Greater Manchester Transport Committee

Date: 18 February 2022

Subject: Transport Network Performance Update

Report of: Bob Morris, Chief Operating Officer, TfGM

Purpose of Report

This report provides an overview of Transport Network Performance in Greater Manchester and planning and preparation for the next stages of the government roadmap including interventions to ensure public transport and active travel fully support Greater Manchester's recovery.

Recommendations:

The GMCA is requested to note the contents of the report.

Contact Officers

Steve Gilholme	Head of Service Delivery	steve.gilholme@tfgm.com
David Atkin	Analysis and Reporting Manager	david.atkin@tfgm.com

Equalities Implications

Not applicable

Climate Change Impact Assessment and Mitigation Measures

Not applicable

Risk Management

Not applicable

Legal Considerations

Not applicable

Financial Consequences – Revenue

Not applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 1

Appendix A: Glossary

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

Nil

Tracking/ Process

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

No

Exemption from call in

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

None

GM Transport Committee

Not applicable

Overview and Scrutiny Committee

Not applicable

1. Overview

1.1. The Greater Manchester Transport Committee has a key role to oversee the provision of transport services on behalf of residents, businesses, and visitors. This includes the performance of Metrolink, Bus and Rail Operators and the Strategic Highways Network. The Committee also oversees the move towards the Bee Network vision for an integrated transport network for Greater Manchester, as set out in the 2040 Transport Strategy.

1.2. This network performance report covers performance across all ground transport modes in Greater Manchester.

2. Network Performance Summary

2.1. The detail contained later in this report covers the key highlights relating to performance of transport modes during the period of December 2021, noting that the relevant subcommittees receive detailed reports on Bus, Rail and Metrolink performance.

2.2. During December 2021, there were an estimated 203.9 million trips across the Greater Manchester transport network. This was 7.0% fewer (-15.4 million) than November 2021 (219.3 million) and 6.8% fewer (14.8 million) than December 2019 (218.7 million).

2.3. The average daily trip total for December 2021 was 6.6 million, which is 10% fewer than November 2021 (7.3 million).

2.4. Trips on the Highway accounted for 69.4% of all trips during December 2021 (141.5 million). While this is a lower number of trips on the Highway network than in December 2019 (148.3 million) it is a higher percentage of all trips (67.8%).

2.5. Public transport accounted for 8.6% of all trips (17.4 million). This is a lower share than during November 2021, which was 9.5% (20.9 million) and December 2019, which was 11.6% (25.5 million). There are several factors contributing to the reduction in public transport trips, including;

- Reduced use of public transport as network users prioritised and/or reduced trips in the lead up to Christmas in response to the Omicron variant, and

- Reduced service provision due to coronavirus related and industry wide staff availability issues.

2.6. Active travel accounted for an estimated 44.9 million or 22% of all trips during December 2021. This is broadly the same number of trips as during December 2019 (45 million).

2.7. The winter period and festive break had an impact on active travel. During December 2021 there were 2.2 million cycling trips which represents a 26% reduction from November 2021. Over the same period in 2019 there was a 25% reduction in cycle activity.

2.8. Throughout the pandemic the biggest influences on travel behaviour have been government guidance and legislation designed to help reduce the spread of coronavirus. In December the government introduced "Plan B" measures which included face coverings in public settings and on public transport, the re-introduction of guidance to work from home where you can and covid certification for venues. In addition to this there was advice from the Chief Medical advisor to prioritise social interaction in response to the Omicron variant.

2.9. Seasonal absence on top of absence related to coronavirus and the industry wide shortage of drivers and crew had an impact on staff availability and service delivery.

- Crew availability significantly contributed to the decline in rail performance. Northern reported 25% of drivers were unavailable whilst TransPennine Express reported 12%.

- Metrolink driver absence was between 10% and 15% in December. Front Line customer staff shortages rose to over 20% at the end of the month.

- Bus operators reduced commercial service frequencies due to insufficient.

- Total absence at TfGM facilities such as bus interchanges and travel shops averaged 11% during December.

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

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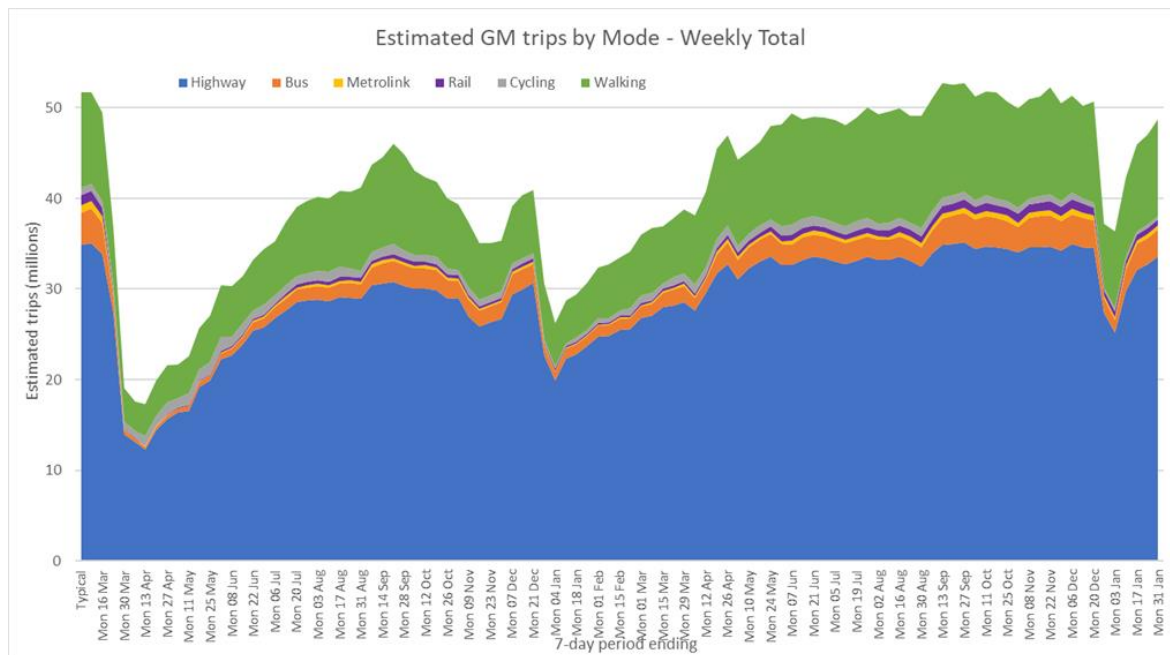

3. Network Performance

Metrolink

3.1.   Covid related staff absence and driver availability was the primary cause of under-performance during the most recent periods. Driver unavailability averaged between 10% and 15% in December, and during the last two weeks, approximately 7% of services were cancelled, culminating in a service change on New Year's Eve which saw three out of seven Metrolink lines suspended from 17:00 so that a service could be maintained on the routes with the largest number of passengers.

3.2.   During December there were two fatalities on the Metrolink network (Deansgate Castlefield and Droylsden). Both incidents occurred late in the evening with the scene handed back by GMP in time for the first tram to operate the next morning. Investigations are ongoing for both incidents.

3.3.   In addition to the services impacted by staffing shortages due to Covid, several incidents affected Metrolink performance, the most notable including:

- Regional centre congestion. The seasonal increase in trips and significant works to the west of the Regional Centre resulted in delays and the diversion of services through Manchester City Centre,

- A serious collision between a tram and a pedestrian at Ashton West on 9 December,

- A car on the tracks at New Islington and Electricity North West power outage at Victoria on 10 December,

- No services were able to operate on 2CC due to the loss of overhead line power at Exchange Square, following a fire, 16/17 December.

- GMP detained three people at Rochdale following a reported armed weapon sighting. This resulted in service suspension between the railway station and town centre on 17 December during the evening,

- A car blocking the tracks on the Airport line the morning of 19 December which resulted in service suspension between Sale Water Park and Martinscroft, and

- GMP suspended services through Milnrow due to a nearby fire on 2 January.

3.4. Passenger numbers on Metrolink rose to between 75% and 80% of pre-pandemic levels in the early weeks of December, ahead of the introduction of "plan B" restrictions. However, patronage fell once again to circa 40% at the start of January as a result of the announcement. It is now rising once more.

Figure 4: Weekly Metrolink Trips
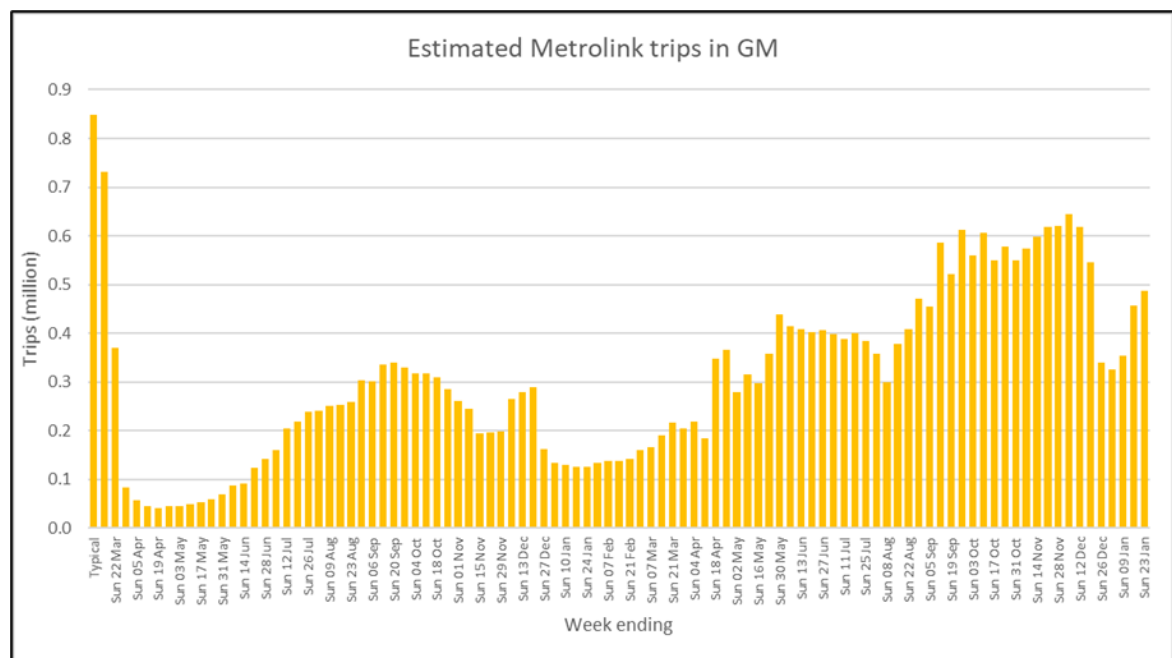
3.5.   From the new year, essential maintenance and renewal works will take place on Metrolink through the early part of 2022. Signed pedestrian walking routes will be in place and bus replacement services implemented. Customer information is live across all channels and is continuously updated.

Rail

3.6.   During December 2021 there was an estimated 3.6 million rail journeys, which is 454k (11%) lower than November 2021 (4.1 million) and 30% lower than December 2019, (shown in Figure 5).

Figure 5: Weekly Rail Footfall (Manchester Piccadilly)
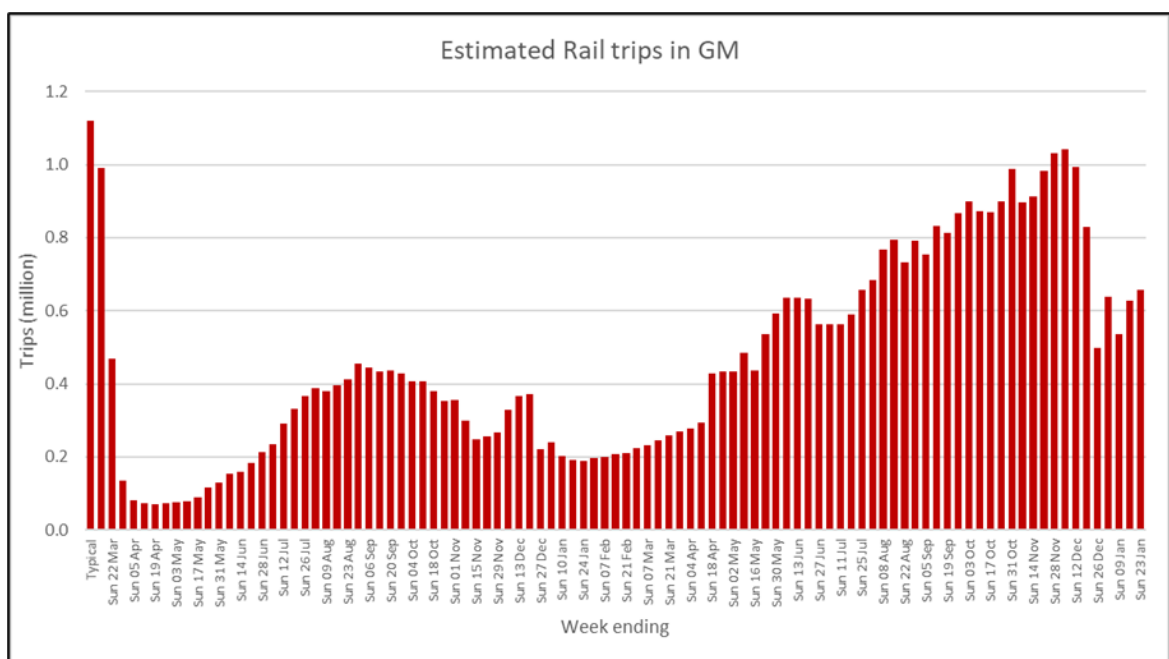
3.7.   Passenger footfall at Manchester Piccadilly continued to increase over autumn, peaking in late November. Fridays and Saturdays saw footfall at almost pre-Covid levels, with over 125,000 movements recorded on certain days. Sundays continued to see increases, with the day now becoming the third busiest of the week.

3.8.   Footfall declined rapidly from the start of December 2021, as fears increased over new Covid variants. This was exacerbated by the imposition of the Government's Plan B on 13 December and renewed instruction to work from home where possible.

3.9.   Rail patronage hit a Covid peak in late November 2021, with Northern reporting around 76% of pre-Covid demand and TPE at around 70%. Demand continued to be largely driven by leisure travellers, with weekend travel for Northern at almost pre-Covid levels on some routes.

3.10. Rail performance deteriorated through November and December, as autumn railhead conditions persisted, creating delays across the network, through increased acceleration and braking times. Storm Arwen massively impacted operational performance, with widespread flooding across the network and imposition of emergency speed restrictions between 25 – 28 November.

3.11. Declines in network performance for Northern and TransPennine Express are shown below in Figure 6.

3.12. For Northern, its Public Performance Measure (PPM) decreased from 89.9% at the end of Period 07 (16 October) to just 75.8% in Period 09 (11 December). Similarly, TPE saw declines from 94.7% to 85.4% over the same periods.

Figure 6: Public Performance Measure
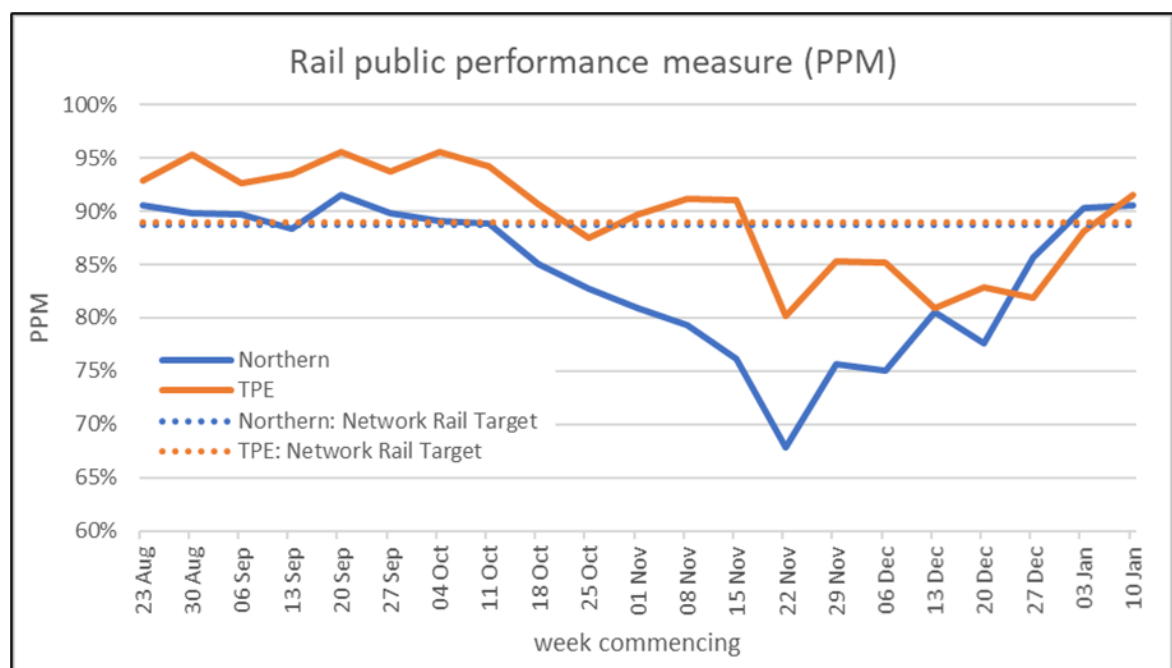
3.13. Crew availability significantly contributed to the decline in network performance throughout December, with approximately 1 in 4 drivers unavailable at Northern's western depots during the week commencing 20 December. The following week crew availability issues persisted: Northern had 18% crew unavailable across its Central depots and 23% in West region (Liverpool was at 43% driver unavailability). TransPennine Express reported 17% crew unavailable.

3.14. Performance has recently begun to improve for all six GM TOCs, as revised train plans have been implemented and crew availability levels stabilised.

3.15. In addition to Covid and seasonal sickness affecting crew availability, there were a number of significant incidents that affected network performance, including:

- 6 December: TfW unit fault, East Didsbury (1,797 mins delay; 11 full/33-part cancellations)

- 7 December: Tree on the line, Rochdale (1,041 mins delay; 15-part cancellations)

- 7 and 8 December: Flooding, Astley and Parkside (4,927 mins delay; 24 full/45-part cancellations)

- 10 and 11 December: Total power failure, all signalling, Wigan (9,671 mins plus 1,245 (11/12); 51 full/68-part cancellations plus 6 full/18 part (11/12))

- 15 December: Broken Rail, Chinley (1,630 mins delay; 12 full/6-part cancellations).

- 23 December: Fatality, Heaton Chapel (2,028 mins delay; 2 full/29-part cancellations).

- 24 December: Fatality, Manchester Piccadilly (3,111 mins delay; 53 full/35-part cancellations). Platforms 1 – 6 were taken out of use with significant cancellations. Ticket acceptance in place.

3.16.   In response to crew availability issues and to improve service reliability, four of the six GM operators have introduced amended train plans, featuring a reduction in train services.

3.17.   Following a period with pre-planned service cancellations, mainly on its Liverpool – Manchester routes, Northern introduced an amended timetable from 04 January 2022, with around 85 withdrawn services across GM. TransPennine Express followed with amended services from 10 January. Avanti West Coast have also reduced Manchester to London services to one train per hour, whilst EMR has deferred the re-introduction of four Nottingham – Liverpool services per day until further notice. These changes have enabled key services to be delivered, with reliability improvements and late-notification cancellations significantly decreasing in the first weeks of January.

3.18.   Network Rail performance is measured against overall delay minutes across its network. These include track and non-track infrastructure failures and external (or 'Other') delays, which are attributed to it, such as trespass and weather-related events.

3.19. Network Rail delay has increased over the past quarter, mainly due to weather events, trespass and fatality. Infrastructure caused delay has remained constant over the past quarter.

3.20. As detailed in Figure 7, performance nationally during the second quarter (Q2) of 2021-22 continued to be affected by the coronavirus pandemic. During 2020-21, train service and passenger levels on the network were at historically low levels. This led to overall improvements in both punctuality and reliability. Performance over the latest quarter remains worse than in the same period in 2021 but better overall than pre-Pandemic in 2020.

Figure 7: Passenger Rail Performance (Great Britain)

Metric	Q1 April – June 2021/22	Q2 July– September 2021/22	Comparison Q1 vs Q2 2021/22
On-Time	78.0%	74.3%	-3.7%
PPM	92.6%	90.2%	-2.4%
Cancellations	2.3%	3.4%	1.1%

*Source: ORR Performance Data: Passenger Rail Performance 2021-22 Quarter 1 (orr.gov.uk)

Bus

3.21. Through December driver availability continued to be an issue with several operators making further reductions to their commercial services. Operators were asked to prioritise tendered journeys (including school services) up to and including temporary reassignment to another operator.

3.22. Operators are now reporting a plateauing of unavailability into the new year with an improvement in recruitment across GM.

3.23. During December 2021 bus patronage was an estimated 11.3 million, which was 19% below November 2021 (14.0 million) and 21% below December 2019 (14.4 million).

Figure 8: Monthly Network Patronage

Estimated Network Patronage
December 2019 - December 2021
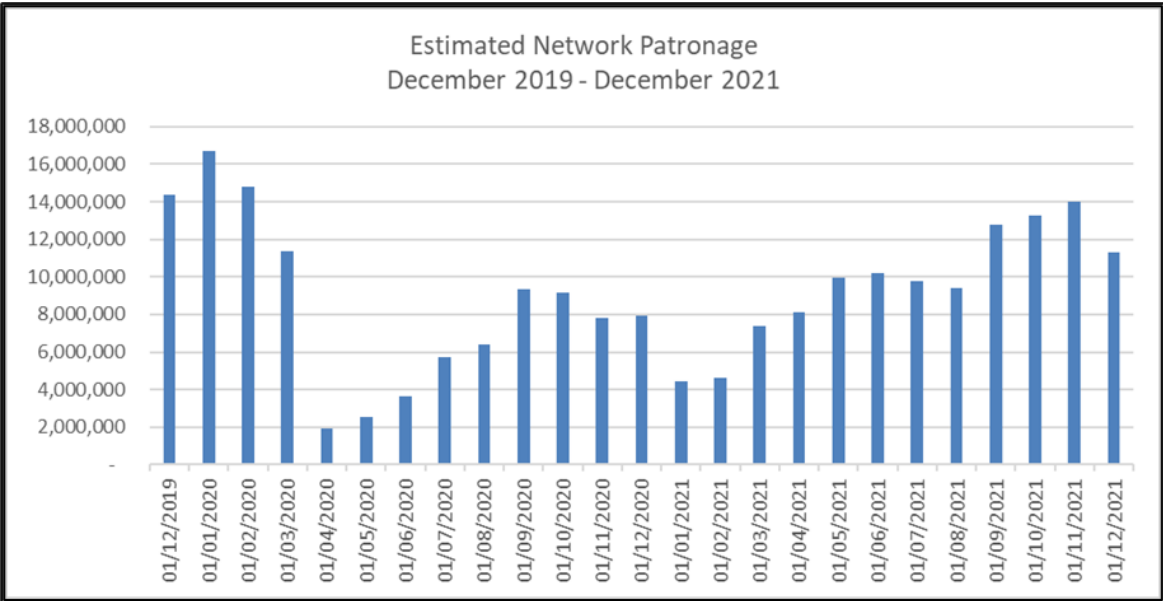
3.24. During December 2021, bus network mileage was estimated at 4,368,096 miles, which was 3% lower than November 2021 at 4,515,249 miles and 7% lower than December 2019 at 4,677,391. In December 2021, 81.47% of the bus network mileage was provided by commercial services and 18.53% provided by subsidised services.

Figure 9: Monthly Network Mileage

Estimated Network Mileage
December 2019 - December 2021
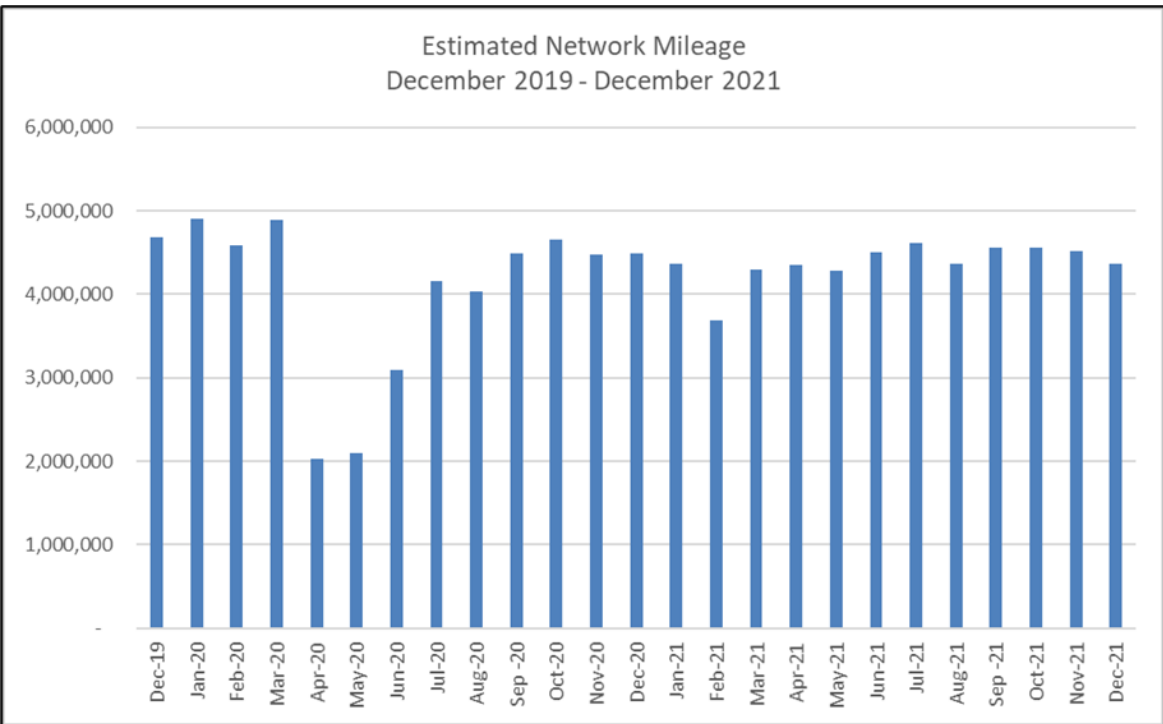
3.25.   Patronage and mileage in December are affected by seasonal variation, reduced timetables because of the Christmas and New Year period and in December 2021, reduced service frequency due to driver availability. Typically, both patronage and mileage are reduced in December, for example, patronage in December 2019 (14.4 million) was 21% below November 2019 (17.4 million) whilst mileage in December 2019 (4,677,391 miles) was 2.80% lower than November 2019 (4,812,359 miles).

3.26.   Network operational performance in December 2021 for overall punctuality was 74.19%, reliability was 92.04% and regularity of frequent services was 91.40%, based on PRMS (Punctuality Reliability Monitoring System). All indicators have been below the Traffic Commissioner targets of 80% for overall punctuality, 97% for reliability and 97% for regularity since September 2021.

3.27.   Full yearly, month by month comparison is unavailable due to PRMS manual observations being suspended between April 2020 and September 2020.

Figure 10: Network Operational Performance
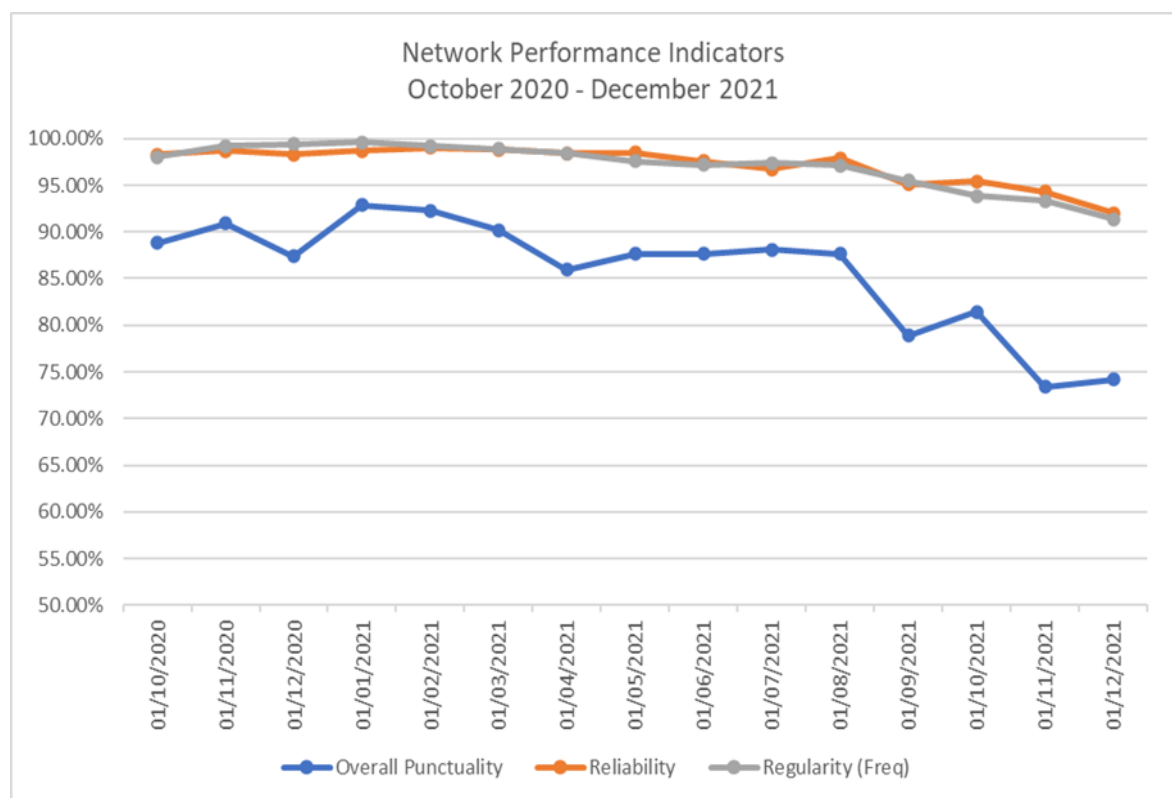
3.28.   TfGM are continuing to liaise with operators to understand industry wide issues, for example driver shortage and its impact on network performance.

3.29. An Operational Performance Reporting system is being introduced which uses both automated vehicle location (AVL) and timetable (TransXChange) information to determine punctuality performance and will supersede the PRMS process. Data is collected for all services and journeys covering the Greater Manchester network, for the commercial and subsidised network, including the school services.

3.30. In December 2021, all Greater Manchester operators were integrated into the Operational Performance Reporting system, with performance reporting expected from the system by October 2022, following notice with operators.

3.31. In addition to the challenges of driver and staff availability, there are several other issues effecting the performance of the bus network (Figure 10) including;

- Increasing congestion across GM. There is a clear correlation between Highway congestion and bus performance with punctuality declining as congestion increases, and

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

3.32. First Manchester is currently impacted by industrial action which has seen the loss of service provision on both contracted and commercial services in January 2022 with further increased days of action planned for February 2022. TfGM have worked with First to ensure that school contracts are covered.

Highways

3.33. There were an estimated 141.5 million trips on the highway network during December 2021. This is 5% lower than November 2021 (148.2 m) and 5% lower than December 2019 (148.3m).

3.34. The number of trips on the Highway network was lower during December 2021 compared to December 2019. They accounted for 69.4% of all trips, this is a higher percentage of all trips than during December 2019 (67.8%). Figure 11 shows weekly highways trips across Greater Manchester.

Figure 11: Weekly Highway Trips
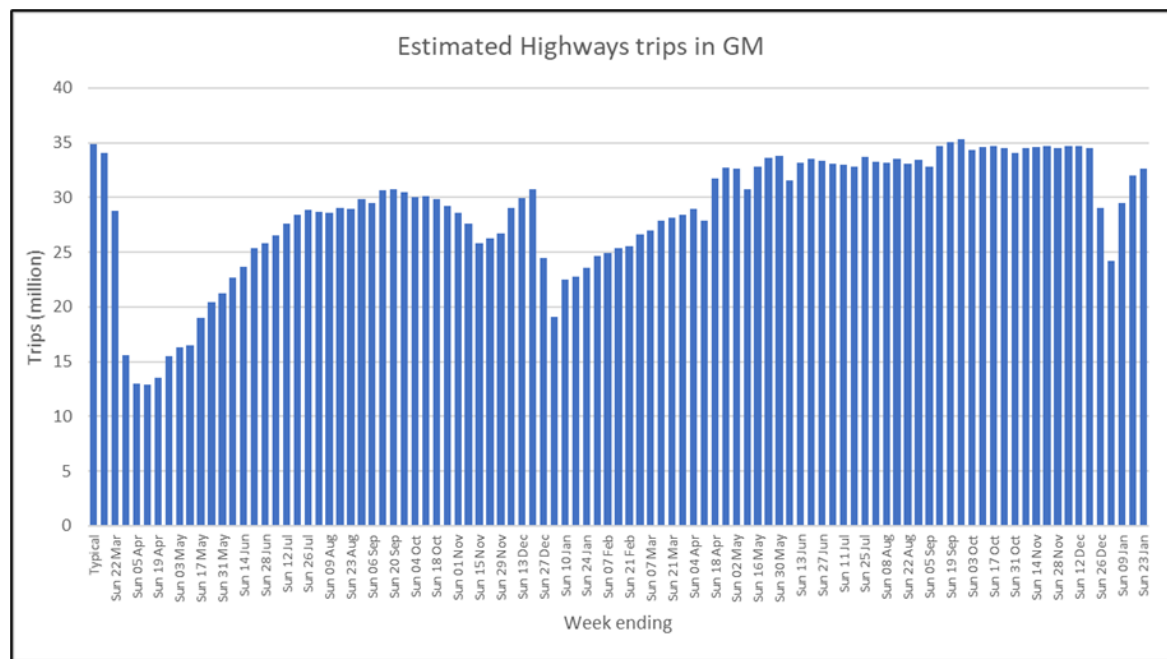
3.35.   Monitoring of congestion resulting from unexpected delays (including incidents and events) shows there was an estimated 106,000 hours of delay on the monitored corridors during December 2021. This is 21% lower than November 2021 and 7% below December 2019. 76% of delays were during the PM peak. This is in line with AM PM delay split we saw in December 2019.

3.36.   Roadworks were the main cause of congestion accounting for an estimated 34,100 hours (32% of delay). December also saw a seasonal increase in congestion caused by the volume of traffic exceeding the capacity of junctions. Figure 12 shows the hours delay by category, whilst Figure 13 charts the non-recurrent total delays 2019 to 2022.

Figure 12: Hours Delay and Cause December 19 vs December 21

| Cause	Dec-19	Dec-21
Roadworks	35,000	34,100
Capacity/Diverting Traffic	37,800	33,000
Events	9,500	14,400
RTC	10,400	13,600
Police Incidents	300	5,400
SRN Incident	13,500	2,900
Broken Down Vehicle	800	1,100
Adverse weather conditions	3,800	700
Protest	2,400	
Flooding	500	500
Traffic Signal Fault	200	

Figure 13: Non-Recurrent Congestion
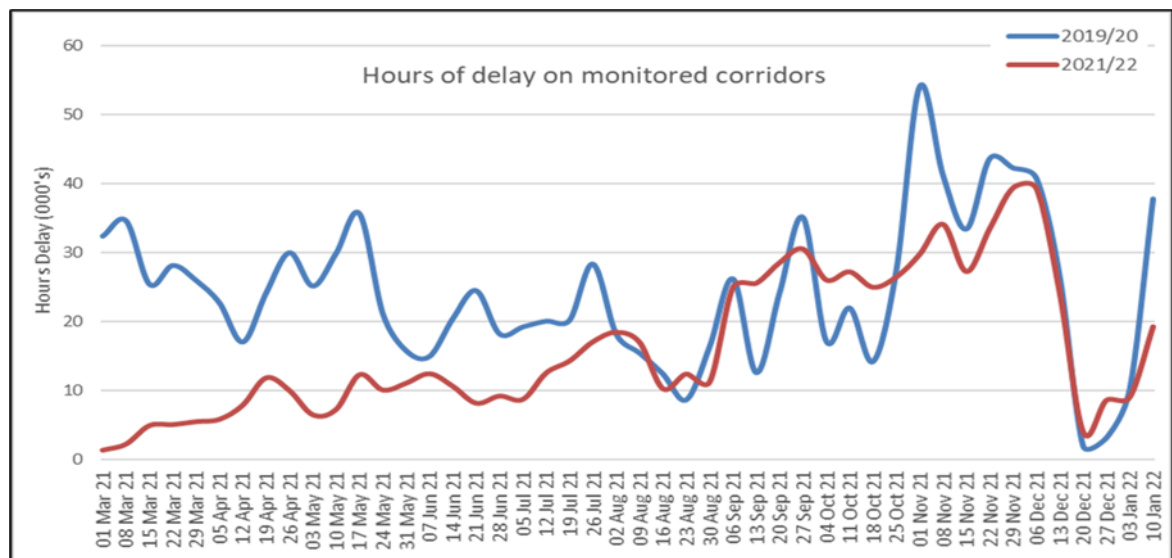
3.37. For the rolling 12 months up to the end of July 2021, the Killed and Seriously Injured (KSI) casualties on GM roads are 646 against a predicted 569. The 2021 data to date is provisional and with 646 KSI casualties represents an increase of 1.4% in KSI's from the same period to July 2020 which was 637 KSI's. This is 13.6% above the forecast for the period of 569. This increase compared to the period ending July 2020 is not statistically significant and the change is likely to represent year-to-year variation.

Active Travel

3.38. During the winter there is typically a seasonal reduction in cycling activity. Month on month comparison saw a decrease in cycling (-26%) and walking activity (-10%). However, cycling activity in December 2021 was marginally up on December 2019 as shown in Figure 14.

Figure 14: 28 Day Average Cycling Trips
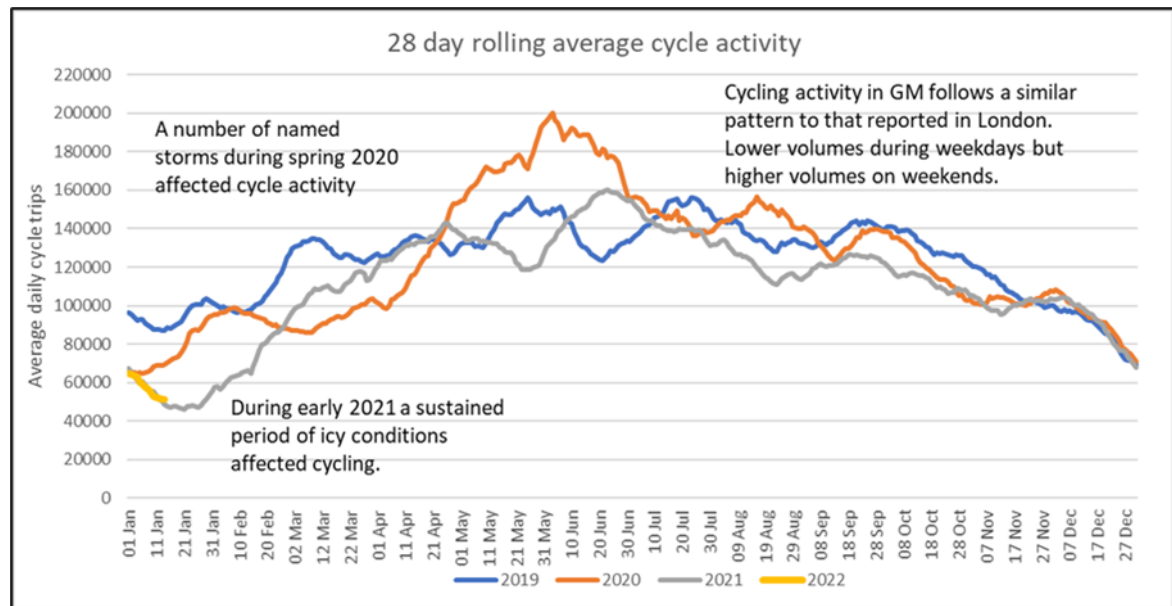
3.39.   Walking remains the second most popular way to travel across Greater Manchester, with 42.7 million trips during December 2021. This is in line with December 2019. However, due to the lower number of overall trips walking represents a higher proportion of trips. 20.9% during December 2021 compared to an estimated 19.6% during December 2019.

Crime and Anti-Social Behaviour (ASB)

3.40.   TravelSafe Specialist Operations continue, with operations completed during December at; Media City 2 December; Bolton Interchange 8 December; Regional Centre 17 December; Cornbrook and Trafford Park Line 21 December and the Trafford Centre on 30 December. Outcomes include two arrests, partnership working with Salford Council and MCC ASBAT Team and a large uplift in visibility of all deployments on social media (using the #GMTravelSafe).

3.41.   The Victoria Specialist Operation on 17 December, gained significant traction as well as a range of positive interventions including two arrests, 22 stop/searches and several referrals of young people through City Council ASBAT team. The GM Mayor also visited the operation and engaged with partnership staff which led to positive media coverage (MEN) and public sentiment (social media).

3.42.   Specialist Operations for the first quarter of 2022 have been programmed to take place at Radcliffe, Piccadilly, Bolton, Newton Heath, St. Werburghs Rd, Cornbrook, Wythenshawe, Monsall, Bury, Ashton, Altrincham, Victoria, Leigh and Rochdale.

3.43. A TravelSafe communications campaign ran between November and December which performed well. The campaign used physical and digital assets across the network, promoting key messages around 'LiveChat' as a discrete method for public incident reporting (this also forms part of Safer Streets commitment) and filming 'day in the life' short videos along with media interviews and coverage of Specialist Operations.

3.44. The male accused of inappropriately touching himself whilst sat opposite two women on a bus in Trafford was found guilty on 23 December. Having spent nine months in custody he was handed an 18-month Community Order.

3.45. A male was arrested at Leigh bus station on 29 December for possession of bladed article.

3.46. A Civil Injunction application has been submitted in respect of an individual who has been responsible for aggressive behaviour against staff and customers in the Rochdale area.

3.47. Following the assault of a CSR and SRAD team member, the GMP Transport Unit issued a press appeal on 21 December seeking identification of the perpetrator using images taken from staff bodycam footage.

3.48. The rolling 12-month incident rate (per million passenger journeys) for bus and Metrolink combined for the 12 months to December 2021 is 39 which has decreased from 40 for the 12 months to November 2021.

3.49. As shown in Figure 15, the monthly incident rate (per million passenger journeys) for December 2021 for bus and Metrolink combined was 31 (down from 33 for November 2021).

Figure 15: Reported Incidents per Million Journeys

Reported incidents (number and rate per million passenger journeys) on the public transport network
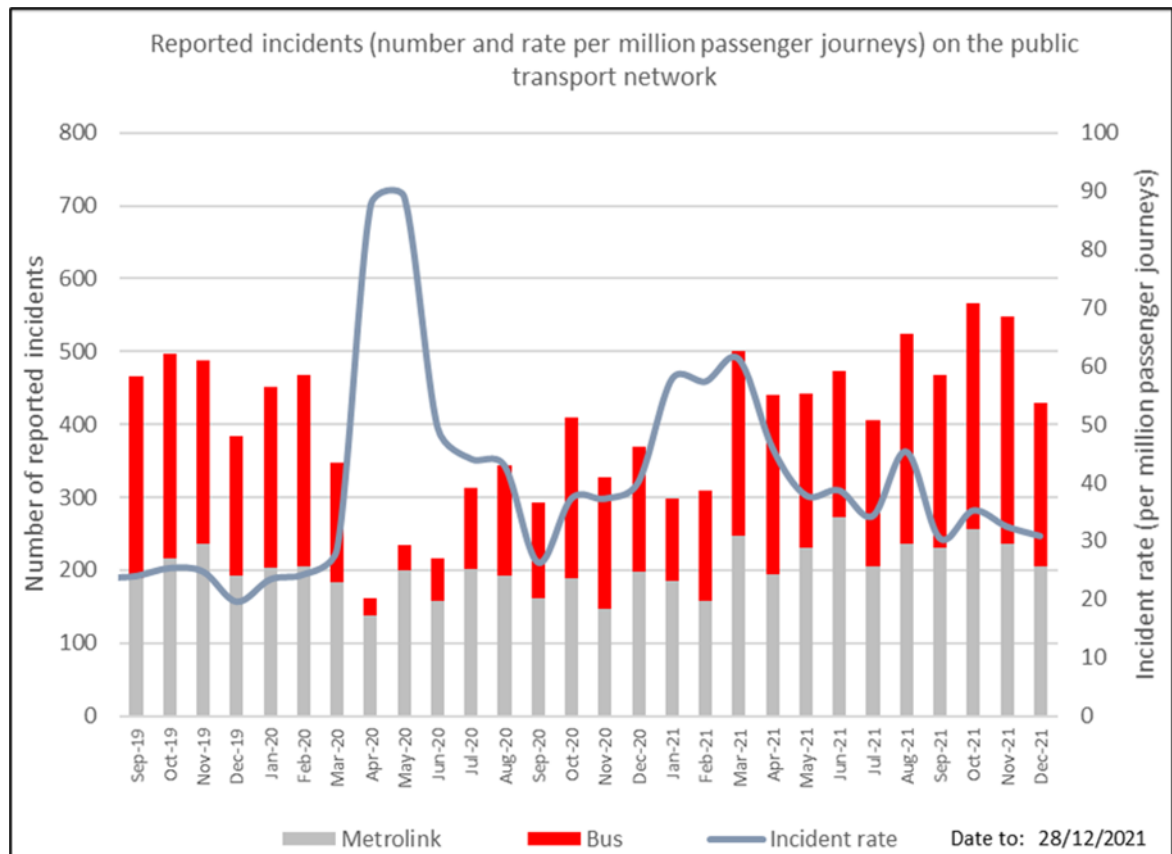
4. Network Performance Scorecard

Metrolink[1]	Status	Target	Achieved	Trend
Metrolink Punctuality	G	90%	91.4%	S
Metrolink Operated Mileage	R	99%	95.98%	S
Rail[1] (Period 10, 2021/22)	Status	Target	Achieved	Trend
Northern Punctuality (PPM)	G	88.7%	84.3%	I
Northern Reliability (Cancellations)	G	N/A	5.1	W
Northern Right Time	G	N/A	60.5%	I
TPE Punctuality (PPM)	G	89.0%	83.4%	W
TPE Reliability (CaSL)	G	N/A	11.1%	W
TPE Right Time	G	N/A	55.2%	W
Network Rail Delay Minutes	G	18,481	23,786	W
Bus[2]	Status	Target	Achieved	Trend
Network Bus Service Reliability	R	97.0%	92.04%	W
Commercial Bus Service Reliability	R	97.0%	91.27%	W
Subsidised Bus Service Reliability	R	97.0%	94.27%	W
Network Bus Overall Punctuality	R	80.0%	74.19%	I
Commercial Bus Overall Punctuality	R	80.0%	74.07%	W
Subsidised Bus Overall Punctuality	R	80.0%	74.71%	W
Network Bus Regularity	R	97.0%	91.40%	W
Commercial Bus Regularity	R	97.0%	91.40%	W
Subsidised Bus Regularity	n/a	n/a	n/a	n/a
Highways[2]	Status	Target	Achieved	Trend
Highways Journey Time Reliability	R	90.0%	87.1%	D
Highways Level of Delay (Average)	R	30.0%	31.1%	D
Network Safety	Status	Predicted	Actual	Trend
Killed and Seriously Injured (rolling 12m to Jul 2021)	A	569	646	D
	Status	Previous	Current	Trend
Incidents per Million passenger Journeys (rolling 12m to August 2021)	A	40	39	S

Several KPIs suspended as a result of Covid-19

See Appendix A for glossary.

Reporting Periods: This report covers **December 2021**
Trend key: W = Worsening, S= Stable, I = Improving

APPENDIX A

Glossary

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

Measure	Description	RAG thresholds
Bus Overall Punctuality	Scheduled Service Punctuality – measured by the percentage of 'on-time' observed bus departures from a given location. The definition of an on-time departure is one which is between 60 seconds early and 5 minutes and 59 seconds late, inclusive.	GREEN if equal to or above the target. RED if below target.
Bus Regularity	Frequent Service Regularity – measured by the percentage of occasions where the gap between services is either over 2 times the service headway, or 10 minutes, whichever is the larger number. Service Regularity encapsulates both the reliability and punctuality aspect of a frequent service.	GREEN if equal to or above the target. RED if below target.
Highways Journey Time Reliability (JTR)	% of highway journeys completed within an 'acceptable journey time', defined as the typical journey time +25%.	GREEN > = 90% AMBER 80-90% RED < 80%
Highways Level of Delay (Average)	The difference between the typical journey time (median) and the optimum journey time (5th percentile) during the peak period.	GREEN < 30% AMBER 30-50% RED >= 50%
Killed & Seriously Injured (KSI)	Number of people killed or seriously injured on GM roads.	GREEN if equal to or below the annual forecast projection. RED if above forecast. (DfT developed a forecast for KSI casualties, as part of the Road Safety Strategy. This forecast (based on a central projection) was for a 40% reduction in KSI casualties by 2020 against a 2005-09 baseline. For GM this was no more than 550 KSI per year casualties by 2020.)