

Public Transport for West Yorkshire

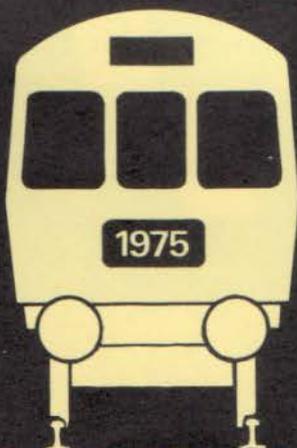
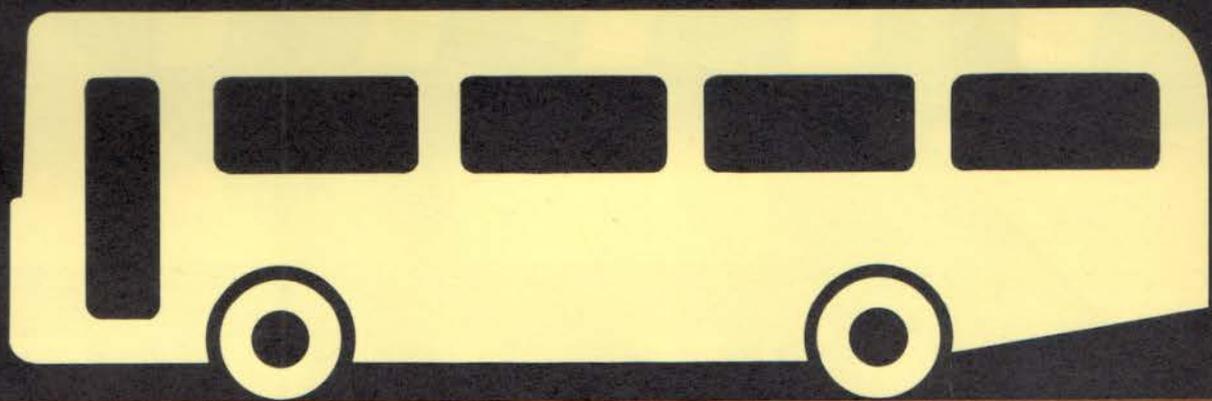
A summary of the joint statement by:

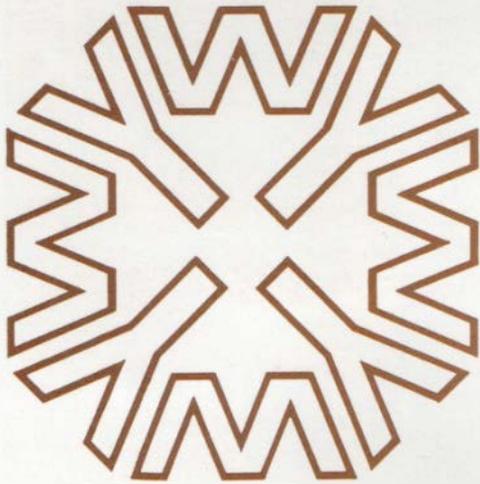


WEST YORKSHIRE
Metropolitan County Council

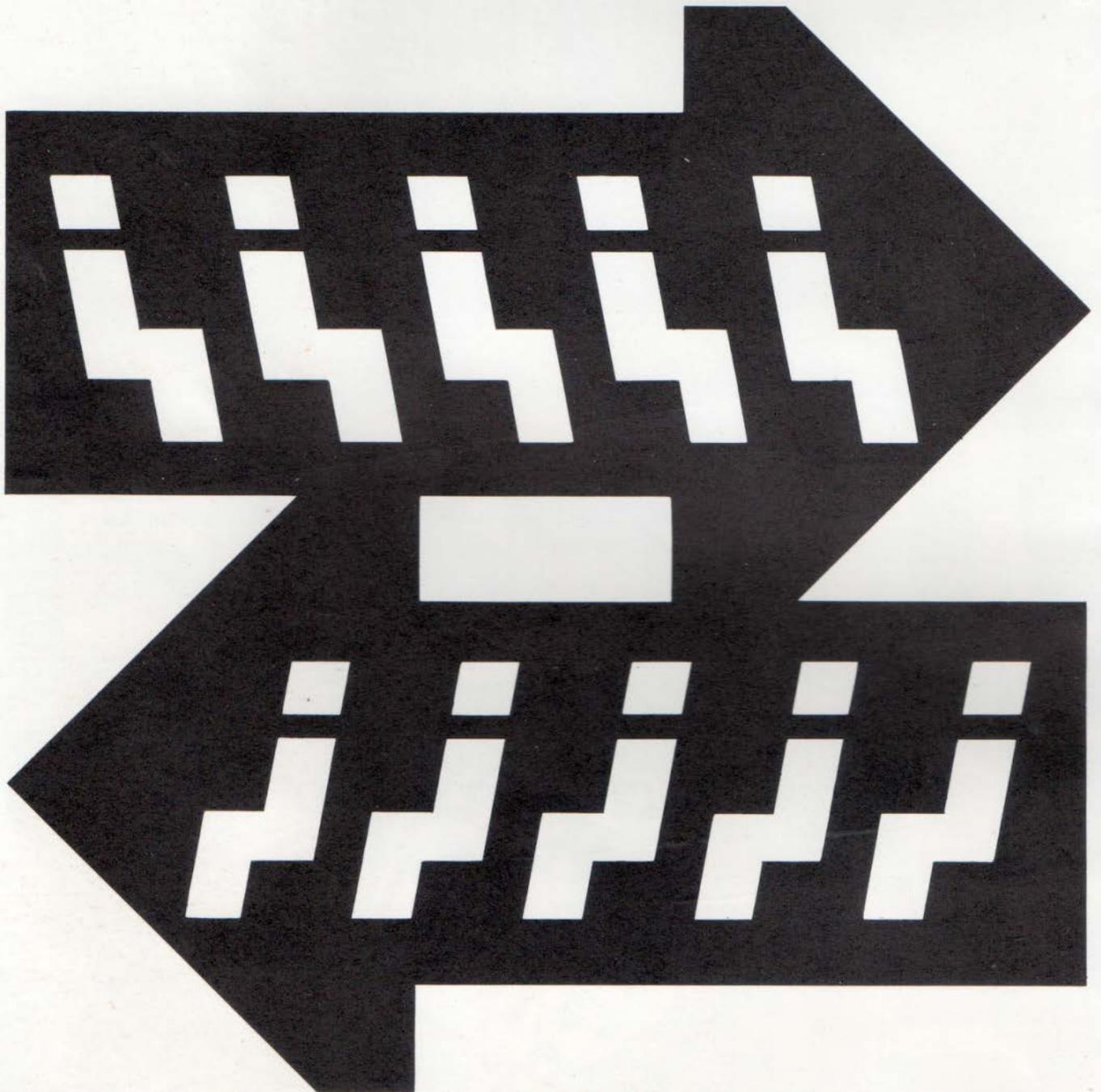


Metro
West Yorkshire Passenger Transport Executive





**Buses alone are used
for more than 1½ million
passenger journeys
on an average day
within West Yorkshire**



Contents

This is a summary of the Joint Policy Statement, required under Section 18 (1) of the Transport Act, 1968, of the West Yorkshire Metropolitan County Council in its role as Passenger Transport Authority and of the West Yorkshire Passenger Transport Executive. Annotations in light italic type, e.g. (1.11) refer to the statutory document.

	Item	Page
The Background	1-6	2
The Situation in West Yorkshire	7-16	2-4
Former Transport Planning Policies	17-22	5
Aims and Objectives	23-29	6-7
The Role of Public Transport	30	7
Relationships with Local Authorities	31	8
Acknowledged Problems of Public Transport	32-35	9
Operational Policy	36-43	10-12
Organisation of the Executive	44	13
Financial Position	45	14-15
Future Development of the Passenger Transport System	46	16

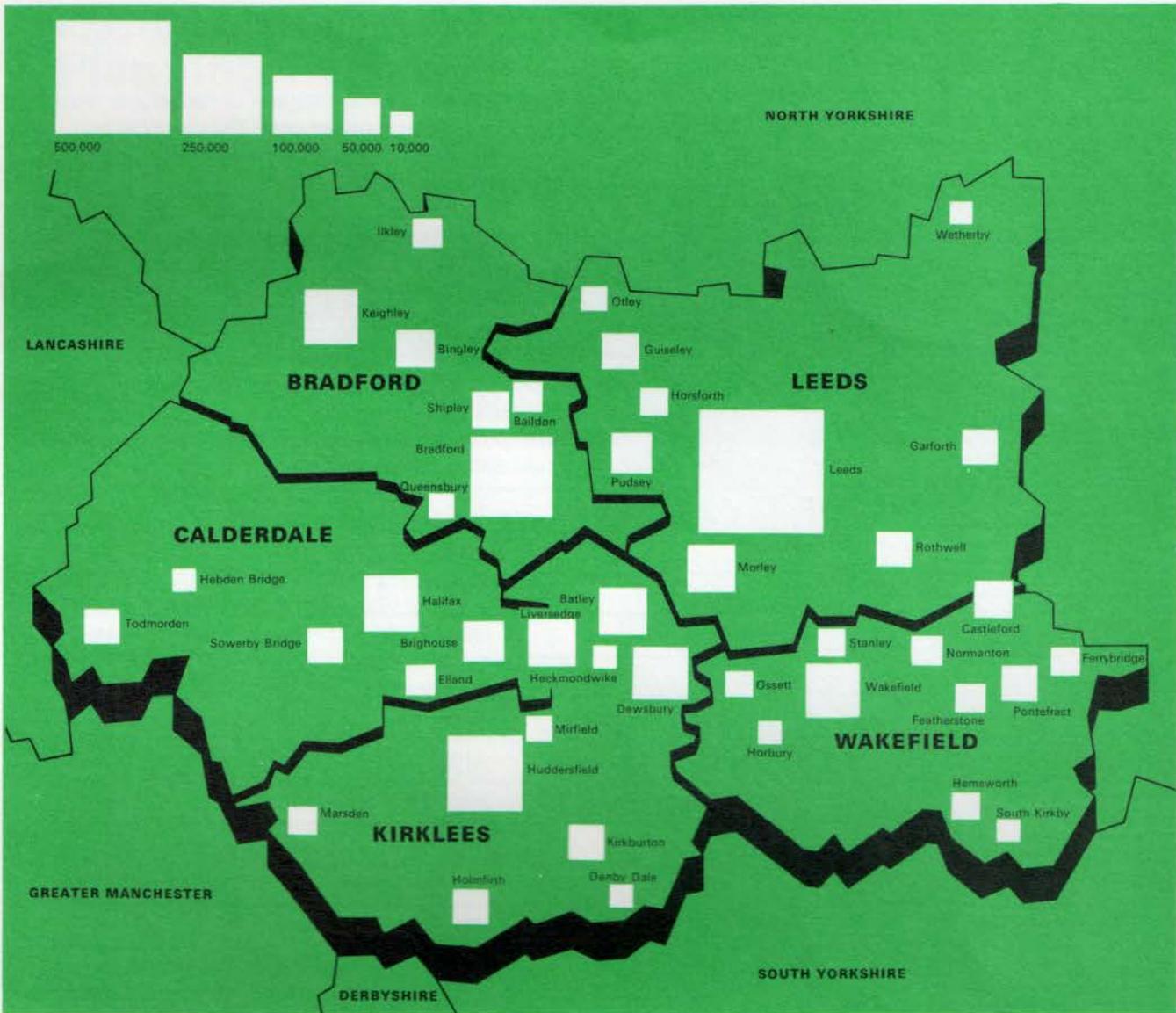
The Background

- 1 As a result of local government reorganisation a year ago, the West Yorkshire Metropolitan County Council, in its role as Passenger Transport Authority, was given responsibility for deciding public transport policy in the new county. In West Yorkshire the functions of the County Council as Passenger Transport Authority are carried out by the Passenger Transport Committee. (1.11—1.13)
- 2 The day-to-day operation and planning of public transport became the responsibility of the West Yorkshire Passenger Transport Executive, a separate statutory body with extensive powers of its own. (1.11)
- 3 It is the responsibility of the County Council and the Executive to carry out their respective functions so:
 "as to secure or promote the provision of a properly integrated and efficient system of public passenger transport to meet the needs of (the) area with due regard to the town planning and traffic and parking policies of the local authorities in (West Yorkshire) and to economy and safety of operation."
 —Transport Act 1968 Section 9 (3) (1.21)
- 4 The County Council determines public transport policy, in particular:
 - a levels of service to be provided on bus routes and railway passenger services;
 - b types of service;
 - c overall financial approach;
 - d the fares to be charged. (1.22)
- 5 It is the Executive's responsibility to operate or arrange for the operation of public transport services within the policy guidelines laid down by the County Council and to plan the system as a whole. To this end agreements have to be reached with other bus operators, particularly subsidiaries of the National Bus Company, and with the British Railways Board. (1.23)
- 6 The financial duty of the Executive is to make sure, so far as possible, that it balances its books in each financial year. The County Council has wide powers to make grants to the Executive, for example for capital projects, or to cover any costs incurred either as a matter of general policy or for the operation of specific loss-making services. (1.24)

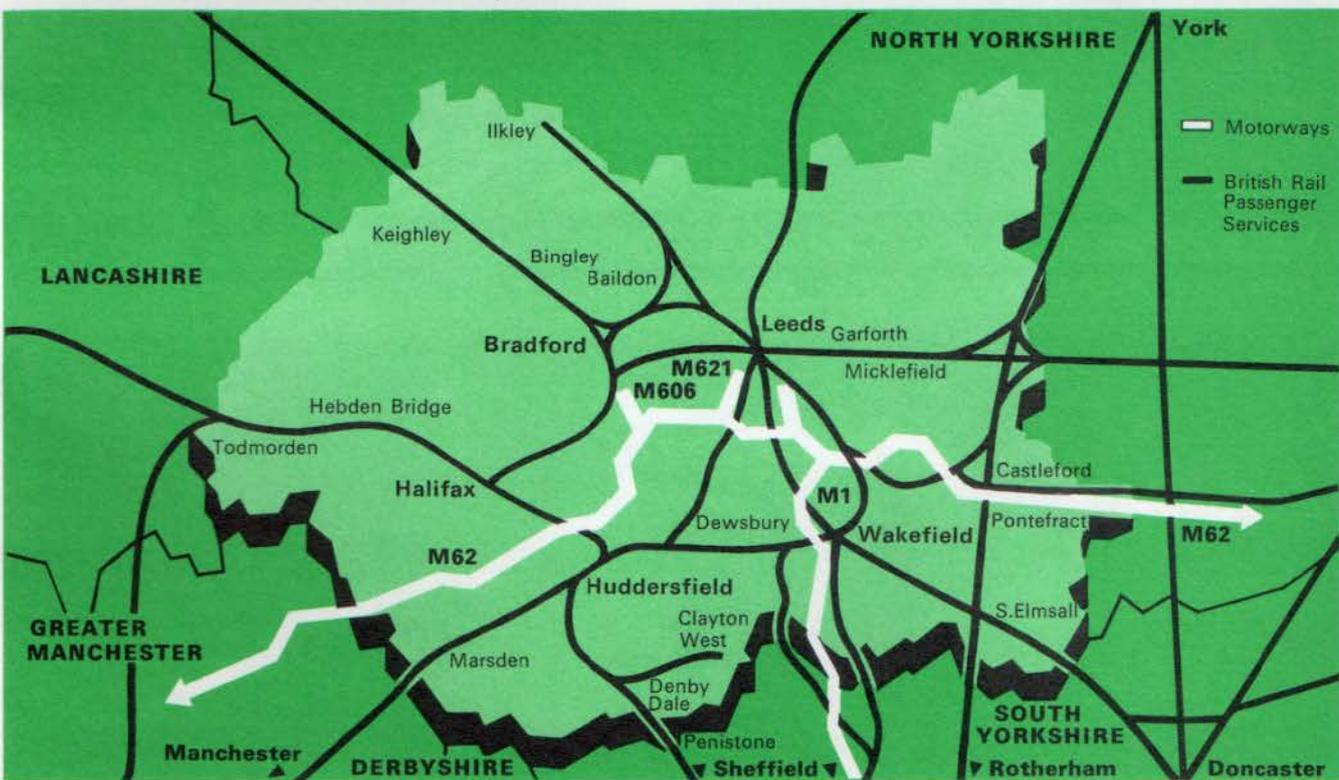
The Situation in West Yorkshire

- 7 The West Yorkshire Metropolitan County, with nearly 2.1 million people, is the largest metropolitan county in geographical terms, having an area of 780 square miles. There are large rural areas and five major urban areas: the Leeds and Bradford conurbation, Huddersfield, Halifax, Dewsbury and Wakefield. (2.11)
- 8 Nearly sixty per cent of households of West Yorkshire do not own cars. This means that the majority of people have a need to use public transport. (2.12)
- 9 Before the reorganisation of local government the operation and control of public transport was fragmented, with different transport undertakings pursuing widely differing operational policies and to some extent in conflict with each other. (2.21)
- 10 These organisations were:

<ol style="list-style-type: none"> a Bradford City Transport Halifax Passenger Transport & Calderdale Joint Omnibus Committee Huddersfield Corporation Passenger Transport Leeds City Transport 	}	Municipal Undertakings
<ol style="list-style-type: none"> b West Riding Automobile Company Limited West Yorkshire Road Car Company Limited Yorkshire Traction Company Limited Yorkshire Woollen District Transport Co Ltd. 	}	National Bus Company subsidiaries
<ol style="list-style-type: none"> c South Yorkshire Road Transport Limited J. J. Longstaff and Sons Limited J. Wood and Son W. R. and P. Bingley (United Services) Baddeley Bros. Fords of Ackworth Limited 	}	Main Independent Bus Operators
- d British Railways Board
- e Taxi proprietors (2.21)
- 11 The municipal undertakings were transferred to the Executive on 1 April 1974 and represent the Executive's direct involvement in bus operation. (2.22)
- 12 At the time of writing (mid-February) negotiations are well advanced between the Executive and the National Bus Company which, if finally successful, will make possible the achievement of the County Council's policy objectives on services operated by the NBC subsidiaries within West Yorkshire while safeguarding the financial position of the Company. (2.33 & 6.16.3)



Distribution of population (2.11)



Rail passenger and motorway network (2.14 and 2.25)

- 13 The County Council and the Executive wish to achieve the same kind of relationship with the independent operators as with the NBC companies in order that the benefits of their involvement can be extended to all users of buses within the county. (2.24)
- 14 West Yorkshire is fortunate in still having a fairly comprehensive network of local rail

passenger services. Details of the present services, with the 1974 results, are shown in the table below. (2.25)

- 15 Taxis have a high degree of passenger mobility but high passenger cost. They should be considered as an integral part of the public transport system. (2.26)



Present rail services 1974 results (2.25)

NOTES: 1 The financial deficit figures show the amount to be met by grant in 1975.

2 The costs are calculated on the 'Cooper Brothers' formula which is under review. Any favourable change in the formula could appreciably alter the overall picture.

Service	PTE Boundary	Cost	Revenue	Deficit	Passenger Miles	Deficit per Passenger Mile
		£'000	£'000	£'000	'000	p
Leeds/Bradford—Ilkley	Within	586	144	442	9,011	4.9
Bradford—Keighley	Within	137	17	120	1,043	11.5
Huddersfield—Wakefield	Within	195	32	163	1,469	11.1
Leeds—Bradford (Local)	Within	323	65	258	4,900	5.3
Leeds—Huddersfield/Marsden	Within	253	69	184	3,991	4.6
Hull/York—Liverpool	Micklefield and Marsden	680	323	357	24,632	1.4
Leeds—Hull/Newcastle/Scarborough	Micklefield	410	187	223	14,817	1.5
York—Blackpool	Micklefield and Hebden Bridge	111	35	76	2,431	3.1
Leeds—Huddersfield—Manchester	Marsden	136	51	85	2,663	3.2
Leeds—Goole	Knottingley	162	46	116	3,518	3.3
Leeds—Barnsley—Sheffield	Darton	461	118	343	10,224	3.4
Leeds—Doncaster/Cleethorpes	South Elmsall	195	97	98	6,974	1.4
Huddersfield—Sheffield/Clayton West	Penistone	290	30	260	2,328	11.2
Leeds—Morecambe	Keighley	388	162	226	10,763	2.1
York/Leeds—Bradford—Manchester	Micklefield and Todmorden	962	269	693	20,669	3.4
Leeds—Harrogate—York	Weeton	379	120	259	9,073	2.9
York—Sheffield	Moorthorpe and Pontefract	51	20	31	1,240	2.5
Leeds—Rotherham—Sheffield	Cudworth	35	12	23	977	2.3
	TOTAL	5,754	1,797	3,957	130,723	3.02

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Bus Operating Statistics (2.27)



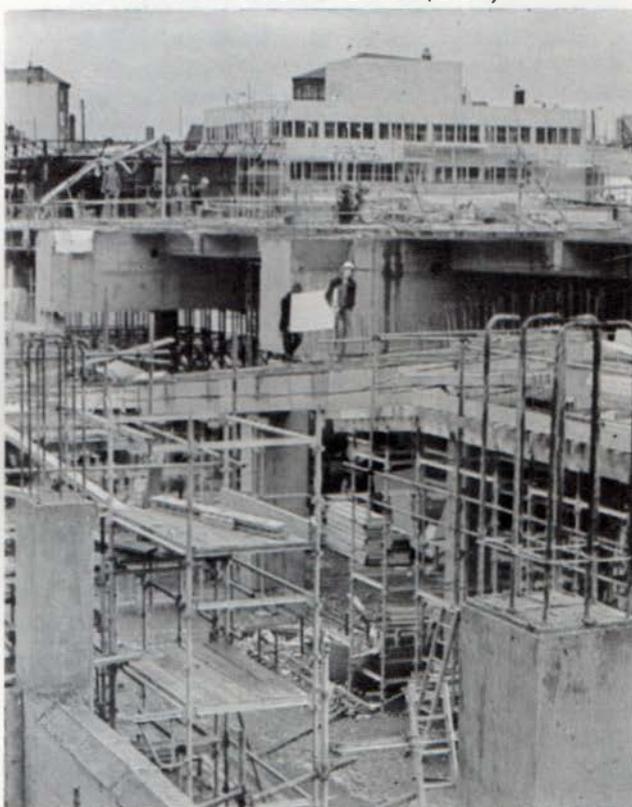
Former Transport Planning Policies

- 17 Local government reorganisation meant that the County Council inherited various policies in the transport sphere based on differing philosophies. Of the previous local authorities only Leeds had worked out a detailed policy to achieve a proper balance between public transport and the private car. (2.31)
- 18 Elsewhere local authorities generally supported the principle of improving public transport and, in Bradford and Huddersfield, new bus stations were under construction. But even those who operated their own bus undertakings generally assumed that they should attempt to cater for the unrestricted use of the private car. (2.32)
- 19 The bus undertakings (other than Leeds in the late 1960's) were expected to break-even financially and little thought was given as to whether supporting a fares policy and imposing some restraint on the use of cars during peak periods might be preferable to a very large scale investment in new roads and car parks. (2.32)
- 20 Leeds, on the other hand, considered the application of an integrated parking, traffic management and public transport policy within the framework of land-use planning. "Planning and Transport—The Leeds Approach" was published in 1969. (2.33)
- 21 In the short time from the development of these policies to the reorganisation of local government, a remarkable amount had been done to implement them:
- a Improvements in public transport took place in three basic ways:
 - i by restructuring bus services to meet changing demand;
 - ii by improvements to running times and regularity;
 - iii by improvements to the quality of the service. (2.35)
 - b Improvements in the level and quality of transport services were achieved by:
 - i increasing the size of the bus fleet and number of staff, giving initially a modest increase in frequencies to which further improvements could be added;
 - ii improving the buses themselves through higher standards of cleaning and maintenance and through the renovation of older buses;
 - iii improving facilities for passengers changing and waiting for buses;
 - iv introducing a system of area traffic control for general traffic management, linked to a system for locating the position of buses in the network so that delays could be rectified as they occurred. (2.36)

- 22 The Leeds philosophy has been described in detail because the County Council has adopted it in principle for application throughout the Passenger Transport Area, with appropriate refinements and variations to meet particular local conditions. (2.37)



Pedestrianisation in Leeds (2.34)



Bradford transport interchange—progress February 1975 (2.38)



New Huddersfield bus station—opened December 1974 (2.40)

Aims and Objectives

- 23 The overall aim of the County Council and the Executive is to develop an integrated public passenger transport system of the highest quality possible using buses and trains in those roles to which they are best suited and offering the opportunity to people in West Yorkshire to travel wherever they may reasonably wish to go. (3.1)
- 24 The first operational objective is to improve the quality, particularly the reliability, of existing services. This involves removing the causes of unreliability, such as staffing and vehicle shortages and traffic congestion. (3.21)
- 25 In addition the Executive has started an examination of the network of bus services operating within the county, now that boundaries between the former municipal undertakings have been swept away and overall policy responsibility is likely to be taken for National Bus Company services. The pattern of bus operations should where necessary be altered to meet the current pattern of demand, including the introduction of new services such as express buses using motorways and local routes which are in line with personal travel requirements. (3.22)
- 26 Rail services need to be reviewed to determine those which have a continuing or potentially useful role to play; the bus route network in each rail corridor should be examined at the same time. (3.23)
- 27 A major consideration in the creation of an integrated passenger transport system is the introduction of a unified set of conditions under which passengers are carried, either by road or rail.
Examples are:
a a common general fare structure, preferably with through-ticket arrangements to avoid having to book again when changing buses or trains;
b common conditions of carriage for children;
c common scheme for particular categories of social concessions, e.g. pensioners, disabled persons and the blind;
d common conditions of carriage. (3.24)
- 28 From the planning point of view it is vital that where an action is being contemplated which can have a major impact on public transport, the Executive must be involved from the initial stages through to completion so that passenger transport needs are given full consideration. (3.42)
- 29 Examples of the problems which have occurred in the past, though not necessarily in West Yorkshire, are:
a the building of large comprehensive schools, with their large transport needs, with no staggering of starting and finishing times, thus creating a need for extra buses at a time when the operator is already at full stretch;
b the building of new housing or industrial estates without consideration for the needs of public transport or of bus routes;
c the building of local community facilities, such as health centres, without consideration for nearby passenger transport facilities. (3.43)

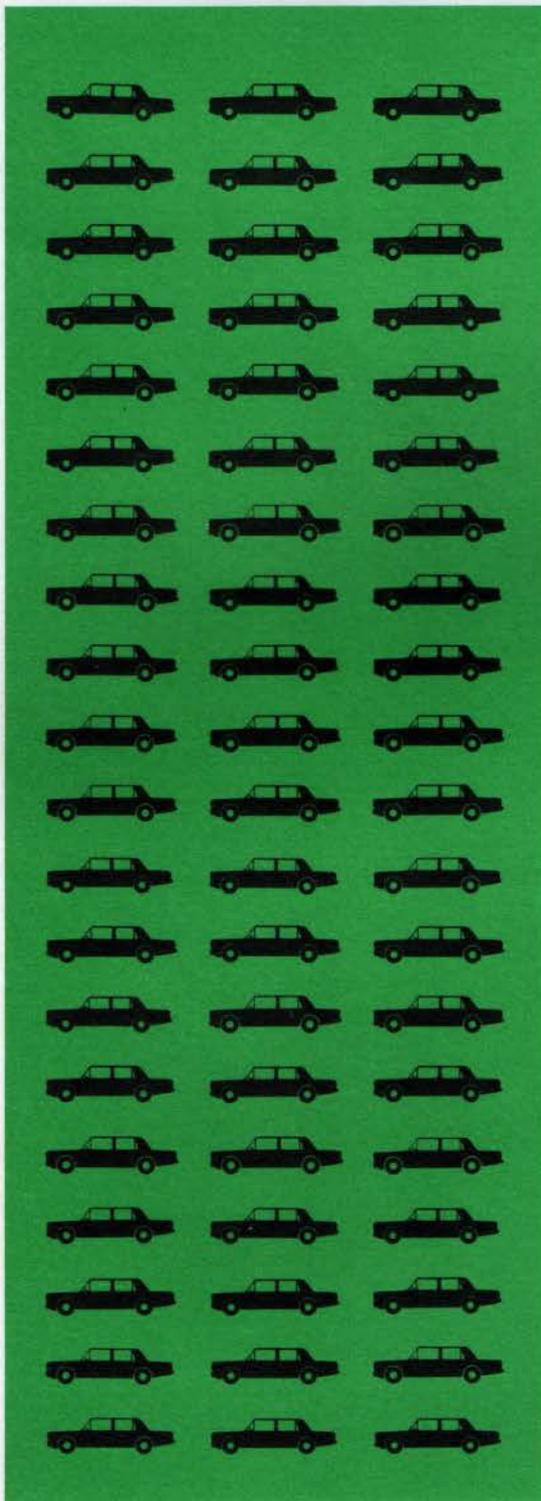
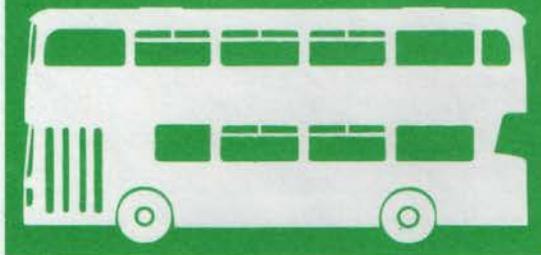


Moving schoolchildren is an extra peak-hour problem (3.43a)



(3.31)

3.52 One 78-seater bus can carry the equivalent of 60 average car loads



The Role of Public Transport

- 30 Each form of transport has its role to play in meeting the needs for the mobility of the people of West Yorkshire. The County Council and the Executive are not against the private car, which has a place in the transport system because of its inherent flexibility. (3.51)

The private car fails because of the amount of road space it requires in relation to its potential carrying capacity in catering for the journey to work, to school and, to a lesser extent, to shop, where comparatively large numbers of people wish to travel to a relatively small area, such as the centre of the bigger towns and cities. (3.52) Public transport can cater for larger scale movements and can provide for those who do not have the use of a car. In order to provide for large scale movements, which mainly arise at the peak periods on Monday to Friday, public transport must be able to offer a reasonable alternative to the car, both in terms of convenience, cost and time. The County Council's objective is to create the conditions in which the bus and rail services planned and organised by the Executive can provide this acceptable alternative. (3.53)

The potential of good bus/rail interchange facilities needs to be exploited (6.34)



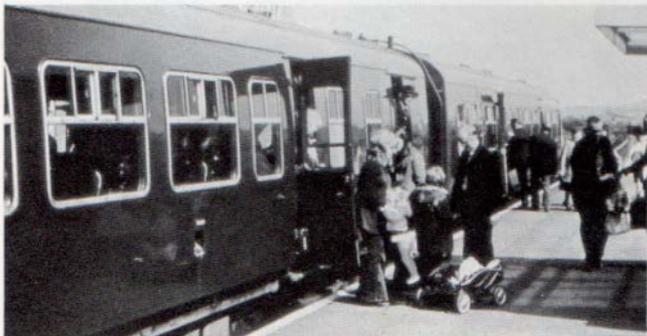
Relationships with Local Authorities

(4 and 7.17)



Acknowledged Problems of Public Transport

- 32 For a number of reasons local public passenger transport has been in decline for about 20 years. To meet present needs this decline must be reversed. One of the major problems has been the lack of co-ordination between individual bus operators, between bus services and railway services, and between local planning authorities and transport operators. Competition between bus operators has had a significant effect on services in boundary areas. This "boundary mentality" can now be forgotten with the County Council and the Executive being likely in the near future to have policy control over all services in the county. (5.1/5.3)
- 33 The use of the railway system is disappointingly low for several reasons:
- a the poor co-ordination between bus and rail services;
 - b the low frequency of operation in comparison to bus services;
 - c the poor location of most railway stations to one or both ends of a passenger journey;
 - d the unattractiveness of many railway stations.
- Better use must be made of the resources at present used for the provision of local rail services. (5.42/5.44)



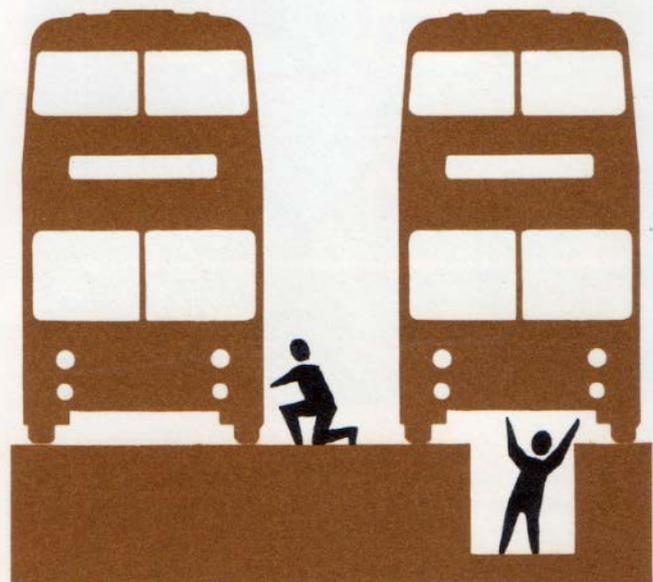
Diesel multiple-units (DMU's) are used on most local rail services (2.25)

- 34 Rural transport presents particular problems with the wider scatter of rural populations and the high operating costs of services. Growth in car ownership has had a significant effect on the use of rural bus services. It is therefore necessary to analyse the problem area by area in order to determine what the needs are and how they can best be met, both for those living in the area and those requiring access to it. It is necessary to determine the extent to which bus services in rural areas should be supported and by whom any support should be paid. (5.5)
- 35 Traditional bus operational problems are being tackled of which the reliability of the service is all important. Factors affecting reliability are:
- a staff shortage: the difficulties of the industry in retaining drivers and conductors, which can be reduced by improved wages and conditions. (5.72)

- b vehicle shortages: delays in the supply of spare parts and new vehicles which have led to problems of vehicle availability. Because of this, it has been necessary to keep older buses in service beyond their economic and acceptable life. (5.73)
- c traffic conditions: rail services operate on their own tracks but buses have to compete for road space with cars, lorries, vans and particularly parked vehicles. It is essential that if buses are to be a reasonable alternative to the private car, they must be safeguarded as far as possible from the effects of traffic congestion. Buses, because of their large carrying capacity, should not be regarded in the same way as the private car. (5.91/5.92)
- d accessibility: it is equally important to ensure that buses have adequate access at either end of their journey into both housing areas and town centres in addition to priority measures along routes. (5.10)



(5.92)



Mechanical unreliability is a problem (5.73)

Operational Policy

36 When the County Council and the Executive assumed their responsibilities it was agreed that all proposals to reduce the level of any bus service would be halted until a full examination of the public's travel needs was completed. There is quite a variety of services already in operation:

- a normal city services operating with double deck or large single-deck vehicles;
- b trunk services linking towns like Bradford and Wakefield, Halifax and Huddersfield, Leeds and Dewsbury;
- c rural services connecting the country and towns;
- d express services for workers such as the "Fastaway" services in Leeds;
- e central area minibus services for shoppers and from car parks. *(6.13.3)*

This wide range may be enlarged after detailed study by such services as:

- a additional city centre buses linking car parks, railway stations and bus stations;
- b "dial-a-ride" services with flexible routes, allowing booking practically from door to door;
- c express routes using the motorways;
- d Post Office or similar buses for rural areas. *(6.13.4)*

The fare structure within the county is steadily being brought to a uniform scale. *(6.15.1)*



The results of a corporate identity programme are already becoming evident (6.12)

37 To encourage the use of public transport by making travel easier is a major aim of the County Council and the Executive. In October 1974 the MetroCard—a monthly travel pass giving unlimited travel on almost every bus service in the county—was introduced. The response to this exciting innovation was far beyond expectation and approximately 35,000 MetroCards are currently in use. The MetroCard

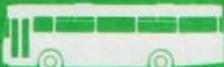
38 The holiday and leisure travel field is being developed. The purchase by the Executive of Hansons, the old-established Huddersfield-based coach firm, has given a substantial foothold in the excursion and tours markets. The Executive will encourage excursion traffic using both local rail services and the canal network. (6.17)



MetroCard—How it works (6.15)

can be bought at 10 points throughout the county and monthly renewal tickets can be obtained at many sub-Post Offices. Negotiations are proceeding between the Executive and British Rail for the use of MetroCards for rail journeys within the county at an early date. (6.15.3/6.15.6)

Vehicles on order (6.21.1c)

	1975/76	1976/77
	Double-deck 110	Double-deck 125
	Standard single-deck 20	Standard single-deck 10
	Dual-purpose single-deck 5	Dual-purpose single-deck 5
	Coaches 9	Coaches 9
	Midibuses 6	Midibuses 6
	Minibuses Nil	Minibuses Nil
Total	150	155

39 The Executive's policy in respect of rolling stock is that buses should be as reliable as possible, acceptable in aesthetic terms and suitable for the job they are required to do. A major programme of modernisation of the bus fleet is proceeding and orders for new vehicles are shown in the table above.

- 40 The Executive's policy is to expand its fleet of one-man (or woman) operated buses. This can lead to a reduction in the number of staff, the opportunity to pay higher wages for a more responsible job and can afford greater satisfaction for the driver. The Executive intends to fit all service buses, as soon as reasonably possible, with two-way radios to enable drivers to report delays, to report when passengers are left at stops, to enable "control" to give instructions to drivers on the road and as a protection for drivers from assaults. (6.21.3/6.21.4)
- 41 It is the Executive's policy to encourage British Rail to refurbish and maintain its rolling stock to a high standard. The Executive is involved in discussions with the six other PTE's in order to develop, with British Rail, suitably improved rolling stock. (6.22)
- 42 An improvement to passenger facilities is a top priority of the County Council and the Executive. New bus stations designed to a high standard were already under construction in Bradford and Huddersfield in 1974 and similar projects in other centres were at various stages of development or planning. This policy is continuing and it is intended that over a period all bus stations in the county should be efficient and attractive. In addition to the major bus/rail interchange in Bradford and a possible scheme involving Leeds City Station, smaller interchange developments at other strategic railway stations are being considered. A substantial bus shelter erection programme has been started and during the first year provision was made for the erection of approximately 200 shelters on sites throughout the county. (6.3)
- 43 It is policy to encourage more passengers to use railway services in West Yorkshire and when Section 20 of the Transport Act 1968 is applied to the county from 1 January 1976 it will be the special duty of the Executive to review the rail passenger services provided by British Rail within and to places up to 25 miles outside the county and to enter into an agreement with British Rail to provide the services required and to make payment to them to cover any operating deficits. In advance of that date, however, work has been put in hand by British Rail, at the request and the cost of the Executive, to make some improvements on the Wharfedale Line involving the provision of public address systems at unmanned stations and the raising of platform heights. Additional trains are to be provided on that line and also between Leeds and Bradford from 5 May 1975. The question of long and medium term strategies for rail services are to be answered in

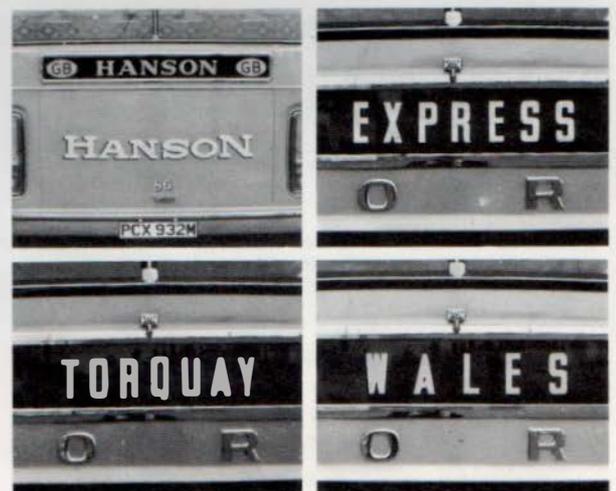
the Transportation Study which is under way. This will examine existing services and also the potential for re-opening former lines and stations and for constructing new ones. (6.4)



All buses will be equipped for two-way radio-control (6.21.4)

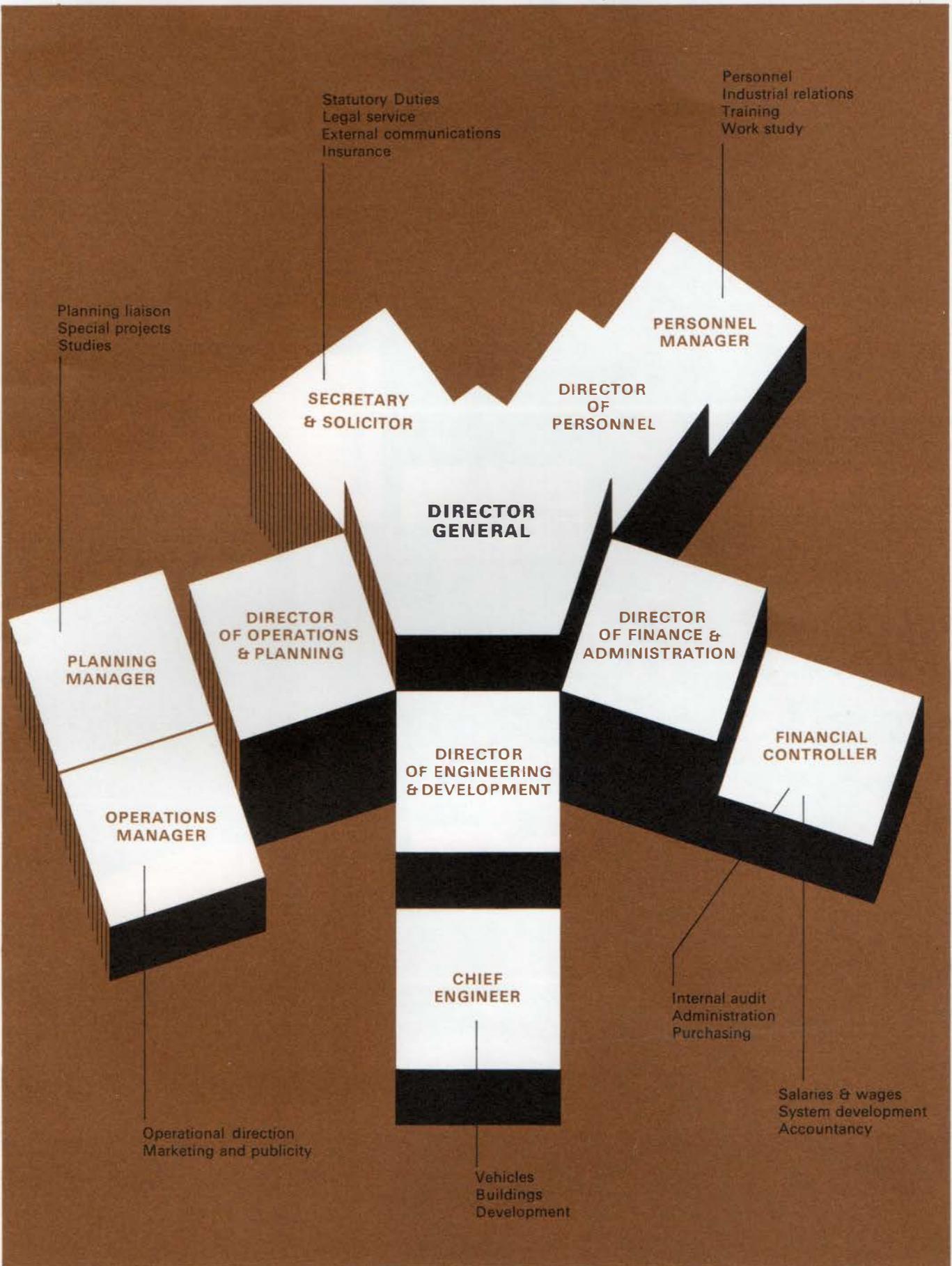


A substantial programme of bus shelter erection has begun (6.35)



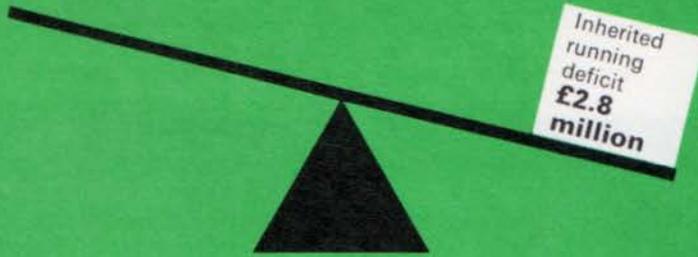
Revenue from leisure travel is expected to grow (6.17)

Organisation of the Executive (7)



Financial Position, Prospects and Policy (8)

31st March 1974 Inherited running deficit



1st April 1974 1974/75 Deficit allowing for 12½% inflation



1st April 1974 Financial policy adopted

Increased fares in May/July £1.7 million	County Council contribution £3.5 million	1974/75 Estimated running deficit £5.2 million
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August 1974 Inflation grows from 12½% to 20%

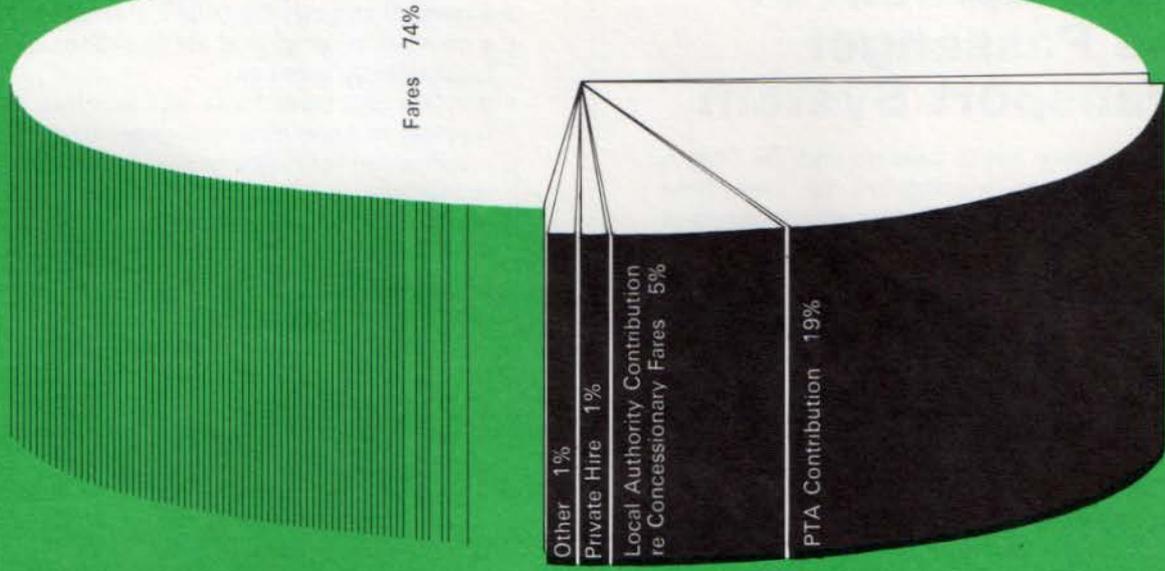


November 1974 Revised financial policy adopted

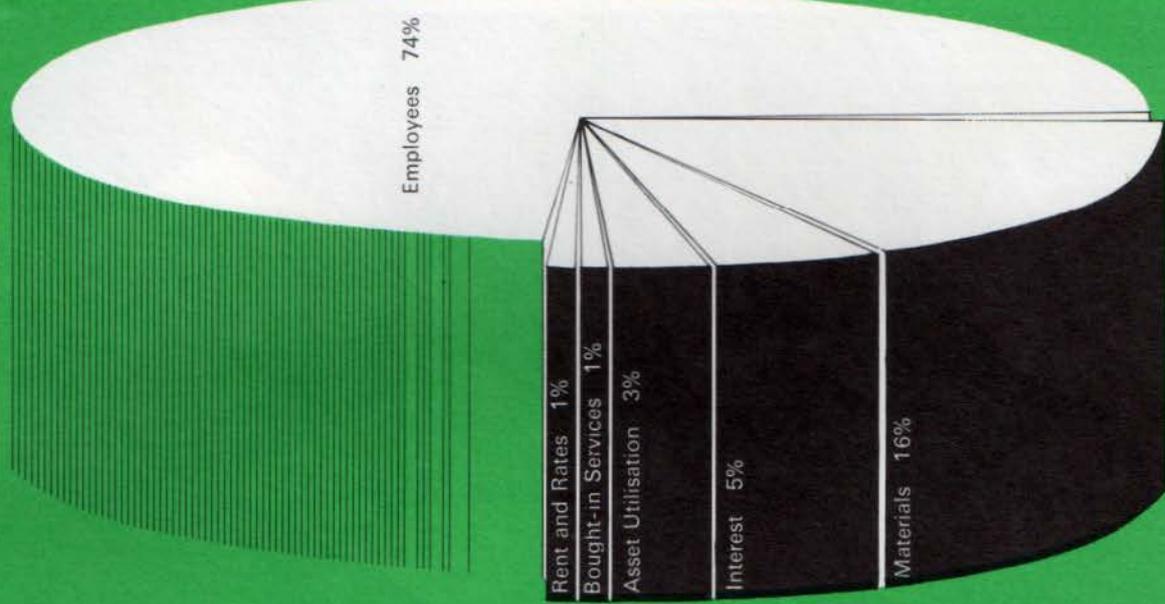
Increased fares from Jan. 1975 £0.857 million	Extra County Council contribution £0.875 million	Inflation at 20% + contribution to NBC £200,000 less savings in 1974/75
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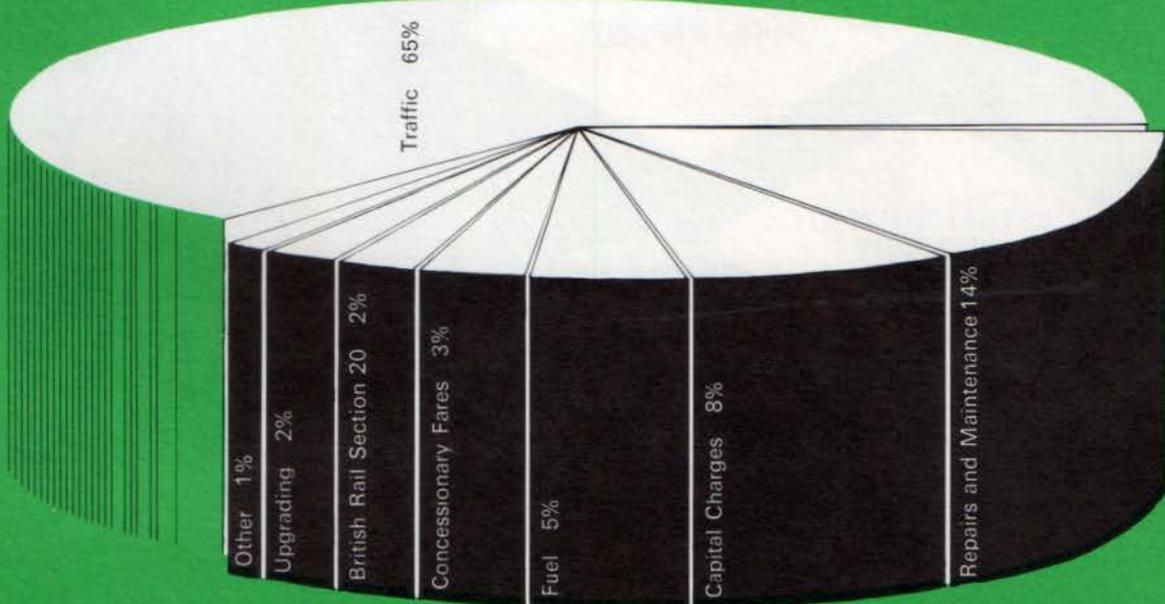
Income 1975/76



Expenditure 1975/76 (Subjective Analysis)



Expenditure 1975/76 (Objective Analysis)



Future Development of the Passenger Transport System

46 The Executive has to prepare and the County Council to publish a detailed plan describing their proposals for the future development of the passenger transport system by the end of March 1976. However, a request has been made that production of the document should be delayed in order to give more time to obtain the information required. This information is being collected as part of the Land-use/Transportation Study and should be available in mid-1977. Obviously this material should form a common basis for the Structure Plan and the Executive's Plan. It is hoped that this document will include a review of:

- a general land-use prospects;
 - b overall transportation needs;
 - c conclusions of the Transportation Study;
 - d a general strategy for public transport;
 - e a detailed strategy and set of proposals for local railway services;
 - f detailed proposals for re-shaping bus services to meet new passenger demands;
 - g justification for major capital investment in public transport;
 - h plans to help to solve the rural transport problem, and;
 - i proposals for improving the reliability and regularity of bus services.
- Further investigations proceeding at this stage are the Bradford Bus Study (due for completion in June 1975), the Huddersfield Urban Bus Study (due for completion in summer 1975) and the Road/Rail Interchange Study (due in April).

Finding out what people need (9 22)

