

## Luton Borough Council Enhanced Partnership Plan 2022-2027 and Luton Borough Council Enhanced Partnership Scheme

**Author:** Avinov Karmacharya

**Contact:** Avinov.karmacharya@luton.gov.uk

**Version:** 14.0 (published)

**Last updated:** November 2022

### Table of Contents

Introduction and Overview .....	4
<b>Part 1:</b>	
<b>The Luton Borough Council Enhanced Partnership Plan .....</b>	<b>7</b>
1 Enhanced Partnership Plan Geographical Area and Time Period .....	7
2 Current Bus Offers to Passengers .....	7
Overview of Network and Commercial Environment .....	7
Overview of Ridership Patterns .....	11
3 Passenger Experiences and Priorities .....	13
Other Factors that Affect the Use of Local Bus Services .....	14
4 Outcomes .....	15
Target for journey times and reliability improvements .....	15
Targets for passenger growth and customer satisfaction .....	15
Objectives and Measures .....	16
5 Governance, Implementation and Monitoring .....	17
Governance Approach .....	17
The Luton Borough Council Enhanced Partnership Board .....	18
The Board Membership .....	19
Meeting Arrangements .....	19
Meeting Attendance and EP Board Member Conduct .....	20
Decision-making and voting mechanism .....	20
EP Forum Purpose and function .....	20
Luton Borough Council Bus Operators Multi Operator Ticketing Forum .....	21
6 Implementation, Monitoring and Alignment with Local Transport Plan .....	21
7 Plan Variation .....	23
8 <a href="#">Plan Revocation</a> .....	<a href="#">24</a>

## Part 2:

<b>The Luton Borough Council Enhanced Partnership Scheme</b> .....	25
Section 1: Enhanced Partnership Scheme Content .....	25
Section 2: Scope of EP Scheme and Commencement Date .....	25
Reporting and Consultation .....	26
Section 3: Obligation on Luton Borough Council .....	26
Facilities .....	58
Bus Priority .....	58
Bus Stops .....	58
Website and App .....	59
Measures .....	59
Bus Priority Enforcement .....	59
Traffic and Highways Liaison .....	59
Bus Network Review .....	60
Passenger Charter, Bus User Group and Promotional Campaigns .....	60
Providing subsidy to deliver a fare concession for young people, family and student tickets ..	60
Future funding bids .....	60
Section 4: Obligation on Operators of Qualifying Local Bus Services .....	60
Vehicle Standards .....	61
Reliability and Punctuality .....	61
Multi-Operator Ticketing .....	62
Timetable changes .....	63
Co-ordination of Bus Services with Heavy Rail services .....	63
Funding .....	63
Section 5: Governance – Scheme Variation and Revocation .....	63
Luton Borough Council Veto .....	64

### Figures:

Figure 1. Luton Borough Council Area .....	7
Figure 2. Population of Luton by Age .....	8
Figure 3. Luton Bus Network Map .....	9
Figure 4. Bus Stop coverage within Luton .....	9
Figure 5. Busway Ridership over time .....	10
Figure 6. Luton Dunstable Busway Map .....	10

Figure 7. Mode of Travel to Work and distance for Luton residents .....	11
Figure 8. Route of new DART Service between Airport and Parkway Railway Station .....	12
Figure 9. Bus reliability in Luton over time .....	13

Tables:

Table 1. BSIP Objective and EP Approach .....	5
Table 2. Comparison of Journey Times before and after the Introduction of the Busway .....	11
Table 3. Comparison of Bus Satisfaction Scores in Luton with the National Average .....	13
Table 4. Day, Week and Monthly Ticket Prices for the Luton Conurbation .....	14
Table 5. Target Punctuality and Reliability Performance Indicators .....	15
Table 6. Target Bus Passengers Indicator .....	15
Table 7. Target Passenger Satisfaction Indicators .....	16
Table 8. Summary of Measures and Details of Co-ordination with Neighbouring Authorities .....	16
Table 9. Local Transport Plan Objectives Complementing the EP Plan .....	22
Table 10. Luton Borough Council’s “Vision 2040” .....	23
Table 11. Enhanced Partnership schemes in relation to BSIP Annex 4 DfT submission ...	26 – 57

Appendices:

Appendix A – Identified Facilities

Appendix B - Luton Borough Council – Enhanced Partnership Scheme Measures Snapshot

Definitions .....	69
-------------------	----

## Introduction and Overview

In June 2021 Luton Borough Council issued its formal statement of intent to introduce an Enhanced Partnership. All local bus operators providing services within the Luton Borough Council area at that time indicated that they wished to participate in an Enhanced Partnership, and together with other stakeholders worked with Luton Borough Council to develop a bold and ambitious Bus Service Improvement Plan 2022 – 2025. This Enhanced Partnership Plan should be read in conjunction with this Bus Service Improvement Plan (BSIP).

Through detailed discussion with the partnership stakeholders, bus operators and neighbouring partnerships, we have identified a series of specific measures designed to improve bus provision and the network in the Luton conurbation to encourage greater use of bus services and to improve passenger satisfaction levels. These measures are detailed in the BSIP and form the basis for this Enhanced Partnership Plan and Scheme.

Drawing on the BSIP, this document fulfils the statutory requirements set out by the Bus Services Act 2017 of an Enhanced Partnership (EP) Plan for Luton Borough Council and will facilitate the introduction of an EP Scheme which aims to help support and enhance bus services throughout the Luton conurbation and beyond. In doing so it will help to achieve the targets and objectives set out in the BSIP and help to increase bus user numbers post Covid.

Luton Borough Council have considered the impact of the Enhanced Partnership Plan and Scheme on competition and believes it will not, or is unlikely to, have a significantly adverse effect on competition, for the purposes of Part 1 of Schedule 10 of the Transport Act 2000.

This Enhanced Partnership Plan and Scheme is subject to a formal consultation with operators. From the date of publication of this Draft Enhanced Partnership Plan and Scheme, operators of qualifying bus services may object, or otherwise comment, on the Draft Plan and Scheme within 28 days. Comments or objections should be made, in writing, either by email to [publictransport@luton.gov.uk](mailto:publictransport@luton.gov.uk) or in writing to Public Transport Team, Highways, Luton Borough Council, Town Hall, LU1 2BQ. At the end of the 28-day notice period, Luton Council will review all the comments received from operators and make amendments to this Draft Enhanced Partnership Plan and Scheme as required. If necessary, a revised Draft Enhanced Partnership Plan and Scheme may be published for a further formal 28-day consultation period with operators of qualifying bus services.

Following consultation with operators, the Draft Enhanced Partnership Plan and Scheme will be published for formal public consultation. At the end of this period, Luton Borough Council will work with operators and other stakeholders to review all comments made and make any further necessary amendments to this Draft Enhanced Partnership Plan and Scheme.

As required by section 138F of the Transport Act 2000 ('the 2000 Act'), the Competition and Markets Authority (CMA) will be consulted on the proposals to ensure that the competition test at Part 1 of Schedule 10 of the 2000 Act has been met.

Luton Borough Council has undertaken an assessment of the impacts of the Enhanced Partnership Plan and Scheme, on competition and believes it will not, or is unlikely to, have a significantly adverse effect on competition, for the purposes of Part 1 of Schedule 10 of the Transport Act 2000.

As well as consulting with the Competition and Markets Authority (CMA) we will also, as a minimum, consult with:

- Organisations that represent local passengers
- Other neighbouring local authorities
- The Traffic Commissioner responsible for services in the BSIP area
- The chief officer of police for the area the BSIP and EP Plan and Scheme relates to
- Transport Focus and Bus User Group UK
- Local Member of Parliament

Table 1. BSIP Objective and EP Approach

<b>BSIP objective</b>	<b>EP Approach</b>
<b>Bus priority infrastructure</b>	Bus Priority Projects to deliver 'Faster Journeys' that are Reliable and Punctual. <ul style="list-style-type: none"> <li>- Dedicated Bus Lanes – strategic planning, feasibility study and business cases to deliver the project long term,</li> <li>- Signal junction priority packages to be identified for long term delivery and interventions</li> <li>- Identifying &amp; addressing bottlenecks impacting on services,</li> <li>- formation of Highways Forum to mitigate impact of roadworks (quick win)</li> <li>- Parking enforcement – aspiration of dedicated traffic enforcement for Bus Service (long term)</li> <li>- Aspirations to set up a TfL style Control Centre for all bus services, (long term)</li> <li>- Strategic planning for Parking Levy &amp; Delivering Modal Shift (Car to Bus) – long term</li> </ul>
<b>Other Infrastructure</b>	Upgrading bus and highways transport infrastructure <ul style="list-style-type: none"> <li>- Delivering Better and Safe Waiting Environment for Bus Users with improved accessibility</li> <li>- Construction of Mobility Hub at Butterfield Park with Park and Ride facilities and a dedicated bus service.</li> <li>- Mobility Hubs Integrated with Bus Services</li> <li>- Upgrade and install Real Time Information screens across Luton and the conurbation</li> <li>- Standardise and provide roadside Information throughout the network in collaboration with the three authorities.</li> </ul>
<b>Fares Support</b>	<ul style="list-style-type: none"> <li>- Lower Child Fares (5–16-year-olds) to ensure future retention of patronage</li> <li>- Lower Young Persons Fares - (17–21-year-olds) to dissuade car ownership</li> <li>- Employee Travel Plans for Large Employers</li> <li>- Assist bus operators to deliver “Tap on, Tap off”</li> <li>- Introduction of pre 09:30 ENCTS Travel</li> </ul>
<b>Ticketing reform</b>	<ul style="list-style-type: none"> <li>- Daily/Weekly/Monthly Capping of fares based on ridership to reduce overall journey costs for frequent travellers</li> <li>- Revise the current Luton “Hip Hop” Multi Operator Ticket Scheme and introduce multi-operator tickets valid within the Luton Conurbation.</li> </ul>
<b>Bus service support</b>	<ul style="list-style-type: none"> <li>- Network Enhancements: Better Provision of Bus Services &amp; Service Patterns Integrated with other services and modes, Early and late bus services, retaining frequencies to Pre Covid levels, Busway service frequencies, Provision of DRT</li> <li>- Working in collaboration with our neighbouring local authorities to form a Sector Based Academy to provide new pipeline of drivers</li> </ul>

BSIP objective	EP Approach
	<ul style="list-style-type: none"> <li>- Establish Highway and Traffic Liaison Forum to mitigate the impact of roadworks and improve channels of communication between all parties involved.</li> </ul>
<b>Marketing</b>	<ul style="list-style-type: none"> <li>- Quarterly Promotions to Encourage More Users</li> <li>- Marketing Campaigns 'Bus Back Better' to Promote "Get on Board" Bus Usage in collaboration between the three authorities – Luton, Central Bedfordshire and Bedford</li> <li>- Busway Branding</li> <li>- Bus to Train Connections</li> <li>- All in One Bus App and Website delivery working in collaboration between the three authorities – Luton, Central Bedfordshire and Bedford</li> <li>- Recruit "Ambussadors", a team of passenger focussed assistants to assist and support in various aspects of passenger journeys, another collaborative working scheme between the three authorities – Luton, Central Bedfordshire and Bedford</li> </ul>
<b>Passenger Voice</b>	<ul style="list-style-type: none"> <li>- Give Passengers More of a Voice Regarding Bus Services in Luton and Neighbouring Authorities by forming a "Bus User Group"</li> <li>- Develop a simple and meaningful Customer Charter, following Transport Focus guidelines and advice from Bus Users UK, deliverable to the PAN Bedfordshire region</li> <li>- Conduct frequent passenger surveys on various elements of bus services and satisfaction as guided by Transport Focus and Bus Users UK</li> </ul>

## Part 1

# The Luton Borough Council Enhanced Partnership Plan

## Enhanced Partnership Plan Geographical Area and Time Period

This Enhanced Partnership Plan for buses is made by Luton Borough Council in accordance with Section 138G(1) of the Transport Act 2000.

This EP Plan covers the whole of the Luton Borough Council area as shown in the maps below. However, bus operators in Luton provide a mixture of both urban and inter-urban services providing vital links to the neighbouring authorities of Central Bedfordshire, Bedford Borough, Milton Keynes and Hertfordshire. The Council has prepared the EP Plan in full collaboration with these authorities to ensure common goals are shared to make bus journeys simpler and easy to use. Whilst the EP Plan area is determined by the local authority boundary, the EP Plan and Scheme consider the wider conurbation which includes Dunstable and Houghton Regis both of which are in Central Bedfordshire. The EP Plan will consider the whole conurbation when recommending measures such as frequency improvements, simplified fares, apps, marketing, and all other measures that will improve bus services in the conurbation and neighbouring authorities.

Figure 1. Luton Borough Council Area



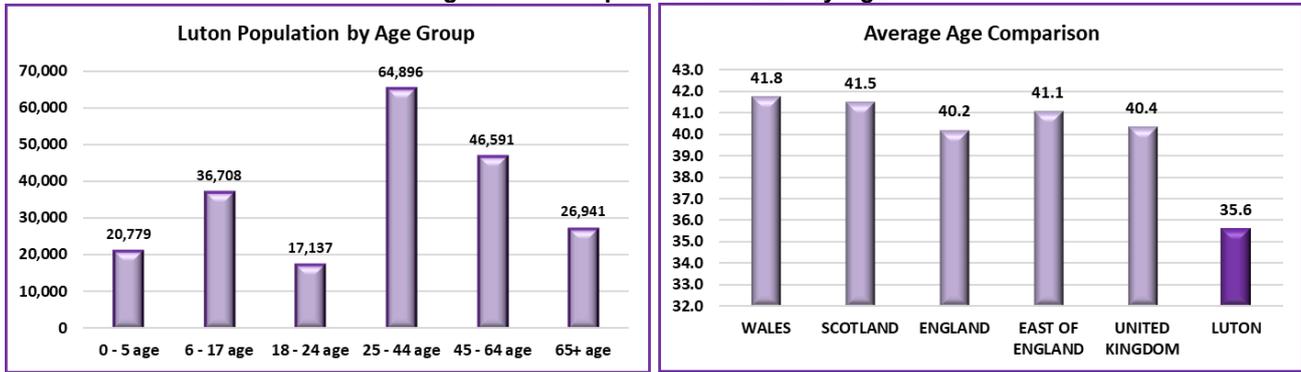
While our EP Plan and associated Scheme(s) will contain some effective “quick wins” that will be delivered quickly and early in the life of the Plan, many of the measures that we are proposing will take longer to introduce and deliver results. Therefore, our Plan will last for 5 years, with the option to extend following a decision of the EP Board for a further 5 years. Throughout this time, it will be subject to review to reflect any changes in the operating environment and most importantly any changes in the needs of our customers, whose voice we will listen to throughout the life of the Plan via regular surveys and bus user groups.

## Current Bus Offer to Passengers

### Overview of Network and Commercial Environment

Luton is a large town and unitary authority situated in Bedfordshire, Southeast England; it is in the East of England region for administrative purposes. It has an estimated population of 213,000 (ONS mid-2020 est.) with a younger-than-average population compared to rest of the UK (see Figure 2). It is one of the most populous towns without a city status in the UK and the most populous town in Bedfordshire. Luton’s neighbouring authorities include Central Bedfordshire, Bedford Borough and Hertfordshire.

**Figure 2. Population of Luton by Age**



*Source – ONS Mid 2020 Estimates*

Luton has a lower-than-average level of car ownership and has suffered from higher-than-average levels of congestion, which has affected the bus operators’ ability to provide punctual services.

Bus services in Luton are provided by several bus companies who operate these services on a commercial basis. Revenue taken through fares must cover the operating costs of the service and provide the operator with a reasonable profit. As in all areas of England, bus patronage has been decimated by the pandemic. While bus companies are operating services to the same levels as pre-Covid in terms of miles operated, revenue has decreased dramatically and is likely to remain at under 80% of pre-Covid levels for the foreseeable future. Without financial support from government and the measures highlighted in our BSIP, it is highly likely that services that are currently marginal in terms of their financial performance will disappear and those services that were previously commercially strong will require support.

Figure 3 shows the network of services provided both in Luton and in the wider Luton, Dunstable and Houghton Regis conurbation. The network maps for individual operators are included in Appendix 1 of the BSIP. Through our analysis of the current bus network, it is clear that areas such as Capability Green, Sundon Park, Bushmead Estate, New Bedford Road, Cutenhoe Road, High Town, Wigmore and others would benefit from better frequency of services or more direct services. Operators have been forced to withdraw or reduce frequencies on some of the bus routes in Luton due to diminishing demand from the Covid pandemic. As part of our BSIP we have requested funding to add additional buses into the network and extend the operating period of existing services. Our recent survey has highlighted many unprompted comments in respect of the requirement for more ‘later’ buses and more buses on Sundays. We will work with operators to ensure pre-Covid frequencies are maintained and improved.

Figure 3. Bus Network Map

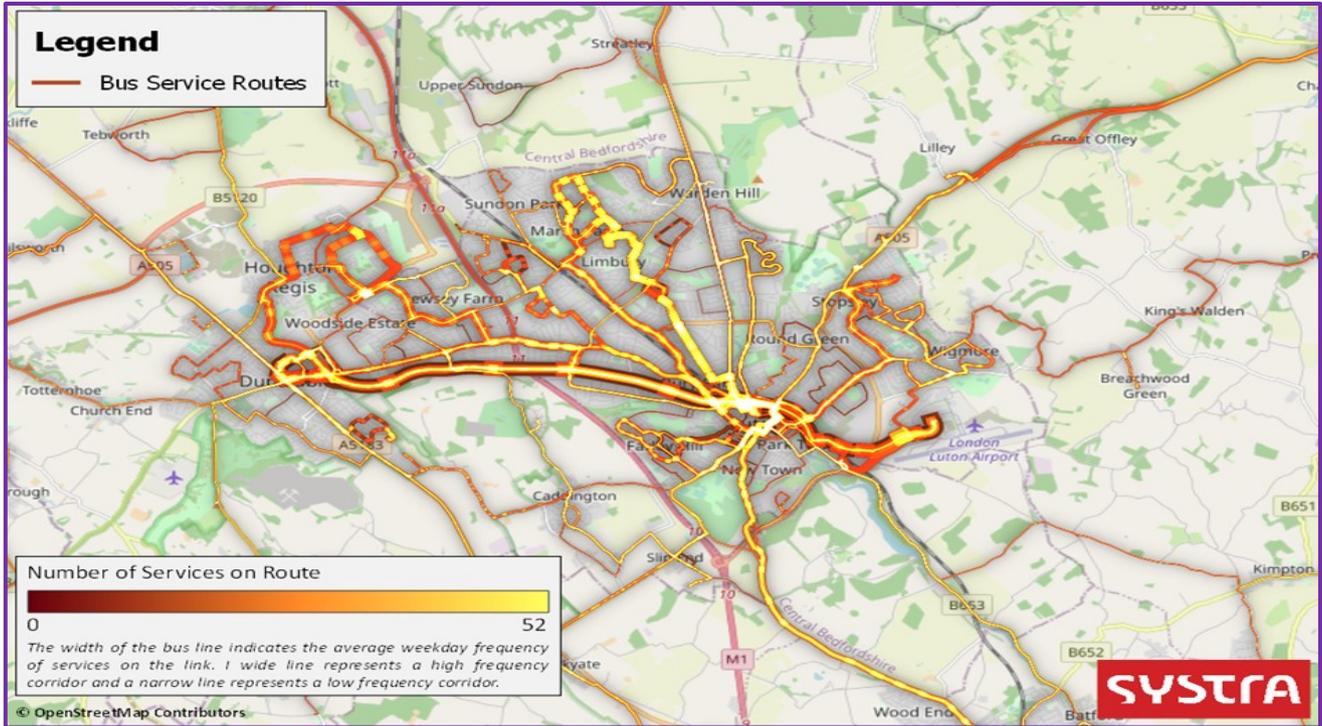


Figure 4. Bus Stop Coverage within Luton

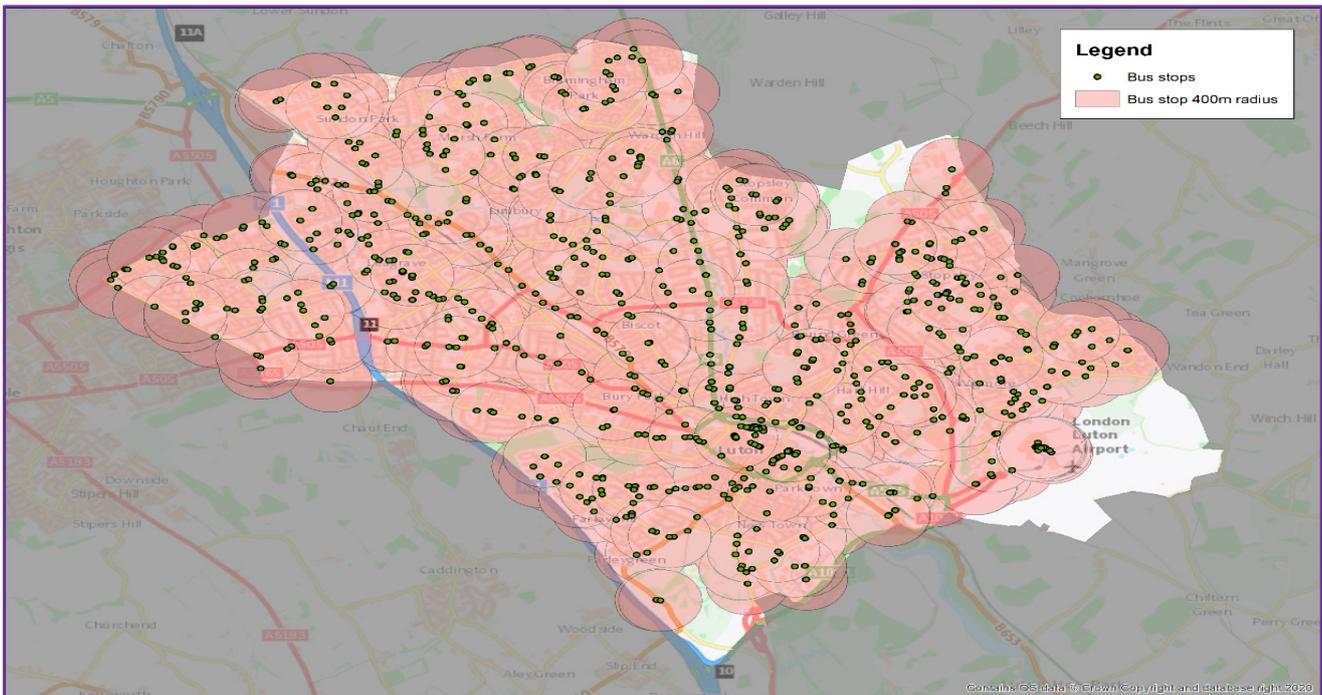


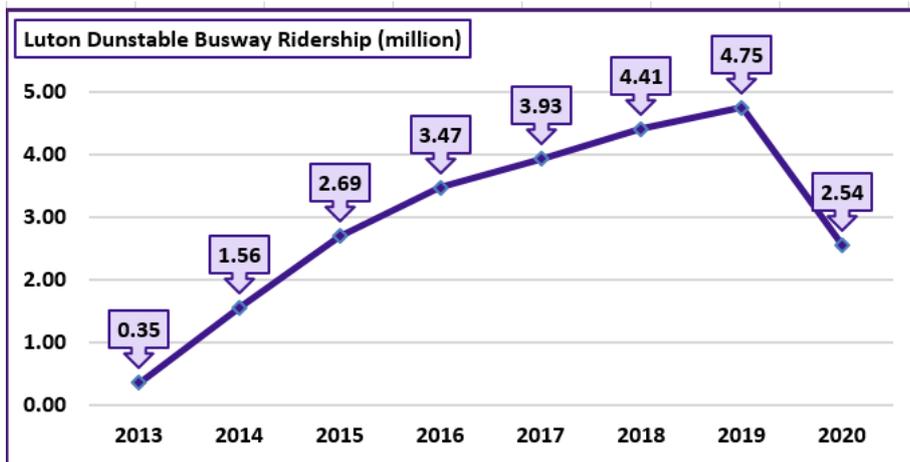
Figure 4 highlights that the majority of people living in Luton have access to a bus stop within 400 metres; through this EP Plan we will ensure that they are provided with appropriate service levels.

Historically, many bus routes in Luton have offered a high frequency “turn up and go” service levels of every 10 minutes or more. For example, services to Hockwell Ring operated every 10 minutes, but now operate every 15 minutes. Services to Farley Hill estate operated every 7/8 minutes, but they now operate every 10 minutes. The reduction in frequencies were primarily down to a reduction in ridership and occurred prior to the pandemic. Through our EP Plan we will consider the ability to increase frequencies on bus services in Luton over the life of the Plan.

Overall passenger journeys in Luton have been maintained over the last 10 years, although there has been a decline in ridership on several routes that operate within Luton, and some of the inter-

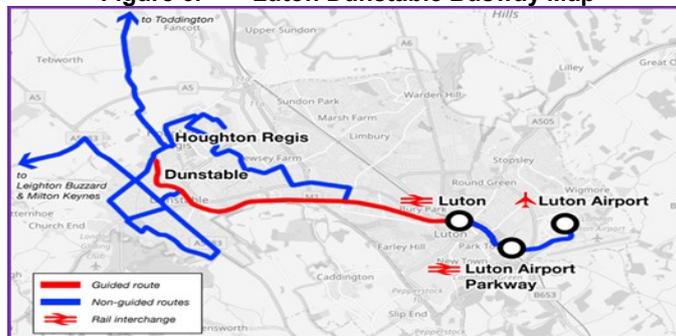
urban routes. The reduction in ridership on these routes has been lessened by an increase in ridership on the Luton Dunstable Busway services (see Figure 5).

Figure 5. Busway Ridership Over Time



The Luton Dunstable Busway is the jewel in Luton’s public transport crown and was opened in 2013 at a cost of £91m. A significant investment was also made to build a Bus Interchange in very close proximity to Luton train station and just 3 to 5 minutes walking distance from the town centre. The Luton Dunstable Busway connects Luton with Dunstable and Houghton Regis in the east and London Luton Airport in the south. The Luton Dunstable Busway was built on the route of a disused railway track and runs parallel to the A505 (Dunstable Road) and A5065 (Hatters Way) for 13.4 kilometres, of which 7.7 kilometres is guided track offering a maximum speed limit of 50 MPH. The Luton Dunstable Busway ends at the Interchange, but the overall scheme offers further bus priority measures for vehicles travelling to London Luton Airport (see Figure 6).

Figure 6. Luton Dunstable Busway Map



Bus services on the Luton Dunstable Busway are operated by Arriva South, Centrebus and Grant Palmer. Initially four routes were operated on the Busway from September 2013 - services A, B, C and E providing a frequent service of every 7 to 8 minutes with significant improvements in journey times from Houghton Regis, Dunstable into Luton, and London Luton Airport. Since then, several other services have been introduced to improve journey times on some inter-urban routes and direct journeys to residential estates in Dunstable, Toddington and North of Luton where previously passengers were required to change buses in Dunstable for their onward journey into Luton.

At its peak a total of 13 services operated on the Busway. Since then, frequencies have been reviewed and rationalised with a current offering of 9 routes operating either for the full length or part of the Busway. Journey times from Houghton Regis, Dunstable to Luton and London Luton Airport have been significantly reduced via the Luton Dunstable Busway (see Table 1). A journey at peak times from Dunstable to Luton via the A505 that previously took 32 minutes now only takes 15 minutes on the Luton Dunstable Busway.

**Table 2. Comparison of Journey Times Before and After the Introduction of the Busway**

Trip	Before	After
Dunstable Centre - Luton centre	30 mins	12 mins
Parkside - Dunstable Centre	23 mins	13 mins
Parkside - Luton Centre	40 mins	25 mins
Toddington - Luton Centre	50 mins	26 mins
Dunstable Centre to London Luton Airport	40 mins	19 mins <sup>1</sup>

The introduction of the Luton Dunstable Busway brought about growth in bus patronage after an 18% decline over the previous decade, along with improvements in bus punctuality. The opening of the Busway also saw the roll-out of Real Time Passenger Information and the introduction of the Hip-Hop multi-operator ticket accepted on Arriva, Centrebus and Grant Palmer services. Rail passengers to Luton also benefit from the ‘Plusbus’ add-on ticket, the add-on ticket provides connected journeys with bus services for a relatively low flat fare. The Busway has significantly reduced journey times for those travelling on buses from Houghton Regis and Dunstable to Luton for onward train connections to destinations including London.

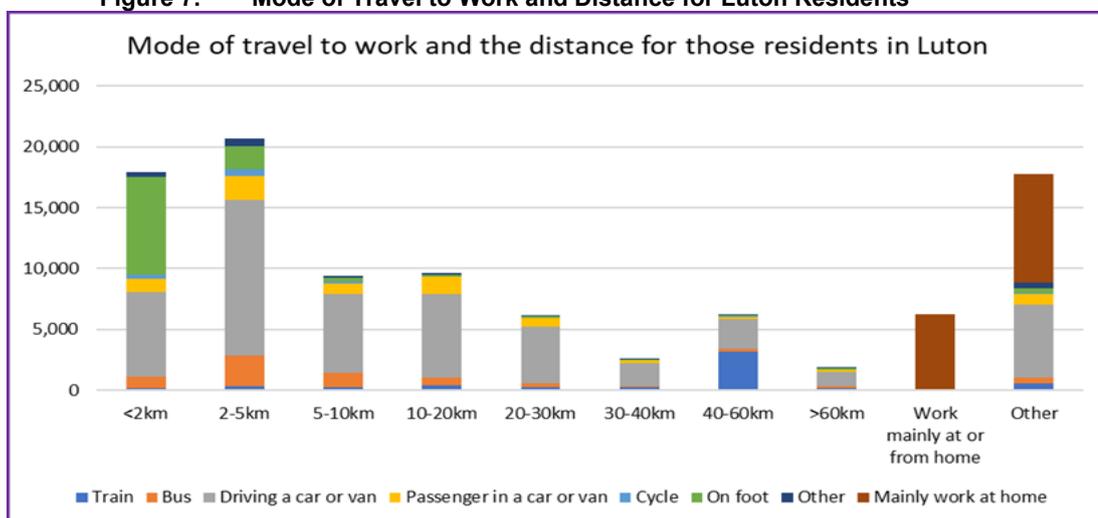
We believe that the Luton Dunstable Busway highlights how the Council can successfully work together with our bus operating partners and other stakeholders to deliver excellent bus services that drive passenger growth. Through our EP Plan and appropriate funding, we will deliver even more measures to grow passenger numbers, increase customer satisfaction and deliver other targets relating to reliability and journey times.

### Overview of Ridership Patterns

As previously highlighted, bus patronage in Luton has remained stable over the previous 10 years prior to the pandemic. Services in Luton, and those that provide links to neighbouring towns and cities, have fared as well, and in many cases better, than those in neighbouring authorities. However, to grow bus patronage back to pre-Covid levels, and to move from simply maintaining passenger levels to delivering significant growth, will require the implementation of an ambitious Plan with appropriate levels of funding from government.

The 2011 census found that in Luton around 62% of people use their car for journeys that are between 2 and 5 Km, this provides an opportunity to deliver modal shift from car to bus by delivering the measures outlined in this EP Plan and Scheme(s).

**Figure 7. Mode of Travel to Work and Distance for Luton Residents**



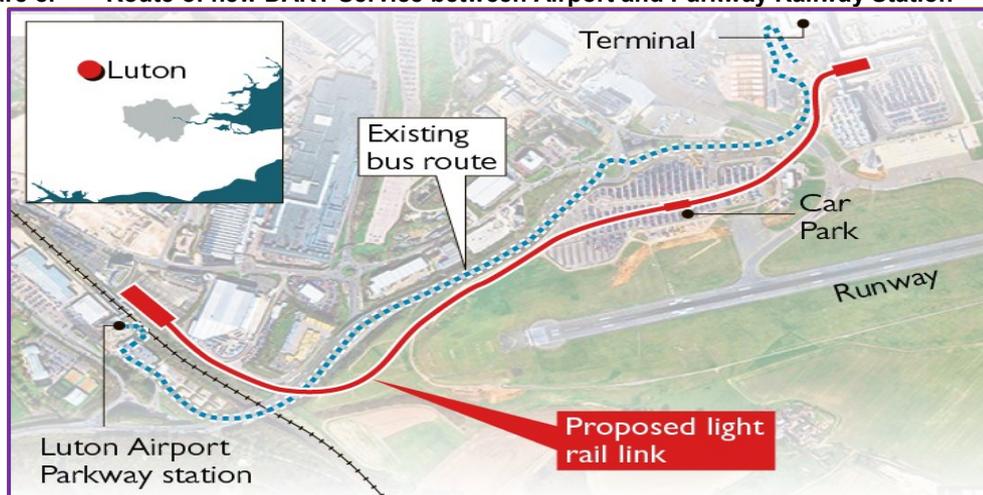
England’s Economic Heartland (EEH) is the Sub-national Transport Body (STB) for the Heartland region. Membership of the STB covers the area from Swindon, through Oxfordshire, Milton Keynes and across to Cambridgeshire, and from Northamptonshire across to Luton and Hertfordshire. The Heartland includes the Oxford – Cambridge Arc – a region identified by the Government as being an economic priority for the UK. EEH developed a pioneering first mile, last mile toolkit during 2020 in response to the need to ensure that connectivity solutions taken forward better reflect the needs of the user. By using information held in commercially available datasets it is possible to develop a detailed picture of the personas of the Heartland’s population and to better understand the specific propensity for sustainable and public transport choices in different places. The resulting toolkit – which is available to all EEH partners - factors in human behaviour around transport choice, particularly in respect of first mile, last mile (FMLM) travel. This results in the user of the tool having an evidence-led approach to identification of potential solutions for specific areas and the targeting of investment in support of active travel. Luton Borough Council will use this toolkit to understand local conditions and community needs, thereby encouraging more people to use alternative means of travel other than cars.

London Luton Airport Limited are investing over £200 million in a Direct Air-Rail Transit (DART) system which will transport passengers between Luton Airport Parkway station and London Luton Airport. Scheduled to commence operation from 2022, the DART is being developed to improve passenger journey times and connectivity to and from the airport using a modern, sustainable and efficient system.

Currently, Go Ahead South operate a frequent shuttle bus service 24 hours a day transporting approximately 800,000 passengers (2019/20 data from Go Ahead South) per annum between Parkway station and the airport. The reliability and journey time of the bus service can be affected by traffic congestion, which is difficult to predict in advance. These issues can lead to stressful and delayed journeys to the airport. The new system will be a people-mover of the type found in major international airports around the world. Based on 21st century technology, it will be designed and operated to ensure that services are not only fast, frequent, and reliable but also safe, secure, and comfortable.

Once in operation, the DART will be capable of operating 24 hours a day, seven days a week, and will significantly reduce the journey time from central London to the airport terminal to about 30 minutes, using the fastest train from St Pancras International. It will also reduce overall journey times for people heading north. Its purpose is to transform the experience of those travelling to the airport by rail, and encourage more people to do so, enhancing the airport’s already good environmental track record and helping to reduce congestion on the roads by encouraging more journeys by trains.

**Figure 8. Route of new DART Service between Airport and Parkway Railway Station**



## Passenger Experiences and Priorities

Transport Focus last conducted a survey of bus users in Luton in 2015. The results of this survey showed that on key issues Luton was performing on or near the national average (see Table 2).

**Table 3. Comparison of Bus Satisfaction Scores in Luton with the National Average**

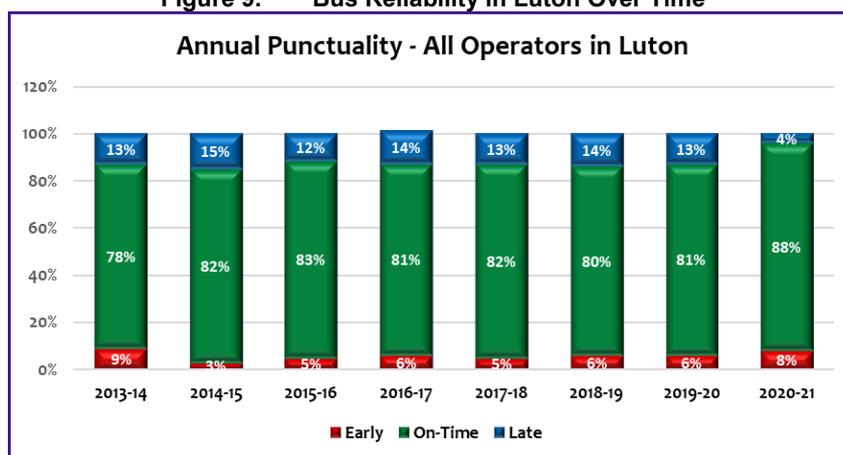
Satisfaction Criteria	Luton Borough Council Area Score	National Average
Overall satisfaction with the bus journey	86%	87%
Satisfaction with value for money – fare-paying passengers	62%	63%
Satisfaction with punctuality of the bus	76%	76%
Satisfaction with on-bus journey time	85%	85%

Luton Borough Council, its bus operating partners, and stakeholders do not want to be average. Through its Enhanced Partnership, the Council wishes to deliver a step change in bus services that will see it amongst the top local transport authority areas in respect of the key measures and drivers of bus service satisfaction and passenger growth.

It is also disappointing to the Council that even with the excellent Luton Dunstable Busway, and all the benefits which that infrastructure delivers in terms of journey times and punctuality, that the Luton area did not score significantly higher than average in terms of satisfaction with punctuality and journey times. This highlights that there is still a requirement to introduce more measures that will make buses more punctual and reliable – a key wish of our operating partners.

Figure 9 below shows that, prior to the pandemic, on average 81% of journeys in Luton operated on time and within the Traffic Commissioners “window of tolerance” of no more than one minute early or 5 minutes late. During the pandemic, when traffic levels reduced, the percentage of journeys operating on time rose to 88%. Even during this period, the target set by the Traffic Commissioner of 95% of services operating on time was not met. This highlights the need for more bus priority measures and other measures such as better roadwork management that will improve punctuality.

**Figure 9. Bus Reliability in Luton Over Time**



The 2021 survey conducted by Luton Borough Council showed that the top three priorities bus users and non-bus users wished to see introduced as part of the BSIP were:

- Improved reliability and journey times with more bus priority measures
- Real time information at bus stops
- Up-to-date bus service information that is clear to understand and readily available; and
- A high number of unprompted comments regarding the lack of early morning, evening, and Sunday services

The top priority bus users and non-bus users said needed to be made, in order for them to make more journeys by bus and feel more satisfied with services, was “Improved reliability and quicker journey times, with more bus priority measures”.

### Other Factors that Affect the Use of Local Bus Services

Luton has a younger than average population and we will work with our bus operating colleagues to ensure that young people under the age of 21 have a compelling reason to use the bus including attractive fares. It is important that we encourage young people to use bus services and not automatically turn to the car when they reach the age of 17 years.

Most operators currently offer a range of adult and child tickets, these are primarily priced at a commercial rate to ensure long term commercial viability of bus routes. To ensure we attract more children and young people to use the bus, we will review the current offer and provide a simplified fare structure where children under the age of 16 only pay half fare (50%) as opposed to the current varying charges of 68% to 86% of adult fare on the whole range of products that are on offer. We will also make bus travel attractive for young people between the age of 17 and 21 who currently have to travel on full adult fares. For this particular group, we will offer the whole range of products at 70% of the adult fare.

The table below reflects the current offering from the three main operators in Luton who offer a range of single, return and period tickets that are valid within the Luton Conurbation. We will work with all operators to ensure that the new offering is available on all services that operate in and out of Luton. The plan is for a simplified ticket offering across the wider area to include Luton, Central Bedfordshire and Bedford Borough. We also recognise the changing travel patterns for many people now working from home and spending less days in the office. Bus operators in the area are working towards the introduction of flexible tickets that have an attractive validity period.

**Table 4. Day, Week and Monthly Ticket Prices for the Luton Conurbation**

<b>Luton and Dunstable Zone Only</b>							
<b>Operator</b>	<b>Type</b>	<b>Day</b>	<b>3 Day</b>	<b>Week</b>	<b>10 Trip</b>	<b>Month</b>	<b>Fam Day</b>
Arriva	Adult	£4.40	£12.00	£16.50		£57.00	£9.00
Arriva	Child	£3.00		£12.50		£40.00	
<b>Child Fare % of Adult Fare</b>		<b>68%</b>		<b>76%</b>		<b>70%</b>	
Centrebus	Adult	£4.30	£9.75	£15.00	£15.00	£52.00	£6.50
Centrebus	Child	£3.00		£10.00			
<b>Child Fare % of Adult Fare</b>		<b>70%</b>		<b>67%</b>			
Grant Palmer	Adult	£4.20		£14.00		£50.00	£8.00
Grant Palmer	Child	£3.10		£12.00		£33.00	
<b>Child Fare % of Adult Fare</b>		<b>74%</b>		<b>86%</b>		<b>66%</b>	
Hip Hop All Operator	Adult	£5.00		£17.50			£9.50
Hip Hop All Operator	Child	£3.50		£12.50			
<b>Child Fare % of Adult Fare</b>		<b>70%</b>		<b>71%</b>			
<b>Young Person over 16 Currently Pays Full Adult Fare on All Products</b>							

We also believe that we need to shout about the excellent bus services we currently deliver and will deliver in the future. This means that throughout the life of the EP Plan we will carry out regular fare promotions and marketing campaigns in order to “put buses on the agenda” of local people. These initiatives will be delivered in partnership with our neighbouring authorities.

We will also work with major employers and journey generators within Luton to develop Sustainable Travel Plans that will encourage more commuters, students and hospital visitors, for example, to travel sustainably and by bus.

Over the life of the EP Plan, we will also consider parking charges in Luton and where possible look at raising car park prices in parallel with improvements being made to bus services.

## Outcomes

### Target for journey times and reliability improvements

The main issue relating to delivering reliable and punctual services in Luton is late running. Our focus through this EP Plan and Scheme will be to improve overall journey times and late running. The following table sets out our targets for punctuality and reliability. We are committed to public reporting of performance against the targets that we have set.

Table 5. Target Punctuality and Reliability Performance Indicators

Outcomes	Actual 2018/19	Actual 2019/20	Target 2024/25	Target 2029/30	How will this be calculated
Punctuality for all bus services within the Luton conurbation	80%	81%	92%	95%	$\text{Punctuality (\%)} = \frac{\text{number of on time departures}}{\text{number of actual departures}} \times 100$
Reliability of services is determined using a metric called "lost kilometre rate (%)"	0.5%	0.5%	0.5%	0.5%	$\text{Lost km rate (\%)} = \frac{(\text{total scheduled services (km)} - \text{total services operated (km)})}{\text{total scheduled services (km)}} \times 100$
Satisfaction with Journey Times	*85%		90%	90%	Measured via annual Transport Focus bus passenger survey
Satisfaction with Punctuality	*76%		85%	95%	

### Targets for passenger growth and customer satisfaction

We have set ambitious targets for passenger growth and customer satisfaction in the Luton conurbation, and we strongly believe we can deliver the projected growth through a robust set of measures and building on the success of the Luton Dunstable Busway.

Table 6. Target Bus Passengers Indicator

Outcomes	Actual 2018/19	Actual 2019/20	Target 2024/25	Target 2029/30	How will this be calculated
Bus Passengers	9.1m	8.5m	9.2m	10.0m	Data from operators on total journeys within the Luton conurbation and as reported to DfT under Table BUS0109a

Table 7. Target Passenger Satisfaction Indicators

Outcomes	*Actual 2018/19	*Actual 2019/20	Target 2024/25	Target 2029/30	How will this be calculated
Availability of seating /space to stand	87%	87%	93%	96%	Using Transport Focus percentage of passengers surveyed responding "very
Interior cleanliness / condition	79%	79%	87%	90%	
Bus Driver greeting / welcome	69%	69%	80%	85%	

Outcomes	*Actual 2018/19	*Actual 2019/20	Target 2024/25	Target 2029/30	How will this be calculated
Value for Money	62%	62%	75%	87%	satisfied” or “fairly satisfied” to applicable questions.
Punctuality	76%	76%	85%	95%	
Journey Time	85%	85%	90%	90%	
<b>Overall Journey Satisfaction</b>	<b>86%</b>	<b>86%</b>	<b>90%</b>	<b>90%</b>	

### Objectives and measures

The measures we have outlined will allow us to deliver our vision through the lifetime of the EP in partnership with bus operators and other stakeholders.

### Objectives:

Through our EP Plan and Scheme(s) we will provide Bus Services that:

- Are welcoming, friendly and easy to use
- Provide a comprehensive network that is safe, fast and reliable
- Provide a network that makes it easier and more affordable to travel by bus than by car
- Have simple, affordable and capped fares
- Are environmentally friendly and economically sustainable
- Build on the success of the Luton-Dunstable Busway
- Offer confidence to bus users through a meaningful Customer Charter
- Deliver a network that develops to meet the changing needs of Luton and its residents

### Measures:

We have linked our measures to our EP Objectives with the BSIP specific topics the DfT requested us to consider when formulating our plan.

**Table 8. Summary of Measures and Details of Co-ordination with Neighbouring Authorities (text in Bold)**

DfT Topic Area	Associated Measures (M)
Intensive services and investment on key corridors, with routes that are easier to understand	M1-Improved Waiting Facilities, M2-Galaxy, Church St and Silver St Accessibility and Infrastructure Improvements, M3-Park & Ride, <b>M4-Improvements to Bus Routes &amp; Services</b> , M5-Qualifying Agreements. <b>M39-Sector Based Academy to provide new pipeline of drivers</b>
There must be significant increases in bus priority	M6-Traffic Signalling Priorities for Buses, M7-Pinch Points, M8-Bus Lanes, M9-Planning Policies, M10-Parking & Enforcement, M11-Roadworks Policies, M12-Parking Levy, M13-Parking Charges
Fares must be lower and simple	M14-Ticket Machine Upgrades, M15-Multi-operator Tickets, M16-Capped Fares, M17-Inter-availability of Own Operator Tickets, M18-Promotional Ticketing Offers, M19-Green Travel Plans
There must be seamless, integrated local ticketing between operators and this should be across all types of transport	M15-Multi-operator Tickets, M16-Capped Fares, M17-Inter-availability of Own Operator Tickets
Service patterns must be integrated with other modes	<b>M20-Improved Connectivity</b> , M21-Mobility Hubs
The local bus network is presented as a single system that works together, with	M1. Improved Waiting Facilities, M22-Real Time Information, <b>M23-Improved Roadside Information</b> , M24-On-Board Passenger Experience, M25-Real Time Displays at Major Attractors/Employers, <b>M26-All Operator App</b> , M27-Bus

DfT Topic Area	Associated Measures (M)
clear passenger information	Ambassadors, M28-Improved Communication, M29-Marketing Campaigns, M39-On-Board Passenger Experience
Give bus passengers more of a voice and a say	M27-Bus Ambassadors, <b>M32- Bus User Groups, M33-Passenger Surveys, M34-Customer Charter</b>
More demand-responsive services and 'socially necessary' transport	M35-DRT & Socially Necessary Transport
Longer term transformation of networks through Bus Rapid Transit and other measures	M1. Improved Waiting Facilities, M36-Control Centre, <b>M37-Luton Dunstable Busway Improvements</b>
Regular updates	M38-Additional Luton Borough Council Staffing Requirements

## Governance, Implementation and Monitoring

### Governance Approach

We recognise that Luton, Dunstable and Houghton Regis form one urban conurbation. While this EP Plan has been produced by the Council and partners for Luton, we understand that customers travelling between different parts of the conurbation are not concerned about administrative boundaries. Bus users simply want easy to use, punctual, reliable, safe and seamless bus services. To achieve this, we have worked closely with colleagues from neighbouring authorities including Central Bedfordshire Council, Bedford Borough Council under the Pan Bedfordshire Commitment. Through regular meetings and the use of Memorandums of Understanding we have ensured that measures in the various EP Plans and Scheme(s) submitted by the Council and neighbouring authorities complement each other and have been closely co-ordinated.

Luton Borough Council will work with its partners and stakeholders to deliver this EP Plan through the provisions made available in the 2017 Bus Services Act. We will form an Enhanced Partnership (EP) as the mechanism through which we will deliver our Plan and will commence the formal processes to establish this partnership once this BSIP is completed and the level of Government funding being made available to Luton Borough Council is announced. All local bus operating companies have confirmed their support for an EP.

We are aware that other governance options exist for the medium and long term, including franchising. We have considered the resources and risks that would be associated with this approach, and while the Council appreciate that bus franchising may present additional opportunities to improve bus services and deliver our EP Plan, there are risks associated with franchising that the Council feel currently make an Enhanced Partnership the better option.

We established a Steering Board as we developed our BSIP, it comprised of senior members and officers from Luton Borough Council as well as representatives from all operators who provide bus services in the Luton area. The Steering Board meetings were also attended by representatives from neighbouring authorities and their consultants to ensure that our BSIPs complemented each other's. Other attendees included representatives from local businesses, Bus Users UK and Transport Focus. During the production of the BSIP, the Steering Board was chaired by representatives from our consultants, SYSTRA.

The arrangements for the governance of the Enhanced Partnership will be as follows:

The Enhanced Partnership will be governed by the Luton Borough Council Enhanced Partnership Board.

The Enhanced Partnership Board will receive representations from two other groups:

- a) The Luton Borough Council Enhanced Partnership Stakeholder Forum; and
- b) The Luton Borough Council Bus Operators Multi Operator Ticketing Forum

## **The Luton Borough Council Enhanced Partnership Board**

The Luton Borough Council Enhanced Partnership Board will be the decision-making body of the Enhanced Partnership. This is the body which will formally make recommendations on the delivery of the Enhanced Partnership Plan (EPP) through the Enhanced Partnership Scheme(s) (EPS). The role of the Enhanced Partnership Board will be:

- To set the future aims and objectives of the Enhanced Partnership, Enhanced Partnership Plan and BSIP, including any changes that should be made;
- To develop and make policy recommendations to Luton Borough Council about planning and priorities for the improvement of the local bus network;
- To develop and make operational recommendations to operators for the improvement of the local bus network;
- To develop recommendations for any variations in the Enhanced Partnership Plan and Scheme; and
- To be a consultee on any changes in Authority policies or strategies, such as the Local Transport Plan and Local Plan.

## **The Board Membership**

The membership of the EP Board will comprise of three Luton Borough Council officers, one officer from Central Bedfordshire Council and Bedford Borough Council each, and representatives from qualifying bus service operator companies operating services within the geographical area of the Enhanced Partnership.

In the event that a new operator of qualifying commercial bus services, enters the market in the Luton Borough Council Enhanced Partnership area, they will be invited to become a member of the Enhanced Partnership Board.

In the event of an existing operator ceasing to operate qualifying commercial bus services in the Luton Borough Council Enhanced Partnership area, they will no longer be eligible to be a member of the Enhanced Partnership Board.

The EP Board will be chaired by the Council.

## **Meeting Arrangements**

EP Board meeting business can only take place if the meeting is quorate. To be quorate, the minimum EP Board member attendance requirement is:

- Four Operators members, with a minimum of one per category (Large/Medium/Small)
- Two Luton Borough Council Officers
- One neighbouring Authority representative

Meeting observers: Any other Bus Operator, or council representatives will be able to attend the EP Board meetings as observers but will not have the right to vote. Observers may be invited to make comments or ask questions of the EP Board at the Chair's discretion or invited to defer these until the next EP Forum meeting. The council representatives may rotate or invite observers in relation to the relevance of agenda items but will not be entitled to EP Board's voting rights.

The EP Board will be scheduled to meet no less frequently than 4 times per year. There will be provision for additional meetings as required to make decisions which cannot be deferred to a scheduled meeting, with not less than 14 days' notice being given. Meetings will be arranged and serviced by the Council. They will be held either in person at a designated venue or online via MS Teams. Meeting length will vary according to agenda content but will typically last up to 2 hours.

Discussion papers on material issues pertaining to the delivery of the Enhanced Partnership Scheme will be shared with bus Operators, a minimum of 14 days in advance of an Enhanced Partnership Board meeting, to allow the Operator representatives to consider the implications and consult with internal colleagues, as required. Draft minutes will be circulated no more than 5 working days after each meeting. Comments from the draft minutes to be received within 10 working days following submission. The final minutes will be agreed and signed off at the subsequent EP Board meeting.

### **Meeting Attendance and EP Board Member Conduct**

Each EP Board member is expected to act with due propriety, meaning that they act in the spirit of improving bus services. They will not look to further their own interests or those of their individual company or constituents.

EP Board members will be responsible for ensuring their attendance at all EP Board meetings they are invited to, and ensure they have:

- Fully reviewed and understood all meeting papers in advance of attendance
- Provide apology for non-attendance at least 5 working days in advance of the meeting (except in emergencies) to allow adequate time to rearrange the meeting.
- Nominated a suitable substitute if they are unable to attend.

### **Decision-making and voting mechanism**

The EP Board's role is decision making and the decision it issues is expected to represent a single, majority view of its members.

Each member of the EP Board will have one vote and a vote will be passed if it has the support of the majority of the EP Board. Decisions of the EP Board will be made by way of a vote through a show of hands. Unless stated otherwise in this document, decisions will be passed by way of a simple majority of all members of the EP Board entitled to vote (on a one Operator representative, one vote basis). Operator representatives not exercising their vote will be deemed to be votes in favour of the proposal.

The EP Board vote will be reserved to:

- one vote for one nominated representative from each of Qualifying bus service operator companies,
- one vote for Luton Borough Council and
- one vote each for Central Bedfordshire and Bedford County Council

Should any EP Board member consider that a EP Board decision has anti-competitive implications or significant financial impacts, they can object to the vote and request that the decision is put in abeyance, until their concerns are voiced and discussed in a full EP Board meeting. Following such discussions, the EP Board shall be entitled to vote on the decision.

Budget-setting and matters of interest for the whole Partnership area should be carried out and voted on by the whole Board. For decisions relating to more local and scheme-specific measures, Board representatives that do not have a material interest in that specific area will be expected to abstain from that vote. This will apply, equally, to operator and Authority representatives.

The EP Board will have the ability to establish various working groups to advice on specific topics. It will establish a Multi-Operator Ticketing Group consisting of Bus Operators only who will be advising on pricing, revenue distribution and area of validity of multi-operator tickets and ensuring that schemes comply with relevant legislation and best practice. The Multi-Operator Ticket Group will feed its recommendations into the EP Board for decisions.

### **EP Forum Purpose and function**

The EP Forum will provide opportunities for discussing issues of all kinds affecting the Luton and the conurbation bus network, consulting with and building consensus across the various stakeholders and making recommendations for decisions to the EP Board. The EP Board will establish an EP Forum comprising of stakeholders including but not limited to those representing passenger groups, representatives from other transport providers, local business, commerce, health, and education and neighbouring local authorities. Membership of the EP Forum will be agreed by the EP Board. The EP Forum will have an advisory role and will be chaired by an independent chair.

In addition, from time-to-time other external organisations may be invited to join the EP Forum on an advisory basis for fixed periods to provide specialist expertise.

EP Forum meeting arrangements: The EP Forum will meet no less than 28 days prior to EP Board meetings and will be deemed as quorate if the nominated Chair and one EP Forum member are present.

EP Forum meetings will be arranged, and minutes taken by the Council. They will be held either in person at a designated venue or online via MS Teams. Meeting length will vary according to agenda content but ordinarily expected to be one to two hours. Agendas and meeting papers (including a copy of minutes and outcomes of decisions taken at the previous EP Board) will be circulated by the Council no less than one week in advance of each meeting, and draft minutes circulated no more than two weeks after each meeting. Draft minutes will be approved at the next EP Forum meeting.

### **Luton Borough Council Bus Operators Multi Operator Ticketing Forum**

All operators of qualifying bus services will be expected to participate in multi-operator ticketing schemes and other types of ticketing innovation, including alternative reimbursement arrangements. Meetings will be scheduled as required by the multi-operator ticketing Forum members.

The terms and conditions of any such scheme will be negotiated between the Council, those operators and other partners affected schemes and will be adopted in the EP Scheme using the Enhanced Partnership bespoke variation arrangements. As recognised by the Council, in order to

facilitate the commercial confidentiality and sensitivity, a Multi Operator Ticketing Forum formed of the Operators will be required to present its recommendations to the EP Board for decisions on all the outcomes of this forum.

For monitoring purposes, all bus operators will be required to submit to the Council monthly sales returns for all partnership ticketing schemes in which they participate, separated by type and period. This may also be achieved through the deployed 'All in one App' intended through the Enhanced Partnership.

## Implementation and Monitoring and Alignment with Local Transport Plan

The Enhanced Partnership Board and Forum will meet no less than 4 times per year and receive progress reports against delivery of the schedule of planned measures being delivered through this EP Plan. Every six months (or 12 months where the results of Transport Focus surveys are required to measure progress), progress will be analysed by Luton Borough Council and reported against the targets set out in Chapter 3 of the BSIP.

Every twelve months a full review of progress against all targets will be conducted by Luton Borough Council and reports will be published for the benefit of all stakeholders including bus passengers and the DfT. The Enhanced Partnership Board will commit to the following actions:

- Where targets have been achieved or bettered the Enhanced Partnership Board will consider setting new and more challenging ones
  - Where targets have not been achieved, the Enhanced Partnership Board will consider and recommend what additional actions and measures need to be taken to improve performance and meet targets as quickly as possible in the future
  - The Enhanced Partnership Board will also consider the requirement to introduce new measures due to changes in the operating environment or bus passenger needs and will set appropriate targets

The EP Board will develop an implementation plan for all the agreed EP Plan and Scheme(s) measures through assignments of projects to smaller groups and discuss progress at these meeting.

Any proposed variations to the Plan will follow the formal variation procedures set out in s.138L of the Transport Act 2000.

Our EP Plan and Scheme(s) will be reviewed on a regular basis with the first review taking place on a date in 2022 to be agreed at the first meeting of the Enhanced Partnership Board. This initial review will be followed by annual reviews starting in March 2023.

Reviews will be conducted by the Enhanced Partnership Board and will consider as a minimum:

- Progress against the schedule of measures set out in the BSIP
- Performance against targets set out in the BSIP including:
  - Improvements in customer satisfaction,
  - Increases in passenger numbers,
  - Improvements in bus journey times, and
  - Improvements in punctuality levels measured using Automatic Vehicle Location (AVL data)
- Consideration of how the EP Plan complements and works with other strategic plans including the Local Transport Plan

We will of course ensure that our EP supports and complements our other schemes for improving local bus services and transport including the Local Transport Plan. Luton Borough Council’s current Local Transport Plan (LTP4) covers the period from 2020-2040. It has several overarching priorities which have been considered when formulating the BSIP ensuring that the two Plans will complement and support each other.

**Table 9. Local Transport Plan Objectives Complementing the EP Plan**

<b>LTP 4 Objective</b>	<b>Complemented by EP Plan</b>
Supporting Luton’s regeneration, economic competitiveness, and growth by securing a reliable and efficient local transport network within the conurbation of Luton, Dunstable and Houghton Regis.	✓
Supporting a healthier natural environment by helping tackling climate change and improving air quality by encouraging use of public transport and reducing car usage.	✓
Ensuring Luton has good quality transport connections to key markets and major conurbations in neighbouring authorities of Central Bedfordshire, Bedford Borough Council, Milton Keynes Council, and good bus connections at the interchange for trains to London.	✓
Supporting equality of opportunity to employment, education, goods, and services for all residents in Luton through improved and affordable access to public transport.	✓
Supporting a safer, healthier, and more secure community in Luton by promoting active lifestyles and encouraging the use of public transport and other healthier modes.	✓
Ensure good transport links with development, with particular regard to the Luton Local Development Plan.	✓

Our EP Plan also takes into consideration and complements Luton Borough Council’s “Vision 2040” (Table 10). This Vision sees Luton as a healthy, fair and sustainable town, where everyone can thrive, and no one has to live in poverty.

**Table 10. Luton Borough Council’s “Vision 2040”**

<b>Luton 2020-2040 - A Place to Live</b>		
<b>No One in Poverty</b>	<b>Outstanding Education Offer</b>	<b>Luton Town Centre Development</b>
<b>Carbon Neutral Town by 2040</b>	<b>Real Living Wage Town</b>	<b>A New Home for the Hatters (LTFC)</b>
<b>Recycling Rate of 50%</b>	<b>Higher Average Salaries</b>	<b>Empowered Families and Communities</b>
<b>Greener Transport</b>	<b>Reduce Health Inequalities</b>	<b>Sustainable Airport Growth</b>
<b>School to Work Pathways</b>	<b>Good Quality Affordable Homes</b>	<b>Luton £ Spent Locally</b>

The EP will have a particularly strong role in helping to achieve the following “Vision 2040” targets:

- Carbon Neutral Town by 2040;
- Greener Transport;
- Reduced Health Inequalities;
- A New Home for the Hatters; and
- Sustainable Airport Growth.

## Plan Variation

Variations to the EP Plan can be made, provided that the variation contributes to achieving the overall objectives set out in the BSIP and current local transport policies, and that the variation will benefit passengers or reduce traffic congestion, noise or air pollution.

EP Plan variation can include modifications to any attached EP scheme(s) or the addition of one or more new schemes.

Any Enhanced Partnership Plan Variation requires the following conditions to be met:

- (a)
  - (i) A simple majority vote of the Enhanced Partnership Board in favour of the same; and
  - (ii) The Council veto on the Enhanced Partnership Board has not been invoked in response to such a vote; and
- (b) Completion of the full statutory consultation and objection process.

In accordance with the process set out in the Enhanced Partnership Governance Arrangements, should a variation be recommended which Luton Borough Council may reasonably believe or suspect as having: (i) anti-competitive implications that may pose conflict with competition legislation; or (ii) significant financial impacts on the Council, the Council may invoke its veto in response to such a vote.

The procedure for an EP Plan variation mirror that for the initial making of the EP, including the full statutory consultation and objection process. This is summarised below.

- The Authority will issue a notice to operators of qualifying bus services that a variation to the Plan has been prepared;
- Allow a minimum of 28 days for operators to make objections;
- The Authority will issue a public notice of the intention to vary the EP Plan;
- Allow a period for consultation and comment;
- The Authority will issue a notice to all bus operators of the intention to make the variation;
- The Authority will issue a notice of making the Plan variation and the date of implementation.

## Plan Revocation

An EP Plan cannot be revoked without also revoking all the schemes that are attached to it. In the event that the Board recommends a Plan variation, through a vote, taken in accordance with the Enhanced Partnership Governance Arrangements, that the appropriate action would be to revoke the entire Enhanced Partnership Plan, the default Operator objection mechanism set out in the Enhanced Partnerships and Schemes (Objections) Regulations 2018 (as may be varied from time to time) will be used to determine if that course of action should proceed.

## Part 2

# The Luton Borough Council Enhanced Partnership Scheme

## Section 1: Enhanced Partnership Scheme Content

This Luton Borough Council Enhanced Partnership Scheme (EPS) is made by Luton Borough Council in accordance with the statutory requirements in section 138(1) of the Transport Act 2000.

This EP Scheme can only be put in place if an associated EP Plan has been made. Therefore, this document should be considered alongside the Luton Borough Council Enhanced Partnership Plan (EPP) and the Luton Council - Bus Service Improvement Plan (BSIP).

The EPS is the mechanism by which the commitments made in the BSIP, and the Enhanced Partnership Plan will be delivered in Luton.

This document sets out:

- the scope of the Scheme and its commencement date in Section 2;
- the legal obligations on the Authority to deliver its requirements in Section 3;
- the legal obligations on operators of qualifying local bus services and the standards of service it imposes in Section 4; and
- the governance arrangements in Section 5.

If any Operator of qualifying bus services fails to abide by such standards, enforcement action can be taken by the registration authority – including the cancellation of individual local bus service registrations.

This initial Enhanced Partnership Scheme has been jointly developed by Luton Borough Council, those bus Operators that provide qualifying local bus services in the EP Scheme area and the other Stakeholders represented on the Enhanced Partnership Stakeholder Forum. It sets out obligations and requirements on both the local transport authority and the operators of qualifying local bus services in order to achieve the intended improvements to the local bus network, with the intent to deliver the objectives of the EP Plan.

## Section 2: Scope of EP Scheme and Commencement Date

The Enhanced Partnership Scheme will cover the same geographical area as the EP Plan and will support the improvement of all qualifying local bus services operating in Luton, as defined by the administrative boundary of Luton Borough Council.

The EP Plan and scheme are made on 1st October 2022, for implementation from 1st November 2022. The Enhanced Partnership Scheme will expire on 31st March 2025. It will be subject to annual review by the Enhanced Partnership Board, as set out in Section 5 of this Enhanced Partnership Scheme.

In accordance with the conditions set out in section 138C (11) of the Transport Act 2000, there are a number of local registered bus services, which operate within the Scheme area, which will be exempt from the requirements of the Enhanced Partnership.

Services which are exempt include:

- Services registered as local bus services, but which are primarily intended for the carriage of school students at the start and end of the school day, and which are not eligible for Bus Service Operators' Grant (or where the 'School or Works Service' box has been ticked on the Traffic Commissioner's Registration Form);
- Services registered as local bus services, but which are primarily intended to operate as commuter services;
- Services registered as local bus services, but which are primarily intended for the carriage of employees at the start and end of the shifts at specific workplaces and which are not eligible for Bus Service Operators' Grant (or where the 'School or Works Service' box has been ticked on the Traffic Commissioner's Registration Form);
- Services registered as local bus services, but which operate no more than two journeys per day;
- Services operated by Section 22 permit holders.

A list of exempted service will be regularly reviewed by the Enhanced Partnership Board.

Enhanced Partnership Scheme includes a series of measures which can be delivered with little or no additional funding, through closer partnership working, either between Operators / wider stakeholders and the Council or between internal teams within the Council and its contractors.

If additional funding is secured through the BSIP settlement, the Enhanced Partnership will proceed with delivery of the proposed measures listed in Appendix B. Taken together, these will represent a significant uplift to the quality of the public transport provision across Luton Borough Council. The Enhanced Partnership will work up the detail of each of the proposed measures, including detailed targets and implementation dates, which will be included in the EP Scheme, through the bespoke variation process set out in section 5.

Further measures may be added to the Enhanced Partnership Scheme over time, using the bespoke variation process set out in section 5.

## **Reporting and Consultation**

The Partnership Board will receive six-monthly progress reports on the development of the EP measures and reports of the performance of the network against the targets set out in the BSIP and EPP. Where targets have been achieved or bettered, the Enhanced Partnership Board will consider setting new and more challenging ones. Where targets have not been achieved, the Enhanced Partnership Board will consider and recommend additional actions and measures to address the under-performance. These progress reports will be published on the Authority's website.

Measures which make material changes to bus services and/or infrastructure will be subject to a public consultation process, prior to implementation, to ascertain the views of passengers, residents and other stakeholders who may be impacted by the development.

## **Section 3: Obligation on Luton Borough Council**

Luton Borough Council recognises the need to support improvements in all aspects of the bus provision within the conurbation regardless of the size of operators providing bus services and will endeavour to treat all bus operators equally.

The area covered by this Enhanced Partnership Scheme will be the same as that highlighted in the Luton Borough Council BSIP and the Enhanced Partnership Plan following the revised submission of the BSIP Annex 4 to reflect the proposed funding of £19.1 million by the DfT for Luton Borough Council.

The Enhanced Partnership Schemes in relation to the BSIP Annex 4 submitted to the DfT is as follows:

### **Category 1 – Bus Priority Infrastructure**

Under this category, we have identified Bus Priority Project to deliver 'Faster Journeys' that are reliable and punctual. These projects includes Dedicated bus lanes, Junction improvements, Extended Red Routes, Parking enforcement dedicated to buses, and Feasibility study on Introduction of Parking Levy. The details of each scheme under this category is presented below:

- Scheme 1.** Construction of Bus Lane on the A505 between Chaul End Lane roundabout and M1 junction11 roundabout – west bound (A dedicated bus lane currently exist between these two points east bound).
- i. Approximate length of Bus Lane – 0.7 miles
  - ii. Current Bus Service Benefitting from the Scheme:  
Service 31 - Luton to Dunstable

- Service Z - Luton to Houghton Regis
- Service 37 - Luton to Houghton Regis
- Service 99 - Luton Airport to Milton Keynes
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*
  - Design and planning of scheme – 1 July 2022 (3 months)
  - Public Consultation & Objection period – 1 Oct 22 (4 weeks)
  - Resolution period (if required) – 29 Oct 22 (2 weeks)
  - Construction Period – 15 Nov 22 (6 months)
  - Introduction – 1 June 23
- iv. Operator Commitment
 

Following the introduction of the bus lane, bus operators agree to review their journey times on services benefiting from the bus lane. Operators will provide before and after journey times and details of savings delivered through this measure, this will include before and after operating hours and PVR. Any resource savings or improvements to running times will be reinvested in delivering additional journeys with greater emphasis on their peak timetables, or make capital investments for the provision of 2nd readers and/or on-board audio visual systems. The scheme will also improve service delivery with better reliability and punctuality. Bus operators will provide evidence on pre and post journey times along with reliability and punctuality data for 6 months prior to introduction of new bus priorities and monthly data post introduction during the entire life of the EP. The data requirements may include individual routes and sections of the routes.

**Scheme 2.** Construction of Bus Lanes on Vauxhall Way (A505) between Hitchin Road and Kimpton Road/Airport Way roundabout – Both directions. \*Signalised Junction improvement on Vauxhall Way by Hitchin Road has been completed as part of the overall improvement works and highway infrastructure.

- i. Approximate length of Bus Lane
 

Vauxhall Way (A505) between Hitchin Road and Kimpton Road/Airport Way roundabout in both directions – 3.3 miles
- ii. Current Bus Service Benefitting from the Scheme:
 

Service 100/101 – Luton to Stevenage

The dualling of these sections of roads along with bus priority measures is part of Luton Council’s plan to develop a mobility hub at Butterfield Green that will include a dedicated Park and Ride service and multi modal hubs. The bus lane will provide fast journey times for the proposed dedicated Park and Ride Bus Service from Butterfield Park to Luton Town Centre.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*
  - Design and planning of scheme – 1 July 2022 (6 months to include the design and planning of the mobility hub including bicycle stands and charging facilities for electric vehicles)
  - Construction Period – 15 Feb 23 (12 months)
  - Introduction – 1 March 24

The progression on the scheme will be duly updated to the EP Board by the Council.
- iv. Operator Commitment
 

Following the introduction of the bus lane, bus operators agree to review their journey times on services benefiting from the bus lane. Operators will provide before and after journey times and details of savings delivered through this measure, this will include before and after operating hours and PVR. Any resource savings or improvements to running times will be reinvested in

delivering additional journeys with greater emphasis on their peak timetables, or make capital investments for the provision of 2nd readers and/or on-board audio visual systems. The scheme will also improve service delivery with better reliability and punctuality. Bus operators will provide evidence on pre and post journey times along with reliability and punctuality data for 6 months prior to introduction of new bus priorities and monthly data post introduction during the entire life of the EP. The data requirements may include individual routes and sections of the routes.

**Scheme 3.** Construction of Bus Lanes on High Street/Church Street A505 between B5120 (Houghton Road) and Church Street (Luton Road) – east bound (Heading towards Luton). This will be as part of Joint working with Central Bedfordshire Council, partial works on this has completed as part of the recent works on the High Street. Further signalised junction improvement works and bus priority to continue as part of this.

- i. Approximate length of Bus Lane  
B5120 to Church Street/High Street Junction – 0.7 miles  
Church Street to Luton Road – 0.7 miles
- ii. Current Bus Service Benefitting from the Scheme:  
All Busway Services  
Service 31 – Luton to Dunstable  
Service Z - Luton to Houghton Regis  
Service 37 – Luton to Houghton Regis  
Service F70/77 – Luton to Milton Keynes/Leighton Buzzard  
All Dunstable town services
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
This measure is in collaboration with Central Bedfordshire Council and the associated BSIP funding secured by CBC.  
Design and planning of scheme – 1 July 2022 (4 months to get in line with Central Bedfordshire Council governance)  
Public Consultation & Objection period – 1 Nov 22 (4 weeks)  
Resolution period (if required) – 29 Nov 22 (2 weeks)  
Construction Period – 15 Dec 22 (8 months)  
Introduction – 1 August 23  
The progression on the scheme will be duly updated to the EP Board by the Council.
- iv. Operator Commitment  
Following the introduction of the bus lane, bus operators agree to review their journey times on services benefiting from the bus lane. Operators will provide before and after journey times and details of savings delivered through this measure, this will include before and after operating hours and PVR. Any resource savings or improvements to running times will be reinvested in delivering additional journeys with greater emphasis on their peak timetables, or make capital investments for the provision of 2nd readers and/or on-board audio visual systems. The scheme will also improve service delivery with better reliability and punctuality. Bus operators will provide evidence on pre and post journey times along with reliability and punctuality data for 6 months prior to introduction of new bus priorities and monthly data post introduction during the entire life of the EP. The data requirements may include individual routes and sections of the routes.

**Scheme 4.** Installation of automated bus priority measures at key signalised junctions within the Luton Conurbation. Delivering a network strategy to improve journey times for the bus network

- i. List of identified junctions – This list is not exhaustive, any variation can be requested through the EP Board. Improvements to junctions will be assessed to identify required works not limiting to signalised priority. Some works have already been carried out to some of the identified junction on the list as part of recent works.
  - New Bedford Road near Busway Interchange both ends – Entry and Exit
  - Junctions of Leagrave and Lewsey Road
  - Chaul End Lane
  - New Bedford Road/Telford Way
  - Church Street
  - Vauxhall Way/Crawley Green Rd
  - Hitchin Road/Crescent Road
  - Old Bedford Road/Hucklesby Way
  - Leagrave/Marsh Road
  - Dunstable Town Centre Area
  - Bury Park Area
  - Hitchin Road/Station Road/Crescent Road
  - Cromwell Road Junction
- ii. Current Bus Service Benefitting from the Scheme:
  - All services in and out of Interchange, Galaxy & Town Centre
  - All services in and out of Interchange
  - Service Z, 24, & 37
  - Services joining and coming off the Bus way Z, 31, 37, & 99
  - All services coming into and out of Town Centre and other traffic congestion
  - All Town Centre Services
  - Services 12, 13, 17/17A, 19, & 88
  - Services 12, 13, 14,17/17A,19, & 88
  - All Services into the Interchange Specifically 24/25/26
  - Services - 23, 27, 28/28B,
  - Services connecting Luton with Dunstable and Busway services
  - Services 27, 28/28B, 31
  - All services out of Interchange especially 12, 13, 100/101, 17/17A, 19, & 88
  - Services 10/10A, 27, 29, & 81
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*
  - Strategic network Planning – 1 July 2022 (4 months)
  - Public Consultation & Objection period – 1 Aug 22 (4 weeks)
  - Resolution period (if required) – 29 Aug 22 (2 weeks)
  - Design Stage – 1 Nov 22 (6 months)
  - Installation Period – 1 May 23 (12 months)
  - Introduction will be gradual as and when each set of junctions have been completed between 1 May 23 and 30 April 24. The progression on the scheme will be duly updated to the EP Board by the Council.
- iv. Operator Commitment
  - Following the installation of traffic signal priorities, bus operators agree to review their journey times on services benefiting this scheme. Operators will provide before and after journey times and details of savings delivered through this measure, this will include before and after operating hours and PVR. Any resource savings or improvements to running times will be reinvested in delivering additional journeys with greater emphasis on their peak timetables, or make capital investments for the provision of 2nd readers and/or on-board audio visual systems. The scheme will also improve service delivery with better

reliability and punctuality. Bus operators will provide pre and post journey times along with reliability and punctuality data for 6 months prior to introduction of new signalling priorities and monthly data post introduction during the entire life of the EP.

**Scheme 5.** Feasibility study on Parking Levy targeted towards medium and large organisations

- i. Initial List of Organisations to be included in the Study
  - Luton Borough Council
  - London Luton Airport
  - Luton and Dunstable Hospital
  - General Motors
  - TUI
  - Easy Jet
  - University of Bedfordshire
  - AstraZeneca
- ii. Potential Benefits from the Scheme:

The EP Board would like to see and encourage medium to large organisations encouraging employees to use the bus services and the new Park and Ride facility at Butterfield Park. The study will help us understand the benefits or otherwise of introducing a parking levy. Such a levy will help deliver patronage growth through modal shift from cars to buses. We would provide concessions to organisations on parking levies who encourage employees to utilise the Park and Ride facility. This will further support local travel plans by providing options beyond walking and cycling.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

The study will be carried out between 1 April to 31 October 2024.  
We intend to delay the study as we would first like to see a significant improvement in the quality of entire bus network.
- iv. Operator Commitment

Operators will commit to providing relevant data and professional input into the study.

**Scheme 6.** Extend Current Red Route Network

- i. Locations

Feasibility study with bus operators to take place to identify hotspots where red routes could benefit bus journey times and improve access. Working with partners in our Parking Services Team and previous options to add onto the existing Town Centre Red Route Programme.
- ii. Potential Benefits from the Scheme:

Improves journey times, reliability, punctuality and access.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

Feasibility study – October 22 to March 23.  
Planning, design, public consultation – April 23 – October 23  
Implementation Phase – November 23 to March 24.
- iv. Operator Commitment

Operators to work with the Council to identify hotspots where access for buses is challenging due to inconsiderate and illegal parking. The final plan will be subject to public consultation and Council approval.

**Scheme 7.** Enforcement Cameras – 10 cameras

- i. Locations
  - Bury Park / Dunstable Road – 4
  - Galaxy Centre – 1
  - Marsh Road Shops – 1

- Location for the remaining 4 cameras to be identified.
- ii. Potential Benefits from the Scheme:
  - Improves journey times and access to bus stops by deterring car users from inconsiderate and illegal parking in heavily congested areas. This will improve reliability and punctuality. It will also provide better access to bus stops ensuring buses pull up close to the kerbside.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*
  - Feasibility study – October 22 to January 23.
  - Planning, design, public consultation – Feb 23 – March 23
  - Implementation Phase – April 23 to March 25.
- iv. Operator Commitment
  - Operators to work with the Council to identify hotspots. The final plan will be subject to public consultation and Council approval. In addition working with our Parking Services Team to add cameras that will aid traffic flow, identified as part of the moving traffic improvements that are planned.

## Category 2 – Other Infrastructure

Under this category, we have identified projects to delivering better and safe waiting environment with improved accessibility at bus stops and shelters, Mobility hub at Butterfield Green, Mobility hubs integrated with bus services, Real Time Information, On bus information and Roadside information. The details of each scheme under this category is presented below:

### Scheme 8. Delivering better and safe waiting environment with improved accessibility

- i. Bus Stops and Shelters
  - We will upgrade existing bus stops and shelters and install 115 new bus shelters that will include 65 super shelters for the Busway and key terminus points in Luton Town Centre (Church Street, Silver Street and Galaxy Centre). The super shelters will include CCTV, pollution detectors, timetable screens, and green roofs. The super shelters will be installed at the following locations:
    - Along All Busway services within the conurbation of Luton;
    - Church Street
    - Silver Street
    - Galaxy Centre
  - The 50 standard shelters will be installed, or existing stops will be upgraded at the most used locations along the Luton bus network.
  - This work will be undertaken in collaboration with Central Bedfordshire Council and their associated BSIP Funding.
  - As part of our commitment to protect personal safety of bus passengers, we will work closely with the local law enforcement authority to deal with anti-social behaviours.
- ii. Potential Benefits from the Scheme:
  - Waiting environment at bus stops is high for the bus users, a step change in the quality of bus shelters within the Luton conurbation will provide existing users with a waiting environment that feels safe and secure. The overall aesthetic of bus infrastructure at the most popular locations will attract interest and encourage non-users.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*
  - Planning, design and procurement – 1 Oct to 31 Mar 23. (To include Central Bedfordshire Council's EP Plans for bus stops)
  - Installation – 1 April 23 – 31 March 25.
- iv. Operator Commitment

Operators will provide origin and destination data to identify the most used and popular stops and shelters during the planning and design stage. Operators commit to providing regular feedback on the condition of bus stops and shelters via their employees and passengers. Operators will share service change details and timetables 8 weeks prior to introduction of changes to ensure all bus stops carry the latest bus service information. In exceptional circumstances, the 8 weeks notification period can be reduced.

**Scheme 9.** Mobility hub at Butterfield Green

- i. Infrastructure and Services
  - Parking facilities for 600 cars
  - Charging infrastructure for electric vehicles
  - Dedicated Park and Ride bus service between Butterfield and Luton Centre
  - Installation of Cycle hubs
- ii. Potential Benefits from the Scheme:

The mobility hub will provide a comprehensive network of bus services and other more active modes of transport. This will help contribute to the overall journey satisfaction targets, increase overall bus ridership, and help reduce congestion in the centre of Luton. Luton Council plans to offer the whole park and ride service for free for an initial period of 12 months to encourage usage. The Council will encourage medium and large organisations to incentivise their employees to use these facilities for a favourable parking levy in return.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

The study and delivery of the scheme will be carried out between 1 April 22 to 31 October 2024.
- iv. Operator Commitment

To be stipulated in the tender document for the Park & Ride Service. Operators will commit to working with the Council to identify technology that allows “All in One” multimodal ticket for use on buses and micro mobility.

**Scheme 10.** Mobility hubs integrated with bus services

- i. Locations
  - Bicycle hubs to be installed at the following locations:
    - Interchange
    - Marsh Farm
    - Busway (Location to be confirmed)
    - Lewsey Farm
  - The funding for this project will be sought from alternative sources, potentially through the Active Travel Funding.
  - This will be discussed at future EP Board meetings to fully understand the benefits of Cycle Hubs and provision of bicycles to integrate with bus services and how the first and last mile solution can be delivered where access to a bus service is beyond walking distance.
- ii. Potential Benefits from the Scheme:

Will improve connections between micro mobility and mainstream transport providing first mile last mile journey solutions. This measure will help deliver better integration between various modes of transport and will be assisted by the wider availability and promotion of integrated timetables and ticketing. It will help drive modal shift, passenger numbers.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

To be discussed at future EP Board meetings and agree on a delivery plan.
- iv. Operator Commitment

Operators will commit to working with the Council to identify technology that allows “All in One” multimodal ticket for use on buses and micro mobility. Operators will promote the availability of mobility hubs in their marketing campaign for ‘first & last’ journeys.

#### **Scheme 11. Real Time Information**

- i. Locations  
100 Real Time Passenger Information screens to be installed and upgraded on the network within the Luton conurbation.  
Along All Busway services within the conurbation of Luton;  
Butterfield Mobility Hub  
The remaining screens will be installed at the most convenient and popular stops.  
This work will be undertaken in collaboration with Central Bedfordshire Council and their associated BSIP funding.
- ii. Potential Benefits from the Scheme:  
Providing bus arrival times at bus stops provides reassurance to passengers. Our recent survey with users and non-users 45% wanted to see more real time information displays at bus stops. The last Transport Focus survey in Luton reported that satisfaction with information provision at bus stops stood at just 69%. Provision of more real time information screens will make a great contribution to the overall journey satisfaction result.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning, design and procurement – 1 Oct to 31 Mar 23. (In collaboration with Central Bedfordshire council)  
Installation – 1 April 23 – 31 March 25.
- iv. Operator Commitment  
The screens will be installed at locations identified by bus operators as being the most frequently used bus stops as per installation of bus shelters. Operators will commit to providing TransXchange files or similar 8 weeks prior to service changes taking place to ensure real time screens are updated. Through their staff and passengers, regular feedback will be provided on any faulty screens or screens displaying incorrect information.

#### **Scheme 12. On bus information**

- i. Scheme details  
Installation of on-board voice and visual announcement on all on the buses operating in and out of Luton. Approximately 200 vehicles on the network.
- ii. Potential Benefits from the Scheme:  
This will provide greater reassurance to passengers with sight and hearing disabilities, new bus users and passengers who are not familiar with the local bus network in the area.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning, design and procurement – 1 Oct to 31 Mar 23.  
Installation – 1 April 23 – 31 March 25.
- iv. Operator Commitment  
The provision for this measure, initial investment and on-going maintenance cost will be borne by the bus operators. The funding can be diverted from any efficiency savings deriving from faster journey times and subsequent passenger growth. Bus operators will provide a firm plan that demonstrates the installation programme which must be completed by 31<sup>st</sup> march 2025. Operators will ensure that any faulty equipment is rectified within 72 hours from the date the fault was identified. Operators will ensure that all future bus

purchases or inter-company bus transfers have the On-board voice and visual announcements installed.

### **Scheme 13. Roadside information**

#### i. Scheme details

On those bus stops that do not have real time passenger information displays, we will display improved quality roadside printed information in a universal format for bus services operating with the Luton conurbation. The standards will also be adopted by Central Bedfordshire Council and Bedford Borough Council through a coordinated approach. Every single bus stop will have some form of timetable information in a format that is easy and simple to understand, and which is standard across the region. We will also include fares information at key locations that will include prices of multi operator tickets.

#### ii. Potential Benefits from the Scheme:

Up to date bus service information that is clear, easy to understand, and readily available was one of the top five improvements bus passengers and non-bus users would like to see according to our recent survey. The last Transport Focus survey conducted in Luton showed that the overall satisfaction rating for roadside timetable information in Luton stood at just 69% highlighting this as an area for improvement that we shall address early in the life of the BSIP. Providing simple and easy to understand information will ensure that journeys are easier to make, helping increase passenger numbers and improve overall satisfaction levels. We will also consider best practices applied in other parts of the country in terms of providing information for people with disabilities with specific focus on those with sight and hearing impairments.

#### iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

Planning, design and procurement – 1 Oct to 31 Mar 23.

Installation – 1 Apr 23 – ongoing.

#### iv. Operator Commitment

Operators will work with the Council to design a standard template that provides information in a clear and simple format. Operators will be accountable for reporting on bus stop locations with out of date or missing information.

### **Scheme 14. Bus Network Stability**

#### i. Scheme details

Set service change dates – 4 per year - *to be confirmed in coordination with Central Bedfordshire and Bedford Borough Council and to be set approved by EP Board.* We will carry out extensive consultation with passengers when a significant network change is taking place. As a minimum, if more than 25% of passengers are affected by a network change, this will be regarded as a significant change to the network.

#### ii. Potential Benefits from the Scheme:

Passenger will benefit greatly if network changes are restricted and coordinated with neighbouring authorities. This provides long term stability and confidence in passengers to use the buses as frequent changes of timetables and routes creates certain level of uncertainty amongst bus users and also impacts on their travel patterns.

#### iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

Dates and number of changes will be agreed with bus operators to ensure major changes are restricted to minimum per year from the implementation of the Scheme.

#### iv. Operator Commitment

Operators will ensure that major changes to timetables and routes are undertaken during the agreed dates. Any emergency changes will be discussed with Council and the EP board.

### Category 3 – Fares Support

Under this category, we have identified projects to Lower Child and Young person's fares, Targeted Discounted Fares for Adults, Unrestricted Travel for ENCTS Pass Holders, and Employee Travel Plans. The details of each scheme under this category is presented below:

#### **Scheme 15.** Lower Child Fares (5–16-year-old) to ensure future retention of patronage

- i. Scheme details  
Reduce all child fares to 50% to include singles, returns, day tickets, weekly, monthly and multi operators' tickets. Current offering varies from 67% to 86% of adult fare.
- ii. Potential Benefits from the Scheme:  
The introduction of a standard half fare pricing policy on all child products will result in a discount ranging from 25% to 42% and will deliver a more simplified and unified fare structure amongst all operators. This will encourage more child travel on school journeys and social trips and provides parents with a more affordable option for their children's' travel costs and encourage a change in their travel habits.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning to commence from 1 July 2022.  
Child half fares to be introduced from 2nd October 2022.
- iv. Operator Commitment  
Operators will provide historical data requested by the Council to undertake a financial analysis and estimate cost projections. From the date of scheme introduction, operators will provide all ticket sales data for child ridership on a monthly basis as part of their monthly claim on revenue forgone. A generation factor will be applied to calculate a reimbursement rate. The Council will not make any payments until operators have provided the monthly data in an agreed format.

#### **Scheme 16.** Lower Young Persons Fares - (17–21-year-old) to dissuade car ownership

- i. Scheme details  
Young Persons (17–21-year-old) fares will be reduced to 70% of adult fare to include singles, returns, day tickets, weekly, monthly and multi operators' tickets. Current offering is full adult fare.
- ii. Potential Benefits from the Scheme:  
Luton has a fairly young age population compared to other towns and cities. This scheme will encourage more young people to use public transport by challenging their existing travel patterns. The scheme will also help dissuade car ownership at a young age and promote public transport. We aim to extend this discount to bicycle hiring too. This attractive proposal of offering a 30% discount on all adult products will aid increase in ridership numbers for this age group.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning to commence from 1 July 2022 to include design and administration of the scheme. Young Persons Fares to be introduced from 1 Jan 2023.
- iv. Operator Commitment  
Operators will provide historical data requested by the Council to undertake a financial analysis and estimate cost projections up to 31 March 2025 based on

population by age data for an initial estimate. From the date of scheme introduction, operators will provide all ticket sales data for Young Persons ridership on a monthly basis as part of their claim. The Council will not make any payments until the data has been provided.

**Scheme 17. Unrestricted Travel for ENCTS Pass Holders**

- i. Scheme details  
Extend the ENCTS scheme to allow free travel before 09:30.
- ii. Potential Benefits from the Scheme:  
By lifting the travel restriction before 09:30, we believe this will encourage more ENCTS usage post the pandemic as ridership under this group is lower than other commercial passengers. The attractiveness of this scheme will help restore confidence in bus travel post the pandemic.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning to commence from 1 July 2022.  
Introduction of the scheme from 2nd October 2022.
- iv. Operator Commitment  
Operators will help promote this through their regular marketing activities and on their websites. Operators will ensure that the ridership data by route broken down pre 09:30 and post 09:30 will be provided on monthly basis. The Council will not make any payments until the data has been provided.

**Scheme 18. Targeted Discounted Fares for Adults**

- i. Scheme details  
We will deliver targeted discounted fares to specific corridors and the wider network promoting bus travel. This will include discounted fares in particular on weekly and monthly tickets and offering up to 3,000 free Multi Operator weekly tickets each year to none users for the next three years to encourage them to leave their cars at home and try the bus. The distribution of such tickets will be targeted towards large and medium sized employers where there is a high level of employee travel by car. The fares promotion will be discussed at the EP Board where operators will provide list of services and justification where maximum benefits can be achieved through increase in ridership.
- ii. Potential Benefits from the Scheme:  
This will help stimulate the adult bus market and encourage infrequent users and none users to use buses. It will also help restore confidence in bus travel post the pandemic.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Campaigns will run throughout the year with the first campaign promoting the new network running in October 2022.
- iv. Operator Commitment  
Operators will help promote this through their regular marketing activities and on their websites. Operators will make a contribution towards any discounts being offered. This will be subject to agreement within the EP Board. The marketing will include promoting bus travel as a safe and sustainable mode of transport.

**Scheme 19. Employee Travel Plans for Large Employers**

- i. Scheme details  
The Council will assist bus operators that have agreements with organisations where discounted season tickets are offered to employees. We would like to extend this further by increasing the discount offered through a fixed subsidy on each ticket sold.
- ii. Potential Benefits from the Scheme:

This is a trial on a small scale to assess the impact of the bigger discount being offered and to encourage modal shift from a higher number of employees.

- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Introduce an extended discount on season tickets via the operators own Green Travel Plans from 1 April 2023.
- iv. Operator Commitment  
Operators will provide details to the Council regarding the current arrangements with organisations and will work closely with the Council to promote Green Travel Plans.

## Category 4 – Ticketing Reform

Under this category, we have identified to Daily/Weekly/Monthly Fare capping. The details of the scheme under this category is presented below:

### Scheme 20. Daily/Weekly/Monthly Capping of fares based on ridership to reduce overall journey costs for frequent travellers

- i. Scheme details  
Introduce a maximum cap on fares based on ridership and this should cost no more than the price of a multi operator day/weekly/monthly ticket.  
Install second readers on all buses operating in and out of Luton to allow “Tap on Tap off” and maximum capping.  
Revise the current Luton “Hip Hop” Multi Operator Ticket Scheme.
- ii. Potential Benefits from the Scheme:  
This proposal will greatly encourage more frequent usage of buses in Luton and will provide longer term loyalty for existing regular commuters and aid patronage growth. Cost of travel will be cheaper based on 'the more you travel, the cheaper it becomes'. It will simplify the validity of the Multi Operator ticket as travel will be unrestricted on all operators' buses in Luton and will offer bus passengers the best value fares for their journey/s.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning and Agreement to commence October 22 – Dec 22.  
Installation of second card reader on all buses to allow 'tap on tap off' to commence January 2023 and be completed by March 2025.  
Introduction of maximum cap from 1 September 2023 (dependant on availability and installation of 2nd readers, bespoke variation mechanism will be applied for any alteration to this scheme.)
- iv. Operator Commitment  
Bus operators will give a firm commitment to provide funding for the installation and on-going maintenance of the 2<sup>nd</sup> readers. If any bus operator can demonstrate that the current trading conditions prevents them from making such an investment, the EP board will consider partial funding for the 2<sup>nd</sup> readers and seek variance in line with the agreed DfT change process. Bus operators will provide evidence in the form of current/historical data to assess financial impact of fare capping. Operators will provide monthly data as required to evidence impact of this intervention. Operators will commit to maintaining existing Multi Operator Ticket Prices for until 31 March 2025.

## Category 5 – Bus Service Support

The details of the scheme under this category is presented below:

### Scheme 21. Earlier and later buses and more buses on Sundays on majority of routes in Luton

- i. Scheme details
 

Currently majority of the bus routes within Luton do not operate later in the evenings and in many cases on Sundays. We will extend the operating day to ensure buses cover early morning shifts, and later buses to accommodate late shift work and social journeys. We will also deliver more buses on Sundays. The plan is to deliver around 60 to 75 new bus trips per day on the network in Luton to ensure buses are accessible for longer periods.
- ii. Potential Benefits from the Scheme:
 

This proposal will encourage more people to use the buses. During our recent survey, we received many comments from users and none users regarding lack of bus services at weekends and Sundays. We also received many comments regarding not having enough early morning journeys to cater for shifts commencing at 06:00 hours, this proposal will benefit shift workers especially at the Airport and L&D hospital through a coordinated approach. The proposal will ensure bus services are more accessible throughout the day.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

Planning to commence July 22 – Sept 22.  
Tenders to be issued October 22.  
Review of the Tender Bids Nov 22  
Introduction of new timetables from 1 January 2023.
- iv. Operator Commitment
 

Bus Operators will ensure that any subsidy requested to operate services in the evenings and Sundays is backed with robust data that provides strong evidence that the service is sustainable in the long term and that the funding is not utilised for short-lived services or journeys. Bus Operators will ensure that any extra journeys introduced through this funding scheme are included in their marketing campaigns and will conduct regular marketing campaigns to encourage more usage.

**Scheme 22.** Review Pre-Covid frequencies, increase frequencies and introduce new and direct services as required.

- i. Scheme details
 

As part of the Council’s sustainable network review, we will review the network and support the introduction of a new network based on current and future ridership demands. However, this will be dependent upon pre-Covid patronage compared to post Covid. Consideration to retaining or moving to pre-Covid frequencies will only be given to those routes where operators can demonstrate that ridership is on the increase and will get to pre-Covid level by 31<sup>st</sup> March 2025 and the routes will not require funding beyond this point. A more favourable approach will be taken for services that can demonstrate growth that is above pre-Covid numbers. The Council will also take this opportunity to scale up the network by asking bus operators to provide more innovative and sustainable solutions to make bus services more attractive and frequent. The Council will also request proposals on integration of services where multiple routes can be operated more efficiently and provide longer term security.
- ii. Potential Benefits from the Scheme:
 

Through our basic analysis of the current bus network in Luton, it is clear that areas such as Capability Green, Sundon Park, Bushmead Estate, New Bedford Road, Cutenhoe Road, High Town, Wigmore and others would benefit from better frequency of services or more direct services. In many cases Bus operators have been forced to withdraw or reduce frequencies on several bus routes in Luton due to diminishing demands from the Covid Pandemic. This

measure will help deliver significant patronage growth following the significant downturn in ridership due to the pandemic.

- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Sustainable Network review May 22 – June 22.  
Planning – July 22 – Sept 22  
Introduction of new timetables from 1 January 2023
- iv. Operator Commitment  
Bus operators will ensure they provide detailed data for each route when requesting funding to retain existing services, introduce new services. Priority will be given to those services where operators have provided strong evidence and growth projection to prove that these services and the proposed frequency increases or new services are commercially sustainable beyond 31 March 2025. The EP board will not consider funding services that they believe be short lived and bus operators will provide further commitment that services that require short term funding will be retained on agreed frequencies beyond March 2025.

**Scheme 23.** Initial 'Kick Start' Support to increase frequency on the Luton Dunstable Busway

- i. Scheme details  
Increase the frequency on the core section of the guided busway to every 5 minutes. Increase the frequency to the Airport to provide frequent and fast connections between the Busway services, other bus services, trains and the airport.
- ii. Potential Benefits from the Scheme:  
This will provide a truly “turn up and go” service that will encourage more people to use the busway services. The unique blend of fast and frequent services provides an ideal platform to promote and market the busway brand. It also provides improved connection opportunities with other bus services at the Interchange and the trains.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning – Oct 22 – March 23.  
Introduction from 1 April 2023.
- iv. Operator Commitment  
Bus operators will ensure they provide detailed data for each route when requesting funding to increase their Busway frequencies. Priority will be given to those services where operators have provided strong evidence and growth projection to prove that these services and the proposed frequency increases or new services are commercially sustainable beyond 31 March 2025. Operators will agree to a coordinated timetable on the Busway to ensure bus frequencies are evenly spread out and delivers best value for passengers. Operators will consider the introduction of a dedicated Busway ticket inter-availability scheme.

**Scheme 24.** New Park and Ride service from Butterfield Park to Luton

- i. Scheme details  
The roads in the vicinity of Stockwood Park and Butterfield Green are some of the most heavily trafficked entering Luton. The Council has been working on plans to construct a new Park and Ride facility at Butterfield Park. We have sought capex funding for the construction of the site to now become a mobility hub. A dedicated Park and Ride bus service operating at a minimum frequency of every 15 minutes with zero emission buses will be introduced.
- ii. Potential Benefits from the Scheme:

The Park and Ride service will help provide a more comprehensive network of bus services in Luton, help contribute to the overall journey satisfaction targets, help increase the number of people using buses, and reduce congestion in the centre. Luton Council plan to offer the whole parking and bus experience for free for a period of 12 months from introduction to encourage usage. The council intend to encourage medium to large businesses to incentivise employees to use the Park and Ride facility by removing any potential parking levy. The Park and Ride service will deliver an extra 72 bus journeys per day and will contribute significantly to our overall growth projections.

- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

On completion of the Park and Ride site project including highway infrastructure, a dedicated service using zero emission vehicle will be introduced, currently intended between 2024/25.

- iv. Operator Commitment

To be stipulated in the Tender Document for the provision of a Park and Ride Bus Service once the facilities have been constructed and ready for operation.

**Scheme 25.** Feasibility Study on DRT services opposed to registered local bus service.

- i. Scheme details

Luton Council will carry out a feasibility study on DRT to ascertain the most flexible and efficient way to deliver bus journeys in the evenings, Sundays and others. This will ensure maximum benefits are delivered to bus users in the Luton conurbation in the most efficient and cost-effective manner. Following the study, Luton Council will engage with the EP Board to invest capital expenditure to invest in DRT Infrastructure and the associated technology. Funding may be diverted from the Tendered Evening and Sunday services that has been secured through BSIP and/or from other funding secured for frequency enhancements.

- ii. Potential Benefits from the Scheme:

If the DRT feasibility study has a positive outcome, this will offer people in Luton a flexible alternative and innovative solution compared to the conventional bus service and will aid our growth projections and help deliver a more efficient and personalised service.

- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*

Feasibility study - October to April 23

Review and Plan – May 2023 to December 2023

Implementation Period – January 2024 to March 2025.

- iv. Operator Commitment

Operators will ensure they provide any data requested by Luton Council and or its appointed agents during the study

**Category 5 – Marketing, Campaigns and Promotions**

The details of the scheme under this category is presented below:

**Scheme 26.** Marketing Campaigns 'Bus Back Better' to Promote Bus Use

- i. Scheme details

We will deliver a series of targeted marketing campaigns under the 'Bus Back Better' brand. This will be in conjunction with other initiatives such as free travel and discounts. We would like to bring positive awareness to the people of Luton on the benefits of bus travel and will focus purely on buses in Luton with regular targeted marketing. The marketing will be specific to all the BSIP measures being introduced via the EP Plan.

Proposed 4 Campaigns per Year  
2022/23 – Quarter 4  
2023/24 - January, April, July and October  
2024/25 - January, April, July and October

- ii. Potential Benefits from the Scheme:  
This will provide significant awareness for non users and with specific targeting in different areas of Luton, it will aid our ambitious patronage growth projection and allow us to shout about all the great initiatives we have introduced through this BSIP especially about faster journey times and cheap tickets for children and young persons.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
We will deliver the first campaign following the release of funding followed by quarterly campaigns each year.
- iv. Operator Commitment  
This funding is specific to the BSIP measures, operators will continue to market their products and services under their existing marketing budget.

**Scheme 27.** Improved Bus to Train connections information

- i. Scheme details  
We would like to improve the information on bus and train connection. Current information is inadequate, we would like to promote the Busway services connecting to trains. Specific Marketing material will be produced to promote faster journeys and connections between the Busway Services and the Trains. We will offer train times at key bus stops on the Busway services.
- ii. Potential Benefits from the Scheme:  
The Busway provides the fastest option to get to London from Houghton Regis, Dunstable and Part of Luton. To raise awareness, we will conduct regular promotions with clear information on connections between buses and trains. This will encourage greater usage of buses on the Busway and encourage current car users that leave their car in the Train Station car park to use buses instead.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
We will conduct 2 campaigns each year targeted at car parks around Luton Station to promote the fast journey times on the Busway and the high frequency that allows better connections with the trains.
- iv. Operator Commitment  
Operators will take every opportunity to market the high frequency and fast journey times on the Busway and the convenience of using buses for their onward train journeys.

**Scheme 28.** All in One Bus App

- i. Scheme details  
We will develop a new website and an 'All in One App' that allows people in the Pan Bedfordshire area to access all information related to buses and connections with trains. The App will provide real time bus information to people on their computers and mobile phones. It will also allow customers to purchase Multi Operator tickets and this in turn will allow a fairer distribution of revenue to bus operators based on usage.
- ii. Potential Benefits from the Scheme:  
This initiative will address areas where bus passengers and non-bus users have said that they would like improvements be made including the provision of “up to date bus service information that is clear, easy to understand, and

readily available” and the provision of “a range of simple, low-cost, day, weekly and monthly tickets that can be paid for using contactless card, Apple Pay, etc; allowing travel on all bus services (including into neighbouring counties) and many rail services”.

- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Planning and Design – October 2022-September 2023  
Introduction of Website and “All in One App” – October 2023
- iv. Operator Commitment  
Operators will work with the technology provider to ensure full integration of bus times and multi operator tickets with their existing systems. Operators will ensure that all future timetable changes are communicated to the technology provide in good time to ensure up to date bus times are available on the App.

## Category 6 – Passenger Voice and Customer Charter

The details of the scheme under this category is presented below:

### Scheme 29. Give Passengers More of a Voice Regarding Bus Services in Luton and Customer Charter

- i. Scheme details  
In partnership with bus operators and Transport Focus, we will deliver a Customer Charter that sets out the standards customers should expect when using bus services. The Charter will be developed in coordination with neighbouring authorities of Central Bedfordshire and Bedford Borough Council. We will use best practices and guidance provided by Transport Focus. The Customer Charter will be an evolving document and be promoted on a regular basis. The Charter will include specific targets for Reliability, punctuality, customer complaints (per 100,000 journeys) and At Fault incidents (per 100,000 miles). The charter will give commitment that bus operators will invest in accessible and inclusive bus services where at least one wheelchair space is guaranteed and a further guarantee to get a wheelchair user to their destination in the event the space in use. We will also conduct annual passenger surveys through Transport Focus and a Bi-Annual survey on services that were significantly below the customer faction rating.
- ii. Potential Benefits from the Scheme:  
The monitoring of bus service performance on a regular basis through the opinion of passengers will help deliver continuous improvements to the quality of bus services and will deliver positive improvements that will help drive patronage growth, help improve punctuality and reliability, help improve driver performance and help improve vehicle presentation. The Customer Charter will provide added confidence to customers, and they will be kept informed on key performance measures.
- iii. Delivery Timescale: *(Please note the Delivery Timescale are subject to revision in line with the BSIP funding receipt)*  
Discussions with Bus Operators, Transport Focus and Key Stakeholders – October 2022 to December 2022  
Introduction of Customer Charter – 1 January 2023  
Annual Surveys to be conducted via Transport Focus, dates to be agreed with operators and approved through EP Board.
- iv. Operator Commitment  
Operators will agree specific targets for;  
Reliability (as per commitment in BSIP)  
Punctuality (as per commitment in BSIP)

## Complaints

### At Fault Incidents

Operators will provide minimum guarantees on service failures and alternative travel option on last buses.

The governance processes in place for the Enhanced Partnership Plan including EP Board structure, voting and timetable for review will also apply to this EP Scheme. These are provided in section 6 of the Enhanced Partnership Plan and in Appendix A.

The Luton Borough Council Enhanced Partnership Scheme 2022/23 places a number of obligations on the Council. The Authority already invests in the public transport network and the infrastructure. This includes expenditure on support for bus operators, provision of passenger waiting facilities, at-stop information and Real Time Passenger Information and bus priority through the provision of bus lanes and bus gates.

It is the intention that the Council will continue this existing support, subject to the usual budgetary review procedures.

## Facilities

### Bus Priority

The Council will provide and maintain the list of existing bus lanes and bus gates described in Appendix B. The Council will conduct a strategic feasibility study on the bus priority and impact on the entire traffic network at prioritised signalised junctions to commence throughout the lifetime of the Enhanced Partnership provided securing the required funding from the DfT.

Any assessment arrangements will be adopted into the EP Scheme using the Enhanced Partnership Scheme Bespoke Variation arrangements.

### Bus Stops

The Council will provide and maintain all existing bus stops and passenger infrastructure as listed in Appendix B.

The Council will deliver an additional 50 passenger waiting shelters during the three years (2022 – 2025) of the Luton Borough Council Enhanced Partnership Scheme as described in the submitted Luton Borough Council BSIP.

The Council will maintain existing Real Time Passenger Information (RTPI) screens in a fit-for-purpose state, and replace any damaged screens, subject to funding availability.

The Council will deliver an additional 100 Real Time Passenger Information displays at agreed locations during the three years (2022 – 2025) of the Luton Borough Council Enhanced Partnership Scheme as described in the submitted Luton Borough Council BSIP.

As noted in the BSIP, the delivery of additional facilities is dependent on the Authority securing sufficient funding from the Department for Transport through the National Bus Strategy. The Authority will work with the Partnership to develop a strategy for the delivery of additional facilities, which may be on a corridor or area basis, to support improvements to services and vehicles delivered by the bus operators.

The Enhanced Partnership Scheme Bespoke Variation arrangements will allow for modifications to specific facilities arising from changes in the network, the operating environment, or the available funding, and as the Partnership evolves and matures.

## **Website and App**

The Council will work, collaboratively, with Central Bedfordshire Council and Bedford Borough Council on the development of a dedicated website and new Application for mobile devices to deliver comprehensive public transport information. Luton Borough Council has been identified as the lead authority for this project. The Council will commence investigation on feasibility and procurement prior to commencing of the Luton Borough Council Enhanced Partnership Scheme with available funding in the Council with a view to pilot the webpage and app for Luton. On the successful delivery of the pilot scheme - all the requirements fulfilled, this will then be rolled out to the PAN-Bedfordshire Partnership area as defined on the Luton Borough Council BSIP, subject to appropriate BSIP funding.

## **Measures**

The measures included in the BSIP and herewith in the EP Scheme will be implemented subject to securing DfT funding as requested. Depending on the secured funding through the BSIP, any other funds being available through other schemes and bids, and available budgets, the EP Board may decide to divert funding for specific measures based on priorities that that the EP Board agree will deliver the greatest benefits to bus users and encourage bus usage in the conurbation. This will be done through the Enhanced Partnership Scheme Bespoke Variation arrangements, provided that there is no such restriction from DfT which may prevent the EP Board from such switch over. The EP Board will first approach DfT to seek clarification and approval on this.

## **Bus Priority Enforcement**

Luton Borough Council, as highway authority, will develop with bus operators an evidence-based assessment process to determine the initial need and continued operational business case of any bus priority enforcement system used under this EP Scheme.

Any assessment arrangements will be adopted into the EP Scheme using the Enhanced Partnership Scheme Bespoke Variation arrangements.

## **Traffic & Highways Liaison**

From April 2022, Luton Borough Council, as highway authority, will establish a new Highways liaison forum to build improved relationships between the Council officers, contractors, statutory undertakers and the bus operators to improve channels of communication on planned and emergency roadworks and to identify ways in which the impact of these on bus services can be mitigated. This will include a review of the processes and procedures for the provision and management of street works permits in the EP Scheme area.

Improved working relationships will also allow the Enhanced Partnership to identify and discuss opportunities for hard and soft bus priority measures, town centre access and other schemes to assist the passage of buses.

Arrangements for the working and governance of the Highways liaison forum will be adopted into the EP Scheme using the Enhanced Partnership Scheme Bespoke Variation arrangements.

## **Bus Network review**

The Council will conduct a detailed review of the entire bus network on the impact of the pandemic and the curtailment of Bus Recovery Grant. Dependant on the feasibility study, funding sources and budgetary review, the Council will look at supplementing the bus network to the post pandemic levels.

## **Passenger Charter, Bus User Group and Promotional Campaigns**

The Council through collaborative working with neighbouring Enhanced Partnerships, bus operators, stakeholders and Transport Focus will commit to introducing a clear and simple Passenger Charter and the formation of a local Bus User Group. The charter will be reviewed by the EP Board, having based any revisions on the outcomes of the dialogues and surveys conducted with passengers and passenger advocacy groups. The passenger charter will be made widely available through the Council and operator websites. Once the local Bus User Group is established, it will be incorporated into the EP Board, representing an actual passenger voice.

The Council will organise generic and specifically targeted promotional campaigns with its partners and stakeholders to bring passengers back on buses and encouraging new passengers to use the buses and sustainable modes of transport.

## **Providing subsidy to deliver a fare concession for young people, family, and student tickets**

Subject to an appropriate funding settlement and successful negotiation of a reimbursement mechanism, the Council will provide funding from 1<sup>st</sup> September 2022 to 31<sup>st</sup> March 2025 to subsidise fare reductions across the EP Scheme geographical area for Young Persons (16-21 years), Family group tickets, and School Students (5-16 years).

Arrangements for the working of the Concessionary Travel scheme will be adopted into the EP Scheme using the Enhanced Partnership Scheme Bespoke Variation arrangements if there were to be any requirement for it in the future.

## **Future funding bids**

Luton Borough Council will, in partnership with the bus operators, identify all potential sources of funding to seek additional external contributions towards the ambitions of the Enhanced Partnership.

## **Section 4: Obligation on Operators of Qualifying Local Bus Service**

The scheme places a number of obligations on Operators of qualifying bus services. The operators already invest in the bus network through their service provisions and vehicles. It is the intention that the Operators will maintain their ongoing investment by committing to standards of service that reflect future investments in vehicles and technology, it is however recognised that operators' investment will also be dependent on Luton Borough Council securing funding through the BSIP and National Bus Strategy.

Subject to anonymised and non-disclosure agreements, operators should make every effort to comply with the requirements of the Enhanced Partnership, including the timely provision of Automatic Vehicle Location (AVL), patronage and ticket sales data, participation in ticketing schemes and meeting punctuality and reliability standards.

Within the EP Schemes, the smaller Operators may request an extension to implement service standards or provisions that have been agreed through the EP Board, provided the EP Board believe

that such smaller Operators could be disadvantaged, in terms of resources and deployment of such resources, financially or administratively, in their ability to comply with the requirements of some of the proposed measures in a timely manner. Consequently, detailed discussions will be held with all Operators, on an individual basis, on timescales for implementation or other adjustments to measures and Operator requirements.

## **Vehicle Standards**

The Enhanced Partnership expects a significant improvement in the quality of vehicles operating local bus services within the EP Scheme area, including emissions standards and the provision of passenger facilities, such as Wi-Fi, charging points, audio-visual displays, CCTV and additional readers to enable capping of fares.

The Enhanced Partnership requires operators to make provisions for installing the following measures on all buses operating with the Luton conurbation:

- Installation of 2<sup>nd</sup> readers to enable “Tap on Tap off” and maximum capping of fares
- Installation of on board audio-visual displays to provide assistance for sensory impaired passengers

The above measures are required to be funded as commitment from bus operators through investment to improve overall journey experience and deliver better value of fares. Any potential savings on operating costs from various BSIP measures such as bus priority and passenger growth can be directed to install the above equipment. The Enhanced Partnership expects bus operators to ensure that such equipment is readily available and installed on all new buses before they enter service.

The Enhanced Partnership board may consider the part funding for additional readers, if bus operators can demonstrate that such investment is commercially unviable, however, the idea of the additional readers is to speed up journey times, allow capping of fares and deliver ridership growth that should help fund the initial investment, any change will require approval by the DfT change process.

The above measures are expected to be introduced from 1<sup>st</sup> January 2023 to 31<sup>st</sup> March 2025 and a planned programme for installation will be discussed and agreed at the EP board meetings. Bus operators should consider the plan and investment as part of their future investment strategy.

The Enhanced Partnership will be committed to introducing Low Emission or Zero Emission vehicles as part of the overall commitment to reduce carbon emission with the conurbation as part of Luton 2040 vision. The Enhanced Partnership will seek alternative funding streams such as the ZEBRA scheme or any other OLEV grant that may become available in the future to introduce Zero Emission buses. The Partnership will look at all possible opportunities to upgrade existing fleet of buses to deliver CO2 improvements.

As part of Luton Borough Council’s on-going commitment to being a carbon-neutral town by 2040, any new buses procured by bus operators from 1<sup>st</sup> January 2023 should meet a minimum of Euro 6 specification and operators will also consider zero emission buses as the preferred option, the Council will seek all possible avenues to try and secure some form of funding, if at all possible to support operator where needed to procure zero emission buses instead, however there can be no firm commitment from the Council on future funding. The life of the Enhanced Partnership is 5 years, however, we expect this to be extended beyond 2027, to this end, operators will recognise the need for zero emission buses that are purchased after 2025 (assuming a 15-year life cycle for new zero

emission buses). Operators' fleet investment plans should be cognisant of this recognising Luton Council's plans to become carbon neutral by 2040.

The Enhanced Partnership aspires to introduce minimum CO2 standards for buses operating on the Busway. Bus operators will commit to delivering Euro 6 buses on the Luton Dunstable Guided Busway by 1<sup>st</sup> January 2024.

To maximise the impact of the delivery of enhanced facilities and measures, the Council and the bus operators will use the Enhanced Partnership Scheme bespoke variation arrangements to reach an agreement for the Council to implement the specified facilities, in return for the bus operator(s) taking specified action to enhance the bus services operating within the scheme area of influence for a minimum specified time period.

For the bus operator, such reciprocal requirements may include, but not be limited to:

- Enhanced vehicle specification
- Installation of new technology
- Additional branding
- Other relevant improvements that are within the Enhanced Partnership powers conferred by the 2000 Act

## **Reliability and Punctuality**

The targets for Passenger Growth, Journey times, Punctuality, Reliability and Overall Customer Satisfaction that are set within the Bus Service Improvement Plan (BSIP) and herewith in the EP are subject to review based on the level of funding secured from the Department for Transport (DfT). The EP Board will review the funding that has been secured from DfT against each of the BSIP measures that have impacts to these said target. Prevailing insufficiency of allocated funding, the EP Board will agree to a revised set of targets through the variation mechanism that is more realistic and achievable.

The Enhanced Partnership expects a significant improvement in service reliability, by the operators making their best endeavours to improve the standards of reliability by minimising the level of lost mileage within their control. The Enhanced Partnership has set a challenging target to achieve 0.5% or less lost mileage for the duration of the Enhanced Partnership. Similarly, the Enhanced Partnership expects a significant improvement in service punctuality and expects the bus operators to make their best endeavours to improve the proportion of buses operating on-time. The Enhanced Partnership has set a challenging target to achieve 95% punctuality by 2024/25. This is subject to the Council being able to deliver various bus priority measures that have been included in the BSIP and on the understanding that funding from DfT has been secured for the specific measures.

## **Multi-Operator Ticketing**

All Operators of qualifying bus services will be expected to participate in multi-operator ticketing schemes and other types of ticketing innovation, including alternative reimbursement arrangements.

The terms and conditions of any such scheme will be negotiated between the Council, those Operators and other partners affected schemes and will be adopted in the EP Scheme using the Enhanced Partnership bespoke variation arrangements. As recognised by the Council, in order to facilitate the commercial confidentiality and sensitivity, a Multi Operator Ticketing Forum formed of the Operators will be required to present its recommendations to the EP Board for decisions on all the outcomes of this multi operator ticketing Forum.

For monitoring purposes, all bus operators will be required to submit to the Council monthly sales returns for all partnership ticketing schemes in which they participate, separated by type and period. This may also be achieved through the deployed All in one App intended through the Enhanced Partnership.

## **Timetable Changes**

Within the Luton Borough Council Enhanced Partnership Scheme area, bus operators will limit significant timetable changes for qualifying bus services to a fixed number of timetable change dates per annum, unless there are unforeseen circumstances.

A schedule of dates will be agreed prior to the implementation of the EP Scheme and will be adopted into the EP Scheme using the Enhanced Partnership Scheme bespoke variation arrangements.

During a significant change to bus timetables, bus operators jointly with the Council will carry out a consultation process with bus users. The Process will be agreed by the EP Board.

Many of the measures proposed in the BSIP are dependent on securing funding from the Department for Transport through the National Bus Strategy. Operators will commit to working, in partnership with the Authority, other Stakeholders and with neighbouring Enhanced Partnerships, to ensure that the funding is used, equitably, to deliver an enhanced bus service network.

The scheme variation mechanism will allow for modifications to specific measures arising from changes in the network, the operating environment, or the available funding, as the Enhanced Partnership evolves and matures.

## **Co-ordination of Bus Services with Heavy Rail Services**

For bus services which pass railway stations or observe calls at bus-rail interchanges, the bus operators should make their best endeavours to co-ordinate bus arrival and departure times with the timetables for rail services.

## **Funding**

Many of the measures proposed in the Enhanced Partnership are dependent on securing funding from the Department for Transport through the BSIP and National Bus Strategy. Operators will commit to working, in partnership with the Authority, other Stakeholders and with neighbouring Enhanced Partnerships, to ensure that the funding is used, equitably, to deliver an enhanced bus service network across Luton.

The scheme variation mechanism will allow for modifications to specific measures arising from changes in the network, the operating environment or the available funding, as the Partnership evolves and matures.

## **Section 5: Governance - Scheme Variation and Revocation**

The Enhanced Partnership Board will conduct an initial, review of the Enhanced Partnership Plan (EPP) and Scheme (EPS), to assess whether any modifications are necessary. This initial review will consider the working arrangements and the monitoring and reporting procedures.

In October 2022, Luton Borough Council will request a meeting of the Enhanced Partnership Board, to consider the review that shall complete no later than 31st December 2022.

Thereafter, the Enhanced Partnership Scheme will be reviewed every six months, by 31st March and 31st October each year, following the publication of data on progress towards targets, as required by the BSIP. This will ensure that any necessary remedial action can be taken to deliver the targets set out in the BSIP.

The review process of the BSIP, Enhanced Partnership Plan and Enhanced Partnership Scheme will be conducted by Luton Borough Council with input from the Enhanced Partnership Board.

Variations to the EP Scheme can be made, provided that it will contribute to the implementation of the policies set out in the EP Plan and that the variation will benefit passengers or reduce traffic congestion, noise or air pollution.

The EP legislation allows flexibility to introduce new scheme content, amend existing content or revoke parts (or all) of a scheme, without the need to follow the full statutory variation procedure.

It is the intention that the mechanism for variation to the EP Scheme will utilise this flexibility and be a less onerous process. This will be particularly beneficial during the early years of the Partnership as patronage stabilises, post-COVID, the availability of funding is clarified and as the Partnership matures and gains confidence.

Therefore, all variations to the Enhanced Partnership Scheme will be subject to a bespoke voting mechanism as set out in this section.

Consideration will be given to a potential EP Scheme variation, partial or full revocation, proposed by any member of the Enhanced Partnership Board. All requests for consideration of a variation or revocation should be made in writing and submitted, by email, to Luton Borough Council at [publictransport@luton.gov.uk](mailto:publictransport@luton.gov.uk). The proposer of a variation should demonstrate how this might contribute to achieving the objectives set out in the BSIP, EP Plan and current local transport policies. Through the Chair of the Enhanced Partnership Board, all requests will be forwarded onto all Board members within 5 working days.

On receipt of a request for a variation or revocation of part or all of an EP Scheme, the Chair will convene the Enhanced Partnership Board, giving at least 14 days' notice for the meeting, to consider the proposed variation or revocation proposal. Any Board members that are absent or not expressing a view at the meeting (either in person or in writing) will be deemed to be abstaining from the decision.

Any Enhanced Partnership variation or revocation will require both of the following conditions to be met:

- A simple majority vote of the Board in favour of the same; and
- The Authority veto process has not been invoked in response to such a vote.

EP Board members will be entitled to make known their concerns in writing to the Council's Public Transport Team if they object to a particular vote of the Enhanced Partnership Board. The Council will review the circumstances and consider whether these are such that use of its veto is required as provided for below.

### **Luton Borough Council Veto**

The Council may, in exceptional circumstances, exercise a veto over the Enhanced Partnership Board decisions which it may reasonably believe or suspect as having anti-competitive implications, significant financial implications for the Council or otherwise be significantly against the public interest.

These controls ensure that the voting system does not allow an individual Operator to influence the Enhanced Partnership to its own commercial benefit or to harm competitors; there is no opportunity for a group of Operators to vote in a co-ordinated manner to mutual benefit on a sustained basis; there is no discrimination between Operators; and that actual or potential competition, entry to new services and by new Operators, or innovation, is not inhibited. Luton Borough Council may, in exceptional circumstances, exercise a veto over the EP Board decisions, which it may reasonably believe or suspect as having anticompetitive implications, have significant financial implications for the Council or being otherwise significantly against the public interest.

Decisions on matters which are likely to be significant in terms of their effects on local communities and/or with financial impacts on the Council, will be subject to the normal Luton Borough Council constitution and governance policies and processes.

If the proposed variation is agreed, the EP Scheme variation will be made within 28 days and the revised EP Scheme will be published on the Council website or a statement will be issued confirming that the EP Scheme has been revoked.

In the event that the EP Board recommends that the appropriate action would be to revoke the entire Enhanced Partnership Scheme, the default Operator objection mechanism set out in the Enhanced Partnerships and Schemes (Objections) Regulations 2018 (as may be varied from time to time) will be used to determine if that course of action should proceed, save that the 28 day Operator objection period will be reduced if all the Operators entitled to object have responded to the Council in relation to the proposed revocation.

## APPENDIX A

### Identified Facilities

The facilities that are subject to this Enhanced Partnership are outlined below. The planned facilities are subject to funding being available from the Department for Transport through the Bus Service Improvement Plan.

	Existing facilities	Planned facilities
<b>Bus stops</b>	<p>All bus stops within the ownership of Luton Borough Council and within the administrative boundary of the Council in their state as of the making of this Partnership. These facilities include the following where they currently exist at each stop:</p> <ul style="list-style-type: none"> <li>• Flags</li> <li>• Poles</li> <li>• Timetable display cases</li> <li>• Real time passenger information displays</li> <li>• Passenger waiting shelters</li> <li>• Seating</li> <li>• Raised kerbs</li> <li>• On-highway markings and parking restrictions</li> <li>• Lighting, including street lighting</li> <li>• CCTV</li> </ul>	<p>Upgraded or new bus stops delivered through the EP Scheme, to include, where appropriate, additional facilities such as:</p> <ul style="list-style-type: none"> <li>• Flags</li> <li>• Poles</li> <li>• Timetable display cases</li> <li>• Real time passenger information displays</li> <li>• Passenger waiting shelters</li> <li>• Seating</li> <li>• Raised kerbs</li> <li>• On-highway markings and parking restrictions</li> <li>• Lighting, including street lighting</li> <li>• CCTV</li> <li>• Hard standing</li> </ul>
<b>Bus priority facilities</b>	<ul style="list-style-type: none"> <li>• Traffic Congestion at - Crawley Green Road, Dallow Road, Telford Way, Cromwell Road, New Bedford Road, A505 (Chaul Land End to M1 towards Dunstable)</li> <li>• Junction Improvements at: Old Bedford Rd/Hucklesby Way, New Bedford Road (near Busway), Interchange (both and entrance and exit), junction of Leagrave Road and Lewsey Road</li> <li>• Bus Stop Access at: Tesco (Dunstable Rd), Galaxy, Bury Park, Hockwell Ring, Church Street</li> </ul>	<p>Planned facilities to be delivered through the EP Scheme including:</p> <ul style="list-style-type: none"> <li>• Bus stop clearway orders</li> <li>• Selective vehicle detection for bus priority at selected signal-controlled junctions</li> </ul>

## APPENDIX B

### Luton Borough Council – Enhanced Partnership Scheme Measures Snapshot

Category	Title of scheme	Priority & Delivery Ranking
<b>Bus priority infrastructure</b>	Bus Priority Project to deliver 'Faster Journeys' that are Reliable and Punctual. – Bus Lanes, signal junction priority, Parking enforcement, Control Centre, and Strategic planning for Parking Levy & Delivering Modal Shift (Car to Bus)	High Priority - Short to Long Term – Conduct detailed Feasibility Study in the short Term to start schedule of programs long term
<b>Other Infrastructure</b>	Delivering Better and Safe Waiting Environment for Bus Users with improved accessibility Park and Ride Feasibility Study and Implementation. infrastructure Costs Mobility Hubs Integrated with Bus Services Real Time Information Roadside Information	High to Medium Priority – Short to Long Term - Conduct detailed Feasibility Study in the short Term to start schedule of programs long term
<b>Fares Support</b>	Lower Child Fares (5–16-year-olds) to ensure future retention of patronage Lower Young Persons Fares - (17–21-year-olds) to dissuade car ownership Employee Travel Plans for Large Employers	High to Medium Priority – Short to Long Term – Start early discussion on Fares with operators to implement from September 2022
<b>Ticketing reform</b>	Daily/Weekly/Monthly Capping of fares based on ridership to reduce overall journey costs for frequent travellers	Medium Priority – Medium Term to Long Term -
<b>Bus service support</b>	Network Enhancements - Better Provision of Bus Services & Service Patterns Integrated with other services and modes – Early and late bus services, retaining frequencies to Pre Covid levels, Busway service frequencies, Provision of DRT	High to Medium Priority – Short to Long Term –Conduct early review and feasibility study of Luton Network with medium- and long-term provision of services
<b>Marketing</b>	Quarterly Promotions to Encourage More Users Marketing Campaigns 'Bus Back Better' to Promote Bus Use Busway Branding Bus to Train Connections All in One Bus App	High to Medium Priority – Short to Long Term –Conduct Generic Campaigns with the long and medium term targeting at All-in-One Bus App & Website and Specific Targeted Campaigns
<b>Zero Emission Buses &amp; Environmental Sustainability</b>	Modern Buses and Decarbonisation Plans – Electrification / Zero Emission buses on the Busway & Park and Ride Facility, Euro 6 Standard on the Network	High to Medium Priority – Short to Long Term – Conduct Feasibility Studies short term and delivery of project long term
<b>Passenger Voice</b>	Give Passengers More of a Voice Regarding Bus Services in Luton and Neighbouring Authorities	High Priority – Short to Long Term
<b>Vehicle Standards</b>	Retrofit on-bus comfort to improve Overall 'On Board' Passenger Experience	High to Medium Priority – Medium to Long Term

### Definitions:

In this Enhanced Partnership Plan and any Schemes made pursuant to it, the following capitalised terms shall have the meanings ascribed to them below:

<b>Terms</b>	<b>Definitions</b>
1985 Act	Transport Act 1985
2000 Act	Transport Act 2000
2017 Act	Bus Services Act 2017
Bus Operators (or Operators)	All Operators of local bus services running Qualifying Bus Services within Luton Borough Council and the conurbation, taken collectively.
Authority / The Council	Luton Borough Council
Enhanced Partnership Scheme Variation	<p>This comprises either:</p> <ul style="list-style-type: none"> <li>• A formal variation of the relevant Enhanced Partnership Scheme as a result of the voting mechanism set out in section 5</li> </ul> <p>or</p> <ul style="list-style-type: none"> <li>• An agreement, signed by all relevant parties, drawn up as a result of discussions between one or more Operators and the Authority, where both sides agree to perform agreed actions specified such agreement, as set out in section 5 (“Enhanced Partnership Scheme Variation Agreement”).</li> </ul> <p>Each of which will then constitute a formal variation of the relevant scheme for the purposes of s.138E(1) of the 2000 Act.</p>
Facilities	Those facilities referred to in Appendix A, which shall be deemed such for the purposes of s.138D(1) of the 2000 Act.
Enhanced Partnership Board	The committee of Qualifying Luton Bus Operators, Luton Borough Council representatives and Central Bedfordshire and Bedford Borough Council representatives responsible for considering recommendations put forward by the EP Forum and making decisions including specific Enhanced Partnership Scheme Variations using the mechanism in section 5.
Enhanced Partnership Forum	The committee of all Qualifying Luton Bus Operators, Luton Borough Council, neighbouring local authorities, and associated stakeholders responsible for considering all issues affecting the Luton Borough Council Enhanced Partnership and making recommendations to the EP Board in line with the Luton Borough Council Enhanced Partnership governance arrangements.
Large, Medium or Small Operator	<p>Any single Bus Operator with registered mileage representing the following proportions of total registered mileage for Qualifying Bus Services:</p> <ul style="list-style-type: none"> <li>• Large: greater than 10%</li> <li>• Medium: equal to or greater than 2.5%, but less than 10%</li> <li>• Small: less than 2.5%.</li> </ul> <p>For the avoidance of doubt, a list of Large, Medium and Small Operators will be published at the start of each Luton Borough Council financial year.</p>
Luton Borough Council Enhanced Partnership (or the Enhanced Partnership)	The Enhanced Partnership covering the geographic extent of the administrative boundary of Luton Borough Council shown in figure 1 of the Enhanced Partnership Plan.
Measures	Those measures referred to in the Luton Borough Council - Bus Service Improvement Plan as mentioned within Table 7 of this document and Appendix B of the Enhanced Partnership Scheme, which shall be deemed as such for the purposes of s.138D(2) of the 2000 Act.

Terms	Definitions
Non-qualifying bus service	<p>Local bus services excluded from classification as a qualifying bus service.</p> <p>For the avoidance of doubt, a list of non-qualifying bus services will be published at the start of each Authority financial year.</p>
Qualifying bus service	<p>A registered local bus service with one or more stopping place within the geographical area of the Enhanced Partnership, with the exception of:</p> <ul style="list-style-type: none"> <li>• Any schools or works registered local bus service not eligible for Bus Service Operators' Grant;</li> <li>• Any cross-boundary registered local bus service with less than 10% of its registered mileage within the Enhanced Partnership area;</li> <li>• Any services operated under section 22 of the 1985 Act;</li> <li>• Any registered local bus service which is an excursion or tour;</li> <li>• Any other registered local bus service that the Enhanced Partnership determines (through the voting mechanism in section 5) should be excluded from all or specific requirements of the Enhanced Partnership Scheme.</li> </ul> <p>For the avoidance of doubt, a list of Qualifying Bus Services will be published at the start of each Authority financial year.</p>
Requirements	<p>Those requirements placed upon Bus Operators identified as such within Section 4 of the Enhanced Partnership Scheme and which shall be deemed as such for the purposes of s.138C 2017 Act.</p>