

GREATER MANCHESTER TRANSPORT COMMITTEE

DATE: Friday, 14th October, 2022

TIME: 10.30 am – 12.30 pm

VENUE: Council Chamber, Manchester Town Hall, Mount St,
Manchester

AGENDA

1. **Apologies**
2. **Chairs Announcements and Urgent Business**
3. **Declarations of Interest**

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

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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

4. Minutes of the meeting held on 12 August 2022 1 - 16

To consider the approval of the minutes of the meeting held on 12 August 2022.

5. Minutes of the Sub Committee Meetings 17 - 26

To note the minutes of the sub committees as below –

- Metrolink & Rail Sub Committee held on 23 September 2022
- Bus Services Sub Committee held on 7 October 2022 – To Follow

6. Network Review and Market Renewal Update 27 - 40

Report of Simon Warburton, Transport Strategy Director, TfGM.

7. Road Safety Update 41 - 72

Report of Peter Boulton, Head of Highways, TfGM.

8. TravelSafe Update 73 - 90

Report of Bob Morris, Chief Operating Officer, TfGM.

9. Work Programme 91 - 96

To note the work programme of the Full Committee.

10. Dates and Times of Future Meetings

To consider future meeting dates for the Committee and its Sub Committees for the rest of the municipal year:

Active Travel	28-Oct-22
Metrolink & Rail	11-Nov-22
Bus Services	18-Nov-22
Full committee	09-Dec-22
Metrolink & Rail	13-Jan-23
Bus Services	20-Jan-23
Full committee	17-Feb-23
Metrolink & Rail	03-Mar-23
Bus Services	10-Mar-23
Full committee	17-Mar-23

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: Ninoshka Martins

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This agenda was issued on 06 October 2022 on behalf of Julie Connor, Secretary to the

Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,

Manchester M1 6EU

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**MINUTES OF THE
GREATER MANCHESTER TRANSPORT COMMITTEE
HELD ON FRIDAY 12 AUGUST 2022 AT MANCHESTER TOWN HALL**

PRESENT:

Councillor Andrew Western (in the Chair)	GMCA
Councillor Stuart Haslam	Bolton Council
Councillor Jo Lancaster	Bury Council
Councillor Naeem Hassan	Manchester City Council
Councillor Dzidra Noor	Manchester City Council
Councillor Tracey Rawlins	Manchester City Council
Councillor George Hulme	Oldham Council
Councillor Howard Sykes	Oldham Council
Councillor Phil Burke	Rochdale MBC
Councillor Mike McCusker	Salford CC
Councillor Warren Bray	Tameside MBC
Councillor Doreen Dickinson	Tameside MBC
Councillor Angie Clark	Stockport MBC
Councillor David Meller	Stockport MBC
Councillor Linda Blackburn	Trafford Council
Councillor Aiden Williams	Trafford Council
Councillor John Vickers	Wigan Council

OFFICERS IN ATTENDANCE:

Julie Connor	Assistant Director, Governance & Scrutiny, GMCA
Lindsay Dunn	Senior Governance Officer, GMCA
Vernon Everitt	Transport Commissioner for GM
Nick Fairclough	Strategy Principle, GMCA
James Lewis	Network Planning Manager, TfGM
Bob Morris	Chief Operating Officer, TfGM
Richard Nickson	Cycling & Walking Programme Director, TfGM
Stephen Rhodes	Customer Director & Interim Head of

OFFICERS IN ATTENDANCE:

Simon Warburton

Steve Warrener

Bus Services, TfGM

Transport Strategy Director, TfGM

Finance and Corporate Services
Director, TfGM

ALSO IN ATTENDANCE:

Matthew Warman

Thomas Calderbank

Owain Roberts

Guillaume Chanussot

Rob Cox

Ross Stafford

Lucja Majewski

Avanti

Diamond

Northern

KAM Metrolink

KAM Metrolink

Stagecoach

Trans Pennine Express

GMTC 27/22 APOLOGIES

Resolved /-

That apologies be received and noted from GM Mayor Andy Burnham, Councillors Mark Aldred, Mohammed Ayub, Damian Bailey, Roger Jones, Kevin Peel and Aasim Rashid.

GMTC 28/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Members were informed that the GM Mayor and the Leader of Manchester City Council had jointly written to the Secretary of State for Transport regarding the position surrounding Avanti West Coast train services between Manchester and London which were set to reduce to one train per hour from 14 August 2022 with no clear indication of anticipated resolution to the usual frequency. The Chair echoed the sentiments of the letter and requested an urgent reinstatement of services.

Matthew Warman, Regional Growth Manager, Avanti West Coast explained to the Committee that at present, due to the ongoing rail dispute, there was no suggestion of when services would be reinstated. Furthermore, due to the unprecedented level of cancellations of services,

it had been decided that a reduced frequency in service was more favourable in the interest of customer confidence. It was advised that the proposed changes had been subject to consultation with DfT and was an unfortunate decision to reach.

The GM Transport Commissioner raised concern regarding the situation at what was described as a critical time for recovery after the pandemic and the delivery of the Bee Network.

Members also expressed their dissatisfaction regarding the situation and lack of communication and engagement by Avanti West Coast. The reliance on staff to work on rest days to fulfil timetable obligations was considered unacceptable and Members questioned as to what penalty and consequences of not fulfilling the franchise Avanti would face considering there was no specified timeline of reinstating the timetable. It was proposed that as a minimum, DfT should be asked to undertake a review of the franchise.

On behalf of the Committee, the Chair indicated that accepting decisions sometimes needed to be made quickly, tensions had been inflamed by the lack of dialogue between Avanti West Coast and stakeholders. It was suggested that the absence of certainty of the situation which passengers could face, would not, as suggested, improve customer confidence in reliability of service. The challenge regarding the lack of communication and engagement with stakeholders was accepted by Avanti's representative. It was therefore advised that regular contingency meetings would take place with TfGM to provide an update on progress regarding timetable changes and any future issues.

It was agreed that a response would be co-ordinated by Matthew Warman, Regional Growth Manager Avanti West Coast, addressing the concerns and issues raised by the Committee and how the impact of the reduction in Manchester to London services affects profitability of Avanti West Coast.

Resolved /-

1. That it be noted that the GM Mayor and Leader of Manchester City Council had jointly written to the Secretary of State for Transport regarding the position surrounding Avanti West Coast train services between Manchester and London.
2. That the significant concern and dissatisfaction of the Committee in relation to the

recently announced reductions in timetable, with no clear indication of resolution date be recorded.

3. That further consideration be given by Avanti West Coast to the urgent reinstatement of initial timetable frequency for Manchester to London train services.
4. That the future approach to engagement and communication between Avanti West Coast with key stakeholders including TfGM, GMCA and GM Transport Committee be improved in light of the consultation on the proposed reduction in services.
5. That the proposal by Avanti West Coast to arrange regular contingency meetings with TfGM colleagues to advise of the progress regarding timetable changes be noted.
6. That Matthew Warman, Regional Growth Manager Avanti West Coast, be requested to provide a written response to address the concerns and issues raised by the Committee and in particular how the impact of the reduction in Manchester to London services affect the profitability of Avanti West Coast.

GMTC 29/22 DECLARATIONS OF INTEREST

Resolved /-

That Councillor Phil Burke declared a personal interest in item ? as an employee of Metrolink.

GMTC 30/22 APPOINTMENTS TO OUTSIDE BODIES

Resolved /-

That Councillor Mike McCusker be appointed to the Green City Region Partnership as the representative for the GM Transport Committee.

GMTC 31/22 MINUTES OF THE GM TRANSPORT COMMITTEE MEETING HELD 17 JUNE 2022

Resolved /-

That the minutes of the GM Transport Committee meeting held 17 June 2022 be approved as a correct record.

GMTC 32/22 ACTIVE TRAVEL GOVERNANCE OPTIONS FOR THE GREATER MANCHESTER TRANSPORT COMMITTEE

Julie Connor, Assistant Director, Governance & Scrutiny, GMCA provided the Committee with a report which presented a series of options for ensuring effective oversight of Greater Manchester's ambitions for active travel by the GM Transport Committee.

Members were requested to consider the proposals and indicate their preference for either an additional sub-committee of equal size or for the main Committee to receive regular updates on the status of the active travel programme.

In discussion, Members expressed their views and following a vote, it was agreed that the preferred option for effective oversight of the active travel agenda by 10 votes to 6 would be the establishment of an additional sub-committee providing three sub-committees of equal size namely Active Travel, Bus Services and Metrolink & Rail.

The Chair suggested and it was agreed that a review of the established Active Travel sub-committee would be considered at the next Annual General meeting of the Committee.

Resolved /-

1. That the preferred option for effective oversight of the active travel agenda be the establishment of an additional sub-committee providing three sub-committees of equal size namely Active Travel, Bus Services and Metrolink & Rail.
2. That a review of the established Active Travel sub-committee be considered at the next Annual General meeting of the Committee.
3. That 11 members be appointed to each Sub Committee, ensuring each Local Authority is represented, and political balance is maintained (8 Labour, 2 Conservative, 1 Liberal Democrat)

GMTC 33/22 APPOINTMENT TO THE GMTC SUB COMMITTEES

Resolved /-

1. That the membership of the GMTC Sub Committees be agreed as below

BUS SERVICES

Members	Representing	Political Party
Councillor Tracey Rawlins	Manchester City Council	Labour
Councillor George Hulme	Oldham Council	Labour
Councillor Phil Burke	Rochdale Council	Labour
Councillor Roger Jones	Salford Council	Labour
Councillor David Meller	Stockport MBC	Labour
Councillor Warren Bray	Tameside MBC	Labour
Councillor Mark Aldred	Wigan Council	Labour
Councillor John Vickers	Wigan Council	Labour
Councillor Jo Lancaster	Bury Council	Conservative
Councillor Linda Blackburn	Trafford Council	Conservative
Councillor Howard Sykes	Oldham Council	Liberal Democrat

METROLINK & RAIL

Members	Representing	Political Party
Councillor Kevin Peel	Bury Council	Labour
Councillor Mohammed Ayub	Bolton Council	Labour
Councillor Dzidra Noor	Manchester City Council	Labour
Councillor Naeem Hassan	Manchester City Council	Labour
Councillor Aasim Rashid	Rochdale Council	Labour
Councillor Damian Bailey	Salford City Council	Labour
Councillor Andrew Western	GMCA	Labour
Councillor John Vickers	Wigan Council	Labour
Councillor Stuart Haslam	Bolton Council	Conservative
Councillor Doreen Dickinson	Tameside MBC	Conservative
Councillor Angie Clark	Stockport Council	Liberal Democrat

ACTIVE TRAVEL

Members	Representing	Political Party
Councillor Kevin Peel	Bury Council	Labour
Councillor Dzidra Noor	Manchester City Council	Labour
Councillor Tracey Rawlins	Manchester City Council	Labour
Councillor Roger Jones	Salford Council	Labour
Councillor David Meller	Stockport MBC	Labour
Councillor Warren Bray	Tameside MBC	Labour
Councillor Aidan Williams	Trafford Council	Labour
Councillor Andrew Western	GMCA	Labour
Councillor Doreen Dickinson	Tameside MBC	Conservative
Councillor Linda Blackburn	Trafford Council	Conservative
Councillor Angie Clark	Stockport Council	Liberal Democrat

2. That the appointment of of the Chair / Vice Chair of the Active Travel sub-committee be deferred and be confirmed ahead of the first meeting.
3. That Councillor Mark Aldred be appointed as Chair and Councillor Warren Bray be appointed as Vice Chair for the Bus Services Sub Committee.
4. That Councillor Doreen Dickinson be appointed as Chair and Councillor Dzidra Noor be appointed as Vice Chair for the Metrolink & Rail Sub Committee.

GMTC 34/22 INTRODUCTION TO THE TRANSPORT COMMISSIONER FOR GREATER MANCHESTER

Vernon Everitt, Transport Commissioner for Greater Manchester was introduced to the Committee and in doing so he welcomed the opportunity to outline the role and priorities to Members at what he described as a crucial time for public transport in Greater Manchester.

The Committee were informed that he had undertaken an extensive series of visits across all districts and across all modes of transport speaking and listening to customers and staff about their views of the transport network and how this could be improved to encourage greater patronage. He advised members that he was working closely with Dame Sarah Storey to ensure integration of active travel with public transport recognising the connections with work, growth, housing, health and social cohesion. The inspirational vision for the Bee Network of

integration of active travel with Metrolink and bus and ultimately rail services using coherent approaches to fares and ticketing alongside information to enable people to make affordable journeys was commended.

The Committee were informed that there had been an emergence of new markets in public transport post pandemic, particularly the leisure market. Furthermore, there was an overall steady recovery in the use of public transport, however 60% of journeys across Greater Manchester were still made by car.

Members were informed that the delivery of the vision for public transport was set out in a detailed plan which the Committee and other groups would receive regular updates on. The plan focused on four main areas, customers and revenue; operations and network; finance and revenue expenditure and the collective capability to deliver the programme.

It was anticipated that the delivery of the plan would enable reduced and capped bus fares and the delivery of operational phasing of bus franchising concluding in 2024. An electric branded fleet would be introduced along with the collaborative procurement of 170 zero emission buses. The Bee Network app would be introduced which had the ability to improve the ability to plan journeys in a more effective way along with tap and go payments which would calculate the cheapest fares and will be available across both Metrolink and bus services.

It is further anticipated that the fares and ticketing approach would be implemented across the suburban rail network across GM. Early discussions were underway with the transition team of Great British Railways as to how contactless payments could be integrated across rail, Metrolink and the bus network.

The Commissioner highlighted that his priority was the delivery of the Bee Network to demonstrate to residents the tangible benefits of the vision. Further work in relation to the vast rail agenda for the region which included HS2 and Northern Power House Rail were also of significant priority along with pursuing joint opportunities with Network Rail on infrastructure.

In thanking the Commissioner for the informative update, members asked what further opportunities were being considered to deliver Metrolink to Stockport. It was advised that separate funding schemes were being explored to enable greater consideration and development of capital funding cases for the extension of the Metrolink network to Stockport

and further details would be brought to the Committee in due course.

The role of bus companies as employers to aspire to the commitments of Greater Manchester Good Employment Charter including the real living wage were considered and it confirmed that all companies that apply for franchising must demonstrate their commitment to the Charter. It was suggested and agreed that the Committee express in writing to the GM Mayor, those measures, for example the real living wage which they consider fundamental in the procurement and commissioning of transport services.

The importance for residents to be able to pay cash for public transport was acknowledged and it was confirmed that there was no proposal to withdraw cash payments for public transport in GM.

Members highlighted concerns with regards to less reliable operators bidding for services as part of the franchising process. Assurance was provided that work with all operators across the public transport network was done in partnership with all stakeholders and one of the vast benefits of bus franchising was the ability to hold bus operators to account.

Resourcing and measures to deal with crime and Anti-Social Behaviour (ASB) across the public transport network were considered and it was noted that tackling both crime and ASB and increasing visibility across the public transport network was a priority to increase customer confidence.

Fare and pricing structures were discussed and it was advised that an overall pricing strategy for both bus and Metrolink services with a unified cap would be developed and the proposals would be presented to the Committee for further consideration as appropriate.

The work underway to improve accessibility at train stations was recognised and the Committee expressed their vision to provide step free access at all stations in GM.

The volume of traffic which could be attributed to school travel was discussed, the level of public transport fares for children and the role of active travel was recognised as measures to address school traffic congestion.

It was noted that proposals to introduce capped bus fares was subject to agreement with bus

operators and the Committee were advised that intensive discussions are underway to reach agreement ahead of the introduction of £2 and £1 fares in September 2022.

The cost and funding of the capped bus fares proposal were discussed and it was confirmed that a report had been presented to the meeting of the GMCA on Friday 29 July which requested approval to allocate Bus Services Improvement Plan (BSIP) funding to reduce bus fares to a maximum of £2 single fares, £1 for children, with a maximum £5 day ticket, £2.50 for children, from 1 September 2022, subject to agreement with Government and bus operators which would be reviewed after one year. It was suggested and agreed that the report will be shared with Members.

On behalf of the Committee, the Chair thanked the GM Transport Commissioner for the comprehensive update and acknowledged the valuable role in further developing public transport in GM.

Resolved /-

1. That the GM Transport Commissioners update be noted.
2. That separate funding schemes be explored to enable greater consideration and development of capital funding cases for the extension of the Metrolink network to Stockport and further details be submitted to the Committee in due course.
3. That it be noted that the Good Employment Charter was enshrined within the bus franchising process.
4. That it be noted that there was no proposal to withdraw cash payments for public transport in GM.
5. That it be noted that one of the vast benefits of bus franchising was the ability to hold bus operators to account.
6. That it be noted that tackling crime and Anti-social behaviour and increasing visibility across the public transport network was a priority to increase customer confidence.
7. That it be noted that an overall pricing strategy for both bus and Metrolink services with a unified cap would be developed and the proposals would be submitted to the Committee for further consideration as appropriate.
8. That a letter be drafted on behalf of the Committee to the GM Mayor highlighting those measures, for example the real living wage which they consider fundamental in the procurement and commissioning of transport services.

9. That it be noted that discussions were underway with bus operators to reach agreement ahead of the introduction of £2 and £1 fares in September 2022.
10. That the report submitted to the meeting of the GMCA on Friday 29 July, regarding the allocation Bus Services Improvement Plan (BSIP) funding to reduce bus fares be circulated to the Committee.

GMTC 35/22 ACTIVE TRAVEL UPDATE

Richard Nickson, Cycling and Walking Programme Director TfGM, provided the Committee with an update on the GM Active Travel programme and its key activities following the first six months of 2022. The report highlighted forthcoming workstreams and areas of challenge across GM, particularly in terms of capital delivery.

Members were advised that GM Active Travel Programme comprises of a broad and extensive range of workstreams and activities which could be broadly split into five 'pillars' of work relating to delivery of the Active Travel components of the GM Bee Network.

The pillars cover strategy and policy development; the infrastructure programmes that deliver the physical network; enhancing access and opportunity to active travel; behavioural change (activation) and safety and road danger reduction. These pillars operate GM-wide, with TfGM typically performing a programme management and assurance function, with onward reporting to both the GMCA, the DfT and Active Travel England as appropriate.

In welcoming the helpful overview, Members suggested that the role of the newly established Active Travel Sub Committee could be to develop further the relationship between the districts and TfGM regarding the governance and detail of active travel programmes to provide greater assurance.

The Chair suggested and it was agreed that regular progress updates would be reported by district to the Committee and the Active Travel sub-committee as appropriate. It was further requested that regular Active Travel progress updates be shared with Executive Members with transport portfolio responsibility in each of the districts for cascading to all Members.

It was proposed that greater visibility of individual schemes be embedded in future updates along with further surveying of how schemes relate to the wider Bee Network including

integration with public transport.

In discussion Members considered the availability of funding for School Street schemes and the challenge in general regarding resourcing active travel schemes. The Committee were encouraged that GM had a pipeline of aspirational and deliverable projects for which bids would be submitted to Active Travel England.

Further detail on the effectiveness of Phase one of the GM Cycle Hire scheme was requested with the possible development of a future business case for further roll out across GM. It was agreed that an update and evaluation of phase one of the scheme would be presented to the Committee at a future date.

Resolved /-

1. That the Active Travel update be noted.
2. That regular Active Travel progress updates by district be submitted to the Committee and the Active Travel Sub-Committee as appropriate.
3. That regular Active Travel progress updates be shared with Executive Members with transport portfolio responsibility in each of the districts for cascading to all Members.
4. That it be agreed that greater visibility of individual schemes be embedded in future updates along with further surveying of how schemes relate to the wider Bee Network.
5. That the status and delivery performance of the Mayor's Challenge Fund (MCF) and Active Travel Fund (ATF) capital programmes as at the end of Quarter 1 2022/23, and the intention to explore MCF funding reappportionment across GM be noted.
6. That the approach to reallocating ATF2 funding, following a series of scheme withdrawals from the programme be noted.
7. That the emergence and role of Active Travel England, and the timescales for submitting a GM bid to the 4th round of the national Active Travel Fund be noted.
8. That the planned submission of an Active Travel self-assessment form to Active Travel England, on behalf of Greater Manchester be noted.
9. That the progress made on the continued roll-out of the GM Cycle Hire scheme across the Regional Centre, and the revised timeframes for the full public launch be noted.
10. That an update and evaluation of the phase one the GM Cycle Hire scheme be submitted to the Committee at a future date.

Stephen Rhodes, Customer Director & Interim Head of Bus Services, TfGM presented a report to inform Members of the review of the Greater Manchester bus network which TfGM had undertaken with operators, and the approach that TfGM was taking to stabilise the network in advance of the end of Government recovering funding in October 2022. The extensive work undertaken with operators to identify services at risk of reduction or withdrawal and the interventions being pursued to mitigate the impact were acknowledged.

In recognition of the work undertaken by TfGM with operators to stabilise the bus network, the Chair accepted that the circumstances of informing Members of the proposals to mitigate the immediate impact of commercial changes being made was not the typical process. However, the aim of achieving a stable network was acknowledged and officers were requested that moving forward, GMTC and Bus Network Sub Committee in particular, receive early oversight of any dialogue with operators and TfGM on the potential loss of services of similar scale for comment and feedback.

The Chair requested the Committee to approve delegated authority to the Chief Executive, GMCA and TfGM to deal with the actions being taken in respect of the proposed service changes set out in Appendix 1 of the report.

In discussion Members questioned whether there was adequate availability of funding to fulfil tenders alongside the introduction of capped bus fares for all routes. Officers advised that interim funding arrangements ahead of bus franchising had been carefully considered and it was anticipated that operators would adopt a pragmatic approach to the process to retain and maintain services. It was accepted that the challenge to service delivery was sustainability and all bids would be reviewed to ensure value for money of public finances.

Councillor Meller expressed concern regarding the cross-boundary service 358 and proposed to provide further assistance and engage with Derbyshire CC if required once operator submissions were received.

Members requested assurance that the report provided a comprehensive list of affected services. It was confirmed that all services that operators had formally listed with DfT for implementation from October 2022 were included and it was agreed that future updates would provide further detail of all boroughs affected to enable ward members in districts to receive

information of cross borough services.

It was suggested and agreed that TfGM officers would contact Councillor McCusker separately regarding queries relating to bus services 10 and 51.

The Committee conveyed apprehension in approving delegated authority to the Chief Executive, GMCA and TfGM and an alternative process which included Member oversight was considered. In discussion, it was suggested and agreed that upon completion of the tendering exercise, a briefing paper would be prepared for all GMTC Members to inform the Committee of the proposed TfGM response to commercial services changes notified by operators effective from 30th October 2022. Furthermore, if required, an extra-ordinary meeting of the Bus Services Committee will be convened, upon request of Members, to further discuss the bus operators proposals and proposed level of intervention for services affected by commercial changes.

Upon satisfactory completion of the process, Members agreed to approve delegated authority to the Chief Executive, GMCA and TfGM in consultation with the Chair and Vice-Chairs of GMTC to deal with the actions being taken in respect of the proposed service changes set out in Appendix 1 of the report.

Resolved /-

1. That the actions being taken in respect of the proposed service changes, set out in Appendix 1 of the report, be noted.
2. That the approach undertaken by TfGM to stabilise the Greater Manchester bus network, in advance of the end of Government financial support in October 2022, be recognised and that it be agreed that engagement with GMTC Members and the Bus Services sub-committee be undertaken at an earlier stage in the event of any future potential changes on this scale.
3. That it be noted that extensive engagement was underway with Derbyshire County Council regarding cross boundary services and the offer by Councillor David Meller (Stockport) to further assist once operator submissions are received to progress the process with respect of service 358 be acknowledged.
4. That it be agreed that a briefing paper would be prepared for all GMTC Members, at the earliest convenience, upon completion of the tendering exercise, informing Members of the

proposed TfGM response to commercial services changes notified by operators effective from 30th October 2022.

5. That an extra-ordinary meeting of the Bus Services Committee be convened, if required, upon request of Members to further discuss the bus operators proposals and proposed level of intervention for services affected by commercial changes.
6. That it be noted that the report provided a comprehensive listing of services operators formally listed with DfT for implementation from October 2022 and that it be confirmed that future updates would include details of all districts affected, to ensure all Local Authority were in receipt of any changes, including cross boundary services which will impact residents.
7. That it be agreed that further information would be provided by TfGM to Councillor McCusker regarding bus services 10 and 51.
8. That authority be delegated to the Chief Executive Officer, GMCA and TfGM, in consultation with the Chair and Vice-Chairs of GMTC, to deal with the actions being taken in respect of the proposed service changes set out in Appendix 1 be approved.

GMTC 37/22 WORK PROGRAMME

Resolved /-

That the work programme of the Committee be noted.

GMTC 38/22 DATES AND TIMES OF FUTURE MEETINGS

Resolved / -

1. That the dates of the Full Committee and the Metrolink & Rail Sub Committees for the forthcoming year be agreed.

Metrolink & Rail	16-Sep-22
Bus Services	07-Oct-22
Full committee	14-Oct-22
Metrolink & Rail	11-Nov-22
Bus Services	18-Nov-22
Full committee	09-Dec-22
Metrolink & Rail	13-Jan-23

Bus Services	20-Jan-23
Full committee	17-Feb-23
Metrolink & Rail	03-Mar-23
Bus Services	10-Mar-23
Full committee	17-Mar-23

2. That it be agreed that dates of the Active Travel Sub Committee will be circulated once arranged.

Agenda Item 5

MINUTES OF THE MEETING OF THE GREATER MANCHESTER TRANSPORT METROLINK & RAIL COMMITTEE HELD ON FRIDAY 23 SEPTEMBER 2022 AT MANCHESTER TOWN HALL

PRESENT:

Councillor Mohammed Ayub	Bolton Council
Councillor Stuart Haslam	Bolton Council
Councillor Dzidra Noor	Manchester Council
Councillor Naeem Hassan	Manchester Council
Councillor Aasim Rashid	Rochdale Council
Councillor Steve Gribbon	Stockport Council
Councillor Doreen Dickinson	Tameside Council

OFFICERS IN ATTENDANCE:

Lindsay Dunn	Senior Governance Officer, GMCA
Gwynne Williams	Deputy Monitoring Officer, GMCA
Mark Angelucci	Rail Officer, TfGM
Simon Elliott	Head of Rail Programme, TfGM
Danny Vaughan	Head of Metrolink, TfGM
Steve Warrener	Finance and Corporate Services Director, TfGM

OPERATORS IN ATTENDANCE:

Charlie French	Avanti
Guillaume Chanussot	Keolis Amey Metrolink (KAM)
Chris Jackson	Northern
Claire Rowland	Northern
Melissa Farmer	TransPennine Express (TPE)

GMTMRC 21/22 APOLOGIES

Resolved /-

That apologies be noted and received from Councillor's Kevin Peel (Bury), Angie Clark (Stockport), Andrew Western (Trafford) and John Vickers (Wigan).

GMTMRC 22/22 APPOINTMENT OF CHAIR AND VICE CHAIR FOR 2022/23

Resolved /-

That it be noted that Councillor Doreen Dickinson be appointed as Chair and Councillor Dzidra Noor be appointed as Vice Chair of the GM Transport Metrolink & Rail Sub Committee for 2022/23.

GMTMRC 23/22 MEMBERSHIP FOR 2022/23

Resolved /-

That the membership of the GM Transport Metrolink & Rail Sub Committee for 2023/23 be noted as follows.

Members	Representing	Political Party
Councillor Kevin Peel	Bury Council	Labour
Councillor Mohammed Ayub	Bolton Council	Labour
Councillor Dzidra Noor	Manchester City Council	Labour
Councillor Naeem Hassan	Manchester City Council	Labour
Councillor Aasim Rashid	Rochdale Council	Labour
Councillor Damian Bailey	Salford City Council	Labour
Councillor Andrew Western	GMCA	Labour
Councillor John Vickers	Wigan Council	Labour
Councillor Stuart Haslam	Bolton Council	Conservative
Councillor Doreen Dickinson	Tameside MBC	Conservative
Councillor Angie Clark	Stockport Council	Liberal Democrat

GMTMRC 24/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

There were no chairs announcements or items of urgent business.

GMTMRC 25/22 DECLARATIONS OF INTEREST

Resolved /-

There were no declarations of interest.

GMTMRC 26/22 MINUTES OF THE METROLINK & RAIL SUB-COMMITTEE MEETING HELD 11 MARCH 2022

Resolved /-

That the minutes of the GM Transport Metrolink & Rail Sub Committee meeting held 11 March 2022 be approved as a correct record.

GMTMRC 27/22 METROLINK SERVICE PERFORMANCE

Danny Vaughan, Head of Metrolink, TfGM, introduced a report which provided an update on

Metrolink services and a performance summary for the rolling 12-month period.

Members were advised that there were 146 trams in operation across the Metrolink network with the final one becoming operational the following day. This would complete the 27 additional trams which had been ordered pre pandemic to deal with capacity issues at the time.

It was reported that patronage had increased to 75% of pre pandemic levels with strong underlying growth on some lines with commuter numbers returning to pre Covid levels.

Operational performance during periods 3 and 4 deteriorated due to extreme high temperatures experienced on 18th and 19th July which significantly impacted overhead line equipment and required temporary speed restrictions and service cancellations. Significant hot weather impacts continued to be experienced through period 4 and into period 5 with temporary speed restrictions applied in various locations across the network between the 10th and 14th August. This has resulted in infrastructure improvements including track renewal and modifications to overhead lines on the Bury line.

Regarding Anti-Social Behaviour (ASB), it was reported that compared to July 2019 there had been an increase. However more targeted specialist operations were carried out across the network by TravelSafe and GMP throughout periods 3 and 4 focusing on crime and ASB hotspots and these would continue. Statistics from joint operations including arrests and prosecutions would be publicised where possible.

A forward look of planned network renewals was provided. Most of the essential works during 2022 were to replace sections of track at key locations on the network of which some would require longer duration closures which mainly impacted the city centre, Bury and Eccles lines. It was reported that the Eccles Line track renewals would be completed by 21 October 2022.

A three month pilot of carriage of dogs on Metrolink began on 1 August 2022 to fulfil a mayoral manifesto commitment. The pilot allowed passengers to take two non-assistance dogs on Metrolink at any time of the day for no charge, subject to guidance regarding behaviour. An online survey has been set up on the TfGM website to collate feedback from all customers. The survey closes on 31 October and the data would be used to help determine whether dogs can continue to be allowed on trams after the pilot has ended, an update would be presented to the Committee at a future meeting.

In welcoming the update, Members requested further details with regards to the estimated cost of vehicle and infrastructure repairs due to criminal damage and ASB. It was agreed that where possible, further analysis would be undertaken by TfGM Officers and the estimated cost reported to the Committee.

In discussion the Committee considered preventative measures to combat the anti-social misuse of emergency activation features on tram doors. Further information of the targeted solutions that had been adopted along with future design considerations was provided.

Concern was raised regarding ASB at the Abraham Moss tram stop on the Bury line and it was proposed and agreed that the TravelSafe Partnership Team be requested to partner with the neighbourhood policing team to target the issues raised. Monitoring of CCTV was discussed and the Committee were advised that further work to improve the CCTV specification across the network is being undertaken.

The Committee requested an update regarding the extension of services on the Bury line to the Trafford Centre. It was proposed that plans to extend Trafford Centre services to Crumpsall

would be reviewed for implementation once there is both the availability of drivers and demand for the service.

An update regarding recruitment was provided and members were assured that workforce equality and diversity was a clear priority for the operator. An overview of the positive changes made in the advertisement for roles along with policies to capture a diverse workforce were provided.

Resolved /-

1. That the contents of the report be noted.
2. That the estimated cost of Anti-Social Behaviour (ASB) in terms of vehicle and infrastructure repairs be further analysed by TfGM Officers and reported to the Committee.
3. That it be noted that the emergency door activation feature is a necessary safety requirement on Metrolink trams. However, targeted solutions would continue to be introduced to combat the anti-social misuse of emergency door activation.
4. That it be noted that further work to improve the CCTV specification across the network was being undertaken.
5. That the TravelSafe Partnership Team be requested to partner with the neighbourhood policing team to target ASB at the Abraham Moss Metrolink stop.
6. That it be advised that plans to extend Trafford Centre services to Crumpsall would be reviewed for implementation once there was both the availability of drivers and demand for the service.

GMTMRC 28/22 METROLINK OPERATOR UPDATE

Guillaume Chanussot, Managing Director, KeolisAmey Metrolink provided a verbal update to the Committee, which complemented the information already shared in the Metrolink Service Performance Report.

The recent operational issues highlighted in the performance report were acknowledged and the Committee were assured that many of the lessons learned would be considered when embarking on winter planning.

The impact of driver availability and levels of anti-social behaviour remained a challenge for the organisation. However, more positively, the arrival of new trams across the network would provide increased services, capacity and availability for passengers. Furthermore, greater consideration of communication and advertising to attract more passengers would receive further focus with colleagues from TfGM.

Members were advised that Metrolink had been shortlisted in a number of categories in the Global Light Rail Awards. This included nominations for Operator of the Year, Rising Star for Community Engagement and Team of the Year for the management of the Parklife Festival.

In welcoming the update, Members highlighted the concerns and pressure from residents regarding ASB on the Rochdale line particularly in the borough of Rochdale. The impact of the adverse behaviour was acknowledged and it was proposed that further details of the upcoming targeted operations would be provided by TfGM officers to Councillor Aasim Rashid (Rochdale Council).

Resolved /-

1. That the update be noted.
2. That the concerns and pressure from residents regarding ASB on the Rochdale line particularly in the borough of Rochdale be acknowledged and that further details of targeted operations be provided by TfGM officers to Councillor Aasim Rashid (Rochdale).

GMTMRC 29/22 LOCAL RAIL PERFORMANCE REPORT

Simon Elliott, Head of Rail Programme, TfGM provided an update to Members on local rail service performance and operations between rail periods 3 and 4 2022/23 (29 May – 23 July 2022).

The Committee were advised that operational performance saw continued declines with only Transport for Wales Rail (TfW) services registering a slight improvement during period 4. Service cancellations across GM had increased across TOCs mainly due to unprecedented weather temperatures during the summer period, resource availability, along with sickness and Covid related absence. Disruption due to strike action also had a significant impact on patronage throughout the period with further disruptive action planned for 1, 5 and 8 October 2022. The support provided by Network Rail to operate signalling to enable Metrolink services to operate between 7am-7pm on strike days on the Altrincham line was acknowledged.

It was reported that rail services in the north have recovered faster than the national average with patronage at around 75% of pre-Covid figures. Furthermore, TfW has reported some leisure routes at 140% of pre-Covid levels, with discretionary leisure travel also leading the recovery for Northern and TPE.

An update regarding the Manchester Recovery Task Force to improve rail performance was provided and it was advised that there would be significant changes to train services from 11 December 2022 with some additional services on certain routes.

It was further advised that resource challenges for TOC's persist across the network operating in GM which has included the removal of rest day working, driver training, staff retention and sickness resulting in both Avanti and TPE recently amending the current operating timetable. Subsequently, services operated by TPE had been reduced on the Anglo/Scotland routes between Manchester Airport to Glasgow and Manchester to Edinburgh. Since August, Avanti has significantly reduced Manchester to London services from three to one train per hour. However, the increase in additional services by Avanti as part of Operation London Bridge was acknowledged.

An update regarding the scheduled essential platform work to be carried out between 2 January 2023 to 21 May 2023 at Salford Central train station was provided and it was agreed that stakeholder engagement would take place to communicate the mitigations to manage the impact of the disruption.

It was reported that Bramhall, Davenport, Romiley and Heaton Chapel stations had all benefitted from accessibility improvements, as part of the mid-tier funding bid. It was further advised that a further Access for All funding bid has been submitted to the Department for Transport (DfT) to unlock significant investment to enable a further eleven stations to be accessible and inclusive. An update would be provided to the next meeting of the sub-committee.

An update on the work of TfGM with industry partners to fund and facilitate community projects

at stations was provided. It was reported that new station Friends groups were in place at Bramhall and Hag Fold and these now total 50 groups, having doubled over five years. TfGM would be co-sponsoring the Community Rail Network Awards, along with Northern Trains. The awards would now take place at Manchester Central on 6 October 2022 due to the train strike instead of the proposed date of the 5 October 2022. On behalf of the Committee, the Chair wished all the shortlisted nominees the very best of luck and thanked all station Friends groups for their continued commitment and hard work.

In welcoming the update, Members considered the challenging picture regarding recruitment and retention of train staff and the restoration plan developed by Avanti to mitigate the impact on service delivery.

Regarding the unfortunate fatalities reported near Wigan North-Western and at Alderley Edge, TfGM officers agreed to provide further information directly to Councillor Stuart Haslam (Bolton Council).

In discussion, the Sub-Committee considered what encouragement and support could be provided to individuals to get a Friends group into operation. It was suggested and agreed that Mark Angelucci, Rail Performance Officer, TfGM or Rebecca Styles, Northern could be contacted regarding any support required by individuals wanting to start a Local Friends of Train Station groups.

Resolved /-

1. That the update be noted.
2. That it be noted that resource challenges continue to affect service delivery of Train Operators across the GM rail network.
3. That an update and commitment be provided to the Committee by both Avanti and Trans Pennine Express (TPE) in relation to service restoration.
4. That the Committee be advised that essential platform work to both platform 1 and 2 at Salford Central Rail Station would be carried out between 2 January 2023 to 21 May 2023.
5. That the Committee be reassured that significant communication and stakeholder engagement would take place to mitigate the impact of the disruption as a result of the necessary platform alterations at Salford Central Rail Station.
6. That it be noted that a further Access for All funding bid has been submitted to the Department for Transport (DfT) to unlock significant investment to enable a further eleven stations to be accessible and inclusive.
7. That an update on infrastructure including the Access for All Programme be provided at the next meeting of the Metrolink & Rail Sub-Committee.
8. That it be advised that the Community Rail Network Awards would no longer take place on 5 October 2022 due to the train strike and would instead take place on 6 October 2022.
9. That further information be provided by TfGM officers to Councillor Stuart Haslam (Bolton Council) regarding recorded fatalities near Wigan North Western and at Alderley Edge.
10. That Mark Angelucci, Rail Performance Officer, TfGM or Rebecca Styles, Northern be contacted regarding any further support required by Local Friends of Train Station groups.

GMTMRC 30/22 RAIL OPERATOR UPDATE

Rail operators in attendance were invited to provide a verbal update to the Committee and both Avanti and TPE were requested to provide an update and commitment to service restoration.

Avanti

It was acknowledged that the reduced level of services being provided were of a vast inconvenience and an apology was offered for the frustration felt by the public and passengers. It was advised that intensive analysis of resources to determine what level of service could be reliably timetabled had been undertaken. This analysis had determined that some services could be re-introduced and these would be implemented as part of a two stage process commencing on 27 September 2022. From that date, 10 additional trains would operate between Manchester and London on Tuesdays, Thursdays, and Sundays with an additional 6 on Wednesdays. Additional services would be introduced as resources become available, however it was reported that engineering works would have an impact on service delivery at weekends.

It was advised that the second phase of restoration would be implemented in December when services would return to three trains per hour between Manchester and London. The factors for the restoration which included a commitment to no further reliance on rest day working or overtime were outlined. It was highlighted that the restoration plan would be subject to the impact of industrial action and the plan would be shared with stakeholders.

Northern

An update was provided regarding current service delivery, a forward look to December 2022 timetable changes and ridership along with plans to stimulate demand.

It was reported that performance had decreased with an increase in cancellations since the implementation of timetable changes in May 2022. The factors impacting performance and reliability were outlined which included higher instances and rates of staff absence compared to pre Covid levels. It was confirmed however that there were enough drivers and conductors to operate services as recruitment and training had continued throughout the pandemic. Assurance was provided that there were adequate resources to implement December 2022 timetable changes with a further aspiration to introduce Sunday working as part of the working week.

An update on negotiations with ASLEF regarding roster agreements was also provided and it was noted further discussions would take place on 6 October 2022.

The significant steps being taken to implement December 2022 timetable changes with a 24% increase in services were outlined to the Committee. It was advised that a phased approach would be adopted due to major engineering work across the network with full implementation on 3 January 2023.

Regarding demand recovery, it was reported that levels were at 86% of pre Covid rates with commuter demand remaining suppressed. Leisure market demand was however continuing to increase particularly at weekends. Steps to stimulate demand including flash sales and the use of digital platforms were outlined.

Concern was raised by Councillor Stuart Haslam regarding disruption and cancellation of several consecutive journeys on the route between Bolton and Manchester Victoria the previous week. It was agreed that further consideration and feedback on the reported issues would be undertaken.

Members welcomed the introduction of water refill points at some stations operated by Northern

and it was reported that an additional £3m of station investment had been secured in partnership by Northern, TfGM and Network Rail. It was suggested that water re-filling stations at additional train stations could be considered as part of the prioritisation of the additional investment.

TransPennine Express

It was reported that the three challenges affecting recent performance and train crew availability included the removal of rest day working, the backlog of driver training due to Covid and high levels of staff sickness absence.

The mitigations being implemented to address the challenges of train crew availability were outlined to the Committee.

Short notice cancellations over the summer months on West Coast services had resulted in recent implementation of timetable changes in consultation with the Rail North Partnership to provide greater stability for customers. Within the short period since implementation, it was reported that the impact had seen a significant reduction in short term cancellations and an improvement in stability.

Assurance was provided that the recently implemented changes were temporary and there was a commitment to reinstate some services from December 2022 with full reinstatement in May 2023.

An overview of the work to take place at Irlam station was provided and it was advised that Network Rail would contact Salford Council to provide a clear update on the proposed works required to enable the restoration of TPE services.

In recognising the comments regarding implementation of service reductions to improve reliability, TfGM officers provided reassurance to the Committee that they would be assessing performance and reliability as a result of timetable changes introduced by operators.

Furthermore, in accepting that December 2022 was the new base line for contracted services provided by Northern. The Committee advised that the ambition for growth and connectivity as detailed in the original franchise agreement remains a priority for Greater Manchester as a city region.

Resolved /-

1. That update from operators be noted.
2. That the Committee be advised of the detailed restoration of services proposed by Avanti noting that plans would be subject to industrial action and would be shared with stakeholders.
3. That the Committee be reassured of the commitment by Northern to deliver the significant uplift in services as part of the December 2022 timetable changes.
4. That it be noted that further work was planned at Ashton Rail Station and the Committee would be engaged and advised appropriately.
5. That following explanation, further consideration be provided by Northern to the concern raised by Councillor Stuart Haslam regarding disruption and cancellation of several consecutive journeys on the route between Bolton and Manchester Victoria the previous week.
6. That it be noted that an additional £3m of station investment had been secured in partnership by Northern, TfGM and Network Rail and that water re-filling stations at

additional train stations would be considered as part of the prioritisation of the additional investment.

7. That the Committee be advised of the recent services changes implemented by TPE and the proposed phased re-instatement.
8. That the Committee be reassured that TfGM would be assessing the delivery in improvement of rail reliability as a result of service reductions that had been introduced by operators.
9. That it be noted in accepting that December 2022 was the new base line for contracted services provided by Northern, the GM ambition for growth and connectivity as detailed in the original franchise agreement remains pertinent.
10. That it be advised that Network Rail would contact Salford Council to provide a clear update on the proposed works required to enable the restoration of TPE services at Irlam Rail Station.

GMTMRC 31/22 WORK PROGRAMME

Resolved /-

That the GM Transport Committee Work Programme be noted.

GMTMRC 32/22 DATE AND TIME OF FUTURE MEETINGS

Resolved /-

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

Friday 11 November 2022

Friday 13 January 2023

Friday 3 March 2023

All Meetings would commence at 10:30am

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Friday 14th October 2022

Subject: Network Review and Market Renewal

Report of: Simon Warburton, Transport Strategy Director, TfGM

Purpose of Report

To update members on the progress of the public transport Network Review and Market Renewal programme of work.

Recommendations:

1. Note the challenges and opportunities facing the public transport network and the conditions and details for the Network Review and Market Renewal programme of work as set out in this report.

Contact Officers

Simon Warburton, Transport Strategy Director





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Equalities Implications

The Network Review and Market Renewal work aims to stabilise Greater Manchester's public transport network after a period of uncertainty caused by Covid-19, protect and improve Greater Manchester's public transport offer, reduce carbon emissions and improve air quality. Increased use of public and active transport is proven to reduce obesity and other diseases related to inactivity in a population as well as improving mental health and promoting wellbeing.

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G		
Health	G		
Resilience and Adaptation	G		
Housing	G		
Economy	G		
Mobility and Connectivity	G		
Carbon, Nature and Environment	G		
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Climate Change Impact Assessment and Mitigation Measures

The plan will include an assessment of carbon emissions, current policies to reduce carbon emissions from transport and additional activities that will incentivise mode shift away from carbon intensive toward more sustainable forms of transport to help Greater Manchester meet the goal of being carbon neutral by 2038.

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential	N/A			
Residential building(s) renovation/maintenanc	N/A			
New Build Commercial/Industrial	N/A			
Transport				
Active travel and public transport				
Roads, Parking and Vehicle Access				
Access to amenities				
Vehicle procurement	N/A			
Land Use				
Land use				
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The strategic risk issues with the programme are financial and legal, which are covered below.

Legal Considerations

As above, the NRMR programme will bring together multiple workstreams with their own legal considerations and interdependencies. An assessment of these legal considerations will form part of the NRMR programme. A key legal consideration is that new legislation may be required to introduce policies identified in the revised local transport policy framework and financial sustainability plan.

Financial Considerations – Revenue / Capital

A medium to long term funding strategy will be required which will need to show how the existing financial challenges can be managed. This strategy will need to explore how funding can be balanced between:

- i) management of the networks to drive up revenues and drive down costs; and
- ii) raising additional revenue through support from Government and local sources. Development of a sustainable funding model for both Metrolink and bus will be a key.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

GMCA Report - Towards the Bee Network - Network Review, Market Renewal and Bus Service Improvement Plan, 24/06/2022

Tracking/ Process

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

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? No

Overview and Scrutiny Committee

N/A

1 Introduction and Background

- 1.1 Over the next three years, significant investment in Greater Manchester will dramatically improve the transport offer. Greater Manchester's move to bus franchising provides the mechanism to deliver transformational change. This all builds towards delivering the Bee Network, an integrated 'London-style' transport system, which will transform the way people travel across the city region.
- 1.2 At the same time, Greater Manchester is facing uncertain passenger numbers on public transport, increasing energy prices and inflation as the city region recovers from the pandemic. Since March 2020, Greater Manchester's public transport network has been supported by emergency funding provision which Government has confirmed will expire in October 2022 for Metrolink and March 2023 for bus (though there is indication bus recovery funding may again be extended).
- 1.3 To overcome these challenges and prepare GM's public transport network for the delivery of the Bee Network, GMCA will undertake a programme of work focused on Network Review and Market Renewal (NRMR). The aim of the programme is to navigate and move past the current shortfalls in demand, to plan for and promote a growth path for public transport in Greater Manchester to 2025 and provide the basis for further growth through franchise operation thereafter.
- 1.4 This paper presents:
 - Post pandemic recovery of Metrolink and bus, rail, traffic, walking and cycling.
 - How TfGM is planning to increase the use of public and active transport as part of an integrated Network Review and Market Renewal programme.
 - Progress to date on Network Review and Market Renewal.

2 Travel Demand

- 2.1 Public transport demand in GM is still below pre-pandemic levels. Traffic has returned to near pre-pandemic levels. Active travel has shown recovery, with cycling in particular growing above pre-pandemic levels, at certain times,

however overall changes to active travel patterns arising from the post-pandemic period are still emerging.

Metrolink

- 2.2 Patronage measures the number of single journeys that are made on the network.
- 2.3 Metrolink patronage sank to a low of 5% in April 2020. Patronage has continued recovering, punctuated by impacts of national events, holiday periods, planned engineering work on the network, rail strikes and most recently national weather warnings of extreme heat.
- 2.4 Considering the factors referenced above, journeys on the network have now recovered and plateaued at between 70% and 75% of pre-pandemic average patronage on a regular basis.
- 2.5 Increases in patronage continue to be correlated to football matches and large concerts across the city. For example, journey numbers carried during the weekend of the Parklife festival (11 June – 12 June 2022) are estimated to have been the highest number carried in 30 years of Metrolink operations (151% of a pre-pandemic average weekend).
- 2.6 Commuter trip numbers, although still suppressed, have also begun to recover on an upward trajectory. Estimates suggest that approximately 70% of pre-pandemic average commuter patronage has returned to the network with some pressure on peak capacities between Tuesdays and Thursdays on Altrincham, Bury, East Didsbury and Eccles lines.

Rail

- 2.7 Despite the challenges facing the industry, rail patronage in the north has recovered faster than the national average and London, with patronage at around 80% of pre-pandemic levels. Some Train Operating Companies (TOC) have reported patronage on some leisure routes to be much higher than pre-pandemic levels, with discretionary leisure travel leading the recovery for Northern and TPE, GM's two main Train Operating Companies. For Northern, commuter travel remains at below 50%, with leisure travel back to near pre-pandemic levels on certain routes.

2.8 Since April, footfall at Piccadilly Station has varied between 76% and 87% compared to the equivalent month pre-pandemic, with industrial action and events driving the variations.

Bus

2.9 Throughout the pandemic bus patronage has been more resilient than Metrolink. This is due to the greater use by 'blue collar' workers who have less of an opportunity to work from home, and with schools and colleges remaining open. Bus patronage hit a low of 15 - 20% of pre-pandemic levels during lockdowns. However, it has now recovered to approximately 80% of pre-pandemic patronage, but like Metrolink, is also showing signs of plateauing.

2.10 Bus patronage is also recovering unequally depending on the type of passenger class or ticket, for example concessionary travel is still some way below 80%.

Walking and Cycling

2.11 Active Travel trips are monitored by TfGM in two ways. Firstly, the TRADS Travel Diary Survey (and other surveys) provide an understanding of active travel across GM on an annual basis, but with a significant time lag. Secondly, a network of sensors at sample locations around GM provide much more current, timely data, but it has limited geographic coverage.

2.12 The latest available TRADS data comes from 2021, a year with lockdown restrictions in place at times, affecting travel patterns. Positively, TRADS 2021 showed an increase in mode share for active travel against an overall reduced travel market.

2.13 The latest data for 2022 from our network of sensors indicates some areas where walking and cycling has recovered, and is above, pre-pandemic levels.

2.14 Other data sources also give encouraging signs of an increase in cycling in Greater Manchester. The TfGM Sales Funnel survey results from 2021 showed positive signs for cycling, with a reduction in cycling 'Rejectors' (those who do not cycle for transport and would not consider cycling) from 45% to 33% and an increase in cycling 'Not Nows' (those who do not currently cycle but who are not against the idea of cycling) from 40% to 50%. The Network Principles Survey also found the proportion of people agreeing that the transport network

encourages walking and cycling increased, from 31% to 41% between 2018 and 2022.

2.15 When available, TRADs data for the autumn and winter of 2022 should provide a better understanding of whether the apparent uplift in cycling is set to continue.

Traffic

2.16 Over the last 12 months there have been a number of factors that could potentially effect highways volumes including:

- Reduced travel due to the Omicron variant over winter 21/22 and the requirement to self-isolate for positive COVID-19 test.
- Record fuel prices, the Department for Business, Energy and Industry's weekly "at pump" fuel price estimate show prices peaked at £1.91 for petrol and £1.99 for diesel over the summer. The average cost for a litre of unleaded over the last 12 months is 27% higher than the 2019 average.
- Wider pressure on the cost of living.

2.17 However, despite these factors, during the 12 months to August 2022 average weekly traffic volumes were just 3% below pre-pandemic levels.

2.18 The latest estimate shows no change in traffic volumes during the week ending 18 September 2022 compared to the same week in 2019.

2.19 A similar trend is being reported on the Strategic Road Network (SRN) with National Highways reporting traffic volumes for GM 2.8% below the equivalent period prior to the pandemic (Note: this figure is likely to be affected by the current M56 Smart motorway works).

2.20 Weekday traffic has broadly returned to the pre-pandemic profile.

2.21 The largest variation in trips is on weekdays during the early morning peak. Mid-September 2022 during the period 06:00 to 07:00 traffic volumes were 14% below the pre-pandemic average, between 07:00 and 08:00 they were 5% below. This reduction has been offset by an increase during the evening and early morning period.

3 Network Review and Market Renewal

- 3.1 Despite the recent plateau in Metrolink and bus patronage, there is still significant potential to grow public transport and active travel in GM. At present, around 60 per cent of the journeys in the city region are undertaken by motor vehicle. With the Bee Network's improved transport, fare and ticket offer, many of these journeys will be replaced by public or active transport. GM also has the fastest population growth of any metropolitan county in the last ten years (population growth between 2011 and 2021 was +6.9% in GM compared to 6.3% in England and Wales, with Salford and Manchester growing by 15.4% and 9.7% respectively). This population growth is projected to continue over the next decade, creating new transport demand.
- 3.2 TfGM is undertaking a programme of work focused on Network Review and Market Renewal (NRMR) in order to accelerate the recovery and growth of public transport demand in GM.
- 3.3 The aim of the programme is to navigate through the current shortfalls in demand and establish a growth path for patronage and revenue to 2025. This will then provide a strong base for franchising to further grow patronage thereafter.
- 3.4 The "Market Renewal" element of the programme will grow patronage on Metrolink and bus by designing interventions and products that will attract and retain customers, optimise patronage and revenue or reduce the cost of operating the network, aligned with the Bee Network delivery and vision.
- 3.5 The "Network Review" element of the programme will consist of Network Reviews of Metrolink and tendered bus services, on an ongoing basis to identify potential efficiencies.
- 3.6 The NRMR programme will also encompass ways to maximise revenue, including through enhancing revenue protection activity to reduce fare evasion.
- 3.7 The NRMR programme will establish one integrated, insight-led network plan and work programme across TfGM and its partners to prepare for the Bee Network, focussed on optimising GM levelling up and decarbonisation benefits, whilst meeting the Government's value for money challenges.

- 3.8 To deliver efficiencies and ensure consistency, the NRMR programme will bring together ongoing activity, including the Bus Service Improvement Plan and the City Region Sustainable Transport Settlement Programme. This will ensure delivery of the Bee Network and its vision. The programme will promote a clear pathway to GM's ambition of becoming carbon neutral by 2038. This will be achieved by providing 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.
- 3.9 The NRMR programme will include a "Bee Network Policy Review". This will be a review of GM's local transport policy framework, consideration of wider measures to encourage public transport market renewal and exploration of opportunities for local revenue raising to establish financial sustainability. Key considerations of this review will be alignment with Bee Network values, potential for market renewal, decarbonisation and tackling air pollution.
- 3.10 The programme will inform new market growth targets, so as to ensure that the outcomes towards of sustainable forward public transport system are secured.
- 3.11 Marketing and promotional activity will support public transport renewal. It will provide an immediate boost to awareness and engagement of existing infrastructure, products and services. This will include the different "ways to pay" messaging for Metrolink, and a targeted bus campaign linked to the new £2 single fare cap. This will be followed by an integrated 12-month, multi-modal campaign run from September, one year out from franchising.

Rail

- 3.12 Following bus franchising in 2024, GM will have the levers locally to integrate bus services and the Metrolink tram network – aligning fares, ticketing, information, branding and services – to optimise the utility of the network as a whole, and maximise patronage and ticket revenues.
- 3.13 By bringing passenger rail into this system, it will allow us to incorporate all public transport modes in GM, ensuring commuters get the benefits of an integrated system whatever mode they choose to use (as they do in London).

3.14 This is important because (as in London with the tube or overground) tram and rail complement each other in GM. Where there are public transport links between major towns, and between major towns and the regional centre, they tend to be either by rail or by tram, not both (e.g. Bolton, Stockport, Wigan all have principal links to the regional centre by rail). In order to reduce reliance on private car travel and support use of public transport, commuter rail can and must play a more significant role than at present and multi-modal journeys on bus and rail (or tram and rail) will need to be much simpler and more affordable than they are today.

3.15 GM is already engaging with the rail industry and the Great British Rail Transition Team (GBRTT) to explore how to unlock early integration which will play a key role in the NRMR work. One key area of focus is ticketing and joint working arrangements have been established to explore:

- **Introducing PAYG contactless payment and capping** – giving customers access to the modern technology and certainty over the fares they pay like on Metrolink and in London. The rail industry already has funding set aside to do this, there is a strong case for prioritising GM, given the action undertaken already to franchise buses, install similar infrastructure across the Metrolink tram network and move Metrolink to a zonal fare system.
- **Rationalising the number of ticket products available and simplifying the approach to tickets offered on certain routes** – e.g. advance purchases are offered on short-distance trips on some routes but not on others, and there are too many fares on short, simple key routes like Manchester-Manchester Airport.

3.16 TfGM will also be working with GBRTT over the longer term on rationalising fare bands within GM, Improving the retail experience, expanding the availability of easy-to-use multimodal tickets and improving the offer to the wider GM ‘travel to work’ area.

4 Progress to date

- 4.1 Work on Network Review and Market Renewal is already underway to reduce costs and deliver efficiencies.
- 4.2 TfGM has reduced the debt service on the Metrolink account by c.£16m p.a. through effective treasury management, a number of network efficiencies have been delivered and the contract with KeolisAmey Metrolink (KAM) is being actively reviewed to determine the opportunity to deliver more cost-effective service delivery.
- 4.3 As well as network efficiencies, a programme to deliver internal TfGM efficiencies is taking place, including reducing the use of external consultants, identifying any areas of role duplication, potential for redeployment and removal of less-essential activities. “Invest-to-save initiatives” are also being considered for energy costs, including energy efficiency projects and a Power Purchase Agreement (PPA) for Metrolink.
- 4.4 As outlined above, work has begun on a programme of market renewal to grow patronage on Metrolink and bus to achieve financial sustainability by designing interventions and products that will attract and retain customers, optimise patronage and revenue or reduce cost of operating the network, aligned with the Bee Network delivery and vision. This includes the launch of the £2 adult and £1 child single fare cap on bus, a year ahead of the planned implementation date. As reported to the Committee in August 2022, significant funding is also being invested to stabilise the bus network, in order to protect services, sustain existing patronage and provide the basis for future growth.
- 4.5 Building on the launch of new low bus fares, [#GetOnBoard](#) is a major integrated campaign aimed at promoting the use of public transport and active travel across Greater Manchester.
- 4.6 Launched 12 months ahead of the formal launch of the Bee Network, the campaign will direct people to sources of information that can help them to ensure they are accessing the best value for money for their journey using a specific mode of transport – bus or tram – and promote walking, cycling and wheeling.

- 4.7 As part of the campaign, there will also be a targeted business engagement strand encouraging businesses across the region to use a new Business Portal and support staff with sustainable travel choices. The portal can be accessed at <https://tfgmbusinessstravel.exhibition.app>
- 4.8 With commuter use of public transport still significantly below pre-pandemic levels, working closely with businesses and employers will be essential to driving patronage growth.
- 4.9 A wider engagement approach is focused on effective intelligence and insight gathering, working with business to promote modal shift, seeking advice and co-design approaches to improve the public transport offer and working with a business and employer audience to advocate for NRMR initiatives.
- 4.10 A portfolio of new business-to-business interventions is being compiled and will involve a combination of short-term tactical incentives and longer-term initiatives developed in collaboration with the business community. This activity will support businesses to more readily encourage public transport use alongside their return to the office plans and focus on modal shift from single occupancy car use supporting broader net zero initiatives.
- 4.11 Finally, antisocial behaviour on the network has increased significantly post pandemic and is cited as one of the key barriers to many potential customers. To address this a safety and antisocial behaviour reassurance campaign has commenced including increased Police activity and special operations such as those detailed in the TravelSafe report also on the agenda for this meeting.

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GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Friday 14th October 2022
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 and comment on the content of the report.

Contact Officers

Peter Boulton, Head of Highways, TfGM
peter.boulton@tfgm.com

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

GMCA GREATER
MANCHESTER
COMBINED
AUTHORITY

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: 5

- Appendix A: Killed and Seriously Injured (KSI) Casualties.
- Appendix B: Road Danger Reduction Action Plan
- Appendix C: Legacy Road Safety Schemes Information
- Appendix D: Current GM Safety Initiatives and Speed Management
- Appendix E – Local Authority Integrated Transport Block Funding

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? No

Overview and Scrutiny Committee

Not applicable.

1. Introduction

- 1.1. The purpose of the report is to provide an update on Department for Transport (DfT) road casualty figures for 2021; Greater Manchester (GM) wide road safety initiatives and other road safety related developments; legacy road safety schemes supported by the Safer Roads Greater Manchester (SRGM) Partnership; and Local Authority (LA) scheme funding information, where available.

2. DfT Road Casualty Figures for 2021

GM Killed and Seriously Injured (KSI) Road Casualties

- 2.1. For the purpose of this report all data provided for 2021 is based on the DfT's 'Reported casualties by police force, Great Britain, ten years up to 2021 which was published in September 2022. Casualty statistics are calculated from figures reported by police forces and from data provided by DfT in 'Reported road casualty statistics in Great Britain: interactive dashboard'
- 2.2. Greater Manchester Police (GMP) implemented a new recording system 'DfT Collision Reporting and Sharing (CRaSH)' in February 2021, which means that serious road casualty figures are not comparable with earlier years. The DfT have provided an adjustment process, which is applied to the KSI casualty numbers for the previous years for pre-implementation of CRaSH and needs to be applied when comparing earlier years, more information on severity reporting changes and the new reporting system implemented by GMP is provided in '**Section 3.1**' to explain the increases. Note all future comparative reporting will be based on adjusted KSI figures for pre-2021.
- 2.3. When applying the actual and unadjusted KSI figures, GM saw an increase in KSI casualties of 61.4% in 2021 (833) compared to 2020 actual and unadjusted KSI figure (516). By comparison, to allow for the CRaSH effect and applying the adjusted KSI figure for 2020 (770) GM saw an 8.2% increase in 2021.
- 2.4. It should also be noted that comparisons to 2020 requires further caution as 2020 KSI casualty numbers were significantly lower than previous years, due to the

reduction in traffic levels and overall trip numbers during the lockdown periods of the COVID-19 pandemic.

- 2.5. The KSI increase in GM is 12.6% when comparing 2021 (833) to the annual average for 2017 to 2019 (740 actual and unadjusted). By comparison, GM saw a 25.8% reduction in 2021 compared to the annual average for 2017 to 2019 adjusted figure (1123).
- 2.6. GMP have also promoted the reporting of collisions through an online system making it easier for the public to report collisions and reduce the demand on 101 and 999 calls. In 2021, 29% of collisions were recorded as being self-reported; this may also be contributing to the increase in reported collision numbers.

GM Fatal Road Casualties

- 2.7. In GM there was a disappointing 9% increase in the number of fatal casualties in 2021 (73) compared to 2020 (67). This is slightly higher than a 7% increase in Great Britain during the same period. In 2021 there was a 35% increase in fatalities in GM (73) when compared to 2017 to 2019 average (54). In 2021 there was a 107% increase in fatally injured car occupants (31) when compared to 2017 to 2019 average (15). There was a 35% increase in pedestrian fatalities in 2021 (31) compared to 2017 to 2019 average (23).

3. Greater Manchester Road Safety Update

DfT Collision Reporting and Sharing System (CRaSH)

- 3.1. Since 2012, police forces have been moving to an injury-based reporting system developed by the DfT called CRaSH. This is an electronic Collision Reporting and Sharing system used to record injury collisions and when fully implemented, it replaces the STATS19 paper forms completed by police officers with the ability to use web-based forms, including mobile devices. GMP started using the new CRaSH system to record the details of reported collisions in February 2021. The new system is only partially implemented as police officers do not yet have access to CRaSH on mobile devices.

- 3.2. The DfT have identified that the implementation of CRaSH has an impact on the 'serious' road casualty figures. This is because the old system relied on the officer selecting the injury severity from a list within the STATS19 form. The CRaSH system objectively classifies injury severity based on injuries sustained by the casualties in the reported road traffic collisions. Timescales for the full implementation of CRaSH on officers' mobile devices is still to be confirmed by GMP.
- 3.3. Based on information from other police force areas in metropolitan regions where CRaSH has been implemented, it would appear that the increase in serious casualties has been in the order of 30% to 60%. This is likely to be due to casualties that would have previously been classified as 'slight' casualties now being classified as 'serious' by CRaSH. Therefore, it is reasonable to associate the increase in KSI casualty numbers in GM since with the rollout of CRaSH in February 2021. In order to compare pre-CRaSH data years for monitoring purposes, the DfT have developed a method to adjust for this change and it will now be necessary to adjust any earlier or baseline data to account for the CRaSH effect to facilitate any future forecasting or target setting. Caution should be applied when comparing data from pre-CRaSH system years to collision and casualty data reported and recorded since CRaSH was first introduced. Further impact on recorded KSI casualty figures may be expected as the CRaSH system rollout continues across GMP and as and when DfT reflect further changes to adjustment figures based on factoring in additional police force areas adopting CRaSH.

Road Danger Reduction Action Plan

- 3.4. The Road Danger Reduction Action Plan (RDRAP) has been created by SRGM through the Partnership in fulfilment of the Mayor's manifesto pledge. The RDRAP which has been developed in conjunction with stakeholders is an iterative annually updated document. An update on the actions is included in Appendix B and are: -
- Looking & Seeing people on 2 wheels
 - Junior Road Safety Ambassador

- Community Speed Watch
- Improving the education of learner drivers.

3.5. The RDRAP outlines an ambition to adopt Vision Zero. Vision Zero is an ambition to eliminate deaths and serious injuries on our road network and to provide safe and equitable travel for all. Vision Zero is a worldwide vision with several countries having already adopted it, counties within the UK have now started to adopt Vision Zero for themselves including Transport for London (TfL), Devon and Cornwall, Oxford, Brighton, and Kent. RDR will support Vision Zero and help GM to achieve our vision of no deaths and serious injuries on our roads. It is anticipated this will be progressed in the next 12 months.

Legacy Road Safety Schemes

- 3.6. An update on the monitoring of legacy funded road safety schemes is included within Appendix C.
- 3.7. These schemes were partly implemented using capital funding that is no longer available. LA's applications were determined with the criteria set using: KSI casualty and hotspot data; and other general data; additional priority for vulnerable road users such as pedestrians, cyclists, or motorcyclists. Potential scheme safety benefits and other sustainable transport related benefits were also taken into consideration.

Other Road Safety Related Scheme Investment

- 3.8. LA's are able to prioritise investment for road safety schemes. The criteria set for scheme selection is at the discretion of relevant GM LA, and generally includes the use of recorded KSI casualty data, often including 'hotspot' analysis. TfGM does, upon request, provide advice to assist LA's with good practice for prioritisation methodologies.
- 3.9. Integrated Transport Block (ITB) is capital funding granted to local authorities for expenditure on their local transport plans, including for road safety schemes. ITB settlement figures can be found in Appendix E. Requests for scheme details should be directed to the relevant authority.

3.10. 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

3.11. LA's 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. See Appendix D 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 – Delivery of Safer Driving for Longer Courses and Safer Driving Seminars that includes 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.

GM Safety Cameras

3.12. Fixed roadside safety camera housings on local roads are LA assets, including responsibility for whole life maintenance and asset replacement. SRGM, as a partnership, currently fund and coordinate the necessary day to-day maintenance

of 236 roadside safety camera housings through TfGM and GMP on behalf of GM LA's.

- 3.13. This arrangement differs from many other areas in England, where LA's are required to contribute towards the cost of the safety camera housing maintenance and represents a significant revenue cost saving to GM LA's.
- 3.14. As the owner of the asset, LA's are also responsible for funding the upgrade or replacement of safety camera housings as necessary. On behalf of GM LA's and GMP, TfGM are progressing with a project for the replacement and upgrade of safety camera housings with latest generation digital technology through the GM Safety Camera Project. Subject to approval, funding from the Mayor's Challenge Fund represents an enhanced opportunity to reduce road danger through this project.
- 3.15. The GM Safety Camera Project has experienced procurement delays following the change in the contracting model adopted by the Crown Commercial Service (CCS) Framework. This change necessitated significant revisions and updates to tender documentation and associated contract schedules. The decision was also taken to split the procurement activity (spot speed and average speed) - given the differing camera requirements, to ensure the best procurement outcome for the project. The GMP safety camera operation has not experienced any degradation in operations as a result of any delays as the project seeks to upgrade equipment with later generation digital technology.
- 3.16. The tenders for spot speed cameras have been received and are currently being evaluated. The tender for the average speed cameras is to be issued imminently. Subject to the necessary checks and assurance activity, it is currently forecast that the funding approval required for the spot camera contract award, will be presented to the Combined Authority by the end of the calendar year.

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 LA's 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 previously indicated that the updated document is expected to be published during 2022 and following the publishing of the joint DfT/Home Office roads policing review. At the time of drafting this report with the recent changes within the national governments, no further updates have been received regarding the roads policing review or the expected update of the circular. Safety camera criteria in GM can be reviewed jointly with GMP once the DfT have published updated guidance.

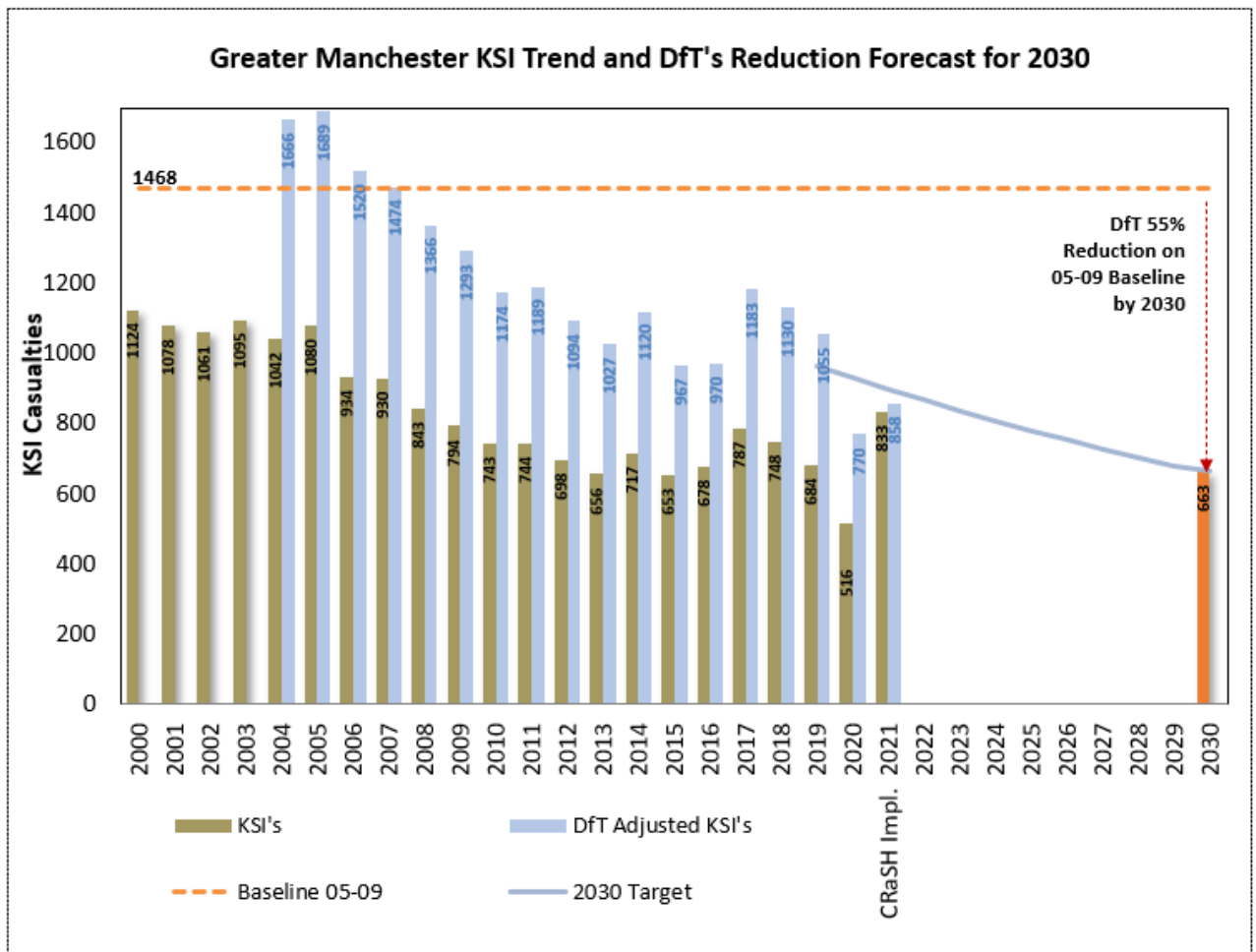
Appendix A – Killed and Seriously Injured (KSI) Casualties

- A1. GM saw an increase in KSI casualties of 61.44% in 2021 (833) compared to 2020 actual and unadjusted (516). By comparison, to allow for the CRaSH effect and applying the adjusted KSI figure for 2020 (770) GM saw an 8% increase in 2021(833).
- A2. In GB there was an increase of 15.6% in 2021 (24,921) compared to 2020 in terms of actual and unadjusted figures (21,562). There was a 13.6% increase in adjusted KSI figures in GB in 2021 (27,450) compared to 2020 (24,166).
- A3. The KSI increase in GM is 12.6% when comparing 2021 (833) to the annual average for 2017 to 2019 (740 actual and unadjusted). By comparison, GM saw a 25.8% reduction in 2021 compared to the annual average for 2017 to 2019 adjusted figure (1123).
- A4. There was a 13% decrease in GB when comparing the annual average for adjusted figures for 2017 to 2019 (31,585) to the adjusted figure for 2021 (27,450). It should also be noted that comparisons to 2020 requires further caution as 2020 KSI casualty numbers were significantly lower than previous years, partly due to the reduction in traffic levels and overall trip numbers during the lockdown periods of the COVID-19 pandemic.
- A5. GMP have also promoted the reporting of collisions through an online system making it easier for the public to report collisions and reduce the demand on 101 and 999 calls. In 2021, 29% of collisions were recorded as being self-reported; this may also be contributing to the increase in reported collision numbers.

KSI Trend, Adjusted KSIs and DfT's forecast for 2030

A6. There has been a national increase in KSIs recorded due to the implementation of the CRaSH system (See sections A16 to A18). Chart 1 below shows the adjusted baseline of 1468, which is the average of the DfT's adjusted KSI figures for GM between 2005 and 2009. In addition to this, the graph shows the DfT forecast for 2030 (663) which is based on a 55% reduction in KSIs from the adjusted 2005 to 2009 baseline.

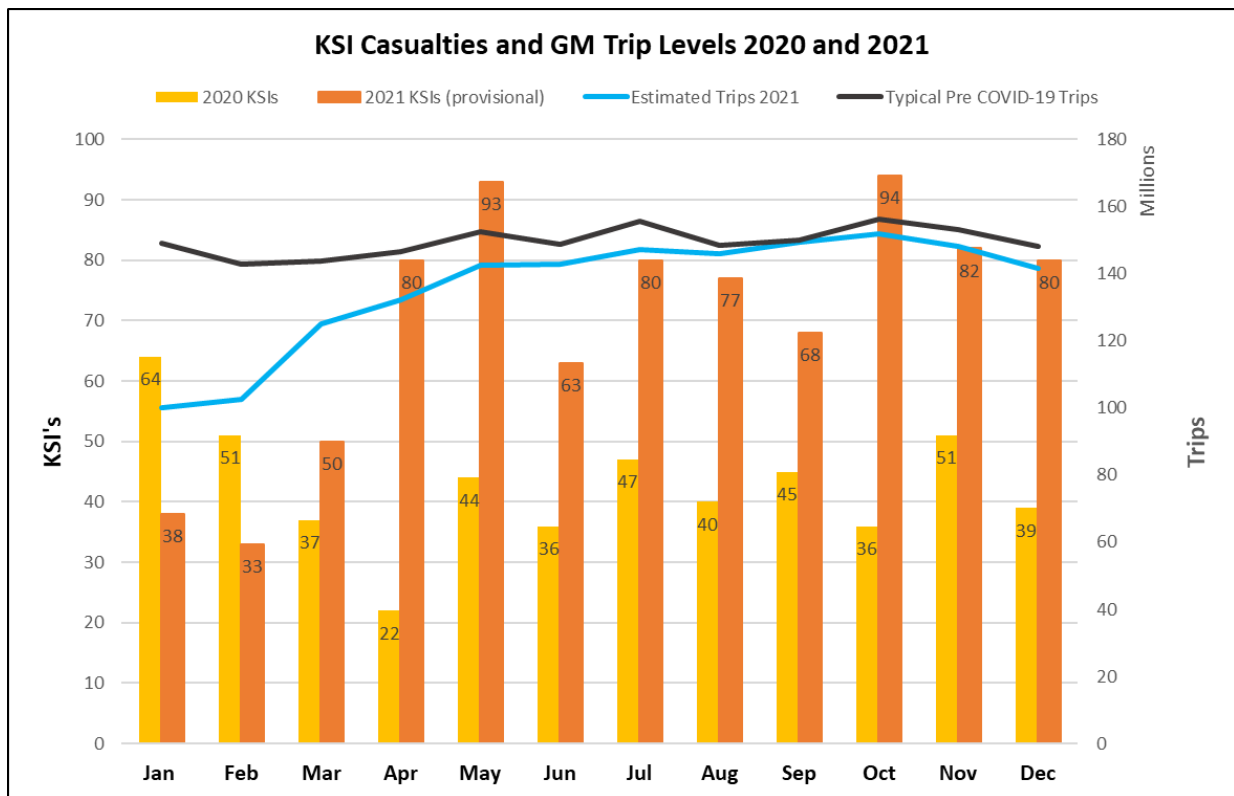
Chart 1: KSI Casualties 2000-2021*



KSI Casualties Compared to Trip Levels between 2020-2021 by Month

A7. At the start of 2021, national COVID-19 lockdown restrictions were still in place which led to lower KSI numbers in January and February than the previous years due to lower traffic and trip levels. Once the restrictions were lifted in a stepped approach to recovery, trip activity began to return to pre-pandemic levels, the number of KSI's also increased. However, for the remainder of the year these levels were primarily higher than the corresponding month of the preceding years (Chart 2). For further information on dates lockdown were in force¹.

Chart 2: KSI Casualties and GM Trip Levels by Month 2021

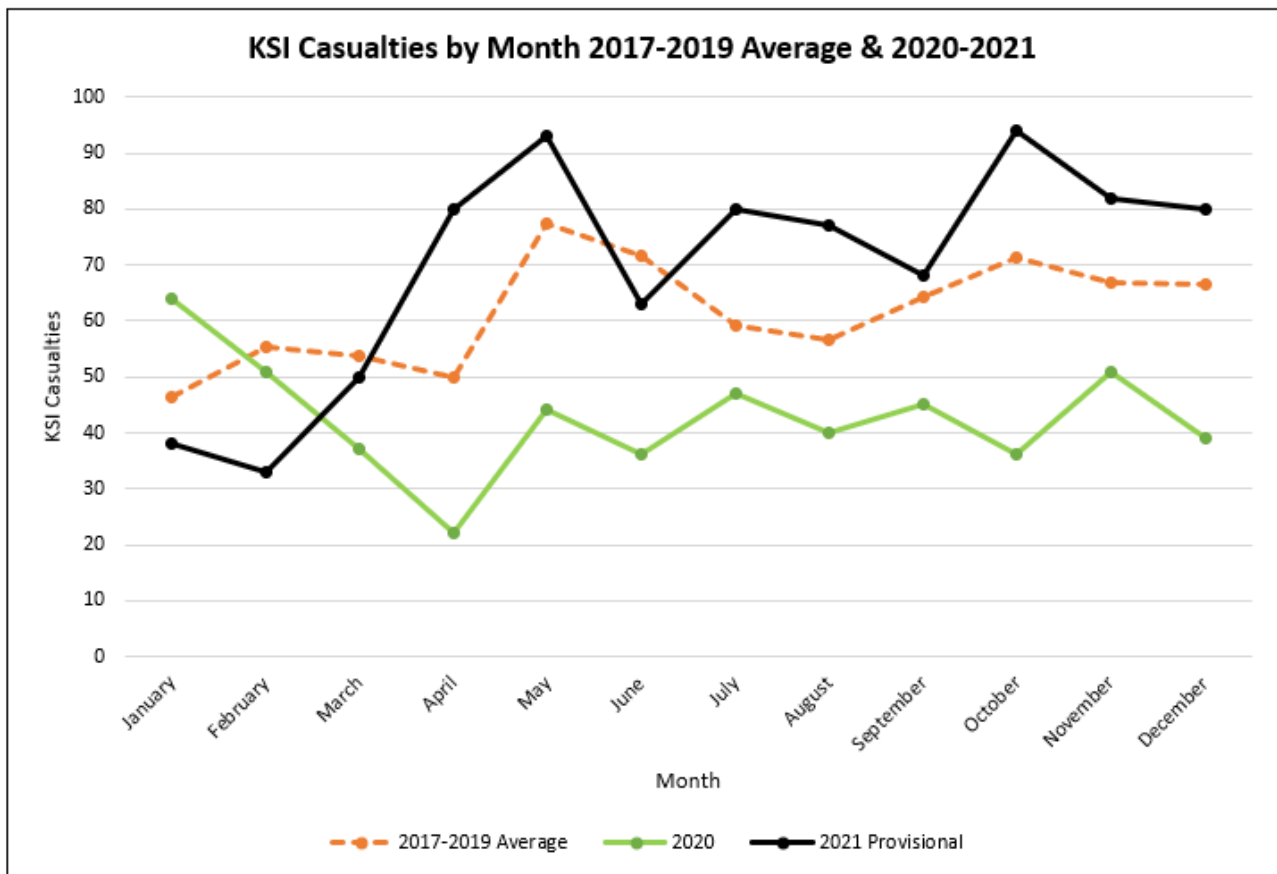


¹ [Coronavirus: A history of English lockdown laws - House of Commons Library \(parliament.uk\)](https://www.parliament.uk/library/research-briefings/coronavirus-a-history-of-english-lockdown-laws/)

KSI Casualties by Month 2017-2019 Average Compared to 2020 & 2021

A8. The graph below (Chart 3) shows in 2020, monthly KSI numbers in GM were unusually low from the beginning of the COVID-19 pandemic onwards (March 2020 onwards). This was largely due to reduced traffic on the roads because of the national lockdowns. However, it can be seen that monthly KSI casualties have increased on the whole in GM since the lockdowns began to ease in April 2021, when compared with the average monthly KSI casualties in 2017 to 2019.

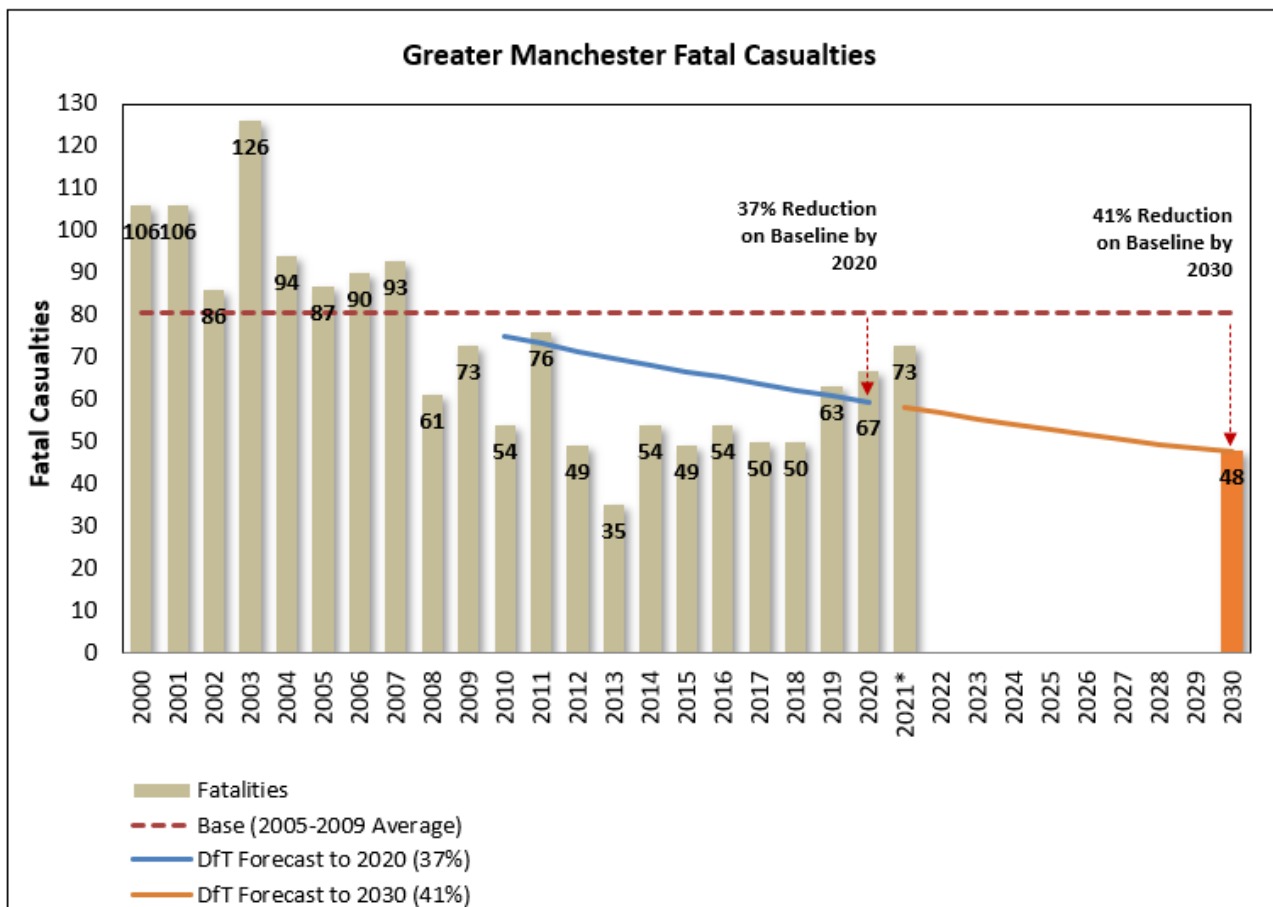
Chart 3: KSI Casualties by Month 2017-2019 Average Compared to 2020 & 2021



Fatal Casualties

- A9. In GM there was a disappointing 9% increase in road deaths in 2021 (73) compared to 2020 (67) although there was only an increase of three fatal collisions from 2020 to 2021 (4.6%) (Chart 4). On average from 2017 to 2019 there were 54 fatalities per year; the 2021 figure of 73 fatalities is a 35% increase on this.

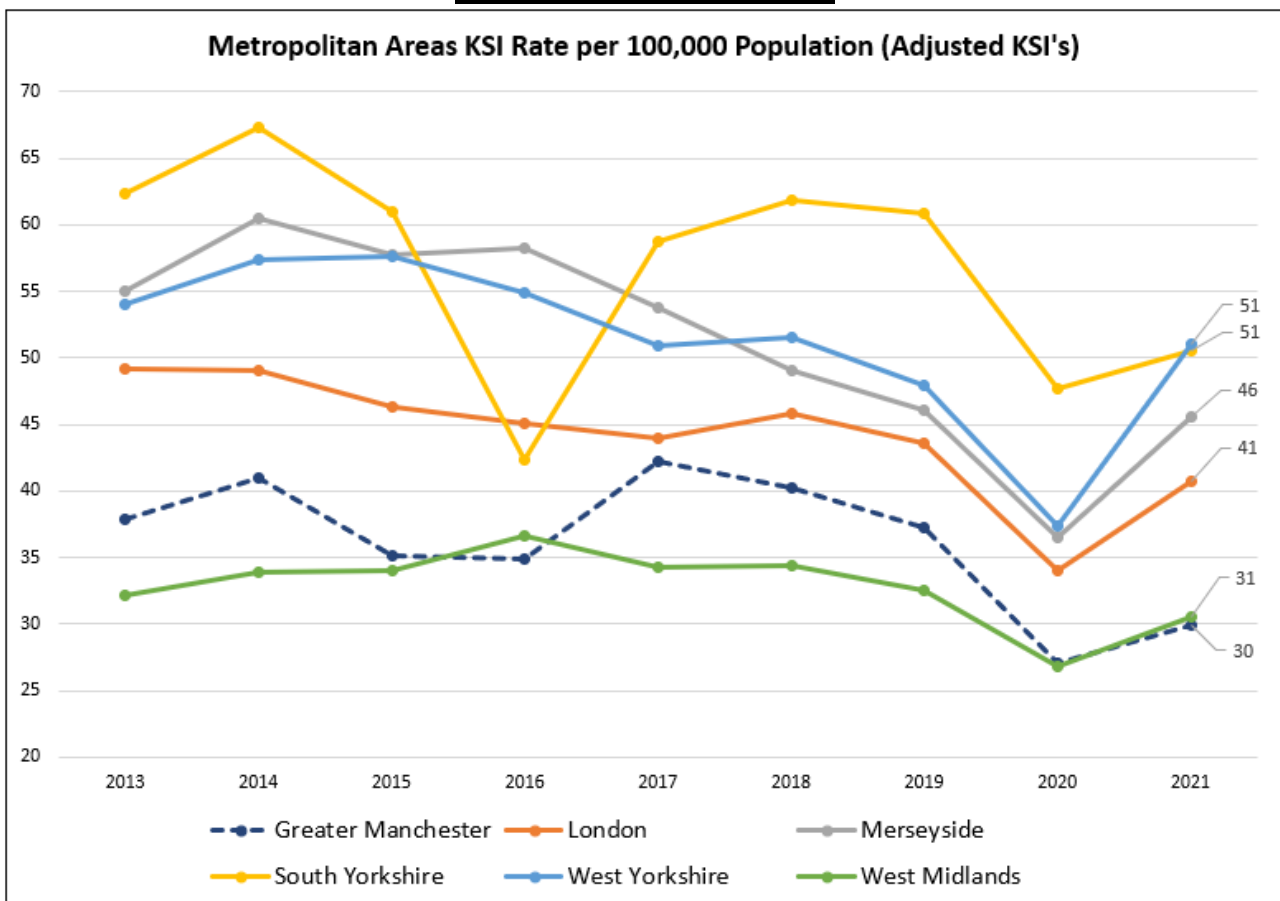
Chart 4: Fatal Casualties 2000-2021



Comparisons with Other Areas

A10. All metropolitan areas saw an increase in KSI rates during 2021. GM has and remains the lowest KSI rate with 30 KSI casualties per 100,000 population in 2021. The next lowest is West Midlands with 31 KSI casualties per 100,000 population. 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 5).

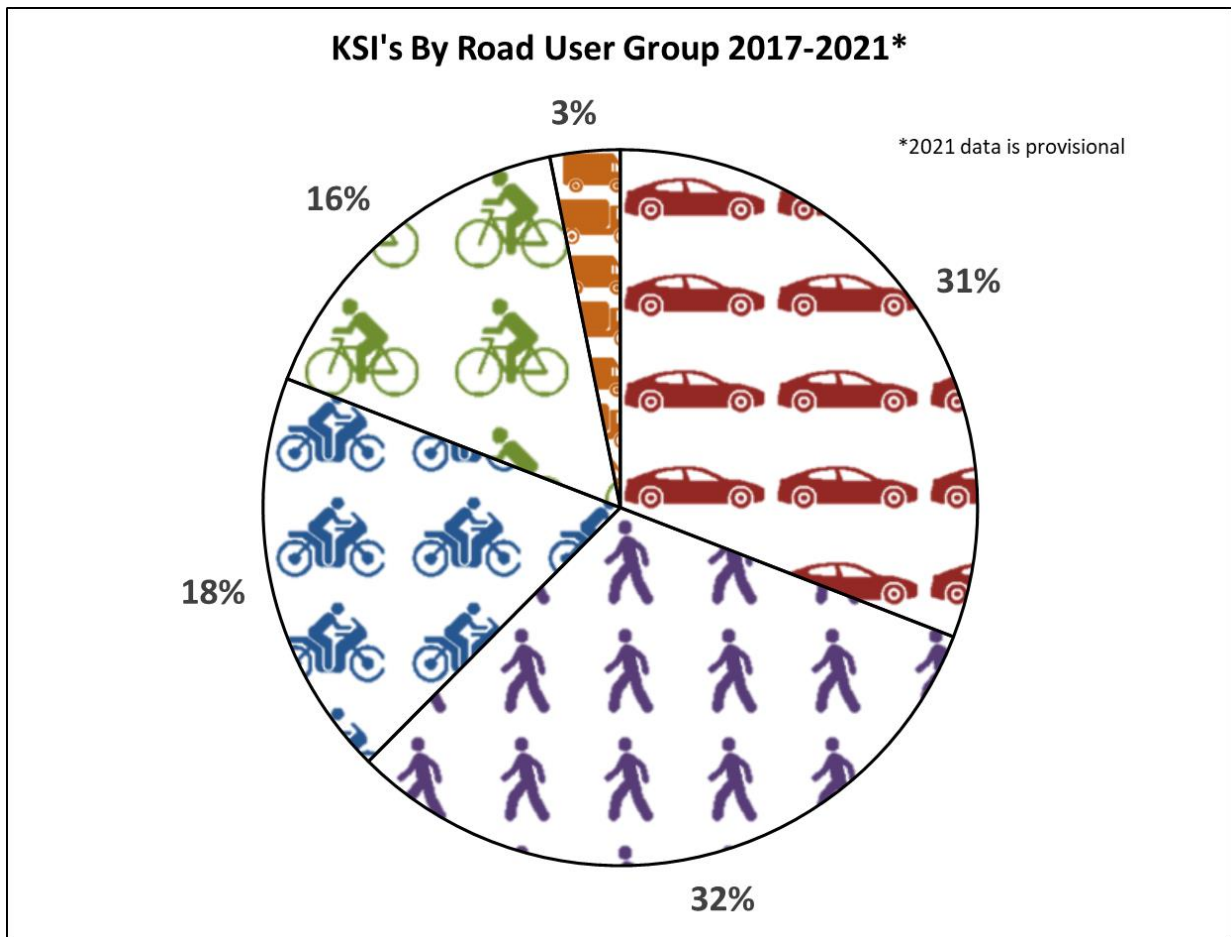
Chart 5: KSI Casualties per 100,000 population 2013-2021 in Greater Manchester and other Metropolitan Areas



Road User Vulnerability and Risks Posed by Different Modes

A11. People walking and cycling make up almost half of all KSI casualties. When motorcycling is included, it equates to two-thirds of all KSI casualties (Chart 6).

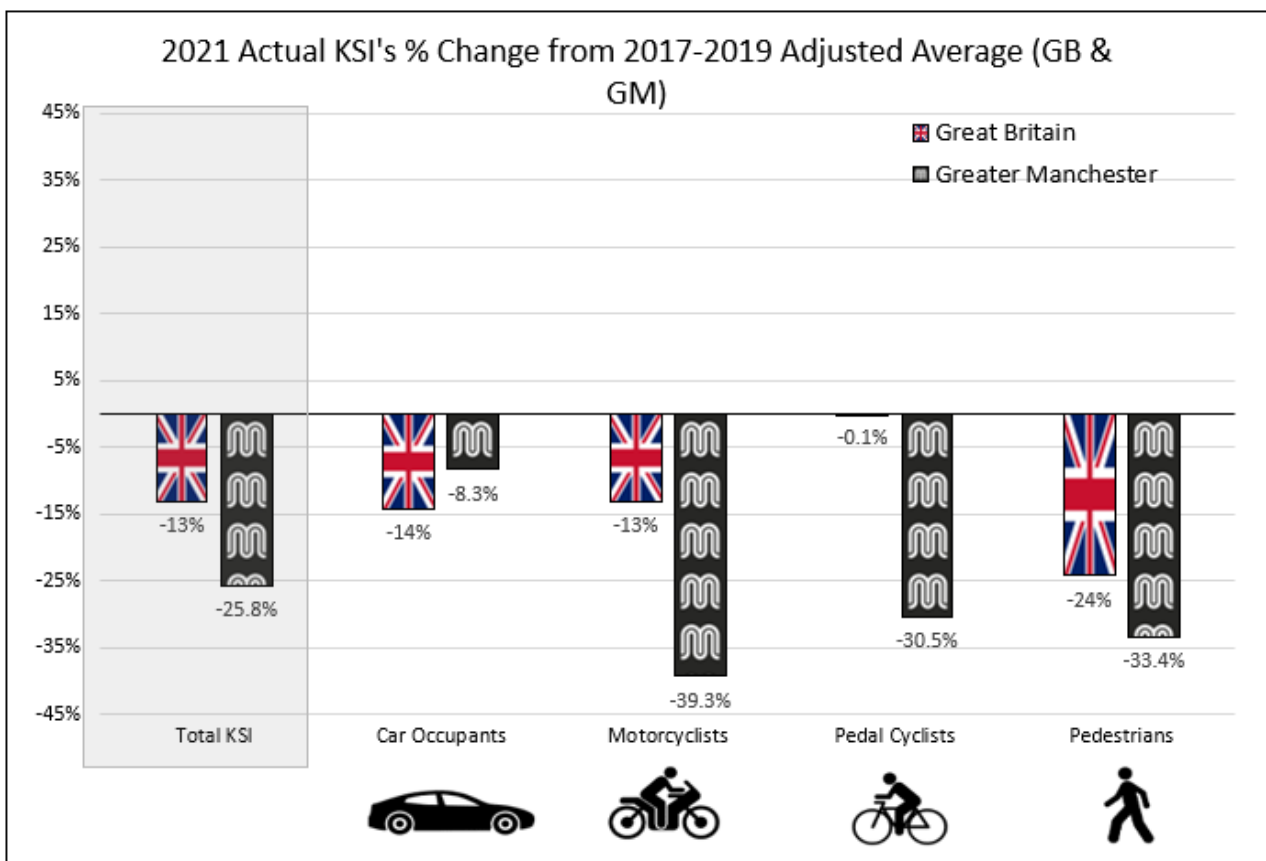
Chart 6: KSI Casualties by Percentage Road User Group (2017-2021)



Road User Vulnerability and Risks Posed by Different Modes

A12. There was an 8.3% decrease in Car Occupant KSI's in 2021 (compared with 2017-2019 average adjusted KSI's) comparatively nationally there was a 15% reduction in Car Occupant KSIs. The largest decrease was with Motorcyclist KSI's with a 39.3% decrease in 2021 (114) compared to 2017-2019 average adjusted KSI's (188). Pedal cyclists KSI's decreased 30.5% and pedestrians decreased by 33.4%. (Chart 7).

Chart 7: 2021 KSI's By Road User Group and % change 2017-2019 GM



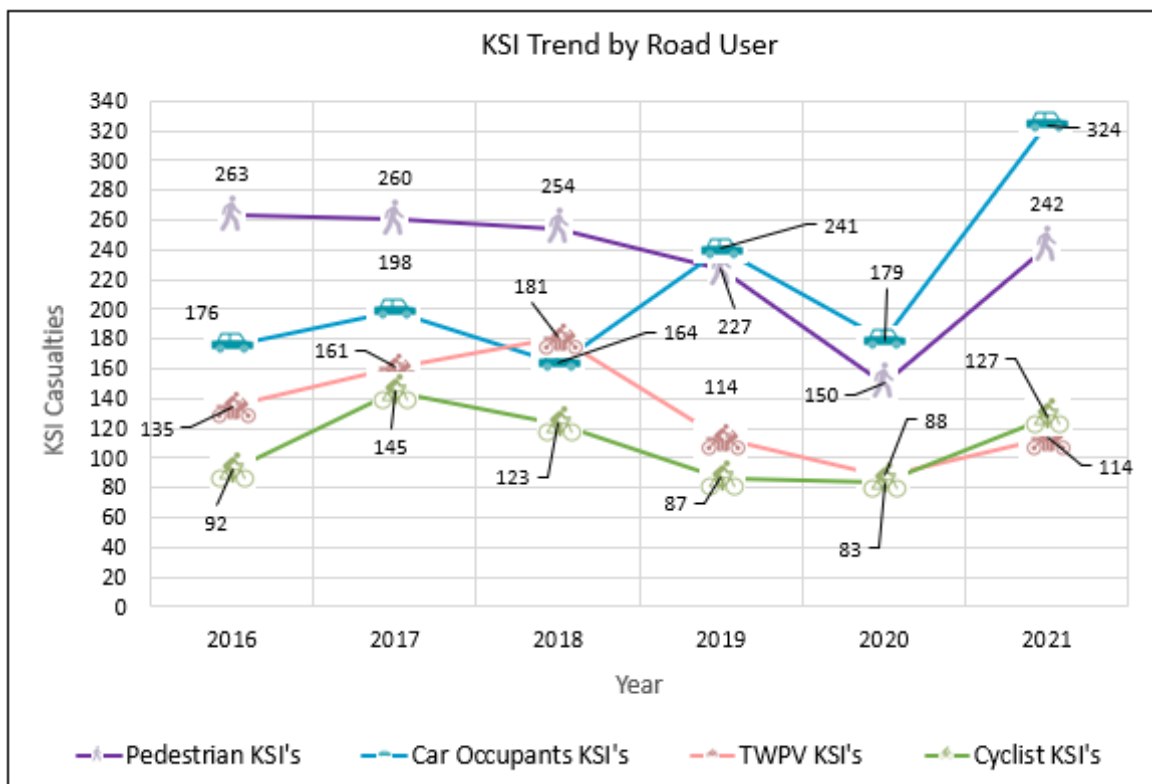
KSI Casualty Trends by Road User Group

A13. Using unadjusted figures there has been a large increase in car occupant KSI casualties between 2020 and 2021 (from 179 to 324) and car occupants are now the category of road user with the greatest number of KSI casualties. Between 2016 and 2020 the number of pedestrian KSI casualties decreased every year and this went into reverse in 2021, when there was an increase in pedestrian KSI casualties

from 150 in 2020 to 242 in 2021. There have also been slight increases in motorcyclist and cyclist KSI casualties since 2020 (Chart 8).

A14. The greatest danger 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 GM 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, acknowledging the other changes that have affected the number of reported collisions and casualties.

Chart 8: Greater Manchester KSI Trend by Road User Group 2016-2021



Factors That Affect Road Casualty Numbers

- A15. There is no single underlying factor that drives road casualties. Instead, there are several influences. These include:
- The distance and frequency that people travel (that was partly affected by economic factors and in the case of 2020, and early 2021, by the Covid 19 pandemic and lockdowns).
 - The mix of transport modes used.
 - Behaviours of people and criminal use of the roads.
 - 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).

DfT Collision Reporting and Sharing System (CRaSH)

- A16. Since 2012, some police forces have moved to an injury-based reporting system developed by the DfT called CRaSH. This is an electronic Collision Reporting and Sharing system used to record injury collisions and when fully implemented, it replaces the STATS19 paper forms completed by police officers with the ability to use web-based forms, including mobile devices. GMP started using the new CRaSH system to record the details of reported collisions in February 2021. The new system is only partially implemented as police officers do not yet have access to CRaSH on mobile devices
- A17. The DfT have identified that the implementation of CRaSH has an impact on the 'serious' road casualty figures. This is because the old system relied on the officer selecting the injury severity from a list within the STATS19 form. The CRaSH system objectively classifies injury severity based on injuries sustained by the casualties in the reported road traffic collisions. Timescales for the full

implementation of CRaSH on officers' mobile devices is still to be confirmed by GMP.

- A18. Based on information from other police force areas in metropolitan regions where CRaSH has been implemented, it would appear that the increase in serious casualties has been in the order of 30% to 60%. This is likely to be due to casualties that would have previously been classified as 'slight' casualties now being classified as 'serious' by CRaSH. Therefore, it is reasonable to associate the increase in KSI casualty numbers in GM since with the rollout of CRaSH in February 2021. In order to compare pre-CRaSH data years for monitoring purposes, the DfT have developed a method to adjust for this change and it will now be necessary to adjust any earlier or baseline data to account for the CRaSH effect to facilitate any future forecasting or target setting. Caution should be applied when comparing data from pre-CRaSH system years to collision and casualty data reported and recorded since CRaSH was first introduced. Further impact on recorded KSI casualty figures may be expected as the CRaSH system rollout continues across GMP and as and when DfT reflect further changes to adjustment figures based on factoring in additional police force areas adopting CRaSH.

Appendix B – Road Danger Reduction Action Plan

- **Looking and seeing people on two wheels** - This campaign is a two-pronged approach focusing on the promotion of a coping mechanism called 'saccadic masking' and 'Safe Pass'. Saccadic masking is a coping mechanism for drivers to allow them to look and properly see riders on 2 wheels. Drivers will be encouraged to use it when at a junction or turning right to look and see riders on two wheels.
 - A campaign to promote this will be launched just before Spring 2023 where an increase in journeys can be seen by both cyclists and motorcyclists.
 - Another campaign to complement this work titled 'Safe Pass' which is aimed to remind drivers of the safe distances to pass people on 2 wheels and horses. This is being reviewed and scheduled to be relaunched ahead of Spring 2023 with SRGM Partner activity from GMP.
 - There are monthly GMP enforcement operations that support the safe passing of cyclists and horses i.e., Operation AVRO.
- **Junior Road Safety Ambassador** – Originally, a SRGM funded initiative in Bolton that has been received well. We are in the process of updating the information within the resource pack for use across GM. Junior Road Safety Ambassadors will help to promote road safety in schools, including how to use pedestrian, level and tram crossings, parking around schools and using handheld speed guns with GMP Traffic Police Community Support Officer (PCSO's) around the school zones. This highlights to the parents the danger their driving/parking poses to the children from the perspective of the child. SRGM are looking to launch this with a pilot school during BRAKE week in November 2022.
- **Community Speed Watch** – Funding has been approved by GMCA for additional handheld speed guns for this initiative. GMP are currently awaiting vetting for the volunteers to be completed. Discussions are on-going between GMP and Bolton, Bury and Wigan LA's to pilot the scheme in those areas.
- **Improving the education of learner drivers** – SRGM are now part of the Engage initiative that is currently running in Cheshire and Merseyside. The Engage initiative is a driving programme for new drivers whereby Advanced Driving Instructors are

trained to deliver special learning modules which cover important road safety messaging which are proven to be contributory factors in young drivers involved in KSI collisions. Engage trained Advanced Driving Instructors are promoted on the Engage website, leaflets are distributed through the LA's and leaflets will be distributed to all SDSA attendees in November 2022.

Appendix C – Legacy Road Safety Schemes Information

Monitoring of Legacy Partnership Road Safety Schemes

- C1. Between 2013 and 2016 SRGM 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., LA road safety schemes, as it was intended to supplement funding for road safety. The priorities for the applications were KSI casualties; and vulnerable road user groups including pedestrians, 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 LA's 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 collision data for an equitable comparison.
- C6. 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. 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 collision 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 DfT.
- C8. 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

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

schemes as a full 60 months of post-implementation collision data is available for each grouping of schemes.

- C9. 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.

2014/2015

- C10. Legacy schemes approved during 2014/15 for implementation from 2015/16 now have between 45 and 60 months (on average 58 months) of post-implementation recorded injury collision data. Based on the available data, the benefits of implementation are estimated to be circa £7.3 million against an infrastructure investment of £0.86 million, giving, and indicative current BCR of 8.5. Safety benefits are normally calculated when all schemes have 60 months of after data.
- C11. 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.

C12. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

** Schemes in grey only have partial after monitoring data and the reduction should be interpreted with caution.

Name	Description	Lead Partner	GMCRP Contrib. £'000	Assumed 60 months before / after collision change
Plodder Lane / Glynn Street, Route Management Scheme	Route safety scheme linked to maintenance work.	Bolton	125	60 months since completion - 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	60 months since completion - 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	90	60 months since completion - Before 19 After 7 -63%
Townhead Junction Improvements	Alterations to the Townhead junction as part of Rochdale Town Centre improvements.	Rochdale	50	60 months since completion - Before 15 After 10 -33.3%
Councillor Lane Puffin Crossing Safety Improvements	Improvements to existing Puffin crossing.	Stockport	46	60 months since completion - Before 6 After 0 -100%
B6194 Whiteacre Road / Curzon Road	New traffic signals.	Tameside	151	60 months since completion - 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	45 months since completion - Before 14 After 1 -93%
Kitt Green Community Casualty Reduction Project	Safety improvements to Kitt Green Road including enhanced pedestrian crossing locations.	Wigan	100	60 months since completion - Before 13 After 8 -38.5%
Total			862	

2015/2016

- C13. Legacy schemes approved during 2015/16 for implementation from 2016/17 now have between 37 and 53 months (on average 46 months) of post-implementation recorded injury collision data. Based on the available data, the benefits of implementation are estimated to be circa £6.4 million against an infrastructure investment of £0.78 million, giving, and indicative current BCR of 8.2. Safety benefits are normally calculated when all schemes have 60 months of after data.
- C14. 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.
- C15. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

** Schemes in grey only have partial after monitoring data and the reduction should be interpreted with caution.

Name	Description	Lead Partner	GMRP Contrib. £'000	Assumed 60 months before / after collision change
Bradford Street	Route scheme linked to planned maintenance.	Bolton	79.3	50 months since completion - Before 24 After 6 -75%
Kingsway/ Moseley Road	Signing, lining and surface improvements to roundabout approaches.	Manchester	84.5	53 months since completion – Before 15 After 14 -6.7%
Mass action aimed at 4 collision hotspot sites	Improving skid resistance and addressing poor lane discipline / lane changing.	Manchester	32.4	37 months since completion - Before 24 After 13 -45.8%
Copsterhill Road	Traffic calming, vehicle activated signs and pedestrian improvements.	Oldham	95	46 months since completion - Before 27 After 9 -66.7%

Manchester Old Road	Road marking & signing scheme over 1km route.	Rochdale	41.3	41 months since completion - Before 16 After 3 -81.3%
Albert Royds St	Road marking, parking rationalisation, pedestrian refuge and cycle facility.	Rochdale	52	41 months since completion - Before 16 After 11 -31.3%
Hulme Hall Road and Claremont Road	Cycle and pedestrian safety improvements.	Stockport	78.6	50 months since completion - Before 13 After 2 -84.6%
Dukinfield Corridor	Route improvement along Sandy Lane / Clarence Street, including new traffic signals.	Tameside	160	48 months since completion - Before 18 After 6 -66.7%
Wellington Road / Woodlands Parkway	Proposed double mini roundabout to address failure to give way / junction overshoot	Trafford	97.5	50 months since completion - Before 18 After 0 -100%
Total			720.6	

2016/2017

- C16. Legacy schemes approved during 2016/17 for implementation from 2017/18 now have between 34 and 48 months (on average 41 months) of post-implementation recorded injury collision data. Based on the available data, the benefits of implementation are estimated to be circa £4.6 million against an infrastructure investment of £0.6 million, giving an indicative current BCR of 7.7. Safety benefits are normally calculated when all schemes have 60 months of after data.
- C17. 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.

C18. The lead delivery partner is responsible for more detailed individual scheme monitoring. A list of schemes and descriptions can be found below.

** Schemes in grey only have partial after monitoring data and the reduction should be interpreted with caution.

Name	Description	Lead Partner	GMCRCP Contrib. £'000	Assumed 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	43 months since completion - Before 10 After 7 -30%
Whitefield remedial measures	Whitefield remedial measures and school parking enforcement	Bury	27	48 months since completion - Before 38 After 16 -57.9%
A34 Kingsway	New safety camera housings	Manchester	70	45 months since completion - Before 9 After 4 -55.5%
A627 Ashton Road / Honeywell Lane / Hollins Road junction	Pedestrian Improvement Scheme	Oldham	50	43 months since completion – Before 10 After 5 -50%
Glodwick Road (Waterloo St to Roundthorn Road)	Pedestrian Improvement Scheme Glodwick Road (Waterloo Street to Roundthorn Road)	Oldham	32	44 months since completion - Before 12 After 4 -66.7%
Howard Street Nursery	Howard Street Nursery Road Safety Improvements	Rochdale	18	38 months since completion – Before 4 After 0 -100%
Albert Road / Wellington Road	Pedestrian facilities upgrade	Salford	100	42 months since completion – Before 10 After 0 -100%
Ashton Road and Crookilley Way Link Road / Roundabout	Vehicle Restraint System (VRS) and Speed Limit Reduction	Stockport	89	42 months since completion - Before 31 After 5 _84%
Henrietta Street Area	Safety Improvements on and around Henrietta Street	Tameside	82	42 months since completion - Before 12 After 1 -91.7%
Sevenways Roundabout	Sevenways Roundabout Safety Improvements	Trafford	102	34 months since completion - Before 13 After 0 -100%
Total			605	

Appendix D – 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. 2022 dates booked in October and November at Middleton Arena, Rochdale.
- **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. Courses have resumed since the recovery of the pandemic.
- To support the **SDfL** courses SRGM delivered a Safer Driving Seminar on 14th June 2022 at the AJ Bell Stadium, Irlam, Salford. The seminar was 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 resumed with a part online classroom session; followed by ride out. GMP to look at resuming full workshops in person for Spring 2023.

- **Speed Management** - (Speed complaints process and Speed Toolkit) The toolkit is to complement the work of the speeding complaints process between Greater Manchester Police and LA's and will help manage speeding enquiries from members of the public. LA's have received a variety of speed resources to help reduce speeding vehicles in local communities.
- **Speed and Anti-social driving behaviour campaign** - speed and anti-social driving behaviour campaign will focus messaging on inappropriate and dangerous behaviour using media channels and targeted to appropriate audiences using market segmenting data. Scheduled for 2023.
- **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. Annual Plan being devised by Corporate Affairs.
- **In Car Safety** – Good Egg Safety data shows that around two thirds of child car seats are incorrectly fitted either for the car or the car. SRGM have commissioned Good Egg Safety to facilitate child car seat safety checks during the Summer of 2022. Following on from this; further workshops are to take place with parents/social and health workers and other child professionals via community centres in areas of high deprivation where valuable support is needed most.

Appendix E – Local Authority Integrated Transport Block Funding

- Local authorities have limited funding for highway improvement schemes, including local road safety schemes. Integrated Transport Block, ITB is capital funding granted to local authorities for expenditure on their local transport plans, including for road safety schemes.
- The funding previously received for Highways Maintenance and Integrated Transport Block (ITB) has been 'consolidated' into the City Region Sustainable Transport Settlements (CRSTS) with effect from 22/23, for the next 5 financial years.
- The allocations for the 22/23 £16.3m ITB funding by GM local authority and GMCA is shown below.

Authority	Splits from 10/	Splits, incl.	Proposed ITB Funding 22/23
Bolton	10.2	5.1	£829
Bury	6.7	3.3	£543
Manchester	20.7	10.3	£1,685
Oldham	8.7	4.3	£707
Rochdale	8.0	4.0	£652
Salford	9.8	4.9	£796
Stockport	9.7	4.9	£791
Tameside	7.7	3.9	£631
Trafford	7.4	3.7	£607
Wigan	11.1	5.6	£908
GMCA		50.0	£8,150
Total	100.0	100.0	£16,300

GREATER MANCHESTER TRANSPORT COMMITTEE

Date: 14 October 2022
Subject: TravelSafe Update
Report of: Bob Morris, Chief Operating Officer, TfGM

Purpose of Report

This report provides an update on the work and achievements of the Greater Manchester TravelSafe Partnership during the first six-months of 2022, alongside a summary of the outcomes and successes of the GMP Transport Unit.

Recommendations:

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

Contact Officers:

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Equalities Implications: Not applicable.

Climate Change Impact Assessment and Mitigation Measures: Not applicable.

Risk Management: Not applicable.

Legal Considerations: Not applicable.

Financial Consequences – Revenue: Not applicable.

Financial Consequences – Capital: Not applicable.

Number of attachments to the report: 0

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?

No

Overview and Scrutiny Committee

Not applicable.

1 Introduction and Background

- 1.1 The information presented in this report covers the period 01 January - 30 June 2022 and provides a summary of the activities of the TravelSafe Partnership¹ (TSP), as well an overview of activity and outcomes from the GMP Transport Unit.
- 1.2 Across the first half of 2022, the TSP has continued with momentum generated through the refresh of tactics which were introduced at the end of 2021. This has been further amplified with the review and republication of the TSP three-year strategy for 2022-2024.
- 1.3 The average incident rate² for the first six months of 2022 for Bus and Metrolink combined was 34. This is up from 28 during the first six month of 2019 but down from 47 during the first six months of 2021.
- 1.4 The first six months of 2022 has seen a continuation of the trend of high levels of youth-related anti-social behaviour (ASB) across the public transport network. 46% of all incidents on bus and 40% of incidents on Metrolink attributable to 'youth or young people'.
- 1.5 The Safer Streets project won an iNetwork award for 'Transforming and Innovating Public Services.' KeolisAmey Metrolink (KAM) also won an international Keolis Group award for driving improvements in the travel experiences for women and girls which has been described as an exemplar for other operators to follow.
- 1.6 The 2021/22 academic year saw the TSP deliver a record number of educational inputs to young people across Greater Manchester. The final number of young people engaged being over 50,500.

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

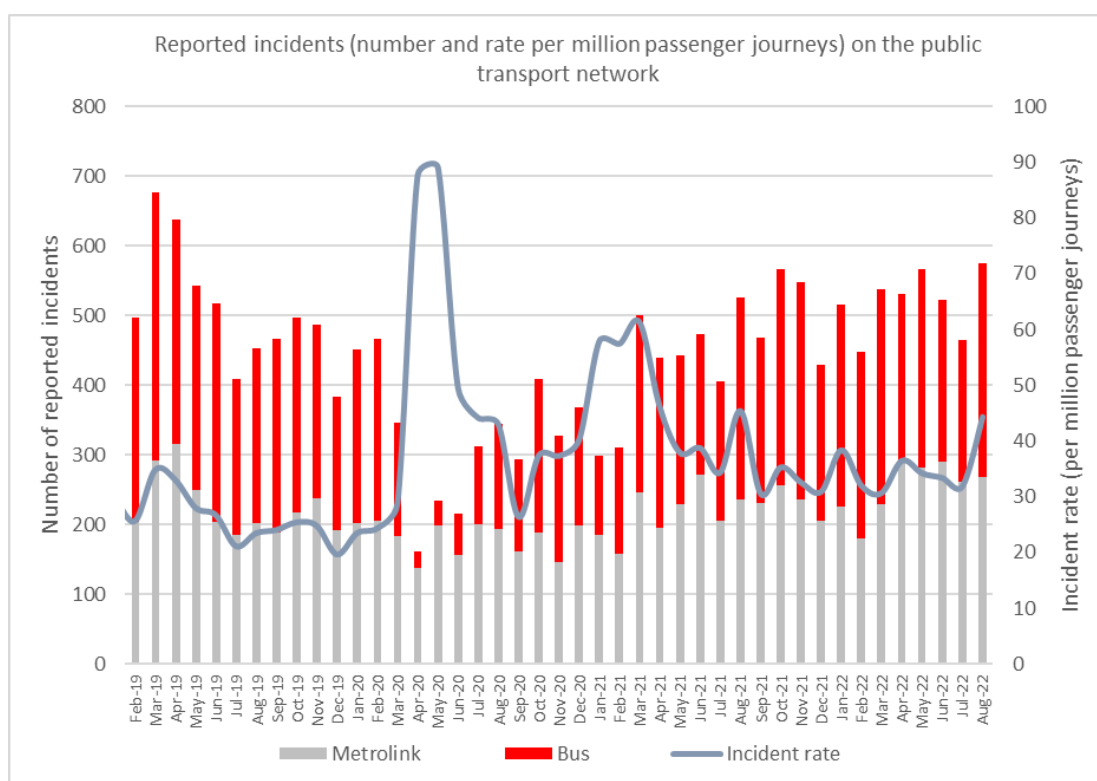
² Incident rate = number of reported incidents per million passenger journeys

2 2022 Six-Month Update

Network Summary

- 2.1 The TravelSafe KPI brings together all reported crime and incident statistics³ from Greater Manchester Police⁴, TfGM, Bus & Metrolink Operators.
- 2.2 The average incident rate for the first six months of 2022 for Bus and Metrolink combined was 34, up from 28 during the first six month of 2019 but down from 47 during the first six months of 2021. This is illustrated in Figure 1.

Figure 1: Reported incidents of Crime and ASB (per million journeys)



- 2.3 One of the main, current challenges the TSP is tackling, is incidents involving missiles being thrown at buses and trams. This causes damage, disrupts operations, and reduces customer satisfaction with their personal safety. During

³ A number of incidents are excluded where they constitute intelligence rather than an incident, and minor byelaw offences such as smoking and vaping on the platform. Incidents are de-duplicated and categorised prior to analysis.

Presenting the data in this way allows comparisons to other Transport Networks e.g., TfL who also publish statistics on the number of incidents per million journeys (albeit TfL only report Crime and not ASB.)

⁴ Gap in receipt of GMP data from 23 March-02 December 2020 as a result of Covid.

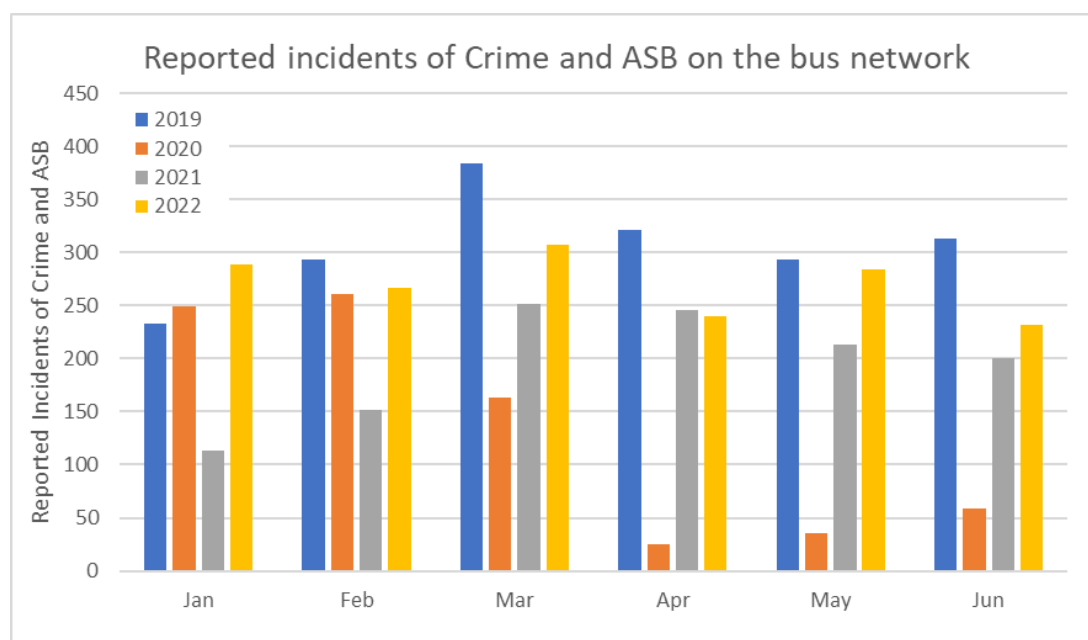
the period there have been 549 such incidents reported to TSP. This is 5% up on the same period in 2019.

2.4 This activity is hard to tackle given it tends to be sporadic (and often opportunistic) in nature, however where clear hotspots and patterns can be identified, patrols have been put in place and several arrests made. Additionally, the TSP has developed a media clip to be used as part of educational outreach activity and for sharing across social media. The clip features personal statements from bus drivers explaining the impact of this behaviour on them and on their passengers. The aim is to illustrate the human consequences attached to a behaviour which is often opportunistic rather than premeditated. TSP has also been successful in securing a bid for funding from the Home Office Safer Streets Round 4, to develop a programme of initiatives to help address the issues.

Bus Network Update (January-June 2022)

2.5 The number of reported incidents of Crime and ASB on the bus network was 12% below that of 2019 and 38% above 2021⁵.

Figure 2: Reported Incidents of Crime and ASB on the Bus Network



2.6 Despite the reduction in the overall number of incidents, there has been an increase in reports of some types of incidents at certain locations.

⁵ Incident numbers during 2021 were affected by national and local lockdowns and restrictions.

- 2.7 The number of reported incidents at bus stations was double that during the same period in 2019, with Altrincham, Bolton, Bury, Leigh and Wythenshawe all seeing substantial increases in incident numbers. Increases can be largely attributed to youth-related anti-social behaviour and are likely a consequence of transport hubs being one of the few places to remain open across the Covid-related government restrictions.
- 2.8 46% of reported incidents on the bus network were categorised as ‘youth or young person’ related, compared to 26% during the same period in 2019. This classification of incidents should only be treated as indicative as it is based on commentary from incident report (e.g., a description of individuals as aged 14 to 16 or wearing school uniform). However, it has been useful in focussing partnership activities including several initiatives centred on schools and colleges and work with Foundation 92⁶.
- 2.9 Despite lower numbers of reported incidents on the bus network, changes in travel behaviour and associated lower passenger numbers mean there has been an increase in the overall rate of reported incidents of Crime and ASB (per million passenger journeys). During January to June 2022 the rate was 20.9 compared to 18.8 during the same period in 2019.

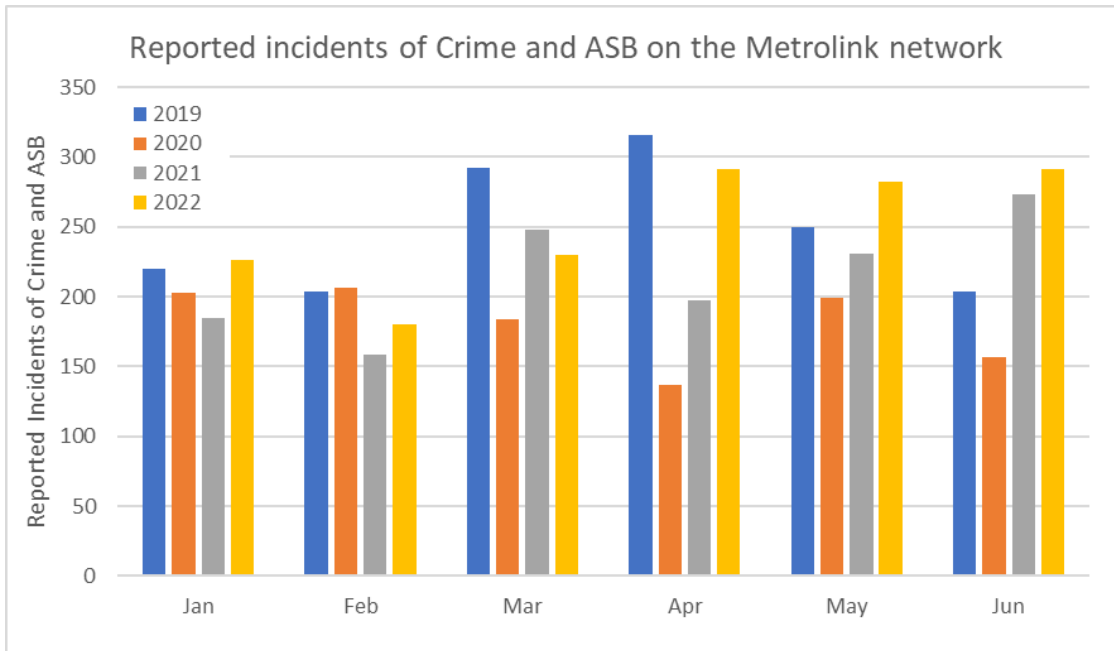
Metrolink Update (January-June 2022)

- 2.10 The number of incidents of Crime and ASB on the Metrolink Network reported to the TSP was equivalent to the same period in 2019 and 16% up on the same period in 2021⁷.

Figure 3: Reported incidents of Crime and ASB on the Metrolink Network

⁶ [Foundation 92](#) are a sports-lead youth diversionary charity.

⁷ Incident numbers during 2021 were affected by national and local lockdowns and restrictions.



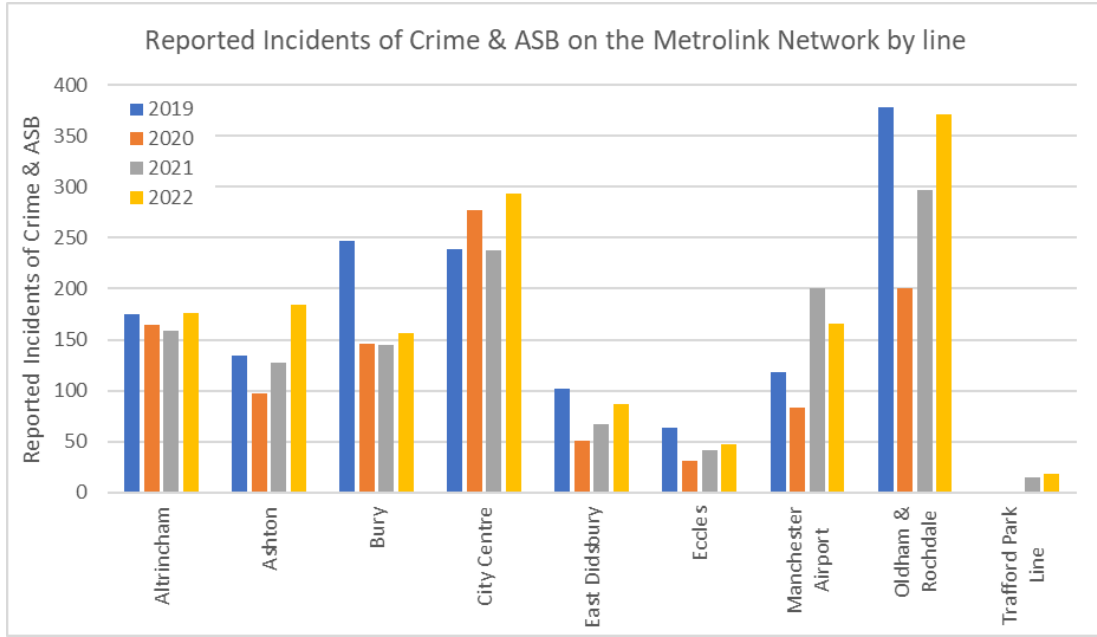
2.11 Following the pandemic, Metrolink passenger numbers have recovered to approximately 70-75% of pre-pandemic levels. However, the number of reported incidents of Crime & ASB has remained comparable to the number reported during 2019. As a result, the rate of incidents during the period, increased to 105 from 67 during the same period in 2019.

2.12 Similar to the trend observed on Bus, there has been an increase in youth and young person related incidents. During the first six months of 2019 an estimated 24% of all incidents were categorised as youth or young person related. During the same period in 2022 this increased to 40%. The level of youth related incidents varies across the network from 58% on the Airport line to 20% in the City Centre.

2.13 The Oldham and Rochdale Line (ORL) continues to see the highest number of reported incidents and both the Customer Insights Survey, and the Metrolink Passenger Survey show that the Metrolink users on the ORL have some of the lowest levels of satisfaction in terms of safety and security. The ORL has been identified as a TravelSafe tactical priority and has seen a range of interventions including nine specialist operations during the first six months of 2022.

2.14 Metrolink line by line comparisons are shown in Figure 4.

Figure 4: Reported incidents of Crime and ASB on Metrolink by Line



3 TravelSafe Achievements

3.1 The [TravelSafe Partnership Strategy](#) has been reviewed and re-launched following engagement and consultation with all partners. The updated strategic aims are to:

- Improve the perception of safety and security across public transport.
- Address and deter instances of crime and antisocial behaviour (ASB) occurring on the transport network.
- Promote and encourage ethical travel behaviours (including fare evasion and gender-based violence).

3.2 The Partnership ‘Specialist Operation’ programme has continued to gain momentum and deliver results with a minimum of one scheduled per week at key hotspot locations across the city-region. A six-month summary of results is shown in Figure 5.

Figure 5: TravelSafe Specialist Operations January - June 2022 Results



3.3 The Home Office Safer Streets (round 3) project, which focussed on improving the safety of women and girls in Oldham, concluded in March 2022, however legacy benefits continue. The headline outcomes are as follows:

- During the project there were significant improvements recorded in passenger perceptions of safety during the day, and smaller improvements in passenger perceptions of safety at night⁸.
- Positive staff and customer feedback received, specifically in relation to the additional staff visibility and cross agency working.
- No increase in the number of incident reports which remained static. An increase in report was anticipated given the increased presence of staff.
- The launch of GMP LiveChat, as the discrete method of reporting on public transport, this is now embedded across the network.
- A 'No means No' campaign poster, designed by a student from Oldham college, was rolled out across the five stops included in the bid. This was positively received and so subsequently rolled out across the full network (Figure 6).

Figure 6: Sinmi Alli-Balogun with his winning 'No is No' poster



- Training was delivered to all Metrolink frontline staff on how to spot and deal with gender-based violence and vulnerability. This has been commissioned through a women's sexual assault charity and a 'train the trainer' package is being developed to share with and roll out across all TSP operators.
- The project won an iNetwork award for 'Transforming and Innovating Public Services.' KeolisAmey Metrolink also won an international Keolis

⁸ Metrolink Passenger Confidence Surveys

Group award for driving improvements in the travel experiences for women and girls which has described as an exemplar for other operators to follow.

3.4 Following the success of the previous project, two bids were put forward for Safer Streets Round 4 funding. Both were successful and delivery is now underway. A summary of each project is below:

- Joint TSP/British Transport Police bid to address the issue of missiles/criminal damage focussed on Bolton and Salford. £275k funding has been awarded to develop a drones offer, an immersive (virtual reality) educational offer and developed an enhanced trusted people offer.
- GMCA, MCC and TfGM bid to enhance safety and improve usage of the Fallowfield Loop (active travel focus). £450k awarded for infrastructure improvements, education and cycle training, and develop a communications campaign to promote feelings of safety.

3.5 The latest TSP Communications campaign launched at the start of the school summer Holiday period focussing on issues associated with youth related ASB, this intended to:

- Increase awareness of the consequences of ASB (removal of travel passes, fines, impact for victims, potential for a criminal record).
- Increase awareness of acceptable behaviours on public transport.
- Recruit and arm parents and other influencers as advocates against youth ASB on public transport.
- Increase awareness of ASB interventions and safety measures to increase confidence levels and encourage people to use the network now and in future.
- Increase awareness of how to report crime; better understand the barriers that prevent people reporting incidents of crime and ASB on public transport.

3.6 The campaign also introduced a strategic partnership with Foundation 92 (F92). F92 provide youth diversionary activity across GM which is focussed on providing access to sport and education. The TSP have worked with F92 across the Specialist Operations programme, but this campaign allowed a targeted approach to youth diversionary activity across the summer holidays. The F92 mobile utilised

their youth hub across the network as a method to engage with young people, and education on how their behaviours may be perceived by others and access to alternatives. Future work with F92 is planned.

- 3.7 During the 2021/22 academic year the TSP delivered educational inputs to over 50,500 young people. This is a record number in terms of engagement and a vital element of the partnerships deterrent work programme.
- 3.8 The TSP continues to support work to address violence against women and girls. TSP resources have supported the public transport network as part of GMP Operation Lioness. Input was provided to the Manchester City Council Good Night Out Guide and through the Manchester University Fresher's Fair.
- 3.9 GMP co-location within the TfGM Control Centre through a dedicated crime investigation officer is paying dividends in terms of real-time information access/sharing and evidence collation. Work is underway to further increase this co-location.
- 3.10 TSP joint working with the GM Violence Reduction Unit (VRU) has continued across the first half of the year with support provided through the VRU College Safety Roadshows. This is mutually beneficial as it helps the TSP deliver messages and engage with a broader age range of young people.

Greater Manchester Police (GMP) Transport Unit

- 3.11 Performance has remained front and centre for the GMP Safer Transport Team with a drive to increase the fear of enforcement and encourage behaviour change across the transport network.
- 3.12 For the first half of the year, arrests have increased, with 613 between January and June alongside 607 Stop/Searches and 422 vehicles seized.
- 3.13 The Transport Unit is now fully staffed and dedicated to making public transport safer, with regular patrols and targeted operations across bus, Metrolink and active travel routes.
- 3.14 Tackling ASB on public transport has been embedded into a new GMP force wide project group, with TfGM attendance and TravelSafe data provided. This helps to inform, plan, and shape initiatives across the 10 districts of GMP.

3.15 Transport Unit Officers continue to utilise a range of tools and tactics to combat crime and ASB. This includes:

- Uniformed and plain clothes deployments.
- Development of a dedicated crime team, co-located within the TfGM Control Centre to ensure real-time sharing of information. This has also reduced the time taken to complete investigations improving the service to victims.
- Project Servator deployments to identify and deter hostile reconnaissance (the information gathering a criminal needs to do when planning to commit a criminal act, including terrorist attacks).
- TSP Specialist Operations providing regular, co-ordinated deployments across the transport network in partnership. These have been successful leading to numerous arrests for a variety of offences including possession of knives, drugs and acts of violence.

3.16 The Transport Unit continues to adapt to the challenges faced and has upskilled staff accordingly. The Unit now has staff trained in protestor removal (for example where someone glues themselves to a bus or building). This means no wait for specialist staff and therefore minimises the impact on the network, staff and customers.

3.17 Looking to the next six-months a key focus is on increasing the number of Transport Unit Officers co-located at TfGM Headquarters. This closer working, access to real time information has already paid dividends in terms of crime response and investigation.

3.18 Figure 7 shows a six-month (January-June 2022) summary of results for the Transport Unit.

Figure 7: Transport Unit Six-Month Summary



4 Forward Look

4.1 TSP priorities for the remainder of this year include:

- Exploring funding and opportunities to formally embed joint working between the TSP and Foundation 92, recognising the importance of providing access to youth-diversionary activity to address the increasing trend of youth ASB related incidents.
- Introduction of GMP Operation AVRO for the public transport network. Operation AVRO is a new force wide GMP initiative which runs monthly across the districts of GM to tackle criminal activity. TSP will support public transport in becoming the conceptual '11th District' for inclusion in this programme going forwards.
- Begin delivery of the Safer Streets (round 4) projects. These projects will run for 18 months.
- Continue and enhance TSP support to the GM Gender Based Violence agenda.

- Development of a formal Partnership data sharing agreement to enhance opportunities to share data and intelligence and feed into problem solving plans.

5 OPERATION AVRO

5.1 Although out of period for this report, the following provides a summary of the inaugural public transport Operation AVRO which took place on the 27 and 28 September.

Background

5.2 Operation Avro is a new force wide Greater Manchester Police (GMP) initiative which runs monthly across the ten districts of Greater Manchester (GM) to tackle criminal activity. AVRO involves neighbourhood policing teams supported by the GMP Specialist Operations Branch conducting a day of intense activity.

5.3 Earlier in the year it was agreed that an '11th District' AVRO would be established, encompassing the GM public transport network.

5.4 Two dates were put forward for an operation encompassing the whole of Greater Manchester, making this AVRO the biggest to date.

Scope

5.5 The primary focus of the Transport AVRO is the Public Transport network encompassing: the Bus Network, Bus Interchanges, Metrolink, Trains and Active Travel infrastructure.

5.6 Some roads policing activity was also woven throughout, primarily along key arterial routes into the Regional Centre with a focus on visibility and providing reassurance to the travelling public.

5.7 Across both days, every district of Greater Manchester had activity focussed on transport hubs/routes, with targeted operations focussed on hotspot areas and issues¹.

5.8 A wide range of tactics were utilised as appropriate to support:

- Enforcement - where appropriate (e.g., known nominals).
- Reassurance / Prevention – high visibility, vigilant and reassuring presence across the network.
- Engagement / Deterrent – signposting & support for vulnerable individuals / schools and outreach activity.

5.9 This was a joint AVRO with GMP, and the TSP and partner involvement was significant including:

- GMP – All district teams and all Specialist Operations resources (Transport Unit, Tactical Dogs Unit, Mounted, Tactical Aid Unit, Drone Team etc)
- All TravelSafe Partners – Transport operators, British Transport Police, local authority teams (community safety, homelessness, youth diversionary), Foundation 92 (youth sports diversionary charity) and Manchester Youth Zone.

Results

5.10 Each day of AVRO saw in the region of 400 police officers, alongside 200 TSP staff, deployed across every transport hub in the city-region. These deployments were supported by a wide range of senior managers for TfGM providing a valuable opportunity to gather views and insights.

5.11 The infographic below summaries the results for both days:



5.12 A staff and customer engagement element was also planned into the AVRO (particularly on day 2). As well as the outcomes summarised above the following should be noted:

- TSP educational sessions delivered to Rochdale primary schools through Crucial Crew (over 600 pupils).
- TSP behaviour assemblies delivered to Bedford High School, Leigh (440 pupils).
- Fraudulent tickets/passes identified and removed.
- Metrolink and bus 'Meet the TSP' sessions.

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Greater Manchester Transport Committee – Master Work Programme

October 2022 to January 2023

The table below suggests the Committee's work programme from October 2022 to January 2023.

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 2022

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Full Committee Approve active travel chair and vice chair	Network and Market Renewal Update and insight data	Bob Morris	To brief Members on the current status of the public transport network and proposals to encourage people back to public transport. To also include accessible transport.	Implementation
	Road Safety Update	Peter Boulton	To provide an update on the work of road safety initiatives, specifically the Road Danger Reduction Plan.	Accountability
	Six monthly update on TravelSafe	Lucy Kennon, TfGM	To provide a regular update on the work undertaken by the TravelSafe Partnership	Accountability
Active Travel Sub Committee	Active Travel Progress and Programme Update	Richard Nickson/David Budd	To provide an overview of forthcoming workstreams and key activities.	Implementation

November 2022

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
	Operator Updates	TOC's	To provide an update on current performance and issues	Accountability
	Infrastructure Project Update	Simon Elliott	To provide a update on the status of rail stations across Greater Manchester.	Implementation

December 2022

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Full Committee	Network Accessibility and Inclusion	Emma Flynn	In light of TfGM's commitment to accessibility, to provide an update on measures being taken to ensure the network is as accessible as possible.	Implementation
	City Region Sustainable Transport Settlement delivery	TBA	Update on the programme delivery plan.	Implementation
	Information and Ticketing Road Map	Sean Dyball / Howard Hartley	To evidence to Members how customers receive information and provide an update on the current status of Transport Interchanges.	Accountability
	Introduction to the Active Travel Commissioner	Sarah Storey	To provide an opportunity for the Transport Committee to meet the new Active Transport Commissioner and hear about her vision for GM.	Policy Development

January 2023

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
	Update from Operators	All Operators	To inform the Committee of the latest challenges, issues and achievements across the bus network.	Accountability
	Update and Evaluation of Dogs on Trams	Daniel Vaughan	To provide an update on the feedback received and the outcome of the pilot of dogs on trams.	Policy Development

MEETING	TOPIC	CONTACT OFFICER	PURPOSE	ALIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
	Rail Station Accessibility Programme	Simon Elliott	To receive an update on the status of rail stations across Greater Manchester	Implementation
	Manchester Recovery Taskforce	DfT	To inform the Committee of the work to improve the performance of rail services in GM.	Implementation