



<b>For:</b> (x) <table border="1"> <tr> <td>Executive CLMT</td> <td>x</td> </tr> </table> <b>Meeting Date:</b> 29 April 2013 <b>Report of:</b> The Head of Engineering and Street Services <b>Report author:</b> Ken Toye	Executive CLMT	x	<b>Agenda Item Number: 12</b>
Executive CLMT	x		

<b>Subject: Tendered Local Bus Services (TLBS)</b> (For Executive Only) <b>Lead Executive Member(s):</b> Cllr Taylor <b>Wards Affected: All</b>	<b>Consultations:</b> Councillors Scrutiny Stakeholders Others	(x) X <input type="checkbox"/> X X
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## Recommendations

1. That Executive approves the withdrawal of financial support for all Tendered Local Bus Services (TLBS) which cost the Council a total of £342k annually, and that officers continue to encourage local bus operators to operate some or all of the evening and weekend bus services, considered in this proposal, commercially.

## Background

2. The operation of bus services in Luton, as in most parts of the UK outside London, is regulated by the Transport Act 1985 with some changes subsequently introduced by the Transport Act 2000 and the Local Transport Act 2008. The 1985 Act deregulated and privatised the industry:
3. This means that it is the private sector bus operators (licensed by the Traffic Commissioner) who determine the level of most services provided in the borough, including the route, timetable, frequency, fares and type of bus used. Bus operators are required to give councils 56 days notice of any new, cancelled or changed services but are not required to get agreement from council. Fares can be varied subject to giving 7 days notice to the council.
4. Under the Transport Act 1985, the Council has a duty to consider whether there are gaps in the commercial bus network and if it thinks appropriate, fill in those gaps to meet unmet social need. In general, most subsidised services have to be secured by competitive tender (a procurement process which has to comply with the 1985 Act, council standing orders and EU regulations).
5. The council currently spends approximately £342k per annum on such contracted subsidised services in order to fill unmet social need. Most of these are tendered services however some are Deminimis and therefore operated by the existing commercial route operator without being tendered.
6. There are three main categories of subsidised contracted bus service:
  - Extending services beyond the normal commercial working hours, including Sunday operation, in order to provide access to and from service employment in particular, and to improve access to and from commuter train services.

- Evening and late night services.
- Services into the rural and inter urban area where the council works with the neighbouring authorities to maintain and improve those cross boundary services that form the main provision in the area.

7. If Council wished to reduce, or cease to provide financial support for these services, local bus operators may consider operating some of them commercially. It is unlikely all TLBS could be operated without subsidy however some evening and weekend departures, perhaps with a reduced frequency, may prove to be viable and absorbed into the commercial network. Council officers will engage with bus operators to identify such services in order to lessen the impact on bus users if subsidies are removed.
8. The number and range of routes that could become commercially viable is not yet clear therefore we cannot fully determine the impact of withdrawing TLBS will have on the local bus network. A further report providing an update of commercial services will be presented to Executive Board 6 months after the implementation of this proposal should it be approved.
9. TLBS routes and frequencies are in many cases interlinked with commercial services and form part of the overall network by operating seamlessly and filling gaps in the commercial service. Therefore, it is not possible to withdraw some services, with low patronage, on a cherry pick basis without having an unintentional adverse effect on those remaining. As a general rule removing one or two departures from a day, or evening service may not result in savings because the cost will be determined by duration between first and last service rather than the actual number of departures in any direction.
10. Most TLBS have been secured following a tender process and any changes to the contract specification including number or times of departures, may result in the contract being terminated and being retendered against a new specification. This could result in increased costs to the Council due to local market forces, higher operating costs, and recent fuel increases. For the purpose of this consultation services should be regarded by routes as a whole, rather than individual journeys or departure times.
11. Withdrawing services, ceasing to operate them all at the earliest opportunity, will attract adverse publicity from Luton residents and indeed Local and national passenger transport pressure groups.
12. There are no staffing implications in these proposals.
13. The following table provides a schedule of events necessary, and if approved, withdraw, TLBS without attracting adverse commentary from the traffic commissioner or raising contractual challenges from bus operators.

	Action	Complete by
1	If approved, notice to terminate contracts issued to bus operators (contractors) three months notice required. Notice to neighbouring authorities issued by PTU advising Luton will cease to contribute financially towards cross boundary routes effective from July 31st 2013.	May 2013

	2	Bus Operators and PTU de-register tendered local bus services (Area Traffic Commissioner)	May/June 2013
	3	PTU officers and bus operators review network including remaining evening and weekend routes, commercial opportunities, and revise timetables.	May to July 2013
	4	Publicity; Timetables re-written changes to evening and weekend local bus services advertised in local press (Lutononline)	June/July 2013
	5	Tendered Local Bus Services terminate.	August 2013

### **The current position**

14. There are currently sixteen contracts in force to operate TLBS in Luton, and the Authority also contributes financially towards the cost of operating a small number of cross boundary services which are administered (and tendered) by neighbouring authorities. Neighbouring Authorities also make a small contribution to some of Luton's cross boundary services
15. Most current TLBS contracts are due for renewal in August 2013 however all contracts carry a three month notice of termination clause. Contracts may be terminated prematurely subject to three months notice in writing should the Council wish to withdraw them prior to their expiry date.

### **Goals and Objectives**

16. Achieve maximum savings potential of £342k in first full year and encourage local bus operators to operate more evening and weekend services on a commercial basis.

### **Proposal**

17. That Executive approves the withdrawal of financial support for all, Tendered Local Bus Services (TLBS) which cost the Council a total of £342k annually and that officers continue to encourage local bus operators to operate some or all of the evening and weekend bus services, considered in this proposal, commercially.

### **Key Risks**

- Negative publicity for the authority.
- Low response rate from consultation.
- May have a negative impact on the commercial viability of some remaining evening and weekend services.
- Adverse criticism from pressure groups and bus operators concerning the authorities public transport aspirations and future commitment (with particular implications relating to the imminent opening of the Luton and Dunstable Busway).

### **Consultations**

Integrated Impact Assessment attached  
Your Say consultation Appendix 2

### **Appendices**

Appendix 1 - Principle TLBS Schedules  
Appendix 2 – Budget Proposals Residents Survey  
Appendix 3 – IIA Report

**Background Papers: None**

## IMPLICATIONS

For Executive reports

For

CLMT Reports

- grey boxes must be completed  
Clearance is not
- all statements must be cleared by an appropriate officer  
required

		<b>Clearance – agreed by</b>
<b>Legal</b>	There are no legal implications other than those set out in the report.	John Secker, Legal Services, 15 April 2013
<b>Finance</b>	The financial implications are included in the body of the report. If the recommendation is not agreed, alternative savings will need to be identified from another service area to ensure that the Council's budget remains balanced.	Darren Lambert, Finance Manager for Environment & Regeneration, on 16 <sup>th</sup> April 2013
<b>Integrated Impact Assessment (IIA) – Key Points</b>		
<b>Equalities/ Cohesion/Inclusion (Social Justice)</b>	Travel to hospitals, surgeries, and other places for patients, staff, and visitors may be more difficult or expensive in the evenings or weekends. Travel to other amenities at evenings and weekends will also be affected therefore those without alternative means of travel may have difficulty accessing amenities and may impact negatively on inclusion.	Maureen Drummond, Social Justice Adviser, April 2013
<b>Environment</b>	There are direct environmental implications to what is proposed in this report. Removal or reduction in TLBS is likely to decrease the number of bus passengers and increase car usage on the network, particularly if routes that link to employment areas are reduced. An increase in model shift with positive impacts is possible if the affected passengers move to walking or cycling.	Strategy and Sustainability Officer, 15 <sup>th</sup> April 2013
<b>Health</b>	Travel to hospitals, surgeries, and other places for patients, staff, and visitors may be more difficult or expensive in the evenings or weekends. Travel to other amenities at evenings and weekends will also be affected.	Shahin Parmar 15 April 2013 12:35
<b>Community Safety</b>		
<b>Staffing</b>		
<b>Other</b>		

**FOR EXECUTIVE ONLY - Options:**

- (a) To reject some or all of the recommendations
- (b) To request more information

## **Appendix 1**

### **Appendix 1**

#### Principle TLBS Schedules

#### **Arriva TLBS**

<b>Bus Company</b>	<b>Serving</b>	<b>Journeys per day</b>	<b>Subsidised times</b>	<b>Operates</b>	<b>TOTAL Days</b>
Arriva	1 & 4 Luton TC - Farley Hill Estate	Service 1 - 4, Service 4 - 5	19:05 - 23:05	MON-SAT	302
Arriva	5 & 15 Luton TC - Hockwell Ring - Luton TC, Via Leagrave	Service 5 - 5, Service 15 - 4	18:40 - 23:00	MON-SAT	302
Arriva	7 & 38 Luton TC - Dunstable Via Bury	Service 7 - 6, Service 38 - 6	20:00 - 23:30	MON-SAT	302

	Park or Dallow Road				
Arriva	12/12a Luton TC - Stopsley Via Crawley Green and Wigmore	Service 12 - 3, Service 12A - 5	18:55 - 23:25, 2 journeys after 18:55; 1925 and 2025 are not subsidised	MON-SAT	302
Arriva	21 & 24 Luton TC - Dunstable Via Farley, Marsh Farm, Lewsey Farm	Service 21 - 16, Service 24 - 16	08:50 - 23:28	SUN/B.HOLS	61
Arriva	Luton TC - Farley Hill Estate	1	Morning Peak	MON TO FRI	247
Arriva	Luton TC - Farley Hill Estate	4	Morning Peak	MON TO FRI	247
					Total

### Grant Palmer TLBS

Supplier	Serving	Journeys per day	Subsidised times	Operation	TOTAL Days
G Palmer	3 Luton TC - Cutenhoe Rd - Tennyson Rd - Luton TC	21	08:00 - 17:55	MON TO FRI	247
G Palmer	3 Luton TC - Cutenhoe Rd - Tennyson Rd - Luton TC	21	08:00 - 17:55	SATURDAYS	53

G Palmer	30 Luton TC - Parkway Station - Capability Green - Luton TC	9	7:35 - 17:55	MON TO FRI	247
G Palmer	35 Luton TC - Culverhouse Rd - Luton TC	5	10:15 - 14:15	MON TO FRI	247
G Palmer	35 Luton TC - Culverhouse Rd - Luton TC	4	09:15 - 15:15	SATURDAYS	53
G Palmer	16 Luton TC - Round Green - Stopsley - Luton TC	5	08:15 - 16:15	SATURDAYS	53
G Palmer	24 Luton TC - Dunstable Via Old Bedford Rd, Bramingham, Hockwell Ring, Lewsey Farm	10	18:55 - 22:55	MON-SAT	302
					<b>Total</b>

### Centrebus TLBS

<b>Bus company</b>	<b>Route Serving</b>	<b>Journeys per day</b>	<b>Subsidised times</b>	<b>Operation</b>	<b>TOTAL Days</b>
C,Bus	366 Dunstable - Luton - Hatfield	2	2 journeys only, 06:05 from Luton to Hatfield and 18:35 Hatfield to	MON TO FRI	247

			Luton		
C, Bus	823 St Josephs School - Hockwell Ring via Sundon Park	1	Only 1 journey starting at 15:46, journey ends at 16:11	SCHOOL DAYS ONLY	191

### Cross Boundary Payments

Authority Name	Estimated payment for 12/13 £
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Herts CC	£13000
Bedford Borough	£2300
Central Bedfordshire	£10000
Total	£25300





## Community Debate - Budget Proposals 2013 Resident survey (TS2RES)

### Local bus services – top line results (DRAFT)

Lead Officer:	Ken Toye
Consultation fieldwork:	Tuesday 4 December 2012 – Friday 22 March 2013
Consultation methodology:	Online and paper survey
Number of responses received:	22

A note of caution: Due to the small sample size, the findings and comments made in this report should be interpreted as indicative only as they may not be representative of the population of Luton.

### **Summary of results**

**What impact do you think this proposal would have for you? Please tick one box only**

No impact at all.....	3 (14%)
Very little impact.....	7 (32%)
A fairly big impact.....	8 (36%)
A very big impact.....	4 (18%)
Don't know.....	0 (0%)

**If you consider the proposal will have a fairly or very big impact please state what you think this impact will be. Please write in the box below**

- "Cardinal Newman School is the only catholic in school in the Luton area. Raising my son in the catholic environment I would look to send his to Cardinal Newman. If we do not have the bus service available I will not be able to afford the transport costs. This then limits my son to the education of the schools around us which are not to the standard of Cardinal Newman and do not produce the same results. I want my son to be part of the catholic community in Luton and by stopping the transport and"
- "As I cannot walk very far I will not be able to get into Luton Town Centre"
- "Regular bus user for work and recreation. I don't drive so I am reliant on public transport."
- "I often have to attend a clinic at hospital usually about 9am or 9.30am. Would find it difficult to get a later appointment. Also I work in WRVS shop at hospital. I need to be there the latest 9am to get everything ready to open at 9.30am. Patients are often waiting for shop to open. People with patients have often been there all night and want something to eat. Also parking at hospital after 9am is very difficult. The government are keeping people alive longer so lots of people are trying to help themselves by going swimming often early in the morning. When raining, catching a bus for breakfast (High Town 55 club) starts at 9.30am. People coming from all parts of town. Cost of club is £3.60 to have to pay for bus on top a lot of people could not afford. To get an appointment at doctors is very difficult so have to take what you can. I have to catch 2 busses to get to my doctors, some of which run 1 an hour. I can put up with that but when on starvation blood test. I would have to pay £4 for a taxi, not everyone could afford that cost."
- "Free concessionary travel should start at 9am not 9.30am. Users of South Beds Dial-A-Ride and Shopmobility should not have to pay."
- "The traffic on the A6 north Luton is already jammed in the mornings and then very busy in the afternoons. Taking away the buses that serve Cardinal Newman will inconvenience the neighbours and the regular road users. There will be little cost saving as the increased traffic will cause many other problems, increased wear to road surface, parking in inappropriate places, all requiring management by the council. To remove the bus service would only provide a short term saving and a long term problem."
- "I use the evening N 24 bus from town to Barnfield Ave approx twice a month after returning by train from London. This service only operates at hourly intervals which means I have to catch the 19:54 Bedford train from Blackfriars, If I miss this train it is late or cancelled, I miss the bus and either have to walk 2 1/4 miles home or telephone my wife to collect by car. This is extremely difficult due to my severe deafness. Walking is becoming more difficult with advancing age (83+). The 24 service does not now serve the rail station, so I have to walk from there to the Galaxy to board it - inconvenient, often cold and doesn't feel very safe."
- "I use local bus service to get to work or shopping as I do not drive. Cutting the service will impact on local economy if people cannot get to work or shops."
- "Will not be able to get to some places by bus."
- "Inability to access town centre, reduced mobility, reduced social interaction."
- "Environmental issues"

**Please tell us what you think the Council should do to reduce the impact of this possible proposal, if it were to go ahead. *Please write in the box below***

- "Reduce frequency of service, where it is every 15 min, cut to every 30 min reducing number of buses needed.."
- "Keep bus service 24 running, as it goes to Dunstable and L&D hospital."
- "Find other savings. Hockwell Ring is already a ghetto as far as bus services are concerned with no 5 /15 services on Sundays and Bank Holidays including during the Carnival."
- "Identify people who need transport and give them bus passes"
- "I would urge the Council not to make premature decisions on service cuts but to engage in these constructive discussions which are aimed at protecting services and, in the longer term, producing a more effective bus financing scheme for the area"
- "Not to go ahead."
- "Just continue with the bus service"
- "Arrange with Grant Palmer a passenger survey to see if its route is optimum for the evening service - it follows the Arriva daytime route I believe, except it misses out the Bushmead Estate (understandable). If the service were shortened or better patronised, it might be more economic. It is not well advertised, nor is it clear where it stops at the Galaxy."
- "Council have to pay for some busses to run late at night. I know this is government requirement, but often they are empty could they run less frequent? Some people do not have a bus after 6pm and no busses on Sunday."
- "I think that there is little that could be done to reduce the impact."
- "Individual circumstances should be taken into consideration. How many children a family have, income, distance from the school."
- "Suggest that the number 9/10 buses come along Austin Road as they run very frequent."
- "Make sure that there is not a reduction in bus services."

**Please tell us of any other comments you have about this proposal. *Please write in the box below***

- "Agree with LA's suggestions"
- "Too many people depend on the bus for work/shopping or socialising."
- "It will unfairly affect deprived areas and makes Travel Luton's attempts at reducing car usage futile. Reducing funding to the 21, 24 and 38 will affect people who are reliant on public transport as these routes link many poorer parts of the town."
- "Bus services in Luton are dire anyway, so would not use a bus unless I really had to. It is usually only pensioners/ unemployed who use these services anyway and so long as the daytime bus services were not cut, then do not think removing some of the evening/ weekend buses would cause too many problems."
- "Not many schools have this service as there are several non-catholic schools in Luton. We as the catholic community are limited to the one school and therefore have to travel a great distance in order to get there."
- "Good idea. Promote more cycle lanes and make our roads safe and well lit to ensure people to cycle to work / shops."
- "The findings for the draft proposal is correct, some residents will be affected more than others e.g. The 38 bus route is used by people who travel by bus for shift work, early morning appointments, community. The proposed action to consult operators would be a way forward and would lessen the impact."
- "We want more buses not less."
- "Is it really necessary to only allow concessions after 9.30?"
- "Typically I use my car or the train to travel where I need to so changes to bus services would have little impact. My partner uses the bus but only to commute. We use taxis at other times."
- "Penny pinching and ridiculous. For the amount of money involved here, the potential to disadvantage low paid people and others who rely on services could be dramatic."
- "This proposal will affect people who have no cars especially elderly and they will not be able to travel to destinations and not be able to even go shopping or have to catch two buses which will make the journey longer"
- "The elderly and disabled are always picked on. The council-run sheltered housing is proposing to remove wardens in favour of office staff. They need someone on site, for emergencies."
- "Short term savings with no other benefit, long term problems which still cost the council i.e. the tax payer money."

**Thinking about the Council's overall budget do you have any other ideas about how we could provide services for less money? *Please write in the box below***

- "Clamp down on all tax fraud - its public knowledge that many people claim different benefits they are not entitled to. For example: officially single mum not employed claims: council benefit, tax credits, income support, all services free, living in subsidized council housing. In reality: she works part time (cash in hand) lives with a partner working full time, having a lodger. Is it fair? Maybe worth to employ a private investigator?"
- "Reduce bus fares as they are very expensive. Don't increase them anymore."
- "Cutting the wage bill for senior staff."
- "Stop wasting money on "paperwork" and office jobs. Employ people who are interested in getting out there & solving problems quickly & efficiently. People want to see that things are changing & that the council are working in the 21st century - not holding back & not doing things as it might not be considered the politically correct thing to do.... Out of date services, such as libraries do not need to remain as they are - use them instead to bring in new money. Run PC courses/ tutorials, set up after school clubs in them."
- "Clamp down on those who receive benefits they are not entitled to. This would save more money than the bus service for the school."
- "You have also not provided me with the option at the end of the survey of catholic. I have had to select Christian as this is the nearest option to my religion. There is a difference between the two.."
- "Suggest that the number 9/10 buses come along Austin Road as they run very frequent."
- "Generally no: plans as published are all that could be done."
- "Cut the salaries of permanent staff in proportion to cuts in front line services. Drastically cut costs of translating to/from non-English language. (Help temporary visitors perhaps but all resident should be adequately competent in using English. If they are not, they should bear the cost of interpreters."
- "Charge more for weekly (rather than fortnightly) rubbish collections"
- "Get volunteers or ask local people to do it for less money. Get young people or unemployed to do work experience or apprenticeships"
- "1. Make a small charge for visits to museums. 2. Make it illegal for travellers to set up home in Bedfordshire. Thus making savings for the mess they leave behind. 3. No more management consultants earning thousands and not doing a very good job!"
- "There are lots of other ways of saving money i.e. bus way, concerts, expenses, carnival. All non essential things."

### **Demographic data**

**What is your postcode? Please write in the box**

- 1 respondent from LU1
- 8 respondents from LU2
- 5 respondents from LU3
- 4 respondents from LU4

**Are you? Please tick 1 box only**

Male..... 10 (53%)

Female.... 9 (47%)

**If female, are you currently pregnant or have had a baby in the last 6 months? Please tick 1 box only**

Yes ..... 0 (0%)      No ..... 9 (100%)

**Is your present gender the one you were given at birth? Please tick 1 box only**

Yes ..... 15 (100%)    No ..... 0 (0%)

**How old are you? Please tick 1 box only**

16 – 24 ..... 0 (0%)    45 - 64 ..... 6 (32%)  
25 – 44 ..... 6 (32%)    65 and over..... 7 (37%)

**Which of the following group best describes you? Please tick one box only**

White – British ..... 13 (77%)	Asian/Asian British - Pakistani ..... 1 (6%)
White – Irish ..... 1 (6%)	Asian/Asian British - Kashmiri..... 0 (0%)
Other White ..... 0 (0%)	Other Asian..... 0 (0%)
Mixed - White and Black ..... 0 (0%)	Black/Black British ..... 1 (6%)
Caribbean.....	Caribbean.....
Mixed - White and Black ..... 0 (0%)	Black/Black British - African.. 0 (0%)
African .....	
Mixed - White and Asian..... 0 (0%)	Black Other..... 0 (0%)
Other Mixed..... 0 (0%)	Chinese ..... 0 (0%)
Asian/Asian British - Indian..... 1 (6%)	Gypsy/Traveller ..... 0 (0%)
Asian/Asian British – Bangladeshi..... 0 (0%)	Other ..... 0 (0%)

**Do you consider yourself to have a disability? Please tick one box only**

Yes ..... 4 (21%)    No ..... 15 (79%)

**If yes, which of the following best describes your disability? Please tick all that apply**

Sensory ..... 2 (50%)	Learning..... 0 (0%)
Physical..... 2 (50%)	Long Standing Illness ..... 0 (0%)
Mental..... 0 (0%)	Other..... 0 (0%)

**Which one of the following best describes your sexuality? Please tick one box only**

Heterosexual ..... 15 (94%)	Gay man ..... 0 (0%)
Lesbian..... 0 (0%)	Bi-sexual..... 1 (6%)

**Which religion are you? Please tick one box only**

Christian ..... 14 (82%)	Hindu ..... 0 (0%)
Buddhist ..... 0 (0%)	Jewish..... 0 (0%)
Sikh ..... 0 (0%)	None ..... 2 (12%)
Muslim ..... 1 (6%)	

**Consultation and Community Engagement Team  
26 March 2013**