

## **The West Yorkshire Bus Strategy 2006-2011**

### **1 INTRODUCTION**

- 1.1 The Bus Strategy (2006-2011) forms part of the second West Yorkshire Local Transport Plan (LTP). It replaces the Bus Strategy that formed part of the first West Yorkshire Local Transport Plan covering the period 2001-2006.
- 1.2 The Bus Strategy has been developed in the context of the Local Transport Plan objectives and the guidance from the Department for Transport relating to Local Transport Plans, Bus Strategies and Accessibility Planning. It has also been developed to meet the requirements, set out in the Transport Act 2000, that Local Transport Authorities must develop Local Transport Plans “for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within their area”.
- 1.3 The Strategy has been prepared in consultation with the public, the West Yorkshire and neighbouring Councils, bus operators, user groups and evidence from market research and other feedback from users and non-users. The analytical work underpinning the bus strategy makes use of recent research data published by the Transport Research Laboratory. In respect of operators, extensive dialogue has taken place with major operators and the Confederation of Passenger Transport representing the views of smaller operators.
- 1.4 The Strategy is holistic and covers every aspect of the bus journey starting from perceptions of bus travel through to giving feedback after the journey and its implications.
- 1.5 The Bus Strategy will be subject to periodic review. Action plans will be developed which will include the use of demand management to complement the supply side initiatives contained in the Strategy. It will be subject to review and refinement as market conditions change and to reflect new opportunities, including funding sources such as the Transport Innovation Fund.
- 1.6 The Bus Strategy will also reflect and take into account the outputs from Metro’s review of tendered services and Accessbus, The National Audit Office report, “Delivery Chain Analysis for Bus Services in England” and the establishment of the North West Centre of Excellence on the Gershon Report.
- 1.7 The elements of the bus strategy relating to ticketing are set out in more detail in Metro’s Ticketing Strategy. Those relating to passenger information are set out in Metro’s Information Strategy.

## 2 VISION AND OBJECTIVES

2.1 The Bus Strategy has been developed to reflect Metro's longer-term aspirations for public transport as set out in its 20 year Vision. Public transport should be:

- Easy to understand and easy to use
- Accessible to all
- Attractive to all
- Reliable
- Affordable
- Efficient
- Safe and secure

2.2 Metro has an over-arching policy for bus services in West Yorkshire:

*“To ensure, in partnership with operators, highway authorities and others that bus services are as effective as possible in meeting the travel needs of the people of West Yorkshire, serving both existing passengers and attracting additional patronage, including modal shift from the car”*

2.3 Metro's approach to partnership embraces voluntary arrangements, such as Bus Statutory Quality Partnerships, as well as partnering arrangements within a contractual framework. An example of the latter is Metro's successful joint working with Arriva Trains Northern and Northern Rail in improving rail performance (punctuality and reliability), securing funding for additional capacity and improving passenger facilities.

2.4 The Bus Strategy has been developed to help meet the shared objectives developed with the Department for Transport and the objectives of the second West Yorkshire Local Transport Plan. The over-arching objective is:

**“To develop and maintain an integrated transport system that supports economic growth in a safe and sustainable way and enhances the overall quality of life for the people of West Yorkshire”**

The components that make this up are:

### **Delivering Accessibility**

- To improve access to jobs, education and other key services for everyone.

### **Tackling Congestion**

- To reduce delays to the movement of people and goods

### **Safer Roads**

- To improve safety for all highway users.

### **Better Air Quality**

- To limit transport emissions of air pollutants, greenhouse gases and noise.

### **Effective Asset Management**

- To improve the condition of the transport infrastructure.

The relationship between the Bus Strategy and the Local Transport Plan is detailed in Appendix 5.

#### 2.5 The Bus Strategy also supports:

- The action plan of the Northern Way Growth Strategy, which includes the statement that “We must also invest in creating better integrated transport services within and between our city regions” as one part of an approach to address regional differences in economic performance.
- The Department for Transport target of 12% growth in public transport trips nationally by 2010 with growth in all regions.

2.6 The Local Transport Plan and Bus Strategy both recognise that whilst bus patronage should not be a transport objective per se, the level of patronage will have a direct and causal effect on the network that can be provided and associated fare levels, and hence have a strong influence on mode share and accessibility, two of the Shared Priorities at the heart of local transport planning. The introduction of free local concessionary bus travel from April 2006 will increase the use of buses by senior and disabled travellers. Whilst this is to be welcomed it will not in itself support improved accessibility for employment and education/training purposes or improve mode share at peak times and thereby help to address congestion. It is therefore proposed that the Bus Strategy should consider usage by both concessionary and non-concessionary passengers in setting objectives and targets.

#### 2.7 The proposed objectives of the Bus Strategy are:

- To increase patronage for all categories of bus passenger (senior, disabled and child concessions, non-concessionary).

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- To achieve modal shift towards the bus and away from the car.
- To increase satisfaction with bus services.
- To improve reliability and punctuality to the aspirational targets of 99.5% of buses running and 95% of buses running on time.
- To improve accessibility to bus services, requiring sustained improvement in the physical accessibility of vehicles and infrastructure.
- To improve the overall accessibility level provided by the bus network.
- To improve value for money for users and financial sustainability for the public sector.
- To improve confidence in bus services.
- To improve confidence in bus services through improved perception/actual safety and security.

2.8 The Bus Strategy has also been formulated to underpin the achievement of Local Transport Plan targets, including the locally derived targets as well as mandatory indicators set by the Department for Transport.

2.9 The Bus Strategy is a daughter document to the Local Transport Plan. Whilst the Bus Strategy makes no *specific* mention of Demand Management, it supports and complements the Accessibility and Congestion strategies and hence the Demand Management measures within the Plan.

2.10 The bus patronage target is derived from modelling work, including the impact of the proposed free local bus travel from April 2006, demand elasticities, demographic trends, future land-use patterns and the current cost pressures affecting the bus industry and, hence, fare levels. In line with DfT guidance, no new major schemes have been assumed in modelling future patronage. This work indicates that concessionary travel (senior citizens and disabled persons) could increase by up to 40% (although this should be treated with a high degree of caution). In contrast, bus usage in other categories is forecast to fall by at least 14-15%. This is considered an unacceptable outcome and demand management measures will be implemented to reduce this fall to around 6%. The target bus patronage for 2010/11 is therefore 210 million trips per annum, an increase of 5% compared to the 2004/05 baseline.

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2.11 The relevant LTP targets are set out below:

<b>Performance Measure</b>	<b>Target by 2010/11</b>	<b>Target by 2015/16</b>
Bus Patronage	Target of 5% growth in patronage. This involves a combination of the measures outlined in the strategy along with demand management measures as identified in the Local Transport Plan	Target of growth of 17% involving strategy measures and demand management as outlined in the LTP.
Satisfaction with bus services	An increase of 8% is forecast using BVPI104 from a score of 54 to 59. Metro intends to also monitor satisfaction through tracker surveys which are more representative of users with the current score of 7.0 rising to 7.5.	An increase of 14.5% in BVPI104 to 68 and an increase in Metro's tracker score to 8.0.
Bus Service Punctuality	The target for bus punctuality remains at 95% within the window of -1 and +5 in line with the aspirational target of the Traffic Commissioner. As a result of our strategy measures, we expect bus punctuality to achieve 95% with a combination of modelled improvements and Performance Improvement Partnerships.	The target is 95.5% with a combination of measures in the strategy including Performance Improvement Partnerships. As passenger volumes grow, punctuality targets are harder to achieve and hence the modest growth from the 2010 figure.
Bus Service Reliability	Within the punctuality target we expect 99.5% of services to operate. This will be achieved through a combination of measures modelled in the strategy and work undertaken through WYTESA to improve staff retention and recruitment (the main causes of non-operation).	Within the punctuality target we expect 99.5% of services to operate. Maintenance of this target will be challenging as a result of anticipated traffic growth. .
Accessibility	Current accessibility levels will be improved from those identified in Appendix 2. Product awareness (and hence ease of access to the system) will improve by 8%.	Further improvements will be made to both ease of access (up 14.5%) and accessibility.

### **3 EVIDENCE BASE – MARKET RESEARCH AND ANALYSIS**

3.1 The West Yorkshire Bus Strategy has been developed from an evidence base provided by market research of user and non-user views and in-depth analysis of the underlying trends affecting bus patronage and the impacts of policy levers and interventions. The analysis of underlying trends has been undertaken in collaboration with the other Passenger Transport Executives, with the detailed modelling work developed in partnership with South Yorkshire Passenger Transport Executive.

Baseline Data

- 3.2 The starting point for Metro's bus strategy is baseline data relating to patronage, service performance (reliability and punctuality), and user satisfaction (generally complaints).
- 3.3 Patronage across West Yorkshire declined by 2.2% during 2003/04 and 1.7% during 2004/5 a return to decline after two years of modest growth. Overall, bus patronage has declined by almost 19% since 1995/96. This decline is not unique - all regions (except London) have experienced patronage decline in recent years despite many successful partnership initiatives.
- 3.4 Bus services currently fail to meet the targets set in the first bus strategy for reliability (did the service run) and punctuality (did the service run on time) of 99.5% and 95% respectively. Current overall performance for bus reliability is around 99%, less than the target of 99.5%. Overall performance for punctuality is around 84%, less than the target of 95%. Performance varies between operators and areas, with some part of West Yorkshire having experienced in recent years bus punctuality of around 90%.
- 3.5 Congestion is one of a number of factors affecting bus reliability and punctuality. Other important factors include driver and vehicle availability, bus and crew scheduling and revenue collection (degree of on-bus transactions, complexity and ease of payment). A significant number of bus priorities have been introduced since 1994/5 (the first year of the TPP package approach) including three guided bus ways (including traffic signalling improvements) and Bus Quality Corridor approaches in all five District areas.
- 3.6 Complaints about bus operations to Metro have doubled since 2000. There was a 40% increase in complaints between 2003 and 2004. The proportion of complaints to Metro related to the operation of bus services has increased from under 40% in 2000 to over 50% of the total received in 2004.
- 3.7 Despite the decline in the years between 1985 and 2005, the baseline data shows that West Yorkshire still has a relatively strong base of bus patronage, at almost 100 trips per annum per person and with over 50% of the population using a bus on a regular or occasional basis. However, the long-term decline in bus usage has, at best, been stabilised (although there are areas of growth as well as areas of decline). Other indicators (such as increased complaints and uncertainty over ticketing) show that the quality of overall service provision needs to be improved if buses are to provide a sufficiently attractive alternative to meet the Local Transport Plan objectives of increasing the proportion of trips made by public transport and to reduce the demand for car travel. This need is highlighted in anecdotal evidence and comments at consultation events about the poor image of the bus as a mode of transport and its unacceptability to some sections of society.

### Market Research

- 3.8 Metro has commissioned a three-year market research programme, which includes a face-to-face baseline survey and subsequent telephone surveys of users and non-users every six months. The over-arching message from the market research is:

*'Make it Simple; Make it Reliable'* -  
(Dr Sandy Ojochna, Director, Simpson Carpenter)

- 3.9 Further detail about the market research findings is set out in Appendix 1.

### Principal Concerns

- 3.10 The market research and other public consultations have revealed four principal areas of concern with bus services:

- reliability, including punctuality and frequency
- ticketing, in terms of simplicity and value-for-money
- 'hygiene' factors, including the cleanliness of buses and staff attitudes
- personal safety and security

Bus customers consider reliability, punctuality and frequency as significantly more important than all other attributes.

### Accessibility

- 3.11 The wider consultation on the development of the second Local Transport Plans has also identified concerns that bus services do not fully meet policy objectives in providing access to facilities and opportunities. This may in part be a lack of knowledge, but may also reflect the historic nature of most bus routes and the difficulties in providing services to create a demand at, for example, new employment sites.
- 3.12 Metro believes that one of the reasons for the perceptions of poor accessibility and lack of journey opportunities is the result of a complex network in parts of West Yorkshire and the degree of network instability. There is a balance between the development of a network of high frequency services, with interchange opportunities, and a higher number of less frequent direct services. Metro has supported the development of interchange opportunities through investment but other barriers, such as difficulties of timetable co-ordination, cost and network instability means the role of interchange in improving accessibility is diminishing. The work on the Accessibility Strategy will explore these issues further.

- 3.13 Metro is using its accessibility-mapping package (PTAM), the Department for Transport package (Accession) and “Visum” (a network modelling package) to develop a more robust evidence base of accessibility. The Bus Strategy will set out the framework for ongoing review of accessibility and the delivery of actions to enable access to goods and services.
- 3.14 In addition, local planning frameworks are increasingly recognising the need to support and strengthen local centres in addition to town and city centres. This desire is not always reflected in service patterns.
- 3.15 There has also been a trend of increasing journey length particularly to work, which has not been fully reflected in changes to the historical bus network. In particular, commercial services have not developed a role in providing links into the West Yorkshire rail network, which has been very successful in providing an attractive alternative to the car for journeys into Leeds and the other major centres. The lack of early morning and evening bus services may also be instrumental in people “choosing” the car.

#### Analysis of Underlying Trends

- 3.16 The analysis of underlying trends, undertaken by independent consultants Steer Davies Gleave, has considered the impacts of future land-uses, demographics, employment, car ownership and car driver licence holding. This analysis demonstrates that without significant policy interventions, bus use will decline by up to 37% over the next thirty years and car use would increase. The most significant factors in the decline in a ‘do nothing scenario’ are increased car ownership and licence holding amongst women over 60, traditionally a core part of the public transport market although other sectors, including children, also show significant decline.
- 3.17 Further detail about the underlying trends is set out in Appendix 2.

#### Benchmarking

- 3.18 DfT guidance on Local Transport Plans refers to making use of best practice from the UK and elsewhere. Metro has been involved in the North Sea Interreg Programme, which promotes trans-national co-operation, and has developed strong partnership arrangements with Bremen (Germany) and Goteborg (Sweden). Metro considers that there are transferable experiences from these cities in terms of bus service provision. For example, Goteborg has high public transport usage (approximately double per head of population), even though car ownership is higher than in West Yorkshire, on an extensive network that is specified by Vasttrafik (the regional Passenger Transport Authority) and operated by over 30 private companies, including cooperative arrangements between a number of smaller companies. Vasttrafik have described a recent history (since 1990) that showed strong patronage growth through measures such as common branding and simplified ticketing. Metro would like to develop further the liaison and learning from comparator EU cities and intends to seek further Interreg funding for this purpose.



#### **4 THE BUS MARKET IN WEST YORKSHIRE**

- 4.1 The bus market in West Yorkshire is dominated by two of the major bus groups, First and Arriva, who between them have over 80% of the market. The other significant operators are generally considered to be Keighley and District Travel (part of the Transdev) and Stagecoach in Yorkshire, who between them have around 10 % of the market. There are a further 40 (or so) smaller operators providing services across West Yorkshire.
- 4.2 Despite the large number of operators there is little competition for tenders on Metro supported services designed to meet social needs, with a current average of 1.04 bids per tender. It is difficult for Metro to use a competitive process to demonstrate Best Value in these circumstances.
- 4.3 The larger bus companies have, for a number of reasons, experienced driver shortages in recent years and report problems in recruiting and retaining staff. This means that service expansion may be difficult to achieve through partnership with these major players. Metro has had difficulty in introducing new services following successful Bus Challenge bids because of the lack of capacity in the sector. Metro has initiated the West Yorkshire Transport and Skills Alliance (WYTESA) in partnership with operators and educationalists to address skills and capacity issues.
- 4.4 Metro recognises the need for private sector bus companies, whether privately owned or plc, to make reasonable profits in order to sustain investment in new vehicles and other aspects of quality. Nevertheless, Metro is concerned that market reports consistently indicate the West Yorkshire subsidiaries of one of the largest groups, First, have consistently returned profits in the region of 17%, compared to typical industry returns of 10%-12% in Shire County areas and 8%-10% in London. The difference between the profitability of the West Yorkshire operations and the industry norm equates to around £6 million per annum. Recent substantial cost increases have put increased pressure on the profitability of all operators.
- 4.5 Metro is therefore concerned that the current framework does not allow it to demonstrate value for money for expenditure on tendered services (£18 million per annum) or to capture for local people the products of the endeavours of West Yorkshire based operations and the partnership approach of recent years. These concerns will increase from April 2006 when expenditure on concessionary travel will increase significantly from the current £21 million per annum with no linkage to service levels, vehicle standards or network coverage. A demonstration of this effect is that the average fleet age in West Yorkshire has increased from 8.5 years in March 2000 to 9.4 years in March 2004.

## **5 POLICY LEVERS – POTENTIAL INTERVENTIONS THROUGH THE BUS STRATEGY**

- 5.1 Metro is only able to directly influence the provision of tendered services which form around 20% of the total network. Metro's principal policy for tendered services is to provide accessibility (in line with LTP objectives) within budget availability and subject to value for money criteria. In general Metro considers that services that attract twenty or more passengers per journey should be commercially viable and those that attract less than six passengers do not represent value for the use of public funds. Metro does support some services that carry less than six passengers in order to allow the market to develop, sometimes on a "use it, lose it" basis. Metro also places greater emphasis on meeting essential travel needs where no alternative exists as part of its commitment to the rural areas of West Yorkshire. Metro is refining its policies for tendered services through the best value review process which has included consultation with operators, users and stakeholders.
- 5.2 Bus operators in West Yorkshire receive money through both the concessionary fares scheme and Bus Service Operators Grant (BSOG). Neither of these sources of revenue is linked to objectives in the Bus Strategy or to national Government objectives. Increases in funding in these areas would not necessarily meet all of the strategy objectives. Should a Quality Contract be required, BSOG would be paid directly to Metro and could therefore be focussed on Bus Strategy objectives and outcomes.
- 5.3 Metro is also concerned that the current framework leads to sub-optimal use of the tendered service budget. Metro is reluctant to automatically invite tenders in response to the deregistration of commercial services (with the only bid coming from the operator deregistering the service) as this would lead to further de-registrations and result in public support for services that are commercially viable. The consequence is that a number of potentially high value for money supported services are not tendered because of the fear this would trigger further deregistration.
- 5.4 Metro has used a forecasting model, developed by Steer Davies Gleave on behalf of Metro and SYPT, to investigate the impact of various policy levers on bus patronage, resource costs and passenger revenues. A description of the model is in Appendix 4. The most effective and appropriate policy levers (or interventions) have been identified in relation to the extent that they could affect aspects of the "bus experience" particularly reliability, punctuality, product awareness, quality and hence satisfaction. This has been consistently identified both by consultation through Passenger Consultative Committees and the market research above to be the main driver in relation to satisfaction with and patronage growth on bus services (see Appendix 1).
- 5.5 The main policy levers identified are fare levels including concessions, bus priority, real time information, bus stop upgrades, network stability, common branding, marketing effort and simplification of fares. These were selected by using a weighted matrix to identify out of a wide range of options, the levers

that would have the greatest effect on reliability, punctuality, accessibility and satisfaction and as a result improve patronage. The nature of these effects is dealt with in more detail in Appendix 3.

- 5.6 The modelling shows the effects of these carefully selected levers on potential patronage levels against the base case scenario of decline due to demographic changes and fares effects. The basis for the model is the elasticities of demand identified in the Transport Research Laboratory report "The Demand for Public Transport" along with Market Research, PTE statistics, and a literature review including the Commission for Integrated Transport, Transport Statistics Bulletin and The Bus Industry Monitor from TAS consultancy. A number of assumptions have also been made in the model based on the experience of both Steer Davies Gleave and Metro in public transport issues.
- 5.7 Two broad scenarios, covering the range of approaches envisaged by the Transport Act 2000, have currently been modelled. One shows the effects of continuation of current policies available to Metro through the current form of partnership and full use of voluntary agreements and a realistic implementation timescale. The second shows a more radical scenario based on greater intervention in the market and the adoption of common approaches by all operators to simplify the 'bus product'.
- 5.8 The conclusion from the modelled scenarios is that the current approach has been successful in reversing decline and has achieved growth in some areas. However, this growth will not be sustained because underlying demographic trends and operator's traditional responses to market trends will have more impact on patronage than the policy levers available. The modelling work indicates that a more radical approach is required to achieve patronage growth on bus. The model testing and these conclusions are reflected in the strategy set out in section 6.
- 5.9 Metro, in partnership with Leeds City council and other authorities, is considering options for Bus Rapid Transit in the Leeds City Region. The bus strategy is intended to provide the framework to achieve modal integration in line with DfT guidance.

## **6 THE WEST YORKSHIRE BUS STRATEGY 2006-2011**

- 6.1 The Bus Strategy is set out in the context of Metro's 20 year vision for public transport and to achieve the shared priorities of reducing congestion, improving accessibility, safer roads, improved air quality and better asset management.

### **Easy to Use and to Understand**

- 6.2 The strategy aims to make bus services easier to use and understand by:

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- greater network stability, reducing significantly the number of service change dates and ensuring that “end dates” can be posted on timetables. Metro will play its part in achieving this objective.
- providing customers with a clear understanding of the quality of service to be provided with consistent delivery.
- Metro has preference for common branding that conveys the nature of the service rather than individual operators. There may also be a case for some element of local branding. Metro wishes to institute research into branding, jointly funded by operators and to pilot the results.
- simplifying ticketing, in part through the introduction of smartcard tickets, with validity based on time and/or geography, designed to improve interchange and integration and not designed to protect individual company market share.
- simplifying fare structures with common fares for similar journeys and encouraging the use of interchange through fares policies.
- integration of tickets with other modes for example but not exclusively rail and/or rapid transit.
- programme of network reviews, in partnership with operators, to determine the balance between congestion and accessibility objectives, efficiency, simplification of presentation to users and potential users and achieve financial sustainability, in part using real time technology using supplied ticket machine data.
- providing in-bus information, including route maps and next-stop information partly through the use of technology.
- improved information about interchange options.
- providing accurate, up-to-date information at every stop as Metro’s Information Strategy.
- providing “real time” information availability at every stop by mobile phone and/or static display.
- further development of web based and telephone information services.

### **Accessible to All**

- 6.3 There are two components to the aspect of the Vision that public transport should be accessible to all. One relates to the accessibility of the service in terms of addressing barriers (primarily physical) that might prevent usage. The other relates to the availability of a service/s to allow destinations to be reached.

#### Accessibility

- 6.4 The strategy aims to make bus services easier to use and understand by:

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- An earlier than target date for the introduction of a fleet that meets Disability Discrimination Act (DDA) requirements.
- ensuring all bus stations and recognised interchanges are fully compliant with the DDA 1995 and associated regulations. This involves the production and updating of accessibility statements and ensuring that the investment programme funded through the Local Transport Plan includes any further works required to make these facilities fully accessible.
- the ongoing programme to improve accessibility at and around bus stops through a combination of for example kerbing works, Bus Stop Clearways, other highway markings and enforcement ( including decriminalisation of parking enforcement powers and use of bus lane cameras) in partnership with the Councils of West Yorkshire.
- ensuring signage and other written information through the public transport system meets current standards of legibility, clarity and presentation.
- implementation of the “Yorkshire Bus” programme.
- ensuring that destination blinds are legible and working.

### Availability

6.5 The availability of bus services is a product of bus routes, frequency, times of operation, fares and the opportunity to interchange between services/modes in order to increase the number of journey opportunities.

6.6 The strategy aims to ensure a wide availability of bus services by:

- taking a more holistic approach to network planning to ensure that the network of bus services support each West Yorkshire Council’s core policy objectives as well as commercial criteria. This approach would involve
  - undertaking a rolling programme of network review, in partnership with operators, using accessibility mapping tools and local involvement, to refine the current network to both provide an attractive service on core routes to current and potential customers and to achieve improved accessibility for socially disadvantaged groups.
  - basing the network review on the principles of a core of high frequency direct services, and a secondary network of (generally) lower frequency services providing access to local centres as well as connecting communities to key facilities (such as , but not limited to, employment, health, education/training and retail). Such work to be done in partnership with operators using ticket machine data.
  - seeking to improve opportunities to interchange with other modes including rail and rapid transit.

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- seeking funding through the Sub Regional Investment Plan process and other sources to develop the capacity of the Community Transport sector and to seek ways to integrate services in this sector with conventional bus services.
  - implementing other aspects of Metro's Accessibility Strategy.
  - seeking to expand the role of demand responsive bus services to serve areas of low demand and to provide a door-to-door service for people unable to use mainstream public transport.
- 
- increase potential journey opportunities by making interchange easier through ticketing initiatives and timetable co-ordination at defined interchange locations.
  - working closely with Planning Authorities to influence land use planning and the Development Control process to support bus provision, and to secure developer contributions towards the provision of bus services.
  - working in partnership with District Councils, neighbouring authorities and operators to improve, where required, cross-boundary links to for instance health and employment.
  - supporting the development of the role & capability of the voluntary sector in the provision of high quality community transport, to complement the commercial & tendered bus networks.

The Bus Strategy will form a key component in the delivery of the Accessibility Strategy, which will also involve other aspects of transport planning as well as partnership working with other agencies such as Jobcentre Plus, Primary Care Trusts and Social Services.

### **Attractive to All**

6.7 The strategy is designed to make bus services more attractive through:

- developing a brand strategy (including brand values and standards) for public transport in West Yorkshire which is aspirational and would appeal to current non-users and reduce the perceived stigma associated with using the bus.
- improving the customer/driver interface through driver training and information initiatives in the main through WYTESA.
- adopting a common compensation policy to best practice standards when things go wrong to increase customer confidence.
- developing specific bus products for market segments, such as Metro's current focus on young people through initiatives such as the MyBus Yellow Bus project.
- managing a bus customer programme, with offers and benefits for regular users and other key customer groups.

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- ensuring complaints are dealt with to common best practice standards and measuring satisfaction to common standards.
- developing the Yellow Bus programme and other educational initiatives to encourage more journeys to school by bus, supporting wider educational objectives and reducing congestion at the school gate.
- working in partnership with other organisations to improve the attractiveness of the whole “bus offer” including interchanges, vehicle design and hygiene factors such as interior and exterior bus cleanliness.
- investigating the possibilities of new fuels and technologies to improve the attractiveness and sustainability of bus travel.
- investing in new vehicles to reduce the average fleet age during the period of the strategy (or alternatively, refurbishing older vehicles to comply with new vehicle standards).

### **Reliable**

6.8 Reliability along with punctuality are key elements to patronage growth. Isolating buses from traffic congestion and reducing boarding times are important components of the strategy. Measures include:

- simplifying fares and introducing new ticketing systems (such as Smartcards) to reduce boarding times and fares queries/confusion.
- introducing a performance incentive regime on supported (either tendered, de minimis or Quality Contract) services.
- introducing Performance Improvement Partnerships, using data from the real time passenger information system, in partnership with operators and the West Yorkshire Councils’ Traffic Managers.
- improving the enforcement of bus priorities, including the adoption by Councils of de-criminalised parking enforcement powers and the use of bus lane enforcement cameras.
- implementation of the Local Transport Plan programme of traffic management and bus priority funded from Integrated Transport Block Allocations.
- Subject to funding, implement the Yorkshire Bus, A65 Kirkstall Road and other major schemes.
- setting targets for reductions in journey times and improved consistency of journey time on key corridors (including both over all journey time and the degree of variability), achieving these through bus priority measures and monitoring the achievement of these targets in partnership with the West Yorkshire Councils and operators potentially through the Yorkshire Bus Initiative.

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- collaborative work, in partnership with operators and educationalists, through WYTESA to address skills issues and improve staff recruitment and retention.
- stabilising the bus network to improve passenger confidence and stimulate passenger growth.
- Working in partnership with the Traffic Commissioner on improving reliability and punctuality

### **Affordable**

6.9 Affordability is a major issue for socially disadvantaged groups and for non-users whose perception may be that fares are higher than they actually are (research by CfIT). Additionally the costs of motoring are expected to decline in real terms over the life of the Strategy. The measures envisaged include:

- Assessing the impact of changes in concessionary fares and evaluating required actions.
- mechanisms to ensure that the cost of bus and car travel become more equitable, including an objective of keeping increases in fares to the general rate of inflation and exploring ways of achieving added value for bus customers.
- seeking to improve “value for money” for the consumer of local bus services.
- introducing ticket products (as part of a general review) with sufficient flexibility to meet the needs of occasional and part-time workers.
- introducing special ticket products (as part of a general review) with sufficient flexibility to help socially disadvantaged groups.
- simplification of fares to make them more understandable to non/occasional users.
- greater market segmentation to arrest the projected decline in key groups by seeking additional funding.
- reducing the penalty for interchange.
- assessing opportunities for a new ticket product range through the “Yorcard” project.
- consider the role of fiscal demand management measures through Transport Innovation Fund pump priming activity

### **Efficient**

6.10 The strategy is designed to generate passenger growth and to significantly increase revenue streams coming in to public transport to re-invest in improvements in the system. The measures to improve efficiency include:



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- increasing competition, including encouraging new entrants for supported services to achieve greater value for money.
- setting higher standards for all services including supported services.
- measures to reduce delays to buses and improve vehicle utilisation for example through the Yorkshire Bus initiative.
- exploring new opportunities for partnership working with the West Yorkshire Councils to improve the use of resources in line with the Gershon Report (Releasing resources to the front line. Independent Review of Public Sector Efficiency, July 2004) and partnership working to reduce journey times.
- a network review process to optimise the use of vehicle and staff resource over the whole network.
- improved traffic management and enforcement of Traffic Regulation Orders.
- ensuring that the benefits of Metro investment is maximised by equivalent investment by Operators including the development of new partnership arrangements based on “open book” principles.
- working in partnership with major operators and CPT Yorkshire (representing small operators) on a three year business plan for each concern to improve longer term efficiency of the system.
- implementing the congestion strategy, including demand management measures, set out in the Local Transport Plan

### **Safe and Secure**

6.11 The strategy aims to make bus services safer and more secure (as identified as a priority in the Market Research) by:

- implementing CCTV on all buses and at key interchanges.
- developing campaigns to modify the perception of bus travel amongst users and non-users.
- developing campaigns to modify, where appropriate, the behaviour of users to give greater respect to all who work in public transport.
- introducing more demand responsive services, especially at night including evaluating opportunities for the provision of “night buses” where appropriate and exploring the role of Community Transport.
- greater partnership working with partners and the police to pool resources.
- setting up a rapid response team (or other security initiatives using modern technologies) to further enhance the perception of safety and security amongst the public and bus company staff.
- investigating and implementing improvements in vehicle design and allocation to reduce safety concerns.

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- continuing to improve the management and design of Metro's interchanges to reduce anti-social behaviour.
- continuing the implementation of high quality, well-lit stops in more locations.
- working in partnership with the Councils of West Yorkshire to improve the stop environment.
- recognising that poor punctuality/reliability impacts on perceptions of safety and security.

6.12 A summary of the key measures within the strategy is in Appendix 6

### 7. IMPLEMENTATION

- 7.1 Metro will continue to develop its initiatives to improve the quality, reliability, accessibility and affordability of public transport, utilising the full range of available powers. Accordingly, it will continue to subsidise bus services, in line with WYPTA policies and within its available budgets (where required to ensure that essential public transport requirements are met, where these would not otherwise be met on a wholly commercial basis).
- 7.2 It will also continue its programme of investment in improvements to public transport infrastructure, to improve the quality of shelters, interchanges and bus stations, and working with its highway authority partners, seeking to improve on bus journey times and reliability on core routes, for example by the use of segregated bus ways, signal priorities and traffic regulation orders. Initiatives planned for the next Local Transport Plan period include a major new bus-rail interchange at Castleford and significant expenditure to improve the quality of bus shelters and extend the provision of bus stop information.
- 7.3 Metro is evaluating options for Bus Rapid Transit (BRT) systems within West Yorkshire. As part of this evaluation, Metro will develop initiatives to maximise the integration of BRT services with bus and other public transport services, for example through service co-ordination, fares, the provision of feeder bus services to extend accessibility to BRT, provision of common timetabling information and, if practicable, a common brand for the BRT and related bus services.
- 7.4 Whilst such supply side initiatives, along with the approach to demand management set out in the Local Transport Plan, will improve the overall quality and perception of bus services, Metro's research indicates that they may not be sufficient on their own to achieve the step change in bus use necessary to achieve Metro's overall objectives. The surveys and research commissioned by Metro clearly indicate that reversing the long-term decline in bus use will require step changes in the perception of the bus and in particular significant improvements in:

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- reliability, including punctuality and frequency as well as stability of the Network
- ticketing, in terms of simplicity and affordability
- hygiene factors, including the quality of vehicles, cleanliness of buses and the driver/customer interface
- perceptions of personal safety and security
- integration with other modes of transport, including rail and light rail once introduced
- Improving public perceptions of bus travel, including branding, information and marketing

7.5 Metro's travel concession scheme will continue to provide access to affordable public transport to senior citizens, disabled persons and children, and will be boosted by recent government announcements concerning the introduction of free concessionary travel on local bus services for senior citizens and disabled persons.

7.6 Whilst Metro's subsidy and investment policies can assist in promoting improvements in these areas, major improvements can only be obtained in partnership with operators and the West Yorkshire Councils. Partnerships with bus operators can be broken down into three essential types:

- voluntary partnerships, with no legal obligation on the parties to enter into or keep to the proposed arrangements
- individual partnership initiatives in which Metro has the power to require operators to enter into in relation to specific aspects of their activities (but excluding fares and frequencies)
- bus quality contracts under which Metro sets the principal terms governing the provision of bus services in West Yorkshire or specific areas of West Yorkshire.

7.7 Metro has a good track record of successful voluntary partnership with operators and will continue to develop partnership approaches that help the achievement of the Local Transport Plan and Bus Strategy objectives and which represent Value for Money. Examples of potential partnership approaches include voluntary codes of practice, voluntary ticketing schemes and voluntary quality partnerships.

7.8 Voluntary partnerships have traditionally had the major role when transport authorities have sought to introduce improvements in passenger transport provision in conjunction with operators. Thus, bus operators have voluntarily agreed to adapt their buses to use guided bus ways, and otherwise to invest in improved vehicles to reflect improved facilities financed by such authorities.

- 7.9 In the next Local Transport Plan period some of the concerns expressed earlier about the reliability, attractiveness and affordability of existing bus services could be addressed through the voluntary route. In addition to bus priority measures, examples could include extending Metro's existing ticketing schemes to include a wider range of day tickets, tickets targeted at specific sections of the community such as occasional or part time workers or other socially disadvantaged groups and agreeing voluntary codes and targets with operators limiting the frequency of service changes or setting published targets for punctuality and reliability.
- 7.10 There can, however, be weaknesses in this approach to improving overall public transport provision. For example, the failure of some operators to agree to participate in such arrangements can undermine the integrity of such schemes. Measures to promote improvements in overall perceptions of bus travel may make operators unwilling to participate if they consider that this may place them at a commercial disadvantage. There may also be difficulties in extending such voluntary schemes to include such matters as ticket prices (even in the context of multi operator or multi modal tickets) or integrating bus service routes or timings with other bus or public transport services, in the light of competition legislation governing the potential penalties for anti-competitive practices.
- 7.11 Metro does have a range of powers to specify or agree legally binding service arrangements or standards on bus operators, which (other than in respect of the tendered bus service network) have not been used significantly, as Metro and other transport authorities have relied on a voluntary approach. Powers include:
- specifying the route, service standards and fares for the subsidised bus network under Metro's powers to contract for services required by the public which would not be provided solely on a commercial basis. As stated above, however, Metro's use of such contracts is limited by budgetary constraints and there are concerns that in the absence of an active market for such contracts in West Yorkshire, Metro may not be receiving value for money from the bids received for such contracts.
  - statutory quality partnerships under which, in return for providing particular facilities in their area, Metro can impose minimum standards of vehicle provision and other service standards which those operators using the facilities must comply with. A major restriction on the use of such quality partnership schemes is, however, that they cannot specify requirements as to frequency or timing of services or fare levels
  - statutory ticketing schemes under which Metro may make ticketing schemes in which operators are required to participate, which provides tickets valid for use on more than one operators bus, rail or light rail services. The Competition Law rules governing such schemes, however, prevent them being used as a mechanism to dictate service routes or the frequency or timing of services and there are restrictions on how fare levels can be set through such arrangements. In particular, there is dispute about whether

transport authorities can control or influence the ticket prices under such schemes, and therefore a danger that operators who oppose them may make such schemes financially uncompetitive.

7.12 Whilst such statutory initiatives could have a role to play in improving the overall quality, accessibility and affordability of bus services, they are subject to budgetary and statutory constraints which limit their effectiveness in ensuring that adequate, affordable and integrated bus service networks are available to the public which meet minimum punctuality or reliability criteria. In addition, they do not fully address other issues, such as simplifying the bus offering through branding and improving network stability.

7.13 As shown above, partnership will continue to play a part in a number of initiatives within the strategy. Operators have largely been supportive of the Bus Strategy but some areas remain difficult, for instance:

- Bus services as feeder services for rail (one major operator has stated that they would not “condone or support” such a proposal)
- Ticketing and Smartcards
- Branding

However achieving a step change in bus services and associated modal shift from car to bus may involve the use of levers and policies that may only be achieved through the introduction of Quality Contracts.

7.14 Under a Quality Contract scheme a transport authority can determine the network of services to be provided in its area, the levels of fares to be charged for such services and the standards to which such services are to be provided. Contracts are let for the provision of bus services, on an exclusive basis, in particular areas, to the transport authority’s specification. The adoption of this option would therefore empower Metro to regulate the service network to be provided to meet the needs of the community, and the fares and service standards to be met by operators, on a legally binding basis.

7.15 Such contracts, however, require the approval of the Secretary of State which will only be made where it is considered that they are the only practicable way of implementing the policies set out in the bus strategy and will implement those policies in a way which is economic, efficient and effective. They could provide an important tool to Metro in improving the overall standards of service and reliability provided by West Yorkshire's public transport networks, and, by attracting new operators to the West Yorkshire market, address the low number of tenders which Metro is currently receiving for its service subsidy contracts and Metro's general concerns about the value for money and affordability provided by current subsidy contract prices and fares in general.

7.16 Against these advantages, however, Metro would need to be satisfied that there is no practicable alternative before introducing such schemes, which are in any event subject to detailed consultation and approvals procedures which

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would take some time to implement. Metro would also need to review any potential subsidies which would be required to implement its strategy (net of any savings in relation to its subsidised bus network and reflecting the potential for cross subsidy by operators to off set losses on one route by profits on another).

7.17 Any decision to proceed with a quality contract scheme will only be taken after detailed consultation with local bus operators, representatives of bus users, relevant local authorities and other stakeholders and after a full review of the alternatives and potential affordability of this route. Nevertheless, Quality Contracts do represent a potential route to achieve many of the policies and objectives set out in this strategy.

7.18 The main outcomes of the Bus Strategy, an indication of historical progress and pre-consultation views of the potential deliverability are set out below:

<b>Outcome</b>	<b>Measure</b>	<b>Performance</b>	<b>Deliverability</b>
<b>Patronage</b>	% change in annual performance	In the period 1999/2000 to 2004/5 patronage on bus services has declined by 1.9%.	The modelling indicates that demographic change and fares increases are likely to significantly affect non-concessionary patronage. Various levers are modelled as a baseline and then added to by demand management measures to derive the target.
<b>Punctuality</b>	% change in annual punctuality	In the period 2000 to 2005 punctuality declined by 0.5% to 84% of services within the window.	The modelling identifies and quantifies measures that improve bus punctuality. Coupled with Punctuality Improvement Plans, the target is achievable.
<b>Reliability</b>	% change in annual reliability	In the period 2000 to 2005, reliability has been consistent with around 98.5% of services operating	The modelling identifies and quantifies measures that improve bus reliability. Coupled with the WYTESA initiative, the target is achievable.

<b>Outcome</b>	<b>Measure</b>	<b>Performance</b>	<b>Deliverability</b>
<b>Accessibility</b>	% change in accessibility	Only 35 % of the population has access to early morning bus services. Access to key facilities for food, health, education and employment is significantly worse in the most deprived wards in West	Whilst accessibility can be improved through supported services, access to the whole network is dependant on commercial services and the role of interchange. It will be necessary to address the barriers to interchange, including through ticketing in mode and between modes and timetable co-ordination. Accessibility to information will be improved through simplification of the system.

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<b>Outcome</b>	<b>Measure</b>	<b>Performance</b>	<b>Deliverability</b>
		Yorkshire	This will improve accessibility for all including the most deprived wards
<b>Satisfaction</b>	% change in satisfaction levels through Market Research. Volume of complaints received by Metro about bus services	Since Metro commenced satisfaction surveys, the satisfaction score for the service overall has declined by 12% from October 2003 to July 2004. The volume of complaints about bus services has approximately doubled since 2000 to over 50% of complaints received by Metro	Most aspects of the quality of services are the responsibility of Operators. The evidence would suggest that there is increasing dissatisfaction with bus services in West Yorkshire as a whole albeit with notable exceptions. The deliverability of improved satisfaction is dependant primarily on improvements in reliability and punctuality that are covered above. In addition, other attributes such as the driver/customer interface will be improved through the WYTESA initiative.
<b>Value for money</b>	% change in real fare levels	Bus fares have increased by 2.5 times the rate of general inflation from 1999 to 2004. In 2005, bus fares increased on average by around ten times the rate of inflation.	Operators are under increasing cost pressure on e.g. wages, fuel, insurance and utilities. Coupled with this is a potential underlying demographic decline in core markets. Our policies are designed to improve value for money including consideration of keeping fares to inflation and increased quality. However, this will be challenging in the face of the current level of cost pressures and the consequent pressure to increase fares..
<b>Service stability</b>	Number of service changes per annum	Between 2003 and 2004 Metro published 24% more timetables. This is evidence of greater service instability	There is no indication that the rate of service changes is declining. More timetables were produced in 2004 than 2003. The Strategy aims to reduce the level of service change and therefore improve stability and customer confidence.

7.19 Policies which Metro may seek to implement through these and other measures, together with an analysis of the range of options open to Metro to deliver such policies are set out in Appendix 5.

## 8. FUNDING

### Introduction

8.1 A variety of funding sources will be required to implement the Bus Strategy, including resources provided through the second West Yorkshire Local

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Transport Plan (Integrated Transport Block Allocation, Bonus Funding, Major Schemes and Transport Innovation Fund).

- 8.2 Implementation will also require investment from operators, revenue support from Metro (through service procurement, facilities management, information provision and concessionary fares) as well as highway maintenance and enforcement of Traffic Regulation Orders.
- 8.3 The funding assumptions underpinning the Bus Strategy are set out below. Additional funding would be sought through the Local Transport Plan system and from other sources and the Bus Strategy will be subject to review to reflect any significant changes in funding availability.

### Second Local Transport Plan – Block Allocation

- 8.4 The Planning Guideline for the second West Yorkshire Local Transport Plan Integrated Transport Block Allocation is £140 million over the period 2006/7 to 2010/11. Metro's share of this is likely to be about £43 million and a programme is being developed to achieve the maximum impact from this expenditure and facilitate the achievement of LTP and Bus Strategy objectives and targets. Around 48% of the Local Transport Plan Integrated Transport funding is to be spent on Public Transport, including bus priority, travel planning and demand management.
- 8.5 Metro's provisional programme of bus related expenditure is set out below in Table 8.1.

<b>Project</b>	<b>Expenditure in LTP 2 (£000's)</b>
Timetable Cases	850
New Shelter Programme – Core Yorkshire Bus routes/outside core/refurbishment	10,372
Bus Stations/travel centres/cleaning machines/bus and rail interchanges	5,034
AccessBus Vehicles	2,522
Enhancement and replacement of CCTV including upgrade to digital storage	2,000
Infopoint programme	350
Real Time system development and displays	4,022
Enhancement and replacement of electronic display screens	2,000
<b>Total</b>	<b>27,150</b>

- 8.6 One key output from the programme would be the upgrading of bus shelters to achieve the provision of 5000 high quality bus shelters of a common design



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(key features being enclosure where possible, DDA compliance, lighting and seating, timetable provision, barrel vaulted roof and use of Metro's corporate colours of red and cream). Metro has renegotiated the agreement with an advertising company to derive a revenue stream and, in line with Gershon, this will assist high standards of shelter cleaning, maintenance and repair.

- 8.7 The programme also includes the installation of an additional 10,000 timetable cases, providing stop-specific information at all stops (except alighting only stops) and the rollout of real time passenger information displays.
- 8.8 The programme as well includes the replacement of life-expired assets and systems, such as the replacement of AccessBus vehicles and CCTV cameras and the replacement of analogue recording equipment with a new digital system.

### Second Local Transport Plan - Bonus Funding

- 8.9 The Department for Transport Guidance for second Local Transport Plans includes provision for (up to) an additional 25% bonus funding depending upon the overall quality of the Plan, including deliverability. The West Yorkshire authorities are considering how best to utilise any bonus funding, which would provide the potential to progress a limited number of larger projects. One possibility would be the development of IT systems to improve overall traffic management, provide dynamic 'real time' information, provide dynamic car parking signing and enable greater bus priority.

### Second Local Transport Plan – Major Schemes

- 8.10 The Local Transport Plan process includes provision for specific funding for major schemes (proposals costing over £5 million). Metro will be seeking funding for the following bus related major schemes for implementation during the lifetime of the second Local Transport Plan.

- A65 Kirkstall Road Quality Bus Initiative
- Yorkshire Bus Initiative
- Bradford Interchange Integration Project
- MyBus 2 (an additional 150 Yellow Bus for Home to School Transport)
- Development of Park and Ride schemes in the Leeds City Region
- Development of Bus Rapid Transit business case
- Development of a tram-train business case

### Second Local Transport Plan Transport Innovation Fund

- 8.11 The West Yorkshire Local Transport Plan will set out a proposed approach to the new Transport Innovation Fund. The Bus Strategy does not assume funding from the Transport Innovation Fund.

### Metro Revenue

8.12 The Bus Strategy assumes the continuation of Metro expenditure on support for bus services through:

- procurement of tendered services (although the approach will be reviewed in the life of the Strategy)
- provision of concessionary travel for all eligible categories of person, with the introduction of free travel on local bus services for senior citizens and disabled persons from April 2006.
- support of information services, as set out in Metro's Information Strategy
- promotional and marketing initiatives

### Concessionary Fares – National Contribution

8.13 The Bus Strategy assumes the introduction of free travel for senior citizens (i.e. persons aged over 60) and disabled persons from 1 April 2006. The Bus Strategy assumes that the additional cost of this will be funded in full by central Government and that Metro will receive this additional funding.

### Third Party Contributions

8.14 Metro will continue to seek third party contributions, such as section 106 agreements and single pot funding through the West Yorkshire investment Plan to develop the role of both local conventional bus services and also initiatives for example Metro's FreeCityBus distributor bus service in Leeds.

### Operator Contributions

8.15 Metro's Information Strategy will set the context for bus operator contributions towards the costs of providing high quality and timely passenger information

### Other Funding Sources

8.16 Metro will also seek to secure funding from the sources, such as EU sources (e.g. Objective 2, Interreg), Yorkshire Forward, and Northern Way.

## **9. Monitoring**

9.1 Progress in achieving the objectives set out in the Bus Strategy will be measured against a range of standards. To demonstrate progress a revised monitoring programme will be implemented, with reporting on progress made in achieving the standards.

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9.2 Performance against the standards will be measured through the monitoring programme of the Local Transport Plan, which includes consistent standards with the Bus Strategy. Where standards are unique to the Bus Strategy, a monitoring process will be implemented in line with measuring the impact of the policy towards achieving the standard.

9.3 Monitoring will play an important role in reviewing schemes (such as identifying poor reliability, assessing the impact of schemes to speed bus journeys and passenger perceptions of new infrastructure). By drawing on the outputs from monitoring, schemes can be implemented with clear objectives and reviewed after implementation. Lessons can also be learnt for future schemes.

9.4 The following outlines the monitoring programme:

- Monitoring of the Local Transport Plan
  - Trends in bus patronage and modal shift are monitored using cordon counts on an ongoing bi-ennial basis which can be related to policies and investment.
  - Cordon counts are implemented where appropriate on particular schemes.
  - Patronage is monitored on particular schemes using ticket machine data with the consent of operators.
  - Metro undertakes monitoring of punctuality and reliability of both supported and commercial services to a programme. With the advent of Real Time Information, Metro will seek to monitor reliability and punctuality remotely. Data is and will be used to monitor against a number of targets within the Bus Strategy. The Traffic Commissioner also periodically monitors services to similar standards. This data is also considered.
- Monitoring of Best Value Performance Indicators
  - Best Value Performance Indicators are monitored quarterly. All PTE's collect the same information so that benchmarking across PTE's is possible. Passenger satisfaction with Bus Services is monitored on a six monthly basis by Metro using a representative sample of the population of West Yorkshire.
- Monitoring of major infrastructure investments.
  - All major infrastructure investments (including new bus stations) receive "before" and "after" monitoring. Monitoring includes surveys of users, trip generation and customer satisfaction/reaction. Passenger counts are also implemented to identify patronage changes.

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- Monitoring of Quality Partnerships
  - Statutory Quality Partnership agreements will be subject to a monitoring programme which is expected to take these forms:
    - Monitoring of punctuality and reliability
    - Passenger satisfaction surveys and “tracking”
    - Mystery passenger surveys covering vehicle type and condition, cleanliness and graffiti and other quality aspects.

The context that the monitoring will be done against is the National Transport Target to secure improvements to the accessibility, punctuality and reliability of local public transport (bus and light rail), with an increase in use of more than 12% by 2010 compared with 2000 levels with growth in all regions..

The relevant Local Transport Plan targets are:

- Improve the percentage of users satisfied with local bus services from 54% to 59% by 2010 and 68% by 2016 using BVPI104. Metro will also monitor more representative targets of users as outlined above.
- Bus patronage expected to grow by 5% by 2010/11 and 17% by 2015/16.
- Increased patronage above the average on funded quality corridors.
- Improved accessibility measured by local targets to be set as part of the development of our LTP “Delivering Accessibility” Strategy.
- Punctuality (did the bus run on time) to reach 95% within 1 minute early and 5 minutes late by 2010/11 and 95.5% by 2015/16. On routes where buses run at least every 10 minutes, no more than 5% of service intervals should exceed 1.5 times the published service interval.
- Reliability (did the bus run) to reach 99.5% of buses operating by 2010/11 and be maintained.
- Bus mode share for peak journeys into/out of district centres to increase by 2010/11.

The targets will be subject to review during the life of the strategy to ensure that the bus product is continually being challenged to improve. This work will largely be done by using the Bus Strategy Evaluation Laboratory (BSEL) developed by Steer Davies Gleave on behalf of Metro.

**10 FEEDBACK**

- 10.1 Metro welcomes comments about this strategy. Comments should be addressed in writing to:

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