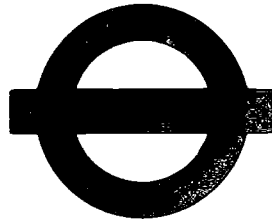


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Employing staff in West London

A discussion paper from
London Transport

Foreword

If London Transport's problems in the recruitment and retention of staff are to be understood by the many people inside and outside the Executive who need to have some understanding of them, they need to be seen in their wider context - that of the characteristics and distribution of the population of London and of its housing, employment and unemployment.

This is an initial survey of that wider context. It emphasises the effect which these characteristics will have on London Transport's ability to recruit and retain staff and therefore maintain its services.

It is hoped that it may serve as a pointer to possible lines of action and a guide to priorities in improving our recruitment/retention of staff - particularly staff in key grades who are vital to the maintenance of our bus and railway services.

It reveals some of the complexities involved in the recruitment market and establishes that many of them are related to long term social trends and therefore appear to be outside London Transport's immediate control. Short term attempts to increase the level of recruitment activity, essential though they are, are not likely to remove what is basically a long term structural problem.

If it deters some of its readers from pressing upon the London Transport Executive a variety of "instant management" solutions, which can so often turn out to be distracting, potentially very costly and no solutions at all, it will not have been wasted.

If it leads to positive action to combat these long term problems it will be of substantial benefit.

S U M M A R Y O F R E C O M M E N D A T I O N S

Section 5 puts forward a number of recommendations which can be summarised as follows:-

- i) London Transport recruitment policies and conditions of service must reflect the changes in social characteristics which have taken place in recent years. Earnings and conditions of service need to remain competitive in order to maintain London Transport's position in the recruitment market. Methods of raising staff morale should be examined.
- ii) Stronger and more closely co-ordinated liaison should be established with local authority planning departments so as to enable London Transport to participate more fully in the formulation of development plans.
- iii) Certain grades of London Transport staff should be recognised as key workers and be given greater priority in the allocation of council housing.
- iv) London Transport staff should, wherever possible, be introduced into housing association developments within the boroughs.
- v) New installations should not be established in the problem areas unless supporting action is forthcoming to make them more successful in attracting staff than existing sites.

C O N T E N T S

In recent years, London Transport has taken a considerable number of steps to improve its competitiveness within the labour market with the hope of eliminating local shortages of key operating and engineering staff.

It is becoming increasingly apparent that these shortages are very much influenced by long term changes in the social structure of many parts of London, particularly inner west London.

After a brief introduction, Section 2 of the report sets out more of the facts relating particularly to the shortage of bus operating staff and discusses some of the background influences suggested by previous studies.

Section 3 examines recent trends in Greater London as a whole in relation to population, migration, employment and housing, and considers in broad terms how changes in these factors have affected London Transport's ability to recruit and retain staff.

Section 4 and Appendix I describe in more detail the consequences of these trends in four west London boroughs where the problem is most acute:

Royal Borough of Kensington and Chelsea
London Borough of Hammersmith
London Borough of Brent
London Borough of Wandsworth

Appendix II contains a summary of the findings from a recent survey conducted by the Road Transport Industry Training Board. This looked at recruitment and retention problems in so far as they affect the Road Transport Industry as a whole in inner west London.

SECTION 1 INTRODUCTION

For many years London Transport has been aware of an imbalance in its ability to recruit and retain staff in different parts of London. For all grades the inner west London area has presented the most serious problems both for recruitment and retention. In times of high resignation and difficult recruitment the inner west London area suffers more than other parts of London and does not recover ground in favourable periods as quickly as other areas.

In recent years London Transport has made determined efforts to overcome its staff shortage problems and introduced a number of important measures including -

Staff Policy Programme in 1974 designed to bring staff pay and conditions up to a level comparable with outside industry. (Since this date the Executive's policy has been to maintain comparability with outside industry as far as government policy and financial constraints have allowed.)

Greatly increased expenditure on recruitment advertising (in 1979 expenditure is expected to exceed £600,000).

The introduction of a Staff Mortgage Scheme and other assistance with housing. Every effort is being made to expand these schemes as much as possible, and to secure help in this from all the bodies having some responsibility in the housing market.

Measures designed to reduce the requirement for staff in areas of severe shortage including:-

- reallocation of services
- introduction of one man operation and other productivity schemes.

Modernisation of staff refreshment facilities and rest rooms.

Introduction of local recruitment by Garage Operating Managers and a mobile recruitment centre.

Other steps to help keep losses of staff as low as possible and to improve efficiency of recruitment, selection and training.

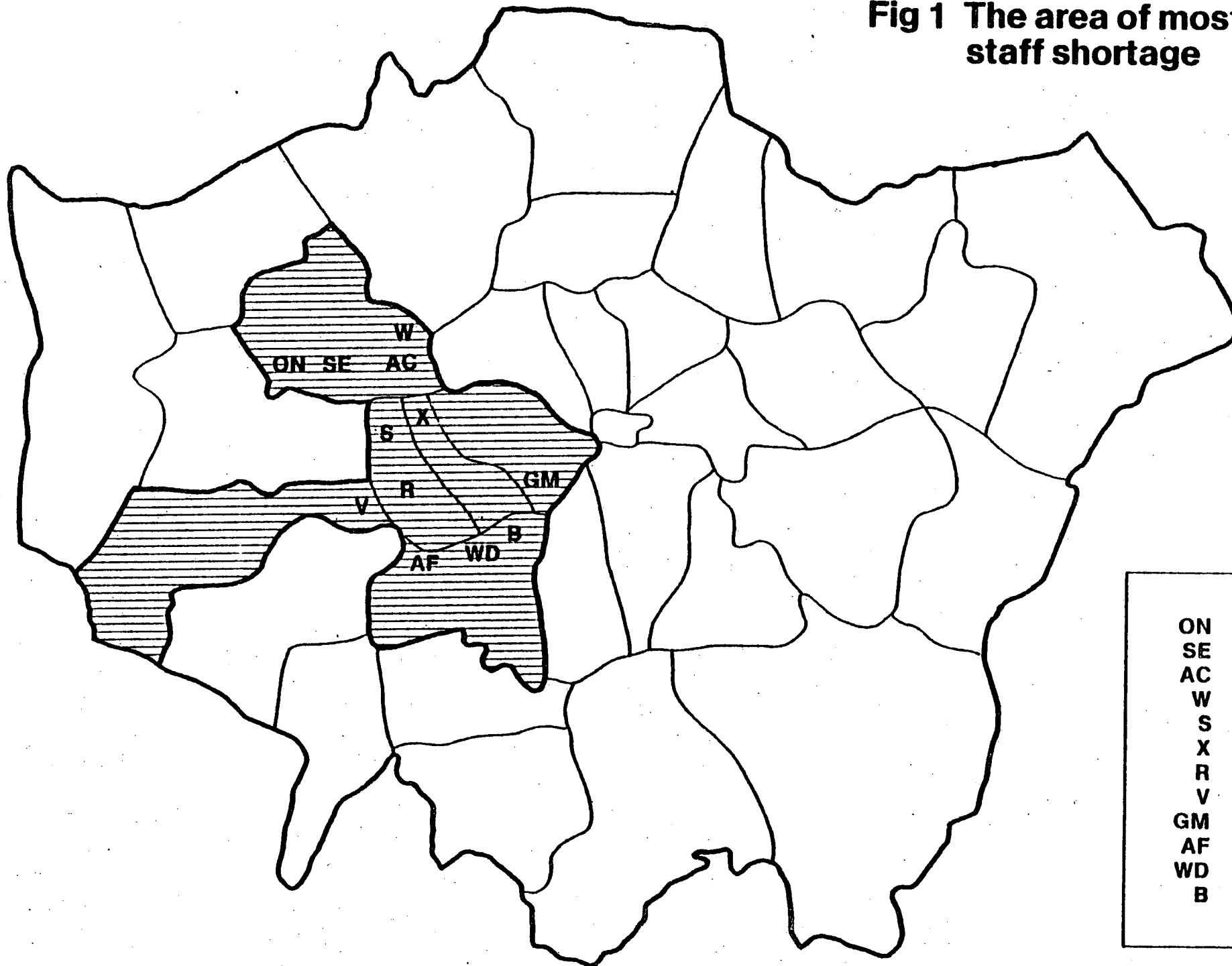
Improved liaison with local Department of Employment Managers and the conducting of recruitment campaigns at Job Centres.

Whilst these measures have met with some success they do not appear to have been sufficient to overcome the particularly difficult problems in the inner London area, especially inner west London. It is now more than ever clear that the problem is deep rooted and relates to changes in the social profile of the area which have taken place in recent years.

A study has been undertaken to obtain more information about the "character" of the heart of the problem area. The study is confined to bus drivers as by far the largest grade numerically and one of the most difficult to recruit and retain, but certain information relating to bus mechanics has also emerged. This area falls within the Boroughs of Kensington and Chelsea, Hammersmith, Wandsworth and Brent. There were three specific objectives in the study:

1. To obtain data on the distribution of the part of the population consisting of potential London Transport employees.
2. To liaise with the London Boroughs and establish a two-way flow of information on population, employment and planning policies relating to housing.
3. To predict the availability of potential staff and to suggest appropriate action to change policies, practices and attitudes where necessary to meet future needs.

Fig 1 The area of most persistent staff shortage



ON	Alperton
SE	Stonebridge
AC	Willesden
W	Cricklewood
S	Shepherds Bush
X	Middle Row
R	Riverside
V	Turnham Green
GM	Victoria
AF	Putney
WD	Wandsworth
B	Battersea

As the project progressed and some results were forthcoming it was decided to approach the Road Transport Industry Training Board in order to obtain more information on the experience of other transport undertakings relating to the availability of professional drivers and vehicle mechanics. It was hoped that this information would particularly assist in the predictive objective of the survey.

SECTION 2 THE LONDON TRANSPORT PROBLEM

This section discusses the staff shortage problem as London Transport normally sees it as an employer and introduces the basic facts behind the widespread and long standing concern with this issue.

2.1. Staff Shortage

Bus Driver shortage varies throughout the fleet with values ranging from in excess of 20% to as low as 7% of establishment. In general terms garages in central and west London tend to have the greatest shortages, whilst those in east London together with the outer suburban areas have the fewest vacancies, with "stops" often being placed on the recruitment of drivers.

Figure I shows the area of the most persistent staff shortage for at least the last decade, though not necessarily those garages with the greatest shortage at the time of writing. The garages are located in six London boroughs, Brent, Hammersmith, Kensington and Chelsea, Wandsworth, Westminster and Hounslow. As stated in the introduction, Section 4 of this paper together with Appendix I will look more closely at the first four boroughs. Some problem garages are omitted: Turnham Green garage in the London Borough of Hounslow is scheduled for early closure and Victoria garage in the City of Westminster is in an untypical Central London situation.

As an illustration of the difficulty of obtaining staff in this area, out of a total of 122 recently accepted bus driver applicants, only 19 (16%) could be allocated to one of the garages shown despite their accounting for 35% of total driver vacancies at the time. There were no successful applicants for Alperton (ON), Putney (AF), Shepherds Bush (S) and Turnham Green (V).

2.2.

Some Possible Reasons for Staff Shortages

Many reasons have been put forward in an attempt to explain why staff shortages occur. Pay has often been mentioned as an important factor. Recent work by London Transport's Planning Research Office (Bus Driver Recruitment and Wastage 1973 - 78 TN129) indicates that a 1% fall in London Transport earnings relative to the general level leads to:

- i) An increase in wastage of 5% (± 0.5). Thus on 1978 levels of wastage a further 80 drivers would be lost in a full year.
- ii) A reduction in bus driver applications of between 5 - 7 applicants per week.
- iii) A reduction of about one acceptance per week when an active recruitment policy is being pursued.

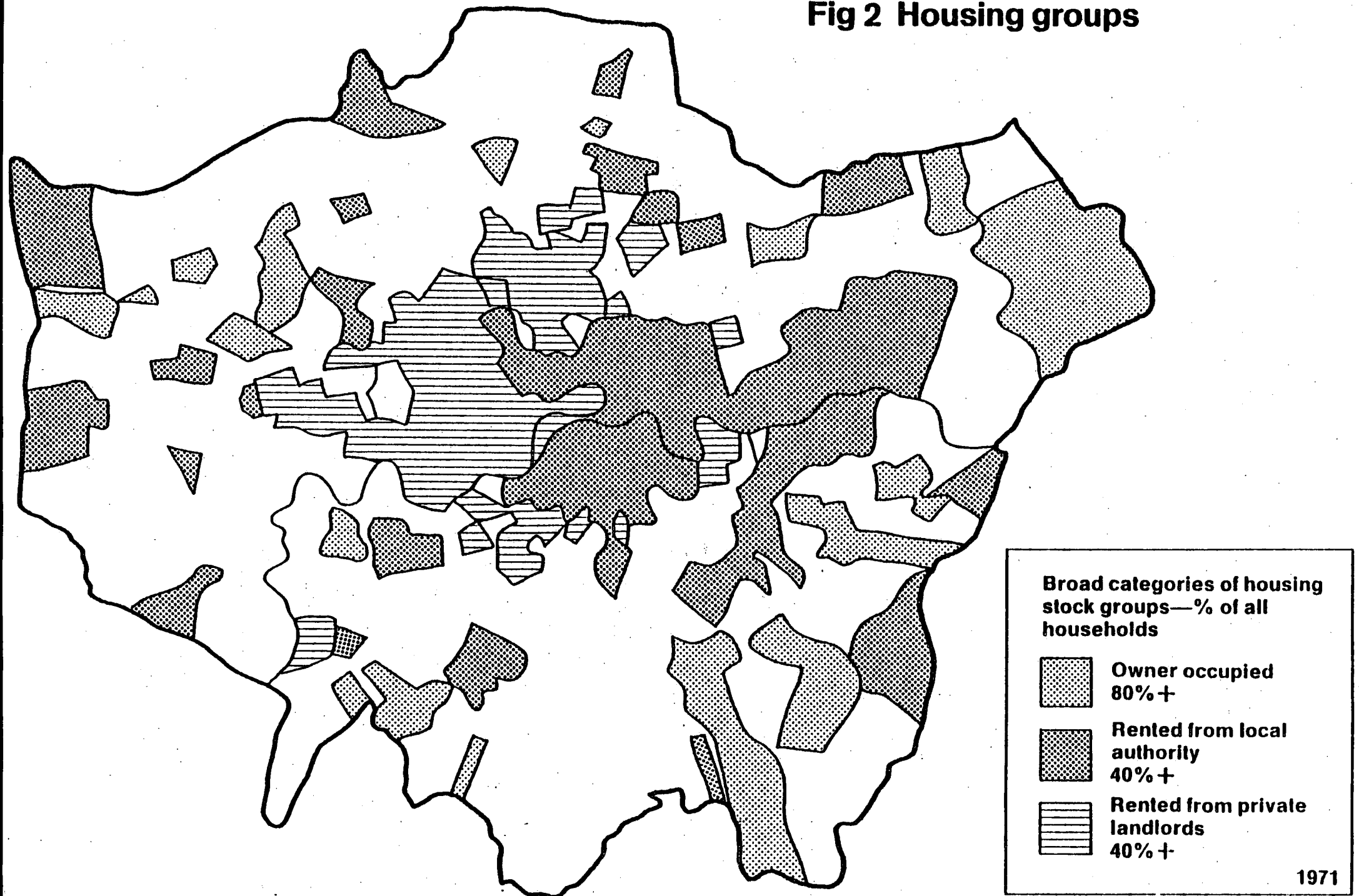
The report also briefly discusses the effects of unemployment and unfilled vacancies and suggests that for each 1% tightening of the labour market, a corresponding increase in resignations of about 0.3% is likely to occur.

The purpose of this present paper is not to comment upon or attempt to verify existing work, but to examine other factors which may influence staff shortage, so that a deeper all round understanding of the problem can be reached.

The current recruitment practice for bus drivers is to assign applicants either to their nearest garage or to a garage with easy access from their home. There are many reasons for this, in particular the need to ensure that staff do not have undue difficulties in getting to and from work at times when public transport is not operating.

Thus London Transport has chosen to draw its recruits from areas in the vicinity of garage locations. From this it follows that the ease with which applicants for a given garage may be recruited depends upon the "character", in terms of housing, socio-economic status of the inhabitants, demographic profiles, and competing demands for labour, of the local area, as well as factors such as pay and conditions.

Fig 2 Housing groups



It is the local conditions in the study area which will be examined and implications in terms of London Transport's ability to recruit and retain staff will be highlighted.

2.3 Housing and Bus Driver Shortage* (See page 6)

The relationship between these factors was indicated in the Economic Research Report (Bus Driver Shortage R.209) published in 1975. The report concluded:

"The main factor associated with structural shortages at certain garages in April 1972 was the housing conditions in the garage catchment area; specifically the amount of furnished rented accommodation."

In other words the greater the amount of this type of accommodation, the greater the staff shortage. It could well be that this type of accommodation is a proxy for other factors. For example it might attract transient groups staying in the area for short periods only. It might attract professional and managerial groups wishing to live near to central London or at the other end of the spectrum, it might attract people unfit for the job of driving a bus.

However the report also states:

"The prime characteristic of furnished accommodation is, perhaps, that it does not provide permanent secure family homes. Thus in areas with large amounts of such accommodation, it may be very difficult for potential long stay employees to find permanent homes near their garage."

Figure 2 shows the distribution of broad categories of housing groups within the Greater London area, divided into three main categories: Owner occupied, Local Authority rented accommodation and housing rented from private landlords. The map clearly illustrates the predominance of privately rented accommodation within the study area and therefore within the area of most persistent staff shortages. Over 40% of the housing stock in this area falls into the privately rented category.

There has also been a marked increase in the price of private housing. In the first quarter of 1979, the average price of houses bought by first time buyers in the Greater London area was £18,650. The gross average annual income of the first time buyers was £6,480.

Substantial differences in house prices occur throughout London: within the study area itself, prices are higher than the average. It is highly unlikely that a young bus driver will be able to buy a house by normal means in any part of the boroughs of Hammersmith, Kensington and Chelsea, Westminster, Camden or Islington.

- * London Transport has a detailed paper on housing problems and on its own considerable efforts to alleviate the situation. Copies are available on request from the Recruitment and Vocational Training Officer, 55 Broadway.

2.4. Residential Mobility

Whilst there is evidence to suggest that the type of housing stock available is important in explaining recruitment difficulties it is not sufficient to consider this subject in isolation. The potential mobility of people living in the houses must also be taken into account.

Published research work has shown that the probability of moving house varies not necessarily with age, but with the stage of family development. For example, the probability of moving is highest when the family unit has just been formed or when it is about to have or has just had children, and lowest whilst the children are growing up, though household economic circumstances are also a basic consideration.

In practice, however, most families will have the greatest probability of moving when the age of the head of the household is between the early twenties and mid thirties.

The stage of family development is of course not the only reason for moving, cost or changes in the local neighbourhood are also important.

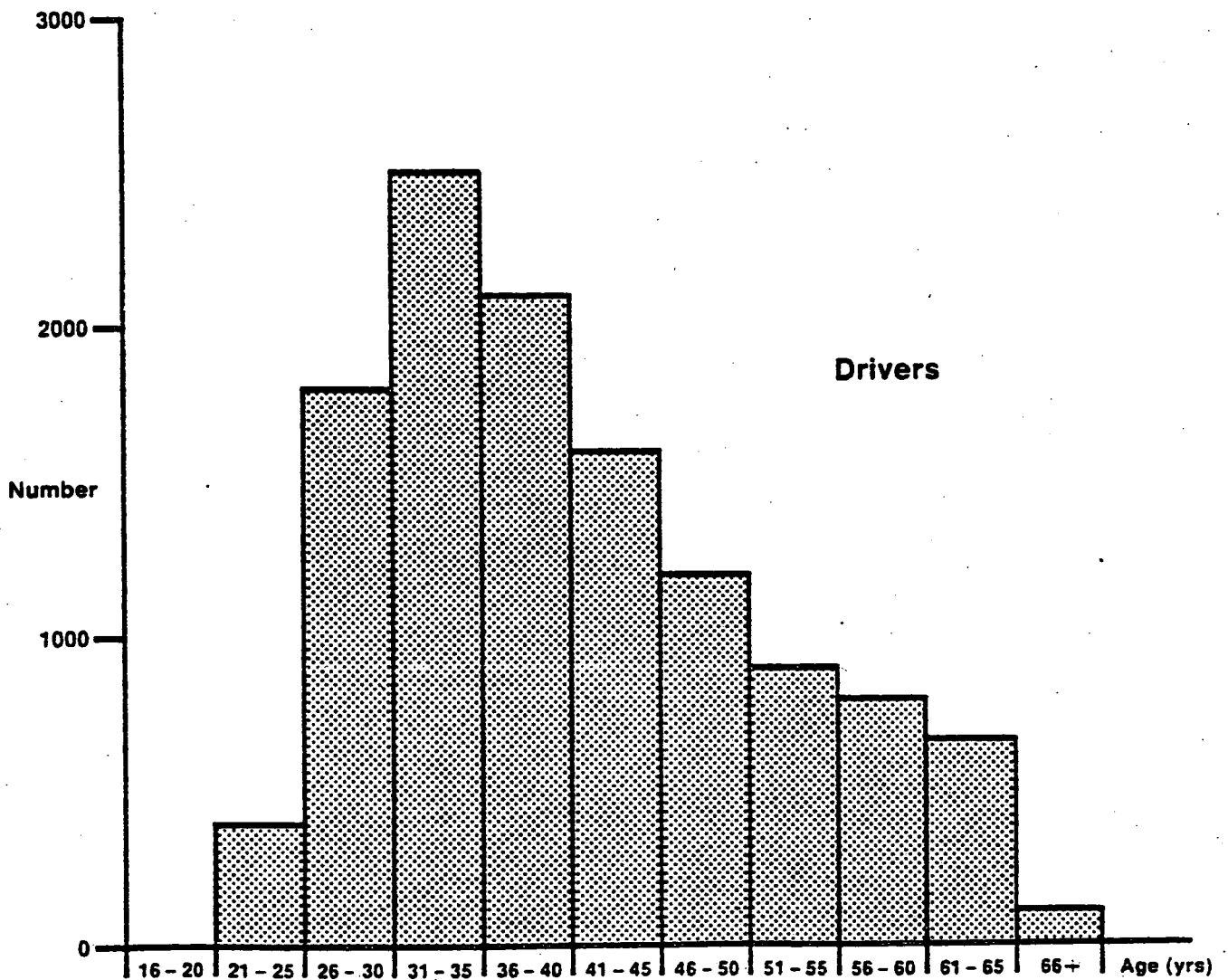
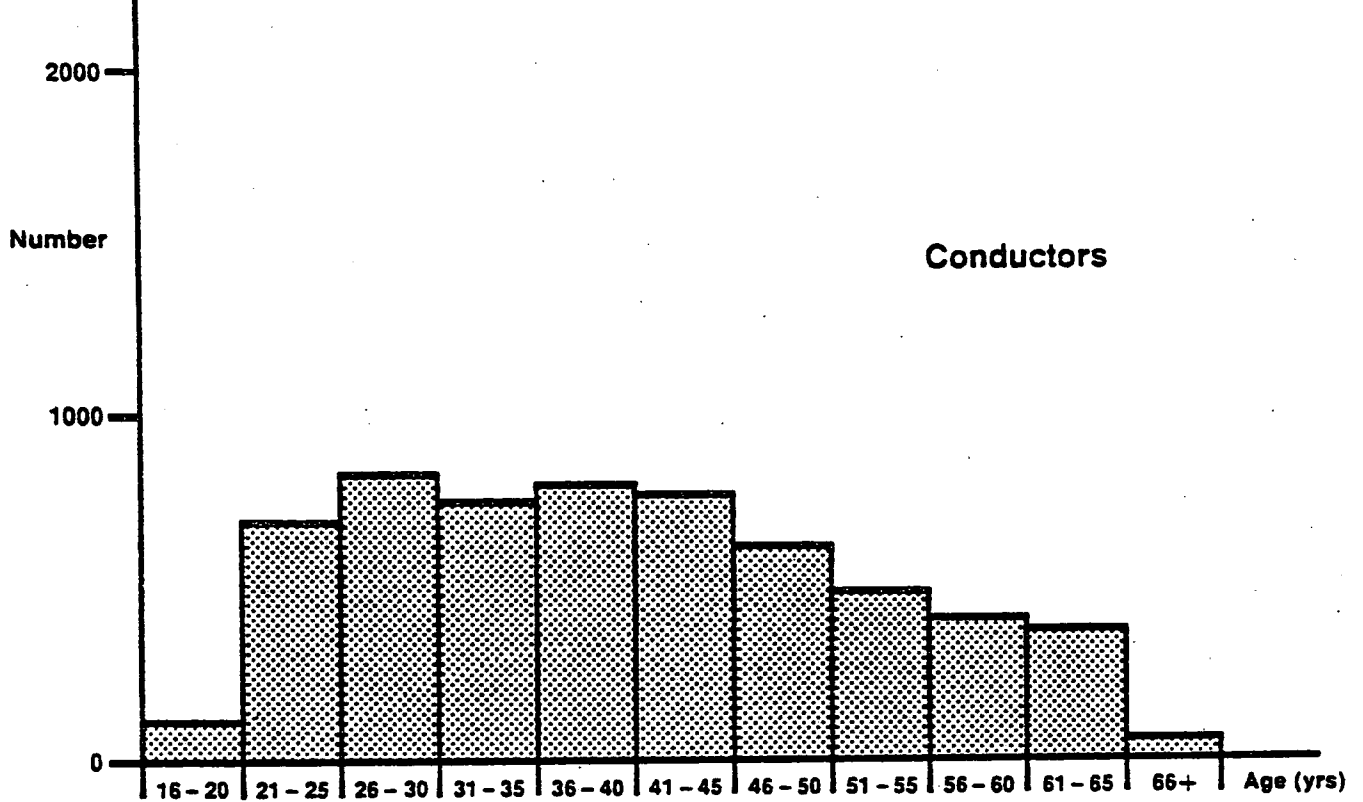
When considering residential mobility, the destination of the migrant household is also of interest. It is beyond the scope of this paper to discuss in detail the factors that can influence the choice of destination, although research has shown that in urban areas many households prefer to move to locations that they are familiar with, thus often moving only short distances.

This theory assumes that the household can afford to pay the local rate for property. In inner London and in particular in the study area, it could well be that a family may wish to move locally, but be forced to move a considerable distance, often out from Greater London, because of local housing costs.

Fig 3 Analysis of male bus operating staff by age

(as at September 1978)

Source: Payroll Statistics



**Fig 4 Analysis of male bus drivers
by length of service**

(as at September 1978)

Source: Payroll Statistics

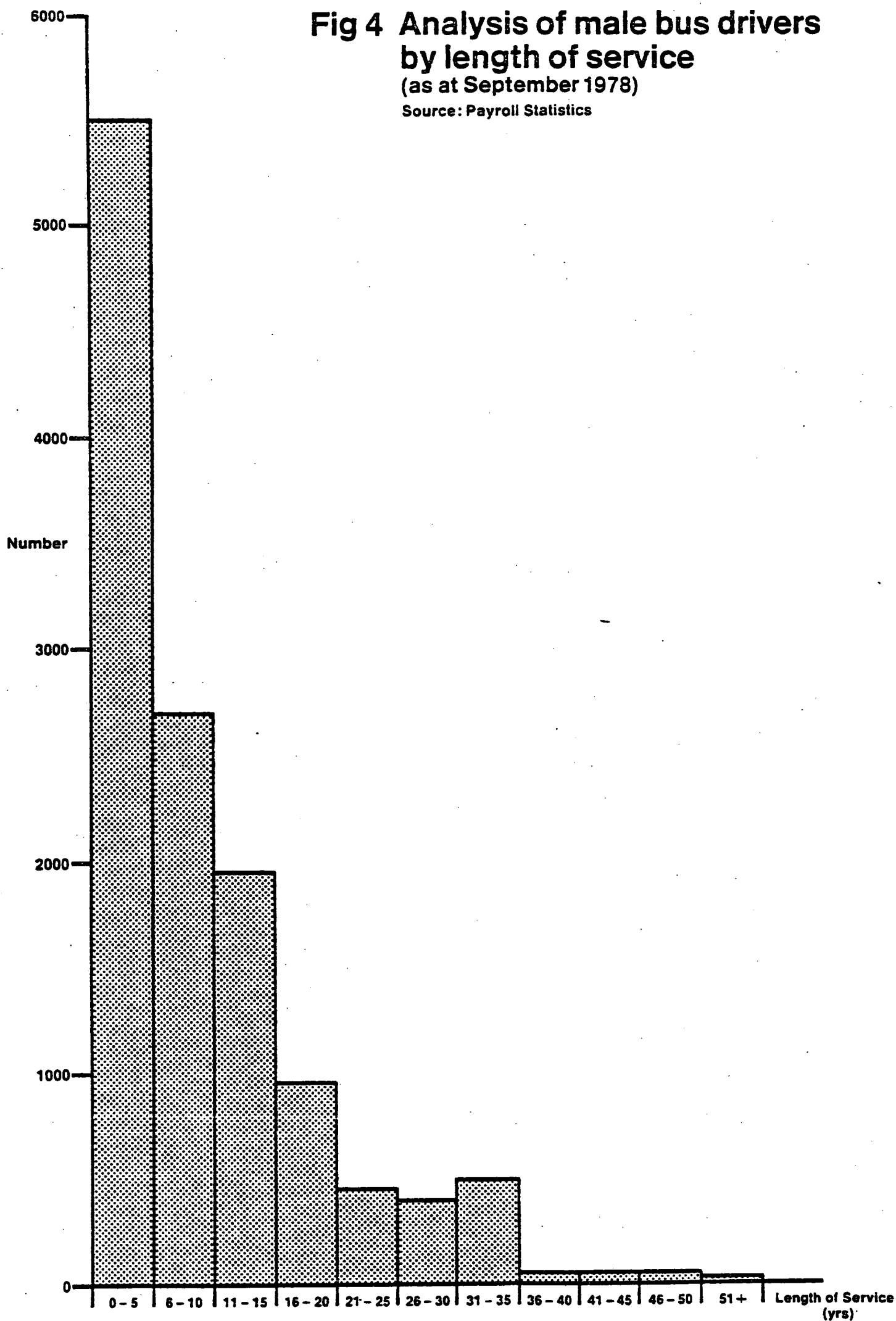
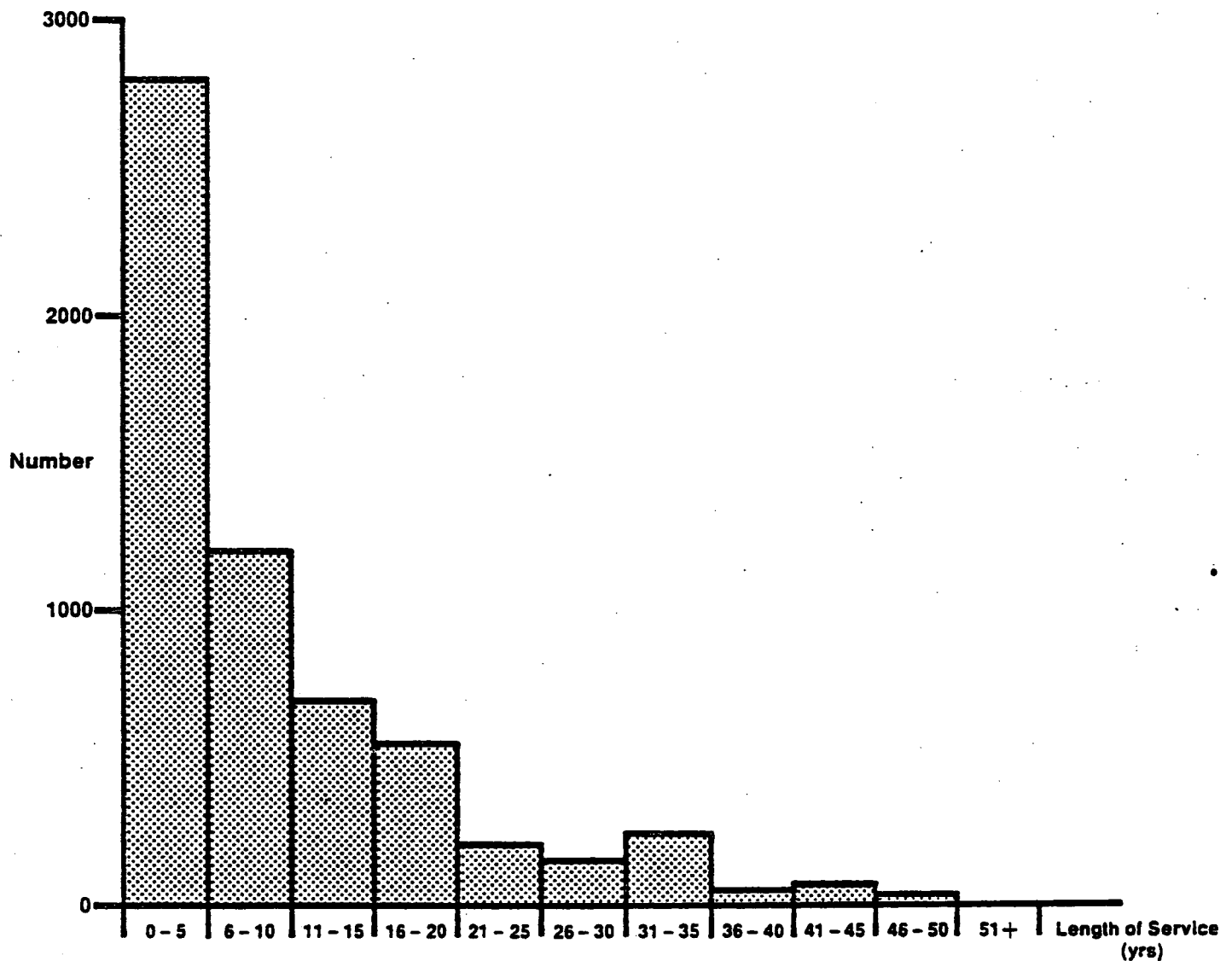


Fig 5 Analysis of male bus conductors by length of service

(as at September 1978)

Source: Payroll Statistics



A bus driver forced to move some distance could be faced with the option of either seeking a transfer to another garage, which may not have shortage problems, or resigning from London Transport.

2.5. Age and Length of Service Characteristics of Male Bus Operating Staff

Figure 3 shows the present age distribution of male bus operating staff. Of particular note is the heavy concentration in the younger age groups, with 38% of drivers and 31% of conductors in the age bands below 35, where residential mobility tends to be highest.

Figures 4 and 5 show the distribution of the length of service of bus operating staff. They show London Transport buses as a business dependent upon short-serving staff, with 43% of drivers and 38% of conductors having less than 5 years service. In many ways this is not the image that London Transport likes to have of itself and usually portrays, even after the drift into this position over the last two decades. In 1958 only 28% of drivers had 5 years or less service. By 1968 this proportion had become 48% and has continued around that level. If the distribution of the length of service for these staff with less than 5 years service is examined more closely, the majority of the cohort have 3 years service or less.

2.6. Bus Driver Resignations

Staff shortage is a result of either the failure to attract staff, the failure to retain staff or in extreme cases both. It is appropriate, therefore, to discuss resignations here, and certain findings of separate research on resignations which will be reported on elsewhere are worthy of note.

- a) The 1978 resignation rate for drivers is about 9%. This figure is similar to that for comparable grades of London Transport staff and appears to be lower than that for some other major UK urban bus operators.
- b) The resignation rate for individual garages can fluctuate from year to year.

- c) The 1978 resignation rates for the twelve garages in the study area as a percentage of staff on books are:-

	%		%
Alpertton	4	Battersea	16
Cricklewood	10	Middle Row	3
Shepherds Bush	9	Putney	10
Stonebridge	17	Riverside	13
Turnham Green	11	Victoria	13
Willesden	10	Wandsworth	14

Thus there would not appear to be any simple relationship between the incidence of staff shortage and resignation rate.

- d) Extremely limited data from a questionnaire survey on reasons why drivers resign indicates that dislike of shift work and difficulties associated with housing such as price or lack of suitable local accommodation are the most common reasons for resigning.

2.7. London Transport's demand for labour

Whilst London Transport has bus garages, rail depots and other installations located throughout Greater London, the actual pattern of demand for labour varies considerably from borough to borough. The consequences of this distribution were also discussed in Economic Research R.209. The report concludes:

"During 1972-74, the garages that proved most sensitive to London Transport's deteriorating competitive position in the labour market were generally those where London Transport's local demand for labour was highest".

The report states:

"The main zone in which driver shortage increased most dramatically between April 1972 and November 1974 was a broad belt of garages running from Walworth and Stockwell in the south to Wood Green and Stamford Hill in the north. This, it is estimated, is roughly the area where London Transport's demand for labour is highest relative to the potential labour force available."

".... the experience of the last three years (1972-75) suggests that the distribution of London Transport's demand for labour and its variation in different localities is less than ideal. Although there are obvious costs in orienting recruitment to areas where the supply of labour, rather than the demand for bus travel, is greatest, there are equally evident costs in a situation where a wage rate high enough to recruit all the staff needed in some areas is substantially higher than that needed in others. Furthermore the resulting extreme vulnerability of certain garages and bus services to increases in the competition for labour seems extremely undesirable."

"At least, therefore, there would seem to be a strong case for a detailed evaluation of the costs and benefits of a general policy by which London Transport would attempt to even out its demand for labour across London (with lower demands in areas with strong competition from alternative employers)".

2.8. Measures to deal with the problem

London Transport has of course taken many steps to alleviate the position described in this section. Within the prevailing constraints of finance and government policy every effort has been made to keep rates of pay and other benefits as competitive as possible, but with other employers also striving towards this objective and with the inherent disadvantages of London Transport jobs it has been impossible to do more than keep pace. Heavy recruitment campaigns have used a wide variety of media including television, local radio, national and local press and London Transport's own poster sites. Close links with Job Centres have been established and a mobile recruitment centre has been introduced. Local recruitment by bus garage operating managers has been encouraged and will be supported by more recruitment centres in areas of acute need. As far as possible staff requirements are being concentrated at locations where recruitment is comparatively easy, but the need for a comprehensive service restricts flexibility in this respect. As an aid to retention a staff mortgage scheme was introduced together with other

housing assistance but there is scope for development in this area with the help of other bodies, particularly the local authorities.

2.9.. Conclusions

1. There exists in inner west London an area of persistent bus driver staff shortage.
2. There appears to be a strong relationship between the amount of rented furnished accommodation and staff shortage.
3. London Transport appears to be increasingly dependent upon short-serving youngish staff, rather than long-service career minded employees.
4. 38% of drivers and 31% of male conductors are aged 35 years or less.
5. Staff under 35 years of age are more likely to resign, or move house, which might also eventually lead to resignation.
6. There is evidence to suggest that there is a relationship during periods when London Transport's competitive position is declining, between staff shortages and those areas where London Transport's local demand for labour is highest.

SECTION 3 THE SITUATION IN THE GREATER LONDON AREA

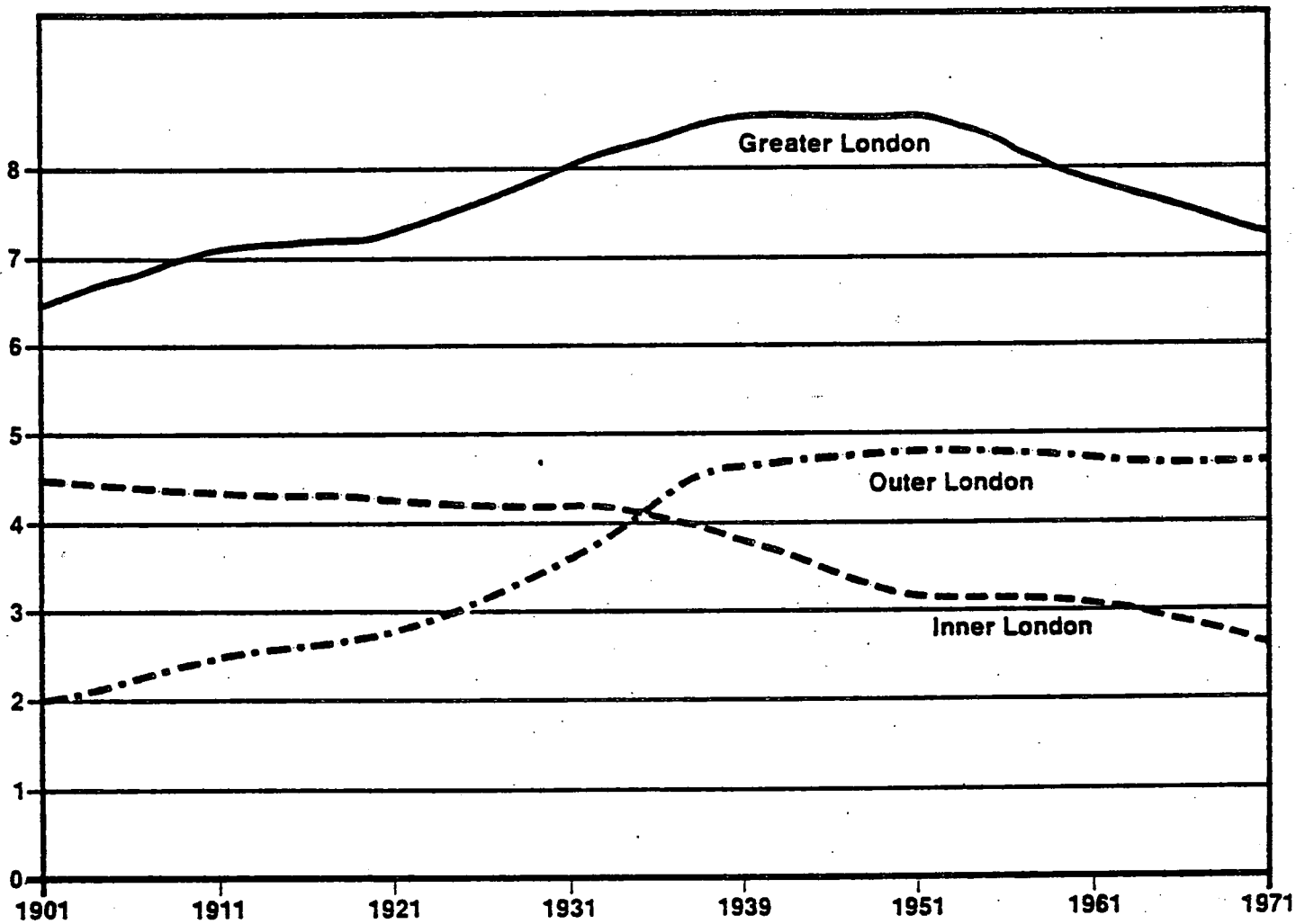
Section 3 is an examination of basic characteristics of London, undertaken in an attempt to identify distinctive features of the area in which London Transport has experienced persistent difficulty.

3.1. Greater London Population

The population of Greater London has been declining steadily from its peak of 8.61 million in 1939. By 1971 it had fallen to 7.45 million, a drop of 13.5%. This trend, which is typical of large cities in the industrially developed world, is mainly the result of decreasing household size, falling occupancy rates and out-migration of the population. In London this trend has been reinforced by public policies which have encouraged planned decentralisation beyond the green belt.

**Fig 6 Population changes in
Greater London 1901-1971**

Pop. in
millions



**Fig 7 Predictions of population
change 1976-1986
expressed as a percentage
of 1976 population**

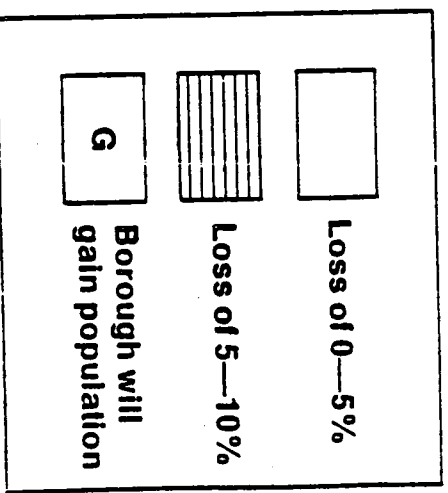
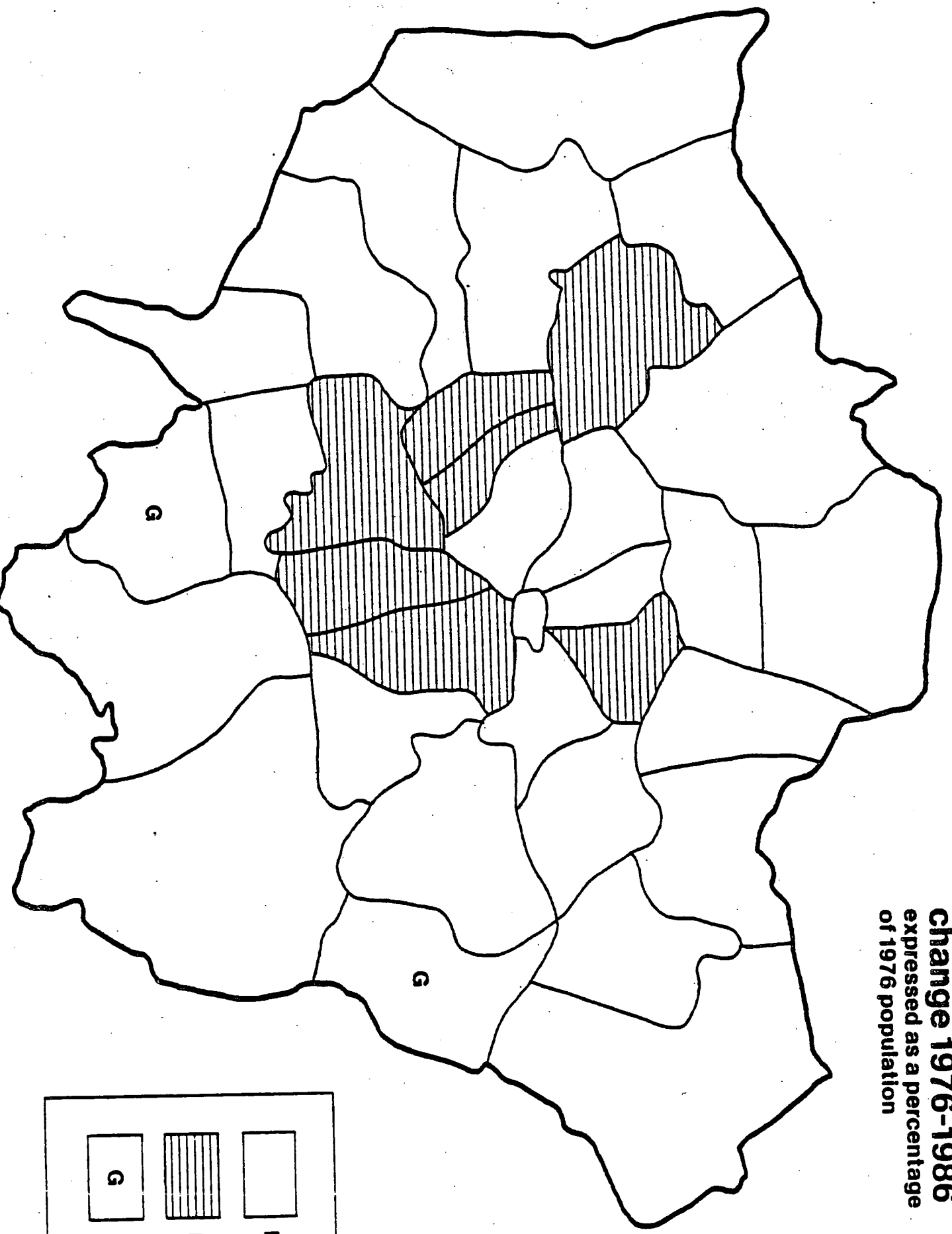


Fig 8 Working groups

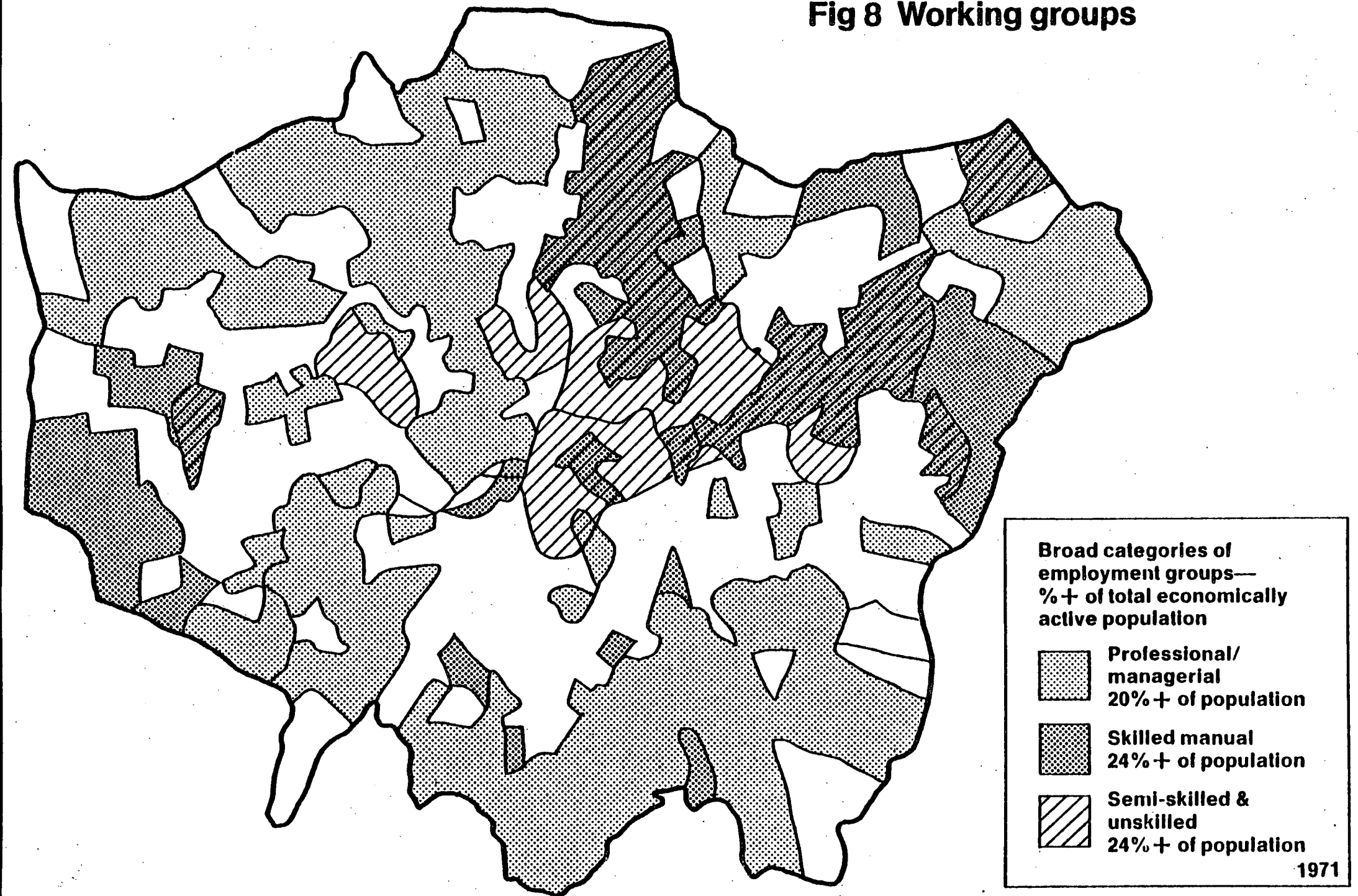


Figure 6 shows graphically the decline in Greater London's population since 1901. It can be observed that the fall has varied throughout London, although the decline has been consistently greater in inner than in outer London. Many of the most densely populated inner areas have been declining for over 50 years. Inner London reached its peak population of 4.5 million in 1901, whereas outer London continued to increase to reach a peak of 4.68 million fifty years later.

G.L.C. Research Memorandum 539 has projected a further decline in London's population to between 6.7 and 6.85 million in 1981 and between 6.21 and 6.83 million in 1991. This is illustrated in more detail in figure 7 which shows the projected rate of decline in each London borough between 1976 and 1986.

It should be noted however that the drain of population from inner London is beginning to slacken in both absolute and percentage terms. For example in GLC population projections for mid 1986 based on mid 1971 figures, the loss in Hammersmith and Kensington and Chelsea was predicted as being over 35%. The 1976 projections now give figures of 9.6% and 8% respectively.

In discussing population movement, however, it is vital to consider differing characteristics of immigrants to and migrants from an area which might have implications for London Transport manpower plans and future recruitment policies.

3.2. Working Groups

Information on occupations is classified into 17 socio-economic groups. For convenience these can be further reduced into the three main categories discussed below.

i) Professional and Managerial

Whilst many of this group commute from the suburbs, some prefer to live near to the centre of London, in areas such as Hyde Park, Knightsbridge and Maida Vale. In recent years the advantages of living close to the central area have drawn increasing numbers of the upper-middle class into inner London. Many old working class areas have been invaded and shabby houses converted into expensive residences.

i) Professional and Managerial (Continued)

This process of "gentrification" not only changes the social composition of many areas in inner London, bringing in people with little likelihood of becoming bus drivers, but also raises the price of local housing possibly beyond the level which other groups can afford.

ii) Skilled Manual

This group includes bus drivers and craftsmen. The income level of this group makes home ownership difficult in times of inflated house prices, even if it is desired. As a result many live in accommodation rented either from local authorities or private landlords.

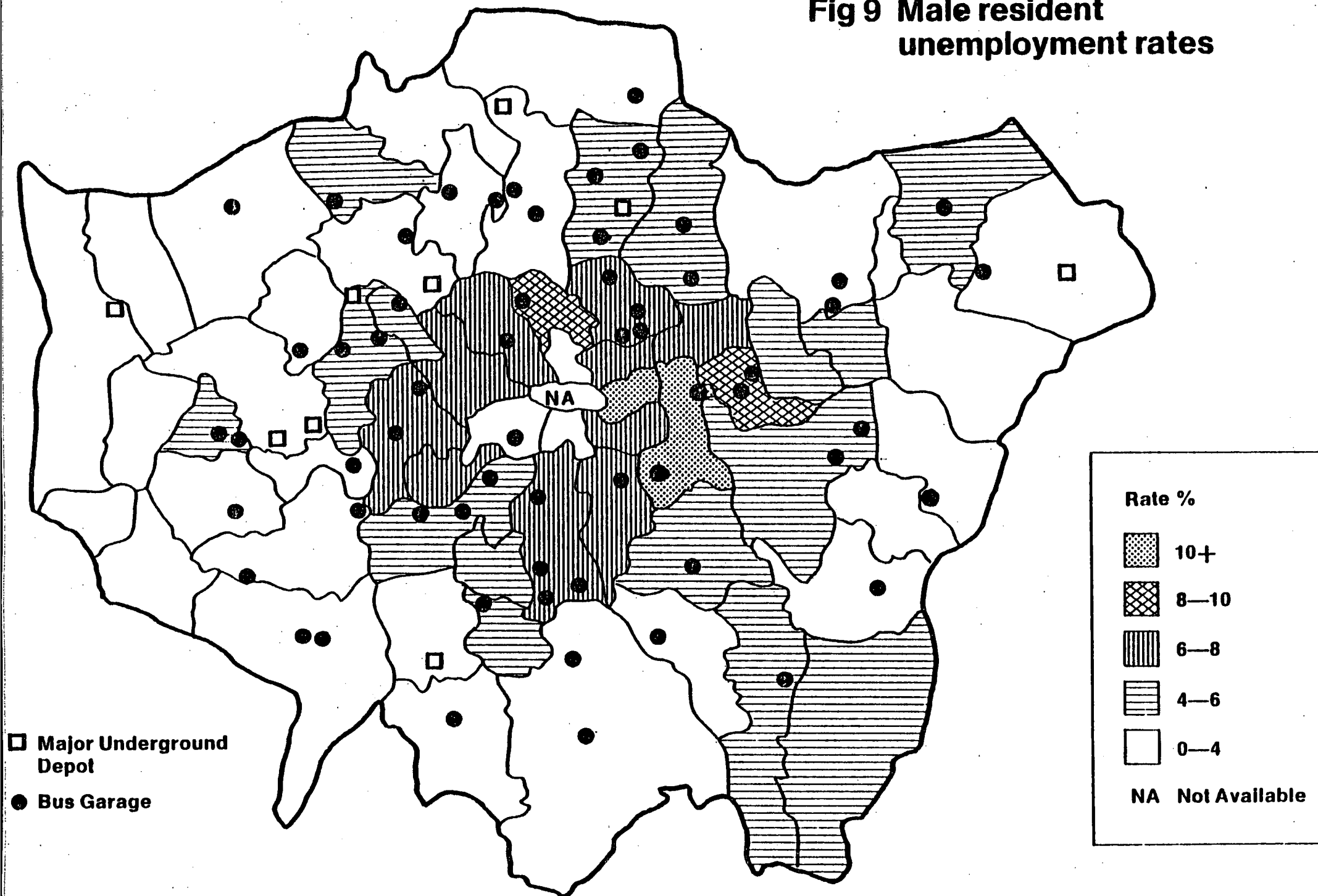
As "gentrification" increases, people in this group can no longer afford to live in the most desirable parts of London and increasing numbers are refusing to tolerate the poor housing conditions in the less expensive areas. As a result, many move out to the suburbs or even out of the London area, leaving concentrations from the two extremes of the socio-economic groups, neither of which may contain many potential bus drivers.

iii) Semi-Skilled and Unskilled

This group includes quite a wide range of occupations from bus conductors and tool setters to kitchen hands and cleaners. The general level of wages for this group of staff virtually precludes the chances of obtaining a mortgage and they are almost wholly restricted to local authority or poor quality rented accommodation.

Figure 8 shows the distribution of the broad categories of employment groups. It is of interest to note the concentrations of professional and unskilled workers in the area of worst staff shortage and dearth of skilled manual workers.

**Fig 9 Male resident
unemployment rates**



3.3. Employment and Unemployment

Unemployment is a problem not commonly associated with London. In March 1979 the unemployment rate for Greater London at 4% was below the national average of 5.8%. Furthermore, London has always had a higher rate of job vacancies, in most years more than 20% above that for Britain as a whole.

These statistics do not reveal the complete position, however. The absolute number of unemployed workers in London is comparable to that in Development Areas, such as Scotland and Northern England. Geographical variations within London are such that some parts of the inner area have unemployment rates as high as those in Development Areas.

Figure 9 shows the male resident unemployment rates as at July 1978. The map clearly illustrates that the highest rates are to be found in inner London, particularly to the east.

Wards with high unemployment correspond closely with those in which manual workers, particularly those in semi-skilled and unskilled jobs, are concentrated. This relationship can be partly attributed to the effects of technological change involving the replacement of many unskilled jobs by machines, and partly to the changing locational patterns of employment which have resulted in a decline in certain manual jobs in inner London.

It should be noted that there does not appear to be any obvious relationship between unemployment and London Transport vacancies.

Care should be taken when considering absolute figures of unemployment. The occupational group or skill of the unemployed is crucial and it is only when the type of unemployed person matches the work available that progress can be made in reducing both unemployment rates and unfilled vacancies.

3.4. Immigrant Groups

Greater London has been a traditional migration destination for many immigrant groups. These include the Irish, European, Jewish and more recently, coloured immigrants from Asia, the Caribbean and other parts of the Commonwealth.

This analysis is based on birthplace data. Birthplace is not directly related to racial or ethnic status. For example, there are people resident in Britain who were born in India to British parents. Similarly there are many coloured children born in Britain to parents from Asia, Africa or the Caribbean.

Figure 10 shows the distribution of three selected immigrant groups in 1971. All three exhibit a high degree of residential concentration. These groups are well represented in areas where London Transport needs staff but the potential for the recruitment of immigrant employees is restricted by Government policy as well as by the possibility of second generation immigrant resistance to jobs favoured by (or available to) the first generation.

3.5. Car Ownership

The distribution of car ownership in Greater London shown in figure 11 reveals a marked contrast between inner and outer areas of London. The level of car ownership is not only an important indication of the likely demand for public transport, but also a reflection of the ease with which potential staff could travel to and from work.

Whilst as stated in Section 2.2. it has been considered desirable for staff to live relatively near to their garage, the higher incidence of car ownership in the outer boroughs means that garages in these areas are potentially better placed to draw applicants from a wider catchment area. In the inner areas particularly there is the problem of finding suitable parking spaces at or near to the garage.

Thus there are grounds for further investigation into the benefit of providing car parking spaces at garages with the greatest staff shortage in an effort to encourage staff to travel further to work.

Fig 10 Immigrant groups

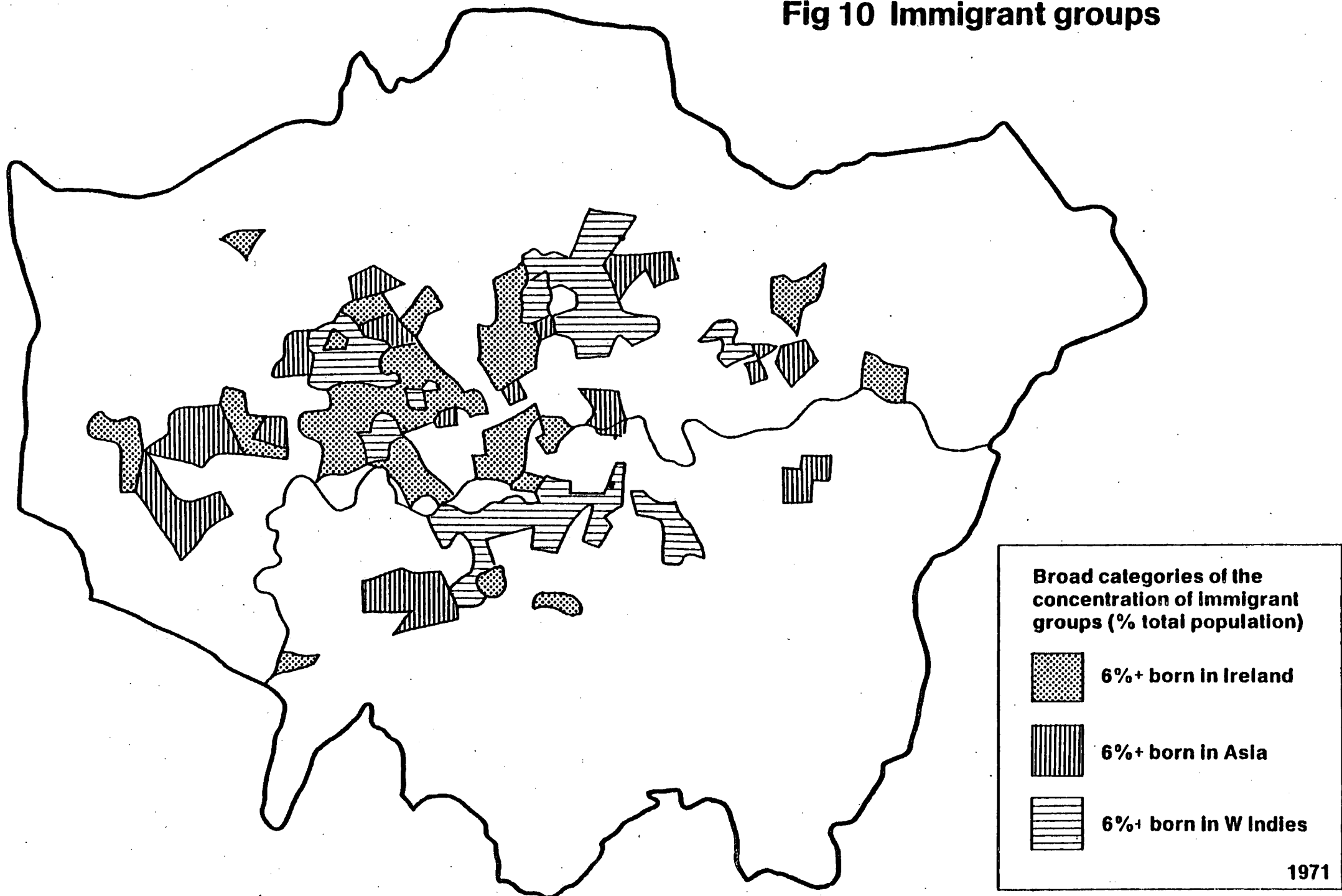
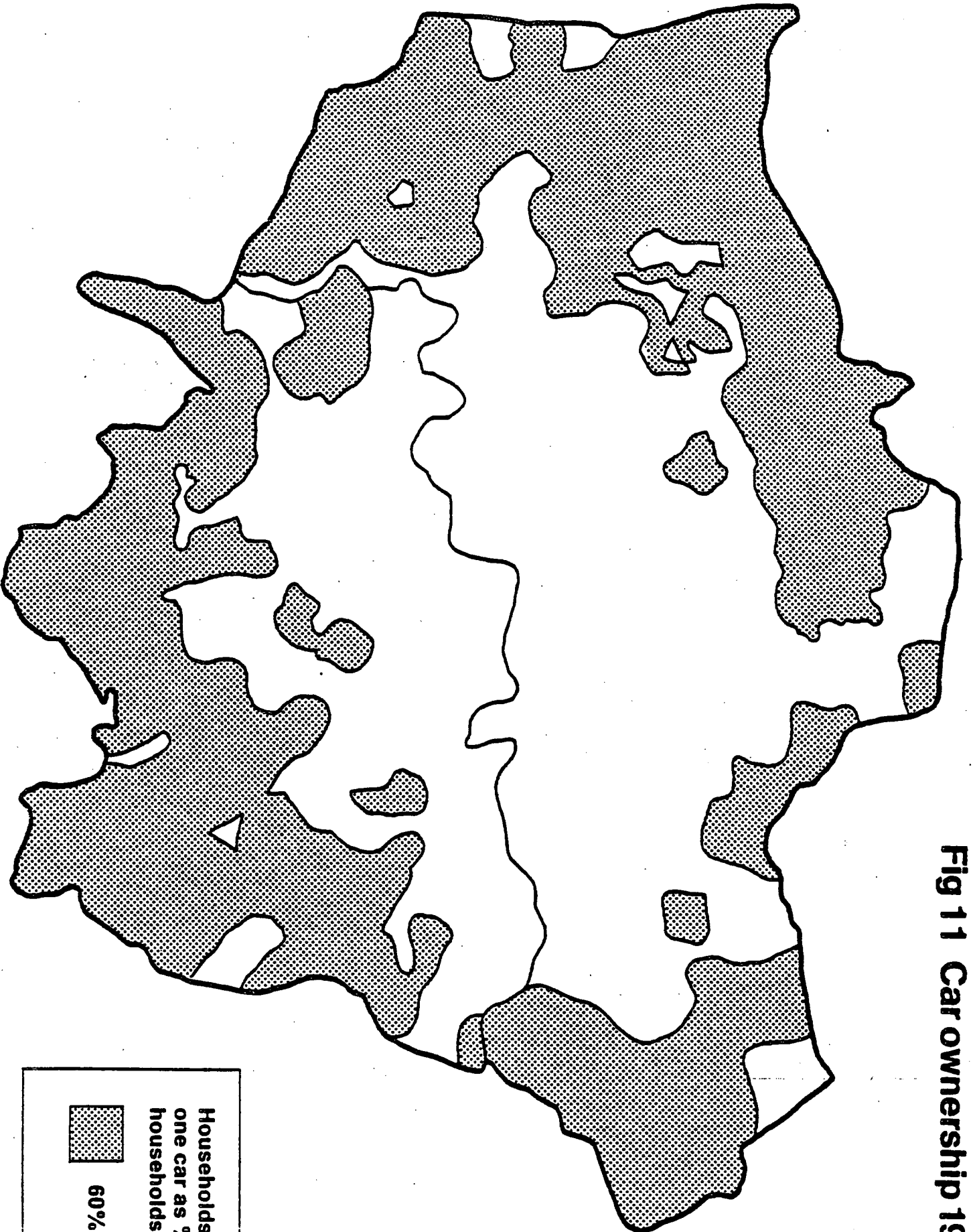


Fig 11 Car ownership 1971



**Households with at least
one car as % of all
households**



60% or more

3.6. Conclusions

The evidence of broad social characteristics presented in this section shows an area from which both the working population and jobs, particularly at skilled level, have been drained, partly at least as the result of official policy which has been quite laudable in general terms. Unfortunately for London Transport the decline in demand for its services has not run in parallel, and operational functions cannot be readily dispersed. Despite recent efforts by public authorities at all levels there is no sign of the tide turning. The range of options open to London Transport alone appears extremely limited. Of greater significance may be the question of the influence London Transport should be bringing to bear upon public policies aimed at redressing the balance between employment opportunities and unemployment in the inner London area.

SECTION 4 THE INNER WEST LONDON AREA

This section looks at the individual boroughs in the areas of London Transport's greatest staff shortage. Surveys of the four boroughs are contained in Appendix I. The population, housing and employment situation for each borough is outlined, highlighting the particular points which are likely to affect the supply of labour suitable for employment as a bus driver.

Much of the data contained in Appendix I. has been obtained from published borough documents and from some consultation with staff dealing with employment matters. The variation in data given for each borough reflects the quality of published information made available to London Transport.

4.1. The Borough Surveys

The detailed borough surveys are set out in Appendix I as follows:

- 1.1. Royal Borough of Kensington and Chelsea
- 1.2. London Borough of Hammersmith
- 1.3. London Borough of Brent
- 1.4. London Borough of Wandsworth

4.2. General Conclusions from Borough Surveys

The surveys of four inner west London boroughs indicate major factors which are likely in varying degrees to affect London Transport's ability to recruit staff in the area:-

1. A generally declining total population. The decline is greatest among young skilled and semi-skilled workers, the group from which London Transport most needs to recruit. The least decline is among the unskilled and elderly. The vacuum left is being partly filled by an influx of mainly young professional workers, students and transient groups.
2. The quantity of inexpensive private rented accommodation suitable for families has declined rapidly in recent years, partly because of the 1974 Rent Act, and also because of council policy to improve housing standards. In contrast council housing has been growing rapidly but the increase has largely been brought about to accommodate existing borough residents displaced from older council or private rented properties. Owner occupied property has become increasingly expensive.

This overall trend means that the quantity of low cost accommodation available to outsiders has declined very markedly.

3. Many people who have lost their jobs in recent years have chosen at the same time to leave London altogether.
4. The current plans by some local authorities to retain and attract industry could in the short term bring about even greater competition for the small numbers of skilled and semi-skilled workers available.

SECTION 5 CONCLUSIONS AND RECOMMENDATIONS

This report has examined some factors of crucial importance for London Transport in the next generation. Quite simply the issue is whether in the long term London Transport can expect to provide staff to meet forecast operational requirements in certain areas. The complexities of the problem will be plain to anyone who has read this far. It will be equally obvious that some aspects need both deeper and broader treatment than has been possible here. Nevertheless it is not too early to state the problem boldly. There is no sign of any deceleration in the social trends which have led to the present situation. In the circumstances this leads to the following conclusions:-

1. Refinements in London Transport's employment package and in the recruitment methods and job marketing which back them up are of some assistance and must be pursued still more vigorously in the future. So, too, must be continued improvements in the already considerable liaison between London Transport's and the Regional employment and training services, especially at local level. However they will not be enough in themselves to overcome the underlying structural problems either in the short or longer term.

London Transport has to recognise that it operates in a constantly changing environment and must be ready and able to respond to these changes. Recruitment policy must not be influenced by the short term cyclical fluctuations which occur as a result of seasonal factors, economic changes and wage rounds. Still less must it be influenced by elated or depressed reaction to month by month or week by week variations in recruitment and retention performance. Long term difficulties require long term solutions.

2. London Transport and other authorities must face the fact that in the light of all the evidence in this report any new installation developed in these problem areas may be no more successful in recruiting staff than are existing work places. Investment in new facilities must in future be concentrated in the areas where staff are most easily available. In addition the transfer of some existing

installations to areas where staff are more likely to be easily found may merit examination.

The optimum location from the operational viewpoint ceases to be optimum if staff cannot be provided in sufficient numbers, or only at disproportionate cost. Some apparent losses in schedule efficiency or other established measures of operational performance may thus be worth bearing. The complex relationships involved here are outside the scope of this report, but they merit more investigation.

3. The changing characteristics of the population in these problem areas make it important for London Transport to decide if the recruitment policy in this part of London will be to continue the effort to attract the long term applicant or to accept applicants with predicted shorter service potential, who may be the only recruits available in the catchment areas of some existing locations. This latter course firstly involves deciding at what length of service it becomes viable to train and equip an employee. Training activity must also be kept under close scrutiny to avoid unnecessary expenditure. There is also the question of changing other staffing policies and attitudes that have for a very long time been geared to the benefits of long service. These are uncomfortable questions for those who yearn for an organisation peopled largely by the career employee at all levels, but the employment prospects in some areas clearly demand that they be faced and answered realistically.
4. London Transport needs to make a co-ordinated approach to local authority planning departments in order to influence policy on population, housing and industrial development.

The emphasis in this approach needs to be not just upon the points mentioned but on the "package" London Transport may be able to offer a Borough in terms of transport services, and of employment and training for local people, in return for effective participation in the local planning process which recognises passenger transport's special needs and requirements, such as housing for staff.

5. Systematic approaches should be made to local authorities for more sympathetic allocation of housing resources. For instance:-
 - i) London Transport staff should be recognised by housing authorities as key workers;
 - ii) Housing authorities should give London Transport staff priority in obtaining local authority mortgages and, where applicable, in the purchase of council houses prior to their being offered for sale on the open market;
 - iii) London Transport staff should be given priority on the council waiting list for rented accommodation;
 - iv) Local authorities should consider offering to London Transport part of their allocation under housing association schemes.
6. Every effort should be made to increase the scope and effectiveness of London Transport's own internal housing schemes including the Staff Mortgage Scheme and the provision of sponsored housing through housing associations.
7. London Transport rightly recognises the crucial importance of keeping earnings levels and conditions of service competitive in order to maintain and improve its position in the recruitment market. Any marked decline in these relative to other industries will cause an increase in wastage and in recruitment difficulties.
8. Environmental conditions within garages and depots, many of which were constructed over 40 years ago, should be examined. Research by the Road Transport Industry Training Board (see Appendix II) indicates that, in jobs involving quite high pressure coupled with poor working conditions, staff may move for very little additional money.

Internal research into reasons why drivers resign indicates that, whilst poor welfare facilities may not be sufficient reason on their own for resigning, they can act as powerful secondary motives for leaving if staff are dissatisfied with other aspects of the job.

9. Ways of boosting staff morale should be considered. RTITB research (Appendix II) indicates that job satisfaction and pride in the job are important in ensuring the success of a company.

Whilst these two concepts are obviously difficult to generate in a large and diverse organisation such as London Transport, there is scope for examining factors such as job content, support from supervisors and identification with and pride in the garage, route and crew within which the employee works.

APPENDIX I

1.1. The Royal Borough of Kensington and Chelsea

1.1.1. General Background to the Borough

Most of the Borough was developed between 1840 and 1880 when improved transport made the area attractive to the wealthy mercantile and professional classes working in the metropolis. The majority of housing built in the Borough consisted of large well constructed properties. However, the extreme north of the Borough proved less attractive because of its proximity to main line railways and the canal. Here cheaper artisan's houses were constructed.

Today the Borough presents an area of stark social contrast. Most of the wealthy southern half of the Borough remains a residential area favoured by the higher income groups who are attracted by its convenience to the central area. The main development here has been the division of most of the large houses into flats for letting. The population is now younger and more cosmopolitan. On the other hand the extreme north of the Borough (St. Charles and Golborne Wards) where cheaper houses predominated sees considerable social deprivation with household incomes well below the London average.

Middle Row, London Transport's only bus garage in the Borough, is located in Golborne Ward.

1.1.2. London Transport's demand for labour in the Borough

Middle Row Garage

(Staff figures for November 1978)

	<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Drivers	155	122	21.3
Conductors	160	140	12.5

In addition engineering staff are employed at this garage and London Transport has railway operating, engineering, catering and office establishments within the Borough requiring very broadly 1,200 staff.

1.1.3. Population of the Borough

The population of Kensington and Chelsea has been falling steadily ever since reaching a peak in 1891.

1891	262,000
1951	220,000
1975	165,000 (estimate)
1981	142,000 - 150,000 (projection)
1986	133,000 - 147,000 (projection)

This decline reflects the trend towards fewer and smaller families living in the Borough and the increasing number of young single people. The southern sector of the Borough now has comparatively few families with children but has a disproportionately large number of young people in the 20 - 30 age group. This age group makes up a third of the population of the Borough with concentrations in the Earls Court, South Kensington and High Street Kensington areas. Most of these people are students and young professionals drawn from all parts of the country and abroad, who mainly work locally or in the central area. Because of the high cost of housing few are able to remain in the area once they marry and intend to have children. Most of the remainder of the population is made up of well off young married couples without children, together with professional type middle aged and elderly people.

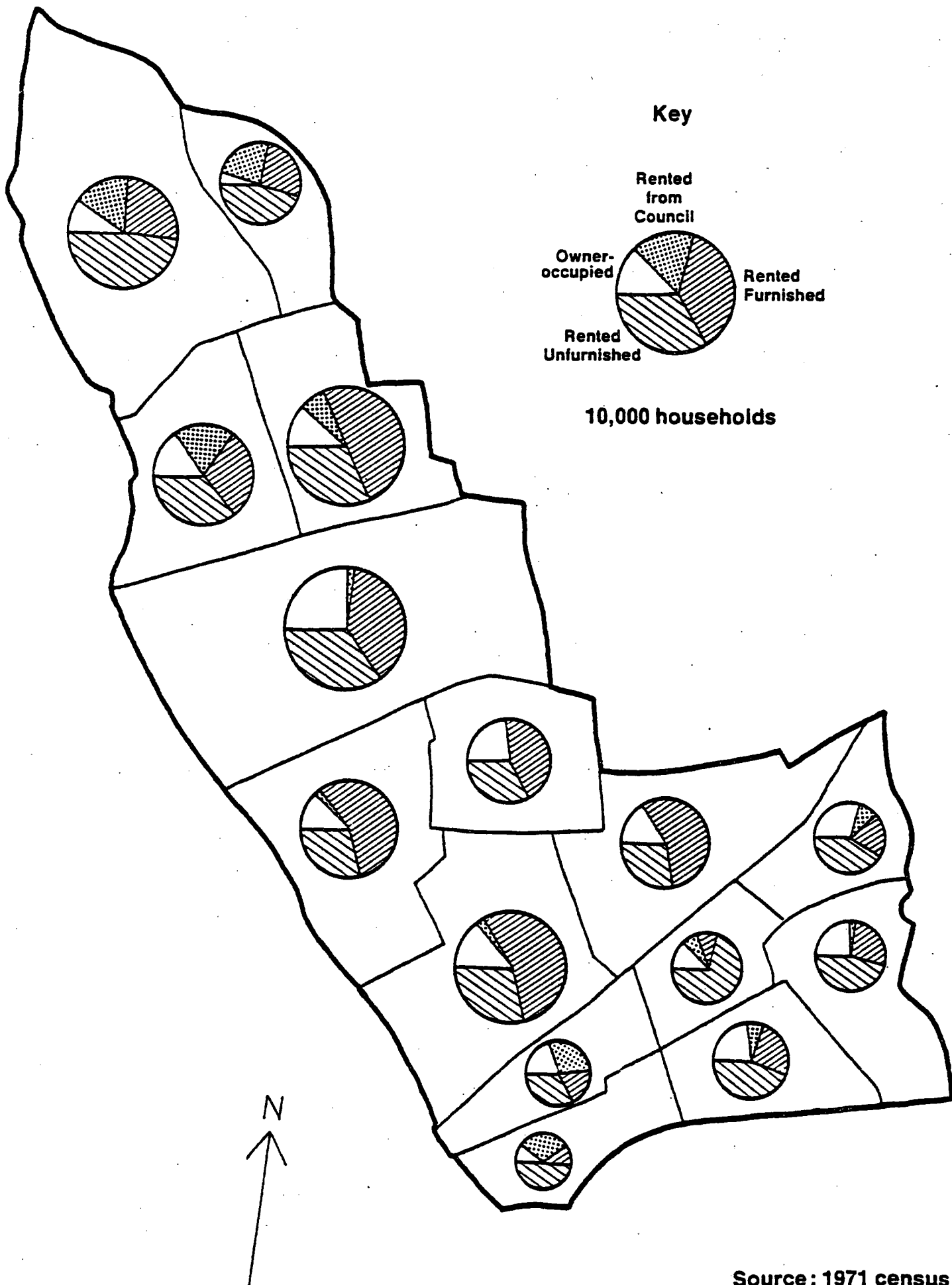
St. Charles and Golborne Wards have a completely different population mix. The population is much poorer and there are considerably more married families with children (35.8% of households in Golborne Ward). This was one of the first reception areas for New Commonwealth immigrants, particularly West Indians, and large numbers of them remain. On the whole, despite the poor housing environment, the population in these Wards has remained more stable. This partly reflects the more settled family situation but also that many of the population are unskilled and find that the high cost and long wait for housing elsewhere traps them in their existing environment.

1.1.4. Housing

Demand for housing in the southern sector of the Borough is high and this is reflected in the price. Generally housing in this area is of a good standard.

In St. Charles and Golborne Wards the quality of the housing is low, in some cases very low, and the area has been subject to extensive blighting pending redevelopment. Some new council developments have generally resulted in an overall reduction of housing density. A major council development of 300 - 400 units will shortly take place on the former Kensal Rise Gasworks site, together with a large industrial development.

**Fig 12 Royal Borough of
Kensington and Chelsea**
Household tenure by Ward



Source: 1971 census

Taking the Borough as a whole, a high proportion of housing is rented from private landlords. Private rented furnished accommodation predominates in the southern sector whilst in St. Charles and Golborne private rented unfurnished accommodation is the largest category. This unfurnished accommodation is often multi occupied and housing families in overcrowded conditions. Figure 12 indicates the breakdown of housing by tenure in the Borough.

It appears likely that much of the low quality housing will either be redeveloped or rehabilitated by the local authority or housing associations. The better quality housing will become increasingly subject to "gentrification" thus restricting further the housing stock available to those on lower incomes.

1.1.5. Industry and Employment

Because of the high cost of land, manufacturing industry has never been extensive in the Borough and today employs only a few thousand people. As most industry has been located in the less affluent north of the Borough its relative decline has had a significant effect on prosperity there. Many of the firms involved have moved out of London in response to official decentralisation policies taking skilled workers with them, leaving the unskilled and the less adaptable behind. Declining work opportunities and a worsening environment may in themselves have driven the skilled and semi-skilled out of the area.

The major source of employment in the Borough today is in service industries ranging from Gas, Electricity and Transport to Insurance, Banking and Public Administration. Demand for labour in this sector has remained buoyant, particularly for office workers. However, at the bottom end many jobs in the public utilities are unattractive and involve awkward hours. The high cost of housing, poor environment and decline in industrial opportunity has reduced the pool of labour available for these jobs and as is experienced by London Transport, employers have found it difficult to recruit.

The Borough is now hoping to stem the trend of industrial decline in the north as part of a plan to regenerate the whole area. The major new industrial development planned on part of the former Kensal Rise Gasworks site will provide 2,600 semi-skilled and skilled jobs. Whilst in the longer term this may help restore prosperity to the area, in the short term it can only mean additional competition in this part of the labour market and further deplete the limited supply of suitable people available to London Transport, particularly for staffing the new Westbourne Park Garage.

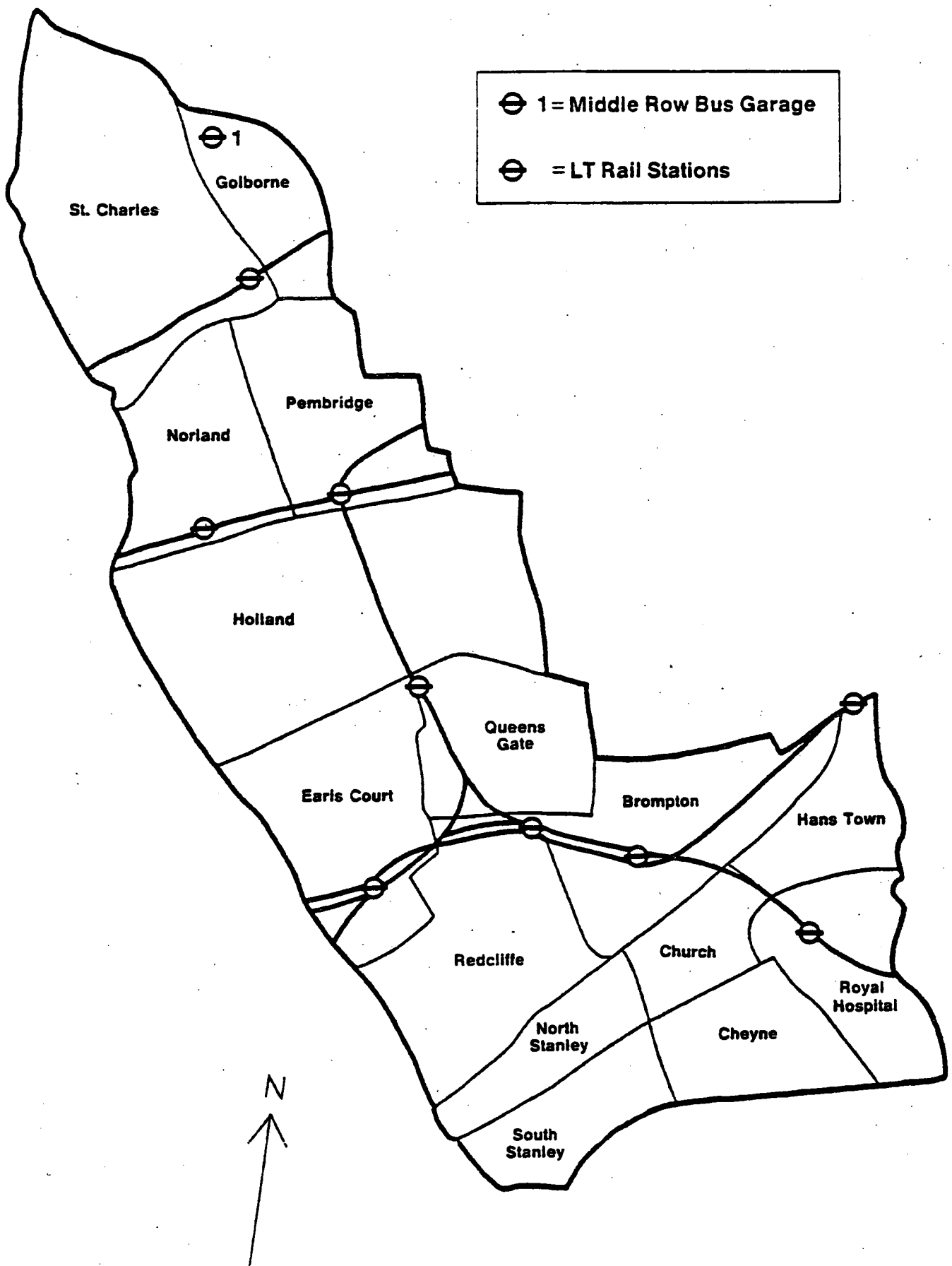
1.1.6.

The effect on the recruitment of bus drivers for Middle Row Garage

This brief summary has highlighted the poor environment and housing conditions in the area around Middle Row Garage. This situation is not new but has been deteriorating slowly over many years and can be attributed to reduced industrial opportunity, a poor environment and lack of good quality family housing with modern facilities. The loss of industry with many skilled workers has left only the unskilled or least adaptable members of society. This vacuum was initially filled by the influx of New Commonwealth immigrants but many of these have now left. There is now no-one to replace them.

Middle Row is one of the oldest, most unsuitable and ill equipped London Transport garages and is not large enough to take the latest vehicles. Whilst the garage is more than 20% short of drivers there is a very low resignation rate. The number of suitable applicants who come forward is very low. Because of its age and general unsuitability a new garage is to be built a short distance away at Westbourne Park and preliminary work has already started. This will not only replace Middle Row but also Stonebridge in Brent. The prospects of obtaining anything like the numbers of staff which will be required are bleak. Whilst the local area may produce some applicants only a small proportion are likely to have the driving ability, work record or literacy levels required under current criteria to become bus drivers. Few people living in the southern sector of the Borough are likely to be interested although some of the less settled younger group may consider it as temporary employment. Most of those who apply are unlikely to be accepted under present criteria either because of over qualification or through

**Fig 13 Royal Borough of
Kensington and Chelsea
Wards 1971**



being assessed as a poor employment risk. The high migration rate of young people in the area means successful applicants are unlikely to become long term employees. London Transport will have to face the fact that there is no prospect in the foreseeable future of obtaining significant numbers of recruits for bus driving in the Middle Row area unless a lower standard of applicant is accepted. Even those found are unlikely to stay long because of the lack of good quality family housing in the area. The Council's plan to encourage industry back to the area will only exacerbate the situation, at least in the medium term, making recruitment and retention even more difficult.

1.2. The London Borough of Hammersmith

1.2.1. General Background to the Borough

Hammersmith was largely developed at the end of the 19th century and most of the housing stock is of Victorian and Edwardian vintage. Housing in the Borough has always been cheaper than in Kensington and Chelsea and has for many years accommodated large numbers of office and service workers, employed either locally or in the central area. Industry has concentrated in the north of the Borough but has declined considerably in recent years.

The current trend is for increasing numbers of professional and office workers living in the Borough and declining numbers in the skilled and semi-skilled categories.

London Transport has two bus garages in the Borough, Shepherds Bush, off Goldhawk Road, and Riverside in Hammersmith Broadway. These garages are within one mile of each other.

1.2.2. London Transport's demand for labour in the Borough
Shepherds Bush Garage

(Staff figures for November 1978)

	<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Drivers	150	122	18.7
Conductors	70	70	-

Riverside Garage

(Staff figures for November 1978)

	<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Drivers	132	111	15.9
Conductors	127	111	8.7

In addition engineering staff are employed at these garages and London Transport has railway operating, engineering, catering and office establishments within the Borough requiring very broadly the following numbers of staff:-

Railway Operating	771
Management, Clerical, Engineering	1,260

London Transport's total staff requirement in the Borough is approximately 2,600 people, of whom a high proportion are key operating staff.

1.2.3. Population

In line with other inner London boroughs the population of Hammersmith has been falling quite sharply for some time. Again this reflects the trend towards fewer, smaller families and the increasing numbers of single person households.

1951	241,000
1961	222,000
1971	187,195
1976	168,000 (provisional estimate)

There has been a considerable change in the socio-economic structure of the population in recent years with increasing numbers of professional, managerial and other non-manual workers living in the Borough and declining numbers of skilled and semi-skilled manual workers. This has also caused a change in the age structure of the population with a disproportionately large number of people over 45 and an increasing number of young, largely single people in the 25 - 35 category. There are significantly fewer young children and people in the 35 - 44 age bracket. The largest concentration of children under 15 is in the north of the Borough where the largest numbers of manual workers live.

Migration is a significant cause of population change in the Borough. A survey in 1977 showed that of the total population 10% had moved into the Borough, 5% had moved within the Borough and 85% had not changed their address over the previous year. However, these general figures hide higher levels of localised migration particularly in areas with large concentrations of rented furnished accommodation. Generally the population of the Borough appears to be characterised by two main groups.

1. A relatively stable section mainly living in owner occupied council and private unfurnished accommodation. These are likely to include a high proportion of the late middle aged

and elderly population together with some of the "better off" younger people.

2. A highly mobile group living mainly in private rented accommodation. This includes a high proportion of young single people in the 25 - 34 age group.

1.2.4. Housing

Whilst housing in Hammersmith is generally cheaper and of poorer quality than in most of Kensington and Chelsea, it is still relatively expensive, particularly for owner occupation.

Figure 14 shows the distribution of households in each area by tenure. Private rented accommodation has played a particularly important role in the local housing scene with large quantities of private unfurnished flats and houses especially in the central and southern sectors of the Borough. Private furnished accommodation, which houses most of the mobile younger population, is concentrated in the Shepherds Bush and West Kensington localities and to a lesser extent Fulham and Parsons Green.

It is important to note that since the Tenure Map was produced there has been a considerable decline in the quantity of private rented accommodation as many of the properties have been converted into houses or self contained flats for sale at high prices to owner occupiers. This trend had been particularly noticeable in the Fulham area, although it is likely to spread throughout the remainder of the central and southern sectors of the Borough.

Council housing predominates in the northern sector of the Borough particularly in the White City and Wormholt areas. Most of it is of reasonable quality. This locality houses a good proportion of the Borough's remaining manual workers particularly in the skilled and semi-skilled categories. The extreme northern part of the Borough is thinly populated.

Fig 14 London Borough of Hammersmith

Distribution of households by tenure 1971

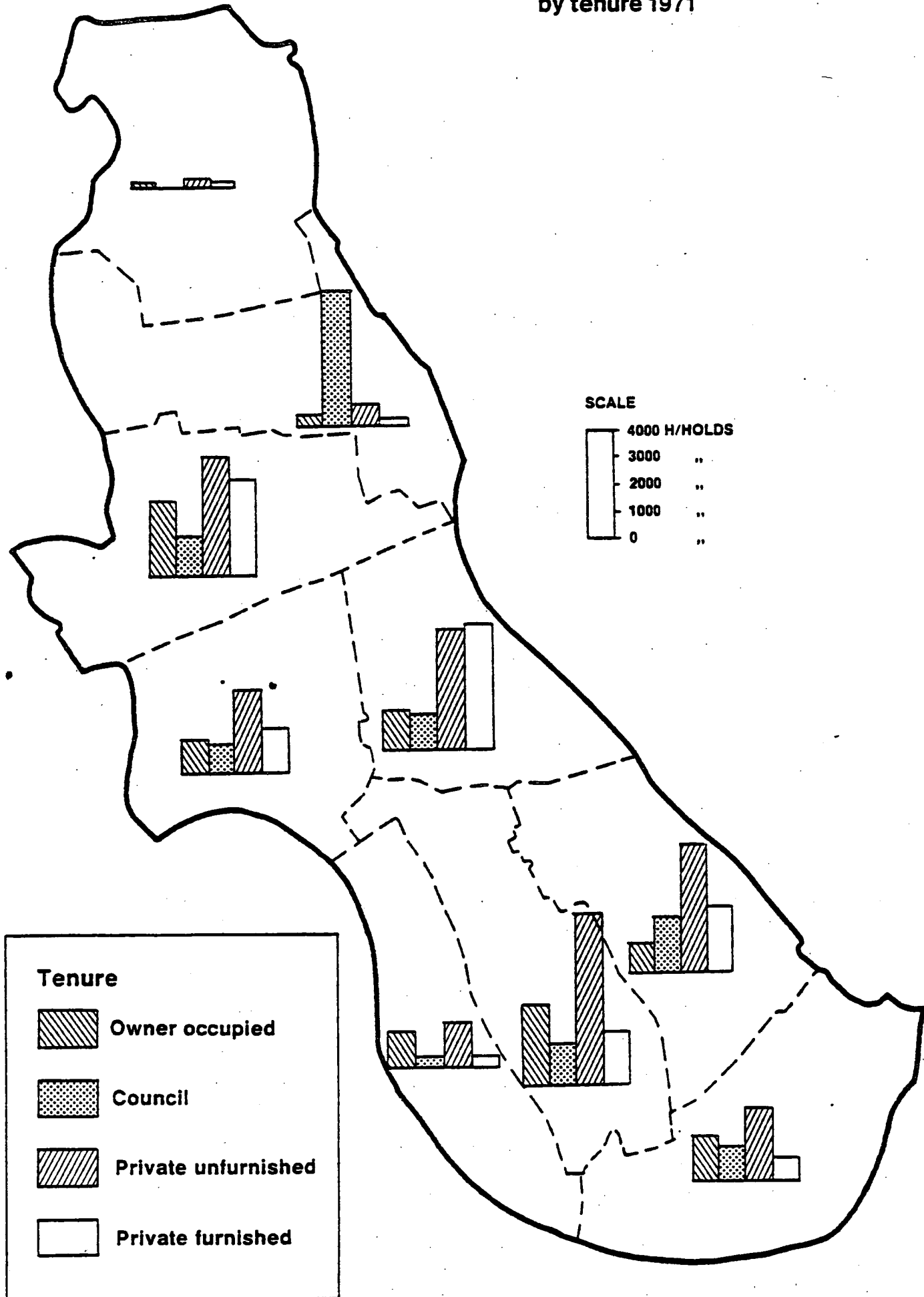
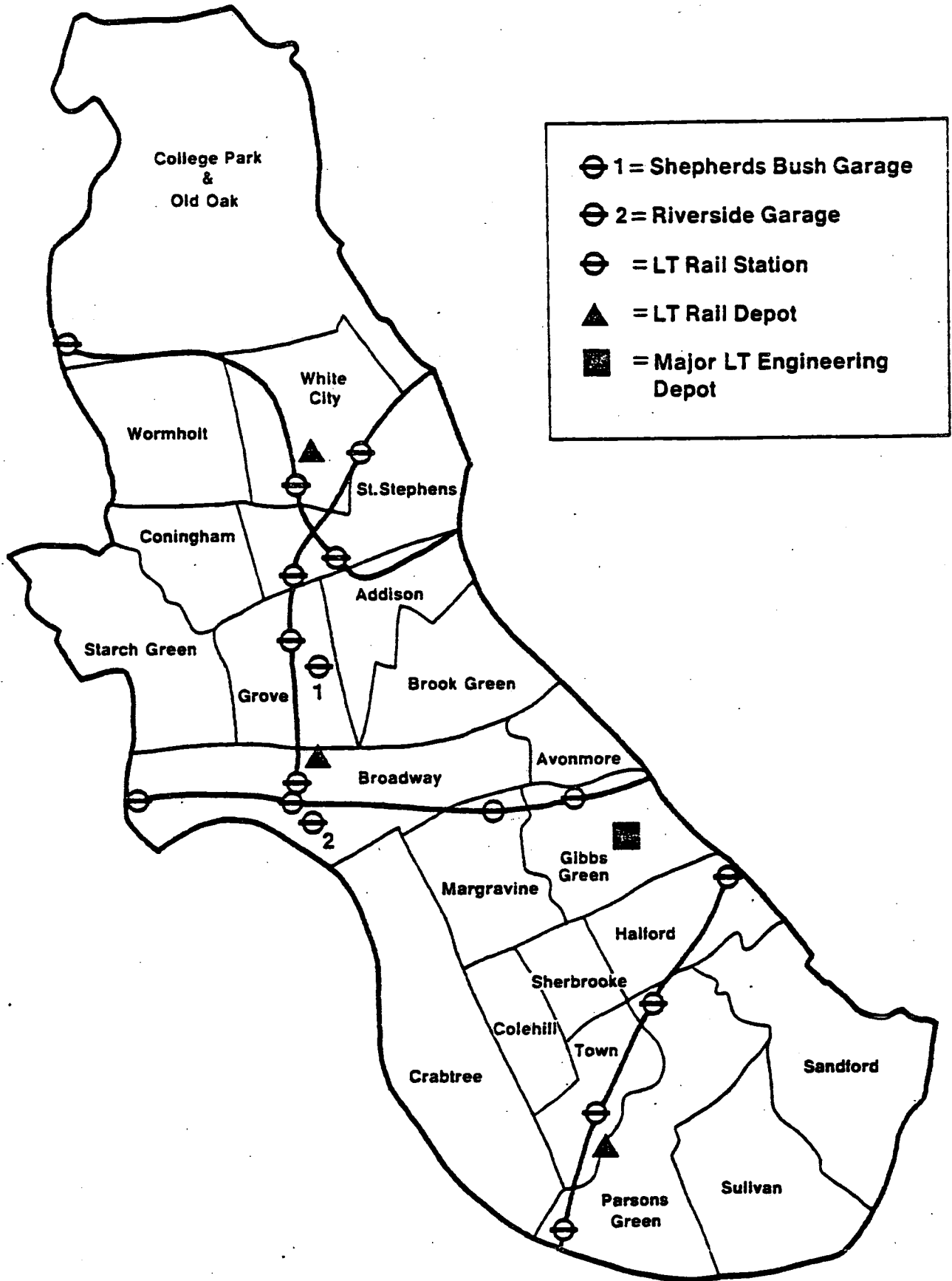


Fig 15 London Borough of Hammersmith
Wards 1966



Tenure structure of Hammersmith 1971 - 77

<u>Type</u>	<u>Percentage of population housed (rounded)</u>	
	<u>1971</u>	<u>1977 (estimate)</u>
Private Unfurnished (including Housing Assoc.)	37	29 ± 1.3
Council	23	30 ± 1.4
Owner Occupied	22	27 ± 1.4
Private Furnished	17	12 ± 1.0

This table indicates the considerable shift which has taken place away from private rented accommodation to council and owner occupied property since 1971. Many of the "new" council tenants are those formerly housed in the private unfurnished sector.

1.2.5. Industry and Employment

Hammersmith has always been a dormitory area although it has had a considerable industrial base particularly in the north of the Borough. However, this has been declining rapidly.

Between 1966 and 1975 total job opportunities in the Borough reduced by 27,500 or 25%. In manufacturing the decline was 50%, far greater than elsewhere in London. This decline is partly accounted for by official decentralisation policies which encouraged firms to move out of London, often taking their best workers with them. In addition many "back yard" industries have closed through re-development, bankruptcy or merger, thus reducing local job opportunities.

As with other areas of London there has been a substantial shift towards office work and service industries (particularly warehousing and distribution) and most residents of the Borough now find work in these types of employment. Despite the decline in industrial opportunity the Borough still has a relatively stable proportion of unskilled manual workers. Most live in council or unfurnished accommodation and, as in Kensington and Chelsea, find themselves caught in a housing market which effectively prevents those on low incomes from moving out of inner London to other job opportunities. Many of these probably find employment either in the remaining manufacturing industries or with the service sector such as London Transport, British Rail and to a lesser extent the BBC (the largest employer).

L2.6.

Effect of these factors on the recruitment of bus drivers

This brief summary has shown that Hammersmith is a mixed Borough with a declining industrial base and a trend towards increasing numbers of managerial, professional and other non manual workers living in the area. London Transport's two bus garages, Shepherds Bush and Riverside, are roughly in the centre of the Borough. The vicinity of the two garages still offers predominantly private rented accommodation (both furnished and unfurnished) although this type of tenure is declining as more and more properties are offered for sale, often at very high prices. There is less council housing in the immediate locality although there are extensive council estates to the north of the Borough. The areas close to the garages offer little cheap family housing of modern standards and with a pleasant environment.

The decline in industrial opportunity has resulted in considerable loss of skilled and semi-skilled workers from the area, leaving behind largely the unskilled who are unable to afford housing opportunities elsewhere. The vacuum has largely been filled by an influx of professional and other non manual workers, most of whom will not be interested in working as bus drivers.

The people London Transport requires as bus drivers are just the people who have been leaving the area in large numbers. Most of the applicants from this area today will probably be the unskilled who may not have the driving ability, literacy level or work record required under current criteria to be taken on as bus drivers, or they will be from the more mobile younger, single community who will often be rejected because of over qualification or unsettled employment record. This is the basic reason why from so many applicants from this area London Transport, under its present criteria, is able to take on so few.

Whilst London Transport should be able to maintain some kind of labour force at these garages it will become increasingly difficult to recruit people who are likely to make long stay employees in anything like the numbers required. Increasingly the labour force is likely to consist of young short stay people who may only be prepared to remain at the job for a year or so.

1.3. The London Borough of Brent

1.3.1. General background to the Borough

Brent is a mixed residential, industrial and commercial area in the middle suburban ring of north west London. The southern half of the Borough, roughly bounded by the North Circular Road, was largely developed before 1914 and today consists mainly of poor quality Victorian and Edwardian housing and run down industry. This area has one of the largest concentrations of New Commonwealth immigrants in London and also a considerable number of Irish descent, especially around Kilburn.

The north of the Borough was largely developed between the wars and has better quality housing. There is a concentration of New Commonwealth immigrants around the Wembley/Alperton area but in the rest of this part of the Borough comparatively few. London Transport has four bus garages in the Borough at Alperton, Stonebridge, Willesden and Cricklewood.

1.3.2. London Transport's demand for labour in the Borough

(Staff figures for November 1978)

		<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Alperton Garage	Drivers	185	151	18.4
	Conductors	75	70	6.7
Stonebridge Garage	Drivers	129	99	23.3
	Conductors	102	92	9.8
Willesden Garage	Drivers	180	147	18.3
	Conductors	168	158	6.0
Cricklewood Garage	Drivers	261	221	15.3
	Conductors	151	142	6.0

In addition engineering staff are employed at these garages and London Transport has railway operating, engineering and catering establishments within the Borough requiring the following numbers of staff:-

Railway Operating	820
Engineering and others	850

Therefore London Transport's total staff requirement in the Borough is approximately 3,200 of whom approximately 2,300 are key operating staff.

Middle Row Garage is just across the Borough boundary in Kensington and Chelsea and draws staff from Brent.

British Rail also has a considerable requirement for operating staff in Brent, particularly around the Willesden Junction area.

1.3.3.

Population

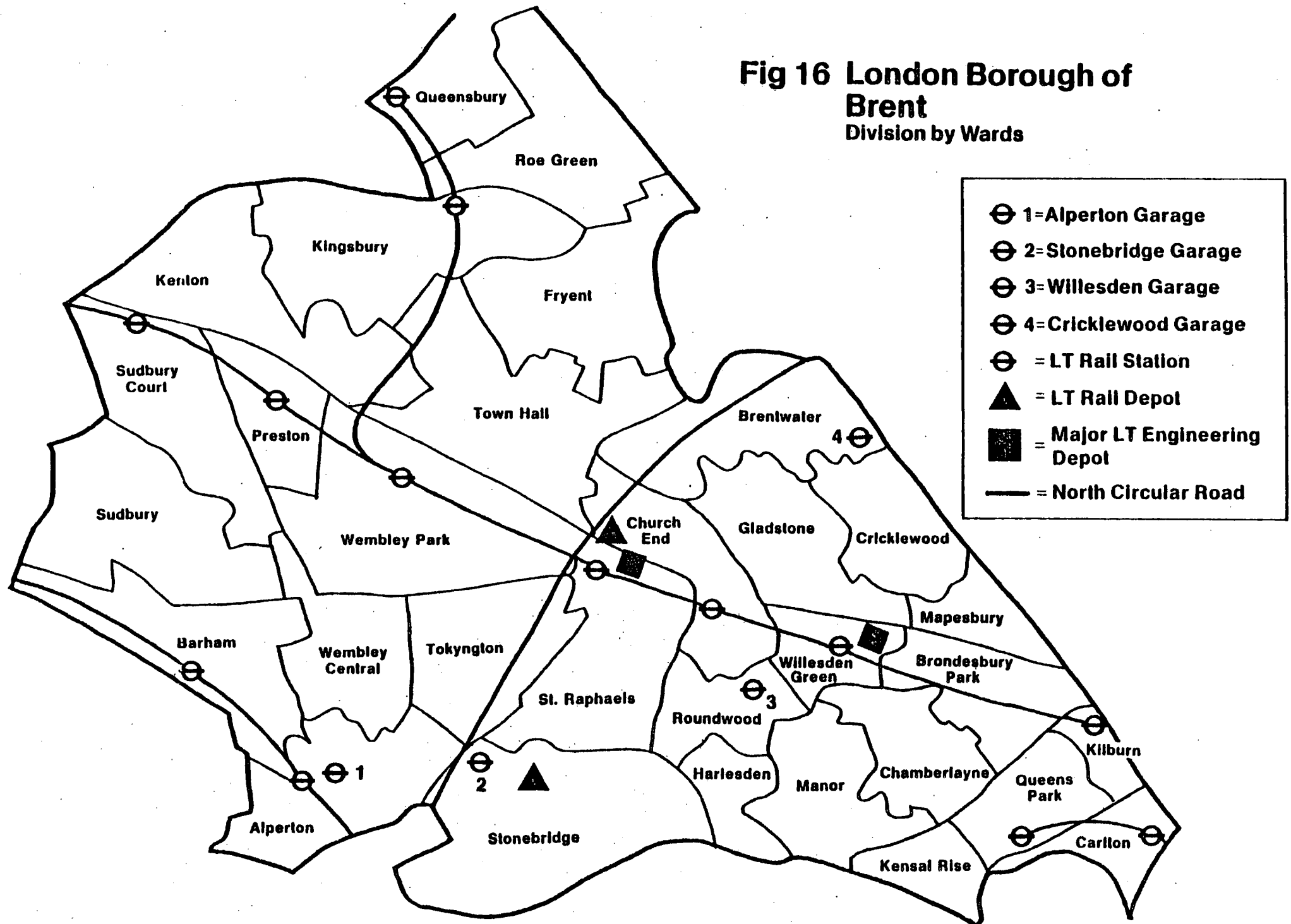
Total population figures for Brent:-

1951	311,000
1961	295,900
1971	280,600
1981	236,200 (estimate)
1986	221,200 (estimate)

It can be seen from these figures that the population of the Borough has been falling rapidly and this is expected to accelerate over the next few years. Much of this population loss has been in the poorer southern half of the Borough.

It has not been possible to obtain detailed information on the socio-economic make up of the population. It is known that there are concentrations of skilled manual workers in the Alperton/Wembley, Harlesden, Willesden Green and Kensal Rise areas. There are also semi-skilled and unskilled workers in the Stonebridge, Neasden, Willesden, Harlesden areas and around Wembley. The northern part of the Borough (except Wembley) is largely populated by people in professional and other non-manual jobs. In addition to the general decline in total population in the Borough there has also been a small drop in the proportion of the population of working age. In 1951 66.2% were working age as against 61.6% in 1971. Projections show that this proportion is likely to stay fairly static.

**Fig 16 London Borough of
Brent**
Division by Wards



The proportion of children in the Borough, after declining in the 1960's, had grown by 1971. This probably reflects the influx of New Commonwealth immigrants of child bearing age. Projections show that the proportion of children in the Borough will fall quite sharply. This partly reflects the anticipated lower birth rate but also indicates fewer young families living in the Borough. The proportion of young single people is likely to grow slightly over the next few years but not as much as in some other Boroughs because of the generally poorer quality housing and environment.

Brent has one of the largest concentrations of New Commonwealth immigrants in London with the greatest numbers around the Harlesden, Kensal Rise, Willesden and Wembley Central areas. In 1971 37.9% of the population in Kensal Rise were persons with both parents born in the New Commonwealth. There are also concentrations of Irish born residents particularly around the Kilburn and Cricklewood areas although their numbers seem to be declining slightly. The proportion of the New Commonwealth population is likely to continue rising through natural increase and spread further throughout the Borough, but it seems unlikely that there will be any significant number of new arrivals in future years.

1.3.4. Housing

Much of the housing in the south of the Borough is of poor quality and consists of Victorian and Edwardian terraced properties. This is broken by pockets of redeveloped council housing.

Private furnished accommodation plays a particularly important role in much of the southern half of the Borough with particular concentrations in the Stonebridge, Harlesden, Kensal Rise, Kilburn and Cricklewood areas. There are also pockets of private unfurnished accommodation in the Harlesden and Willesden Green areas. This private rented accommodation forms the bulk of the poor quality housing in the area and also does not provide stable family homes. The local authority has plans for either re-developing or rehabilitating much of this area but this is likely to take many years to complete.

The proportion of private rented accommodation in the area has been falling sharply in recent years and this has not entirely been countered by an increase in council accommodation. Council housing plays a smaller role in Brent than in other London Boroughs. Council housing is now growing quite rapidly as a result of redevelopment and acquisition policies in the south and is likely to continue to do so. The major areas of settled council housing are around the Neasden and Preston Road areas.

Most of the owner occupied houses are in the north west of the Borough. A high proportion are of the between-the-wars semi-detached type and are of good quality. However, the price of these houses is well beyond the means of most young skilled and semi-skilled manual workers. Owner occupation has been steadily increasing and now accounts for nearly 50% of all households in the Borough.

1.3.5. Industry and Employment

Unlike most other inner London boroughs the employment situation in Brent has remained fairly buoyant in recent years. In fact up to 1973 employment opportunities within the Borough were actually increasing. There has been a slight decline in total jobs since, largely reflecting the overall national recession.

These comments, however, hide a major structural change which has taken place in employment in the Borough in recent years. In common with the rest of London, Brent has seen a considerable decline in jobs in manufacturing industry and a rise in employment in the service sector, particularly warehousing and offices. Between 1967 and 1974 there has been a decline of 6% in industrial floor space. The main centre of industrial employment in the Borough today is the Park Royal Trading Estate located in the south west corner. In 1971 this area provided employment for some 39,000 people. By 1975, however, it had fallen to an estimated 34,500. Of this number approximately 40% were females. There are considerable opportunities for the employment of skilled and semi-skilled manual workers in this area. The other major industrial employment arises in the Borough along the North Circular Road, Edgware Road, Alperton and around Wembley Stadium.

Employment opportunities in the remainder of the southern half of the Borough are more limited and many residents have to travel out of the Borough for work or to the employment centres mentioned above. British Rail and London Transport are amongst the largest employers in this part of the Borough.

1.3.6. Effect of these factors on the recruitment of bus drivers

This summary has shown that in the Cricklewood and Willesden areas similar characteristics are likely to affect the recruitment of bus drivers as applied in Kensington and Chelsea and Hammersmith.

The situation around Alpertown and Stonebridge is different as here London Transport is in competition with other local employers, particularly at Park Royal, where substantial numbers of jobs are available for skilled and semi-skilled workers. Stonebridge Garage is located remotely from major housing areas, whilst around Alpertown Garage much of the housing is owner occupied and relatively expensive.

1.4. London Borough of Wandsworth

1.4.1. General Background to the Borough

Wandsworth was largely developed as a working class suburban area at the end of the 19th century and contains large areas of high density terraced housing. The Borough's two main areas of industrial employment were along the Battersea riverside and the Wandle Valley. Today many of the traditional economic activities have disappeared particularly on the Battersea riverside, leaving wide areas of dereliction and blight. Whilst much of the older housing remains, large areas have been redeveloped, particularly in North Battersea and replaced by large, high density, Council estates of mainly high and medium rise flats which have proved highly unpopular, particularly with young families. London Transport has three bus garages in the area, Battersea, Wandsworth and Putney.

1.4.2. London Transport's demand for labour in the Borough

Battersea Garage

(Staff figures for November 1978)

	<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Drivers	141	116	17.7
Conductors	112	97	13.4

Wandsworth Garage

(Staff figures for November 1978)

	<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Drivers	174	145	16.7
Conductors	70	64	8.6

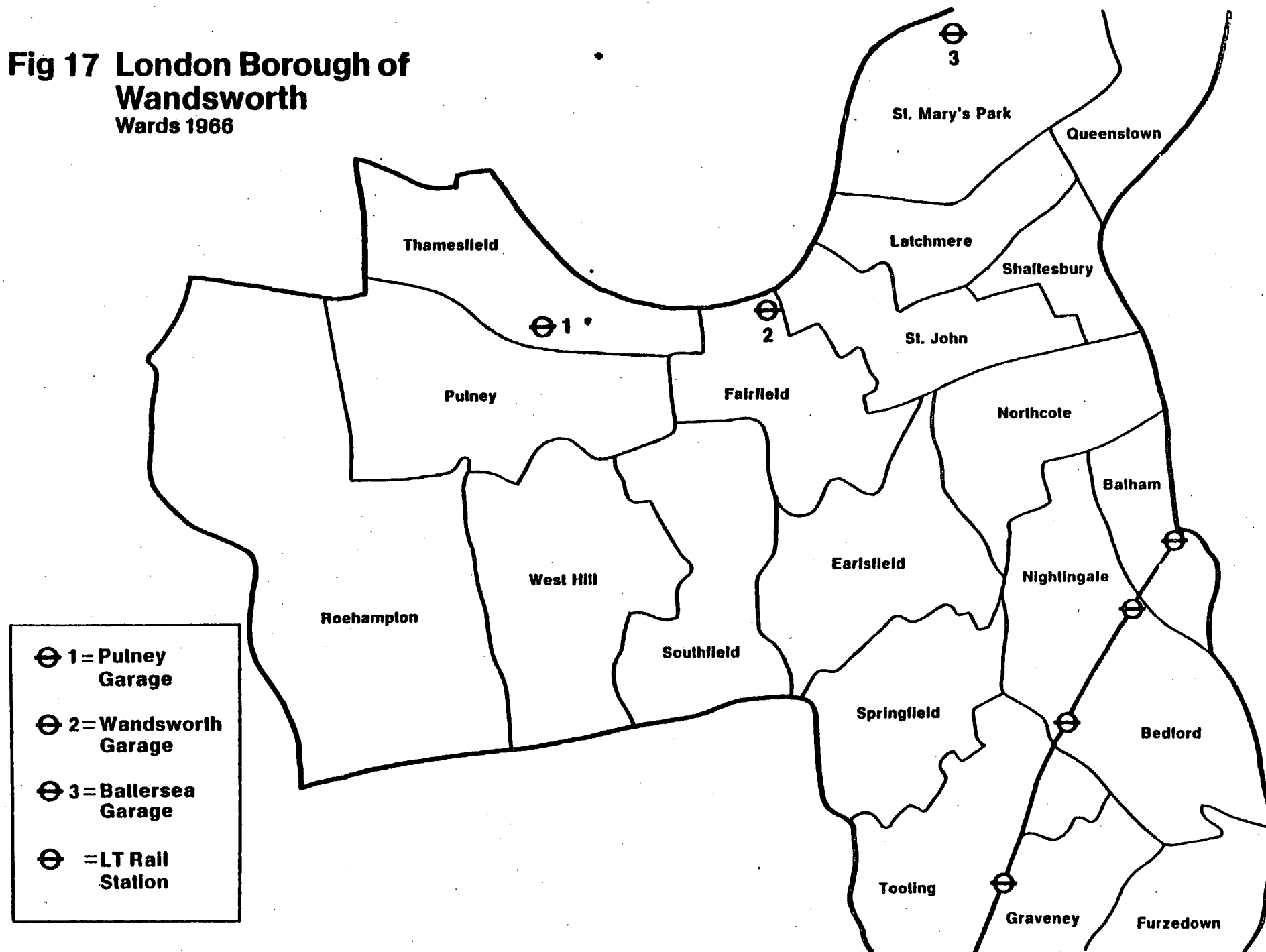
Putney Garage

(Staff figures for November 1978)

	<u>Establishment</u>	<u>Actual</u>	<u>% Shortage</u>
Drivers	197	163	17.3
Conductors	163	148	9.2

In addition engineering staff are employed at these garages and London Transport has railway operating establishments in the Borough requiring approximately 100 staff.

**Fig 17 London Borough of
Wandsworth
Wards 1966**



Taking these figures together London Transport's total requirement for staff in the Borough is approximately 1,000 nearly all of whom are key operating staff.

British Rail also has a substantial requirement for staff in the area.

1.4.3. Population

The total population of the Borough has been falling sharply in recent years. Projections show that this decline is likely to continue, albeit at a slightly slower pace. The decline reflects the reduction in housing density due to redevelopment and the trend towards smaller families.

1961	335,000
1977	279,000 (estimate)
1981	262,000 (projection)
1986	247,000 (projection)

The population loss has been greater in areas of heavy redevelopment such as North Battersea.

An examination of the socio-economic structure of the population shows that despite the decline of local industry it still contains a high proportion in the manual workers category, particularly older manual workers. At the same time, however, there has been a considerable shift by the younger population to white collar employment.

<u>Type</u>	<u>% of households</u>
Young family age manual workers	27
Older manual workers	29
Young family age white collar workers	23
Older white collar workers	14
Others	7

On the whole the population of Wandsworth has been residentially more stable than in the other boroughs dealt with in this report. With the exception of one or two areas, such as Putney, there has been a comparatively small influx of young professional people.

1.4.4. Housing

Much of Wandsworth was originally characterised by small Victorian and Edwardian terraced housing. Today most of the oldest housing has been replaced by council developments, particularly of medium and high rise flats. The largest concentrations of new council housing are in the North Battersea, Central Wandsworth and Roehampton areas. These high rise developments have proved unpopular with families who have young children and in an attempt to rehouse them in more suitable accommodation the council has substantially changed its housing policies. Today the main emphasis is on buying up older properties and converting them into units for council tenants. Most of the properties purchased are in the formerly extensive private rented sector which had declined markedly since 1971. Today council housing forms the largest single tenure sector in Wandsworth. Despite considerable additions to the council housing stock there is still a substantial housing shortage in the Borough, estimated to be currently around 11,700 dwellings. In addition the council also has a lengthy waiting list (currently 7,800 applicants).

Owner occupation is also becoming increasingly important in the Borough as the private rented sector has declined. Many houses have been sold to sitting tenants or converted into self contained flats for sale, often at very high prices. The only major area of modern owner occupied housing is around Putney Hill where large blocks of luxury flats have been developed.

1.4.5. Industry and Employment

Like most inner London Boroughs, Wandsworth has suffered a considerable reduction in the number of jobs offered. There was a loss of 53,600 jobs between 1961 and 1975, a rate of 3,560 jobs per annum. This loss of jobs has been far greater than the proportionate loss of population.

In addition there has also been a shift in the sort of jobs which are available. Jobs in manufacturing industry in the Borough have declined whilst those in the service sector, public employment and office work (in particular) make up an increasing proportion. Skilled and young workers are moving out faster than the unskilled and the old.

Today Wandsworth workers are heavily dependent upon other boroughs for their work, as of all the Boroughs in South West London it has the smallest proportion of jobs to workers - 56%. Only 32% of the economically active population of Wandsworth now work in Wandsworth itself. The remainder are dependent upon other inner London areas, particularly the West End and the City.

1.4.6.

Effect of these factors on the recruitment of bus drivers

In many respects at first glance it is difficult to understand why London Transport finds it hard to recruit bus drivers in this area. However, most of the remaining manual workers in the area are unskilled and form a largely ageing population. Again because of the lack of cheap family housing and reduced employment opportunities, many young skilled and semi-skilled workers have been forced to move out of the area to find better accommodation and environment elsewhere. The large scale movement of young families out of high rise flats has also meant that some areas such as North Battersea have suddenly become devoid of much of their population.

Both Wandsworth and Battersea Garages being by the Thames are remotely located from local housing and Battersea in particular has a catchment area which is almost exclusively from the south. These factors in themselves probably have a considerable bearing on recruitment at these locations.

The population density in the Putney area is less than in the rest of the Borough and the housing is generally of better quality and more expensive. The area is popular with young professional people few of whom are likely to be interested in bus driving.

APPENDIX II

SUMMARY OF SURVEY BY THE ROAD TRANSPORT INDUSTRY TRAINING BOARD

Following discussions with the Road Transport Industry Training Board, their intelligence unit undertook a survey of firms and organisations in North London to extend general knowledge about recruitment problems in comparable industries. The firms included in the survey were involved in all areas of road transport: haulage, passenger carrying, local and long distance deliveries, skip and tipper services and HGV maintenance and repair. Their report will be available in due course but our discussions during the survey have highlighted certain points.

1. There are few firms in the study area (part of inner west London, north of the Thames - see fig. 18) employing over 100 staff at one site, most sites being considerably smaller with only a few London-based staff. This is a direct contrast with London Transport garage sites where only three have less than 100 drivers and most have between two and four hundred staff.
2. Many of the sites north of the Thames are merely distribution depots with few London-based staff. Most firms have their headquarters and large depots outside London; the drivers run into London, exchange loads and return to their home depot.
3. There are now very few real long-distance hauliers working from London, most trips can be completed in one day.. Runs are programmed to eliminate the need for the driver to search for a return load and many are on a regular contract basis. It has been believed for some time that the financial rewards of true long distance driving have been a magnet drawing away our professional drivers; although this would not now seem to be the case there are very likely other reasons why we might lose staff to lorry driving that do not include money.
4. Despite published figures of the extensive number of current HGV licences, many of these are held by people not actively involved in driving but rather in the areas of transport management, HGV maintenance and repair or even in completely non-driving occupations. There appears to be a general shortage of professional drivers on the labour market and while a few firms are creaming off the best and even have a waiting list of applicants, there are many firms with acute shortages.

5. Those firms that are experiencing staff shortage problems have certain common characteristics. They tend to be firms involved in activities such as skip supply, tipper lorry deliveries, waste disposal and local London deliveries. The general opinion seemed to be that where the job was dirty, required finding obscure addresses, coping with London traffic, dealing with customers, finding parking places etc., there is a very high turnover of staff. Conversely, firms offering deliveries on a regular basis, where most of the driving was outside London, where there were not very strict time-schedules, where drivers could take their break when they wished and where they did not have to deal with customer queries seemed to be able to choose what staff they wanted and had a low turnover.

Working conditions and job satisfaction seem to be a very important question in the employment of professional drivers and HGV mechanics. Many of the firms with poor working conditions and stress involved in the work said that their men would move for very little additional money; those that had good working conditions and none of the stress of coping with continual heavy traffic and customer complaints said that they did not worry so much about rates of pay.

6. From discussions with the Group Training Managers and the establishments dealing with the training of HGV licence holders it was expected that there would be large numbers of PSV drivers transferring to HGV training and work; however the impression was that less than 10 per cent, (approx. 30 per year) of the potential trainees were PSV licence holders. Bearing in mind London Transport's average number of resignations in recent months this represents only one week's total in a year.
7. Many firms in the west of London spontaneously mentioned that a very significant magnet for staff in their area was Heathrow Airport. The attractive, clean and new vehicles together with workshops and staff facilities offered were drawing away highly trained and skilled staff to jobs at the Airport and these were not necessarily in the driving and mechanical line.

Extract from Industrial Relations Digest Vol. 5 No. 10, January 1978

"One engineering firm in west London area reckons that some of its best skilled men are currently earning more as loaders at London Airport".

8. One coach firm in west London has at present a waiting list of men wanting to become drivers; they have written in from as far afield as Cornwall. Morale is so high in this firm that the men even come in on their days off to ensure that their coach is clean and fit for the next day's run. This firm specialises in running tourists on short excursions in and around London, each driver has his own coach and is responsible for it, there is obviously a financial reward for being clean, neat and helpful although the driver does not actually act as a guide. Pride in the job and job satisfaction appears to be the secret of the success of this firm. This cannot obviously be duplicated in the London Transport situation but it does indicate that a lot more attention should be given to the job content and areas such as support from supervisors, and a pride in the job, garage, route and even in the crew within which the man works.

**Fig 18 Comparison of LT and
RTITB Study Areas**

