail
Avanti
Northern
Keolis Amey

GMTMRC 32/21 APOLOGIES

Resolved /-

That apologies be noted and received from Councillors Doreen Dickinson, Joanne Marshall, Howard Sykes (Councillor Angie Clark substituting), Guillaume Chanussot (Keolis Amey) and Lucja Majewski(TransPennine Express).

GMTMRC 33/21 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

There were no chairs announcements or items of urgent business.

GMTMRC 34/21 DECLARATIONS OF INTEREST

Resolved /-

There were no declarations of interest.

GMTMRC 35/21 MINUTES OF THE GM TRANSPORT METROLINK & RAIL SUB COMMITTEE MEETING HELD 16 JULY 2021

Resolved /-

That the minutes of the GM Transport Metrolink & Rail Sub Committee meeting held 16 July 2021 be approved as a correct record.

GMTMRC 36/21 METROLINK SERVICE PERFORMANCE

Victoria Mercer, Metrolink Service Delivery Manager, TfGM introduced the Metrolink quarterly performance report which provided a performance summary for the rolling 12-month period.

In doing so she provided the Committee with a further update on emerging issues since the publication of the report. Members were advised that the Unite union had confirmed that Metrolink staff, when balloted, had recently voted in favour of industrial action in a dispute over pay. The proposed dates, 25 and 26 September, 10 and 24 October coincided with significant events that would be taking place across the City and subsequently impact on services for passengers. TfGM officers would continue to work closely with KAM on contingency provision for the proposed days of industrial action along with measures across the transport network with other providers to mitigate, where possible, the impact on passengers.

Members were provided with information in relation to two recent safety incidents in Audenshaw and at Exchange Square. It was confirmed that formal investigations had been initiated for both incidents.

It was reported that there had been an increase in Anti-Social Behaviour (ASB) throughout the summer related to incidents involving youths. Work was ongoing with the TravelSafe Partnership, GMP and Local Authorities to tackle increased reports of ASB and assaults across the Metrolink network. As a result, TfGM had received a formal request at the last meeting of Greater Manchester Transport Committee (GMTC), from Councillor Phil Burke for all Metrolink staff to have access to body cameras due to increased assaults to staff. It was reported that this would be considered and reviewed in conjunction with KeolisAmey and further feedback would be provided to all relevant parties.

Operational performance during July 2021 was significantly affected by staff shortages and as a result and the disruption experienced during July, tram frequencies were reduced on 9 August to ensure a more reliable service could be operated. The Altrincham to Bury route was reintroduced from 31 August and the East Didsbury to Shaw route on 6 September.

Patronage had risen above 50% and had reached circa 69% of pre-COVID levels during the current week with a significant uplift of 118% the previous weekend due to events held across the City.

An update relating to engineering works on the network was provided. Services on the Eccles line which were originally scheduled to reopen on the 1 August, reopened on the 16 August as a result of the degraded condition of the concrete which had become visible once the old track was removed. Resources for bus replacement services were restrained throughout the fifteen day delay, the outcome and impact of which had been reviewed to improve services to customers going forward.

It was reported that seven day capping for contactless services had been introduced on 6 September to provide customers with improved value for money offer on fares and flexibility when travelling.

It was reported that robust services had been successfully and safely planned collaboratively to mobilise passengers to events across the transport network including Parklife at Heaton Park, a football match at Old Trafford along with a scheduled cricket match which had been subsequently cancelled.

Members welcomed the informative update along with crime and ASB data within the report. It was advised that residents in Rochdale had contacted Councillor's in relation to ASB at Rochdale Town Centre, Newbold and Milnrow Metrolink stops where youths had been fighting and intimidating passengers and Metrolink staff. The provision of body cameras for all staff was supported along with an increased presence of Travelsafe officers. An increase in police operations across the Rochdale line to include other stops such as Hollinwood and Newton Heath to increase the safety for passengers and staff was requested.

The Committee were reassured that presence was being increased particularly at known hot spots based on data collated and work was ongoing with the TravelSafe Partnership, GMP and Local Authorities to tackle increased reports of Anti-Social Behaviour and assaults across the Metrolink network. Furthermore, every reported incident would be passed to GMP along with evidence to investigate and progress. It was advised that a further update on matters relating to crime and Anti-Social Behaviour along with details of ongoing targeted work and next steps would be reported to the next GMTM meeting by TFGM and GMP.

Members questioned if data was available on the wearing of face coverings across the network. It was reported that compliance had fallen steadily since the change to national legislation despite it being a condition of carriage on Metrolink. This however was not easily enforceable in practice and current compliance was approximately 50%.

A breakdown of patronage by line was requested and it was agreed that future update reports to the Committee could accommodate this request.

Members highlighted and discussed concerns regarding the planned industrial action and asked what mitigation and additional measures were being considered given the planned events which would attract many visitors over the proposed dates. TfGM reiterated that they would continue to work with KAM on options and proposals for the days of industrial action along with other providers to alleviate, where possible, the effect on passengers and would provide specific communication in advance.

Resolved /-

1. That the report be noted.
2. That the Sub-Committee be advised that the Unite union had confirmed that Metrolink drivers, when balloted, had voted in favour of industrial action in a

dispute over pay.

3. That it be noted that KeolisAmey would continue to work towards an agreement with Unite to prevent strike action on 25 and 26 September, 10 and 24 October, and mitigate any subsequent impact on services to passengers which coincided with a number of significant events in GM.
4. That TfGM officers would continue to work closely with KAM on contingency provision for the proposed days of industrial action along with measures across the transport network with other providers to mitigate, where possible, the impact on passengers and provide specific communication.
5. That the detail in relation to two safety incidents which had occurred since the publication of the report in Audenshaw and at Exchange Tram stop be noted and Members be advised that formal investigations had been initiated.
6. That Members be advised that work was ongoing with the TravelSafe Partnership, GMP and Local Authorities to tackle increased reports of Anti-Social Behaviour and assaults across the Metrolink network.
7. That it be confirmed that TfGM had received a formal request at the last meeting of Greater Manchester Transport Committee (GMTC), from Councillor Phil Burke for all Metrolink staff to have access to body cameras as a result of increased assaults to staff. This would be considered and reviewed in conjunction with KeolisAmey and further feedback would be provided to all relevant parties.
8. That the comments from Members regarding crime, ASB and intimidation be noted on the Oldham/Rochdale and East Didsbury line and an increase in operations to combat incidents be requested for the safety of passengers.
9. That a further update on matters relating to crime and Anti-Social Behaviour along with details of ongoing targeted work and next steps be reported to the next GMTC meeting.
10. That a breakdown of patronage across the network on a line-by-line basis be included in future updates to the Sub-Committee.

GMTMRC 37/21 METROLINK OPERATOR UPDATE

The Committee invited Claire Sprotson, HR Director, KeolisAmey to provide feedback on Metrolink services in GM over the recent period.

- KeolisAmey were aligned to work in partnership to help tackle crime and ASB and encouraged staff to report activity and incidents across the network to support customers.
- Talks would continue with Unite regarding the pay offer and the planning process alongside TfGM in the event of industrial action.
- Patronage increases and the stabilisation of Covid absences due to the 'pingdemic' were described as encouraging.
- As a result of Covid, there had been a reported increase in staff absence due to mental health issues and long Covid symptoms. Support was being provided to employees across the business.
- Driver recruitment had recommenced and there were an encouragingly high number of reported applicants for positions.
- Staff morale and engagement had been positively affected as a result of successfully mobilising the network to manage Parklife.
- Improving internal communications to engage staff to provide a customer enhanced Metrolink service continued.

Resolved -/-

1. That the update be noted.
2. That Members be advised that KAM were aligned with colleagues and organisations to work in partnership to tackle incidents of crime and ASB and encourage staff to report incidents to support customer safety across the network.

GMTMRC 38/21 LOCAL RAIL PERFORMANCE REPORT

Caroline Whittam (Head of Rail Services, TfGM) provided an update to members on rail service and operation across Greater Manchester over rail periods 03 and 04, 2021/22 (30 May – 24 July 2021).

Although operational performance declined slightly during the period for all six train operating companies serving Greater Manchester performance was reported to be good.

Rail Patronage continued to increase steadily to circa. 60% nationally of pre-Covid levels and Northern had reported that their figures had increased to 65%. It was advised that Northern had brought in amended train plans to reflect their ability to deliver services because of unprecedented numbers of train crew contracting Covid or receiving isolation alerts. Services had been temporarily suspended to preserve service delivery on key routes and avoid late-notification service cancellations.

Whilst face coverings were made non-mandatory on 19 July, usage remained relatively high at around 50 – 60% on rail initially. It had since declined to around 35%, although it was higher on longer distance, city centre and morning peak services.

Regarding timetable changes in December 2021, it was advised that both Northern and TPE had not planned to feature any significant changes or uplifts. However, Northern had prioritised enhancements to some Greater Manchester routes on Sundays which were detailed in the report.

Detail on major improvement on the Hadfield and Glossop lines and key sections of track and railway bridge upgrades to improve reliability as part of the Trans-Pennine Route Upgrade carried out by Network Rail were outlined. It was noted that no negative feedback had been received by TfGM from customers during the period of disruption,

In welcoming the report Members positively acknowledged that there had been no negative feedback received from passengers during the period of disruption. Concern was raised however regarding Sunday services across the network in mid Cheshire, West Houghton and services from Rose Hill in particular and the impact on leisure given the recent uptake in leisure rail services.

It was acknowledged that the provision of Sunday services was linked to historic issues regarding terms and conditions for drivers and the industry were working hard to address as referenced in the Enabling Framework Agreement. It was suggested that the progress of the rail industry to address concerns impacting on Sunday services would be provided at a future meeting by Train Operating Companies (TOCs).

Further detail on the ransomware cyber-attack which had targeted Northern's new self-service ticket machines was requested and provided. It was noted that leniency to customers

that were impacted and unable to purchase tickets in that way had been adopted by train staff during the period.

It was suggested that customers had encountered technical issues when purchasing tickets as part of the launch of Northern's £1 flash sale deal. It was agreed that any specific issues relating to the Northern website or app regarding customers being unable to access the £1 ticket sale be reported directly to Chris Jackson.

Resolved /-

1. That the report be noted.
2. That an update on the progress of the rail industry to address concerns impacting on Sunday services raised by Councillor Angie Clark be provided at a future meeting by Train Operating Companies (TOCs).
3. That any specific issues relating to the Northern website or app regarding customers being unable to access the £1 ticket sale launched by Northern be reported directly to Chris Jackson.

GMTMRC 39/21 RAIL OPERATOR UPDATE

The Committee invited rail operators to provide feedback on train services in GM over the recent period.

Comments raised by operators included the following:

- Avanti West Coast – reported that West Coast services had reduced from 2 to 1 per hour during August as the result of increased isolation alerts. Services had now resumed and there had been a reported increase in demand across routes and business routes into Manchester were growing at a strong rate with a 17% increase in growth week on week aligned to the return of schools. It was recognised demand would continue and from December 2021 a third train per hour would be introduced between Manchester to London.

Timetable consultation would be launched over the forthcoming weeks ahead of December 2022. A new marketing campaign had recently been launched which had positively impacted on increased ticket purchases. Operating hours of ticket gates lines had been extended across the network which would result in increased revenue protection. Staffing levels of front line staff were reported to be volatile which had resulted in ticket gates being open during periods of the weekend of Parklife, however alternative methods of fare protection had been adopted.

- Cross Country – reported passenger numbers were between 50-60% pre pandemic. There would be no timetable changes across the Manchester region in December 2021, however the re-introduction of Manchester to Southwest services was being considered for future iterations. There had been some infrastructure failures across the network and work was underway in collaboration with Network Rail to understand the impact. There had been issues in relation to ASB and trespass in Stockport and work was ongoing with British Transport Police (BTP) to address the issue. Double trains were

operating across the network in particular Birmingham to Manchester routes. Enhanced cleaning as a result of Covid remained across the fleet and the organisation continued to support community events where possible.

- Network Rail – the risk impact of track and trace self-isolation across the network had stabilised although the position regarding Covid continued to be monitored.

Footfall at Manchester Piccadilly was reported at 60-80k per day during the week, rising to 80-90k at weekends. Since the beginning of the pandemic, the highest figure had been reached the previous weekend due to events such as Parklife of circa. 115k.

The mobility assistance service at Piccadilly had also increased which was a positive reflection that potentially vulnerable passengers were beginning to return to train travel.

Academic studies had been carried out at Network Rail managed stations which had confirmed there was no prevalence of Covid-19 during the assessment of handrails, ticket machines and infrastructure etc. Furthermore, an industry marketing campaign had been launched to welcome passengers back onto the network.

A breakdown of the completed sixteen day Trans Pennine engineering work programme was outlined. Further detail regarding trespass and vandalism figures were provided and it was reported that a national campaign called 'shattered lives' had been launched. It was confirmed that Network Rail worked alongside BTP undertaking security action days targeting trespass and vandalism. A holistic approach was adopted and prosecutions were undertaken where appropriate.

An update on the campaign launched in Partnership with Shelter using Manchester Piccadilly as a trial site to identify homeless and rough sleepers using the station including the numbers of those referred and placed in permanent and temporary accommodation was provided.

Members were advised of the lift renewal work that would take place at platforms 13 & 14 at Manchester Piccadilly between the period 3 January 2022 – 18 April 2022 and the alternatives available for passengers.

The opportunity to improve accessibility to the car park at Romiley train station at the same time as platform lengthening under the Access for All (AfA) programme was requested, and it was agreed that a site visit would be carried out to establish the possibility.

- Northern Rail – further detail on proposed timetable changes to come into effect in December 2022 was imminent. It was agreed that an update on the proposals and a report on the consultation exercise would be provided at a future meeting of the Sub-Committee.

Working in Partnership with TfGM and other providers to support events across the City had been a recent key focus for Northern.

An update on the progress of the accessibility taskforce was provided and Members were made aware of the significant financial challenge of the aspiration to make all GM train stations accessible. It was advised that £4m of investment had been committed to install accessible toilets at most Greater Manchester train stations and an indicative timetable would be circulated by Northern to all Sub-Committee Members. Furthermore, comments regarding accessibility and footfall were noted and it was agreed to provide further information to Councillor Tom McGee on the criteria for prioritisation.

Improvements at Bolton train station were welcomed by Members and further detail regarding lift replacements at the station planned for April 2022 were provided.

Resolved /-

1. That the update be noted.
2. That the opportunity to improve accessibility to the car park at Romiley train station be considered at the same time as platform lengthening under the Access for All (AfA) programme.
3. That an update on proposed timetable changes to be introduced in December 2022 and a report on the consultation exercise be provided at a future meeting of the Sub-Committee.
4. That Members be made aware of the significant financial challenge of the aspiration to make all GM train stations accessible.
5. That it be noted that £4m of investment had been committed to install accessible toilets at the majority of Greater Manchester train stations and an indicative timetable be circulated by Northern to Members.
6. That comments made regarding accessibility and footfall at train stations be considered and that it be noted that Chris Jackson would provide further information to Councillor Tom McGee on the criteria for prioritisation.

GMTMRC 40/21 RAIL PROGRAMME AND INFRASTRUCTURE PROJECT UPDATE

Simon Elliott, Head of Rail Programme, TfGM provided an update on the status of rail station schemes which TfGM and rail colleagues were currently working on across Greater Manchester.

An update on Access For All (afA) main programme schemes and a further twenty two mid-tier funding programmes was provided. The progress of rail based park and ride at Mills Hill, Walkden and Bromley Cross was outlined for Members along with platform enhancements at Salford Central rail station.

Members were reminded that the Rail Station Alliance had been successfully awarded £650k worth of funding to develop Altrincham, Broadbottom, Heaton Chapel and Trafford station buildings into thriving community assets. TfGM would continue to work closely with Network Rail, Northern and London Continental Railways (LCR), along with the Greater Manchester Centre for Voluntary Organisation (GMCVO) to begin progressing plans at the sites to delivery stage. It was agreed that further information on the not-for-profit social enterprise organisations identified to operate at each location that would deliver a local community benefit to each area would be provided in future updates.

An update on the key themes of the Williams-Shapps Plan for Rail were outlined. It was

advised TfGM were continuing to work with the DfT and TfN to further establish its position and begin developing a partnership with Great British Railways (GBR) to help cement GM Rail and BEE network aspirations now the Williams-Shapps Plan for Rail had been published.

In support of the informative update, Members asked if further consideration was being provided to the provision of Electric Vehicle Charging points (ECV) at rail-based Park and Ride locations. It was suggested and agreed that an update would be provided to the Sub-Committee at a future meeting on the adoption of a holistic approach to decarbonisation at rail-based Park and Ride locations including the installation of Electric Vehicle Charging points prior to GM becoming a Clean Air Zone on 30 May 2022.

Resolved -/-

1. That the update be noted.
2. That a further update be provided to the Sub-Committee at a future meeting on the adoption of a holistic approach to decarbonisation at rail-based Park and Ride locations including the installation of Electric Vehicle Charging points prior to GM becoming a Clean Air Zone on 30 May 2022.
3. That further information be provided in future updates to the Sub-Committee on not-for-profit social enterprises which form the Greater Manchester rail station alliance.
4. That Members be advised that a progress update on the Williams-Shapps Plan for Rail be provided to GMTCC at a future meeting.

GMTMRC 41/21 GMTC TRANSPORT WORK PROGRAMME

The latest work programme for the GM Transport Committee was presented for approval.

Resolved -/-

That the Work Programme be noted.

GMTMRC 42/21 DATES OF FUTURE MEETINGS

Resolved -/-

Friday 12 November 2021

Friday 14 January 2022

Friday 11 March 2022

All Meetings to commence at 10:30am

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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER
BUS SERVICES SUB-COMMITTEE
HELD ON FRIDAY 1 OCTOBER 2021 AT 10:30AM AT MANCHESTER TOWN HALL**

PRESENT:

Councillor Jackie Harris
Councillor John Leech
Councillor Phil Burke
Councillor Roger Jones
Councillor David Meller
Councillor Barrie Holland
Councillor Nathan Evans
Councillor Mark Aldred

Bury Council
Manchester City Council
Rochdale Council
Salford Council
Stockport Council
Tameside Council
Trafford Council
Wigan Council

OFFICERS IN ATTENDANCE:

Nicola Ward
Stephen Rhodes
Nick Roberts

Howard Hartley
Catherine Towey

Governance & Scrutiny, GMCA
Customer Director, TfGM
Head of Services & Commercial
Development, TfGM
Head of Facilities Management, TfGM
Senior Service Account Manager, TfGM

OPERATORS IN ATTENDANCE:

Matt Rawlinson
Guy Warren
Nigel Featham
Ben Jarvis

Diamond
First
Go North West
Stagecoach

GMTBSC 01/21 APOLOGIES

Resolved /-

That apologies be noted and received from Councillors Barry Warner, Warren Bray and Kevin Peel.

GMTBSC 02/21 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

There were no chairs announcements or items of urgent business.

GMTBSC 03/21 DECLARATIONS OF INTEREST

Resolved /-

There were no declarations of interest.

GMTBC 04/21 MINUTES OF THE GM TRANSPORT BUS SERVICES SUB COMMITTEE MEETING HELD 6 AUGUST 2021

Resolved /-

That the minutes of the GM Transport Bus Services Sub Committee meeting held 6 August 2021 be approved as a correct record.

GMTBSC 05/21 BUS PERFORMANCE REPORT

Catherine Towey, Senior Service Account Manager took members through a report which detailed the performance of the bus network during the period from August 2020 and July 2021 with a particular focus on subsidised services. The report looked specifically at a period of time within the covid pandemic and as services were reduced, punctuality and reliability performance indicators were positive, however, more recently these measures had declined as congestion had become more evident on the network.

The data used to inform the report was based on observations, but it was noted that as more operators were installing real time feeds, more accurate, automatically collated data could be used in future reports.

In relation to funding, it was confirmed that the Covid Bus Operators Grant scheme had now ended, with over £100m distributed through TfGM to operators across GM. This had now been replaced with the Bus Recovery Grant scheme which would be accessible from 1 September 2021 until 5 April 2022 for all eligible commercial services.

Throughout this period, the fleet profile had not significantly changed, however work was underway across all operators to prepare for the introduction of the Clean Air Zone in 2022 and ensure that all vehicles were Euro 6 compliant. The Department for Transport had also introduced a specific retrofitting fund to ensure that all vehicles could reduce their emissions.

In relation to the Clean Air Zone, members asked whether GM was confident in its ability to meet the targets despite current worsening CO2 emission levels. Officers explained how with the support of the two Government funds, Clean Bus Fund to retrofit vehicles and Placement Fund to replace ineligible vehicles they were confident GM would be prepared for the introduction of the Clean Air Zone in April 2022. Operators reported that in relation to the retrofitting of vehicles, they were using an external supplier to fit, however any maintenance responsibilities would fall to them.

Within the report, members noticed that there were quite a high number of contract breaches and asked whether there were sanctions for these and whether they would impact their ability to tender for services in the future. It was reported that the seemingly high figure in the report was as a result of a suspension of contract breach sanctions during the pandemic, however overall operators were very good at responding to contract breaches and paying the incremental fine depending on the type of breach. There were four distinct categories including not wearing the correct uniform, not accepting passengers with concessions etc. The current procurement process for future tenders although robust, did not take into account performance of breaches of contracts in relation to the subsidised

network.

Members questioned whether retrofitting a vehicle allowed it the same miles per gallon as previously. Operators confirmed that there was a very small percentage reduction as a result of retrofitting a vehicle.

The Committee were pleased to see an upward trend in operational performance, however, were concerned that with an increase of traffic on the network congestion could further impact current levels of performance.

Resolved /-

1. That the report be noted.
2. That further details of the type of contract breaches be included in future reports.

GMTBSC 06/21 UPDATE FROM OPERATORS

The Chair invited all bus operators in attendance to provide a short verbal update to the Committee.

First reported patronage levels of 70% compared to pre-covid levels which had remained stable over August and had experienced a slight uplift in September as schools returned and there was a further uplift in leisure travel. As traffic levels had begun to increase there had also been an increase in congestion and support to address pinch points was welcomed from TfGM and Local Authorities. There was significant concern regarding the current national bus driver staffing shortages but First reported at present they were able to balance resources. In relation to face covering compliance, although they were now optional, anecdotally only 30% of passengers were choosing to wear one.

Go North West reported that there were still some incidents of contracting covid within the workforce, resulting in some staff being required to isolate, however, full service levels were still in operation. There had been a number of fare measures introduced to encourage passengers back to the network including £1 fares after 7pm and a three-day ticket bundle for people returning to the office on a hybrid basis. Patronage levels were reported as 78% pre covid levels which was a move forward from previous weeks and the fleet was on track to be ready for the introduction of the Clean Air Zone requirements. In relation to driver shortages, Go North West reported that they were 15 drivers down from staffing levels in June but were attempting to recruit and upskill to fill any gaps.

Stagecoach reported patronage levels of circa 70-75% compared to those pre-covid which was encouraging but still a way off target. Service levels were close 100% which had resulted in some resourcing issues as staff absence was high and there remained a shortage of 70 (out of 1800) drivers. Punctuality of services had improved throughout the pandemic but taken a slight decline over the last couple of weeks as the network had become busier. 250 of their vehicles were already Euro 6 compliant and there were plans to retrofit another 450 in advance of the Clean Air Zone being introduced.

Rotala reported that staffing levels had not been helped by a recent letter from DfT to all HGV license holders encouraging them back to the haulage industry as many were currently bus drivers. This had resulted in further bus driver shortages across the industry. Patronage levels were circa 70% and the £1 evening fare offer had reportedly worked well.

Of the 240 fleet, 150 were Euro 6 compliant in relation to emissions, and there was a planned retrofit for the remaining vehicles.

In relation to driver shortages, members asked whether operators had noticed staff being poached by the HGV industry. It was reported that some staff had taken HGV contracts, but that due to a general staffing issue across the bus sector staff were also transferring between operators at a higher rate than normal. However, those drivers who had been trained by an operator were contractually obligated to remain for two years, otherwise their training costs would have to be recovered.

Members asked whether an agreement had been reached regarding the closure of Deansgate and options for Blackfriars Street. Operators reported that they were in regular conversation with the relevant Local Authorities, and they had shared their preferred option. There remained concern in relation to any further changes to New Bailey Street and Bridge Street as these were currently helping to mitigate the impact of the closure of Deansgate.

Members asked whether it was accurate that bus drivers were currently balloting for strike action. It was confirmed by Stagecoach that union ballots were underway for the next couple of weeks and that it was hoped a resolution could be found before there was any potential impact to the network.

In relation to the vantage service, members asked whether there was a pattern to patronage levels as it had been anecdotally reported that weekend passenger numbers were virtually back to pre-covid levels. First responded that overall patronage levels on the vantage service was between 70-75% with significant variations across some sectors of the market. For example, there had been a reduction in the sale of weekly products, evidencing new working patterns but this data was being monitored regularly to help understand the current market.

In summary, operators reported how patronage levels were on a positive trajectory, however, were still way short of ensuring a viable business that was not totally reliant on Government funding. The Bus Recovery Grant Scheme had been confirmed until March 2022, however there was significant concern as to the levels of demand not increasing substantially by that point.

Resolved /-

1. That the verbal updates from Stagecoach, Go North West, Diamond and First be noted.
2. That the issue of driver shortages and contributing factors be specifically noted and members be updated on the initiatives in place to address these shortages at the next meeting.

GMTBSC 07/21 BUS STATIONS AND INTERCHANGES

Howard Hartley, Head of Facilities Management TfGM took the Committee through a presentation which provided an update on the operation and management of bus stations, interchanges and on street infrastructure. In particular members were updated on plans for Stockport Interchange, the newly acquired Horwich Parkway station and initiatives including Kickstart and the Safe Place Scheme. TfGM now managed 15 Travelshops, the majority of sales being made through Shudehill which was manned for 7 days a week. It was noted that there had been a move away from weekly products through recent ticket sales information to

predominantly daily ticket products.

Members were positive about the temporary bus station that was in place whilst the development at Stockport Interchange took place and asked operators for their feedback on the facility. Stagecoach reported that there had been some initial hiccups with the new facility but nothing significant and that patronage figures would be able to evidence its success going forward.

In relation to real time electric displays at bus shelters, officers reported that this remained the ambition for GM, however as technology had advanced such systems had begun to be installed in the new interchange facilities that it was hoped could be rolled out across the network in due course.

Members were keen to ensure that any service interruption or delay was communicated as quickly and efficiently with passengers. Officers reported that now the technology was available to support real time passenger information these data streams were now already in use by a number of operators and service changes were reported through apps and interchange information boards. In support of this, staff were also deployed where possible to assist with large queues or dealing with re-direction of passengers following a service change.

The Kickstart Scheme which provided paid work experience for young people on Universal Credit was commended by members, officers confirmed that the criteria for applications to the programme had been set by the DWP and included a maximum age of 23 years.

Members noted that some bus shelters were owned and managed by TfGM, whereas others were managed by JC Decaux. It was questioned as to which provided the best value for money and confirmed that JC Decaux had met their contract obligations to provide 3,497 of the 4,403 bus shelters in GM, but that any new ones were offered to them in the first instance as it proved more cost effective for them to manage the assets.

Resolved /-

That the report be noted.

GMTBSC 08/21 CHANGES TO THE BUS NETWORK AND REVIEW OF SUBSIDISED BUS SERVICES BUDGET

Nick Roberts, Head of Services & Commercial Development, TfGM took Members through the latest forthcoming changes to the bus network report.

Annex A

In relation to the service 533, members questioned the logic as to the re-timing of the timetable to a 20-minute service. Diamond reported that this had been done to ensure the service was in line with the timings of the other commercial service 507.

Annex B and Annex C

In relation to Partington Local Link in the Dunham Massey area, there had been a number of changes as a result to issue with the canal over-bridge on Woodhouse Lane which were included in the report.

Resolved /-

1. That the changes to the commercial network set out in Annex A of the report be noted.
2. That it be agreed that no action is taken in respect of changes or de-registered commercial services set out in Annex A of the report.
3. That the action taken in respect of the service change set out in Annex B of the report be noted.
4. That the proposed changes to general subsidised services set out in Annex C of the report be agreed.

GMTBSC 09/21 GMTC WORK PROGRAMME

Resolved /-

1. That the proposed work programme for the GM Transport Committee and its Sub Committees be noted.
2. That it be requested that the Road Safety report scheduled to be considered by the Committee in October includes reference to Local Authority schemes and the impact that their installation has had on road safety incidents.

GMTBSC 10/21 DATES OF FUTURE MEETINGS

Resolved /-

That it be noted that the GMTC Bus Services Sub Committee would next meet on the 19 November 2021.

GMTBSC 11/21 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 12/21 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.

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: 15 October 2021

Subject: Transport Network Performance Update

Report of: Bob Morris, Chief Operating Officer, TfGM

PURPOSE OF REPORT

This report provides a summary overview of Transport Network Performance in Greater Manchester. More detailed performance reports for bus, rail and Metrolink networks are presented at subcommittees.

RECOMMENDATIONS:

Members are asked to note the contents of the report.

CONTACT OFFICERS:

Steve Gilholme	Head of Service Delivery	07769 235 580 steve.gilholme@tfgm.com
David Atkin	Analysis and Reporting Manager	07920 252 319 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 included in the report: 1

- Appendix A: Glossary

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
GMTC	Overview & Scrutiny Committee
Not applicable	Not applicable

1. OVERVIEW

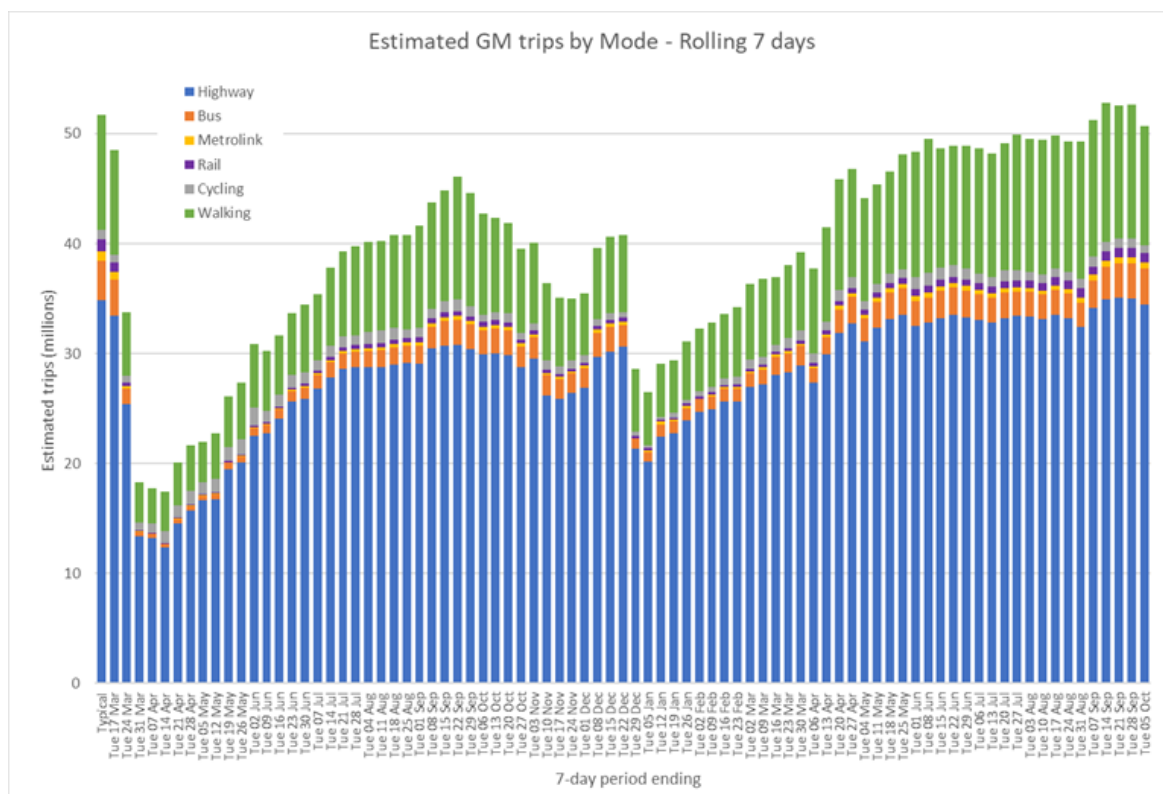
- 1.1. The Greater Manchester Transport Committee has a key role to oversee the provision of transport services on behalf of residents, businesses, and visitors. This includes the performance of Metrolink, Bus and Rail Operators and the Strategic Highways Network. The Committee also oversees the move towards an integrated transport network for Greater Manchester, as set out in the 2040 Transport Strategy.
- 1.2. This report covers performance across all transport modes in Greater Manchester.
- 1.3. More detailed reports on the performance of rail, bus and Metrolink services are provided to the relevant subcommittees.

2. OVERALL NETWORK PERFORMANCE SUMMARY

- 2.1 The detail contained later in this report covers the key highlights relating to performance of transport modes during August 2021, noting that the relevant subcommittees receive detailed reports on Bus, Rail and Metrolink performance.
- 2.2 During August, there was an estimated 216.0 million trips across the Greater Manchester transport network. This was 0.45% (958k) higher than July (215.1m), 21% higher than August 2020 (177m) and 0.18% higher than August 2019 (215m).
- 2.3 The average daily trip total for August was 6.97 million, which was 0.60% higher than July (6.92 million).
- 2.4 Trips on the Highway accounted for 67% of all trips during August (145 million).
- 2.5 Public transport accounted for 5.8% of all trips (12.5 million), which is 1.9% higher than July (12.2 million) and is 43% below August 2019.
- 2.6 Active travel accounted for 26.6% of all trips during August. This is an estimated 3% above August 2020 (23%) and 2% above August 2019 (24%).
- 2.7 September saw significant increases in patronage as education trips returned and more employees returned to the workplace. The impact of these changes in behaviour together with the return of large scale events on the network has seen highways volumes return to pre-pandemic levels.

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

Fig 1: Network Modal Trip Split (March 19 – October 21)



2.9 The graphs in figure 2 and 3 show the impact of key events on public transport and active travel against a baseline start of August 2020.

Fig 2: % Change on Public Transport (September 20 – October 21)

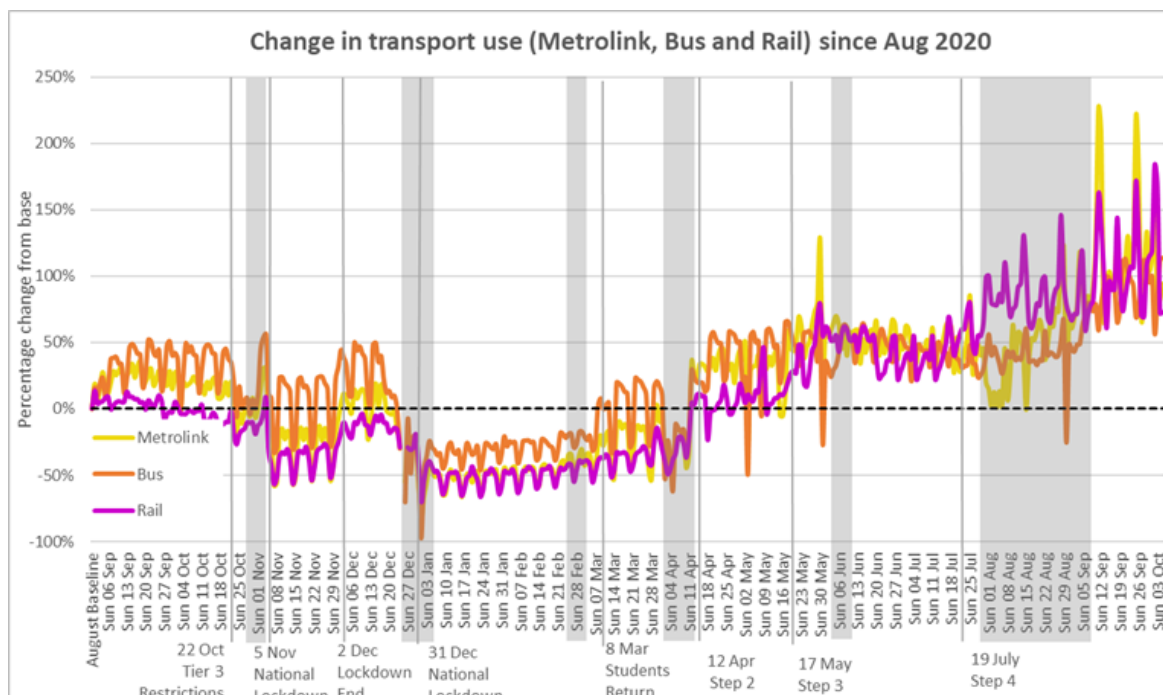
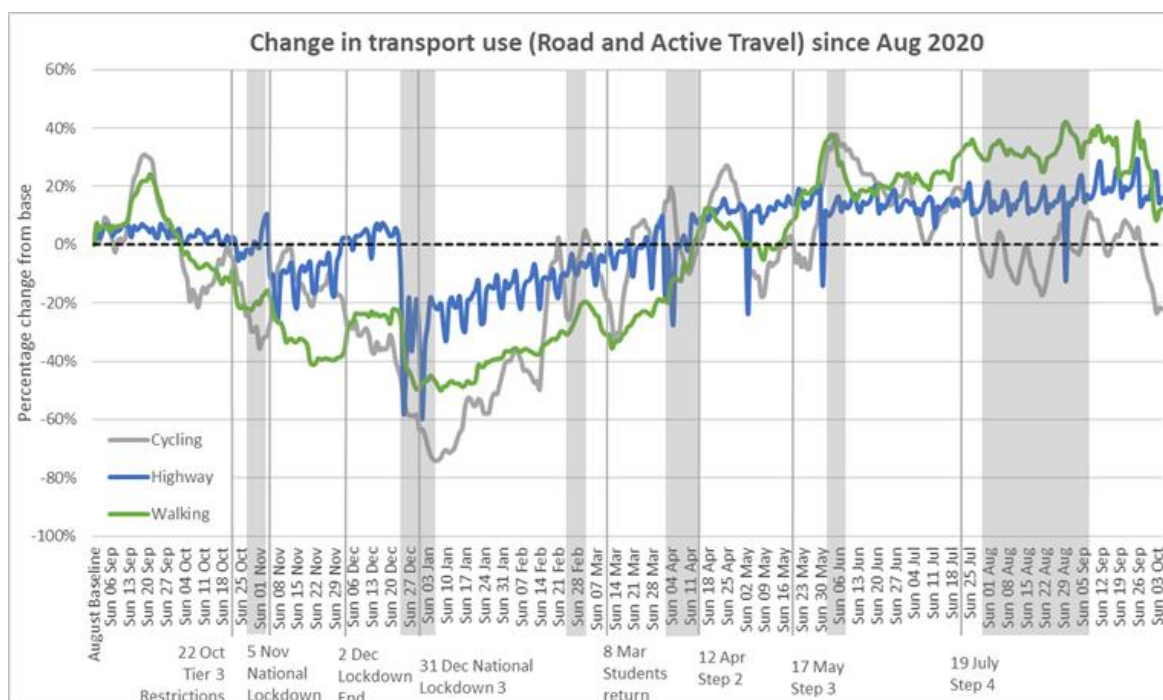


Fig 3: % Change on Road & Active Travel (September 20 – October 21)

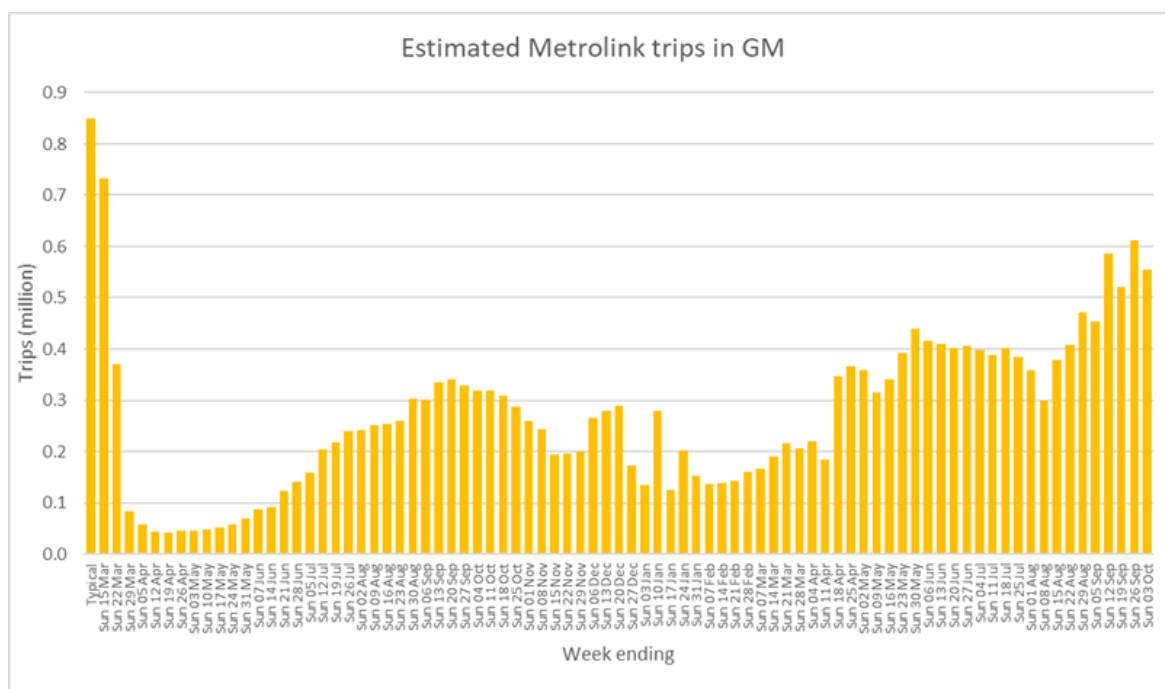


3. NETWORK OVERVIEW

Metrolink

- 3.1. August saw significant number of challenges on the Metrolink network. In particular the effect of test and trace notifications during the summer, which at one point saw 20% of front-line staff absent, meant that a reduced frequency service was introduced for most of August.
- 3.2. Planned engineering works to replace rails on the Eccles line overran as the condition of the concrete below the road surface was worse than had been expected. Buses were provided to replace Metrolink services on this route.
- 3.3. August started with face covering compliance at approximately 60%, by the end of August compliance had dropped to 45% in line with other modes of transport.
- 3.4. During August patronage returned to circa 45% of pre-covid levels. Initial numbers for September have seen further growth with patronage now between 60% to 70%. Recent large-scale events such as Parklife have had a positive effect on passenger numbers.

Fig 4: Weekly Metrolink Trips



3.5. A number of incidents effected performance throughout August including:

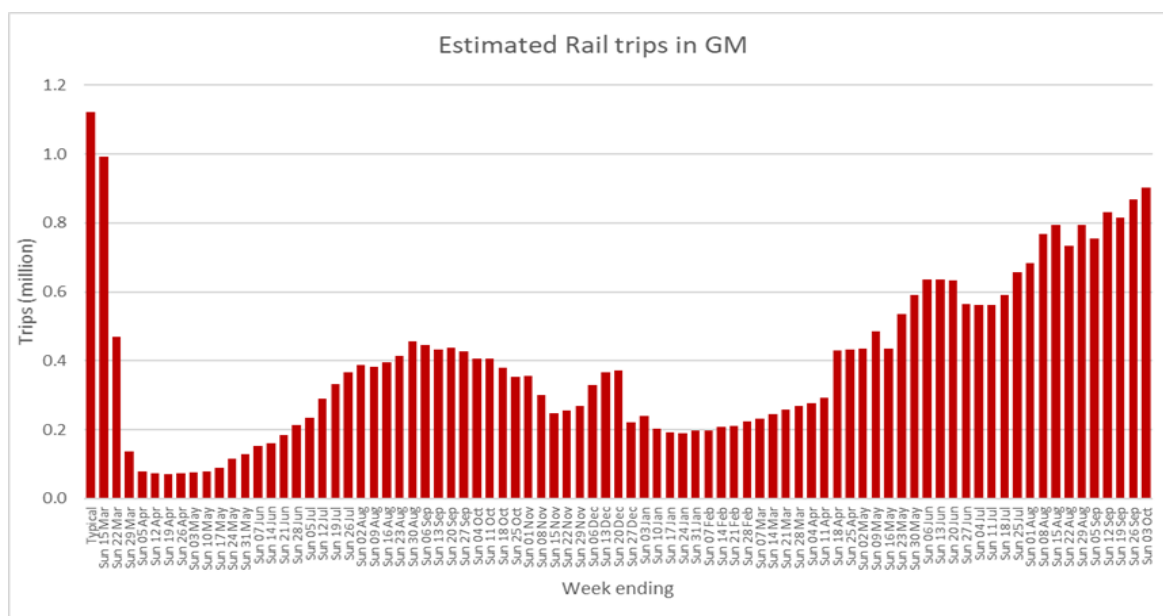
- Tuesday 3 August: an overhead line fault on the Trafford Park line resulted in the suspension of the line and ticket acceptance was in place on bus services.
- Thursday 12 August: due to a medical emergency onboard a tram at Cornbrook, response was required from North West Ambulance Services and the passenger was taken to hospital.
- Tuesday 17 August: GMP stopped services into Ashton due to a medical emergency which also warranted a police cordon.
- Tuesday 17 August: objects being thrown at moving trams near Radcliffe resulted in services being suspended through the area during this time to protect customers, staff, and assets.
- Thursday 26 August: a car was abandoned at the scene of a road traffic collision at Droylsden, GMP were in attendance and managed the scene.

- 3.6. The programme of planned maintenance and renewal work continued in August with a large number of safety critical track works now completed at Victoria station and on the Eccles Line.

Rail

- 3.7. Footfall at Piccadilly Station during August (shown in figure 5) was 3.4 million, which is 657k (24%) higher than July (2.7 million). This equates to around 100k passenger movements per day, whilst this is 87% higher than August 2020 (529k) it is 25% below August 2019 (3.5 million). For Northern, reported rail patronage across Central and West services currently stands at around 68% of pre-Covid levels, with TPE at 60%.
- 3.8. High levels of rail performance remain, with Northern Rail PPM at 90.9%. TransPennine Express PPM is at 94.2%. Cancellations increased slightly in the month to just under 3% for both operators, partly due to crew availability issues as a result of Covid and isolation pings. Incidents impacting performance across Greater Manchester included OHLE issues at Chelford and a number of trespass and threatened suicide incidents, including several in the Bolton area on 09 August.
- 3.9. Reduced train plans as a result of the third wave of Covid and isolation pings were implemented in by Northern and Avanti to reflect available resource and ensure key services were deliverable. Subsequent enhancements were then made by Avanti, re-instating its 2 trains per hour (tph) between Manchester Piccadilly and London Euston on 16 August. Northern reinstated its withdrawn routes and services on 6 September. Overall service provision is now at around 82% of pre-Covid levels.
- 3.10. Industrial action continues to affect East Midlands Railway services, and this has resulted in the temporary withdrawal of its services operating between Sheffield – Manchester – Liverpool on Sundays.
- 3.11. Face covering usage has continued to decline since becoming advisory and now stands at around 30%. Usage remains higher on AM trips, into city centre and longer distance routes.

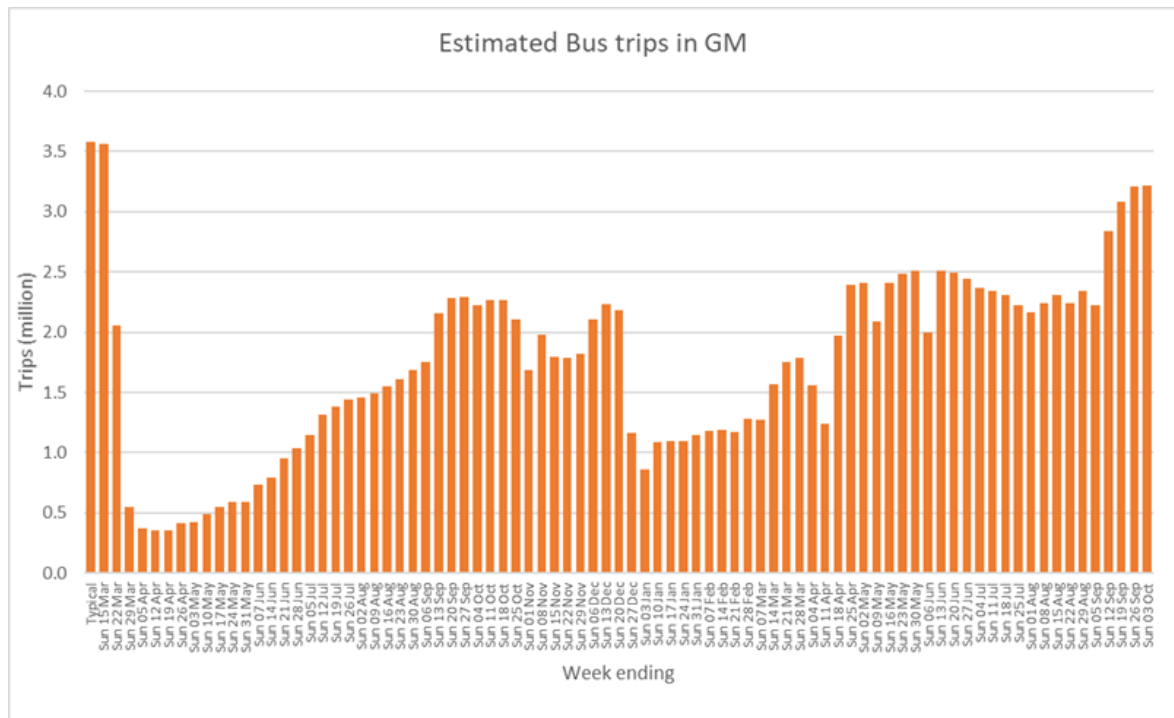
Fig 5. Rail Footfall (Manchester Piccadilly)



Bus

- 3.12. Operating mileage is now at 100% of pre-Covid service levels, and whilst driver levels across operators remains a concern this has been mitigated by the service reductions as a result of the school holidays and the removal of the duplicate routes.
- 3.13. During August bus patronage was 9.9 million, which was a 2% decrease from July (10.1m). This was 46% above August 2020 (6.8m), however, 34% below August 2019 (14.9m).
- 3.14. August saw issues with driver availability, both in relation to “pings” from the NHS app requiring isolation and lead times for new drivers which require PCV training and testing.
- 3.15. The closure of Stockport Bus Station has affected operations, especially Stagecoach services. which now run from Heaton Lane, however the transition has been successful. The re-opening of the bus lane following major works has seen an improvement to delays which were being experienced to services around Chapel Street.

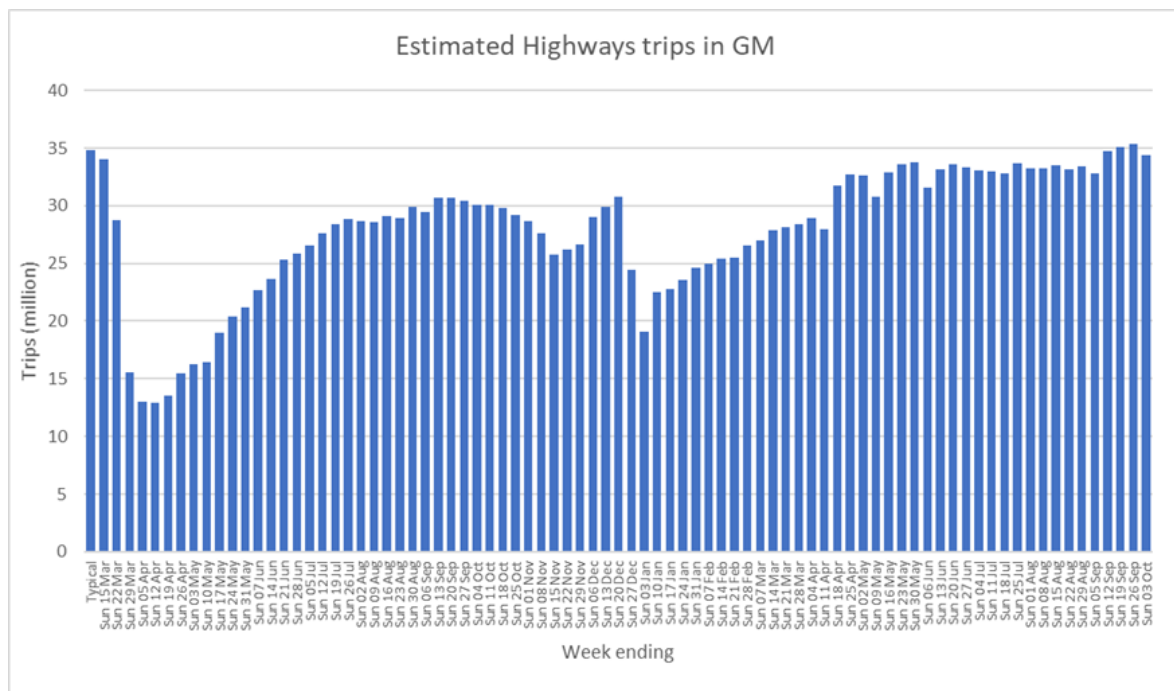
Fig 6: Weekly Bus Trips



Highways

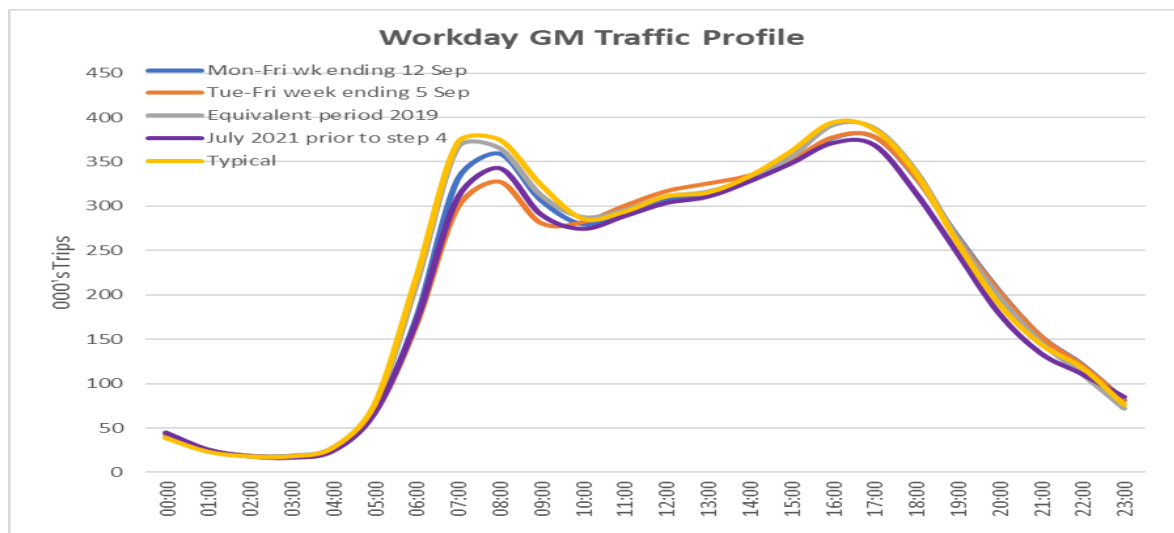
- 3.16. There were an estimated 146 million trips on the highway network during August 2021. This is 1% lower than the previous month (July 147m) and 15% higher than August 2020 (127m).
- 3.17. Trips on the highway network accounted for approximately 67% of all trips made in GM during August, this is in line with the pre-pandemic average (67%) and is lower than July 2021 (68%) and August 2020 (71%).
- 3.18. Following step 3 in the government roadmap and the end of the academic year the number of trips plateaued at approximately 33.2 million trips per week. Following the same trend as prior to the pandemic Fridays were consistently the busiest days on the network with Friday 13th seeing the highest daily total during August (5.2 million trips). However, this August high point has been surpassed on each Friday during September.
- 3.19. Figure 7 shows weekly highways trips from March 2020.

Fig 7: Weekly Highways Trips



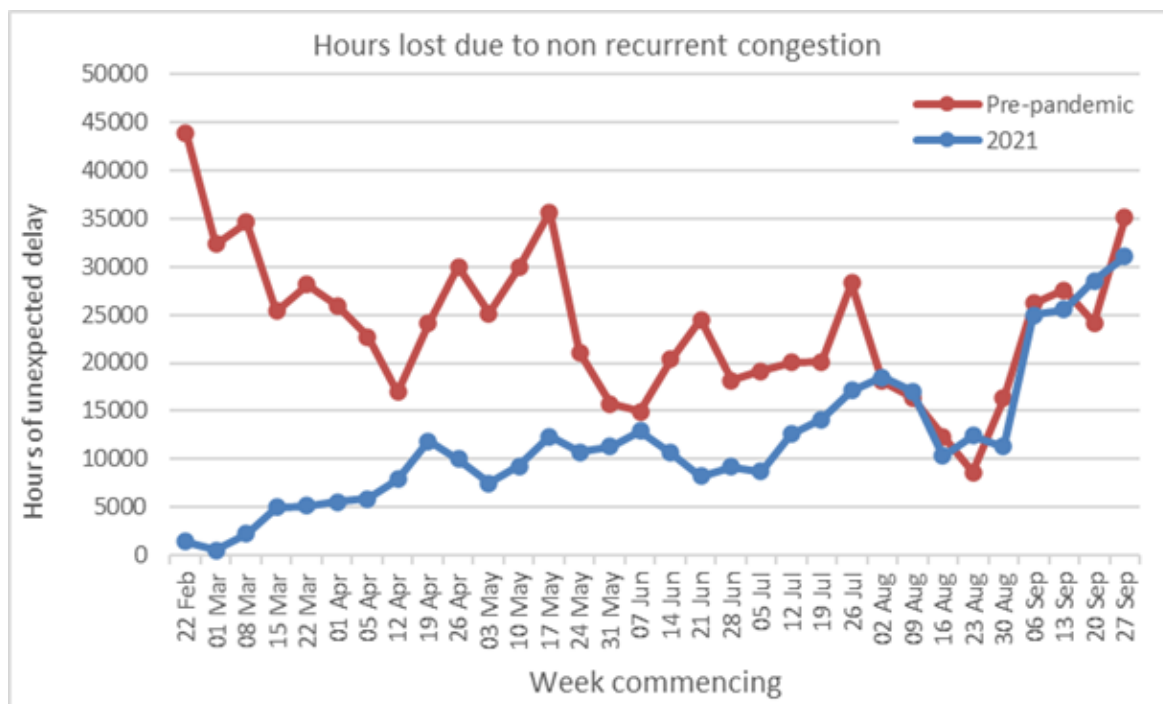
- 3.20. Step 4 in July was the final step in the roadmap out of lockdown published by the government. However, September saw another step towards a new normal with the return of education and an increase in place-based work as employees return to offices.
- 3.21. During the week ending 12 September on weekdays during the period 06:00 to 10:00 volumes were: 5% above July 2021 (prior to Step 4, education open) this is equivalent to another 60k trips on the network between 06:00 and 10:00. Volumes on weekdays between 06:00 and 10:00 remain 9% below the pre-pandemic average.

Figure 8: workday Traffic Profile



- 3.22. Monitoring of congestion resulting from unexpected delays (including incidents, roadworks and events) shows there was an estimated 60,800 vehicle hours lost due to unexpected delay during August 2021. This is the highest monthly total of unexpected delays since the start of the pandemic. However, it is in line with the estimate for August 2019 of 60,600 hours.

Fig 9: Non-Recurrent Congestion

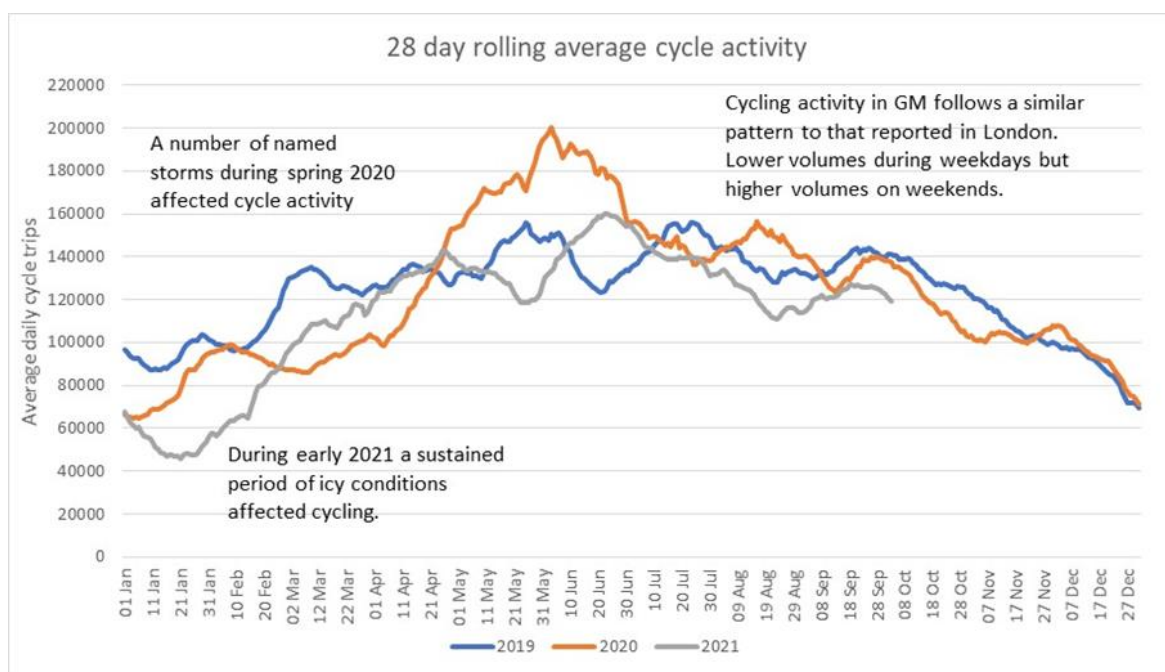


- 3.23. For the rolling 12 months up to the end of March 2021, the Killed and Seriously Injured (KSI) casualties on GM roads are 483 against a predicted 576 with the short-term effect of the COVID-19 pandemic on traffic levels appearing to have suppressed overall KSI numbers. A full report on KSI's for 2020 will be brought to this Committee following the close out by the DfT of the KSI data files later this year.

Active Travel

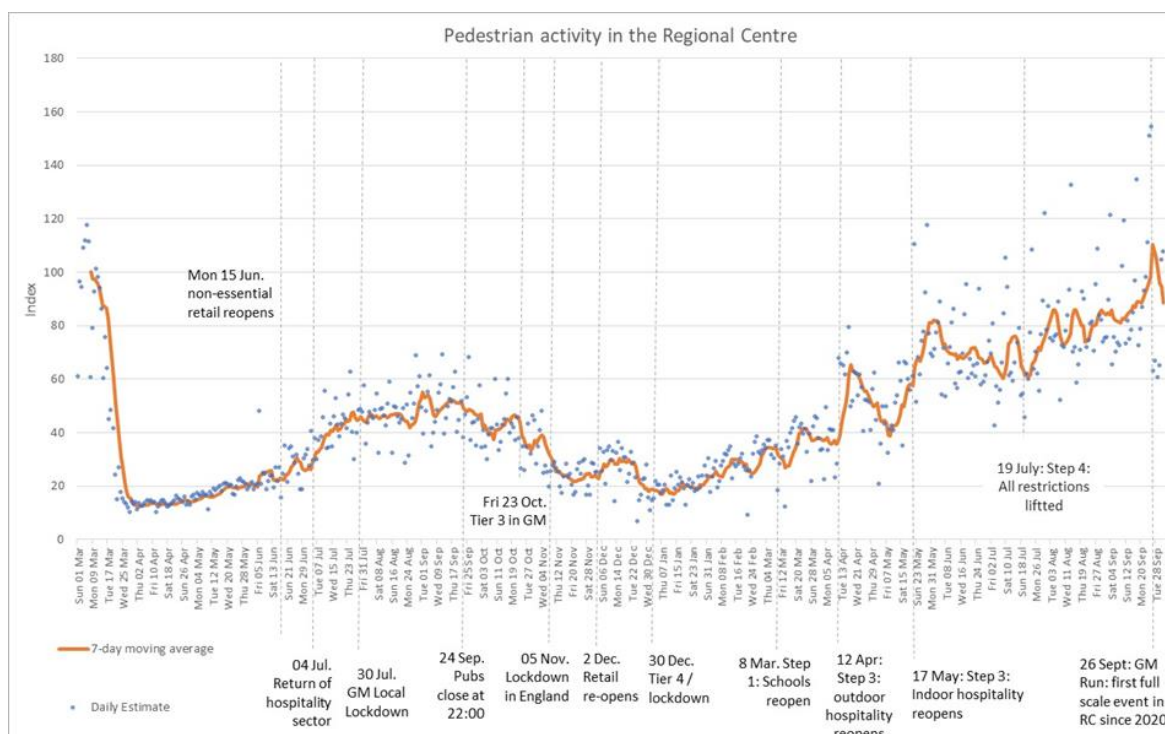
- 3.24. Greater Manchester's mission to deliver the UK's largest walking and cycling network is gathering momentum. The UK's third CYCLOPS junction has opened in Hulme adding to a total of around £73 million worth of schemes are now under construction or have already been completed since June 2018 network launch. This means the rate of active travel network construction in the last three years has surpassed what Greater Manchester has built in the last two decades
- 3.25. Moving into September there has been an increase in cycle activity. However, the 28-day rolling estimate remains 2% below the same period in 2020 and 9% below the same period in 2019.

Fig 9: 28 Day Average Cycling Trips



- 3.26. Following step 4 in the government roadmap there has been an increase in pedestrian activity at the video analytics sensors in the regional centre. The latest figures suggest footfall is approximately 83% of pre pandemic levels. There have been a number of days where pedestrian activity has surpassed the pre-pandemic average. Typically, these are related to days with larger events such a football.

Fig 10: Pedestrian Activity in Regional Centre

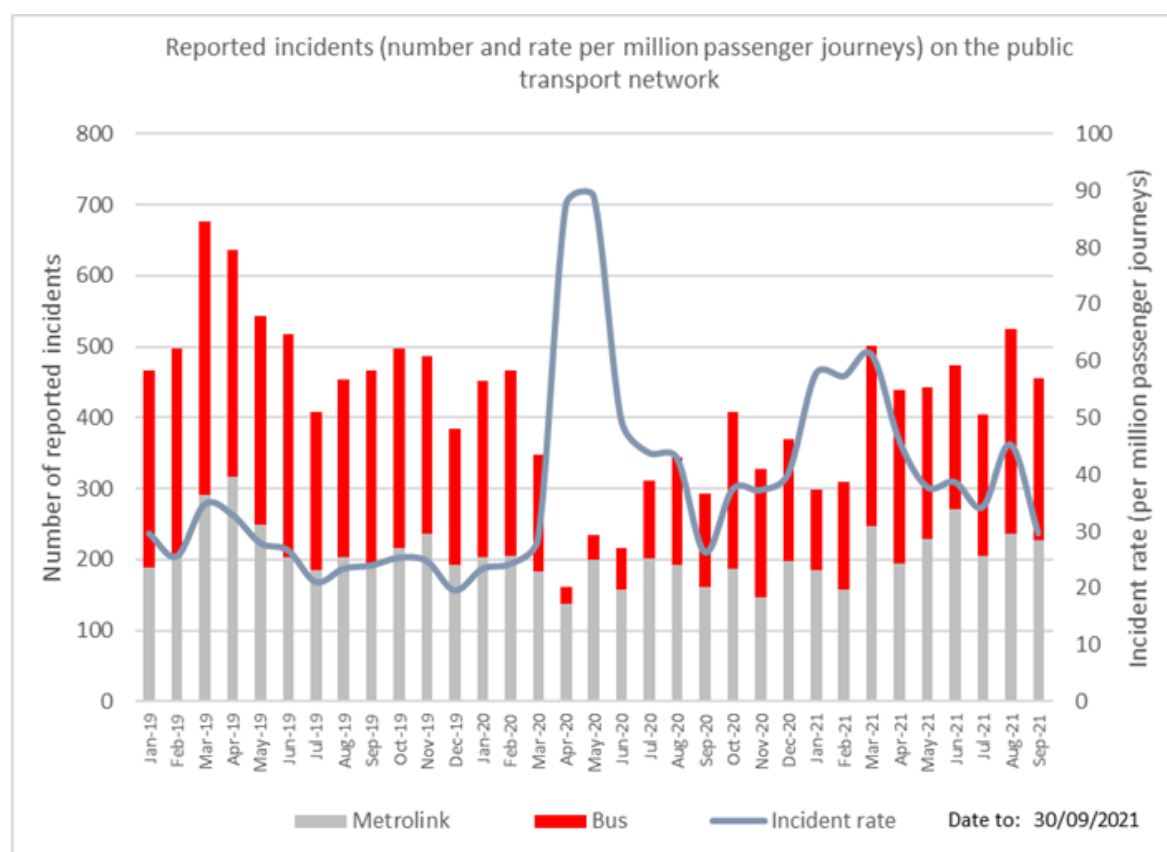


Crime and Anti-Social Behaviour (ASB)

3.27. The TravelSafe partnership reports incidents of crime and anti-social behaviour per million passenger journeys (fig 11). The rolling 12-month averages for August 2021 were:

- 23 incidents per million passenger journeys on Bus (up from 17 during the 12 months to August 2020),
- 161 incidents per million passenger journeys on Metrolink (up from 81 during the 12 months to August 2020), and
- The average for Bus and Metrolink combined was 41 incidents per million passenger journeys (up from 29 during the 12 months to August 2020).

Fig 11: Reported incidents of Crime and ASB (per million journeys)



3.28. There has been an increase in the number of reported incidents on the bus network in August 2021 compared to August 2020. Whilst passenger numbers have increased the incident rate per million passenger journeys is also higher than last year.

3.29. The return of a persistent offender has resulted in a rise in incidents during August at Rochdale Interchange. There were 36 incidents of harassment and intimidation towards staff during August, 28 of which were against staff based at bus stations. Following another court appearance on 20 September, a Criminal Behaviour Order (CBO) is now in place. This has several conditions attached but includes prohibiting her from entering Rochdale Town Centre, from gathering in groups and from harassing TfGM and Operator staff.

- 3.30. On 27 August, a 17-year-old male was stabbed at East Didsbury Metrolink. Forensics were obtained by police alongside good quality CCTV images from Metrolink. As a result, a 15-year-old male was arrested and charged with Robbery along with two counts of Possession of Offensive Weapons. A further two individuals have subsequently been arrested with one remaining outstanding as investigations continue.
- 3.31. Following an increase in incidents involving missiles being thrown at trams, Partnership site visits took place in Radcliffe and Crumpsall (as the most prevalent locations) where points of access were identified and rectified. The police also conducted a home visit to a suspected perpetrator in Radcliffe. To date these interventions have had a positive effect.
- 3.32. As schools return the TravelSafe Partnership educational offer has been enhanced with filming completed for a new educational delivery video, this will enable a consistent offering approach across all schools and educational engagement sessions. Longer and shorter versions have been developed to support different audiences/inputs. A video has also been produced for social media regarding the issue of missiles being thrown at vehicles - <https://www.youtube.com/watch?v=5twTbIFmrJ0>.
- 3.33. A Day of Action took place at Bury Interchange on 29 August. This was a special operation organised through the District policing team and Special Constabulary to address an increase in ASB on the line. The team engaged with 760 passengers, resulting in; 64 Penalty Fares, two standard fares (£50) and 30 young people detected as travelling without a ticket.

4. NETWORK PERFORMANCE SCORECARD

Metrolink¹	Status	Target	Achieved	Trend
Metrolink Punctuality	G	90%	91.4%	S
Metrolink Operated Milage	A	99%	96.4%	W
Rail¹	Status	Target	Achieved	Trend
Northern Punctuality (PPM)	A	93.30%	90.9	W
Northern Reliability (Cancellations)	G	N/A	2.20%	W
Northern Right Time	G	N/A	70.9	W
TPE Punctuality (PPM)	G	89.00%	94.2	W
TPE Reliability (CaSL)	G	N/A	2.60%	W
TPE Right Time	G	N/A	71.8	W
Network Rail Delay Minutes	G	25,416	16,321	I
Bus²	Status	Target	Achieved	Trend
Network Bus Service Reliability	G	97.0%	97.80%	I
Commercial Bus Service Reliability	G	97.0%	97.52%	I
Subsidised Bus Service Reliability	G	97.0%	99.00%	I
Network Bus Overall Punctuality	G	80.0%	87.34%	W
Commercial Bus Overall Punctuality	G	80.0%	86.89%	W
Subsidised Bus Overall Punctuality	G	80.0%	89.52%	W
Network Bus Regularity	G	97.0%	97.11%	W
Commercial Bus Regularity	G	97.0%	97.11%	W
Subsidised Bus Regularity	n/a	97.0%	n/a	n/a
Highways²	Status	Target	Achieved	Trend
Highways Journey Time Reliability	G	90.0%	90.8%	I
Highways Level of Delay (Average)	G	30.0%	26.5%	I
Network Safety	Status	Predicted	Actual	Trend
Killed and Seriously Injured (rolling 12m to Nov 2020)	G	576	483	I
	Status	Previous	Current	Trend
Incidents per Million passenger Journeys (rolling 12m to August 2021)	A	41	41	S

Several KPIs suspended as a result of Covid-19

See Appendix A for glossary.

Reporting Periods: This report covers August/September 2021

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.

Measure	Description	RAG thresholds
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.
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.)

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: 15 October 2021

Subject: Bus Reform and Greater Manchester's Bus Service Improvement Plan

Report of: Andy Burnham, Mayor of Greater Manchester and Portfolio Lead for Transport and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM

PURPOSE OF REPORT:

This report provides an update on the plans to implement Bus Reform within Greater Manchester and a summary of the plan to franchise the bus network in Greater Manchester alongside the Greater Manchester's Bus Service Improvement Plan (BSIP) which is due to be published at the end of October 2021. The report sets out the level of Greater Manchester's ambitions for improving the overall offer to bus customers, how we intend to deliver this ambition and what we need from others to deliver this ambition.

RECOMMENDATIONS:

The GM Transport Committee is requested to:

1. Note the current position in respect of Bus Franchising in Greater Manchester; and
2. Endorse the level of ambition and proposals being put forward as part of Greater Manchester's Bus Service Improvement Plan which will be presented to GMCA on the 29 October and submitted to Government shortly thereafter.

CONTACT OFFICERS:

Michael Renshaw	Executive Director	07920 232750 Michael.renshaw@tfgm.com
Stephen Rhodes	Customer Director and Head of Bus	07747 767343 stephen.rhodes@tfgm.com
Anthony Murden	Deputy Head of Projects Group	07769 671898 anthony.murden@tfgm.com

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Equalities Implications:

Bus Franchising in Greater Manchester along with the Bus Service Improvement Plan will play a key role in delivering Greater Manchester's Bee Network – a fully integrated, accessible and inclusive London-style transport network. It will help to make the bus network more accessible to everyone through facilitating greater control over bus timetables, routes, fares and quality standards and via the Bus Service Improvement Plan the introduction of additional services and infrastructure; making travel by bus more affordable; introducing a high quality zero emission fleet of buses; providing improved real time information; and through a greatly improved level of customer experience at every stage of the customer journey. EQIA assessments have been carried out for Bus Franchising and the Bus Service Improvement Plan.

Climate Change Impact Assessment and Mitigation Measures:

Greater Manchester Combined Authority's Bus Service Improvement Plan focuses on a range of interventions across seven key themes: Services; Fares and Ticketing; Fleet; Infrastructure; Information; Network Management; all woven together and generating an improved Customer Experience. The aim of Bus Franchising and the Bus Service Improvement Plan is to grow bus patronage, initially back to the level seen before the Covid-19 Pandemic but ultimately beyond this patronage level, in line with Greater Manchester's Right Mix Target of 50% of overall trips being undertaken by public transport and active travel modes by 2040. It is anticipated that the delivery of the improvements set out in the Bus Service Improvement Plan will lead to significant levels of modal shift and play a key role in helping to deliver Greater Manchester's carbon reduction targets. In particular in relation to bus fleet the ambition within the Bus Service Improvement Plan is to make 50% of the fleet zero emission by 2027.

Risk Management:

The key risks that surround the overall plan for bus in Greater Manchester relate to: Progressing the plan for Bus Franchising as planned; The level of funding that will be forthcoming from Central Government to allow Greater Manchester to deliver its ambitious plan; and the ongoing Covid 19 Pandemic and the level / speed of recovery of bus patronage within this context. In addition, each of the individual elements of the Bus Service Improvement Plan will also have their own unique risks which will need to be managed as development and delivery progresses.

Legal Considerations:

Greater Manchester Combined Authority is currently awaiting a decision from the Court in relation to the Judicial Review held in May 2021 in respect of Bus Franchising. There are no specific legal considerations in respect of the Bus Services Improvement Plan.

Financial Consequences – Revenue:

Revenue funding already committed by Greater Manchester to support the delivery of the bus network in the City-Region includes: £134 million committed funding up until 2025/26 towards the establishment of a franchised bus network; over £30 million per annum in the provision of subsidised and Ring and Ride services; and £16 million per annum to support the ongoing Our Pass pilot. In order to deliver Greater Manchester Combined Authority's BSIP ambitions significant additional revenue subsidy will be required from Government in the areas of Network Recovery and Stabilisation; Services Improvement; Fares and Ticketing; Customer Information and Customer Experience.

Financial Consequences – Capital:

Greater Manchester Combined Authority's BSIP highlights three key areas where additional capital funding will be needed from Government to facilitate delivery of the London-style ambitions. These are: Fleet – the purchase of new zero emission vehicles and the retrofit of all vehicles with technology and equipment to enhance customer information and accessibility; Customer Information and Customer Experience - Systems and equipment to support the roll out of real time on-stop customer information and an integrated App and website; and Infrastructure – a submission was made in early September 2021 to the Government's City Region Sustainable Transport Settlement fund of £1.36 billion, of which £322 million related to bus focused infrastructure improvements which would support the ambitions for bus set out in the BSIP.

No attachments to the report

Comments/recommendations from Overview & Scrutiny Committee:

An update on Bus Reform and BSIP has been provided to the Overview & Scrutiny Committee on the 7 October 2021 and any feedback from that Committee will be reported verbally to Members as part of this update.

BACKGROUND PAPERS:

- *Report to GMCA titled Bus Reform: Consultation and the GMCA Response dated 23 March 2021*
- *Report to GMCA titled Bus Reform: Bus Back Better dated 23 March 2021*
- *Report to GMCA titled Bus Reform: The Greater Manchester Franchising Scheme for Buses 2021 – Implementation and Operation dated 28 May 2021*
- *The Bus Service Improvement Plan has arisen in response to the publication and requirements from Central Government as set out in the National Bus Strategy – Bus Back Better which was published on the 15 March 2021.*
- *The delivery of the bus infrastructure improvements that will be set out within the Bus Service Improvement Plan are dependent on the success of Greater Manchester's City Region Sustainable Transport Settlement submission prospectus which was approved by GMCA on the 10 September 2021.*

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?		N/A
GM Transport Committee	Overview & Scrutiny Committee	
N/A	7 October 2021	

1. INTRODUCTION/BACKGROUND

- 1.1 This report provides members with an update on how, in the context of the development of the “Bee Network”: a London-style transport network that enables seamless, safe and sustainable journeys for all, Greater Manchester is planning to develop and deliver improvements for bus passengers across Greater Manchester.
- 1.2 In particular, the report provides a summary of the strategic context within which the vision for bus is being developed and delivered; an update on Bus Franchising within Greater Manchester; and a summary of Greater Manchester’s proposed Bus Service Improvement Plan (BSIP), which is required by Central Government in response to their National Bus Strategy – Bus Back Better, to be published by the end of October 2021.

2. THE BEE NETWORK VISION AND GREATER MANCHESTER’S LEVELLING UP DEAL

- 2.1 Greater Manchester Combined Authority’s plan for Bus Franchising and its BSIP proposals, allied with the recent City Region Sustainable Transport Settlement submission to Government forms a key component within GMCA’s submission to the Comprehensive Spending Review.
- 2.2 The approach adopted has been to present a positive Levelling Up deal to Government which will deliver a London-style transport network with affordable London-level fares, which will help accelerate plans for a net zero future with better, greener homes and communities and better jobs and skills.
- 2.3 Recognising that whilst Greater Manchester, as the Region, has made real progress in recent years, there is still much work to do to ‘Level Up’ (both at a GM and at a national scale), and to tackle climate change. Transport is the foundation of this deal, not least in supporting GMCA to secure stronger control over bus services, so as to deliver a zero carbon, London-style, transport network. It will foster a stronger, more efficient and resilient city-region economy, connect people to homes, jobs, learning, leisure and culture, and create opportunities for all of Greater Manchester’s communities – from urban to rural, city to town and village.
- 2.4 Together, the approach sets out the overall ambition for infrastructure improvements across the transport network including £322 million of bus related infrastructure, will help to deliver the overall vision for the “Bee Network” which is set out below:

The Bee Network is an integrated ‘London-style’ transport system which will join together buses, trams, cycling and walking and other shared mobility services by 2024, with commuter rail incorporated by 2030, to transform how people travel in Greater Manchester.’

- 2.5 By designing and delivering public transport, active travel and shared mobility services as one system with local accountability and aligned to national and local priorities, the Bee Network will transform the travelling experience and make sustainable, low carbon transport an attractive option for all.
- 2.6 Accessible, affordable, integrated, inclusive and easy to use, with a daily fare cap and Greater Manchester-wide multi-modal fares, the Bee Network will support seamless end-to-end journeys within Greater Manchester, irrespective of the destination. To achieve the vision for the Bee Network, bus cannot be considered in isolation: it only makes sense as part of a multi-modal network that includes – very importantly – walking and cycling.
- 2.7 Greater Manchester is strongly aligned with Government and the National Bus Strategy in terms of understanding the potential for buses to play a central role in supporting sustainable economic growth in Greater Manchester’s city and town centres and major development areas; in supporting levelling up across Greater Manchester by enabling the most excluded groups to access opportunities; and in driving de-carbonisation of the transport system.
- 2.8 Buses are central to the Bee Network vision which has, in turn, been developed to support Greater Manchester’s wider ambition to be the best place in the world to grow up, get on and grow old.
- 2.9 This is why increasing bus travel is a central part of Greater Manchester’s pathway to a “Right Mix” vision of zero net growth in motor vehicle traffic from 2017 to 2040 with at least 50% of trips by active travel or public transport. It is why Greater Manchester Combined Authority has decided to pursue a franchised bus system to enable buses to be better integrated into the wider sustainable transport network.
- 2.10 Over recent decades, buses in Greater Manchester have not fulfilled their potential in terms of providing an attractive and credible alternative to car travel. Bus travel in Greater Manchester has declined from a peak reached around 1950, with the decline accelerating since deregulation in 1986. Declining bus patronage set in motion a self-reinforcing cycle of reduced bus patronage, reduced service-frequencies, and higher fares, which has left far too many of Greater Manchester’s communities with insufficient local bus services. The result has been that bus travel is now seen by too many people as a ‘choice of last resort’, and levels of car dependency have dramatically increased. The decline in bus use and increased use of private vehicles has had a wide range of negative impacts on Greater Manchester, such as the decline of town centres; growing social and economic inequalities; and increased greenhouse gas emissions, noise and air pollution from transport.
- 2.11 However, buses continue to play a vital role in the lives of many people who live, work, and visit Greater Manchester. They make up about 75% of public transport trips and are particularly important for people making everyday trips to work, education, and for shopping. Women, young people, those from mixed ethnic backgrounds, Black or Black British people, and those with a disability or mobility impairment are also disproportionately more likely to travel by bus (GM TRADS 2017-2019); these groups are more likely to experience multiple forms of

disadvantage and social exclusion and therefore could particularly benefit from improvements to the bus system.

- 2.12 The Leigh - Manchester Busway service, which provides bus rapid transit between Leigh, Salford, Manchester City Centre and the Oxford Road corridor, has already demonstrated the potential of buses to attract new customers in Greater Manchester and the National Bus Strategy and the BSIP presents an exciting opportunity for Greater Manchester to build on this work to achieve a step-change in bus service-quality and patronage throughout the city-region.
- 2.13 Specifically, buses need to provide attractive and accessible services to all communities in Greater Manchester to allow everyone to access jobs, essential services, and other opportunities, particularly for those people who don't have access to a car. Buses also need to improve so that people can choose car-free or low-car lifestyles and also to leave their cars at home for many more journeys. In addition, buses are positive for promoting more active lifestyles through the walk to and from the bus stop.
- 2.14 Clean buses will support our ambitions for clean air, and a carbon neutral transport system by 2038. Buses also need to play an important role in our local economies by supporting the 24-hour economy and more attractive urban places. Buses need to provide good access to and to integrate with Metrolink and rail services to allow longer journeys to be made easily by public transport and new developments need to be well served by bus services.

3. THE NATIONAL BUS STRATEGY

- 3.1 In March 2021 the Government launched their National Bus Strategy – Bus Back Better which was in response to a long standing and continuing trend of decline in bus patronage in the majority of England and in recognition that the Covid 19 Pandemic had only worsened this trend. The aim of the Strategy is to firstly build back confidence in customers in using the bus so that patronage levels return to pre-pandemic levels and secondly to grow patronage, recognising the potential that bus has in the efficient and effective movement of people and the role it can play in helping to deliver economic growth and carbon reduction targets.
- 3.2 As part of the National Bus Strategy guidance issued by the Government in May 2021 stated that all local transport authorities in England are required to publish a Bus Services Improvement Plan (BSIP) by the end of October 2021. The plan is required to set out how each authority intend to address the ongoing decline of bus travel in their area and what they need from a funding perspective to deliver the plan. This should include either a commitment to working within a formal partnership with bus operators – known as an Enhanced Partnership or a commitment to progress bus franchising.
- 3.3 Central Government has indicated that as part of the National Bus Strategy they have set aside £3 billion of funding to support the delivery of BSIP's nationally over the 3 years from April 2022.

- 3.4 At the same time, following two extensive consultation exercise, and in recognition that the long term decline in bus travel within Greater Manchester needed to be addressed, in order for bus to play a central role in forming an integrated, inclusive and accessible transport network, the Greater Manchester Mayor confirmed his intention to progress with bus franchising.
- 3.5 Over the last 4 months, and in parallel with ongoing work to progress bus franchising, TfGM has on behalf of GMCA been developing Greater Manchester's BSIP. This report provides a summary of the level of ambition in relation to bus that is articulated within the BSIP, the type and level of interventions that will be needed to deliver this ambition and the requirements from others in terms of funding, powers and cooperation in order to deliver the interventions and overall level of ambition.

4. GREATER MANCHESTER'S PLAN FOR BUS REFORM

- 4.1 Greater Manchester Combined Authority's plan for Bus Reform includes:
- Our plan to stabilise and recover bus services and patronage as part of recovery from the Covid 19-Pandemic – short term measures are included within the Bus Service Improvement Plan;
 - The programme of work to franchise the bus network by 2025, in a phased manner; and
 - Our intention to provide further enhancements to the bus offer in Greater Manchester facilitated through the Bus Services Improvement Plan which will be submitted to Government by the end of October 2021.
- 4.2 All of the above will play a central role in supporting the delivery of an integrated London-style transport network.

5. GREATER MANCHESTER'S BUS SERVICE IMPROVEMENT PLAN

- 5.1 Greater Manchester Combined Authority's ambition is that bus should form a central part of a fully integrated sustainable transport network for travel over the whole of Greater Manchester without the need for a car.
- 5.2 In summary the ambition contained within the BSIP is – “to develop a modern low-emission accessible bus system, fully integrated with the wider Greater Manchester transport network on which everyone will be willing to travel regardless of their background or mobility level.”
- 5.3 In order to achieve the ambition for bus, significant improvement to the quality of the bus offer will need to be brought about, by delivering what people tell us they want. Based on research with bus users, journeys by bus will be made quicker, cheaper,

greener, more reliable and more attractive, with the aim of improving the whole journey – including pre-trip information, the journey from home to bus stop and bus stop to destination, in-journey information, customer care, the integration with other services, and the waiting experience.

- 5.4 The scale of the improvement needed is significant – but so is the reward from achieving it. It is why Greater Manchester Combined Authority has decided to implement a franchised bus network to allow buses to be operated in a model similar to London, with bus services taken under the direct control of Greater Manchester Combined Authority, which would set routes, timetables, fares and standards and with bus operators bidding competitively for contracts to run services on behalf of the GMCA.
- 5.5 It is anticipated that bus services in the Bee Network will reflect the requirements of creating sustainable communities in each part of Greater Manchester. The mix required to achieve sustainable transport and land-use will lead to different requirements for bus in different places. In some locations, bus will provide the main form of public transport; in others, it will focus on complementing and feeding rapid transit services. High-frequency turn-up-and-go services will be provided where there is sufficient potential patronage; in other locations, services will be less frequent, requiring a particular focus on punctuality.
- 5.6 In the BSIP we have set ourselves the challenge of meeting Greater Manchester Combined Authority's interim-year 2030 "Right Mix" target for bus travel (as set out in the Five Year Transport Delivery Plan 2021-26). This has been made more challenging by the Covid-19 pandemic, which has had a profound impact on public transport patronage, and implies an increase in bus travel of more than 30% by 2030 from today's patronage levels. This will not be easy and will require a transformational uplift in the customer experience of using buses in Greater Manchester, as part of the wider, integrated London-style Bee Network. If this target can be achieved, however, the prizes are significant. In particular, it will enable Greater Manchester to reduce its transport carbon emissions by c. 450,000 tonnes of carbon every year in terms of mode shift alone. Further emissions savings will be achieved through the proposed investment in Greater Manchester's electric bus fleet which could deliver a reduction in annual CO2 tailpipe emissions of around 43,000 tonnes p.a.
- 5.7 The ambitions for bus are summarised around the following seven thematic areas:
- **Customer Experience:** This is the golden thread that runs throughout BSIP with all the improvements targeted at providing customers with a safe and seamless travel experience, supported by a "Mobility as a Service" platform to provide a digital one-stop-shop for all travel needs. The Customer Charter will set out the standards that customers can expect when using bus services in Greater Manchester;
 - **Services:** Stabilising and then strengthening services and routes to a minimum 'turn up and go' frequency (at least every 10 minutes per hour on Monday to Saturday daytimes) on major routes to form a 'London-style network' to ensure that all of Greater Manchester's diverse populations and geographies are able to access our bus network;

- **Infrastructure:** Significant increase in bus priority including Quality Bus Transit on main corridors, and the removal of congestion 'hotspots' for buses, plus investment in bus passenger facilities and multi-modal mobility hubs. All of this investment is set out in Greater Manchester's City Region Sustainable Transport Settlement (CRSTS) Prospectus approved by GMCA on the 10 September 2021;
- **Information:** Readily available; live and up-to-date; multi-modal information that is integrated with the purchase of travel and is provided in a variety of ways to reflect the needs of all customers ensuring its use is captured and used to inform service design;
- **Fares and ticketing:** More affordable journeys, with attractively priced and simply structured London-style fares for 'hoppers', travelcards, daily and weekly capping for all bus travel, and for trips interchanging between bus, Metrolink and other modes including some elements of Active Travel;
- **Fleet:** Introducing a fleet of zero emission high quality buses within Greater Manchester alongside associated support infrastructure by 2032. New vehicles will also meet improved accessibility standards. The target will be to make 50% (circa 750 vehicles) of the fleet zero emission in the next 5 years (by 2027). In addition, it is envisaged that Ring and Ride fleet will be electrified by 2027; and
- **Network Management:** Prioritising bus passenger journey times and reliability consistently across Greater Manchester.

- 5.8 Further information in relation to the key deliverables as a result of the themes above, subject to the receipt of funding, are set out in Appendix 1.
- 5.9 These ambitions are supported by a series of specific targets, which are aligned to the GM Transport Strategy 2040 KPIs and which focus not just on the performance of the network but, particularly importantly, on the customer experience and levels of satisfaction with travelling by bus in Greater Manchester.
- 5.10 Many different partners will have a role to play in helping transform the bus network within Greater Manchester, including: TfGM, Greater Manchester's ten local authorities; Greater Manchester Police, bus operators, and neighbouring local authorities. Support will also be needed from Government to ensure we have the funding and powers in place to deliver the plan.
- 5.11 In terms of the substantial capital and revenue funding that will be required to transform buses in Greater Manchester, the BSIP sits alongside Greater Manchester Combined Authority's City Region Sustainable Transport Settlement Prospectus, which sets out an ambitious and costed plan for investment in Greater Manchester's Bee Network infrastructure (aligned with our Five-Year Transport Delivery Plan). This will need to be matched from BSIP by significant capital investment in the bus fleet both from a de-carbonisation and passenger information perspective and the revenue funding needed to deliver service enhancements in key locations; to enable affordable fares to be charged to attract more people back onto buses; and to cater for this increased demand; alongside improvements to the customer experience offer for bus, including additional resources to make the bus network safer and more secure and to allow increased enforcement of parking and

loading restrictions at key congestion hotspots. The overall ask of Government is still being determined as we finalise the BSIP proposals.

- 5.12 This funding will help build upon the significant local investment that has already been made over recent years and continues to be made within the bus network and associated infrastructure. This includes revenue funding as follows: £134 million committed funding up until 2025/26 towards the establishment of a franchised bus network; £32 million per annum (based on 2021/22) in the provision of subsidised and Ring and Ride services; and £16 million per annum to support the ongoing Our Pass pilot.
- 5.13 In addition, Greater Manchester has a unique track record in committing local funding in partnership with Government for investment in locally prioritised sustainable transport infrastructure, to support delivery at scale and at pace. This has included the ground-breaking Transport Fund (“GMTF”): a c.£3 billion capital investment programme (jointly funded 60% by Government and 40% from GM local contributions) which represented the largest 10-year local transport programme outside London. The delivery programme has continued in recent years through the Growth Deal, Transforming Cities Fund programme and Active Travel funding, but at a lower level of investment than GMTF. Notably from a bus perspective this programme has delivered the Leigh-Salford- Manchester guided busway, the Greater Manchester Cross City Bus Package, including the transformation of the Oxford Road corridor and a number of new transport interchanges.
- 5.14 With the role of an elected and accountable Mayor of Greater Manchester now firmly in place and a decision taken to implement a franchised bus system (subject to the outcome of the judicial review), Greater Manchester Combined Authority is in a stronger position to make the case for further devolution of powers from Central Government to take greater control of the transport network. These include devolving powers for moving traffic offences such as the blocking of yellow box junctions, which cause congestion and delays to bus services within our towns and cities, to local authorities.
- 5.15 Finally, the BSIP will be kept under regular review, drawing on regular engagement with customers, including non-users and ongoing monitoring of the performance of the network, tracking progress towards our stated targets, and adjusting course as appropriate.

6. BUS FRANCHISING – PROGRESS TO DATE AND NEXT STEPS

- 6.1 On 25th March 2021 the Mayor of Greater Manchester, in accordance with the provisions of the Transport Act 2000 (as amended by the Bus Services Act 2017), made the decision to introduce a bus franchising scheme for the entire GMCA area.
- 6.2 Two bus operators: Stagecoach and Rotala challenged the decision by way of a judicial review proceedings and the hearing was held in May 2021. The outcome of this process is awaited - a significantly longer period than was anticipated, and with

the risk of impacting on delivery timescales for the implementation of the Franchising Scheme.

- 6.3 The Programme for implementation of franchising has now been fully established. This covers activity associated with procuring franchise operators, delivering the strategy in relation to assets (eg depots, fleet, systems); developing the network strategy; all aspects of the customer experience including brand and the work associated with the future operating model for TfGM to manage franchising. As set out in the commercial and management cases of the Assessment this is a significant programme of procurement and implementation activity as well as being a large change programme within TfGM.
- 6.4 Within the overall context of Bus Reform, the Bus Franchising Programme will be a key tool to support the delivery of our BSIP ambitions. BSIP should also help support stability in the bus network prior to franchising. The National Bus Strategy which provides the policy context to BSIP is fully aligned with our approach to Bus Reform, with franchising as one of the delivery mechanisms for implementing BSIPs.
- 6.5 In May 2021, GMCA considered a report which set out the next steps required for the implementation and operation of the franchising scheme. As part of that report TfGM were instructed to commence various activities on behalf of GMCA. Those activities included commencing and managing the procurement processes in relation to the franchise contracts for tranche 1 of the franchising scheme, and the contracts for the various on-board equipment, systems and other services that would be required for the operation of the scheme. The decision to award the contracts concerned was reserved to either the GMCA or its officers, depending on the nature of the contract. The report also delegated to TfGM the authority to take any necessary or appropriate steps as required to implement the depot strategy set out in the Assessment and to undertake any preparatory work necessary to establish, operate and manage the Residual Value mechanism for fleet (this is a mechanism to manage the risk created due to the typical asset life of a bus being longer than the length of a franchise).
- 6.6 The first round of franchising will be rolled out in three tranches which are geographically focused as follows:



6.7 Each tranche will contain:

- Between two and five large franchises;
- Between five and ten small franchises; and
- In addition, there are around 300 schools contracts which will be let alongside the franchises.

6.8 Consideration can be given to accelerate the implementation of the scheme. This will initially require an amendment of the existing legislation and a decision by GMCA to consult with the public and bus operators on a proposed new timetable. The outcome of any such consultation and reasons for acceleration would then be considered by GMCA and the Mayor.

6.9 The procurement process for franchise operations commenced in the summer with the issue of invitations for passport applications under the Qualification System. Obtaining a passport will enable bidders to express an interest in bidding for any future franchise package and reduces therefore reduces the administrative burden for both operators and GMCA/TfGM. A similar system is in place in London.

6.10 In parallel there has been market engagement activity with a purpose of:

- Outlining the strategic importance and profile of bus franchising and the Greater Manchester market;
- Refreshing operators on the core principles of the franchise model; and
- Inviting initial comments from the operator market in order to test specific commercial principles and contractual mechanisms.

6.11 The next stage of the process is the Expression of Interest stage for specific franchise packages within Tranche 1. This is due to commence in October 2021.

- 6.12 In addition, on the 24 September GMCA provided delegated authority to TfGM to undertake functions under the TUPE regulations made under the Transport Act 2000.

Appendix 1: Greater Manchester's BSIP – Key Deliverables within Our BSIP submission

Key BSIP Theme	Key BSIP Deliverables
Customer Experience	<ul style="list-style-type: none"> • This is the Golden thread that will run throughout BSIP with all the improvements targeted at providing customers with an improved experience; • This will be supported by a Customer Charter – which will set out the standards that customers can expect across GM when using bus services in Greater Manchester; • We will seek additional resources to provide Travel Safe Partnership support to improve customer safety on the Bus Network and in particular to be deployed to hotspot areas (informed by the increased data and analytics capability) across the network on both a proactive and reactive basis; • We will introduce a new real time incident reporting system that will allow quicker and more reactive deployment of resources across the network; and • We will continue to develop our ticketing and payment proposition to provide account-based mobility services that deliver the outcomes of mobility as a service via a digital one-stop-shop with real-time information, travel payment, and customer services for different modes of transport.
Services	<ul style="list-style-type: none"> • Maintain and stabilise the existing bus service levels across Greater Manchester, in particular in light of Covid recovery; • Provide a greater level of turn up and go services on key routes across the network, with a particular focus of connecting our towns and key centres; Target - 70 additional routes brought up to high frequency standard. • Provide a network of services that is easier to understand for the customer and is available for longer including enhanced Sundays and evenings services and the introduction of a critical mass of 24 hour services on 15-20 key routes; • Integrate our bus services with other modes of travel (Rail/Metrolink and Active Travel) to allow seamless journeys across modes; • Local centre network improvements – Enhanced local connectivity and access into key town centres in all districts across GM - including DRT and 'socially necessary' transport where appropriate.

	<ul style="list-style-type: none"> • Encourage Active Travel to schools through a review of school services. • Provision of new express services to areas unserved by rail or Metrolink – including precursors to Rapid Transit proposals. Target 3-4 corridors • Enhance the performance of services through Network management tools and infrastructure investment (through CRSTS)
Fares and Ticketing	<ul style="list-style-type: none"> • Removal of multi-operator fare system barriers via the introduction of franchising - with options to start this GM-wide from Tranche 1; • Introduce a London-style flat fare for single trips (target £1.55), that will be extended in validity to become a Hopper (as in London) to permit a change of bus within one hour of the start of the trip; • Building on the current offer, introduce one-day and one-week bus travelcards offering the freedom of the network and which encourage discretionary trips that make good use of seats that would otherwise be empty. Travelcards are the most popular fare product in Greater Manchester and we aim to build on that success. This will be facilitated by Pay As You Go contactless that will see day and weekly capping introduced at the same price as the equivalent Travelcard, aiding more flexibility and ease of travel; • Introduce Bus and Metrolink multimodal fares as per London, where users pay only the fare for the higher single leg of the journey; • Extend the concessions policy to cover i) 25% discount for 18-21s and ii) 40% discount for groups (including at least one adult, off-peak only); • Introduce an integrated ticketing proposition that will see customers benefit from access to Pay As You Go and capping across bus and Metrolink using contactless and other forms of payment. Providing best fare and flexibility to customers across the network; • Introduce future Account Based Mobility Services which will bring together our retail channels (including contactless, online, mobile app and convenience stores options) for customers; • Account Based Mobility will be the foundation for integrated ticketing and information services as well enabling access to a wider mobility offering including bike hire and future initiatives such as Travel Hubs/Park and Ride and scooters; and • This inclusive ambition will allow those eligible for lower fares to register, for example, concessionary cards and manage account balances for travel. This capability will also allow for users with a preference for cash to access the benefits of flexible fares and capped charges across modes. These users may, for example, top-up their travel balance at convenience stores in a similar manner to Oyster users in London.

Fleet	<ul style="list-style-type: none"> • Delivery of c. 750 fully-electric vehicles to upgrade the main bus fleet • Delivery of an additional c.270 fully electric buses to support the expansion and improvement of service provision. • Delivery of 58 fully-electric accessible vehicles to upgrade the current Ring & Ride fleet • Retrofit entire bus fleet with audio-visual information systems • Retrofit entire bus fleet with on-bus passenger counters • It is our ambition to have all of our fleet electrified by 2032 which would reduce carbon emissions from the bus fleets in Greater Manchester by approximately 1.1MtCO₂e
Infrastructure (To be delivered through our CRSTS submission)	<ul style="list-style-type: none"> • Improved reliability and shorter journey times across the network and in particular on corridors where significant improvements are planned such as 50km of Quality Bus Transit, Bus Priority upgrades and resolution of bus pinchpoints across GM, improving reliability - especially on currently poor orbital connections between our towns; • An integrated and accessible public transport network where passengers can move seamlessly between modes through the use of improved infrastructure at key points on the network; • A high quality and safe waiting environment for customers – the next facilities to be improved include at Stockport and at Bury along with 2,000 bus stops (local accessibility and safety improvements); and • Improved connectivity to and from the public transport network by foot and by bicycle.
Network Management	<ul style="list-style-type: none"> • Working together to continually improve the management of the Key Route Network to better prioritise bus and active travel; • Enhance GMRAPS to introduce a Roadworks Charter which will through a series of principles and targets ensure roadworks are carried out as consistently, efficiently and safely as possible, keeping disruption to a minimum and supporting sustainable travel modes; • The introduction of a GM wide roadworks clash management tool which will highlight where multiple roadworks impact on bus services and will allow greater and more proactive management to reduce delays; • Taking advantage of new powers for local authorities for Lane Rental which will support increased efficiency of delivery of road works thereby reducing the impact on customers; • Taking advantage of new powers to enforce moving traffic offences to reduce unplanned delays on the network and in particular at yellow box junctions; and • The introduction of increased enforcement of existing parking/loading restrictions on key bus routes to reduce congestion and delays for bus services.
Information	<ul style="list-style-type: none"> • Provision of real time information at bus stops – with 1000 key interchange stops having digital screens and the remaining stops having digital departure information.

	<ul style="list-style-type: none"> • Information will be integrated through an Account Based Mobility offer ensuring customers can access information alongside other services. This will include a new integrated Bee Network mobile App. • A new website to bring to life the Bee Network and provide a shop window for customers to enable access to travel information that is integrated with other customer services. • The ability for customers to understand information on the level of accessibility of their end to end journey. • Real time information on the level of occupancy / crowding of individual bus services so customers can make informed choices about the best times to travel – on the basis of technology fitted to the bus fleet. • Improved and integrated disruption information for customers to help them navigate the Bee Network seamlessly.
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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: 15 October 2021

Subject: Road Safety Update

Report of: Peter Boulton, Head of Highways, TfGM.

PURPOSE OF REPORT:

To provide a road safety update to members.

RECOMMENDATIONS:

Members are asked to note the contents of the report.

CONTACT OFFICERS:

Peter Boulton Head of Highways 0161 244 1411
peter.boulton@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: 3

- Appendix A: Killed and Seriously Injured (KSI) Casualties.
- Appendix B: Current GM Safety Initiatives and Speed Management
- Appendix C: Legacy Road Safety Schemes Information

BACKGROUND PAPERS: Not applicable.

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	Overview & Scrutiny Committee	
Not applicable	Not applicable	

1. INTRODUCTION

- 1.1. The purpose of the report is to provide an update on Department for Transport (DfT) provisional road casualty figures for 2020; GM wide road safety initiatives and other road safety related developments; and legacy road safety schemes supported by the Safer Roads Greater Manchester (SRGM) Partnership.

2. PROVISIONAL DfT ROAD CASUALTY FIGURES FOR 2020

GM Killed and Seriously Injured (KSI) Road Casualties

- 2.1. The DfT have published provisional road casualty figures for Great Britain. These figures are based on what is known as 'Stats19' recordable collision records and remain provisional until fully published by the DfT, usually towards the end of a current year for statistics relating to the previous calendar year e.g., 2020.
- 2.2. Greater Manchester (GM) saw a decrease in KSI casualties of -25% in 2020 (512) compared to 2019 (683). This compared to an overall decrease of -22% for Great Britain as a whole.
- 2.3. The DfT has reported that overall GM vehicle km travelled estimates from 2019 to 2020 decreased by around -21% and the -25% decrease in KSI casualties is statistically significant and will be partly linked to the reduction in traffic, particularly during various pandemic lockdowns in 2020. As the economy continues to recover from the pandemic, traffic, and therefore KSI casualty figures, are likely to return to figures closer to pre-pandemic levels.

GM Fatal Road Casualties

- 2.4. In Greater Manchester there was a disappointing 6% increase in road deaths in 2020 (67) compared to 2019 (63). It should be noted that the 2020 figure includes one medical episode related death that is not Stats19 recordable, but where the inquest into cause of death may not have been completed before the annual file was closed by DfT. Road deaths, relative to the reductions in traffic levels, across England and Great Britain as a whole during 2020 appear to show increases in the rates per km travelled based on the limited information available.
- 2.5. Whilst the decrease in traffic and trip levels in Greater Manchester reduced during 2020, this allowed for more free-flowing traffic, which in turn increased the percentage of vehicles exceeding the speed limit. The correlation between trip levels and speed is a factor in the slight increase in fatalities, with speed being a factor in increasing the risk of a collision and subsequently greater injury severity in the event of a collision¹.

¹ https://www.who.int/violence_injury_prevention/publications/road_traffic/world_report/speed_en.pdf

3. GREATER MANCHESTER ROAD SAFETY UPDATE

DfT Collision Reporting and Sharing System (CRaSH)

- 3.1. The DfT CRaSH system is an electronic system used to record injury collisions by police forces. The system replaces paper forms completed by police officers, where data is inputted manually to computer systems, with the ability to use web-based forms, including on mobile devices. It should be noted that the rollout of this system can take a considerable amount of time as police forces have to migrate systems; rollout access; and provide training. For this reason, CRaSH has been rolled out incrementally to a smaller number of police forces each year.
- 3.2. Greater Manchester Police commenced the rollout of CRaSH in early 2021. Subject to approval, the ultimate aim will be for officers to have access to CRaSH on mobile devices. To date, the DfT have identified that the implementation of CRaSH impacts on 'serious' road casualty figures. This is because the existing system relied on a manual 'Stats19' form where the officer selected injury severity. The CRaSH system objectively classifies injury severity based on injuries sustained by people in reported road traffic collisions. Timescales for the implementation of CRaSH on officers' mobile devices is to be confirmed.
- 3.3. Based on information from other metropolitan police force areas where CRaSH has been implemented, it would appear that the increase in serious casualties has been in the order of 30% to almost 60%. This is likely to be due to casualties that would have previously been classified as 'slight' casualties being classified as serious by CRaSH. Therefore, it is reasonable to assume that recorded serious casualties may increase in GM once CRaSH has been fully implemented. In order to compare pre-CRaSH data years for monitoring purposes, it will be necessary to adjust any earlier or baseline data to account for CRaSH prior to implementation using DfT data; and facilitate any future forecasting or target setting.

Fatal Collision Research Project

- 3.4. The Fatal Collision Research Project is an in-depth study into the root causes of fatal road traffic collisions in GM using the full police investigation files, in addition to the Stats19 data recorded by Greater Manchester Police (GMP). The research was commissioned by SRGM and delivered by TfGM with the support of GMP. The principle aims of the project are to determine the root cause and factors of fatal collisions on the roads of GM and provide an evidence base; as well as lessons learned for investigation processes.
- 3.5. The project was delayed due to restricted access to GMP premises during 2020 and 2021 pandemic lockdowns. Draft findings and draft recommendations have been discussed with officers from GM Districts and Emergency Services at virtual

workshops. A final iteration of the report will be completed during Autumn and will feed into the Road Danger Reduction Action Plan, see below.

Road Danger Reduction Action Plan

- 3.6. In GM, over the last 6 years road deaths and homicide victim averages have been broadly similar, although road deaths tend to be less well acknowledged. In addition, between 2010 and 2018 London reduced its 3-year average road deaths by 30% compared to just 18% within GM. Concerns around road safety are also the biggest barrier to the uptake of active travel. In his manifesto the GM Mayor pledged to have a Road Danger Reduction Action Plan to help address this.
- 3.7. The Road Danger Reduction (RDR) approach is an evolution of road safety that places less exclusivity on only reducing road casualties as it also focuses on addressing road danger at its source. Regardless of fault or blame motorised traffic, and cars in particular, are the key source of danger or harm. See Chart 9 within Appendix A.
- 3.8. The RDR approach seeks to create a more inclusive and equitable environment that encourages walking, cycling and the use of public transport. This complements the GM 2040 Transport Strategy which has a goal of reducing deaths and serious injuries on our streets to as close as possible to zero by 2040. RDR also has synergies with the GM Streets for All sub-strategy and will help to achieve 'The Right Mix' for 2040 which aims for 50% of all journeys in GM to be made by public transport or active travel. This will support a reduction in car use to no more than 50% of daily trips, representing an equivalent of 1 million more sustainable journeys a day.
- 3.9. A RDR Advisory Group is being set up to guide the development of and facilitate implementation of the Action Plan. The Advisory Group will be chaired by the Transport Commissioner and consist of members from GMP, GMCA, GM District representation, and road safety specialists and organisations. The Action Plan will be an organic document which will grow and develop periodically as travel patterns change. The Action Plan will apply a 'Problem Solving' approach favoured by GMP.
- 3.10. TfGM will also be launching a public conversation in Autumn, to help shape and define Greater Manchester's vision for the Bee Network. The consultation will be used to help define the view of road danger in GM.

Legacy Road Safety Schemes

- 3.11. An update on the monitoring of legacy funded road safety schemes is included within Appendix C.
- 3.12. These schemes were partly implemented using capital funding that is no longer available. GM Districts determined applications with the criteria set using: KSI casualty and hotspot data; and other general data; additional priority for vulnerable

road users such as people walking, cycling or motorcycling etc. Potential scheme safety benefits and other sustainable transport related benefits are also taken into consideration.

Other Road Safety Related Scheme Investment

- 3.13. GM Districts are able to prioritise investment for road safety schemes. The criteria set for scheme selection is at the discretion of relevant GM District, and generally includes the use of recorded KSI casualty data, often including 'hotspot' analysis. TfGM does, upon request, provide advice to assist GM Districts with good practice for prioritisation methodologies.
- 3.14. The Mayor's Cycling and Walking Challenge Fund schemes ensure that key safety, and perceived safety, issues are addressed, and that all infrastructure is suitable for use by an unaccompanied 12-year-old on a bike, and a parent pushing a double buggy. Both these users are proxies for a wide variety of other vulnerable road users. A Streets for All Design Check is also applied, which picks up critical safety issues such as inappropriate pedestrian crossing provision, or absence of physical protection for cyclists on busy roads. Schemes are prioritised to ensure that best value is achieved. As part of the preparation of the Full Business Case, design approval must be obtained from TfGM's Cycling and Walking Design Review Panel.

Current GM Safety Initiatives

- 3.15. GM Districts have a statutory duty to promote and deliver road safety education; training; and publicity. Some priorities are more effectively supported through SRGM Partnership working at a GM level.
- 3.16. See Appendix B for more information on initiatives supported by SRGM and delivered at a GM level. These initiatives tend to be led by TfGM/DriveSafe and other Partners such as GMP or Greater Manchester Fire and Rescue Service (GMFRS) and include:
- Safe Drive Stay Alive (SDSA) aimed at younger drivers and passengers.
 - Older Drivers – including promotion of sustainable travel alternatives.
 - GMP BikeSafe – motorcycling assessments and feedback.
 - Speed Management (Speed complaints process; and Speed Toolkit).
 - Speed and Anti-social Driving Behaviour Campaign.
 - Child car seat safety.

4. NATIONAL ROAD SAFETY UPDATE

Safety Camera Criteria and DfT Review of Circular 01/2007

- 4.1. Requests for new safety cameras are assessed by officers in GM Districts against the criteria based upon DfT Circular 01/2007 (Use of speed and red-light cameras). In 2020 Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) recommended that the DfT review Circular 01/2007. The DfT have indicated that the updated document is expected to be published during 2022.

DfT Strategic Road Safety Statement Development

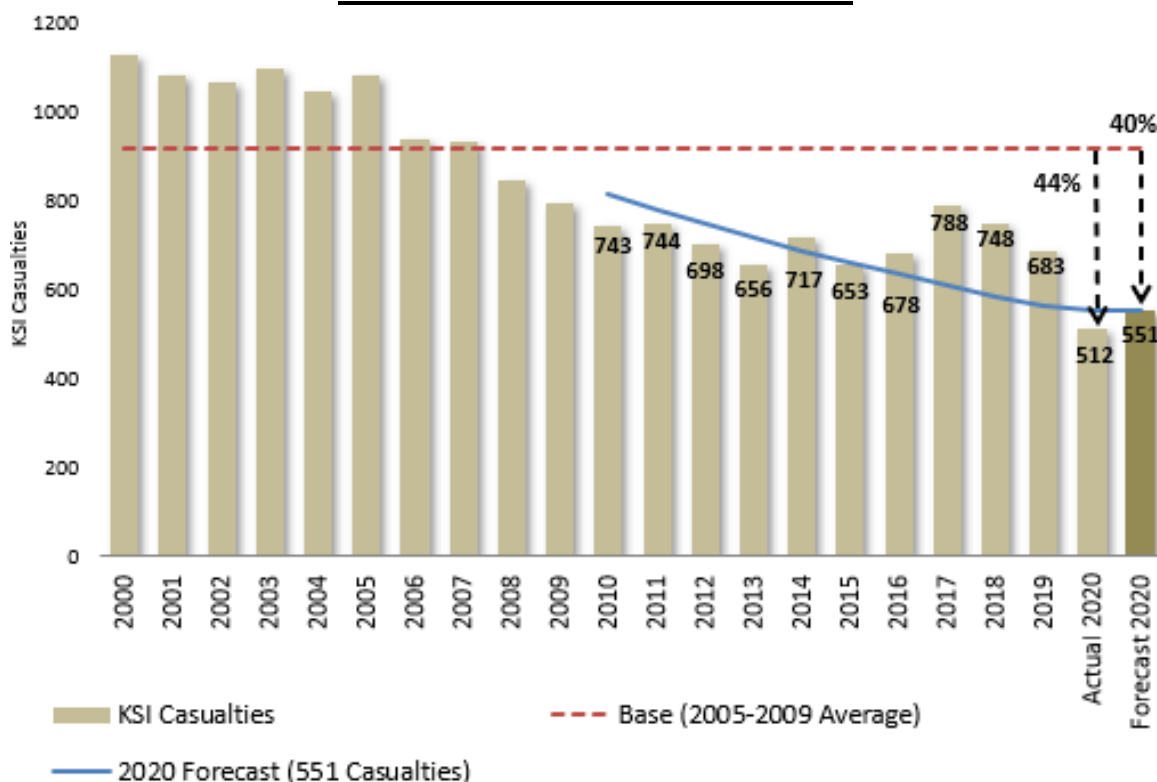
- 4.2. TfGM presented at the Parliamentary Advisory Council for Transport Safety (PACTS) road safety strategy stakeholder workshop on 21st July 2021. Presentations are to influence the next DfT Road Safety Strategy or Statement by PACTS members, including TfGM. The points discussed on behalf of GM included:
- The opportunity to reintroduce national casualty reduction targets that apply across government departments, similar to the Scottish government position.
 - Transport and road safety inequalities and links to deprivation.
 - Challenges and opportunities around specific road safety funding.
 - The need to review road offender sentencing guidelines.
 - Support for the victims of traffic collisions.
 - The potential for the Home Office to consider approval of multi-function use of new safety camera technology.
 - The benefits of joined up road safety campaigns led by central government and supported locally.
- 4.3. The DfT has not yet set a timescale for any next steps.

Peter Boulton, Head of Highways, TfGM.

Appendix A – Killed and Seriously Injured (KSI) Casualties

- A1. The 2020 Road Casualty Great Britain Report has yet to be published by the Department for Transport (DfT). The full report is expected during Autumn 2021; however, the provisional results are available.
- A2. Greater Manchester saw a decrease in KSI casualties of -25% in 2020 (512) compared to 2019 (683). This compared to an overall decrease of -22% for Great Britain as a whole.
- A3. Greater Manchester has seen a 44% reduction from the baseline figures for 2005-2009 average and subsequently met the DfT forecast for a 40% reduction in KSI casualties by the end of 2020 as set out in the DfT “Strategic Framework for Road Safety”- May 2011 (**Chart 1**).

Chart 1: KSI Casualties 2000-2020



- A4. Due to the ongoing integration by Greater Manchester Police (GMP) of adopting a new collision reporting system known as CRaSH during 2021, the usual lag in data being received from GMP has lengthened meaning that there is currently no full provisional data available for 2021.

- A5. The coronavirus pandemic and associated travel restrictions affected road casualties during 2020. Road Casualties saw the greatest monthly percentage decrease of 56% in April 2020 compared to 3-year average for 2017-2019. This aligns with the first full month of national lockdown and the reduction in motor vehicle traffic and overall trip levels which saw a reduction in estimated trips of 60% during April 2020. **(Chart 2)**.
- A6. Nationally there was a 68% reduction in road casualties during April and a 63% reduction in motor vehicle traffic. Overall estimated trip levels recovered but remained suppressed during the remainder of 2020 with a further reduction during the second England lockdown in November.
- A7. KSI Casualties also remained lower throughout 2020 when compared to the previous 3-years of 2017-2019 **(Chart 3)**.

Chart 2: KSI Casualties and GM Trip Levels by Month 2020

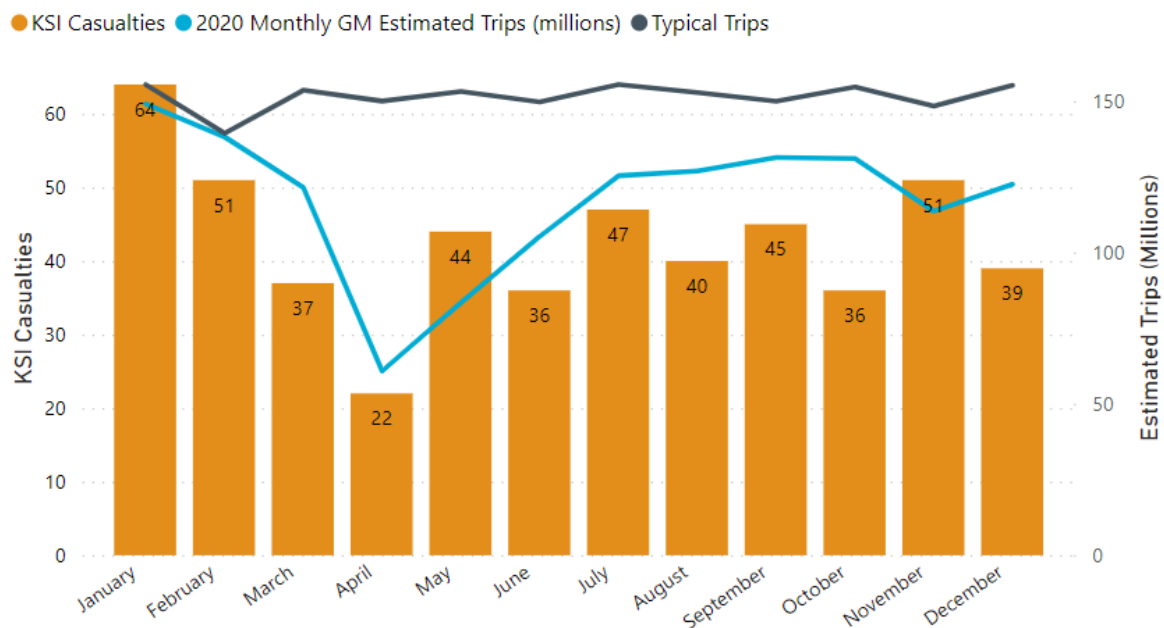
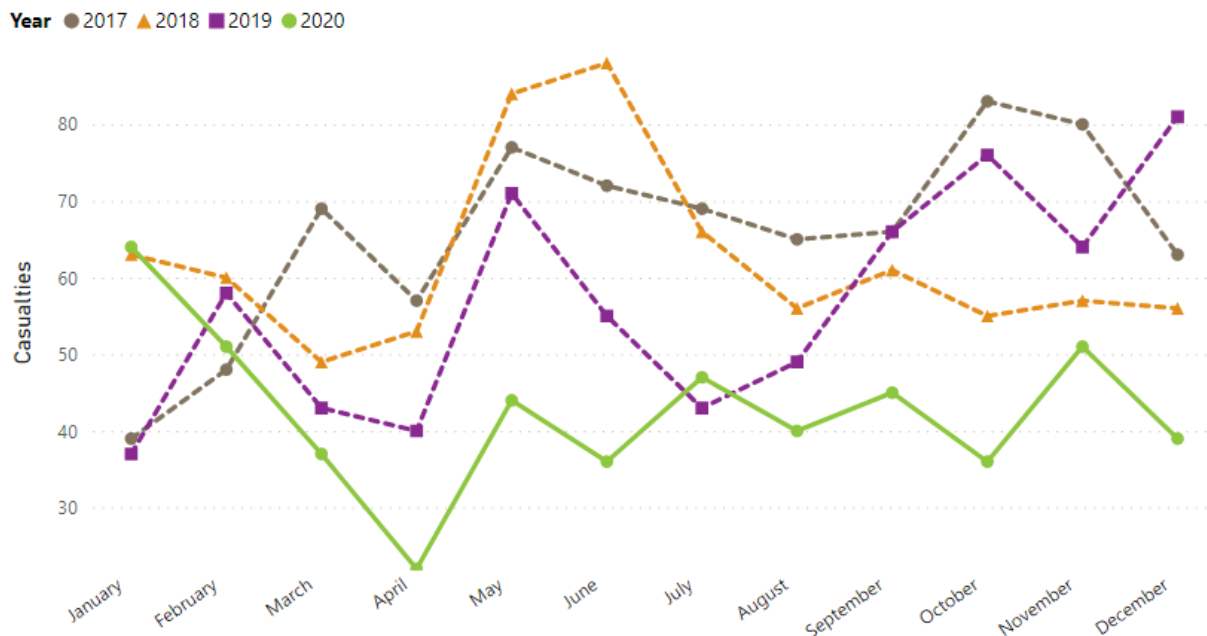


Chart 3: KSI Casualties by Month 2017-2019 compared to 2020



CRaSH COLLISION REPORTING SYSTEM AND KPI REPORTING POST 2020

- A8. GMP are in the process of rolling out the DfT Collision Reporting and Sharing System (CRaSH) . This system is an Injury Based Reporting System (IBRS) which provides greater accuracy in determining the severity of injuries sustained and replaces police officer responsibility in determining severity of the injuries in the collision reporting process. As a result, within police forces that were early adopters of CRaSH it has led to a change in the reported severity of road casualties as prior to the adoption of CRaSH, many serious injuries may have been classified as slight injuries. Studies carried out by the DfT analysed the high-level data and determined that the adoption of CRaSH or a similar IBRS led to increases in “serious” injuries due to the self-validating nature of the system. For metropolitan areas the increases have been between 30% and 60% in some cases.
- A9. This led to the DfT addressing the issue and developing a methodology of adjusting the historical (pre-CRaSH) figures to enable the continuity of recording and analysing casualty trends. The published adjusted figures identify the expected casualty figures on historic trends if an IBRS been in use previously.
- A10. With GMP adopting CRaSH, it is expected that the number of recorded serious injuries will increase as a result, making it problematic to compare KSI’s to previous years, therefore in the future, actual historical KSI figures will be published alongside these adjusted figures to allow for a continuity of reporting.

FATAL CASUALTIES

- A11. In GM there was a disappointing 6% increase in road deaths in 2020 (67) compared to 2019 (63) (**Chart 4**). It should be noted that the 2020 figure includes one medical episode related death that is not Stats19 recordable, but where the inquest into cause of death may not have been completed before the annual file was closed by the DfT. Road deaths, relative to the reductions in traffic levels, across England and Great Britain as a whole during 2020 appear to show increases in the rates per km travelled based on the limited information available.
- A12. Whilst the decrease in traffic and trip levels in Greater Manchester reduced during 2020, this allowed for more free-flowing traffic, which in turn increased the percentage of vehicles exceeding the speed limit. The correlation between trip levels and speed may be a factor in the slight increase in fatalities, with speed being a factor in increasing the risk of a collision and subsequently greater injury severity in the event of a collision. (**Chart 5**).
- A13. As Fatal casualty figures are susceptible to greater percentage changes from relatively small changes in actual figures, a Poisson Statistical Test has been carried which has ascertained that the changes are indicative but not statistically significant.

• **Chart 4: Fatal Casualties 2000-2020**

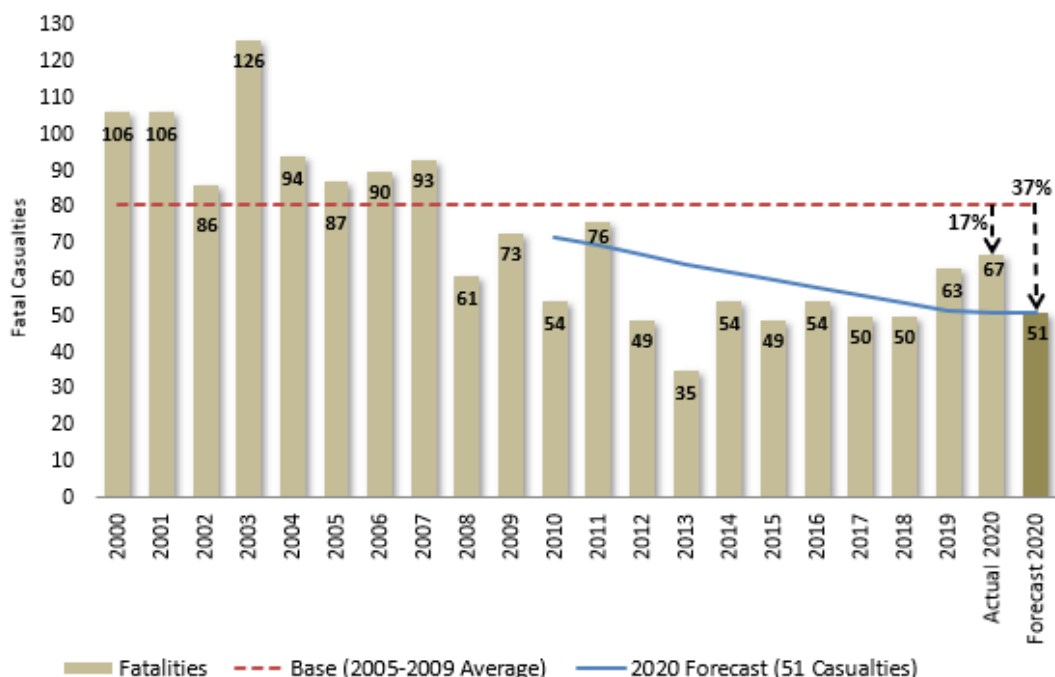
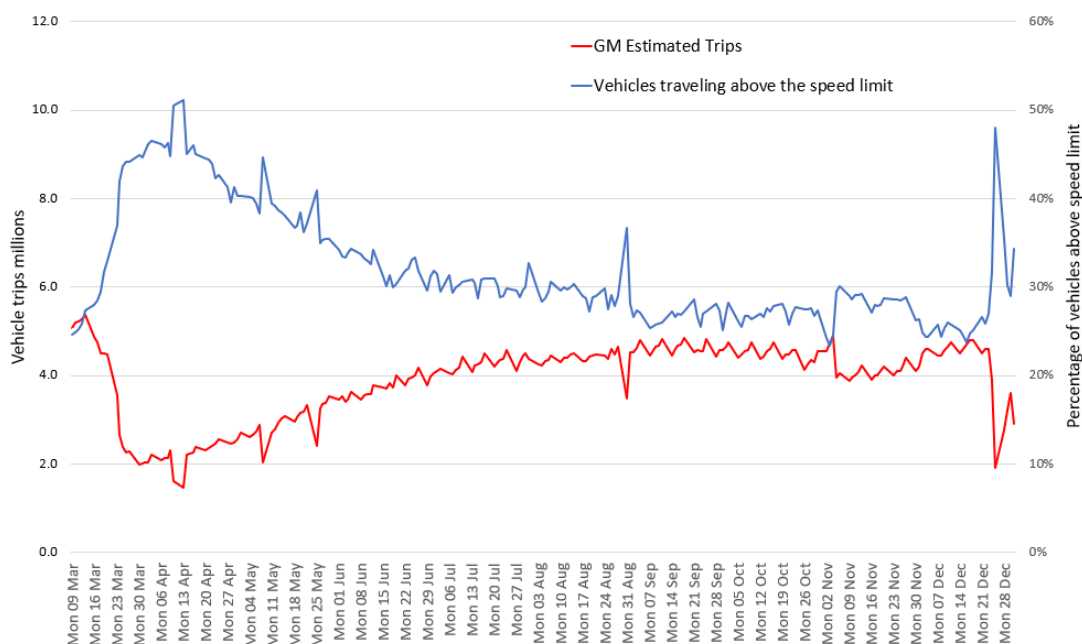


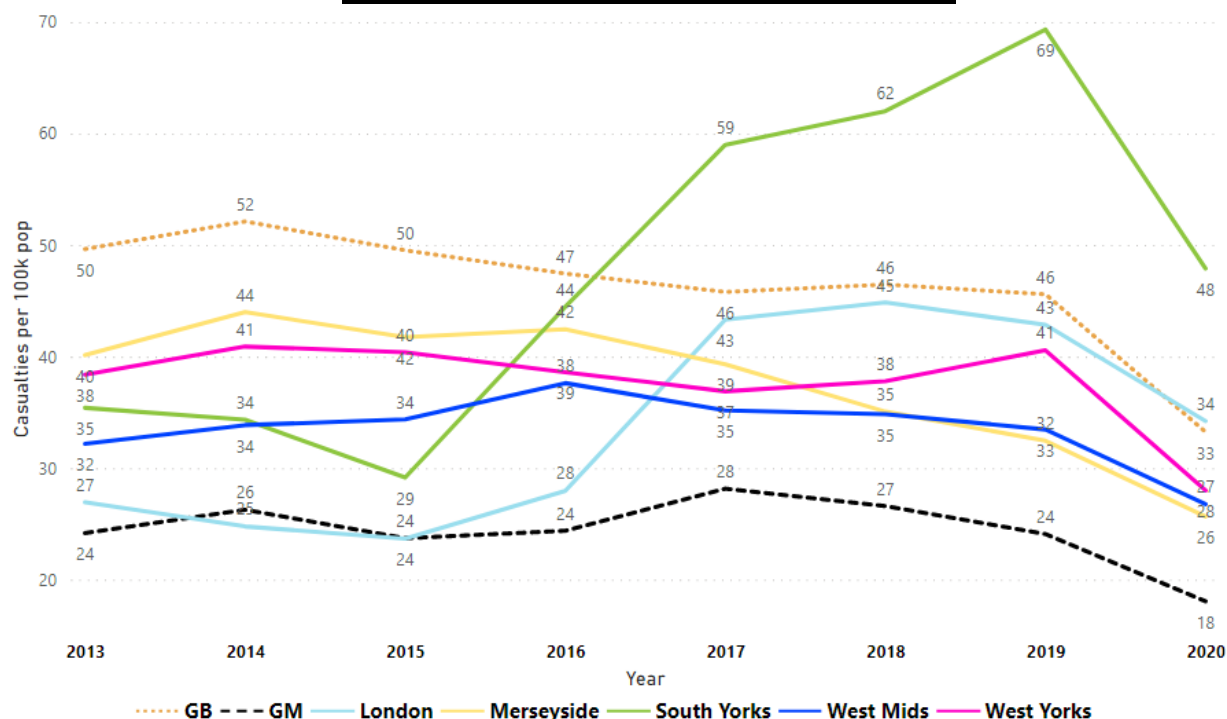
Chart 5: Percentage of Vehicles Travelling Above the Speed Limit and Estimated Trips Weekdays in Greater Manchester During COVID-19



COMPARISONS WITH OTHER AREAS

- A14. As the 2020 Road Casualty Great Britain Full Report has yet to be published by the DfT, it is not currently possible to compare Greater Manchester casualty rates per Billion Vehicle KM to other police force areas.
- A15. However, it is possible to compare the Greater Manchester KSI Casualty Rate by population i.e., KSI casualties per 100,000 people living in the area. (*Note that 2020 population estimates are not available therefore 2019 population data is used, as population rates only tend to increase slightly by around 0.5% each year*). (**Chart 6**).
- A16. As with KSI figures themselves, all areas saw a decrease in KSI rates during 2020. Greater Manchester remains with the lowest KSI rate with 18 KSI casualties per 100,000 people in 2020. The next lowest is Merseyside with 26. Nationally the KSI rate per 100,000 people is 33. Comparing casualty rates by population is limited and should be interpreted with caution as it includes casualties residing outside the area and will not reflect the nature of the overall transport network and travel patterns.

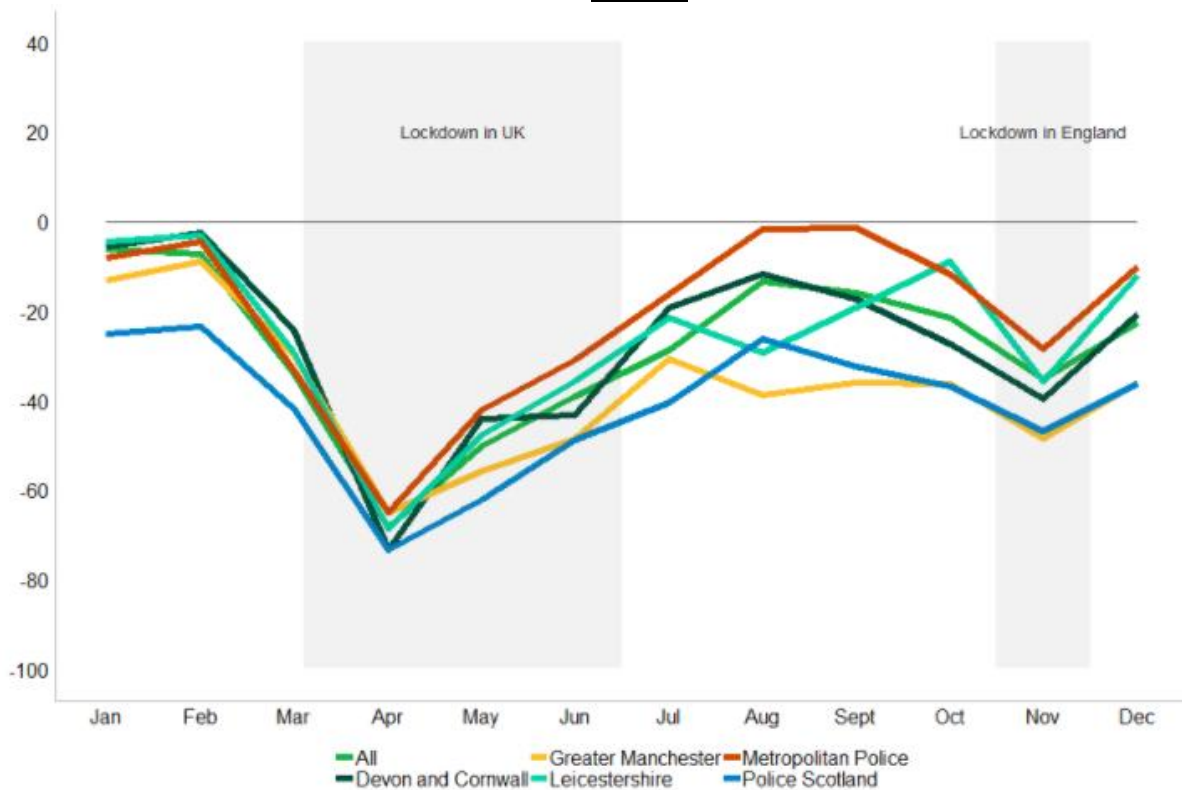
Chart 6: KSI Casualties per 100,000 population 2013-2020 in Greater Manchester and other Metropolitan Areas & Great Britain



South Yorkshire Police adopted CRaSH in Jan 2016 and West Midlands in Nov 2015, London implemented a Single Online Home recording system in 2016 which partially account for the increase following the introduction of these new recording systems. (See section regarding how CRaSH affects KSI figures)

- A17. During the national lockdown, all police force areas saw a similar decrease in all severity road casualties compared to the 3-year average from 2017-2019 (**Chart 7**).
- A18. Following the end of the first lockdown, casualties within certain police force areas (such as in London) started to increase to similar pre-pandemic levels. In areas that had local lockdowns implemented during July and August including Greater Manchester and Leicestershire, casualties remained at a lower level than areas that had no local restrictions implemented.

Chart 7: Percentage Decrease in All Severity Casualties Compared to 3-year Average (2017-2019) by Greater Manchester and Selected Police Force Areas and Month



ROAD USER VULNERABILITY AND RISKS POSED BY DIFFERENT MODES

- A19. People walking and cycling make up almost half of all people killed or seriously injured. When motorcycling is included, the percentage is almost 70% (**Chart 8**). Evidence suggests that for people cycling, walking, and motorcycling the main source of danger is from collisions with cars where at least one other vehicle was involved. Road users are much more likely to be killed or injured in a car or by a car than any other mode, additionally, cars are involved in a high number of collisions in which road users who pose little danger to other road users are killed or injured. (**Chart 9**).

Chart 8: KSI Casualties by Percentage Road User Group (2016-2020)

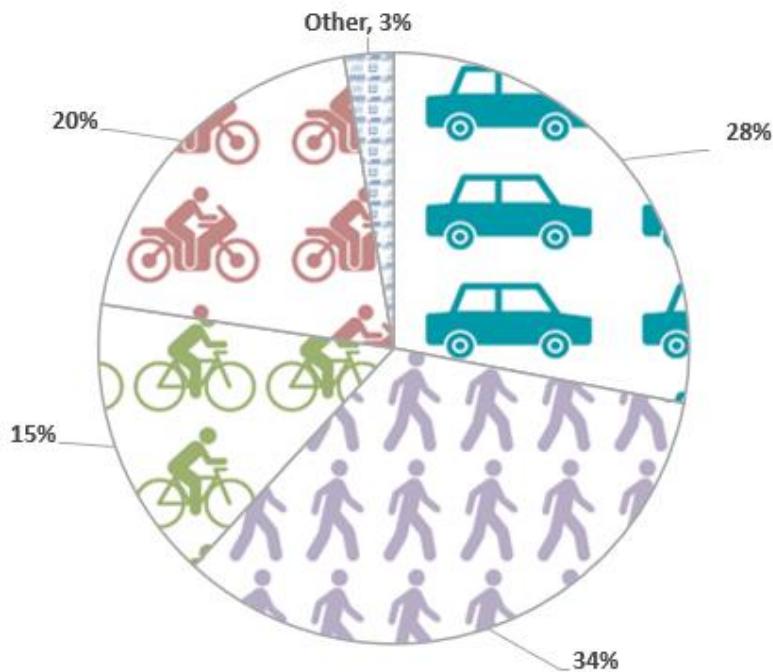
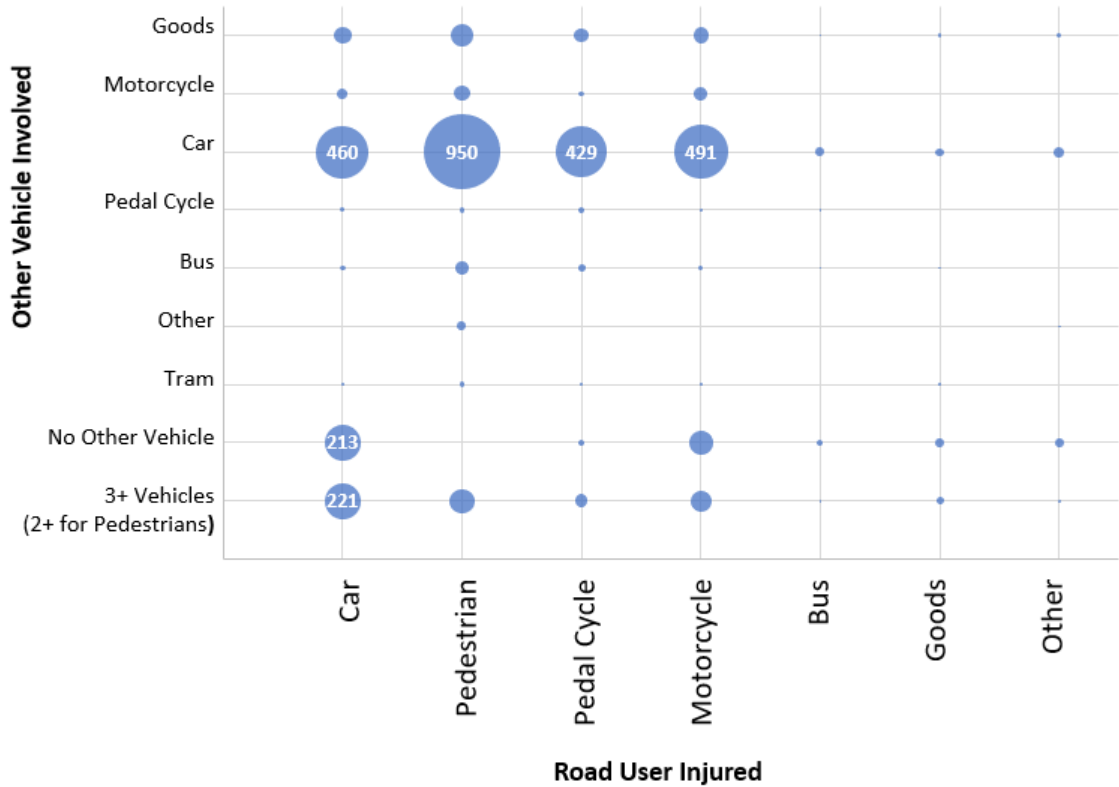


Chart 9: GM KSI's by Casualty Type and Other Vehicle Involved 2015-2019



- A20. In 2020 there was a shift in travel behaviours due to the Covid 19 pandemic, which varied by transport mode. Bus usage and car usage fell and there was an increase in cycling. As mentioned previously this has had an effect of the casualty figures in Greater Manchester during 2020 with reductions in KSI casualties across all modes (with the exception of Other Vehicles). These variances are reflected nationally across most modes although nationally, there was an increase in Pedal Cycle KSI's compared to a small reduction in Greater Manchester which may be as a result of a greater uptake in cycling rates in other areas of the country (**Charts 10 & 11**).

Chart 10: KSI's By Road User Group and % change 2019-2020 GM & GB


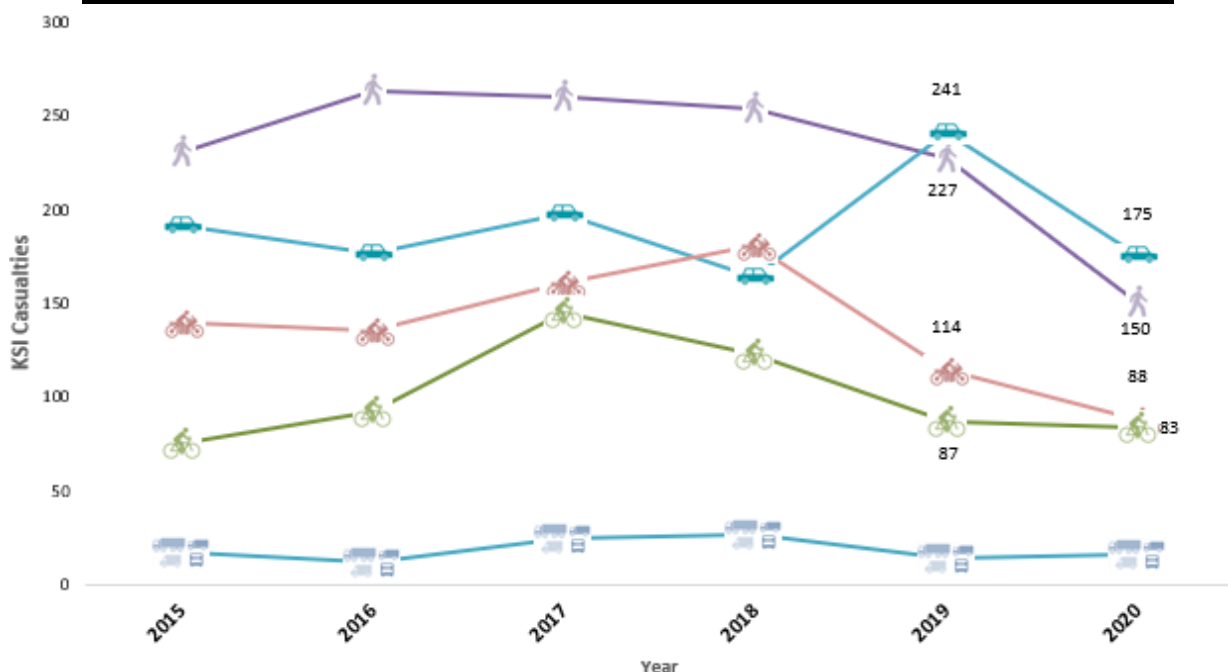
	Road User Type	2020	2019	GM % Change from Previous Year	Great Britain % Change from Previous Year
	Car Occupants	175	241	↓ -27.4%	↓ -25.6%
	Pedestrians	150	227	↓ -33.9%	↓ -32.4%
	Cyclists	83	87	↓ -4.6%	↑ 3.1%
	Motorcyclists	88	114	↓ -22.8%	↓ -21.5%
	Other	16	14	↑ 14.3%	↓ -17.6%
	Total KSI Casualties	512	683	↓ -25.0%	↓ -22.0%

Chart 11: Greater Manchester KSI Trend by Road User Group 2015-2020



- A21. As we have seen, the greatest danger (not 'fault') to road user safety comes from cars. The reduction in motorised traffic (predominantly car traffic) during the pandemic has demonstrated that even with a greater chance of drivers exceeding the speed limit, fewer car journeys can result in fewer casualties amongst road users especially vulnerable road users. Prior to the pandemic, all indications within Greater Manchester and nationally was that the DfT forecast of a 40% reduction in KSI's would not be achieved. As the economy continues to recover from the pandemic, traffic, and therefore KSI casualty figures, are likely to return to figures closer to pre-pandemic levels.

FACTORS THAT AFFECT ROAD CASUALTY NUMBERS

- A22. There is no single underlying factor that drives road casualties. Instead, there are several influences. These include:
- The distance and frequency that people travel (which is partly affected by economic factors and in the case of 2020 by the Covid 19 pandemic and lockdowns).
 - The mix of transport modes used.
 - Behaviours of people.
 - The mix of groups of people using the road (e.g. changes in the number of newly qualified or older drivers).
 - Environmental factors such as weather, which can encourage/discourage travel or change in the risk on the roads (e.g. by making the road surface more slippery).

Appendix B – Current GM Safety Initiatives and Speed Management

Current GM Safety Initiatives

- **Safe Drive Stay Alive** (funded by SRGM)– Partnership project between GM Fire & Rescue Service, GMP, North West Ambulance Service, Salford Royal NHS Foundation Trust and HMP Forest Bank. The project provides the opportunity for young people to attend an emotionally engaging half day performance where they watch a series of short, emotive films and live speakers from the emergency services and presentations from members of families whose lives have been affected by a serious road traffic collision. Aim of the project to reduce the risk of the number of young people killed or seriously injured on GM roads as this group is overrepresented. 2020 programme held virtually with colleges due to the COVID-19 pandemic, 2021 events started at Middleton Arena, Rochdale in late September with dates in October and November.
- **Older Drivers - Safer Driving for Longer (SDfL)** DriveSafe delivered a new pilot course called Safer Driving for Longer aimed at older drivers. This initiative focuses on an ageing population and the potential for increasing casualties within this group. The scheme will help improve road safety for all road users through education and awareness with an assessment; and promotion of sustainable travel alternatives to driving. Due to the COVID-19 pandemic, courses were suspended and they are set to resume in Autumn 2021.
- To support the **SDfL** courses there is a Safer Driving Seminar scheduled to take place on the **19th April 2022** after the 2020 seminar was cancelled due to the pandemic. The seminar will be in the format of guest speakers, topics, discussion points etc. from a variety of the Safer Roads GM Partnership (GMFRS, National Highways, GMP, etc.) plus speakers offering advice from various health and public transport professionals to older drivers aged 60+.
- **GMP BikeSafe** (part funded by SRGM and GMP) - 'BikeSafe' is a national, Police (NPCC) led, motorcyclist advisory, assessment and referral scheme whose goal is to contribute to reduced risk of injury. BikeSafe workshops involve classroom sessions to identify areas of attitudinal and road risk; and suggest methods employed by emergency service motorcyclists to reduce those risks. Thereafter, a client's riding is observed, resulting in development advice, an industry recognised development form and referral, wherever possible, to accredited training providers. BikeSafe has been developed and implemented to improve motorcyclists' riding behaviour, awareness of safer motorcycling and the benefits of accredited training. Workshops due to resume October after being suspended due to the COVID-19 pandemic.
- **Speed Management** - (Speed complaints process and Speed Toolkit) GMP have been working throughout the lockdown period to address issues relating

to speed and poor driving on the roads of GM. GMP officers have been gathering community concerns alongside data to conduct roadside enforcement activity. In support of this increased activity SRGM have created a speed toolkit of resources and this is now available to all Partners. The toolkit is to complement the work of the speeding complaints process between Greater Manchester Police and GM Districts and will help manage speeding enquiries from members of the public.

- **Speed and Anti-social driving behaviour campaign** - speed and anti-social driving behaviour campaign is being launched in Autumn 2021 and will focus messaging on inappropriate and dangerous behaviour using media channels and targeted to appropriate audiences using market segmenting data.
- **SRGM publicity calendar** and engagement programmes are aligned with the National Police Chief's Council (NPCC) and Fire / DfT calendars for Safer Roads. Themes include Think Bike / Think Biker; Drink and Drug Drive; and sharing the road with pedestrians and cyclists etc. The calendar is designed to raise awareness and understanding of risks, using trends and geodemographic data using various media channels. All SRGM Publicity had previously been suspended due to the COVID-19 Pandemic.
- **In Car Safety** - SRGM have commissioned Good Egg Safety to facilitate virtual child car seat safety checks. Virtual events are taking place twice a month until March 2022. Promotion via SRGM Partners, Social Services, child minders etc.

Appendix C – Legacy Road Safety Schemes Information

Monitoring of Legacy Partnership Road Safety Schemes

- C1. Between 2013 and 2016 GM Partners were invited to submit applications for funding to deliver road safety schemes. The funding was not intended to replace existing investment in road safety e.g. local authority road safety schemes, as it was intended to supplement funding for road safety. The priorities for the applications were killed and seriously injured casualties; and vulnerable road user groups including people walking, cycling & motorcycling; and 17-25 year old vehicle occupants.
- C2. Due to the staggered programme for delivery, most schemes do not currently have a full 60 months of post-implementation data, usually required. The investment in highways road safety schemes represents, on average, a reduction of around 64 collisions per year for all GM schemes.
- C3. Following legal advice from the National Driver Offender Retraining Scheme (NDORS) in 2017 and 2018, cost recovery of revenue-based activities only will continue going forward. This means that SRGM is currently unable to contribute towards significant capital investments as was the case with the legacy schemes. Other revenue based activities being delivered at a GM level can be found in Appendix B.
- C4. As TfGM DriveSafe has not provided NDORS courses for police force areas outside of GM since 2016, the ability to invest in road safety has been reduced. Funding for road safety and danger reduction measures has previously been allocated from the transport minor works budget or residual DfT road safety grants that no longer exist. More recently, investment aimed at growing active travel, including addressing safety and road danger for people walking and cycling, has become available via the Mayor's Challenge Fund for Cycling and Walking for the Bee Network.

Monitoring of road safety schemes

- C5. Monitoring at an individual scheme level is undertaken by GM Districts with detailed local knowledge of the road network; developments; and road network demand. Safety benefits are normally calculated when all schemes within a programme application year have 60 months of pre and post-implementation data for an equitable comparison.
- C6. In order to conduct an interim assessment of the impact of these road safety schemes at a programme level periodically, it is necessary to calculate annual average values based on post-implementation recorded injury collision data. Department for Transport (DfT) average values of prevention based on a consistent

willingness to pay (WTP) approach² using the most recent average value of collision prevention are also used³. This approach encompasses aspects of the valuation of casualties, including the human costs, which reflect pain, grief and suffering; the direct economic costs of lost output, and the medical costs associated with road collision injuries.

- C7. As annual averages have been used, Benefit to Cost Ratios (BCR's) are limited to a programme entry application year level until a full 60 months of post-implementation data is available for each grouping of schemes. This is to avoid a skewing or distortion of BCR values where less data is available; where fluctuations or inconsistencies in the occurrence of recorded injury collisions may happen during the after period; and to account for more recent provisional data yet to be finalised by the Department for Transport (DfT). This method allows for such fluctuations and provides a more accurate overall estimate of benefits at a programme entry year level. Periodic reports to the Greater Manchester Transport Committee will include additional information on individual schemes as a full 60 months of post-implementation data is available for each grouping of schemes.
- C8. The benefits stated above focus on the value of preventing recorded injury collisions and do not include the value to the economy of preventing congestion; increases in sustainable travel; or other supplementary scheme benefits. Non-infrastructure schemes cannot be monitored in this way and are subject to other methods of evaluation by the respective GM lead delivery organisation.

2013/14

- C9. Legacy schemes approved during 2013/14 for implementation from 2014/15 now have on average 60 months of post-implementation recorded injury collision data. Based on the available data, the benefits of implementation are estimated to be circa £7.27 million against an infrastructure investment of £1.03 million, or a Benefit to Cost Ratio (BCR) of 7.1. Safety benefits are normally calculated when all schemes have 60 months of after data.
- C10. The benefits stated above focus on the value of preventing recorded injury collisions and do not include the value to the economy of preventing congestion; increases in sustainable travel; or other supplementary scheme benefits. Non-infrastructure schemes cannot be monitored in this way and are subject to other methods of evaluation by the respective GM lead delivery organisation.

²

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/244913/rrcgb2012-02.pdf

³

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/833800/ras60001.ods

C11. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

Name	Scheme	Lead Partner	GMCRP Contrib. £'000	60 months before / after collision change
Lee Lane	20mph route scheme.	Bolton	77.5	Before 10 After 6 -40%
A6 Blackrod By-Pass/ Station Rd	Signal junction improvements.	Bolton	135.9	Before 5 After 3 -40%
A34 Upper Brook St (Brunswick St to Dover St)	Pedestrian and cycle improvements (delivered in conjunction with Cross City Bus).	Manchester	167.5	Before 27 After 9 -66.7%
Wilmslow Rd/ Wilbraham Rd	Cycling Improvements at traffic signal junction. *Significant cycling route upgrade following signal changes affecting after monitoring period.	Manchester	100	*Not applicable
B6393 Greengate	Safety & Sustainable Travel.	Oldham	110.7	Before 11 After 8 -27%
A58 Church St – Eastwood St to Victoria St, Harehill Rd/ Victoria St	Littleborough Centre Safety Improvements.	Rochdale	159.6	Before 9 After 3 -66.7%
B6194 Lees Rd/Kings Rd	Junction improvement & MOVA traffic signal controller installation.	Tameside	200.4	Before 7 After 3 -57%
A56 Parallel Routes	Cycle Safety Scheme.	Trafford	80	Before 116 After 79 -32%
			1031.6	

2014/2015

C12. Legacy schemes approved during 2014/2015 for implementation from 2015/16 now have between 31 and 60 months (on average 56 months) of post-implementation recorded injury collision data. Based on the available data, the benefits are estimated to be circa £6.86 million against an infrastructure investment of £0.86 million, giving an indicative current Benefit to Cost Ratio (BCR) of 8.0. Safety benefits are normally calculated when all schemes have 60 months of after data.

C13. The benefits stated above focus on the value of preventing recorded injury collisions and do not include the value to the economy of preventing congestion; increases in sustainable travel; or other supplementary scheme benefits. Non-infrastructure schemes cannot be monitored in this way and are subject to other methods of evaluation by the respective GM lead delivery organisation.

C14. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

Scheme Name	Description	Lead Partner	GMC RP Contrib. £'000	60 months before / after collision change
Plodder Lane / Glynne Street, Route Management Scheme	Route safety scheme linked to maintenance work.	Bolton	125	Before 14 After 10 -28%
Portland St pedestrian safety improvement package.	This project is linked to the Regional Centre Proposals for Cross City Bus Scheme on Portland Street - additional pedestrian improvements.	Manchester	200	Before 39 After 16 -59%
Safety Improvements for pedestrians and cyclists - St Mary's Way, Oldham Town Centre	Pedestrians and cyclist improvements on St Mary's Way.	Oldham	91	Before 19 After 7 -63%
Townhead Junction Improvements	Alterations to the Townhead junction as part of Rochdale Town Centre improvements.	Rochdale	50	Before 15 After 10 -33.3%
Councillor Lane Puffin Crossing Safety Improvements	Improvements to existing Puffin crossing.	Stockport	41	Before 6 After 0 -100%
B6194 Whiteacre Road / Curzon Road	New traffic signals.	Tameside	151	Before 9 After 0 -100%
A56 / Davyhulme Road East Junction Upgrade	Junction upgrade including a new Toucan crossing, upgrade of existing crossing to Toucan.	Trafford	100	Before 14 After 1 -93%
Kitt Green Community Casualty Reduction Project	Safety improvements to Kitt Green Road including enhanced pedestrian crossing locations.	Wigan	100	Before 13 After 8 -38.5%
Schemes in grey only have partial after monitoring data and the reduction should be interpreted with caution.			858	

2015/2016

C15. Legacy schemes approved during 2015/16 for implementation from 2016/17 now have between 30 and 42 months (on average 35 months) of post-implementation recorded injury collision data. Based on the available data, the benefits of implementation are estimated to be circa £5 million against an infrastructure investment of £0.72 million, giving an indicative current Benefit to Cost Ratio (BCR) of 6.9. Safety benefits are normally calculated when all schemes have 60 months of after data.

- C16. The benefits stated above focus on the value of preventing recorded injury collisions and do not include the value to the economy of preventing congestion; increases in sustainable travel; or other supplementary scheme benefits. Non-infrastructure schemes cannot be monitored in this way and are subject to other methods of evaluation by the respective GM lead delivery organisation.
- C17. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

Name	Description	Lead Partner	GMCRP Contrib. £'000	60 months before / after collision change
Bradford Street	Route scheme linked to planned maintenance.	Bolton	79.3	Before 24 After 3 -87.5%
Kingsway/ Moseley Road	Signing, lining and surface improvements to roundabout approaches.	Manchester	84.5	Before 15 After 11 -26.7%
Mass action aimed at 4 collision hotspot sites	Improving skid resistance and addressing poor lane discipline / lane changing.	Manchester	32.4	Before 24 After 9 -62.5%
Copsterhill Road	Traffic calming, vehicle activated signs and pedestrian improvements.	Oldham	95	Before 27 After 8 -70%
Manchester Old Road	Road marking & signing scheme over 1km route.	Rochdale	41.3	Before 16 After 3 -81%
Albert Royds St	Road marking, parking rationalisation, pedestrian refuge and cycle facility.	Rochdale	52	Before 16 After 7 -56%
Hulme Hall Road and Claremont Road	Cycle and pedestrian safety improvements.	Stockport	78.6	Before 13 After 1 -92.3%
Dukinfield Corridor	Route improvement along Sandy Lane / Clarence Street, including new traffic signals.	Tameside	160	Before 18 After 5 -72.2%
Wellington Road / Woodlands Parkway	Proposed double mini roundabout to address failure to give way / junction overshoot	Trafford	97.5	Before 18 After 0 -100%
Schemes in grey only have partial after monitoring data and the reduction should be interpreted with caution.			720.6	

2016/2017

- C18. Legacy schemes approved during 2016/17 for implementation from 2017/18 now have between 23 and 37 months (on average 31 months) of post-implementation recorded injury collision data. Based on the available data, the benefits of implementation are estimated to be circa £3.6 million against an infrastructure investment of £0.61 million, giving an indicative current Benefit to Cost Ratio (BCR) of 5.9. Safety benefits are normally calculated when all schemes have 60 months of after data.
- C19. The benefits stated above focus on the value of preventing recorded injury collisions and do not include the value to the economy of preventing congestion; increases in sustainable travel; or other supplementary scheme benefits. Non-infrastructure schemes cannot be monitored in this way and are subject to other methods of evaluation by the respective GM lead delivery organisation.
- C20. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

Name	Description	Lead Partner	GMRP Contrib. £'000	60 months before / after recorded injury collision change
Mass Action Vehicle-Activated Signing	Mass Action Vehicle-Activated Signing; and Advisory 20mph Speed Limits at two school crossing patrol locations	Bury	35	Before 10 After 5 -50%
Whitefield remedial measures	Whitefield remedial measures and school parking enforcement	Bury	27	Before 38 After 15 -60.5%
A34 Kingsway	New safety camera housings	Manchester	70	Before 9 After 4 -55.5%
A627 Ashton Road / Honeywell Lane / Hollins Road junction	Pedestrian Improvement Scheme	Oldham	50	Before 10 After 4 -77.8%
Glodwick Road (Waterloo St to Roundthorn Road)	Pedestrian Improvement Scheme Glodwick Road (Waterloo Street to Roundthorn Road)	Oldham	32	Before 12 After 2 -83.3%
Howard Street Nursery	Howard Street Nursery Road Safety Improvements	Rochdale	18	Before 4 After 0 -100%
Albert Road / Wellington Road	Pedestrian facilities upgrade	Salford	100	Before 10 After 5 -50%

Name	Description	Lead Partner	GMCRC Contrib. £'000	60 months before / after recorded injury collision change
Ashton Road and Crookilley Way Link Road / Roundabout	Vehicle Restraint System (VRS) and Speed Limit Reduction	Stockport	89	Before 2 After 0 -100%
Henrietta Street Area	Safety Improvements on and around Henrietta Street	Tameside	82	Before 12 After 1 -91.7%
Kings Road / Upper Chorlton Road*	Kings Road / Upper Chorlton Road junction improvements for cyclist safety. *Incorporated within the wider Chorlton Cycleway scheme that was developed after the road safety scheme was approved – funding not required.	Trafford	0	Not applicable
Sevenways Roundabout	Sevenways Roundabout Safety Improvements	Trafford	102	Before 13 After 0 -100%
Schemes in grey only have partial after monitoring data and the reduction should be interpreted with caution.			605	

GREATER MANCHESTER TRANSPORT COMMITTEE

Date: 15 October 2021

Subject: Destination Bee Network: Developing an Integrated Transport Network for Greater Manchester: Customer Experience, Inclusion and Equalities and Social Value

Report of: Eamonn Boylan, Chief Executive, TfGM

PURPOSE OF REPORT:

To provide an overview of the development of the Bee Network, including how customer experience, brand, inclusion and social value will underpin the delivery of GM's integrated transport network.

RECOMMENDATIONS:

The GM Transport Committee is requested to:

1. Note and comment on the approach outlined to public engagement, customer experience and social value activities.
2. Consider and comment on the recommendations made by the Centre for Local Economic Strategies (CLES) on how TfGM can further embed delivery of social value.

CONTACT OFFICERS:

Donna Cooper, Strategic Lead for Consultations and Inclusion, donna.cooper@tfgm.com

James Baldwin, Senior Policy Officer, james.baldwin@tfgm.com

Equalities Implications:

This report outlines how the approach to tackling inequalities will be strengthened in line with the GM Independent Inequalities Commission recommendations.

Climate Change Impact Assessment and Mitigation Measures:

The Bee Network is a critical enabler of Greater Manchester's Net Zero ambitions; a truly integrated transport network across active travel and public transport will provide excellent public transport and active travel choices for all, promoting sustainable travel behavioural change through integrated spatial, digital and transport planning; and supporting the electrification of vehicles and public transport fleets. This report provides an update on the development and delivery of a number of aspects of the Bee Network and other contributions to carbon reduction TfGM is making through the delivery of social value.

Risk Management:

N/A

Legal Considerations:

N/A

Financial Consequences – Revenue:

N/A

Financial Consequences – Capital:

N/A

Number of attachments to the report: CLES review for TfGM: Maximising Social Value from Spending

Comments/recommendations from Overview & Scrutiny Committee

N/A

BACKGROUND PAPERS:

Greater Manchester Independent Inequalities Commission Report

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?		
GM Transport Committee	Overview & Scrutiny Committee	

1 BACKGROUND

- 1.1 A sustainable and integrated transport network is central to Greater Manchester's ambitions for a decarbonised and levelled-up Greater Manchester: improving access to economic opportunity, unlocking new sites for residential and commercial development, promoting improved health and wellbeing through active travel, and making a significant contribution to the decarbonisation of the city region's economy.
- 1.2 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. World class safety and customer experience standards will be demanded across bus, tram, rail, taxi and private hire, supported with real time passenger information and audio-visual announcements. The Bee, a long-established regional emblem, will become the promise of a high-quality transport experience.
- 1.3 For the Bee Network to be inclusive, TfGM will need to develop and deliver a network which puts people and places at its heart informed by a deep understanding of our residents and communities and their different transport needs. This approach will be underpinned by a number of key components, including the Bee Network brand which sets out what an integrated network needs to deliver in terms of how it looks and feels and how people can use it; ensuring all parts of the system understand and enable the best possible end-to-end customer experience through the products, services and infrastructure that form part of the Bee Network; and having the right strategies, policies, interventions, insight and monitoring, and practices in place to deliver a fully inclusive transport system which caters for the diverse needs of GM communities taking into account TfGM's role as a service provider and an anchor institution.
- 1.4 The activities currently underway to support this, summarised in this report, are as follows:
 - The GM Inequalities audit will provide a baseline to build on and produce recommendations for moving towards a transport system that meets the sustainable transport needs of all residents, visitors and businesses – to create a truly inclusive transport system, as well as recommendations for TfGM as an anchor institution.
 - Ongoing delivery of social value and exploration of further approaches to build on and strengthen social value within TfGM as a GM anchor institution.
 - The Destination Bee Network Customer Journey map will use customer insight and feedback to define what a fully integrated system must deliver for people at each stage of the journey to deliver the Bee Network.

- The Destination: Bee Network Conversation will gather views and feedback from GM residents, communities, businesses and other stakeholders throughout autumn across key elements of the Bee Network vision and utilising various mechanisms, including an online survey, public events and targeted engagement.

2 INEQUALITIES REVIEW

- 2.1 Sustainable transport is a key enabler to address inequality, enabling safe, affordable and seamless access to opportunities for all and improving population health through active travel and improved air quality – all underpinned by inclusive policy making which recognises the diversity of Greater Manchester. TfGM's role within this is as both a transport provider and an anchor institution.
- 2.2 As an anchor institution, TfGM can also deliver social value as an employer, through its procurement of goods and services, by the way it designs and manages its estate and assets, and by adopting the right corporate and civic behaviours. TfGM approach to delivering social value is detailed further in section 5 of this report.
- 2.3 In October 2020, GMCA launched the Independent Inequalities Commission (IIC) to examine inequalities across the city-region, consider how they should be tackled and outline specific, ambitious recommendations. The findings and recommendations from the Commission are being used to inform the refresh of the Greater Manchester Strategy later in 2021.
- 2.4 The GM IIC's [report](#) was published on Friday 26th March containing a range of recommendations under five themes:
 - **The Essential Pivot** – putting wellbeing and equality at the heart of the Greater Manchester Strategy
 - **People Power** – putting more power in the hands of people
 - **Good jobs, decent pay** – good employment, becoming a Real Living Wage City Region and skills opportunities
 - **Building wealth** – spreading wealth and asset holding and benefits in communities
 - **Services for a good life** – move towards universal basic services
- 2.5 The report recognises transport as a key enabler in the delivery of economic, environmental and quality of life goals, and accessible and affordable transport as a pre-requisite to ensuring other wider policy programmes are successful.
- 2.6 In response to the Commission's recommendations, TfGM has recently commissioned an independent equalities audit to support delivery of the next phase of GM's transport journey and to ensure that the different needs of people and

places inform the development and delivery of a fully inclusive transport system for GM. The outcome of this audit will assist TfGM in refreshing its Equalities Strategy and the processes used to assess the impact of TfGM's strategies, policies and processes.

- 2.7 Consultation, engagement and a regular dialogue with people will be at the centre of the Bee Network's development. TfGM sees engagement with the GM equality panels and other groups, including this Committee, as an essential element of this. One of the key components of the independent equalities audit is to consider whether TfGM has adequate insights into the needs of all parts of the GM population to understand different travel and transport needs and whether it uses effective tools to assess the impacts of its activities on different groups of people and different geographic areas within GM, ensuring a variety of voices are brought into planning and decision making.
- 2.8 Whilst the audit will inform what more TfGM can do, two immediate priorities are to work with the rail industry to improve the accessibility of GM's rail stations and through bus franchising ensure all new buses have the highest standards of accessibility and audio-visual announcements. These priorities will be supported through the Destination: Bee Network Conversation activity outlined in Section 5.

3 SOCIAL VALUE

- 3.1 TfGM is a GM anchor institution and so in addition to its role as a transport authority, TfGM can deliver social value as an employer, through its procurement of goods and services, in the way that it designs and manages its estate and assets, and by adopting the right corporate and civic behaviours.
- 3.2 Members may recall the Social Value report received by the Committee in February 2020. The report highlighted that the term 'social value' has now taken a broader meaning in policy terms linked to 'responsible business' and inclusive growth, rather than simply the value that can be added to procurement activity. The report also summarised the breadth of social value that TfGM had delivered demonstrating a well-established culture of working beyond its statutory remit to help meet the wider aims and objectives of the Greater Manchester Strategy.
- 3.3 Since that report, TfGM has continued to deliver social value and has been exploring how it can build on and strengthen its social value approach in the context of recovering from the impact of Covid-19 and addressing inequalities in the city-region which the pandemic has exposed and exacerbated.

Embedding Social Value Delivery

- 3.4 Greater Manchester was the first city-region to publish a social value framework and it continues to lead the way on new and innovative ways of delivering social value. The GM framework was refreshed in September 2020 to refocus on tackling inequality and to support GM's recovery from the pandemic. The refresh included

six new priority goals which are grounded in the United Nations Sustainable Development Goals. The six goals are as follows:

1. Provide the best employment that you can
2. Keep the air clean in Greater Manchester
3. Create the employment and skills opportunities that we need to build back better
4. Be part of a strong local community
5. Make your organisation greener
6. Develop a local, GM-based and resilient supply chain.

- 3.5 To inform how TfGM can embed these new goals and build on its strong track record in this area, TfGM commissioned the Centre for Local Economic Strategies (CLES) to review its approach and recommend next steps. The review specifically looked at how TfGM can maximise delivery of social value through its spending, in light of new funding opportunities including the City Region Sustainable Transport Settlement, the Levelling Up Fund, Active Travel Capital Funding, and funding to support the Bus Service Improvement Plan.
- 3.6 CLES's final report is attached at Appendix 1 and the review concludes that now is the time for TfGM to build on solid foundations to go further and faster. It recommends that TfGM should target its Covid-19 recovery actions to move social value from being a priority for certain functions, to a cultural value embedded across the organisation. To do this, CLES state that social value creation must guide strategic decision-making, it must be understood and evaluated as part of each employee's role, it must be measured better and outcomes must be communicated widely to inspire others towards more generative activity.
- 3.7 CLES identified six specific recommendations which will allow TfGM to continue to expand its considerable influence whilst bringing other key stakeholders along. These are:
1. Adopt a formal statement of intent on social value.
 2. Foster a cultural shift of socially, economically and environmentally generative action across the organisation through leadership, training and evaluation.
 3. Embed the refreshed Greater Manchester Social Value framework into all decision-making on employment, asset use, environmental impact and spending.
 4. Push existing partners for more, and pull generative partners in, to forge a stronger Covid-19 recovery and tackle inequalities across the region.
 5. Adopt more nuanced measures of social value to drive better outcomes.
 6. Track and publish outputs and social value impact.
- 3.8 Members are invited to consider and comment on these recommendations and the committee may wish to formally adopt them and ask TfGM to report back on how the recommendations are being implemented.

- 3.9 One area where TfGM has already made progress, referenced in CLES' report, is procurement of the Social Value Portal. The Portal is a tool to report and measure social value to a consistent standard. It can be used to evaluate social value proposals, and provide data to enable informed, data-driven contract management to manage and maximise social value outcomes in contracts.

Social Value Delivery

- 3.10 TfGM has continued to deliver social value during the pandemic, both in response to the challenges presented by Covid-19 and through the delivery of services and capital programmes.

Provide the best employment that you can

- 3.11 TfGM has a well-established wellbeing strategy. Health and wellbeing was a high priority before the pandemic, but has advanced further since the first lockdown in early 2020 and a holistic approach is taken across both physical and mental health.
- 3.12 Initiatives introduced during the pandemic include diarised 'Quiet Time' to give people a break from meetings and 'Microsoft Teams fatigue', and webinars to increase awareness of issues such as anxiety and burnout, highlighting tips to develop effective coping strategies to develop resilience and deal with change.
- 3.13 Managers have been trained to spot signs of these issues, to create open cultures in their teams and are encouraged to have regular non-work conversations to be proactive and ensure early intervention.
- 3.14 TfGM is currently implementing new ways of working across the organisation, which include hybrid and remote working practices. This not only supports employee wellbeing but is integral to our changing culture around Working Differently.
- 3.15 TfGM is supporting the Government's Kickstart Scheme which offers six-month jobs for young people aged 16 to 24 years old who are currently claiming Universal Credit and are at risk of long-term unemployment. 39 vacancies have been created at bus stations and interchanges to provide support to customers as Greater Manchester emerges from lockdown and travel numbers increase. As well as gaining valuable work experience, employability support will be on offer with the aim of people moving into sustainable employment, either within TfGM or with other Greater Manchester employers at the end of their initial 6-month role.
- 3.16 TfGM currently has 23 apprentices in the process of completing qualifications between levels 2 to 7 and is looking to create a further 10 apprenticeships in the next 6 months. Apprentices are a mixture of new and existing employees who are upskilling via an apprenticeship to support their future career aspirations. Since the last GMTC report, 18 apprentices have successfully completed their apprenticeships, 9 apprentices have successfully completed Level 3 Team Leader/Supervisor and Level 5 Operations Manager apprenticeships within bus stations and a number have secured promotions. A group of apprentices have also

successfully completed their Level 4 Associate Project Manager apprenticeship within the TfGM Projects Team who have gone on to secure permanent roles within the organisation. A second cohort is due to be enrolled to all 3 programmes in October.

- 3.17 Finally, a Digital, Data and Technology (DDAT) Apprenticeship Scheme is being developed for 2022.

Keep the air clean in Greater Manchester

- 3.18 TfGM is making a significant contribution to this priority through the development, coordination and implementation of the GM Clean Air Plan (CAP). To deliver additional social value through the programme a GM CAP social value framework has been developed, aligned to the GM framework, and a Social Value Steering Group is being set up to bring suppliers together to report performance, share learning and best practice and encourage collaboration.
- 3.19 For each procurement exercise within the CAP programme, a set of priority outcomes and measures have been chosen to reflect the services being procured. Social value was given a 10% weighting within the evaluation criteria.
- 3.20 To reduce the impact of TfGM's operations on air pollution and carbon emissions TfGM is in the process of procuring 27 electric vans as part of a renewal program. The new fleet should be operational from late 2022 and will result in TfGM having a 100% zero emission ancillary van/car fleet.

Create the employment and skills opportunities that we need to build back better

- 3.21 In addition to TfGM's own apprenticeship programme, TfGM continues to promote new skills opportunities through its procurement. For example, Metrolink operator, KeolisAmey Metrolink (KAM) has recruited 24 apprentices and invested in a state-of-the-art tram simulator to improve driver training. TfGM's principal Metrolink Communications Network contractor, Telent has also recently employed two new apprentices and has hosted online STEM and Rail Safety events which were well attended.

Be part of a strong local community

- 3.22 TfGM has donated a range of equipment and assets, big and small, to community initiatives. 20 recycled laptops were donated during lockdown to Atherton High School and 20 PCs passed on to the Greater Manchester Technology Fund, which helps digitally-excluded young people at school/college in GM.
- 3.23 A T68 tram has been donated to the Heaton Park Transport Museum and community projects were invited to bid for a number of decommissioned yellow school buses. Yellow school buses have been given a new lease of life as mobile Covid-19 testing sites, and to support the #BeeWell survey of the wellbeing of pupils in secondary schools.

- 3.24 Through the Stations Alliance and GMCVO, 4 disused station buildings have been refurbished at Altrincham, Heaton Chapel, Broadbottom and Trafford Park. Buildings will now be used by a number of social enterprises providing therapy, foodbanks, arts and crafts, creating podcasts etc. for local communities.

Make your organisation greener

- 3.25 TfGM has successfully secured funding for the decarbonisation of building assets to retrofit renewable and low carbon technologies including solar panels, heat pumps, LED lighting within bus stations, interchanges and Metrolink depots. Completion of this project is expected in Spring 2022.
- 3.26 A new waste management contract with Biffa will improve efficiencies, recycling and accurate reporting.
- 3.27 TfGM has retained certification to ISO14001:2015 through demonstrating protection of the environment and continuous improvement. New Environmental and Sustainability criteria has also been introduced for strategic design, development and delivery of TfGM projects to ensure TfGM becomes a carbon neutral organisation by 2038.

Develop a local, GM-based and resilient supply chain.

- 3.28 Social value delivery has been further embedded within TfGM's procurement processes through changes to template Invitation to Tender (ITT) documentation to reference the GM Social Value framework, and social value is now included as a specific consideration in the Gateway Review governance procedure within the procurement assessment. A Senior Social Value Officer is also due to be recruited to help lead this area and champion social value delivery through the supply chain.

4 CUSTOMER JOURNEY AND EXPERIENCE

- 4.1 This is the start of way of working that is about embedding customer experience within how we design and deliver services.
- 4.2 This is the golden thread that will ensure the needs of people are at the heart of delivering an integrated and inclusive Bee Network that provides seamless, safe and sustainable end-to-end journeys.
- 4.3 Customer Experience is a person's perspective of the transport network highlighting the practical issues involved in using it.
- 4.4 Bus franchising allows us to make the changes that deliver an improved customer experience that truly commits to principles of integration and seamless travel.
- 4.5 On behalf of the Mayor and GMCA, TfGM is developing a Bee Network Roadmap that will focus on improving the services that matter to customers. There are numerous areas where we know we need to make changes informed by customer insight and feedback. Examples include ease of purchasing a ticket, audio visual

information on board services and ease of interchange between services e.g., cycle hire and public transport.

- 4.6 This roadmap will have a particular focus on how public transport and active travel services integrate with each other to ensure we fully commit to delivering a seamless end to end experience.

5 DESTINATION: BEE NETWORK CONVERSATION

- 5.1 The delivery of the Bee Network brand plays an integral part in the development of an integrated transport network which is inclusive and accessible to all. The brand will provide a consistent look and feel, tone of voice and point of reference for customers providing reassurance, trust, stability and clarity when travelling around Greater Manchester. The brand will include assets such as logos and colours across multiple modes, as well as singular ticketing branding and continuity across digital platforms including an app and parent brand website. Brand and modal hierarchies are all being explored during this second phase of brand development which is currently underway and will be quickly followed by visual options / colourways and once agreed, development of clear brand guidelines.
- 5.2 Destination: Bee Network is the interim brand created to showcase the vision for an integrated transport system and the journey GM is on to deliver it. It is also a mechanism for shaping a system for GM by GM. It allows us to take the public with us on the journey and to ensure they are part of the brand development process.
- 5.3 The Destination: Bee Network Conversation will actively seek ideas, insights and feedback from GM residents, communities, businesses and other stakeholders to help shape an inclusive and integrated Bee Network designed by GM for GM. This is also an opportunity to raise awareness and visibility of Destination: Bee Network across the whole of the Greater Manchester population.
- 5.4 Through this engagement process we will explore what is important in terms of the end to end journey, customer experience and identify priorities and values that are important to the people of Greater Manchester. This will help us to develop and inform the future of our integrated transport system.
- 5.5 Engaging on the future of Destination: Bee Network across the Greater Manchester population will help to embed a principle of 'nothing about us, without us' in the journey to the Bee Network.
- 5.6 The Destination: Bee Network Conversation is running throughout October and November, featuring the following elements to provide different mechanisms and opportunities for participation:
- 5.7 Online survey

- An online survey is seeking views and identifying priorities for Destination: Bee Network. The survey findings will help us to better understand what customers and residents want from an integrated transport network, enabling sustainable travel across Greater Manchester.
- The survey covers a range of topics including customer standards, customer information, safety and brand.
- The survey is being hosted on a dedicated D:BN webpage and on the GMCA's Citizen Space (GMConsult).

5.8 Destination: Bee Network bus tour and public events

- Following showcase at Conservative Party Conference, the Destination: Bee Network bus will tour all ten GM local authorities providing the opportunity for TfGM to engage directly with our residents and communities through public events.
- The bus tour is running from mid-October through to mid-November with events taking place across different days of the week and a range of times through the day.
- The preferred option is for the bus to be sited at interchange / transport hub locations to capture the views of customers and help ensure high footfall. Where this is not feasible, a suitable location is being identified in dialogue with local authority colleagues.
- We are working with local authorities and other partner organisations to promote widely and to highlight opportunities for targeted groups to visit the bus – in addition to general footfall in the area.
- Exact details of the bus tour are currently in development – further details on dates, times and locations will be shared with Members, and Members of the GM Transport Committee will also be invited to attend.

5.9 Targeted engagement sessions

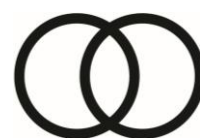
- Targeted engagement sessions will be held to encourage representative views from our GM communities on Destination: Bee Network. These will include facilitated discussion around the Customer Experience Roadmap development; the requirements for an inclusive transport network, including on-board considerations; and perceptions and considerations around safety.
- Conversations have taken place with GMCA and GMCVO to understand how the GM Equality Panels and GM Equality Alliance members can be most effectively engaged in this process. Invites to the targeted engagement sessions will also be shared with other relevant groups and networks to encourage wider participation.

- TfGM's Disability Design Reference Group (DDRG) will also be engaged as part of their meeting on 4 November.
- Additionally, Destination: Bee Network is an element of the workshop discussion at the Big Active Conversation event taking place on 5 October.
- A further update on plans for the targeted engagement sessions will be shared as this develops - including dates and number of sessions.

5.10 The Destination: Bee Network public conversation will be supported by a robust programme of media and social media activity to maximise engagement and traction with GM residents, communities, businesses and other stakeholders. Local authority and stakeholder communications channels will also be utilised to support this.

Maximising social value from spending

CLES report for Transport for Greater Manchester



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Fair	Treating people with fairness and equality
Bold	Devising progressive solutions through pioneering work
Collaborative	Working with others to achieve the best result
Independent	Always acting with integrity
Acting in solidarity	Supporting, nurturing and empowering ourselves and others

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Executive summary

Tackling inequality is a key priority of the current Mayor of Greater Manchester Andy Burnham. Across the Greater Manchester Combined Authority (GMCA), the actions of public sector organisations as employers, buyers and asset-holders are increasingly recognised as vital levers in bringing about fairer outcomes. The devastation wrought by the Covid-19 pandemic has brought even more attention and urgency to how the power of the public sector and the public purse can be used to achieve broader aims.

The purpose of this report is to examine the role of Transport for Greater Manchester (TfGM) in creating a fairer and greener economy as an employer, buyer, owner and provider of public services. TfGM's organisational reach as an employer, asset holder and buyer across Greater Manchester is considerable which gives it great influence on a variety of stakeholders from suppliers, local businesses, its workforce, the general public as well as other members of the GMCA. We explore what TfGM has already been doing to create social value through its activity and explore what more can be done.

Report structure

Our report starts by examining how the concept of social value has evolved from being an output of public procurement to a much broader idea of how the public sector can influence positive social, economic and environmental outcomes. We consider how the recent findings of the Greater Manchester Independent Inequalities Commission impact our understanding of how social value can be achieved and how it could potentially shape TfGM's strategic decision-making. We discuss how TfGM is seen as a leader on social value in the GMCA drawing on our findings from a document review and interviews with key individuals. We wrap up with recommendations on how TfGM can maximise social value creation through its spending in the region, and increase its influence on other stakeholders.

Recommendations

The golden thread to our recommendations is aspiration. Now is the time to build on the solid foundations that TfGM has already laid to go further and faster. TfGM should target its Covid-19 recovery actions to move social value from being a priority for certain functions, to a cultural value embedded across the organisation. To do this, social value creation must guide strategic decision-making, it must be understood and evaluated as part of each employee's role, it must be measured

better and outcomes must be communicated widely to inspire others towards more generative activity.

We have identified six specific recommendations. These will allow TfGM to continue to expand its considerable influence whilst bringing other key stakeholders along.

- 1) Adopt a formal statement of intent on social value.
- 2) Foster a cultural shift of socially, economically and environmentally generative action across the organisation through leadership, training and evaluation.
- 3) Embed the refreshed Greater Manchester Social Value Framework into all decision-making on employment, asset use, environmental impact and spending.
- 4) Push existing partners for more, and pull generative partners in to forge a stronger Covid-19 recovery and tackle inequalities across the region.
- 5) Adopt more nuanced measures of social value to drive better outcomes.
- 6) Track and publish outputs and social value impact more consistently using both quantitative and qualitative reporting.

1. Introduction

Eighteen months on from the declaration of a pandemic, the Covid-19 crisis has brought about irreversible structural and societal change for our communities. The current crisis has laid bare the fragilities and deep inequalities in our national and local economies and has powerfully demonstrated that the economic development practices of the past cannot provide a road map for the task ahead.

The actions we take now, both as ongoing responses to the crisis and measures to aid a future economic recovery and reform, will likely have profound and lasting consequences – on the way we do business, how we live, work and travel in our communities and the terms within which we reach a new political-economic settlement. With the climate emergency and the full impact of Brexit waiting in the wings to take centre-stage and with the increasing likelihood of further pandemics and related shocks, the stakes could hardly be higher.

The strength and the action of the public sector is key to all of this. The Covid-19 response and recovery have been state led and this provides an opportunity not only to influence the rate of recovery but its direction also. Public sector organisations like TfGM have a critical role to play not just in the economic recovery, but their actions are also integral to strategic environmental objectives and the social cohesion and resilience of communities.

Against this backdrop, CLES has been asked to apply a community wealth building lens to current activity by TfGM. Using this lens, CLES has asked how TfGM can maximise the creation of social value in Greater Manchester. CLES has examined the current strategy and explored what could be done to deepen and extend good practice both within and outside TfGM as the region seeks to recover from the impact of Covid-19. The recently released report of the Greater Manchester Independent Inequalities Commission has provided a useful perspective on broader inequalities in the region.

Methodology

CLES has conducted a desk review of the following documents:

- GMCA Social Value Policy (2014)
- Report on TfGM Contributions to Social Value
- Social Value & Public Procurement – GMCA Report (2020)
- GM Social Value Framework
- GM Good Employment Charter

Following the document review, we conducted one-hour long interviews with the following officers:

- Anne Lythgoe, Principal Strategy Officer, GMCA
- Jade Rawlinson, Senior Procurement Manager, TfGM
- Chris Barnes, Interim Head of Projects, TfGM
- James Baldwin, Senior Policy Officer, TfGM
- Philippa Grant, People Director, TfGM

Finally, we attended two of the Greater Manchester Social Value Forum events to understand the broader context of social value in the region and considered the findings of the Greater Manchester Independent Inequalities Commission which were published in March 2021.¹

Report structure

Our report starts by examining how the concept of social value has evolved from being an output of public procurement to a much broader idea of how the public sector can influence social, economic and environmental outcomes. We consider how the recently published findings of the Greater Manchester Independent Inequalities Commission can shape TfGM's strategic decision-making around social value creation. We then discuss how TfGM is seen as a leader on social value in the GMCA drawing on our findings from a document review and interviews with key officers. We wrap up with recommendations on how TfGM can expand and deepen its social value creation through the power of its spending in the region and increase its influence on other stakeholders.

¹ [The Next Level: Good Lives for All in Greater Manchester \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk)

2. What is social value?

The responsibilities of public organisations like TfGM extend beyond their everyday core activities. In this respect, they have a broader role as agents that can affect economic and social wellbeing, particularly through the adoption of community wealth building strategies.

Community wealth building

At CLES we promote community wealth building as a people-centred approach to local economic development. Emerging in the 2010s, community wealth building is a progressive approach to local economic development which rejects trickle-down economics – the assumption that if the richest gain an increase in wealth, then jobs and opportunity will filter through for all to share. Instead, community wealth building reorganises local economies to be fairer. It looks to place control of wealth into the hands of local people, places and communities, and support and amplify the work of “generative” businesses and organisations that are more socially productive. These generative businesses are organisations in which more of the wealth created is held locally and/or shared broadly between owners, workers and consumers.²

Progressive procurement is one pillar of community wealth building. It is a means through which greater economic, social and environmental benefits can be achieved for local places and people. CLES has pioneered and been at the forefront of work around progressive procurement in the UK, helping to develop and animate a supply chain of local enterprises, SMEs, employee-owned businesses, social enterprises, co-operatives and other forms of community ownership. Progressive procurement increases local spend which creates jobs, contributing to a multiplier effect which in turn creates additional jobs through increased demand for local goods and services. It also seeks to bring those who are far from the job market into employment through appropriate training, support and fair employment conditions.

Anchor institutions

To drive this transition towards generative businesses, community wealth building harnesses the power of anchor institutions. Anchor institutions are large public, commercial and social sector organisations. They can exert sizable influence in the local economy through the purchase of goods and services, the employment of local people and through the deployment of their land, property and financial assets. TfGM is a key anchor institution in the GMCA.

² [CLES \(2019\). Community wealth building 2019: theory, practice and next steps.](#)

The role of anchor institutions is rooted in institutional economics,³ particularly the notion that institutions can shape economic activity and behaviour. This theoretical bedrock sparks a different way of thinking about institutions and the influence they have on people and society, positioning anchors as a powerful force for social, economic and environmental justice within a place. In so doing, these organisations can affect the social determinants of wellbeing – the conditions in which people are born, live, work and travel,⁴ by generating what is commonly referred to as social value. By acting in this way, anchor institutions can, for example:

- promote skills and employment, developing opportunities for all within the community;
- support the development of responsible local businesses through the opportunity to work as part of public sector and big business supply chains;
- create healthier, safer and more resilient communities, building stronger and deeper relationships with the voluntary, community and social enterprise sectors, whilst continuing to engage and empower citizens;
- protect and improve the environment, ensuring that the places where people live and work are cleaner and greener, and how they travel has as minimal environmental impact as possible.

Post-Covid-19 Recovery

In the light of Covid-19, the role of anchor institutions has grown immeasurably, with them offering economic ballast to local economies. As we move further into the recovery phase of the pandemic, the need for proactive anchor strategies is being amplified by two factors.

First, public sector employment is likely to be hit less hard than in the commercial sector, meaning that the percentage of public employment in local economies is likely to increase. Prior to the pandemic, nationally, 16.5% of all people in paid work were employed in the public sector.⁵ The collapse of certain parts of the commercial sector may take some years to recover; meaning that, in the intervening period, public sector jobs will have more significance within the local economy.

Second, anchor institutions take on additional importance in a recession because they may be the largest source of demand for goods and services left in local economies. As with employment, this means that the financial power of local anchor institutions will become more important, allowing them to act both as purchasers of goods and services in the local economy and as investors.

³ [T Veblen \(1904\). The Theory of Business Enterprise. New York: Scribner's Press.](#)

⁴ [The Health Foundation. 2018. What makes us healthy? An Introduction to the Social Determinants of Health.](#)

⁵ [Office for National Statistics \(2020\). Public sector employment, UK.](#)

The evolution of social value

The statutory duty to consider social value in certain public spending was introduced under the Public Services (Social Value) Act 2012.⁶ The Act required public authorities to, “...have regard to economic, social and environmental well-being in connection with public service contracts; and for connected purposes”.⁷ When the Act came into force, social value was seen very much through a procurement lens. As we have explained it has now become a broader notion with a shift towards thinking of the power of public spending in its totality as a lever to generate social value. Covid-19 has concentrated minds upon the role that public sector anchor institutions can play in shaping not just the current economic recovery but better societal and environmental outcomes too.

The Mayor of Greater Manchester, Andy Burnham, has stated that one of his key priorities is tackling inequalities across the region through the creation of social value. There were deep challenges before the pandemic, but the devastation wrought by the Covid-19 crisis has given greater impetus and urgency to this pledge. In March 2021, the Greater Manchester Independent Inequalities Commission published a report titled *The Next Level: Good Lives for All in Greater Manchester*⁸ which provides a stark insight into the scale and complexity of inequality in the region. It considers inequality through two so-called “guiding stars” - Covid-19 and Black Lives Matter. The report states that these two factors have, “...shown us the depth of the inequalities we must transcend but they have also revealed the strengths within our communities, our collective spirit, and how much we care for each other”.⁹

TfGM is a significant employer, buyer, asset-holder and provider of public services. This gives TfGM considerable influence to shape the local economy to bring about more positive outcomes alongside other anchor organisations. To be successful, this requires a new way of thinking about TfGM’s role as an economic actor and not purely a provider of public services. This means every public pound should be strategically directed to where it can have the most impact. It requires encouraging other economic actors – like businesses, the voluntary sector and the workforce – to think about their role in creating social value. It also means that tackling inequalities through social value creation cannot be a bolt-on. By contrast, it means working with stakeholders to co-create and co-design services, spaces and spending in a manner that maximises social value.

At CLES, we argue that public spending is not neutral; it should be strategically directed towards creating virtuous outcomes. The precise nature of these virtuous outcomes varies but they should be driven by the needs of local places, people and the planet. There is a growing understanding that these outcomes go beyond the statutory obligation to consider social value in public contracts. Nevertheless, from our conversations with policymakers, politicians and other actors from across the

⁶ <https://www.legislation.gov.uk/ukpga/2012/3/enacted>

⁷ [Ibid.](#)

⁸ [The report of the GMCA Independent Inequalities Commission can be found here Read.](#)

⁹ [The report of the GMCA Independent Inequalities Commission can be found here Read.](#)

The report also highlights the complexity, entrenched nature and intersection of inequalities, as shown in Figure 2 below.

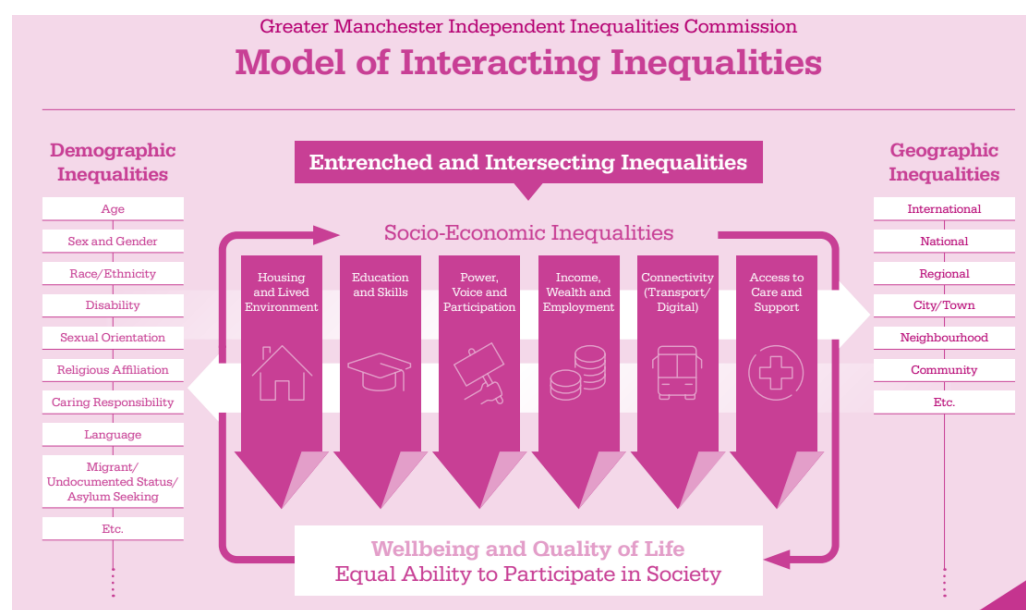


Figure 2

Source: *The Greater Manchester Independent Inequalities Commission: The Next Level: Good Lives for All in Greater Manchester - Page 7*

The report, and particularly the figures above, provide food for thought around how TfGM's creation of social value can generate fairer outcomes. As an organisation that operates across the region, TfGM has great scope to create change through its spending, use of assets and deployment of services both broadly but also very specifically. There is detailed data available on inequality and deprivation such as the Data for Indices of Multiple Deprivation.¹⁰ This data can be used in conjunction with other forms of public consultation, as well as through partnership with other stakeholders such as community groups, to inform strategic decision-making to make sure every pound spent creates as much social value as possible.

Tackling inequalities through the creation of social value also requires new and better ways of measuring, with the Commission's report arguing not just for raising averages but looking at base-line targets that focus on equity. The report argues for the aspirational goal of good lives for all. It states that, "What really matters is to prioritise the drivers of wellbeing – for instance, secure and meaningful work, a decent home, a sense of belonging".¹¹ It continues that we must, "focus on foundations that help us meet our basic needs – care, retail, housing and transport..." and urges partners such as TfGM to, "...re-orientate their resources around these goals".¹²

¹⁰ [English indices of deprivation 2019: mapping resources - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/english-indices-of-deprivation-2019-mapping-resources)

¹¹ [The report of the GMCA Independent Inequalities Commission can be found here Read.](#)

¹² [The report of the GMCA Independent Inequalities Commission can be found here Read.](#)

Co-creating social value

The re-orientation of resources requires adopting new ways of operating that bring in co-design and co-operation to address inequalities consciously. Meaningful social value must be co-created with the people and groups that the social value seeks to help. The report says that inequalities must be tackled from, “ the ground up, making use of the relationships and infrastructure that already exists in communities across Greater Manchester and connecting this into the policy making process, rather than starting with policy makers who consult from the top down”.¹³ That does not absolve TfGM of strategic policy-making but instead places emphasis on listening to communities and responding to this by directing spending where social value can be maximised.

It is clear that budgets are tight across all sectors right now as the economic recovery remains shaky. There appears to be limited appetite for public finance reform that could create a fairer and more robust funding settlement for local places. This means it can be hard to find funds for innovation however necessary it may be. Furthermore, the approach of the Westminster government remains committed to the creation of time-limited funding pots that require places to compete for funding. One example of this is that GMCA has recently been invited to bid for up to £1.19 billion of capital funding through the City Region Sustainable Transport Settlement for the period 2022/23 to 2026/27.¹⁴ If successful, TfGM will play a crucial role in determining how these funds are spent and making sure value is delivered. It is absolutely essential that investment decisions are viewed through the lens of social value creation and that spending is targeted to the people and places where it can make a lasting and meaningful difference to those who need it most.

The report provides six ways in which TfGM and other anchor organisations across Greater Manchester can find additional financial resources by working collectively:

- 1) Pooling budgets in key areas to tackle specific themes.
- 2) Enacting community wealth building as an investment in certain deprived neighbourhoods.
- 3) Redeploying funds towards tackling inequalities so that this becomes the norm.
- 4) Accessing approximately £10bn of household savings which have grown exponentially during the pandemic such as through community bonds to fund particular projects.¹⁵

¹³ The report of the GMCA Independent Inequalities Commission can be found [here](#) [Read](#).

¹⁴ More details on the settlement can be found [here](#) [Read](#).

¹⁵ Community Municipal Investment (CMI) bonds are being used by a growing number of English local authorities as a way of giving private individuals the chance to support and invest in local low-carbon projects such as solar panels and electric vehicle charging points. Working in conjunction with Abundance Investment, West Berkshire Council raised £1 million through a CMI in 2020. The CMI is a 5-year bond offering a fixed return of 1.2%. More information on how they work can be found [here](#). TfGM could explore the potential for using them independently or in conjunction with other anchor organisations in GMCA.

- 5) Ensuring that procurement and commissioning spending is targeted towards generative businesses and organisations.
- 6) Bringing anchor organisations together to review and deploy the power of their combined spend.

In the next section, we will examine what is already being done by the organisation and consider how it can influence other partners.

3. Findings

In this section, we examine what TfGM is currently doing around social value from our document review and interviews with key representatives. Where appropriate, we have included the wider GMCA and regional context.

GMCA context

From our document review, it is evident that the GMCA has been working to embed social value across the region for some time. The original definition of social value adopted in 2014 was:

“A process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and economy, whilst minimising damage to the environment.”¹⁶

As we have explained above social value is now understood more broadly – as something that should be embedded into decision-making, operational planning, resource management, commissioning, procurement and investment decisions. It should not be a bolt-on but become a new and better way of operating.

The region is moving towards the idea of social value creation as everyone’s business; something that can and should be created by all economic and social actors. This supports Mayor Burnham’s priority of tackling inequality through social value creation. As we discuss further below, the GMCA has supported the adoption of a refreshed social value framework in the light of the pandemic and put in place informal social value networks to bring people together and share knowledge and experience. Nonetheless there is no formal statement of intent that would provide a clarity of purpose. Furthermore, there is no anchor network in place that would allow organisations like TfGM to pool their resources and expertise formally as suggested by the Commission.

In our interviews, we heard that within the GMCA, TfGM is seen as a leader in considering the impact of social value. The organisation has taken conscious steps to embed social value into spending, employment and other functions that go well beyond the role of TfGM as a provider of transport services. Whilst the original responsibility for social value creation was placed with the procurement function, it was clear that it is now understood more broadly across key functions such as HR, projects and policy. This is positive and should continue.

¹⁶ GMCA Social Value Policy November 2014. Definition from the Sustainable Procurement Taskforce.

Measurement

One area of strength is that TfGM had already started to track social value outputs before the pandemic. TfGM has been tracking outputs against six initial objectives set out in the Greater Manchester Social Value Strategy 2013-20. The initial objectives were:

- 1) Promote employment and skills
- 2) Raise living standards – living wage, access to childcare and build local supply chain
- 3) Promote participation and citizen engagement
- 4) Build capacity and sustainability of voluntary and community sector
- 5) Promote equity and fairness
- 6) Promote environmental sustainability.

On the 21st February 2020, TfGM reported their social value contributions against each objective to the Greater Manchester Transport Committee. The report includes a lengthy list that shows the scale of TfGM's impact through its spending across procurement, capital programmes and interactions with local businesses. It also captures some of its broader influence upon the region as a provider of transport services including travel offers and its role as an employer and development of the workforce.

We have included some highlights from the report on social value creation below.

- The **economic sustainability** section listed numerous apprenticeships, school visits and training programmes at TfGM and suppliers. It included examples such as free transportation for certain priority groups attending interviews and employment fairs.
- The impact on **living standards** was mainly captured through employment using evidence such as fair work practices and local subcontracting.
- **Citizen engagement** was measured through 6,000 interactions and 89 events to consult on projects and improvements.
- **Capacity in the third sector** captured a broad range of activity from supporting certain charities, working with schools and working with community groups including those with a particular interest in transportation.
- **Equity and fairness** captured various efforts around diversity and inclusion including TfGM winning Transportation Organisation of the Year.
- Finally **environmental sustainability** covered a broad range of work around carbon footprint mitigation, waste reduction and deployment of green technologies across the organisation's footprint.

The report is evidence of the diverse range of outputs that come directly and indirectly from TfGM spending. As impressive as the report is, the list could be

presented more coherently, the capturing and monitoring could be tighter and include assessments of longer-term impact.

Greater Manchester Social Value Framework

The GMCA agreed to update the region's Social Value Policy in September 2020 with the interlinked purposes of recovering from Covid-19 and tackling inequality. As part of this the member organisations agreed to adopt a refreshed social value framework and also endorsed the link between the framework and public procurement.

The updated Greater Manchester Social Value Framework (the Framework) has six refreshed priority goals which are grounded in the United Nations Sustainable Development Goals (SDGs). The SDGs seek alignment across 17 social, environmental and economic factors. The goals are drafted broadly but contain underlying targets and indicators that can be adopted by public and private sector actors.

The Framework aims to create a step change in policy that adopts, "...a broader, more purposeful, outcomes-focussed and inclusive approach to operating and doing business for organisations across all sectors."¹⁷

The six goals are as follows:

- 1) Provide the **best employment** that you can
- 2) Keep the **air clean** in Greater Manchester
- 3) Create the **employment and skills opportunities** that we need to build back better
- 4) Be part of a **strong local community**
- 5) Make your organisation **greener**
- 6) Develop a **local, GM-based and resilient supply chain.**

It is clear that each priority goal is relevant to TfGM's day-to-day operations not just as a provider of transport services but as an employer, buyer and owner of public facilities. It is also clear that TfGM can have a considerable influence on the action and intent of a broad range of stakeholders in the region.

Fundamental to the SDGs is the idea that everyone has a part to play in bringing about positive change and fairer and more sustainable development. Current understanding of social value creation in Greater Manchester is the same. It must be something that everybody understands and can play a role in creating.

From our interviews it was clear that within TfGM, social value has moved from being seen as a bolt on to the procurement function. It is starting to be seen as

¹⁷ A link to the refreshed Greater Manchester Social Value Framework can be found here [Read](#).

something that is increasingly being understood across the organisation's operations and spending decisions. Accepting that premise however, is not the same as making it a reality in practice or becoming part of the organisational DNA. That requires a cultural shift across the organisation that takes time and involves considering social value creation through leadership, partnership, training and day to day operations. It also requires a different way of operating that creates opportunities for meaningful participation and consultation with stakeholders. The individuals we spoke to felt that TfGM had made a lot of progress around social value but would give a grading of 7/10 which suggests that there is more to be done.

Employment

TfGM's action as an employer is another way it creates social value. The organisation is taking an iterative approach to embedding well-being at work and seeking to achieve the right balance. The starting point was not social value creation but is now a factor in workforce decision-making.

The organisation has adopted the GM Good Employment Charter and has around 1,000 full-time staff of which 1/3 are public facing and 2/3's are in strategic and supporting functions. The average age is mid-40s. TfGM is rated as one of the best employers to work for and is consciously looking at how to hire, create and retain talent, encourage succession and diversification of roles and support upskilling to make sure the workforce can adapt to a changing work environment.

From our interviews, it was clear that the organisation takes fair pay and work practices seriously including avoiding the use of contractors. There is a conscious effort to hire permanent and local staff.

In addition, in response to Covid-19, the organisation has strived to create a dynamic workplace, seeking to make work, "a thing you do, rather than a place you go". This is not possible for all staff, some of whom may be operational. There has been a conscious effort to keep all staff members safe and engaged with the organisation through the introduction of communication tools like Yammer, Microsoft Teams and staff briefings. In order to address digital inequality, the organisation has taken steps to understand barriers and ensured staff have access to phones and laptops.

Diversity is recognised as important and links to the region's priority of tackling inequality. The HR team has reviewed roles to remove barriers to internal transfers and promotions and looked to create opportunities for apprenticeships such as through the Kickstart programme.

The golden thread through the workforce changes has been framed as agility with each change seen through the idea of fostering collective purpose and considering whether it adds value.

Projects and policy

Our conversations with other individuals in procurement, projects and policy demonstrated a genuine interest in and commitment to social value creation. They recognised that the pandemic has placed urgent emphasis on social value creation as part of the goal of building back better. Whilst the elderly, infirm and certain ethnic minorities have been severely impacted by the disease in terms of higher death rates and hospitalisation, young people, the precariously employed and those in industries severely impacted by lockdown measures have been hurt most economically. They could see and explain how TfGM could make a difference. They thought this was already being championed to some extent by leadership and starting to be embedded in the organisation but more could be done.

The representatives we spoke to could all point to actions by TfGM that had responded swiftly to the disruption brought by the pandemic. This covered service delivery, employment practices and the role of TfGM assets in the community. One example was the setting up of a temporary mortuary which must have been harrowing for those involved but shows the collective spirit that the pandemic inspired. Another example was how elderly residents were using *Paypoint* systems at interchanges for payments during the pandemic as they were closer to their homes than other options. This was an example of assets being used beyond their original purpose and how TfGM was engaging with third sector partners like Age Concern to create social value.

Our interviews raised the topic that the pandemic has brought about an increase in active travel but not necessarily a decrease in car usage as the public seeks to comply with social distancing. Chris Boardman has been a champion of active travel in the region. As the public starts to return to workplaces, socialise and travel more, it will be incumbent on operators like TfGM to make public transport and active travel as welcoming and inclusive as possible. This is an essential factor in the region reaching its net-zero carbon targets and also supporting a healthier population.

Another area raised by the interviews was how TfGM can use their assets to address hyper-local needs. One example was looking at how areas may attract anti-social behaviour and how TfGM could work with local officers to deter such activity perhaps through better lighting or investment in other community facilities.

The interviewees explained how public consultation increased a sense of ownership and engagement such as public art exhibitions reducing graffiti and the stained glass windows in Hyde Bus Station, which have created a more inviting public space that pays homage to historical and cultural heritage.

Facilities have also been greened through planting activities such as the 60 new trees and a wildflower meadow at Wigan Bus Station.¹⁸ Sustainability has been built into commissioning and investment with the example of green technology deployed in the Ashton-under-Lyne Interchange which will generate 15% of its

¹⁸ [Wigan Bus Station | Transport for Greater Manchester \(tfgm.com\)](https://www.tfgm.com/wigan-bus-station)

electricity from photovoltaic cells.¹⁹ Over 300,000m³ of excavated soil from the Leigh Guided Busway site has been used to create a new community woodland, which involved the planting of over 18,000 trees. Felled trees from the busway site were carved into seats and donated to three local primary schools as part of their outdoor classroom programmes.²⁰

These are great examples of social value creation by TfGM across the region which should be celebrated and shared widely. We will now move onto a discussion of our six recommendations that can help TfGM maximise its social value creation.

¹⁹ [Ashton-under-Lyne Interchange | Transport for Greater Manchester \(tfgm.com\)](#)

²⁰ [Colliers Wood - Woodland Trust](#)

4. Recommendations

The golden thread to our recommendations is aspiration. Now is the time to build on the solid foundations that TfGM has already laid to go further and faster. TfGM should continue to target its Covid-19 recovery actions to change social value from being a priority for certain functions, to a cultural value embedded across the organisation. To do this, social value creation must guide strategic decision-making, it must be understood and evaluated as part of each employee's role, it must be measured better and outcomes must be communicated widely to inspire others towards more generative activity.

We have identified six specific recommendations that we discuss in turn below. These will allow TfGM to continue to expand its considerable influence whilst bringing other key stakeholders along.

1. Adopt a formal statement of intent on social value

- Despite Mayor Burnham's pledges on social value creation, to date there has been no formal statement of intent around social value creation by the GMCA. The words and deeds of the leadership on social value are fundamental. These set the tone for organisations both internally and externally. If GMCA partners are not ready to formalise their commitments as a group, we recommend that the TfGM leadership adopt a statement of intent around maximising social value through all of its operations. The statement should cover the cross-cutting influence of the organisation on various stakeholders throughout the region. A statement of intent would be a powerful declaration of how TfGM intends to work with other stakeholders. It could also serve to drive more generative behaviour across the GMCA around social value creation.²¹
- Furthermore there is no formal anchor network in Greater Manchester although there is a lot of activity around social value. A network would help share good practice, foster alignment and drive ambition in key public sector organisations. Anchor networks in other places like Preston, Birmingham and Sandwell are helping to coalesce energy and efforts around the power of total public spending and its role in bringing about

²¹ The Mid and South Essex Health and Care Partnership of Anchor Institutions have recently adopted a charter to coalesce their collective actions around social value creation. Wolverhampton's anchor network has adopted a high-level statement of intent around collective working. It has drafted terms of reference for working groups around specific areas including procurement and commissioning one element of which is a shared approach to social value creation. Gateshead is following a similar path to Wolverhampton.

better local outcomes.²² TfGM may wish to explore this idea with other anchor organisations in the region.

2. Foster a cultural shift of socially, economically and environmentally generative action across the organisation through leadership, training and evaluation

- The adoption of a statement of intent would be the first step in agreeing the direction of travel. Cultural change cannot be imposed from above, though, or happen overnight – it must permeate throughout an organisation. To move social value beyond being a priority to becoming part of TfGM's culture, social value needs to be understood as being part of everyone's job through training and evaluation.
- TfGM could adopt a programme of ongoing training that embeds social value across the organisation. To be most successful, this should be done in consultation with the workforce to examine what is already being done with concrete examples of impact achieved over the past year but also in prior years. The examples should be drawn as widely as possible to allow each staff member to consider how they can contribute in their particular capacity. They may include examples that are not necessarily framed as social value but are nonetheless generative and should be encouraged.
- Training will help embed that social value creation is everyone's job although its application will vary from role to role. TfGM should design training for each employee around the Framework and the findings of the Commission's report. This training should be interactive and explore how each function interacts with the Framework's goals. Qualitative performance targets around social value creation could be co-designed with employees to make sure relevant indicators are developed.

3. Embed the refreshed Greater Manchester Social Value Framework into all decision-making on employment, asset use, environmental impact and spending

- The refreshed Framework provides an opportunity to create change across TfGM's wide sphere of influence. In the wake of the Greater Manchester The Independent Inequalities Commission report and the pandemic, now is the time to seize the opportunity to lead, broker and partner with other organisations in the public, private and third sector.
- The past year has forced many people and businesses to think differently about their local areas and how they can support and sustain their local communities. TfGM should capitalise on an increased private sector interest in social value. The refreshed Framework can be used to guide

²² More information on the role and set-up of anchor networks can be found here - [Read](#).

how they work with suppliers and partners to really drive good employment conduct, sustainability and broader social generative action.

- Embedding the Framework within the commissioning and procurement process would be a significant step but it should go beyond that and be considered across all functions.
- TfGM's highly visible influence on the community and environment in Greater Manchester is considerable. It is absolutely crucial that the organisation leads on creating a more generative and virtuous economy. Other actions could include:
 - reviewing hiring practices to target groups and areas most impacted by the pandemic both in terms of health and economic hardship.
 - building on the good work already done to address barriers to employment, progression, retention and upskilling in certain groups. This could include taking better account of caring responsibilities, making extra provision for health risk factors, looking at training and evaluation methods and building on the positive steps already taken around digital inclusion.
 - targeting spending and investment in areas and industries most affected by the pandemic whether that be creating safer and more inclusive community spaces, employment opportunities, working with partners to diversify services or improve transportation links.
 - working with partners from the private and third sector that promote active travel, use green technology and embed sustainability in their activities.

4. Push existing partners for more, and pull generative partners in to forge a stronger Covid-19 recovery and tackle inequalities across the region

- The refreshed Framework should be used to engage existing suppliers in more meaningful conversations around social value creation. This may require pushing suppliers to reconsider their approach to social value or to bring in third sector partners who can ensure that social value makes lasting and meaningful change. Once again this requires thinking about social value as an ongoing and evolving concept rather than an add-on to contracts or one person's job to monitor.
- Community wealth building aims to create stronger local economies. One way this is monitored is by tracking spending with local businesses to ensure wealth sticks in local places. In order to tackle inequalities, including those exacerbated by Covid-19, there is a step-beyond looking at local spend that looks to target spending even more specifically with generative partners. Examples of generative partners could be businesses operating in areas with particularly high levels of deprivation, those which are employee owned, those with a track record of working

with and training disadvantaged groups or a strong commitment to sustainable business practices.

5. Adopt more nuanced measures of social value to drive better outcomes

- What we measure influences our actions whether it is aiming for 10,000 steps a day, planting trees to capture carbon or prioritising GDP growth. At CLES, we advise localities and anchor institutions to adopt more nuanced measures as they strive to create more generative outcomes from their total public spending. This helps to link the desired outcomes to strategy and delivery as part of a coherent theory of change.
- Nuanced measures not only assess performance more comprehensively, they also help to steer behaviours and change culture. TfGM should consider what kind of measures apply to their operations through open consultation with its workforce, suppliers, GMCA partners and other stakeholders such as the public. Examples of such nuanced measures could include:
 - tracking suppliers by organisational structure or ownership models (such as minority or female-led) rather than just by location;
 - assessing the reduction in deprivation rates in areas where tfgm spending is heavily targeted;
 - monitoring whether there has been an increase of the use of transport services by particular marginalised groups following the introduction of measures to boost accessibility and inclusivity;
 - monitoring whether there has been an increase in engagement levels by stakeholders following action that responds to community inputs on designs and a decrease in anti-social behaviour;
 - tracking whether there is an increase in diversity of active travel users rather than just an overall increase in numbers.

6. Track and publish outputs and social value impact more consistently using both quantitative and qualitative reporting

- There are reporting tools that seek to capture the social, economic and ecological value generated by public spending but they risk narrowing the focus to value for money. We suggest that TfGM works with GMCA partners and other anchor organisations to adopt a consistent tracking tool that measures social value generated in the region through actions as a buyer, employer and owner as well as a provider of public services.
- The tool should track both direct and indirect impact to capture the multiplier effect and the engagement of other sectors. The creation of an evaluation tool with other GMCA partners and anchor organisations in the

region will create consistency for suppliers which can increase engagement with the broader goal of tackling inequality.

- As noted above, TfGM is seen as leading in the GMCA by starting to track and report on its social value impact against the original social value framework. We recommend that TfGM makes adjustments in quantitative and qualitative reporting against the refreshed Framework and uses this to communicate its impact more clearly.
 - It is generally easier to track **quantitative inputs and outputs** such as the number of apprenticeships created and completed. The numbers can draw attention and be used as support for spending decisions. Nonetheless, as explained above, in tracking quantitative social value outputs, TfGM should examine the nature of the metrics being used and ensure that they align with wider strategic aims around social value creation. For example, on progressive procurement, the questions for suppliers should probe broader business behaviours. Examples could include: do suppliers pay the living wage; do they use zero-hours contracts; do they source products locally; and are they Fair Tax Mark certified?
 - **Qualitative assessments and longer-term outcomes can** be harder to track but they are equally important. They can provide more relatable examples and inspire action with a variety of stakeholders. With both quantitative and qualitative assessments, it is common place to track and promote good news stories such as the amounts of carbon captured through tree-planting or engagement with local schools. Positive outcomes provide evidence and justification for spending decisions and are used to inform strategy and increase buy-in. To improve and extend good practice though it is necessary to examine not only what has worked but also what has not worked so well and to ask what more could be done. It is also important to put measures into context against the scale of the challenge and use that information to set more aspirational targets.
- Finally, TfGM could do more to communicate its social value creation. This could be through publishing a statement of intent as noted above, but could extend to including information on their website, through other digital tools and at facilities. Sharing achievements more widely and through creative formats could inspire other stakeholders to consider social value creation and drive up public engagement.

In conclusion, TfGM has already started to shift attention from creating social value through procurement to the broader idea of total public spending. This is in line with the refreshed Framework. The Framework sees social value not as a state or an output but as a way of doing things. This requires an organisational rethink that adopts a much broader and deeper approach to the impact TfGM can have on the economy, environment and community in Greater Manchester and tackling inequality. Now is the time for TfGM to seize the Covid-19 recovery to go further

and faster. If done correctly and with ambition, to do so will serve as an inspiration for a variety of stakeholders, including GMCA partners.



Centre for Local Economic Strategies

CLES, 52 Oak Street, Swan Square
Manchester, United Kingdom, M4 5JA
info@cles.org.uk | www.cles.org.uk
@CLEStinkdo | #clestinkdo
0161 832 7871

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Greater Manchester Transport Committee – Master Work Programme

October 2021 to December 2021

The table below suggests the Committee's work programme from October 2021 to December 2021.

Members are invited to further develop, review and agree topics which they would like to consider. The work programme will be reviewed and updated regularly to ensure that the Committee's work remains current.

The key functions of the Committee are –

- **Accountability:** active and regular monitoring of the performance of the transport network, including the Key Route Network, the operation of the GM Road Activities Permit Scheme, road safety activities, etc as well as all public transport modes. This role will include holding service operators, TfGM, highway authorities and transport infrastructure providers to public account, and to recommend appropriate action as appropriate;
- **Implementation:** oversee the delivery of agreed Local Transport Plan commitments. This includes the active oversight of the transport capital programme, and decisions over supported bus services network to be made within the context of policy and budgets set by the Mayor and the GMCA as appropriate; and
- **Policy Development:** undertake policy development on specific issues, as may be directed by the Mayor and / or the GMCA

October 2021

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Full Committee	Transport Network Performance	Bob Morris, TfGM	To review performance of the transport network, including the Key Route Network and all public transport modes. To hold service operators, TfGM, highway authorities and transport infrastructure providers to public account and to recommend appropriate action.	Accountability
	Road Safety Update	Peter Boulton	To provide an update on the work of road safety initiatives including Drive Safe, specifically how schemes are prioritised and the impact they have made. Road Danger Reduction Strategy	Accountability
	Destination Bee Network: Developing an Integrated Transport Network for Greater Manchester: Customer Experience,	Simon Warburton and Kate Brown	To discuss how transport and TfGM as an anchor institution can contribute to tackling inequalities. To receive the review carried out by CLES of TfGM's Social Value Policy and consider TfGM's response to the review recommendations.	Policy Development

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
	Inclusion and Equalities and Social Value			
	Bus Reform and Bus Service Improvement Plan	Simon Warburton	To give the Committee an opportunity to review the draft Bus Service Improvement Plan	Policy Development
	Transport Unit Update	Ronnie Neilson, Transport Unit, GMP	To respond to the Committee's request for an understanding of the current priorities of the Transport Unit, specifically work being undertaken to address an increase in anti-social behaviour	Accountability

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Bus Services Sub Committee	Changes to the Bus Network and Review of Subsidised Bus Services Budget	Alison Chew and Nick Roberts, TfGM	To note forthcoming changes to the bus network and to review and make decisions relating to supported bus services within the context of policy and budgets set by the Mayor and GMCA as appropriate.	Implementation
	Update from Operators	All Operators	To inform the Committee of the latest challenges, issues and achievements across the bus network.	Accountability
Metrolink & Rail Services Sub Committee	Metrolink Performance Report	Daniel Vaughan	To review overall performance of Metrolink.	Accountability
	Rail Performance Report	Simon Elliott	To review performance across the rail industry.	Accountability
	Priorities for Metrolink	Danny Vaughan	To inform the Committee of the key priorities for the Metrolink system, and potential areas of expansion.	Implementation
	Manchester Recovery Task Force Update	DfT	To inform the Committee of the work to improve the performance of rail services in GM. Note that this change will	Implementation

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
			be implemented between May-December 2021.	

December 2021

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Full Committee	Transport Network Performance	Bob Morris, TfGM	To review performance of the transport network, including the Key Route Network and all public transport modes. To hold service operators, TfGM, highway authorities and transport infrastructure providers to public account and to recommend appropriate action.	Accountability
	Winter Planning	Stephen Rhodes	To inform Members of the plans for the winter period across the public transport network.	Accountability
	Active Travel Update with specific focus on over 50's and children &	Richard Nickson		Accountability

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
	young people initiatives.			
	Williams – Shapps Plan for Rail	Simon Elliott	To update members on the key findings from the Williams-Shapps report for Rail and what this means for GM.	Policy Development