

GREATER MANCHESTER TRANSPORT COMMITTEE BUS SERVICES SUB-COMMITTEE

DATE: Friday, 13th November, 2020

TIME: 10.30 am

VENUE: Microsoft Teams

AGENDA

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

1 - 4

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

4. Minutes of the GM Bus Services Sub-Committee held on 11 5 - 12 September 2020

To consider the approval of the minutes of the meetings held on 11 September 2020.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

5.	Updates from Bus Operators Verbal updates from operators covering developments from September to November 2020.	
6.	Bus Performance Report Report of Alison Chew, Interim Head of Bus Services, TfGM.	13 - 28
7.	Forthcoming Changes to the Bus Network Report of Alison Chew, Interim Head of Bus Services, TfGM.	29 - 38
8.	Review & Planning of General Subsidised Bus Services Report of Alison Chew, Interim Head of Bus Services, TfGM.	39 - 50
9.	GMTC Work Programme Gwynne Williams, Deputy Monitoring Officer, GMCA.	51 - 54
10.	Date of Next Meeting Friday 15 th January 2021.	
11.	Exclusion of the Press & Public That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.	
1.	Forthcoming Changes to the Bus Network (Part B) 3 Report of Alison Chew, Interim Head of Bus Services,	55 - 58

TfGM.

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: lee.teasdale@greatermanchester-ca.gov.uk

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



GM	Bus Ser	vices Su	b-Committee	on 13	November	2020
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Declaration of Councillors' interests in items appearing on the agenda

NAME:						

Minute Item No. / Agenda Item No.	Nature of Interest	Type of Interest
		Personal / Prejudicial /
		Disclosable Pecuniary
		Personal / Prejudicial /
		Disclosable Pecuniary
		Personal / Prejudicial /
		Disclosable Pecuniary
		Personal / Prejudicial /
		Disclosable Pecuniary

PLEASE NOTE SHOULD YOU HAVE A PERSONAL INTEREST THAT IS PREJUDICIAL IN AN ITEM ON THE AGENDA, YOU SHOULD LEAVE THE ROOM FOR THE DURATION OF THE DISCUSSION & THE VOTING THEREON.

QUICK GUIDE TO DECLARING INTERESTS AT GMCA MEETINGS

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

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

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

You are also legally bound to disclose the following information called DISCLOSABLE PERSONAL INTERESTS which includes:

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

UFAILURE TO DISCLOSE THIS INFORMATION IS A CRIMINAL OFFENCE

$\stackrel{\frown}{\mathbb{R}}$ STEP ONE: ESTABLISH WHETHER YOU HAVE AN INTEREST IN THE BUSINESS OF THE AGENDA

Interest can be construed as being a prejudicial interest.

STEP TWO: DETERMINING IF YOUR INTEREST PREJUDICIAL?

A personal interest becomes a prejudicial interest:

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

FOR A NON PREJUDICIAL INTEREST

YOU MUST

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

TO NOTE:

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

FOR PREJUDICIAL INTERESTS

YOU MUST

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

YOU MUST NOT:

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

Agenda Item 4

MINUTES OF THE VIRTUAL MEETING OF THE GREATER MANCHESTER BUS SERVICES SUB-COMMITTEE HELD ON FRIDAY 11 SEPTEMBER AT 10:30AM VIA MICROSOFT TEAMS

PRESENT:

Councillor Roger Jones (in the Chair) Salford City Council

Councillor Roy Walker Bury Council

Councillor John Leech Manchester City Council
Councillor Angeliki Stogia Manchester City Council

Councillor Sean Fielding
Councillor Phil Burke
Rochdale Council
Councillor Barry Warner
Salford City Council
Councillor David Meller
Councillor Warren Bray
Tameside MBC
Councillor Nathan Evans
Trafford Council
Councillor Mark Aldred
Wigan Council

OFFICERS IN ATTENDANCE:

Alison Chew Interim Head of Bus Services, TfGM Jenny Coates Services Planning Officer, TfGM

Lindsay Dunn Senior Governance & Scrutiny Officer, GMCA James Lewis Section Manager, Services Planning, TfGM

Michael Moore Bus Planning Officer, TfGM Stephen Rhodes Customer Director, TfGM

Nick Roberts Head of Services & Commercial Development, TfGM

Martin Shier

Bus Partnerships Delivery Manager, TfGM

Lee Teasdale

Senior Governance & Scrutiny Officer, GMCA

Gwynne Williams Deputy Monitoring Officer, GMCA

Nicola Ward Senior Governance & Scrutiny Officer, GMCA

GMTBSC 01/20 APOLOGIES

Resolved /-

That apologies be noted and received from Bob Morris (TfGM)

GMTBSC 02/20 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

The Chair welcomed all to the meeting. As a matter of urgent business, the Chair noted that the ongoing industrial dispute between Go North West and Unite was a matter of concern and therefore an update on the current situation would be provided as part of Item 5 on the agenda.

Resolved /-

That the ongoing industrial dispute between Go North West and Unite be considered as urgent business for discussion as part of Item GMTBSC 05/20.

GMTBSC 03/20 DECLARATIONS OF INTEREST

Resolved /-

That there were no declarations of interest.

GMTBSC 04/20 APPOINTMENT OF VICE-CHAIR

It was advised that a nomination had been received for Cllr Warren Bray to be Vice-Chair of the Greater Manchester Bus Services Sub-Committee for the year 2020/21. All present supported the nomination.

Resolved /-

That Councillor Warren Bray (Tameside MBC) be appointed as Vice-Chair of the Greater Manchester Bus Services Sub-Committee for the year 2020/21.

GMTBSC 05/20 BUS OPERATOR COMMENTS ABOUT BUS SERVICES IN GM BETWEEN MARCH AND SEPTEMBER 2020

Bus operators were invited by the Committee to provide feedback on bus services in GM over the previous six months, with a particular emphasis on the impact of Covid-19 restrictions on services.

Comments raised by bus operators included the following:

- All operators stated their number one concern had been the safety of their staff and customers – with all responding quickly to the requirements of government guidance in terms of PPE and appropriate risk assessments. Additionally, increased cleaning regimes were put in place, contactless transactions were encouraged, and vehicle capacity was reduced to support social distancing.
- All operators wished to put their thanks on record to all frontline staff who had supported
 the running of services over the past few months, and additionally, the operational
 support offered by TfGM. This had been particularly pressing during the first months of
 lockdown, when vital transportation was kept operating for front line key workers and the
 NHS.
- The number of services in operation were now being ramped up to close to previous levels, with a considerable amount of focus at present being on ensuring the safe return of children to schools and colleges.
- Many of the operators introduced apps which allowed customers to see how busy each service was, allowing them to make an informed decision on whether to attempt to board.
- Operators were concerned that they were now at the point of maximum capacity under social distancing restrictions and patronage guidelines and did not have the scope to meet any further increases in demand.
- Work was taking place with TfGM around providing additional school services with funding provided by the Department of Education.

It was advised that the X43 'Witchway' Service continued to be severely impacted by the
re-rerouting caused by the closures on Deansgate/Blackfriars Bridge bus stops, and whilst
most services were at 60% of previous patronage now, this service had stalled at 25%. This
was concerning for passenger journey time, but equally was concerning from an
environmental standpoint due to the extra mileage that the re-routing forced.

The Chair thanked the operators for their contributions and invited comments and questions from the Committee Members.

A Member noted concerns raised by residents in relation to delays caused by the pop-up cycle lane development on the A56. Were the congestion/re-routing problems here, and on Deansgate/Blackfriars Bridge the only hotspots at present, or were there other conurbation issues? It was advised that the initial issues with the pop up cycle lane on the A56 had been largely mitigated following frank and open discussions with Trafford Council. However, as highways levels increased, these measures would be further observed and dialogue with Trafford Council would continue.

Concern was expressed by an operator about Deansgate and Blackfriars Bridge being closed for works in such quick succession and the perceived lack of coordination between the neighbouring Manchester and Salford authorities on this. The Chair advised that he knew from personal experience that Manchester and Salford Councils were in frequent contact regarding bus routes and highways.

A Member advised that he had received complaints from residents in the Hopwood area of Heywood that schoolchildren were being refused from buses and told to get specific schools buses, even when they did not live on the school bus route. Issues had also occurred when attempting to use the 'Our Pass'. Did all operators have procedures in place specifically for school times and the increased patronage? It was advised that Diamond Bus Services had been working with TfGM to review services around schools to ensure there is enough capacity on the commercial network to provide further support to dedicated schools' services.

Members queried whether some existing routes were in danger of being withdrawn due to the losses associated with reduced patronage throughout the pandemic. Operators agreed it was concerning and there would be a need to balance the books. However, it was also hoped that once the need for such stringent social distancing requirements passed, that there would be opportunities for bus operators to work together to promote services and a get the residents of GM making the most of the services offered to them. It was considered that the services within the most 'rural' parts of GM would those most at risk.

Members stated that the apps created on levels of bus capacity were very useful, and it was hoped that this offer would remain permanently.

Concerns were raised about the latest revised timetable information not being updated at bus stops, leading to confusion and inconvenience for patrons. TfGM Officers advised that timetable changes had to take place at such frequency initially that it was not possible to keep pace with this at all bus stops, efforts had been made during the main period of lockdown to direct passengers to digital timetable information, and temporary signs at stops provided information on how to access these. A scheme to update the timetable at all bus stops was now about to commence, this would be a significant undertaking across GM, but all stops

would soon reflect the current updates times.

Members sought assurances that first and last services were being retained even where other services were being reduced. Operators confirmed that they had sought to retain first and last services throughout the entirety of the period, including the lockdown, as these were often particularly important for key workers such as hospital staff.

Go North West - Unite Industrial Dispute

The Chair invited Go North West to provide an update on the latest position regarding the ongoing industrial dispute.

Go North West had purchased the Queens Road depot in 2019 and had sought to modernise working practices to bring them in line with the latest ways of working. Some old rules had long remained in place at the depot that was causing the Queens Road location to lose close to £2m per annum. It was stated that as a result of implementing these new practices staff would each be offered a £5k share in the benefits, a no redundancies guarantee and inflation backed payrises in 20/21 and 21/22. There would be no cuts to pay, to hours, or any reduction in the rules. Over 20 meetings had taken place with Unite, who were opposed to the changes, but had not tabled any counter proposals. Therefore, Go North West had issued a \$188 notice as an attempt to instigate fresh talks. The \$188 would allow the company to re-contract the drivers, and provided a 45-day window in which to undertake negotiations.

Members, being mindful that they could not intervene in employment issues, discussed the issue. It was clear both sides had a very different view of the existing dispute and therefore it was vital that both sides returned to the discussion table to ensure no loss of service for the residents of GM.

Resolved /-

- 1. That the updates from bus operators be noted by the Committee.
- 2. That it be noted that bus operators wished to put their thanks on record to all frontline staff who had supported the running of services over the past few months, and also the operational support offered by TfGM.
- 3. That it be noted that many bus services are now reaching capacity under social distancing restrictions and maximum patronage guidelines.
- 4. That the impact of the closure of Deansgate and Blackfriars bus stops on congestion and additional journey time be noted.
- 5. That it be noted that Diamond and TfGM would review services around schools to ensure there is enough capacity on the commercial network to further support dedicated schools services.
- 6. That it be noted that the initial concerns with the pop up cycle lane on the A56 have been mostly mitigated, however as highways levels increase these measures would be further observed, and dialogue with Trafford Council would continue.
- 7. That the update on the ongoing industrial dispute between Go North West and Unite be noted by the Committee.
- 8. That the Committee expresses its wish to see the above noted dispute resolved to the satisfaction of all parties at the earliest opportunity.

GMTBSC 06/20 FORTHCOMING CHANGES TO BUS SERVICES

Nick Roberts (Head of Services & Commercial Development, TfGM) advised the Committee that an addendum to item 6 had been necessary due to the receipt of a notification from GB Coaches Ltd (operating under the North Western trading name) that they would be ceasing services with immediate effect. This was an unusual situation, and did not abide by usual practice, and despite TfGM's best efforts to work with them, they did not reply to TfGM's attempts to contact them. Due to the nature of the incident, TfGM had reported the matter to the Traffic Commissioner for North West England.

Members stated that they were appalled by the unacceptable actions of GB Coaches Ltd. Local Councillors had been in contact with TfGM about the alternative routes available to Denton at the present time due to the unavailability of the 205/305 and 236 routes. It was accepted that the 205 & 305 routes were underutilised and may be hard to justify going forward. However, the 236 route was heavily used by residents and required reinstatement at the earliest opportunity.

It was advised that most of the 236 route remained served with just a couple of stops affected. It was understood that another service coming into the area had been registered to alight at those stops.

Members raised issues with Service 180. A petition had been submitted in regards to this service several months ago, members sought further clarity on how best to submit a petition to be acknowledged by the GM Transport Committee at the earliest opportunity in future. The Chair agreed that a written procedure was needed for the receipt of petitions. It was suggested that petitions should be submitted to TfGM and then a report be brought to the next relevant committee or sub-committee for oversight.

A number of concerns were raised about the impact that the reduction of services on the 180 route had upon residents of Greenfield, particularly school services. The alternative provision involved 2 buses and a long wait was considered by residents to be unacceptable. There were also concerns about the lack of service on a Sunday, removing a public transport route into the Peak District.

It was advised that the number of trips on Service 180 had been increased on 30th August 2020 in line with other service uplifts. However, it was advised that it was a very lightly used service, with an average of 5 customers per journey on weekdays, and 3 on weekends. There was no plan to withdraw the service but it was important to highlight that it was lightly used. The service was now increased in its 'strongest' markets, namely off-peak shopping times. It would be considered again in October, but any decisions would be demand led.

Councillor Mellor stated that comments had been received in relation to Service 130 in Heald Green. It was agreed that these would be passed on to TfGM officers.

Councillor Burke expressed thanks to First for taking over the 587 Service from Yorkshire Tiger.

Resolved /-

- 1. That the Committee requests a procedure as to how the Greater Manchester Transport Committee is able to informally receive petitions for submission to TfGM.
- 2. That the cessation of services operated by GB Coaches Ltd under the North Western trading name with immediate effect and TfGM's reporting of the matter to the Traffic Commissioner for the North West of England, be noted.
- 3. That it be noted that First confirmed that service 180 would retain its current timetable, focussed on demand, which was predominantly off peak.
- 4. That it be noted that Councillor Mellor would submit suggestions regarding service 130 direct to TfGM.
- 5. That the changes to the commercial network and the proposals not to replace the deregistered commercial services as set out in Annex A, be noted by the Committee.
- 6. That the Committee agrees that no action is be taken in respect of changes or de-registered commercial services as set out in Annex A.
- 7. That it be noted by the Committee that no services fall under Annex B.
- 8. That the Committee be minded to approve the proposed changes to general subsidised services set out in Annex C.

GMTBSC 07/20 FUNDING FOR ADDITIONAL DEDICATED HOME TO SCHOOL/COLLEGE TRANSPORT

A report was provided updating the Committee on the proposed approach for the allocation of the £2,249,016 grant received from the Department of Education for additional dedicated home to school/college transport.

90% of GM's children travelled on these services, but with social distancing restrictions in place, funding for the provision of more trips was required. The report set out the approach and the criteria that had been used for which services received the additional support. Around 300 extra trips were taking place each day on the network now and these were closely monitored, to ensure the high levels of demand remained, and changes could be made if required.

Resolved /-

That the approach to allocate the £2,249,016 grant received by Greater Manchester from the Department for Education for 'Additional Dedicated Home to School and College Transport', be noted by the Committee.

GMTBSC 08/20 RING AND RIDE SERVICES

It was advised that the Ring and Ride Service had been hit hard by service impacts due to the nature of the clientele. The services were initially removed, and during April/May started to be reintroduced for essential journeys only. All drivers were issued with PPE and enhanced cleaning regimes were put in place. Initial usage was low upon reintroduction, at only 2% of pre-covid levels. This was up to 11% by July.

The service was now on normal operating hours, but was still only at 16% of pre-covid usage. Steady monitoring would continue going forward.

Resolved /-

That the impact of Covid-19 on the Ring and Ride service be noted by the Committee, specifically the re-introduction of fully social distancing-compliant vehicles for essential travel only.

GMTBSC 09/20 GMTC TRANSPORT WORK PROGRAMME

Gwynne Williams (Deputy Monitoring Officer, GMCA) updated the Committee on the current work programme.

Members suggested that an item considering how best to encourage the public to safely return to public transport be brought to a future meeting of the Transport Committee.

Members expressed concern about bus lane cameras, with several requests having been made and not addressed. It was agreed that a report be brought to a future meeting on the installation and current use of cameras in bus lanes across GM.

Resolved /-

- 1. That the updated GMTC Transport Work Programme be received by the Committee.
- 2. That an item considering how best to encourage the public to safely return to public transport be brought to a future meeting of the Transport Committee.
- 3. That a report be brought to a future meeting on the installation and current use of cameras in bus lanes across GM.

GMTBSC 10/20 DATES OF FUTURE MEETINGS

Resolved /-

That the future meeting dates be noted by the Committee.

GMTBSC 11/20 EXCLUSION OF THE PRESS AND PUBLIC

Resolved /-

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

GMTBSC 12/20 FORTHCOMING CHANGES TO BUS SERVICES – PART B

Resolved /-

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

Agenda Item 6



Greater Manchester Transport Committee Bus Services Sub Committee

Date: 13 November 2020

Subject: Bus Performance Report

Report of: Interim Head of Bus Services

PURPOSE OF REPORT

To inform members of the performance of the Greater Manchester bus network during the September 19 to August 20 period, with particular focus on the subsidised bus network.

RECOMMENDATIONS:

Members are asked to note the content of the report

CONTACT OFFICERS:

Alison Chew Interim Head of Bus Services 0161 244 1726

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Martin Shier

Bus Partnerships Delivery

0161 244 1684

Manager

martin.shier@tfgm.com



Risk Management – n/a Legal Considerations – n/a Financial Consequences – n/a Financial Consequences – n/a

Number of attachments included in the report: 0

BACKGROUND PAPERS: None

TRACKING/PROCESS				
Does this report relate to a majo	or strategic decisi	ion, as set out in	the	No
GMCA Constitution				
EXEMPTION FROM CALL IN				
Are there any aspects in this rep	ort which	No		
means it should be considered t	o be exempt			
from call in by the relevant Scru	tiny Committee			
on the grounds of urgency?				
GMTC	Overview & Scr	utiny		
	Committee			
N/A	N/A			

INTRODUCTION

- 1.1 Greater Manchester has an extensive bus network covering approximately 57.5 million miles in 2019/20 and supporting an annual ridership of 186.7 million passengers. The network (719 services), is provided on both a commercial and subsidised basis by over 35 operators (as at August 2020).
- 1.2 Transport for Greater Manchester (TfGM), financially supports and manages the subsidised bus network on behalf of the Greater Manchester Combined Authority (GMCA). The subsidised network (17.15% of the network mileage) is provided utilising a revised budget of £29.3 million (2020/21). The funding level supports areas of the network which are not deemed commercially viable by operators, but are considered socially necessary, and also delivers an extensive network of school bus services.
- 1.3 Bus service provision represents a vital element of the Greater Manchester public transport network. Currently, three out of every four public transport journeys in Greater Manchester are undertaken by bus services. It is therefore essential that the performance of the bus network is closely monitored and understood, ensuring that not only is the quality of provision and customer journey experience maintained and enhanced, but the subsidised services budget is effectively and efficiently deployed.
- 1.4 Transport Focus surveys have consistently indicated that key customer priorities are value for money, driver behaviour, punctuality and journey time.
- 1.5 This report covers the period of September 2019 August 2020 which includes the start of the ongoing pandemic, a period of national lockdown along with subsequent government support measures, including advising where possible for people to work at home, essential travel only messaging and social distancing on buses reducing passenger capacity.
- 1.6 These measures have impacted bus travel and therefore the contents of this report along with TfGM reporting capabilities during periods of the pandemic. This has included the following:
 - Suspension of the performance monitoring and reporting of the network (via the Punctuality Reliability Monitoring System) during the period of mid-March 2020 to the start of September 2020.
 - Suspension of the observation of contract breaches and therefore the amount of contract deductions made during April and May 2020.
- 1.7 Patronage and mileage reporting continued throughout the pandemic period but both measures were significantly impacted and hence has affected the overall cost per passenger and potentially the level of customer comments received by TfGM.

- 1.7.1 Commercial network April saw a reduction in network mileage of 60% as operators responded to the essential travel only message which saw patronage fall to 10% of normal levels. As measures eased in June including the opening of non-essential retail, services were increased to around 70% of pre Covid levels. Further easing of restrictions saw mileage return to 100% of pre Covid levels by September. It is to be noted that social distancing requirements on vehicles were introduced in June and are still in place. Capacities on vehicles range between 30 and 50% maximum occupancy.
- 1.7.2 Subsidised network April saw a reduction in network mileage of 52% as TfGM responded to the essential travel only message which saw a similar reduction in patronage to that of the commercial network. School services were reduced or suspended in line with the requirements of each school with regards travel for key worker children. Services remained in place with a reduced frequency to respond to limited demand. The easing of restrictions saw mileage and services return to 100% of pre Covid levels on the 15th June 2020.

OPERATIONAL PERFORMANCE

- 2.1 This section of the report presents network wide bus operational performance statistics for the Greater Manchester region, extracted from TfGM's in-house Punctuality Reliability Monitoring System (PRMS). Performance levels are tracked against the Code of Conduct Voluntary Partnership Agreement (CoC VPA) and Traffic Commissioner targets.
- 2.2 Figure 1 provides a comparison between financial years 2018/2019 and 2019/2020 of the key bus services operational performance indicators, spilt between those registered to adhere to a timetable with specific departure times (scheduled services) and those registered to operate six buses an hour or more, with the associated timetable stating the service frequency (frequent services).

Figure 1: Bus Service Operational Performance

		2018/2019		2019/2020		
Indicator	Standard	Number of	%	Number of	%	Direction
		Observations		Observations		Change
Scheduled Services	3					
Reliability	97.00%	74,316	97.95%	64,069	97.78%	
Start Point Punctuality	90.00%	35,719	88.08%	30,782	88.43%	
Mid-Point Punctuality	70.00%	38,597	81.94%	33,287	79.85%	
Overall Punctuality	80.00%	74,316	84.89%	64,069	83.97%	
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GMTC 20201113 Bus Performance Report v0.2

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		2018/2019		2019/2020		
Indicator	Standard	Number of	%	Number of	%	Direction
		Observations		Observations		Change
Frequent Services						
Regularity	97.00%	30,426	95.97%	27,190	95.89%	

Scheduled Service Performance

- 2.3 The reliability of scheduled services (Figure 1) at the network level was 97.78% for the 2019/2020 financial year, representing a broadly stable position from the level achieved in the 2018/2019 financial year (97.95%). The level of performance remains above the CoC VPA minimum standard of 97.00%.
- 2.3.1 Over the last 5 years, the reliability of scheduled services (Figure 3) at the network level has remained above the CoC VPA standard of 97.00%.
- 2.4 Start-point punctuality of scheduled services is an area where TfGM has sought more action on the part of the operator, as it is incumbent on them to provide reasonable recovery time and develop contingency plans to enable journeys to start punctually. Traffic congestion in the Regional Centre has historically hampered the increased recovery times put in place by some operators, particularly given the limited space available for vehicle layover. Automatic Vehicle Location (AVL) performance information is also been used widely to identify timing problems and what can be done to improve the situation.
- 2.5 The start-point punctuality of scheduled services (Figure 1) at the network level was 88.43% for the 2019/2020 financial year, representing an improvement from the level achieved in the 2018/2019 financial year (88.08%). The level of performance remains below the CoC VPA minimum standard of 90.00%.
- 2.5.1 Over the last 5 years, start-point punctuality of scheduled services (Figure 3) at the network level has remained below the CoC VPA minimum standard of 90.00%. Performance fell between 2015/2016 and 2018/2019, before improving in 2019/2020.
- The mid-point punctuality of scheduled services (Figure 1) at the network level was 79.85% for the 2019/2020 financial year, representing a fall in performance from the level achieved in the 2018/2019 financial year (81.94%). The level of performance remains above the CoC VPA minimum standard of 70.00%.
- 2.6.1 Over the last 5 years, mid-point punctuality of scheduled services (Figure 3) at the network level has remained above the CoC VPA minimum standard of 70.00%. Performance was improving between 2015/2016 and 2018/2019, before falling in 2019/2020.
- Overall punctuality for scheduled services (Figure 1) at the network level was 83.97% for the 2019/2020 financial year, representing a slight fall from the level achieved in the GMTC 20201113 Bus Performance Report v0.2
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2018/2019 financial year (84.89%). The level of performance remains above the CoC VPA minimum standard of 80.00%.

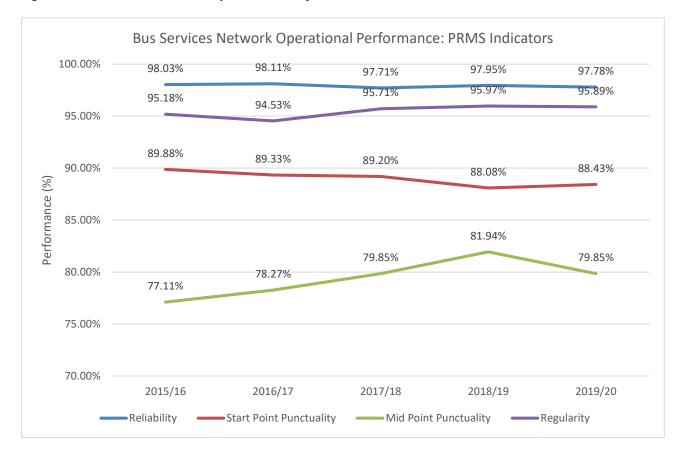


Figure 2: Bus Services Network Operational Performance and Trend

Frequent Service Performance

- 2.8 In the case of frequent services, the key issue for passengers is not the adherence to a specific set of timetabled departures, but the regularity of the service compared to their expectations. Performance is measured at intermediate timing points of a journey therefore this is another area where the CoC VPA has acknowledged there may be a need for highways management interventions to achieve the minimum standards.
- The mid-point regularity of frequent services (Figure 1) at the network level was 95.89% for the 2019/2020 financial year, representing a broadly stable position from the level achieved in the 2018/2019 financial year (95.97%). The level of performance remains below the CoC VPA minimum standard of 97.00%.
- 2.9.1 Over the last 5 years, mid-point regularity of frequent services (Figure 3) at the network level has remained below the CoC VPA minimum standard of 97.00%.

Fleet Profile

2.10 Since 1992, European Union regulations have been imposed on new engines, with the aim of improving air quality - meaning an engine must meet certain Euro emissions standard when it is made. The aim of Euro emissions standards is to reduce the levels of harmful exhaust emissions, chiefly:

Nitrogen oxides Carbon monoxide Hydrocarbons Particulate matter

- 2.10.1 The first Euro emission standard (Euro 1) was introduced in 1992 and the latest Euro 6 emission standard in 2015.
- 2.10.2 A hybrid engine combines a petrol or diesel engine with an electric motor powered by a battery. The battery is charged by capturing energy from braking and, under certain conditions, from the engine.
- 2.11 Figure 3 highlights the observed profile of the network bus fleet, in terms of vehicle age and the engine emissions standard, based on observations taken on both the frequent and scheduled services via the PRMS.

Figure 3: Vehicle Fleet Profile

Vehicle Type	2018/2019	2019/2020	Direction Change
Euro IV+	93.80%	95.40%	
Euro VI	22.53%	24.18%	
Hybrid Diesel	18.61%	17.33%	-
Vehicle Age (Average)	7.8 years	8.6 years	

- 2.12 In the financial year 2019/2020, 95.40% of the vehicle engines were of an emission standard of 4 and above and 24.18% of these vehicle engines were of an emission standard of 6, an increase compared with the financial year 2018/2019, with the aim of improving air quality. However, the usage of hybrid diesel engines has fallen between financial year 2019/2020 and 2018/2019, from 18.61% to 17.33%.
- 2.13 The average age of the vehicle fleet has increased between financial years 2018/2019 and 2019/2020 and now stands at 8.6 years in 2019/2020. The Department of Transport (DfT) most recent annually reported average vehicle fleet age for England was 7.6 years in

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2018/2019*, comparable with the TfGM figure for the same period. The England outside London average vehicle age for the same period was 8.3 years*.

*Department for Transport Annual Bus Statistics for England 2018/2019, Bus Indicator 0605

SUBSIDISED BUS NETWORK PERFORMANCE

Overview

- 3.1 Over the 12-month period September 2019 August 2020, the total estimated bus network mileage within Greater Manchester was 49,065,190 miles. Commercial services provided 82.85% (40,649,326 miles) of the total estimated bus network mileage and TfGM subsidised the remaining 17.15% (8,415,864 miles), supporting socially necessary and school bus services.
- 3.2 In August 2020, there were 490 subsidised service contracts in operation, compared with 528 in August 2019. In August 2020, there were 298 school subsidised service contracts and 192 general (normal) subsidised service contracts, provided by a total of 22 operators. The largest 3 operators of subsidised service contracts in August 2020 were Stagecoach Manchester (136 contracts/27.76% market share), Vision Bus (53 contracts/11.82% market share) and RS Tyrer and Sons (51 contracts/10.41% market share).
- 3.3 In August 2020, subsidised bus mileage was estimated to be 727,209 miles, compared with 801,020 miles in August 2019, a reduction of 9.21%. The largest 3 operators of subsidised bus mileage in August 2020 were Stagecoach Manchester (220,879 miles/30.37% mileage share), Diamond Bus (134,277miles/18.46% mileage share) and Stott's of Oldham (69,182 miles/9.51% mileage share).

Patronage

3.4 Patronage information is collated and analysed each month to identify trends, increase our understanding of passenger demand across the subsidised bus network and facilitate contract management. Figure 4 presents the monthly patronage profile on subsidised bus services, along with the number of contracted journeys for the September 2019 – August 2020 period.

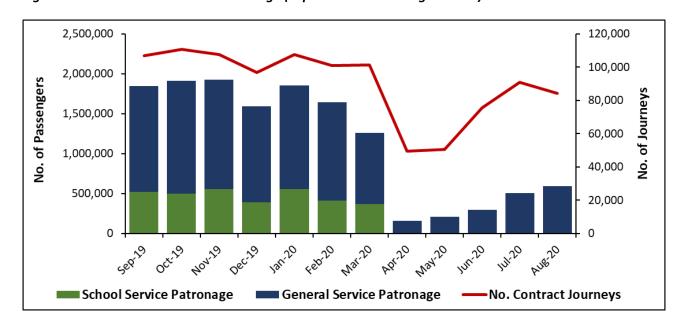


Figure 4: Subsidised Bus Service Patronage (September 2019 – August 2020)

Please Note: Impact of the COVID-19 pandemic on Figure 4 explained in section 3.9

- 3.5 Overall subsidised service patronage, including the school and general services for September 2019 August 2020 was 13,803,017, on 1,083,192 journeys, with an average of 13 passengers per journey. The level of patronage has decreased by 30% (5,872,690 passengers) compared with the patronage level recorded in 2019/2020 of 19,675,707 passengers, and reflects the change in bus travel during the ongoing pandemic. The number of journeys has also fallen, by 13% compared with the number of journeys recorded is 2019/2020 of 1,248,332 journeys. Average passengers per journey in 2019/2020 was 16.
- 3.6 General services subsidised service patronage for September 2019 August 2020 was 10,486,053. The level of patronage has also decreased by 30% (4,442,020 passengers) compared with the patronage level recorded in 2019/2020 of 14,928,073 passengers.
- 3.6.1 Between September 2019 August 2020, the main 3 operators carrying general services subsidised patronage were; Stagecoach Manchester (47.58% and 4,914,838 passengers), Diamond Bus (11.32% and 1,169,274 passengers) and Manchester Community Transport whom have now ceased operating (8.31% and 858,655 passengers).
- 3.7 Schools subsidised service patronage for September 2019 August 2020 was 3,316,964. The level of patronage has also decreased by 30% (1,430,670 passengers) compared with the patronage level recorded in 2019/2020 of 4,747,634 passengers. This is a result of the school closures between March and July 2020.

- 3.7.1 Between September 2019 August 2020, the main 3 operators carrying schools subsidised patronage were: Stagecoach Manchester (25.15% and 834,047 passengers), R.S Tyrer and Sons (21.58% and 715,602 passengers) and Vision Bus (11.52% and 381,939 passengers).
- 3.8 Subsidised service patronage fell significantly in April 2020, due to the ongoing COVID-19 pandemic and subsequent government measures of a national lockdown, advising where possible for people to work at home, essential travel only messaging and social distancing on buses reducing passenger capacity. Subsidised service patronage has slowly increased between April 2020 and August 2020, though remains 77% lower compared with the same period last year (April 2019 August 2019: 7,639,779 passengers, April 2020 August 2020: 1,767,089 passengers).

Contract Cost

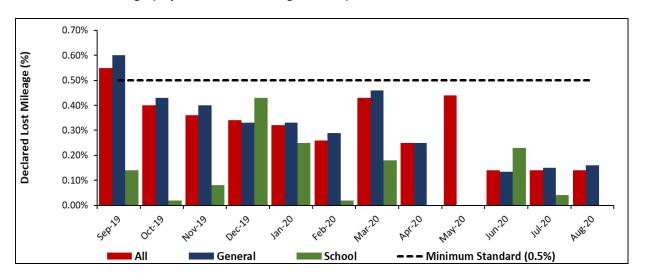
- 3.9 Contract payments for the subsidised services totalled £28,199,377.00 for the period of September 2019 August 2020. This is a 4.90% (£1,317,055.00) increase on the expenditure for contract payments in the 2019/2020 financial year (£26,882,322,00).
- 3.10 The cost per passenger for the period of September 2019 August 2020 was £2.04, an increase of 49.53% compared with the cost per passenger for the 2019/2020 financial year of £1.37.

Declared Lost Mileage

- 3.11 Operators are contractually obliged to declare any lost mileage that occurs on TfGM contracts each month and these declarations are subsequently verified through analysis of their electronic ticket machine data. The proportion of declared lost mileage incurred on the subsidised service network between September 2019 and August 2020, broken down by contract type is presented in Figure 5.
- 3.12 Between September 2019 and August 2020, the declared lost mileage for all subsidised services was 28,357 miles, which represented 0.32% of the subsidised scheduled mileage. This represented a slight improvement compared with the 2019/2020 financial year declared lost mileage for all subsidised services of 31,746 miles, representing 0.34% of the subsidised scheduled mileage. Declared lost mileage continues to be below the industry standard of 0.5%.
- 3.13 General subsidised declared lost mileage for the period between September 2019 and August 2020 was 27,335 miles, representing 0.34% of the general subsidised scheduled mileage. This represented a slight improvement compared with the 2019/2020 financial year declared lost mileage for general subsidised services of 30,776 miles, representing 0.36% of the general subsidised scheduled mileage. Declared lost mileage continues to be below the industry standard of 0.5%.

3.14 Schools subsidised declared lost mileage for the period between September 2019 and August 2020 was 1,022 miles, representing 0.12% of the school subsidised scheduled mileage. This represented no change compared with the 2019/20 financial year declared lost mileage for schools subsidised services of 941 miles, representing 0.12% of the schools subsidised scheduled mileage. Declared lost mileage continues to be below the industry standard of 0.5%.

Figure 5: Declared Lost Mileage (September 2019 – August 2020)



3.15 The main 3 reasons for declared lost mileage for all subsidised services as identified by operators during the period between September 2019 and August 2020 were: vehicle (bus) breakdowns (29.38% affecting 8,332 miles), staff and operational issues (21.45% affecting 6,083 miles) and traffic delays (16.33% affecting 4,630 miles).

Operational Performance

Figure 6: Subsidised Bus Network Operational Performance

		2018/2019		2019/2020			
Indicator	Standard	Number of	%	Number of	%	Direction	
		Observations		Observations		Change	
Scheduled Serv	ices			•			
Reliability	97.00%	14039	99.11%	14269	97.92%	—	
Start Point Punctuality	90.00%	10853	89.29%	10616	88.23%	1	
Mid-Point Punctuality	70.00%	3186	86.94%	3581	75.59%	-	
Overall Punctuality	80.00%	14039	88.76%	14197	85.04%	1	

- The reliability of subsidised scheduled services (Figure 6) was 97.90% for the 2019/2020 financial year, representing a fall from the level achieved in the 2018/2019 financial year (99.11%). The level of performance remains above the CoC VPA minimum standard of 97.00%.
- 3.17 The start-point punctuality of subsidised scheduled services (Figure 6) was 88.23% for the 2019/2020 financial year, representing a fall from the level achieved in the 2018/2019 financial year (89.30%). The level of performance remains below the CoC VPA minimum standard of 90.00%.
- The mid-point punctuality of subsidised scheduled services (Figure 6) was 75.59% for the 2019/2020 financial year, representing a fall in performance from the level achieved in the 2018/2019 financial year (86.90%). The level of performance remains above the CoC VPA minimum standard of 70.00%.
- Overall punctuality for subsidised scheduled services (Figure 6) was 85.04% for the 2019/2020 financial year, representing a fall from the level achieved in the 2018/2019 financial year (88.76%). The level of performance remains above the CoC VPA minimum standard of 80.00%.
- 3.20 Figure 6 shows that overall network performance has deteriorated. Where these issues are encountered the Bus Services team act to ensure that timetables are amended appropriately if this is identified as an issue, or to take action individually with operators where under performance is identified in reliability and punctuality. This can include the implementation of Performance Improvement Plans and payment deductions where appropriate.

Customer Comments

- 3.21 There were 206 subsidised bus service comments/complaints received by TfGM during the period of September 2019 to August 2020, which were within the operators control and their responsibility. This is a reduction of 19% in the number of comments/complaints received during the 2019/2020 financial year of 254, which were deemed within the operators control and their responsibility.
- 3.22 There were 74 local link comments/complaints received by TfGM during the period of September 2019 to August 2020. This is a reduction of 44% in the number of comments/complaints received during the 2019/2020 financial year of 131.

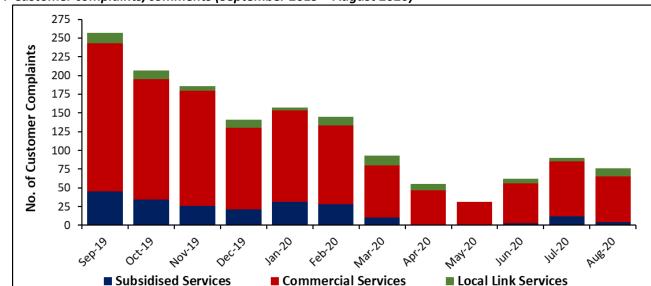


Figure 7: Customer complaints/comments (September 2019 – August 2020)

Contract Breaches

- 3.23 Contract breaches are reported failures to deliver a subsidised service in accordance with the contract specification and will culminate in a financial deduction being made from the operator's monthly payment. The level of financial penalty is dependent on the number and composition of breach types. Figure 8 shows the monthly number of contract breaches by type and source for the period of September 2019 August 2020.
- There was a total of 1,796 contract breaches (observed and via the Electronic Ticket Machine (ETM)) between September 2019 and August 2020. This is a reduction of 26.30% in the number of contract breaches identified during the 2019/2020 financial year of 2,437.
- 59.91% of contract breaches between September 2019 and August 2020 were attributed to timekeeping and operational breaches (1,076), 18.76% were driver related (337), 12.47% were due to over-aged vehicles (224) and 8.85% were vehicle related (159).

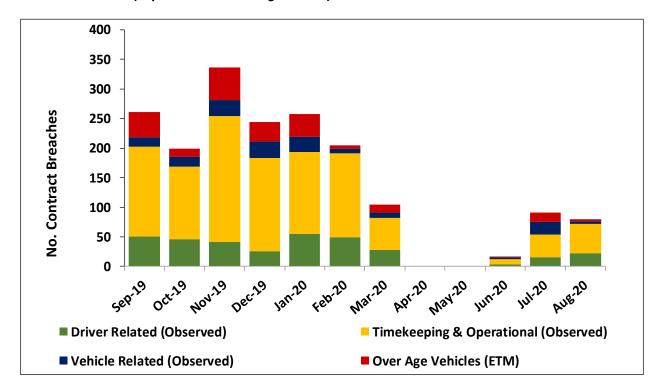


Figure 8: Contract Breaches (September 2019 – August 2020)

Vehicle Profile

- 3.26 An average of 1,670 vehicles were deployed each month on the Greater Manchester subsidised bus network during the period of September 2019 August 2020.
- 3.27 In August 2020, the average age of the vehicle fleet used on the subsidised network was 8.80 years. When compared by contract type, the average age of the vehicle fleet used on general services was 8.80 years and on the school network was 12.92 years. The average age of the vehicle fleet overall and on both the general and schools network remains below TfGM tendered age limit of 15 years.

Deductions from Operator Payments

- 3.28 Contract deductions are a financial deduction made from the operator's monthly payment. Declared lost mileage and contract breaches, including employing overage vehicles on the network contribute towards the financial deductions made.
- 3.29 Contract deductions for the subsidised services totalled £202,089.00 for the period of September 2019 August 2020. This is a 4.79% (£10,156.00) decrease on the contract deductions made in the 2019/2020 financial year (£212,245.00).

Contract deductions represented 0.72% of the total contract payments paid (£28,199,377.00) in the period of September 2019 – August 2020, compared with 0.79% of the total contract payments paid (£26,882,322.00) during the financial year of 2019/2020.

COVID 19 BUS SERVICES SUPPORT GRANT (CBSSG)

- 4.1 The CBSSG and subsequent CBSSG Restart schemes were introduced by the DfT in recognition of the severe issues caused for bus operators as a result of the Covid 19 measures. The overarching aim of the fund is to ensure that operators remain viable while continuing to provide key services, and that the bus industry is able to support the economic recovery once the crisis has passed.
- 4.2 TfGM has played a more significant role in dispersing these funds to operators than other comparable Authorities, this is because TfGM already has devolved responsibility in respect of the payment of commercial BSOG to operators. As part of this process, TfGM has paid an average of £3m per month to commercial operators in Greater Manchester using funds provided by DfT but managed and calculated by TfGM. Similarly monthly amounts to tendered service operators have been paid where revenue has been impacted directly by the effects of the pandemic to the value of approximately £140,000 per month.
- 4.3 Under the auspices of the scheme, operators may not make a profit and TfGM is also responsible for the management of a significant reconciliation process to ensure that this is the case.
- 4.4 The future of this fund is subject to a relatively short 8 week notice period but is dependent on the lifting of social distancing which would allow operators to run vehicles at full capacity.

RECOMMENDATIONS

5.1 Recommendations are set out at the front of this report

Alison Chew
Interim Head of Bus Services



Agenda Item 7



GREATER MANCHESTER TRANSPORT COMMITTEE BUS SERVICES SUB-COMMITTEE

Date: 13 November 2020

Subject: Forthcoming Changes to the Bus Network – Part A

Report of: Alison Chew, Interim Head of Bus Services, TfGM

PURPOSE OF REPORT

- i. To inform Members of the changes that have taken place to the bus network since the last Greater Manchester Transport Committee meeting, in addition to report on consequential action taken or proposed by Transport for Greater Manchester; and
- ii. To seek guidance from Members on proposed Transport for Greater Manchester action.

RECOMMENDATIONS:

Members are asked to:

- 1. note that no changes are being reported in Annex A or B.
- 2. approve the proposed changes to general subsidised services set out in Annex C.

CONTACT OFFICERS:

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Nick Roberts Head of Services & 0161 244 1173

Commercial Development <u>nick.roberts@tfgm.com</u>

Equalities Implications – n/a

Climate Change Impact Assessment and Mitigation Measures – n/a

Risk Management – n/a



BURY

MANCHESTER
OLDHAM

BURY

MANCHESTER
OLDHAM

SALFORD

SALFORD

SALFORD

TAMESIDE

TRAFFORD
WIGAN

GREATER
MANCHESTER
COMBINED
AUTHORITY

Legal Considerations – n/a
Financial Consequences – Revenue – see paragraph 2 and Part B report
Financial Consequences – Capital – n/a

Number of attachments included in the report: main report only

BACKGROUND PAPERS:

Forthcoming Changes to the Bus Network report to the Greater Manchester Transport Committee, 10 July 2020

TRACKING/PROCESS				
Does this report relate to a majo	the	No		
GMCA Constitution				
EXEMPTION FROM CALL IN				
Are there any aspects in this rep	ort which	n/a		
means it should be considered t	o be exempt			
from call in by the relevant Scru	tiny Committee			
on the grounds of urgency?				
GM Transport Committee	Overview & Scr	utiny		
	Committee			
n/a	n/a			

1. INTRODUCTION/BACKGROUND

- 1.1 The Bus Services Sub Committee of the Greater Manchester Transport Committee considers all matters relating to the operation and service performance of the bus network in Greater Manchester, including commercially registered and subsidised services; Demand Responsive Services, bus stations and bus stops; passenger information services; contract monitoring; vehicle standards; and passenger safety for the subsidised bus network.
- 1.2 Acting under delegated authority, the Sub Committee is tasked to review closely and approve all proposed changes to the subsidised bus network and ensure that the cost of the subsidised general services is kept within the appropriate budget or any cash limits. This is achieved through:-
 - rationalisation of existing services whilst maintaining key links on the network;
 - engaging with operators with the objective of them taking on "marginal commercial" services; and
 - continuing to redesign and restructure grouped services to ensure that maximum value is obtained from subsidy.
- 1.3 In general, withdrawals, reductions or amendments to services are currently only planned at the date of next renewal of the contract concerned and proposed changes will be reported to this Sub Committee.
- 1.4 The governance process that leads up to the reporting to the Bus Services Sub Committee involves the scrutiny of all tendered services at TfGM's Tender Panel that consists of representatives from Legal, Procurement and Finance as well as TfGM's Operational Service Planning and Network Performance departments.

2. 2020/21 BUDGET SUMMARY

2.1 The summary overleaf provides the current position on the 2020/21 Subsidised Bus Services budget for six months to 30th September 2020. This budget is currently prepared on a Quarterly basis. This is an updated budget following a review in light of COVID-19 and reflects a reduction in income due to lower On Bus revenue particularly on Schools Services. Despite the favourable position reported year to date, we are currently forecasting an adverse variance at year end and it should be noted that considerable risk remains around future income (including government support) and cost.

	Year to date - Sep 2020				Budget	
	Actual		Variance		2020/21	
	£000		£000	%	£000	
General Network Costs						
General Bus Services	9,526	9,450	(77)	(0.8%)	18,843	
Local Link	1,161	1,327	165	12.5%	2,555	
Shuttles	1,040	1,150	110	9.6%	2,162	
Sub-Total General Network	11,728	11,926	199	1.7%	23,559	
Schools Services Costs	6,452	6,687	235	3.5%	14,419	
Total – Subsidised Services costs	18,180	18,613	433	2.3%	37,980	
General Network Income						
General Bus Services			29	1.9%		
	1,555	1,526			3,072	
Local Link	191	153	38	24.8%	330	
Shuttles	489	475	14	2.9%	950	
Sub-Total General Network	2,235	2,155	(81)	(3.8%)	4,352	
Schools Services income*	2,205	2,081	124	5.9%	4,630	
Total – Subsidised Services income	4,440	4,235	205	4.8%	8,982	
Net Cost - Subsidised Services	13,740	14,377	638	4.4%	28,998	

3. CHANGES TO COMMERCIAL SERVICES (ANNEX A)

3.1 No changes to services are being reported in Annex A.

4. CHANGES TO THE COMMERCIAL NETWORK (ANNEX B)

4.1 No changes to services are being reported in Annex B

5. CHANGES TO GENERAL SUBSIDISED SERVICES (ANNEX C)

Annex C to this report lists proposals for changes to general subsidised services on which the views of Members are requested. Information is given about the reasons for proposing these changes.

6. FINANCIAL IMPLICATIONS

6.1 Financial implications are noted in Part B of the agenda.

7. RECOMMENDATIONS

7.1 Recommendations are set out at the front of this report.

Alison Chew

Interim Head of Bus Services





SIGNIFICANT CHANGES TO THE COMMERCIAL NETWORK

ANNEX A

The Committee is requested to note that no changes are being reported under Annex A.

SIGNIFICANT CHANGES TO THE COMMERCIAL NETWORK

ANNEX B

The Committee is requested to note that no changes are being reported under Annex B.



BOLTON BURY MANCHESTER OLDHAM

ROCHDALE SALFORD STOCKPORT TAMESIDE

TRAFFORD WIGAN

GMCA GREATER MANCHESTER COMBINED AUTHORITY

CHANGES TO THE SUBSIDISED NETWORK

ANNEX C

The Committee is invited to consider officers' proposals on the following services:

Dist	Service, route and operator	TfGM officer comments and recommendations
TE	41A Ashton – Dukinfield - Yew Tree Operated by Stagecoach	The evening/Sunday service operates every hour. It is proposed to be withdrawn to match the daytime provision as changed from 25 th October 2020, with the resource moved to allow the introduction of journeys on service 335. Members are asked to approve the withdrawal of this service with effect from 31 st January 2021. As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.
TE	232 Ashton – Smallshaw Operated by Stagecoach	This service currently operates every hour daily evenings. It is proposed to replace journeys on this service with journeys on service 231 between Ashton and Wilshaw Lane, which as a result will introduce an evening service into Tameside General grounds. Members are asked to approve the changes to this service with effect from 31 st January 2021. As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.
TE	335 Ashton – Dukinfield - Denton Operated by Stagecoach	It is proposed to introduce a new 2-hourly evening/Sunday service, partially replacing changes to services 41A and 345. The service will follow the daytime route between Ashton and Denton Ruskin Avenue. Members are asked to approve the introduction of this service with effect from 31 st January 2021. As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.

Dist	Service, route and operator	TfGM officer comments and recommendations
TE	336 Ashton – Hurst	This service currently operates every 30 minutes Monday to Saturday daytime through de-minimis funding and every hour evenings/Sundays.
	Operated by Stagecoach	It is proposed to withdraw the last trip on Sunday evening to release resource to operate journeys below on service 337 at times where more demand is observed.
		Members are asked to approve the changes to this service with effect from 31st January 2021.
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.
TE	337 Ashton – Hurst	This service currently operates every 30 minutes Monday to Saturday daytime through de-minimis funding and every hour evenings/Sundays.
	Operated by Stagecoach	It is proposed to introduce additional journeys at 0653 on Saturday and 0853 on Sunday to meet a shift in demand towards earlier journeys at the weekend.
		Members are asked to approve the changes to this service with effect from 31st January 2021.
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.
TE	339	The daytime service, operated by Stotts, operates every hour Monday to Saturday, which is unaffected.
	Ashton – Dukinfield - Denton	The Sunday service operated by Stagecoach currently operates every hour Sunday daytime only.
	Operated by Stagecoach	To allow the tendered resource to cover more areas across the whole of the evening/Sunday period, it is proposed to reduce the Sunday daytime service to every 2-hours, but to introduce additional daily evening trips every 2 hours as well.
		Members are asked to approve the change to this service with effect from 31st January 2021.
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.

Dist	Service, route and operator	TfGM officer comments and recommendations		
TE	342	This service currently operates every hour Monday to Saturday daytime only.		
	Hyde – Back Bower Operated by Stagecoach	As part of the change to tendered services to cover more areas across the whole of the Sunday period, it is proposed to introduce a Sunday daytime service on this route using resource released from other services.		
		The service will operate every 2-hours between 1030 and 1630.		
		Members are asked to approve the introduction of this service with effect from 31 st January 2021.		
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.		
TE	387 Ashton – Tameside General – Stalybridge – Hattersley - Hyde	As part of the change to tendered services to cover more areas across the whole of the Sunday period, it is proposed to introduce a Sunday daytime service on this route using resource released from other services.		
	Operated by Stagecoach	The service will operate every 2-hours between 0945 and 1745.		
		Members are asked to approve the introduction of this service with effect from 31 st January 2021.		
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.		
TE	389	This service currently operates every 30 minutes Monday to Saturday daytime through de-minimis funding and every hour evenings/Sundays.		
OM RE	Ashton – Ridge Hill – Stalybridge – Yew Tree Operated by Stagecoach	It is proposed to curtail the 2320 journey on Monday to Saturday at Yew Tree instead of returning to Ashton. On Sunday it is proposed to withdraw the 2320 journey completely due to low use.		
		Members are asked to approve the changes to this service with effect from 31 st January 2021.		
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.		

Dist	Service, route and operator	TfGM officer comments and recommendations		
TE	396	The evening/Sunday service currently operates every hour between Ashton and Limehurst Farm.		
OM RE	Ashton – Limehurst - Fitton Hill – Chadderton - Middleton Operated by Stagecoach	To allow the tendered resource to cover more areas across the whole of the evening/Sunday period, it is proposed to reduce the evening/Sunday service to every 2-hours, but to extend the service through to Fitton Hill, Chadderton and Middleton to match the daytime service. Members are asked to approve the change to this service with effect from 31st January 2021.		
		As part of an overall package of changes involving services 41A, 232, 335, 336, 337, 339, 342, 387, 389 and 396, there is no change to the Tendered Service Budget.		
TE OM MR	397 Newton Heath – Failsworth - Ashton Operated by Goodwins	In response to member concerns following the revisions to services 396 and 419 with effect from 25 October which removed the direct link from Newton Heath and Failsworth to Ashton, new service 397 will be introduced following the previous 396 route from Newton Heath and Failsworth to Hathershaw Lane then via Ashton Road and Oldham Road direct to Ashton Interchange. The new service will run approximately every 90 minutes Monday to Saturday only.		
		Members are asked to approve the above recommendation, which would be effective from 8 November 2020.		
		The impact on the subsidised service budget is shown in Part B.		

Agenda Item 8



GREATER MANCHESTER TRANSPORT COMMITTEE BUS SERVICES SUB-COMMITTEE

Date: 13 November 2020

Subject: Review and Planning of General Subsidised Bus Services

Report of: Alison Chew, Interim Head of Bus Services, TfGM

PURPOSE OF REPORT

TfGM has identified a series of improvements to its approach for reviewing and replanning supported general bus services in Greater Manchester. This report sets out the rationale for making these changes and provides detail on the application of Service Planning Principles, the use of specific data sources to inform the various types of analyses, potential opportunities to undertake procurement in different ways and improved arrangements for engagement with elected members and other stakeholders. Finally, some examples are given of recent planning exercises in which some of these techniques have been introduced.

RECOMMENDATIONS:

Members are asked to:

- 1. Endorse the revised approach being taken to the review and re-planning of supported general bus services and;
- 2. Note the proposals for further development of the methodology to expand the scope of the analyses undertaken, ensure consistency of approach and provide a clearer process for engagement with elected members and other key stakeholders.

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BOLTON BURY MANCHESTER OLDHAM

ROCHDALE SALFORD STOCKPORT TAMESIDE TRAFFORD WIGAN GMCA GREATER MANCHESTER COMBINED

Equalities Implications: N/A at this time

Climate Change Impact Assessment and Mitigation Measures - N/A

Risk Management: N/A **Legal Considerations:** N/A

Financial Consequences – Revenue: N/A at this time. Financial implications arising from specific

recommendations are reported to meetings of this Sub-Committee.

Financial Consequences – Capital: N/A **Number of attachments to the report:** n/a

Comments/recommendations from Overview & Scrutiny Committee

None

BACKGROUND PAPERS:

TRACKING/PROCESS				
Does this report relate to a major strategic decision, as set out in the				No
GMCA Constitution	GMCA Constitution			
EXEMPTION FROM CALL IN				
Are there any aspects in this rep	N/A			
means it should be considered t				
from call in by the relevant Scru	tiny Committee			
on the grounds of urgency?				
GM Transport Committee Overview & Scruti		utiny		
	Committee			
N/A	N/A			

1 INTRODUCTION

1.1 This report sets out improvements which are being made to the review and re-planning of subsidised local bus services across Greater Manchester. These improvements are necessary to achieve a greater degree of consistency in the deployment of resources, improve value-for-money, mitigate the impact of existing and potential budgetary pressures and secure network proposals which are sustainable and provide potential to stabilise revenue and patronage. This is particularly important due to the ongoing impact of the COVID 19 pandemic on patronage and revenue which is expected to result in increasing costs.

2 OVERVIEW

- 2.1 In recent years, TfGM's budget for subsidised local bus services has been subject to considerable pressure following a circa 20% reduction across financial year 2014/15 and 2015/16. During the subsequent years, pressures have arisen due to a number of factors including reductions in the number of operators active in the market which has increased costs and network consolidation by large operators resulting in commercial service withdrawals for which it has been necessary to fund replacement supported services in some cases.
- 2.2 Although periodic reviews of subsidised services are routinely carried out, many services have evolved over a long period and differing approaches have been taken to the replanning of services between areas resulting in inconsistent provision which is not always well-aligned to changing travel patterns. This is particularly relevant at the present time since the COVID 19 pandemic has significantly reduced public transport usage and the extent of any recovery is not known.
- 2.3 In order to address this, officers are making several improvements which will provide a more clearly structured approach for evaluating, prioritising and specifying subsidised general bus services. This involves the use of Service Planning Principles coupled with greater use of accessibility and socio-demographic mapping alongside the analysis of patronage and origin/destination data.
- 2.4 As the work is evolving, additional opportunities to strengthen technical and analytical capabilities are emerging and reference is made to further work required including improving the approach taken to the financial evaluation of contracts and making greater use of other data sources.
- 2.5 Finally, examples of two recent network re-planning exercises are given to demonstrate the approach taken to evaluating existing provision and then specifying services for procurement and implementation.

3 SERVICE PLANNING PRINCIPLES

- 3.1 The Service Planning Principles used by TfGM are derived from a methodology used by Transport for London. The Service Planning Principles are intended to provide a structured framework with which existing services can be reviewed and options for new or revised services can be appraised with the aim of providing a consistent and transparent approach.
- 3.2 Whilst officers already have regard for the principles, a more structured approach is needed to ensure that they are applied consistently and to reduce the incidence of ad-hoc solutions made in response to local pressure or historical factors as opposed to being driven by passenger need.
- 3.3 The Service Planning Principles are shown in the following table with guidelines for their use:

Service	Guidance notes					
Planning Principle						
Comprehensive	 Aim to provide accessibility within 400 metres walk of a daytime local bus service apart from instances where there are a small number of dwellings beyond this catchment; Aim to ensure users are able to reach employment, education and key services. Where this cannot be provided directly, suitable facilities exist to change between services, usually at bus station or interchanges. 					
Simple	 Ensure that the network is as simple as possible to make it easier to use for existing and potential users. Minimise the use of route variants Avoid different routes and numbers, particularly in the evenings and on Sundays. Avoid the operation of individual services by more than one operator during different periods. 					
Frequent	Provide a minimum frequency of 1 bus per hour on Monday to Saturday daytimes Length of operating periods to be determined by travel patterns and user characterisics. Sunday and evening provision to be determined by travel patterns and user characteristics.					
Direct	 Aim to provide links (either to ultimate destinations or interchange points) as directly as possible. 					
Reliable	 Provide sufficient running and recovery time, particularly during the peak periods Avoid lengthy services crossing multiple major intersections. 					

Service Guidance notes			
Planning			
Principle			
Integrated	• Design the detailed specification of services to facilitate interchange with other bus, rail and Metrolink services.		
Cost-effective	 Minimise duplication between tendered services on common sections of route to maximise resource efficiency Minimise overlap between tendered and commercial services to prevent abstraction of revenue Use peak period school resources to provide interpeak services where these will meet travel demand. Explore opportunities to enhance commercial services to address network gaps. 		

4 USE OF KEY DATA SOURCES

- 4.1 It should be emphasised that the Service Planning Principles are not intended to provide a rigid 'pass-or-fail' methodology but a structured framework for evaluating services. It is acknowledged that there are wide socio-demographic and spatial variations across Greater Manchester for which due regard has to be given and there are a number of aspects of demand and supply which need to be understood in greater detail to enable informed decisions to be made.
- 4.2 From a **supply** perspective, mapping techniques are being used to show the level of accessibility to the bus network and identify any gaps in provision as well as highlighting barriers to movement such as major roads or gradients. Mapping techniques also enable accessibility **though** the network to be examined by highlighting residential densities, employment densities and other key attractors such as hospitals, thereby showing any origin to destination links which cannot be made, either directly or through interchange. Advances in mapping capabilities within TfGM mean that there are opportunities to further develop these analytical techniques and further work will be carried out in conjunction with other parts of the organisation to progress this.
- 4.3 On road delivery of existing services can be analysed through service performance data whilst highway stress maps can be used to identify locations on the network subject to delays, particularly during the peak periods. This information can then be used to estimate appropriate running speeds by operating period and ensure that sufficient flexibility is built into schedules to mitigate the impact of congestion on service performance.
- 4.4 From a **demand** perspective, ACORN data can be overlaid on accessibility mapping to examine socio-demographic characteristics alongside wider data sources such as car ownership levels, thus highlighting residential areas with a high propensity for public transport use to reach employment and key services. In the case of existing supported

services, analysis of survey data and Electronic Ticket Machine (ETM) data provides insight into the composition of users (e.g. adults, children, concessionary travellers) as well as travel characteristics by time period (e.g. some services might be characterised by most travel being made between the peaks) whilst providing intelligence on trends over a longer period.

- 4.5 From a **financial** perspective, the use of an existing Contract Appraisal Tool (CAT) provides an initial measure of service performance alongside the use of Cost Per Passenger (CPP). Currently, £2.50 is used as an CPP threshold with services incurring a higher CPP being subject to review. However, the same value has been used over a long period with no uplifts applied for inflation or any allowance for recent reductions in patronage and it is therefore proposed that the suitability of this value as a threshold be reviewed.
- 4.6 More fundamentally, there is an inherent weakness with the use of a fixed CPP threshold in that it makes no allowance for differences in the levels at which operators price tenders or indeed the level of participation in the tender market between different locations. Consequently, comparable supported services with similar levels of patronage can have significantly different CPP values simply due to the differences in contract value rather than a reflection of their value to residents. This inevitably results in some distortion in the assessment process and the value and performance of services being misrepresented. In order to address this anomaly, it is proposed that internal costing of supported services be carried out using average industry rates.
- 4.7 The combination of these analyses provides planners with a comprehensive insight which enables services to be reviewed and planned such that a proportional and consistent relationship to supply and demand is maintained whilst ensuring that proposals are operationally robust.

5 METHODS OF PROCUREMENT

- The COVID 19 public health crisis has resulted in a large reduction in patronage and revenue across all public transport modes with considerable uncertainty as to the rate and extent to which this will recover. TfGM's current approach is to commission general services on a Minimum Subsidy basis (where the operators retain the revenue) but given the current circumstances, Cost Reimbursement bid options (where TfGM retains the revenue) are also being sought.
- 5.2 There are also opportunities to build on existing work which has co-ordinated the contract terms within individual districts to provide greater potential to achieve economies of scale through combined bids and scheduling efficiencies. In addition, opportunities to maintain limited interpeak coverage using school peak resource will continue to be explored where an appropriate pattern of demand has been identified.

5.3 Further scope also exists to develop larger packages of work through a more holistic approach to network provision as a whole which would facilitate greater flexibility of resource utilisation between commercial and supported services, including school services.

6 ENGAGEMENT WITH ELECTED MEMBERS AND OTHER STAKEHOLDERS

- 6.1 Effective engagement with elected members is an important element of the local bus service planning process. This is in terms of ensuring that Members are given an understanding of the rationale for proposals and are provided with the opportunity to provide input but also in terms of officers being aware of local circumstances and points which have been raised by residents.
- 6.2 Since the commencement of COVID 19 restrictions in March, face-to-face engagement with Members has become challenging whilst the rapidly changing situation has resulted in changes to supported bus service being recommended with very little notice. Whilst this situation has been a consequence of difficult circumstances, it is fully recognised that engagement with elected Members can be improved, particularly given the challenges arising from the impact of the pandemic.
- 6.3 The process for engagement will build on previous approaches with an emphasis on early notification of potential changes to elected Members with greater use of the outputs from the analyses described above.

7 APPLICATION OF THE REVISED PLANNING APPROACH

7.1 In order to illustrate the value of a more consistent and structured approach to supported general bus service planning, two examples of recent exercises are set out in Appendix A.

8 FUTURE CHALLENGES

- 8.1 The COVID 19 pandemic has severely reduced public transport patronage across the United Kingdom. In the case of Greater Manchester, during the Spring lockdown period, bus patronage reduced by around 90% and whilst there has been some recovery in recent months, the implementation of Tier 3 restrictions during October 2020 is expected to see some reversal of this.
- 8.2 The UK Government has provided financial assistance for the bus industry through the COVID Bus Service Support Grant (CBSSG) which is supporting commercial and supported services. Whilst CBSSG has already been extended, it is not known how long this financial support will continue at the current level and the terms allow for changes to be made with a notice period of eight weeks. With the assumption that patronage and revenue is unlikely

to recover to pre-COVID levels in the foreseeable future if at all, the reduction in CBSSG would bring some significant risks including:

- Services which were marginally commercial even prior to the current pandemic would become financially unviable and would be withdrawn by operators with resultant gaps in the network which TfGM would seek to address with additional supported services;
- Operators would request increases in tendered service contract prices from TfGM to compensate for reductions in patronage in revenue.
- 8.3 Inevitably, either or both of these scenarios would place significant pressure on TfGM's supported service budget, particularly given the wider strain on public service finances.
- 8.4 Although it is not known if or when changes will be made to CBSSG, officers are undertaking work to prepare for this eventuality. This includes assessing the potential impact on existing contracts, reviewing the priorisation of current supported services and identifying commercial services likely to be at the greatest risk of reduction or withdrawal.

9 NEXT STEPS

- 9.1 There will be an ongoing review of subsidised local bus service contracts linked to contract expiry dates based on the methodology set out above with those expiring in April 2021 forming the next phase of activity. As part of this work, a number of activities will also be progressed including:
 - Further development of mapping and analytical capabilities;
 - Making greater use of available data sources;
 - Reviewing the CPP threshold and progressing route costing techniques to provide greater consistency;
 - Further alignment of contract end dates to facilitate local network reviews;
 - Exploring alternative approaches to the procurement of services;
 - Reviewing the process for early engagement with GMTC members and district officers;
 - Formalising processes and the use of data sources and analyses to ensure consistent application; and
 - Continuing work to develop TfGM's response to significant changes on the commercial and supported network.

10 RECOMMENDATIONS

10.1 Recommendations are set out at the beginning of this report.

Alison Chew Interim Head of Bus Services

APPENDIX A

1 APPLICATION OF THE REVISED PLANNING APPROACH

Cessation of Manchester Community Transport

- 1.1 During February 2020, Hackney Community Transport Group advised TfGM of its intention to close its Manchester Community Transport (MCT) operation on 18th April 2020. Whilst some contracts were due to expire at this time and had already been retendered, there were a number in the Stockport and south Manchester areas where this was not the case. A re-tendering on a like-for-like exercise resulted in annualised costs £700,000 in excess of the previous contract values which was clearly unaffordable.
- 1.2 Due to the impact of the COVID 19 public health crisis, temporary arrangements were put in place through a combination of an emergency contract and the use of redeployed resources whilst planning work was undertaken on a revised network proposition.
- 1.3 Analysis of the relevant parts of the network showed significant overlap both between supported general services and with the commercial network which also resulted in a complex service pattern. A revised proposal was developed which involved a rationalised service pattern whilst maintaining access to the network for the majority of residential dwellings. Whilst it was not possible to maintain all the direct links which had previously been available, opportunities exist to interchange onto high frequency commercial services to reach destinations such as Stepping Hill Hospital.
- 1.4 The proposal resulted in a significant reduction in Peak Vehicle Requirement (PVR) but despite this, a small increase in annualised cost was incurred.
- 1.5 Reducing the overlap between commercial and supported services will also diminish the level of abstraction from commercial services which it is hoped will help to ensure their continued viability during this challenging period.

Salford Local services

- 1.6 In comparison with many parts of Greater Manchester, Salford has a large number of daytime supported services which is a result of commercial network retrenchment over time but also a reflection of the district's polycentric nature and correspondingly complex travel patterns. Existing contracts for these services expired in October 2020 and due to the continuing turbulence in the bus market, the original proposal was to negotiate extensions. However, a requested average uplift in contract price of 30% was unaffordable, and the decision was therefore taken to tender a rationalised network of services.
- 1.7 As with the Stockport network, accessibility analysis showed overlap with the commercial network and also some significant overlap between tendered services on some sections. Some of the services also incorporate variants at different times of the day which adds

further complexity for passengers to understand whilst some of the longer routes are subject to on-road performance problems due to the knock-on impact of congestion on the East Lancashire Road and M602.

- 1.8 The revised proposal is focussed on providing links from residential areas to the nearest district centre with some additional links provided to maintain connectivity to key local attractors, particularly Salford Royal Hospital and Salford Quays. In addition, links to key locations outside the district boundary have also been maintained including Prestwich and Streford but with the length of services reduced to improve operational resilience.
- 1.9 The proposals also sought to reduce overlap with commercial services to mitigate the risk of revenue abstraction and resulted in the PVR reducing by around 30% which enabled costs to be controlled. In order to make the services more attractive with a view to building revenue and patronage, some extensions to the daytime operating period were incorporated to provide additional journey opportunities, particularly for those travelling to and from employment.
- 1.10 Informal discussions on the proposals were held with Salford City Council officers and elected Members and were positively received with minor points fed back which were addressed prior to tendering and subsequent implementation.



Agenda Item 9

Greater Manchester Transport Committee – Draft Work Programme

December 2020 – February 2020

The table below suggests the Committee's work programme from December 2020 to February 2021.

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

The key functions of the Committee are -

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

December 2020

MEETING DATE	TOPIC	CONTACT OFFICER	PURPOSE	ALLIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Full Committee	Transport Network Performance	Bob Morris, TfGM	To review performance of the transport network, including the Key Route Network and all public transport modes. To hold service operators, TfGM, highway authorities and transport infrastructure providers to public account and to recommend appropriate action.	Accountability
	Passenger Perceptions	Simon Warburton Transport Focus	To give Members the opportunity to discuss the main elements of the City Region Plan, which focusses on an investment programme over the next two years to support the delivery of the GM 2040 Strategy. To gain a greater understanding of passenger perceptions of the	Policy Development Accountability

January

MEETING	TOPIC	CONTACT	PURPOSE	ALLIGNMENT
DATE		OFFICER		TO WHICH KEY
				FUNCTION OF
				THE
				COMMITTEE
Bus	Changes to the	Alison Chew	To note forthcoming changes to	Implementation
Services	Bus Network	and Nick	the bus network and to review	
Sub	and Review of	Roberts,	and make decisions relating to	
Committee	Subsidised Bus	TfGM	supported bus services within	
	Services		the context of policy and	
	Budget		budgets set by the Mayor and	
			GMCA as appropriate.	
	Update from	All Operators	To inform the Committee of the	Accountability
	Operators		latest challenges, issues and	
			achievements across the bus	
			network.	
Metrolink	Metrolink	Daniel	To review overall performance	Accountability
& Rail	& Rail Performance Vaughan of Metrolink.		of Metrolink.	
Services Report				
Sub	2			
Committee	Rail	Simon Elliott	To review performance across	Accountability
	Performance		the rail industry.	
	Report			

February

MEETING DATE	TOPIC	CONTACT OFFICER	PURPOSE	ALLIGNMENT TO WHICH KEY FUNCTION OF THE COMMITTEE
Full Committee	Transport Network Performance	Bob Morris, TfGM	To review performance of the transport network, including the Key Route Network and all public transport modes. To hold service operators, TfGM, highway authorities and transport infrastructure providers to public account and to recommend appropriate action.	Accountability
	Public Transport Recovery Planning Outcomes of the City Centre Transport Strategy Consultation	Simon Warburton, TfGM	To update members as to how TfGM will be supporting the recovery of the public transport system, and encouraging passengers to return to the network. To report the outcomes of the City Centre Transport Strategy Consultation.	Policy Development

To be scheduled –

RAPS – to review the coordination of works across the highway.

Rail station update – 6 monthly update to M&R sub-committee

Drive Safe schemes

Agenda Item 12

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Document is Restricted

