

# Infrastructure and Development Select Committee

Date: **19 January 2022**  
Time: **10am**  
Venue: **Council Chamber, County Hall, Norwich**

**Persons attending the meeting are requested to turn off mobile phones.**

## Membership:

Cllr Barry Stone (Chair)  
Cllr James Bensly (Vice-Chair)

Cllr Steffan Aquarone (Spokes)	Cllr Chrissie Rumsby
Cllr David Bills	Cllr Robert Savage
Cllr Claire Bowes	Cllr Vic Thomson
Cllr Chris Dawson	Cllr Colleen Walker (Spokes)
Cllr Jim Moriarty (Spokes)	Cllr Tony White
Cllr William Richmond	

**For further details and general enquiries about this Agenda please contact the  
Committee Services Officer, Nicola Ledain:**  
email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

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## Advice for members of the public:

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It will be live streamed on YouTube and, in view of Covid-19 guidelines, we would encourage members of the public to watch remotely by clicking on the following link:

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of how we can contact you (in the event of a Covid-19 outbreak). Please note that public seating will be limited.

Councillors and Officers attending the meeting will be taking a lateral flow test in advance. They will also be advised to wear face masks at all times unless they are speaking or are exempt from wearing one. We would like to request that anyone attending the meeting does the same to help make the event safe for all those attending. Information about symptom-free testing is available [here](#).

## A g e n d a

### 1 To receive apologies and details of any substitute members attending

### 2 Minutes

To confirm the minutes of the meeting held on 17 November 2021.

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### 3 Members to Declare any Interests

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects, to a greater extent than others in your division

- Your wellbeing or financial position, or
- that of your family or close friends
- Any body -
  - Exercising functions of a public nature.
  - Directed to charitable purposes; or
  - One of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union);

Of which you are in a position of general control or management.

If that is the case then you must declare such an interest but can speak and vote on the matter.

### 4 To receive any items of business which the Chairman decides should be considered as a matter of urgency

## 5 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm Friday 14 January 2022**. For guidance on submitting a public question please visit [www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetingsdecisions-and-elections/committees-agendas-and-recent-decisions/ask-aquestion-to-a-committee](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetingsdecisions-and-elections/committees-agendas-and-recent-decisions/ask-aquestion-to-a-committee)

## 6 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm Friday 14 January 2022**.

## 7 Adult Learning Annual Plan

Report by the Executive Director of Community and Environmental Services

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## 8 Public Transport – Report from the Member Task and Finish Group

Report by the Executive Director of Community and Environmental Services.

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## 9 Bus Back Better – Norfolk’s Enhanced Partnership

Report by the Executive Director of Community and Environmental Services.

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## 10 Forward Work Programme

Report by the Executive Director of Community and Environmental Services

Page **151**

### Group Meetings:

Conservative	9:00am
Labour	9:00am
Liberal Democrats	9:00am

Tom McCabe  
Head of Paid Service  
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County Hall  
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# Infrastructure and Development Select Committee

**Minutes of the Meeting Held on Wednesday 17 November 2021  
10.00am, held at County Hall, Norwich**

**Present:**

Cllr Barry Stone – Chair

Cllr David Bills  
Cllr Claire Bowes  
Cllr Chris Dawson  
Cllr Philip Duigan  
Cllr Lana Hempsall

Cllr Brenda Jones  
Cllr Jim Moriarty  
Cllr William Richmond  
Cllr Colleen Walker  
Cllr Brian Watkins  
Cllr Tony White

**Cabinet Members Present:**

Cllr Martin Wilby

Cabinet Member for Highways, Infrastructure and Transport

Cllr Margaret Dewsbury

Cabinet Member for Communities and Partnerships

Cllr Andrew Jamieson

Cabinet Member for Finance

**Also Present:**

Grahame Bygrave	Director of Highways and Waste, CES
Joel Hull	Head of Waste, CES
Richard Doleman	Principal Infrastructure Growth Planner, CES
Nicola Ledain	Committee Officer, Democratic Services
Sarah Rhoden	Assistant Director, Performance and Governance, CES
Tom McCabe	Executive Director, Community and Environmental Services
Matt Tracey	Growth and Infrastructure Group Manager, CES
Sophie Leney	Head of Trading Standards
Ceri Sumner	Director, Community Information and Learning, CES
Nina Xu	Infrastructure and Economic Growth Project Officer, CES
Jo Middleton	Economic Strategy and Policy Manager, CES
Martin Collison	Collison Consultants
Vince Muspratt	Director Growth and Development, CES
Steve Miller	Director, Culture and Heritage, CES
Ben Jones	Director of Active Norfolk

**1. Apologies and substitutions**

- 1.1 Apologies were received from Colleen Walker, James Bensly, Vic Thomson (substituted by Brenda Jones, Lana Hempsall and Philip Duigan respectively). Apologies were also received from Steffan Aquerone.

**2. Minutes**

- 3.1 The minutes of the meeting held on 15 September 2021 were agreed as a true record and signed by the Chair.

### **3. Declarations of Interest**

- 3.1 Cllr Bills declared an 'other' interest that he was a Director of Norse Environmental Services.

### **4. Items of Urgent Business**

- 4.1 There were no items of urgent business.

### **5. Public Question Time**

- 5.1 There was one public question received and the response is given at Appendix A.

### **6. Local Member Issues / Questions**

- 6.1 The list of Local Member questions/issues is attached at Appendix A.

### **7. Norfolk Rural Economic Strategy 2021-2024**

- 7.1 The Committee received the annexed report (7) which set out the third edition of the Strategy, covering 2021-2024. The Strategy set out a partnership approach by the public, private and not-for-profit sector to rural economic development in Norfolk over a three-year period.

- 7.2 During discussion, the following points were noted:

- 7.2.1 Officers explained that the concept of local investment boards was still at an early stage, with implementation influenced by the Shared Prosperity Fund (SPF) guidance, when it is issued. Members acknowledged that the strategy did include things that could be developed by local market towns, without recourse SPF. Officers clarified that the Norfolk Rural Economic Strategy (NRES) had been used to attract funding in the past and would be used as evidence for future funding bids.

- 7.2.2 The establishment of the market towns working group was in its infancy. There were District Council representatives on the NRES steering group, and this would ensure linkage with market town representatives. Discussions needed to be held with all relevant partners on the best way forward with the working group, to ensure arrangements were manageable.

- 7.2.3 Officers assured members that new initiatives to grow the visitor economy away from the coastal hotspots would not be created where the local communities did not want them. There were local area representatives involved in the Visit Norfolk tourism partnership, who would be able to feed in local concerns about any proposed developments. Such developments would also be subject to planning consultation. Officers explained that market towns were also being focused on, as they were more equipped to deal with visitors, and the visitor economy could help revitalise them after the pandemic.

- 7.2.4 Officers explained that stakeholders in the west of the county had contributed to the NRES consultation, including a number of young people. Officers had taken into account many of the ideas and were aware of the needs and made sure they had been built into the strategy. The consultation took place via webinars with key partners, and an online questionnaire which was promoted to a broad cross section

of partner organisations, such as parish councils.

- 7.2.5 It was understood that the Government guidance on SPF would be published in the new year, with the Fund itself due to be launched in April 2022. The delivery plan for the NRES would take account of this guidance in shaping priorities to target the funding.
- 7.2.6 There were various measures being considered to reduce emissions as part of the Strategy. Within agriculture and food supply chain, the reduction of emissions was high on the agenda and the change in support to farmers would accelerate that – future funding schemes will reward farmers for environmental improvements, not food production. There was also concern about the need to transition to electric vehicles, which would mean upgrading the grid, especially in the rural areas. The Government was also coming out with new schemes and programmes about the ways that homes were heated, and the strategy was engaged with this type of change.
- 7.2.7 The strategy integrates with planning priorities and housing developments in as much as it can do. Land use policy sits with district councils and NCC officers worked closely with them in developing the strategy. In the past, local action groups had assisted in the implementation of programmes such as LEADER, which targeted rural business diversification. Officers work closely to ensure that sustainable developments are brought forward and consider all aspects such as transport etc. In the consultation on the Strategy's priorities, young people were concerned about the affordability and availability of housing in rural areas, which could prevent them from living and working there.
- 7.3 The Select Committee **RESOLVED:**
1. To review and consider the Norfolk Rural Economic Strategy 2021-24
  2. To note that a Delivery Plan for the Strategy will be produced once the Government's guidance on the UK Shared Prosperity Fund had been published.

## **8. Norfolk Strategic Infrastructure Delivery Plan (NSIDP) 2021**

- 8.1 The Committee received the annexed report (8) which set out the updated delivery plan.
- 8.2 During discussion, the following points were noted:
- 8.2.1 Report was welcomed especially the amount of investment that Norfolk was drawing into sustainable transport as well as the enhancements of the other areas. The rail link at Broadland Business Park would also be a major addition to the transport routes in the county. These additions would really add to the reduction of the carbon footprint.
- 8.2.2 The rail link at Broadland Business Park was still an ambition, but Officers had encountered a number of problems with implementing this.
- 8.2.3 As this document grew and changed, the opportunity to feed into the document for Members would be roughly annually in October as the document was refreshed on an annual basis. NCC had also responded to a number of consultations regarding the offshore transmission network, and it was hoped that it would bring joined up infrastructure but it would not be a quick fix.

- 8.2.4 The Chair proposed that an officer working group was set up to investigate the power shortages across the County and report back.
- 8.3 The Select Committee **RESOLVED**;
1. To review and comment on Norfolk Strategic Infrastructure Delivery Plan 2021 as set out in Appendix A of the report, prior to consideration by Cabinet,
  2. To recommend that an officer working group investigate the issues of power shortages and report back to Infrastructure and Development Select Committee with its findings.

## 9. Transport for Norwich Strategy Review

- 9.1 The Select Committee received the annexed report (9) which summarised the outcome of the recent consultation on the Transport for Norwich Strategy.
- 9.2 The following points were noted in response to questions from the Committee:
- 9.2.1 One of the issues in Norwich was parking and the cash meters alongside the road. They needed to be updated to be able to use cards and / or apps.
- 9.2.2 As a result of the consultation that had taken place, the action plan that was being worked on would come back to the select committee for further discussion.
- 9.2.3 Page 171 of the report informed that over 80% jumped past the detailed part of the consultation, and members queried how helpful this was. Officers explained that the consultation was split into two sections, with the first part seeking views on the strategy vision and a higher-level look at the strategy with the second part giving them the opportunity to look at more detailed aspects of the strategy. Lessons learned could include how much information required from people and the scope and length of the consultation questions.
- 9.2.4 The Executive Director confirmed that there would be another consultation in the new year on bus improvement plan which would cover the whole county. But it was important to get the right people to give responses to be able to make the decisions based on that data.
- 9.2.5 The report and the work that was happening was welcomed. It was noted that due to covid, routes had changed, and buses cut out of the timetable which was felt defeated the objective of encouraging people to use public transport.
- 9.2.6 Members suggested that local hubs were strategically looked at to make journeys easier especially where those journeys included changing buses. The strategy is high level and set the plan for the work to come but the action plan that would be shared at a future meeting would detail how the vision was hoped to be put in place on the ground. The bus service improvement plan had been submitted and would find out towards the end of the financial year what level of funding NCC would receive. In the meantime, the points made would be fed into the enhanced partnership and eventually submit to the Department of Transport.
- 9.3 The Select Committee **RESOLVED** to consider the responses received to the consultation and the proposed changes as set out in Appendix 2 of the report.

## **10 Active Norfolk Strategy**

- 10.1 The Select Committee received the annexed report (10) which set out the new strategy. This strategy detailed the actions to be taken by Active Norfolk, in partnership with departments across Norfolk County Council, as well as the broader local government, health and social care and voluntary and community sector, to improve residents' lives – supporting Better Together for Norfolk ambitions of a growing economy, thriving people and stronger communities.
- 10.2 Members raised concern at the statement on page 9 which read “activity levels of those young people are the same as those without one”. Officers reported that over 90% with those with a learning disability are in mainstream schools. Active Norfolk work with a range of special schools and organisations who work with disabled young people, and this all goes into the aims of the strategy and feeds into the decision making. The statement, however, would be removed and replaced with a more accurate description.
- 10.3 Officers clarified that the report was the shorter version of the strategy and there was a longer version which had greater detail about what the service aimed to do and how.
- 10.4 Officers reported that Active Norfolk had set up and invested in the first 12 park runs in Norfolk. The data of participation reflected that people did not feel it was an activity they could engage with so there was still a challenge.
- 10.5 The Select Committee **NOTED** the new Active Norfolk strategy, especially the way in which it connected with other Norfolk County Council strategies and priorities, including Public Health and Active Travel

## **11 Waste Services Update**

- 11.1 The Select Committee received the annexed report (10) which provided an overview and update on the breadth of waste services delivered by the County Council. Firstly, in its role as the Waste Disposal Authority for Norfolk, which includes the disposal of residual waste, provision of recycling centres and payments to the District, City and Borough Councils for the recycling they do. And secondly, in relation to its responsibility for the safe aftercare and long-term management of closed landfill sites in its ownership or for which it has a liability. The report also provided a progress update on single use products initiatives, which was a legacy of the Member Task and Finish Group; work on waste initiatives together with the District, City and Borough Councils as the Norfolk Waste Partnership; and provided further indications of the potential implications of national waste policy development.
- 11.2 Officers updated that the Environment Bill mentioned at 2.7.2 of the report had since become the Environment Act.
- 11.3 Officers explained that, in relation to charges at Recycling Centres and concerns about fly-tipping, the recent report provided by Wrap endorsed the reasoning behind the NCC approach and that NCC continues to monitor things very closely and was working closely with the seven Waste Collection Authorities to deliver the SCRAP fly-tipping campaign. It was also reported that 75% to 80% of flytip incidents related to materials which could be accepted at recycling centres with no charge and that over 50% of incidents were larger than van size, which was why duty of care was a campaign focus

The potential use of photovoltaic cells on closed landfill sites to generate electricity was referred to, and Officers explained that on NCC sites over 1MW of electricity was already generated from landfill gas and that in the future options around energy generation, amenity use, biodiversity and tree planting options could all be progressed as appropriate.

11.4 The Select Committee **RESOLVED**;

1. To note and comment on the update.
2. In accordance with the County Council's second Waste Policy to review the arrangements for the 'incineration of waste or fuel derived from waste' outside Norfolk set out in para 6.6 of the report.
3. To comment on the intention to extend an arrangement with Norse Environmental Waste Services Ltd to 2027 as a fall-back and alternative option for the processing and sale of material from recycling centres and recycling points, as outlined in section 2.5.2 of the report.

**12 CES Compliance and Enforcement Policy Annual Review**

12.1 The Select Committee received the annexed report (10) which set out the CES Compliance and Enforcement Policy as that, and associated performance data, are subject to annual review by Members. The Policy had been reviewed and updated to reflect recent changes to legislation and guidance. A revised CES Compliance and Enforcement Policy had been included at appendix A of the report, with proposed amendments highlighted with explanatory notes.

12.2 Due to covid, the number of prosecutions were down. The more serious offences were higher priority and the backlog through the system was slowly being cleared.

12.3 The Select Committee **RESOLVED**.

1. To review and comment on the revised CES Compliance and Enforcement Policy at Appendix A and its annex documents (A-1 to A-6), prior to consideration by Cabinet
2. To note the 2020/21 enforcement performance data provided at Appendix B, and summary of stakeholder engagement at Appendix C.

**13 Developing an overarching Policy for the use of Glyphosate-based herbicides by NCC**

13.1 The Select Committee received the annexed report (10) which set out the plans for developing the policy. The NCC Policy would set out in what circumstances continued use of glyphosate will be permitted (and its use optimised); where it will never be used; and how the Council (and third parties) will adopt alternative measures to control vegetation. The Policy will be developed by an NCC Officer-led group.

13.2 Members welcomed the report and asked if there was an effort to engage members on the development of the policy. Officers confirmed that the member oversight group would be consulted throughout the process.

13.3 Members also asked if views of parish councils etc could be included in the development as it was an issue that arose frequently. It was also asked if Members not on the Oversight Group could also be consulted but as easily as possible.

13.4 The Select Committee **RESOLVED**.

1. To note that a Policy for the use of Glyphosate-Based Herbicides by NCC. The Policy will be developed by an NCC Officer-led group
2. To identify any key points, issues or concerns that the Select Committee would like to see taken account of as part of development of The Policy.

## **14 Strategic and Financial Planning 2022-23**

- 14.1 The Select Committee received the annexed report (10) which provided an opportunity for the Select Committee to provide its views on the detailed budget proposals for the services within its remit which are being taken forward to public consultation (subject to Cabinet decisions 8 November 2021). As such this report formed an important part of the process of preparing the 2022-23 Budget and would enable the Select Committee's views on proposals to form part of the Cabinet's considerations when it makes recommendations about the Budget to Full Council in February 2022.
- 14.2 Members noted that increased income was not mentioned as part of the potential savings. A lot of the services within the Committee's remit could increase their income such as museums and adult learning. However, it had been a difficult two years and in the short term could be tricky. Some had already been built into the museums service as well as other areas so it had been thought about.
- 14.3 The Select Committee **RESOLVED**
1. To consider and comment on the County Council strategy as set out in section 2 and how the Budget process is aligned to the overall policy and financial framework;
  2. To consider the potential implications of Government announcements about Social Care, the considerable uncertainty remaining in respect of these, which may result in additional cost pressures in the medium to longer term, and agree that these should be reflected, where possible, in the 2022-23 Budget;
  3. To consider the latest details of announcements made at the Spending Review 2021 and Autumn Budget 2021, and note that the outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2022-23 Budget position, which will not be fully known until later in the process;
  4. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2022-23 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (paragraph 13.4);
  5. To confirm that Cabinet's intention is to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept deferred from 2021-22;
  6. To direct Executive Directors to seek to identify further recurrent savings of £5.000m and to report to Cabinet in January 2022;
  7. To agree to undertake a full review of how the Council operates to deliver its future services and strategy;
  8. To note the Executive Director of Finance and Commercial Services' advice about the sustainability of the Medium-Term Financial Strategy position (section 13), noting also the wider uncertainty about funding levels and cost pressures for 2022-23. Recommendation 5 sets out Cabinet's intention to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept and therefore in that context to agree to consult the public on that level of increase

9. To consider and agree the proposed savings as set out in sections 7-12 (tables 5-10) to be taken forward in budget planning for 2022-23, subject to final decisions about the overall Budget in February 2022, noting the level of savings already included from the 2021-22 Budget process (table 10. To agree that public consultation (as set out in section 5) and equality impact assessment (as set out in section 21) be undertaken on the 2022-23 Budget and saving proposals as set out in sections 7-12 (tables 5-10), and the level of council tax and Adult Social Care precept for 2022-23, as set out in section 14 and table 11;
11. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 13, and having regard to the level of savings required for 2023-24, to direct Officers to bring forward proposals to support early development and identification of saving proposals for 2023-24 with a focus on transformational activity;
12. To agree the proposed next steps in the Budget planning process for 2022-23, and the remaining Budget planning timetable (Appendix 1).

## 15. Forward Work Programme

- 15.1 The Select Committee received the annexed report (15) by the Executive Director of Community and Environmental Services setting out the Forward Work Programme to enable the Committee to review and agree it.
- 15.2 The Policy for the use of Glyphosate-based herbicides by NCC would come back to Committee in March rather than January as detailed on the plan.
- 15.3 The Select Committee reviewed the report and **RESOLVED** to
1. review and agree the Forward Work Programme for the Select Committee set out in Appendix A

The meeting closed at 12.15pm

Chair



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**MEMBER/PUBLIC QUESTIONS TO SELECT: INFRASTRUCTURE AND DEVELOPMENT  
COMMITTEE: 15 September 2021**

**5. PUBLIC QUESTIONS**

<b>5.1</b>	<b>Question from Lynda Groves</b>
	Is anything being done to address flooding in high-risk areas of Norwich?
	<b>Response by Chairman of I&amp;D Committee (Assigned to Grahame Bygrave)</b>
	<p>There is a considerable amount of work being done to proactively reduce the risk of surface water flooding in Norwich.</p> <p>A key part of this is the Council's proactive highway's gully cleaning programme, which runs throughout the year. Gullies are routinely cleaned in a cyclic manner, but those in higher-risk areas are cleaned more often in order to prevent surface water flooding. These routine works are complemented by small drainage improvement schemes.</p> <p>The Council have also been working with partners on the CATCH EU Interreg project in the high flood risk areas of Norwich since November 2018. This project has installed over 1,703 specially designed water butts and raised planters in properties that capture rainwater from roofs during a storm and release it back into the sewer network after the storm has passed. The installed units can hold up to a total of 320,000 litres of water, helping reduce the pressure on existing sewers and reduce the impact and frequency of surface water flooding. It is hoped that the findings from this pilot project will be incorporated in future surface water mitigation projects as they progress.</p> <p>Although the Council is responsible for highway drainage, most of our gullies connect into Anglian Water drainage systems which also drain private properties. Anglian Water have resources to improve capacity and their priority tends to be where foul sewage flooding occurs. However, we also look for opportunities to improve drainage where we can and work closely with Anglian Water. An example of this is the recently completed (2018) Norwich Fringe Drainage improvements which brought in some £10.3m of funding to improve drainage assets across Norwich.</p> <p>In addition, the Norfolk Strategic Flood Alliance (NSFA) has been set up this year to further co-ordinate the 36 different agencies that have flood and water management responsibilities across Norfolk, in order to provide a better coordinated response. As part of their work, 16 sites across Norfolk that are regularly at risk of flooding have been identified. These sites form the first tranche of locations that the NSFA will inspect with a view to proposing how to minimise or mitigate local flooding risk. Sites in Norwich will be considered during future phases as funding becomes available.</p>

## 6. LOCAL MEMBER ISSUES/ MEMBER QUESTIONS

6.1	<b>Question from Cllr Councillor Jamie Osborn</b>
	<p>Question: The Government's recent Decarbonising Transport plan requires councils to set out how local transport plans will deliver quantifiable carbon reductions in transport in line with national carbon budgets and net zero ambitions. The Transport for Norwich Strategy includes a commitment to building the Western Link road. The carbon emissions from that scheme will not be calculated until an environmental impact assessment is carried out by the contractors. Does [addressee] agree that a robust and transparent calculation of the full carbon emissions of the NWL should be available before adoption of the TfN Strategy?</p> <p>Supplementary: The Committee on Climate Change recommends that to achieve required carbon targets, a reduction of overall traffic levels is required. Will [addressee] consider inclusion of targets for reducing overall traffic as part of the LTP4?</p>
	<b>Response by Chairman of I&amp;D Committee (Assigned to Vince Muspratt)</b>
	<p>The new Transport for Norwich Strategy, currently out for consultation, sets a long term and ambitious policy commitment to reduce carbon emissions and promote sustainable transport measures. It commits the Council to reducing carbon emissions from transport in Norwich to make the necessary contribution to the national target of reducing emissions from all sources by 78% by 2035 compared to 1990 levels and achieving net zero by 2050. The proposed strategy recognises that there are a number of new and improved strategic connections being developed, including the Norwich Western Link. This new Transport for Norwich Strategy also commits the Council to develop a carbon budget for the transport programme to demonstrate how it will ensure emissions are contained within the budget.</p> <p>This strategy puts in place the commitment to develop a carbon budget and to set a baseline and gather evidence for far-reaching interventions including restrictions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles. It would be premature to require the detailed carbon budget baseline work to be carried out before deciding to adopt a strategy which commits the Council to develop a carbon budget.</p> <p>Supplementary</p> <p>The draft Fourth Local Transport Plan sets out a policy commitment to meet the County's Environmental Policy and recognises that there is further work to do through development of an implementation plan and it will be at that stage that a range of targets and interventions will be set out in detail.</p>

# Infrastructure and Development Select Committee

Item No:

**Report Title: Adult Learning Annual Plan**

**Date of Meeting: 19 January 2022**

**Responsible Cabinet Member: Cllr Margaret Dewsbury** (Cabinet Member for Communities & Partnerships)

**Responsible Director: Tom McCabe** (Executive Director, Community & Environmental Services)

## Executive Summary

The Adult Learning service is externally funded through the Department for Education and tuition fee income and is an Ofsted-rated “Good” provider. It delivers an exceptional, comprehensive, high quality teaching, learning and assessment service to adults in Norfolk, with 9,000 learner registrations in the 2020/21 academic year.

Adult Learning is extremely proud that its highly effective response to the needs of Norfolk residents has been recognised nationally, winning the prestigious Adult and Community Learning Provider of the Year at the Times Educational Supplement Awards 2021.

The judges said:

*“Norfolk County Council’s Adult Learning service has an amazing ability to do what’s right for its community. As a result, learners remain connected with education and, crucially, with each other.”*

In addition, the service was the winner of the Best of Communities Award at the Smarter Working Awards alongside colleagues in the wider Community, Information and Learning team, and finalist at the LGC Awards for innovation.

Adult Learning operates at the cutting edge of the further education sector and has successfully brought in over £1 million of new funding to Norfolk in 2021, firstly as a sector lead in the use of technology in education and, secondly to enable the implementation of a new construction and environmental curriculum, responding directly to the needs of Norfolk’s economy. This funding will enable the service to establish two new construction training hubs in Norwich and King’s Lynn that

respond directly to the future skills needs of the county, with a real emphasis on skills that support a green and sustainable economy.

Adult Learning continues to provide a wide range of innovative, learning programmes that Norfolk residents both welcome and benefit from. The service's aspiration is that, in addition to our online offer, we will have a physical presence no more than 10 miles from any resident in Norfolk.

The annual plan set out in this paper reflects Norfolk County Council's strategic objectives, as detailed in the Better Together, For Norfolk Strategy 2021-2025.

Adult Learning proposes that its key priority areas of delivery for the 2022/23 academic year and beyond will be to:

- **Ensure** our provision meets the needs of Norfolk's economy, individuals, communities and employers
- **Empower** individuals in underrepresented and disadvantaged communities
- **Improve** social mobility and break intergenerational cycles of poor outcomes
- **Enable** adult learners to gain the skills and knowledge they need to progress
- **Address** health inequalities and reduce the need for the intervention of other services.

## Action Required

The Select Committee is asked to:

1. Note Adult Learning's exceptional performance and contribution to Norfolk priorities
2. Consider and comment on the Adult Learning Annual Plan for 2022/23 and beyond

## 1. Background and Purpose

### 1.1 Funding and Income

The Adult Learning service is an Ofsted-rated 'Good' Further Education adult and community education provider, that is externally funded through grant funding from central Government's Education and Skills Funding Agency

(ESFA). The service's income, in the 2020-21 academic year totalled £4,689,126, and was broken down as follows:

- Adult Education Budget (AEB) (£3,636,326),
- National Skills Fund (£17,800), student loans (£280,000),
- Tuition fees (£205,000) and
- Apprenticeships (£550,000).

This funding is earned through the delivery of teaching, learning and assessment across Norfolk. 20% of the Government funding the service earns for qualification courses is linked to the achievement (end outcome) of each learner. £150,000 from the Apprenticeships income is paid to the Norfolk Fire Service for the delivery of their Apprenticeship programme.

The impact of the pandemic in the 2020-21 academic year made it challenging to achieve the tuition fee element of the service's income, as more of the service's learners were entitled to fully funded courses and due to some course suspensions where it was not possible to deliver the course online e.g., silversmithing and pottery. The service recovered £305,000 of lost fee income through the Department for Levelling Up, Housing and Communities' (DLUHC) loss of income scheme and the Covid recovery grant.

As a result of the service's over-performance in relation to its funding in the 2019-20 academic year, it received an additional £107,000 from the Department for Education in January 2021, but this was offset by the challenging environment in 2020-21, with nearly all the service's delivery online, social distancing in classrooms that has meant the service is unable to fill its classes as previously and restrictions that meant that the service could not engage as effectively with learners out in the community. This led to a small under-delivery and will see us returning £155,000 of AEB and £58,000 of National Skills Fund funding to the ESFA in January 2022. This has been taken into consideration and has been removed from the overall figures above. Nationally, the Further Education sector faced similar and in general greater challenges to those experienced here in Norfolk.

With the return to a balance of classroom and online provision from September 2021, the service expects to use all its funding in the 2021-22 academic year.

In addition to the income detailed above, Adult Learning has been highly successful in bringing more than £1 million of new funding into Norfolk.

- A Community Renewal Fund application has secured £560K that will be used to establish two construction and environmental sustainability hubs in Norwich and King's Lynn., leading the way in the development of green skills in Norfolk, and helping people into new employment.
- An application to the Department for Education's Further Education Professional Development Grant Pilot, where Adult Learning is the lead provider, has secured £500K to deliver a wide range of professional development opportunities that focus on cutting-edge developments in the use of technology in education across 10 local authority adult

education services. This directly recognises the high level of digital innovation within the service.

Both projects are highly innovative and demonstrate national recognition of the immense achievements of Adult Learning in Norfolk.

## 1.2 Adult Learning performance and contribution to Norfolk priorities

### National Recognition

2021 was an exceptionally successful year, in which national recognition for the high quality of the Adult Learning service's work in Norfolk, combined with the service's continuing innovation in response to the challenges faced due to the ongoing pandemic.



At the Times Education Supplement (tes) Further Education awards, Adult Learning was awarded the title of Adult and Community Learning Provider of the Year 2021. The judges, who are leading professionals in the sector, said

*“Norfolk County Council’s Adult Learning service has an amazing ability to do what’s right for its community. As a result, learners remain connected with education and, crucially, with each other.”*

The service was asked to produce a 20 second video that highlights Adult Learning’s key successes. This is a link to the video for Members to view:

[Celebrating our TES Award Nomination](#)



Adult Learning was also a finalist in the Local Government Chronicle Awards 2021, reaching the final six in the 'Innovation' category from an overall field of 650 applications. This recognises the high level of innovation across the service, with a team that is absolutely determined to never give in to the challenges they face and to find solutions to keep Norfolk residents learning.

Voluntary Norfolk commented that: *“Throughout the pandemic, Adult Learning has had a significant impact on Norfolk’s disadvantaged and rural communities, by actively tackling loneliness and social isolation and supporting people to feel more connected and involved. Nothing but praise for the team in their willingness to innovate and solution focus in partnership working.”*



As a member of the wider Community, Information and Learning team, together with the Libraries and Information service, Adult Learning received the Best of Communities Award at the Smarter Working Live Awards 2021, for 'Creating Communities During Covid'.

The Adult Learning service is immensely proud of these achievements and the contribution it makes to Norfolk County Council's priorities and remains driven to achieve ever more for our residents.

### Continuing to deliver to Norfolk's residents

The 2020/21 academic year was challenging, as the delivery of teaching and learning continued mainly online due to national and local restrictions. While the service continued to deliver to its 9,000 learners, mainly through tutor-led classes delivered online, this led to lower than expected overall learner recruitment, as the service was unable to engage as fully as it aims to with residents out in the community. The restrictions also led to significant delays in examinations where they had to be conducted in an examination room. The challenges faced by Adult Learning were replicated across the sector and the team in Norfolk responded well in comparison with many other areas of the country. The Department for Education removed many qualifications from the national achievement rates in recognition of the challenges faced by providers.

Despite the challenges of remote delivery, the service's Apprenticeships team produced outstanding results. In 2020/21, the service achieved a 75%

successful achievement rate, which was a 6% increase on the previous year and 11% above the latest national achievement rate.

Many courses returned to the physical classroom in September 2021 and the service's current offer is around 50% in the classroom and 50% online. 46% of learners during the lockdowns told us they would like to continue to learn online, so the service will maintain a mixed offer that meets their needs. An online yoga session achieved the record number of learners in one of the service's classrooms with 145 people learning yoga together. The service is ready to move courses from classroom to online seamlessly should it be necessary.

The service's innovative approach to digital learning has led to the national recognition already outlined in this report. From September 2021, the service has been delivering synchronously, so that learners in a classroom and online attend the same course at the same time together. This is highly innovative and ahead of most of the rest of the country.

Our leading role through the Further Education Professional Development Grant will further enhance our creative use of technology to meet the needs of Norfolk residents.

### New Opportunities

The past 18 months has been a time to review the service's curriculum offer and consider the needs of Norfolk's economy. As a result, from January 2022, we will introduce a new construction and environmental sustainability curriculum aimed at adults. With a target of 608 learner registrations in the current academic year, the first courses are already filling up and the service has added additional courses to meet demand and will further develop this offer into qualifications and apprenticeships.

A temporary construction workshop has opened at Wensum Lodge in Norwich and the service has secured £560,000 from the Community Renewal Fund to establish two permanent construction hubs, one in Norwich and the other in King's Lynn, where we will focus on courses and qualifications that respond to the future skills needs of the county, with a real emphasis on skills that will support a green and sustainable economy. Once we have demonstrated the success of our approach, we aim to secure further funding to enable the service to develop hubs in other parts of the county.





The new, temporary construction training hub at Wensum Lodge in Norwich

### Learner Involvement

The service has made great strides in involving our learners in service activities and developments. Two elected learner representatives are members of the service's Steering Group and regular learner forums are held to gather learner views.

The service held its first Learner Awards ceremony in September 2021. This was a virtual event (15 minutes in length) that showcased the amazing achievements of our learners.

This event is available for Members to view:

<https://www.youtube.com/watch?v=GW8EntEhba4>

The service regularly collects feedback and produces case studies from our learners.

**Appendix A** provides feedback from learners and examples of learner case studies.

## **2. Proposal**

2.1 The proposal is for Members to consider and comment on the Adult Learning Annual Plan., as set out in Section 2, together with Appendices B and C.

### 2.2 Intent – The Adult Learning Vision

Our vision is that:

*“We anticipate and respond to the needs of individuals, communities, employers and Norfolk’s economy through the delivery of outstanding, inspirational and highly flexible learning”.*

## 2.3 Intent – The Adult Learning Plan

We have reviewed and adjusted the Adult Learning Annual Plan based on latest evidence and insight. The plan outlines how Adult Learning will use its funding and income to respond to the ambition and aspirations of the county as well as the existing and emerging learning needs of adults in Norfolk.

The curriculum planning process considers both national and regional priorities in the Further Education sector, as well as how the service will contribute to Norfolk County Council's strategic objectives.

In revisiting the Annual Plan, the service has used evidence-based research and extensive partnership working to identify the key drivers for the future delivery of its courses. These drivers have considered both the challenges that have been caused by the Covid-19 pandemic, such as the impact on jobs and the economy, as well as physical and mental health issues and inequalities and the impact on families and children; and the county's ambition and aspiration to be high performing, to enjoy economic growth and to protect the environment; as well as to have safe, empowered and connected communities.

## 2.4 Intent – Adult Learning's Key Priorities

This section outlines Adult Learning's key priorities and how they respond to the Better Together, For Norfolk Strategy 2021-25.

Adult Learning's key priorities for the 2022/23 academic year are to:

- **Ensure** our provision meets the needs of Norfolk's economy, individuals, communities and employers
- **Empower** individuals in underrepresented and disadvantaged communities
- **Improve** social mobility and break intergenerational cycles of poor outcomes
- **Enable** adult learners to gain the skills and knowledge they need to progress
- **Address** health inequalities and reduce the need for the intervention of other services.

Adult Learning's proposed vision, priorities and success measures are detailed in its Plan on a Page 2022/23 in **Appendix B**

**Appendix C** outlines in detail how Adult Learning's strategic and operational activities will contribute to Norfolk County Council's Strategic Priorities as detailed in the Better Together, For Norfolk Strategy 2021-25.

## 2.5 Examples of how Adult Learning contributes to Norfolk's priorities

The following are a selection of examples of how Adult Learning contributes to Norfolk's priorities.

### English, Maths and Digital Skills

The service's high-quality English, numeracy and digital skills qualification programmes enable adult learners to gain the functional skills they need to progress both into further learning and employment and to support their children. This contributes to Norfolk's economy through increasing the language, literacy, numeracy and digital skills of our residents.

Our flexible delivery models meet the wide-ranging needs of residents and place our learning activities at the heart of Norfolk's communities. Our plan for 2022/23 is to embed digital skills qualifications into our English and maths programmes so as to target the digital capability of Norfolk residents. We are targeting 1,660 residents on these courses through this Annual Plan, and this will draw down central Government funding to the value of £1,259,499 in the 2022/23 academic year.

### Increased employment

The service has seen growth in its Apprenticeships delivery across a variety of sectors, ensuring that our provision meets the needs of Norfolk's employers. Our apprenticeship offer includes employment areas such as accountancy, early years practitioners, teaching assistants, health and social care workers, management, hospitality, supply chain warehousing, business administration and operational firefighters. Adult Learning's apprentices achieve well, with 75% achievement for our 79 apprentices in the 2020/21 academic year, which is 11% above the most recently published national achievement rate. An outstanding 98.7% of our achievers have remained in sustainable, long term employment.

Adult Learning's highly successful vocational qualifications programme includes a substantial cohort of Accountancy and Bookkeeping learners, who take qualifications from Level 1 to Level 4. With 264 learners planned for the 2022/23 academic year, this programme will draw down central Government funding of around £500,000.

The Access to Higher Education Health and Psychosocial Professions programme, with around 30 learners each year, has a high progression rate onto Higher Education courses such as nursing, midwifery and social work. Learners tend to be people who missed out on education the first time around and who are now successfully progressing into a long-term profession.

## Health and Wellbeing

Throughout the pandemic, the service has successfully delivered a range of programmes that target residents' physical and mental wellbeing. Healthy cookery, cooking on a budget and lifestyle courses are combined with the use of creative arts to support mental wellbeing. These courses are fully funded through our community learning funding.

The service uses the theme of creativity for wellbeing with partner organisations who support individuals who are recovering from challenges in their lives, such as alcoholism. For example, a successful relationship with the Matthew Project has led to the service working closely with their clients.

In 2022, the service will pilot a range of courses that have been developed in consultation with and that target Norfolk's 90,000 carers. Specific areas of interest are dementia awareness, moving & handling and courses that target parent carers who are supporting children/ young people with mental health needs.

## Greener environment

Our exciting new construction and environmental sustainability curriculum is at an early stage of its development but is already attracting a lot of interest ahead of its launch in January 2022. This curriculum has been introduced in direct response to the heavily documented national and local labour shortages and skills gaps in these sectors. The service is targeting 600 adult learner enrolments in the current academic year onto its first stage non-qualification courses. We intend to gain qualification approval and to lead the development of new net zero-based entry level qualifications ahead of the start of the 2022/23 academic year. While the entry level qualifications the market needs do not currently exist, we will work with awarding bodies to develop new qualifications in the fields of renewable energy systems and sustainable construction.

### 2.6. Delivery of the Adult Learning Annual Plan

Adult Learning has already demonstrated its ability to use its external funding and income to plan both flexible and responsive learning programmes and is able to change its delivery method overnight when external circumstances require the service to do so.

In the 2021/22 academic year, the service offers a range of learning options to residents, including classroom-based, online, and blended learning.

Synchronous delivery enables learners to attend the same course both in the classroom and online. This supports access to courses for residents in rural

areas and learners who have a disability have welcomed the new opportunities provided through online learning.

The service has established dedicated training rooms in the following locations:

- Attleborough Community and Enterprise Centre
- Dereham Library
- Great Yarmouth Library
- King's Lynn Library
- Norman Centre, Norwich
- Swaffham Community Centre
- Thetford Library
- Wensum Lodge, Norwich.

In addition, the service is working with other venues on an ad hoc basis, such as Merchants Place in Cromer and Charring Cross in Norwich.

The service's two new construction training hubs will be established in Norwich and King's Lynn by June 2022.

The service's aspiration is that, in addition to our online offer, we will have a physical presence no more than 10 miles from any resident in Norfolk.

### **3. Impact of the Proposal**

- 3.1 The Adult Learning Annual Plan will enable the Council to use its central Government funding and tuition fee income to deliver the learning outcomes outlined in this proposal and the appendices for Norfolk.

The service will use the success measures identified in its Plan on a Page **see Appendix 2** and its self-assessment process to measure the impact of the proposed Adult Learning Annual Plan.

### **4. Financial Implications**

- 4.1 Adult Learning is externally funded through the Education and Skills Funding Agency, student loans and tuition fee income and is financially self-sustainable.

The growth of the Creative and Personal Development self-financed programme, together with successful applications for additional funding, will allow for investment into future learning opportunities that respond to Norfolk's priorities.

### **5. Resource Implications**

#### **5.1 Staff:**

With the exception of the new construction curriculum, there are no other resource implications as the service already has staff in place to deliver the

proposed plan and will continue to recruit into new curriculum areas as required.

To support the implementation of the new construction curriculum, the service has recruited a Curriculum Manager and teaching staff who are specialists in this field.

The service continues to provide specialist training for teaching staff to enable them to deliver its online programmes effectively and has secured additional funding through the Department for Education's Further Education Professional Development Grant Pilot to support this.

## **5.2 Property:**

An increase in home working and online delivery has reduced the service's venue-associated costs. The service is actively increasing its use of training facilities in the libraries.

The successful Community Renewal Fund application will fund the establishment of two construction training hubs in Norwich and King's Lynn.

## **5.3 IT:**

The significant growth in online delivery has required the service to increase its expenditure on equipment, software and training for staff, as well as to increase the level of support for learners to access and effectively use digital platforms.

# **6. Other Implications**

## **6.1 Legal Implications:**

Adult Learning operates within the requirements around funding and performance established by Ofsted, the Department for Education, the Education and Skills Funding Agency and the European Social Fund.

## **6.2 Human Rights Implications:**

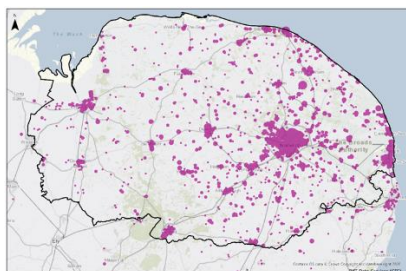
None.

## **6.3 Equality Impact Assessment (EqIA):**

The Adult Learning Annual Plan actively seeks to target diverse and vulnerable individuals and communities and it is not envisaged that there will be any adverse impacts. Adult Learning has an immensely positive impact on adult residents, for example:

- 41% of learners attending qualification programmes are from the 30% most deprived wards in Norfolk

- The service responds well to the needs of Norfolk's ethnic minority communities, with 20% of learners from a non-White British ethnic background
- The Independent Living Skills programme supports residents with a learning disability to gain the skills they need to live an independent life
- The service's approach to countywide delivery\*, with both a classroom-based and online offer, opens up access to learning for residents who previously had barriers, such as residents with a disability or who live in a rural area.



\*Spread of Adult Learning learners in the 2020-21 academic year

#### **6.4 Data Protection Impact Assessments (DPIA):**

Adult Learning is fully compliant with data protection requirements and there are no changes in this proposal that have implications in relation to data protection.

#### **6.5 Health and Safety implications (where appropriate):**

The delivery of the Adult Learning Annual Plan will be taken forward in line with Government regulations and in consultation with Health and Safety colleagues in the Council. An Assistant Head of Service is responsible for this process and for ensuring that learners and staff are and remain safe.

#### **6.6 Sustainability implications (where appropriate):**

This proposal will have a positive impact on the environment, as it is planned for a proportion of the service's future learning provision to be delivered online. This will reduce travel and the use of physical premises and resources. In addition, the new construction curriculum will actively support Norfolk's net zero aspirations.

#### **6.7 Any Other Implications:**

None.

### **7. Risk Implications / Assessment**

- 7.1 The risks associated with the Adult Learning service's operations are managed through the Community, Information and Learning service risk register. There are no additional risks resulting from this proposal.

## 8. Action Required

The Select Committee is asked to:

1. Note Adult Learning's exceptional performance and contribution to Norfolk priorities
2. Consider and comment on the Adult Learning Annual Plan for 2022-23 and beyond

## 9. Background Papers

9.1 None.

### Officer Contact

If you have any questions about matters contained within this paper, please get in touch with:

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If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.



Adult Learning is a truly amazing place to learn remotely and safely

It's been the first bit of learning I've done in 39 years and it was fabulous because it got my brain going and my spirits lifted

Being able to lipread has made me feel like a human being again, it has given me back my life

The programme has allowed me to understand my daughter's schoolwork and support her more effectively

It greatly improved my mental wellbeing and mood. It has given me a useful skill and has improved my confidence and given me a sense of achievement

My course was a lifeline, giving a focus and means of expressing feelings and connection with like-minded people

I loved that it was online - I am physically disabled, chronically ill, so getting to weekly classes is essentially impossible for me due to my circumstances. With the course being online, I was able to access something that was previously inaccessible to me, which was fantastic

Absolutely brilliant courses with tutors who were always happy to help, cannot praise it enough. I find it hard to believe how much I have learnt. I couldn't leave the house but was still be able to learn and interact with other people

Breathing exercises, dyslexia support for me and got a job which is really from the help I got from my tutor

It's not an easy time for any of us but these sessions are really insightful and interesting and I'm learning a lot

The Tutors are excellent!! I couldn't ask for more, very, very helpful, making effort outside of lessons

The course helped me in acquiring a higher banded job within the NHS and it has also given me confidence in what I know

With my disabilities and remote location, I would not be able to attend classroom courses. Therefore, online courses have been a godsend!

I put off going to university for 5 years because I was too scared and didn't feel ready but by the end of the Access course I gained the confidence, knowledge, skills and preparedness to take the next step to becoming a clinical psychologist



**Name: Adrian Zabicki**  
**Course: Accounting**  
**Apprenticeship and AAT Level 3**

Accountancy had always appealed to Adrian and the finance apprenticeship seemed like the perfect opportunity to reach his goals, as he knew he didn't want to go via the university route. He started working with Thurne in 2018, alongside studying for his AAT Level 3, saying, *"I am very lucky to be with the company that I work for, and for the educational opportunities with Adult Learning. I had very good tutors and amazing teachers that really support you throughout the whole course, they are there with you until the end. The advantage of doing the apprenticeship is that you get many opportunities to learn, and my employers are very good at giving me new challenges and tasks that go hand in hand with my studies."*

Due to the lockdown he sat the endpoint assessment for his Level 3 AAT online, which meant additional support and consideration from his tutor. He said, *"We had a couple of TEAMS meetings to help me prepare for the setting of doing an important interview online."*

Adrian thinks the benefits of a hands-on apprenticeship provide even more learning opportunities. Adrian said, *"Learning and getting the experience whilst you are doing your qualification is very important because you can cross-check things, ask more questions, and better understand the processes that go with doing the job on a daily basis."*



**Name: Abbie King**  
**Course: Functional Skills**  
**English and Maths**

Abbie has overcome personal doubt to build her confidence and thrive in her studies she said, *"Doing the courses has made me so much more confident, before I first attended the class, I was very shy and I wouldn't answer questions. I told my tutor I didn't want to be picked on in class and she understood this, and she followed my wishes. Now I don't feel that way at all, I just speak freely, and I look forward to my lessons."*

This has impacted other areas of her life she said, *"My family can also see a change in me as I can now help my brother with his maths homework. I'm able to work out percentages when shopping and to do calculations in my head. I do feel really proud of how far I have come, because when I first started maths I felt like there was no hope for me, but now I enjoy it and feel I have progressed so much."*

Learning online has been beneficial for Abbie as she said, *"I have a physical disability and attending class can sometimes be a problem for me, so I have benefited from learning online as I can attend every lesson."*

A welcome result of her English studies is that Abbie has rekindled her passion for reading, saying, *"Because of doing English, one of the tests we do is reading, and I used to love reading. Since lockdown I've started reading again. I was recommended a kindle because it has a dyslexic option, and in the space of lockdown I've gone through 7 books. I find reading has really helped me again."*

**Name: Helen Gilbert**  
**Course: Healthy Living Skills**

Helen is a learner on the Healthy Living programme who has overcome her anxiety to continue learning online and build her confidence. Helen has social and emotional difficulties and Asperger's Syndrome, and has found the Covid-19 pandemic very traumatic. When courses moved online Helen was supported by her tutor and LSA (Learner Support Assistant) to continue her learning via video calls, covering the course work and building confidence in learning remotely. Her technical skills using her tablet improved, enabling her to send photographs of her work each week. This led to Helen feeling confident enough to join courses online with other learners, engaging with them and offering encouragement. Helen said *"I look forward to the adult learning sessions because they are fun and my teacher is lovely. I've learnt to use different colours and get absorbed in what I'm doing. It helps my mental health because it distracts me from more disturbing situations for a short time and gives me something else more positive to think about."*

**Name: Amanda Brown**  
**Course: Functional Skills English Level 2**

Amanda is determined to succeed and has fitted her studies around being a key worker, and volunteering in her local community group by helping people with their shopping and prescriptions. Online learning has given some much needed normality, *"It's amazing how quickly things have changed in learning and to adapting to cope with everything really. It gives you a sense of normality as well, you've got things to do at a regular time. You know we are all in the same position and it does make a difference, like keeping in touch with your regular groups."* Amanda spoke of the ongoing support from her tutor in the transition from classroom to online learning, *"He's been absolutely brilliant. He's either there at the end of the telephone, or I can email him and I know I can get an answer either way. He's been really quite encouraging, not just to me but to everybody."*

She said she would love to help others achieve similar skills stating, *"I would like to be in a job where I can actually give something back and I can help people, and I can say, do you know what, this really is achievable. I've been there I've done it, you can do it too."*



## Plan on a Page 2022-2023 Academic Year

## What we'll do

## Vision:

We anticipate and respond to the needs of individuals, communities, employers and Norfolk's economy through the delivery of outstanding, inspirational and highly flexible learning opportunities.

## Outcomes:

We will provide learning opportunities that improve people's lives and outcomes, enable people to participate in their communities and support growth and prosperity in Norfolk.

## Priorities:

## We will:

- Ensure our provision meets the needs of Norfolk's economy, individuals, communities and employers
- Empower individuals in underrepresented and disadvantaged communities
- Improve social mobility and break intergenerational cycles of poor outcomes
- Enable adult learners and apprentices to gain the skills and knowledge they need to progress
- Address health inequalities and reduce the need for the intervention of other services.

## How we'll do it

We will use our external funding effectively to deliver an innovative, responsive and flexible **curriculum** that **responds** directly and robustly to **individual, community and economic need in Norfolk**. We will focus on the **Priorities** outlined on this Plan on a Page. We will target individuals who need to reskill as well as the most vulnerable and isolated in our community, providing access to learning in the classroom and online, to meet the diverse needs of residents.

We will **work closely with** partners, employers and local communities, plus we will **involve** residents, learners and apprentices in the development of our service as a trusted organisation. We will use **data and insight** to effectively shape and **target our provision**. Our targeted marketing will be data driven and take into account the demographic needs of the County.

Improve **social mobility** by raising **aspirations** through the delivery of a comprehensive information, advice and guidance service. We will be ambitious for our learners, **assessing their needs** and ensuring we provide high quality **careers guidance**.

We will **operate within the budget** available from the funding we secure and the income we generate, being financially self-sustaining. We will look for ways to improve our efficiency, be **commercial**, and make the best use of our assets and resources.

We will provide **accessible, high quality learning opportunities**, support, physical and online environments and resources, which give every learner the best chance of success. We will relentlessly focus on the quality of teaching, learning and assessment and be ambitious for our learners, ensuring support needs are quickly identified and responded to.

We will continue to enhance **our systems and processes** to further improve the efficiency and effectiveness of our service. Everyone will understand the importance of the **data** we capture; to support learners, monitor performance and continuously improve the service.

We will continue to provide strong leadership and governance, including through our Steering Group. We will continue to provide **an inclusive and supportive culture** for both learners and staff, where diversity is valued and people feel safe. **Safeguarding, Prevent and British Values** will continue to be embedded in our ways of working and curriculum.

## How we'll know if we've made a difference

- Data and feedback demonstrate impact against the service **Priorities**
- Self-assessed in November 2023 as providing an Outstanding service to our learners, apprentices and staff
- Number of learners and apprentices accessing the service is strong and in line with service planning
- We have achieved our contract and income targets
- Operating within our budget
- Number of learners and apprentices who progress into further learning/education or sustainable employment
- Number of learners and apprentices who report improved health and wellbeing
- Evidence of effective implementation of the learner involvement strategy
- Evidence of effective implementation of the employer involvement strategy
- Outstanding inspection outcome at our next Ofsted inspection
- Council Survey evidences continuing improvement in staff wellbeing
- Matrix accreditation for information, advice and guidance maintained.

## **Adult Learning's Priority Outcomes**

This document outlines in detail how Adult Learning's strategic and operational activities will contribute to Norfolk County Council's Strategic Priorities as detailed in the Better Together, For Norfolk Strategy 2021-25.

### **A vibrant and sustainable economy**

We will:

- Provide extensive progression routes that enable learners to increase their literacy, numeracy and digital skills
- Provide access to a wide range of skills and vocational and qualifications, as well as strong access routes into higher education
- Provide a wide range of employability skills to enable individuals to reskill and secure employment
- Grow our highly successful apprenticeship programme in key sectors to provide sustainable employment and support for employers and the economy
- Deliver community-funded courses that give residents the employability skills they need to get back into work and a range of courses that provide business start-up skills that target residents who aim to start their own business
- Establish construction training hubs where adult learners gain environmentally sustainable construction skills that will enable Norfolk to achieve its net zero targets
- Develop Wensum Lodge as a creative hub and continue to focus on further developing both our physical and online creative offer.

### **Better opportunities for children and young people**

We will:

- Deliver family learning opportunities that aim to break the intergenerational cycles of poor outcomes and contribute to the levelling up of outcomes for families
- Provide courses that help parents to support their children who have mental health challenges
- Deliver courses that enable families to support their children to be school ready, including targeting families at risk due to county lines
- Deliver early years training and qualifications to support the early years sector
- Provide training and qualifications for teaching assistants, enabling them to provide effective support in schools
- Develop and introduce a new Level 4 Early Intervention Apprenticeship across Norfolk's schools.

### **Healthy, fulfilling and independent lives**

We will:

- Provide a comprehensive careers information, advice and guidance service

- Maximise the use of support funding to enable residents to access learning, for example, we are able to provide laptops and access to broadband to our learners
- Deliver a comprehensive programme of high quality, tutor-led online learning that enables residents to access learning from home, thus overcoming the barriers to access to learning in a large, rural county like Norfolk
- Deliver an independent living skills programme that enables people with disabilities to access learning and work and to live independent lives
- Provide access to learning opportunities that respond to issues such as healthy eating and lifestyle, budgeting, loneliness, social isolation and mental wellbeing
- Provide learning opportunities for the ageing population, for example, digital skills that enable residents to access services
- Deliver a lipreading programme that supports residents with a hearing loss to continue to lead independent lives
- Offer a programme of creative and personal development courses that are self-financed by the learner, enabling residents to extend their knowledge and grow
- Raise aspirations with our learner awards and involvement programmes.

### **Strong, engaged and inclusive communities**

We will:

- Locate the service's programmes in the heart of Norfolk's communities, both in physical classrooms and through online learning, to enable residents to access teaching and learning in the way that best meets their needs
- Play a key role in rebuilding communities and responding to the rural nature of the county, by supporting individuals and communities to be healthy, connected, safe, resilient and independent
- Provide the digital skills that people need to take control of their lives and participate fully in community life
- Deliver learning programmes that connect and support Norfolk's carers
- Continue to develop training for volunteers, both in specific sectors such as health and social care and sports coaching, and by targeting the wider community through the Volunteering Passport
- Work closely with colleagues, partners and stakeholders to support community development and cohesion
- Champion Safeguarding and Prevent, including the British Values. In particular, the service will continue to work to target domestic violence, child abuse and modern slavery, as we work with residents across Norfolk.

### **A greener, more resilient future**

We will:

- Establish a sustainable construction and environmental skills training programme that enables individuals to upskill, retrain or reskill and that responds to existing and future skills gaps in the construction industry in Norfolk
- Establish and resource construction skills training hubs, dedicated to adult learners, initially in Norwich and King's Lynn, with a strong emphasis on Norfolk's net zero aspirations through an environmentally sustainable curriculum

- Through the success of the two initial hubs, secure additional funding to enable the development of further hubs in other areas of the county
- Develop extensive progression routes into employment in the construction industry, through an innovative and progressive curriculum that directly contributes to Norfolk's economy and the decarbonisation agenda.



# **Infrastructure and Development Select Committee**

**Item No:**

**Report Title: Report of Member Task and Finish Group: Public Transport in the Local Transport Plan Implementation Plan**

**Date of Meeting: 19 January 2022**

**Responsible Cabinet Member: Cllr Wilby** (Cabinet Member for Highways, Infrastructure & Transport)

**Responsible Director: Vince Muspratt** Director Growth and Economic Development

## **Executive Summary**

Members agreed to set up a Task and Finish Group to consider the public transport elements of the Local Transport Plan (LTP) Implementation Plan. The Terms of Reference of the group were agreed by Select Committee in September, when it was decided that it would meet once and feed back to this committee.

The group met in November. This followed publication of the Bus Service Improvement Plan (BSIP). Members were able to consider the high-level programme of measures in the BSIP and provide views on priorities. These views will assist the delivery of the BSIP and the LTP Implementation Plan. The BSIP is the appropriate place to include the aims and aspirations for public transport improvements in Norfolk, informing the LTP Implementation Plan, which will come forward subsequently.

The main points covered by the Task and Finish Group are contained within the body of the report at Section 1.3.

Members of the group considered that it would be useful for further meetings. However, this is not considered necessary given that:

- Select Committee agreed there should be only one meeting of the group
- There will be consultation and a partnership board, including members, for the Bus Service Improvement Plan
- The Local Transport Plan Implementation Plan will be driven by the BSIP.

## Action Required

The Select Committee is asked to:

1. Note the discussion of the Task and Finish Group and how this will feed into the delivery of the Bus Service Improvement Plan and Local Transport Plan Implementation Plan.

### 1. Background and Purpose

- 1.1 At Infrastructure and Development Select Committee in July, Members agreed to establish a Task and Finish Group to consider the public transport elements of the Implementation Plan for the Local Transport Plan. The Terms of Reference for this were subsequently approved at Select Committee in September. This Committee agreed that there would be one meeting of the group and that it would report back to this January meeting.
- 1.2 The Task and Finish Group met on 24 November, chaired by Councillor Bensly. It heard that:
  - Since establishment of the Group, the timeline for production of the Local Transport Plan (LTP) had changed, with adoption of the plan at Full Council on 29 November. As a result, the LTP Implementation Plan will be developed during 2022
  - The county council has developed a Bus Service Improvement Plan (BSIP). This was submitted to government in October. There will be a public consultation on this in January to March 2022 to help us understand residents' priorities and issues relating to public transport
  - The BSIP is requesting funding of circa £107m from government. The authority should know in January or February the funding level secured
  - The council needs to develop an Enhanced Partnership scheme with bus operators by 31 March 2022. This will include some commitments that can be made without knowing the funding level
  - The BSIP forms a detailed delivery plan for public transport in support of LTP4 objectives. LTP4 Implementation Plan, which will come forward in tandem with, but slightly behind, its development, is not intended to provide the level of detail that will be in the BSIP. Therefore, the BSIP will contain the detail of public transport improvements across the county.
- 1.3 Members of the Task and Finish Group had a productive discussion about the elements in the BSIP during which the following main points were noted:
  - Reliability, cost and frequency of services are key issues so that services offer a real choice for people including those who need to access work or other opportunities outside the main body of the day
  - Within the county most bus services operate on a commercial basis so decisions around routes and vehicles were mostly down to operators



- Public transport services should provide journeys for visitors to the county as well as residents to support sustainable tourism
  - There is a need for adequate bus stops with space for people to queue, and, amongst other things, seating, lighting and information
  - There should be a shift to clean-fuelled public transport vehicles.
- 1.4 These comments will feed into development of both the BSIP and the LTP Implementation Plan. As set out above, the BSIP will be the subject of consultation in the New Year when we are also expecting a decision about future funding levels. Development of the BSIP will be guided by working groups, which all feed into an Enhanced Partnership Management Board consisting of bus operators, and county council officers and members, with ultimate sign-off by Cabinet. The LTP Implementation Plan will be developed during 2022 and will itself be subject to consultation prior to its transit through relevant committees leading to adoption. The public transport element of the plan will be driven by the BSIP, which is the appropriate place to include the detail of planned bus service improvements.

## **2. Proposal**

- 2.1 Members are asked to note the discussion of the Task and Finish Group and how this will feed into the development of the BSIP and LTP Implementation Plan.
- 2.2 Members are asked to consider the view of the Task and Finish Group (that there should be further meeting(s) and agree that these are not required.

## **3. Impact of the Proposal**

- 3.1 The proposal will lead to effective and efficient delivery of the Bus Service Improvement Plan and development of the Local Transport Plan Implementation Plan.

## **4. Evidence and Reasons for Decision**

- 4.1 The council has adopted its LTP4 strategy and is now developing an Implementation Plan setting out how it will achieve its ambitious strategy including a commitment to carbon neutrality. The county council is also developing a Bus Service Improvement Plan. This includes an ambitious programme of measures to meet the council's objectives and is the appropriate place to include detail of public transport improvements, informing the LTP Implementation Plan, which will come forward subsequently. The Task and Finish Group discussion will inform the development of the two documents.

- 4.2 Therefore, and given the following, it is considered that there is no need for further meetings of the LTP public transport Task and Finish Group:
- Select Committee agreed there should be only one meeting of the group
  - There will be consultation and a partnership board, including members, for the Bus Service Improvement Plan (BSIP)
  - The Local Transport Plan Implementation Plan will be driven by the BSIP.

## **5. Alternative Options**

- 5.1 Members could consider whether there is a need for further meetings of the Task and Finish Group, either to support development of the BSIP or the LTP Implementation Plan.

## **6. Financial Implications**

- 6.1 There are no financial implications arising from the recommendations of this report.

## **7. Resource Implications**

- 7.1 **Staff:** There are no staff implications arising from the recommendations of this report; the meeting of the group was met within existing resources.
- 7.2 **Property:** None
- 7.3 **IT:** None

## **8. Other Implications**

- 8.1 **Legal Implications:** None arising from this report. Legal implications will be taken into account in the development of the LTP4 Implementation Plan, and in the development and delivery of any schemes or projects arising from LTP4 Implementation Plan.
- 8.2 **Human Rights Implications:** None
- 8.3 **Equality Impact Assessment (EqIA):** There are no issues relating to this report. The Local Transport Plan strategy, adopted by Full Council, was subject to an EqIA to identify potential implications arising from the strategy. The LTP Implementation Plan will also be subject to an EqIA, whilst potential impacts arising from delivery of individual schemes will be considered as part of appraisal of the relevant scheme.

8.4 **Data Protection Impact Assessments (DPIA):** There are no issues relating to this report. The Local Transport Plan Implementation Plan will be the subject of a DPIA as part of its development.

8.5 **Health and Safety implications (where appropriate):** NA

8.6 **Sustainability implications (where appropriate):** NA

8.7 **Any Other Implications:** None arising from this report.

## **9. Risk Implications / Assessment**

9.1 None arising from this report. Legal implications will be taken into account in the development of the LTP4 Implementation Plan, and in the development and delivery of any schemes or projects arising from LTP4 Implementation Plan.

## **10. Action Required**

The Select Committee is asked to:

1. Note the discussion of the Task and Finish Group and how this will feed into the development of the Bus Service Improvement Plan and Local Transport Plan Implementation Plan.

## **11. Background Papers**

11.1 Bus Service Improvement Plan (link to be added)

11.2 Local Transport Plan (link to be added)

### **Officer Contact**

If you have any questions about matters contained within this paper, please get in touch with:

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# **Infrastructure and Development Select Committee**

**Item No:**

**Report Title: Norfolk's Bus Service Improvement Plan and Enhanced Partnership with Bus Operators**

**Date of Meeting: 19 January 2022**

**Responsible Cabinet Member: Cllr Wilby (Cabinet Member for Highways, Infrastructure & Transport)**

**Responsible Director: Tom McCabe, Executive Director of Community & Environmental Services**

## **Executive Summary**

In March 2021, the government announced a new National Bus Strategy called Bus Back Better (BBB). This sets out an ambitious vision to dramatically improve bus services in England outside London through greater local leadership and joint working between local transport authorities (LTAs) and bus operators to make local bus transport a practical and attractive alternative to the car for more people. With this bus strategy comes £3bn of new funding.

As part of this, and to receive any funding, it is expected that LTAs write a Bus Service Improvement Plan (BSIP) and form an Enhanced Partnership (EP) with their local bus operators by 31 March 2022.

Norfolk's BSIP was published in October 2021, with high level aims and objectives to improve public transport in Norfolk. It was not consulted on before publication due to the short timescales from the DfT, but it will be subject to a full consultation in February / March 2022. We asked DfT for £106m of funding to deliver the actions in the BSIP and the consultation will help to prioritise what we do should we not get all the funding requested.

The Enhanced Partnership (EP) is currently being formed with bus operators and to formalise this we need to have in place an EP Plan and Scheme. This paper sets out what that means, what initial commitments are being made by the County Council and bus operators to improve public transport, what the next steps are, and how we can increase our commitments once we know what funding we will receive.

## Action Required

The Select Committee is asked to:

1. **Note and consider the aims and aspirations in the Bus Service Improvement Plan.**
2. **Note the commitments in the initial Enhanced Partnership Scheme and agree that this Plan and Scheme should be formally adopted by the deadline of 31 March 2022.**
3. **Note that there will be a public consultation on the Bus Service Improvement Plan in early 2022, so that feedback can help to prioritise where funding is spent once it is received and the Enhanced Partnership Scheme can then be varied.**

### 1. Background and Purpose

- 1.1 In March 2021, the government announced a new National Bus Strategy called Bus Back Better (BBB). This sets out an ambitious vision to dramatically improve bus services in England outside London, through greater local leadership and joint working between local transport authorities (LTAs) and bus operators to make local bus transport a practical and attractive alternative to the car for more people. A fund of £3bn for local authorities was allocated to this strategy.
- 1.2 What the government wants to see is buses that are more frequent, more reliable, easier to understand and use, better coordinated and cheaper – more like those in London. They want the same focus on bus priority, integration, multi-modal ticketing and information as there is in London so that buses are both tools of inclusion and the transport of choice.
- 1.3 Without the option of franchising, which there is in London and other Mayoral Combined Authorities, one way in which we have greater influence in the de-regulated bus market is to form an Enhanced Partnership with local bus operators.
- 1.4 An Enhanced Partnership (EP) is a statutory arrangement under the 2017 Bus Services Act which defines what the County Council's and the bus operators' commitments are to improve public transport, for example the Council makes improvements to infrastructure or bus priority on a route and in turn, the bus operators commit to more frequent services or better buses on that route.
- 1.5 In June 2021 we committed to forming an Enhanced Partnership with operators as the government have made it clear that only Local Transport Authorities (LTAs) and operators who have done so will continue to receive any financial support for local bus services in the future.

- 1.6 The next deadline as part of this process was to publish a Bus Service Improvement Plan (BSIP) by 31 October 2021. This is a high-level visionary document that describes in outline how LTAs and bus operators will seek to achieve the overarching goal of the national bus strategy – to grow bus patronage. We did this with full support of the bus operators and it is published on our website at [www.norfolk.gov.uk/busstrategy](http://www.norfolk.gov.uk/busstrategy) We also submitted it to DfT with a funding ask of £106m to achieve our aspirations for public transport improvements in Norfolk. Our Bus Service Improvement Plan is attached at Appendix 4.
- 1.7 The Enhanced Partnership (EP) Plan is formed from the BSIP, both of which outline what we would do if we were to receive the requested funding to meet our 4 key objectives of:
- Rebuilding and increasing passenger confidence
  - Having a green and sustainable transport offer
  - Developing a public transport network that is the first-choice mode for most journeys
  - Having a simple and affordable ticketing and fares offer
- 1.8 Sitting underneath the Plan there is an EP Scheme, which is a detailed list of commitments from the Council and the bus operators. Because we do not yet know what funding we will receive from the government (and are unlikely to know until February or March 2022) this initial Scheme can only be minimal, with aspects that both the Council and bus operators can commit to within current funding levels and recognising the current much-reduced level of passenger numbers and therefore revenue due to the pandemic. However, once we know the level of funding, this Scheme can be varied to include more aspirational measures and commitments.
- 1.9 Once the EP Plan and Scheme are made (and they have to be by 1 April 2022 to receive any funding) it is legally binding on all parties and an Enhanced Partnership is then in place. The EP Plan and Scheme are attached at Appendix 1.
- 1.10 The EP will be managed by an EP Management Board made up of representatives from local bus operators and the Council. The role of this Board is to oversee the EP and to ensure that all parties are meeting their commitments. The Board will also discuss prioritisation of any funding received, taking into account feedback from public consultation and working groups, and will make recommendations for final approval by the Council. The Terms of Reference for this Board are attached at Appendix 3.
- 1.11 The EP Plan and Scheme are currently out to consultation, as per the required process, and we will be holding a much broader public consultation on the BSIP in February 2022 so that this can inform the prioritisation of deliverables for when we receive our funding package.

## **2. Proposal**

- 2.1 That we formally make the EP Plan and Scheme before the deadline of 31 March 2022.
- 2.2 That we undertake a full public consultation on the Bus Service Improvement Plan in early 2022, where further comments can be received to help us prioritise where funding is spent once it is received, so that the EP Scheme can then be varied.

## **3. Impact of the Proposal**

- 3.1 The proposal will put a formal framework in place to improve public transport in Norfolk, with legally binding commitments on both sides, and will allow the Council and bus operators to continue to receive transport-related funding.
- 3.2 Subject to the level of funding received it will enable us to deliver the aims and aspirations set out in the Bus Service Improvement Plan, to meet our 4 key objectives, and to develop the Local Transport Plan Implementation Plan which is aligned to this.
- 3.3 It also has the potential to give the Council a greater say and influence over local bus services in the future, enabling us to determine things like service levels, integration of timetables and ticketing, and to define what we would like bus operators to provide in return for investment in things like bus priority measures.
- 3.4 Ultimately it will provide a better deal for passengers and residents of Norfolk, encouraging modal shift, enabling people to get where they need to go using a sustainable form of transport, helping air quality and congestion and increasing access to jobs, education and essential services.
- 3.5 The public consultation will allow us to determine what is most important for people in terms of public transport and what barriers we need to address for more people to see it as a viable alternative to the car.

## **4. Evidence and Reasons for Decision**

- 4.1 If we do not commit to forming an Enhanced Partnership with bus operators by 31 March 2022 we will not be eligible to receive any further public transport related funding from the government. This in turn means that we will not be able to improve public transport in Norfolk and will not be able to meet our objectives in the Bus Service Improvement Plan.
- 4.2 It will also mean that any Covid-related recovery funding in the future is withdrawn, leading to withdrawal of bus services as they would no longer be

financially sustainable.

- 4.3 The Council has a good relationship with Norfolk's bus operators but the EP enables a more formal relationship with the establishment of the EP Management Board and puts legal commitments on both sides in place, which can only be good for public transport and both passengers and residents of Norfolk.

## **5. Alternative Options**

- 5.1 We could not form an Enhanced Partnership with bus operators, but this was discounted as it means a loss of funding for the Council and public transport, and no chance to receive any of the £3bn allocated for public transport improvements as part of the national bus strategy.
- 5.2 We could list many more commitments in the EP Scheme, but this was discounted because we do not know what funding we will receive for our intended public transport improvements, outlined in the BSIP, and so the commitments would be undeliverable. This would have a negative impact and not lead to any improvements, just withdrawal of services. Instead, we have made provisions within the Scheme for it to be varied once we know the funding to be received.

## **6. Financial Implications**

- 6.1 There are no other financial implications as the EP Plan and Scheme have been set out in such a way that the Council's commitments can be delivered within current resources and funding available.
- 6.2 There would be significant financial implications of not taking forward the EP Plan and Scheme as the Council would not be able to access any of the £3bn national budget to improve public transport in Norfolk, and our bus operators would no longer receive any Covid-19 recovery funding.

## **7. Resource Implications**

- 7.1 **Staff:** To enable LTAs to develop and deliver their BSIP and their EP, the government have allocated the Council £600,000 in capability and capacity funding. Therefore, there are no staff implications as the necessary resource can be funded from this and we have already recruited officers who are dedicated to this work.
- 7.2 **Property:** None
- 7.3 **IT:** None

## **8. Other Implications**



**8.1 Legal Implications:**

None for this report. We have followed the DfT's statutory guidance in drawing up the EP Plan and Scheme but, as they are legally binding, the relevant legal sign-off will be obtained before they are formally adopted at the end of March 2022.

**8.2 Human Rights Implications:**

None

**8.3 Equality Impact Assessment (EqIA):**

Supporting local bus services and improving public transport is key to supporting all residents, including those with protected characteristics. They are available to all and making them better and more accessible will benefit even more the most vulnerable and less able in our society. Any potential impacts arising from delivery of individual measures and schemes will be considered as part of appraisal of the relevant scheme and an EqIA completed.

**8.4 Data Protection Impact Assessments (DPIA):**

None

**8.5 Health and Safety implications:**

None

**8.6 Sustainability implications:**

Encouraging more sustainable transport options, such as increased public transport use, is a key goal for the County Council and forms part of our Local Transport Plan and is aligned to our Environmental Policy.

**8.7 Any Other Implications:**

None

**9. Risk Implications / Assessment**

- 9.1 To meet the required deadline of 31 March 2022, and therefore access to any DfT funding, we need this proposed EP Plan and Scheme to be uncontested by local bus operators and during the public consultation phase. This is the biggest risk and why the commitments have been set out as they are, and why the more comprehensive public consultation on the BSIP will be held afterwards, in February. However, the commitments can be easily amended post April 2022, when we know the funding allocation.

**10. Recommendations**

**The Select Committee is asked to:**

1. **Note and consider the aims and aspirations in the Bus Service Improvement Plan.**
2. **Note the commitments in the initial Enhanced Partnership Scheme and agree that this Plan and Scheme should be formally submitted adopted by the deadline of 31 March 2022.**
3. **Note that there will be a public consultation on the Bus Service Improvement Plan in early 2022, so that feedback can help to prioritise where funding is spent once it is received and the Enhanced Partnership Scheme can then be varied.**

## **11. Background Papers**

- 11.1 The proposed EP Plan and Scheme  
[Appendix 1 - EP Plan and Scheme](#)  
[Appendix 2 - Definitions, abbreviations and acronyms](#)  
[Appendix 3 - Terms of Reference for the EP Management Board](#)
- 11.2 Norfolk's Bus Service Improvement Plan  
[Appendix 4 - Bus Service Improvement Plan](#)

### **Officer Contact**

If you have any questions about matters contained within this paper, please get in touch with:

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**NATIONAL BUS STRATEGY  
TRANSPORT ACT 2000**

**NORFOLK ENHANCED PARTNERSHIP PLAN AND SCHEME**

***November 2021***

## **EP PLAN AND SCHEME - CONTENTS**

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#### **Section 2 – Geographical area**

#### **Section 3 – Temporal scope and longevity**

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#### **Section 6 – Bus service analysis**

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#### **Section 2 – Scope of the EP Scheme and Commencement Date**

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#### **Section 5 – Review and arrangements for revoking or varying the Scheme**

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#### **Appendix 2 - Definitions, abbreviations and acronyms**

#### **Appendix 3 - Terms of Reference for the EP Management Board**

## Section 1 – Introduction

In June 2021 Norfolk County Council (NCC) published its intent to form an Enhanced Partnership with its local bus operators. This Enhanced Partnership is intended to deliver the aspirations and objectives set out in Norfolk's Bus Service Improvement Plan (BSIP) which was published in October 2021.

The BSIP's overall aim is to increase the number of journeys made by public transport in Norfolk and to therefore help us achieve the commitments in our recently published environmental policy. Crucially, we want to create an environment where the bus plays its full role in our communities' journey to a Carbon Net Zero future - this will be achieved by getting more people on the bus and out of their cars, and by introducing a greener bus fleet.

The BSIP will also help to achieve NCC's key priorities set out in the Better Together for Norfolk strategy:

- A vibrant and sustainable economy
- Better opportunities for children and young people
- Healthy, fulfilling and independent lives
- Strong, engaged and inclusive communities
- A greener, more resilient future

### BSIP Objectives and Enhanced Partnership approach

The BSIP has four key objectives that will lead to increased passenger numbers:

- Rebuild and increase passenger confidence
- Have a green and sustainable transport offer
- Develop a public transport network that is the first-choice mode for most journeys
- Have a simple and affordable ticketing and fares offer

Each of our aims in the BSIP, which will be part of the EP, contribute to at least one of these objectives. This is outlined in the table below:

<b>BSIP Objectives</b>	<b>EP Approach</b>
<i>1. Rebuild and increase passenger confidence</i>	<i>a) Produce and deliver a major marketing campaign to attract people back onto buses, or on for the first time</i> <i>b) Develop a single identity for public transport in Norfolk - Travel Norfolk – with a dedicated website</i> <i>c) Agree and publicise a single, county-wide customer charter</i> <i>d) Improve road network management – including better information about disruption, better management of car parking and pro-active tree management</i>

	<ul style="list-style-type: none"> <li>e) <i>Deliver faster journey times and more reliable services by implementing bus priority measures such as bus lanes and traffic light priority</i></li> <li>f) <i>Agree consistent timetable change dates</i></li> <li>g) <i>Improve connectivity via interchange hubs for bus-bus, bus-rail and bus-other modes of transport</i></li> <li>h) <i>Improve facilities and information at all bus stops and interchanges</i></li> <li>i) <i>Increase the number of services with on-bus next stop announcements</i></li> </ul>
<i>2. Green and sustainable transport offer</i>	<ul style="list-style-type: none"> <li>a) <i>Encourage operators to invest in cleaner more modern buses</i></li> <li>b) <i>Deliver faster journey times and more reliable services by implementing bus priority measures such as bus lanes and traffic light priority</i></li> <li>c) <i>Use Zebra funding and operator investment to introduce zero emission buses and their infrastructure</i></li> <li>d) <i>Produce and deliver an imaginative marketing campaign to highlight environmental benefits of bus travel</i></li> <li>e) <i>Invest in 100 zero emission buses</i></li> </ul>
<i>3. Public transport network that is first choice mode for most journeys for existing and new customers</i>	<ul style="list-style-type: none"> <li>a) <i>Develop consistent network standards across urban and rural communities, e.g. regarding journey frequency</i></li> <li>b) <i>Introduce more services based on the new network standards, including DRT and socially necessary services</i></li> <li>c) <i>Implement an integrated journey planner</i></li> <li>d) <i>Deliver faster journey times and more reliable services by implementing bus priority measures such as bus lanes and traffic light priority</i></li> <li>e) <i>Improve connectivity via infrastructure that better integrates bus services with other bus services, rail services and other modes of transport</i></li> <li>f) <i>Improve facilities and information at all bus stops and interchanges, including real-time information</i></li> </ul>
<i>4. Simple and affordable ticketing and fares offer</i>	<ul style="list-style-type: none"> <li>a) <i>Develop and implement a county-wide fare offer for young people</i></li> <li>b) <i>Offer a short-term fares promotion to entice people back on the bus</i></li> </ul>

	<p>c) <i>Contactless payment systems available on all buses</i></p> <p>d) <i>Introduce a range of multi-operator tickets with fare capping</i></p> <p>e) <i>Investigate options to integrate multi operator tickets with other modes of transport, e.g. e-bike schemes</i></p> <p>f) <i>Produce and deliver an imaginative marketing campaign to promote ticketing and fares offers</i></p>
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Norfolk County Council has undertaken an assessment of the impacts of the EP Plan and Scheme made on {date tbc} 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.

***the CMA will be consulted once the first 28-day period of consultation with operators has completed and if there is agreement to proceed (i.e. the objection threshold has not been met)***

## Definitions

This Enhanced Partnership Plan and Scheme document contains a number of abbreviations and acronyms - a glossary of these can be found in Appendix 1.

## PART A - EP PLAN

THE NORFOLK COUNTY COUNCIL ENHANCED PARTNERSHIP PLAN FOR BUSES IS MADE IN ACCORDANCE WITH SECTION 138G(1) OF THE TRANSPORT ACT 2000 BY:

NORFOLK COUNTY COUNCIL

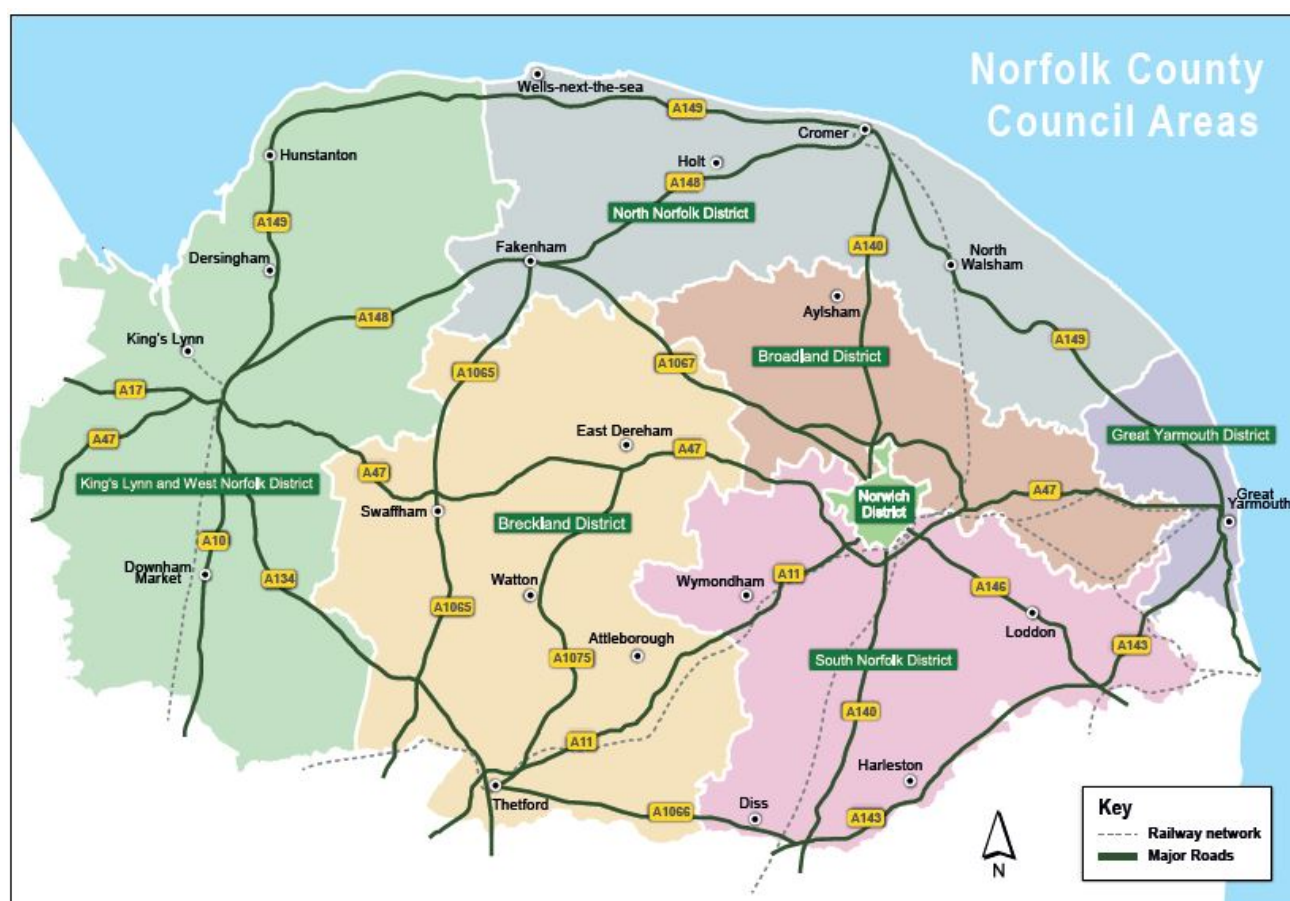
### Section 1 – Background, Scope and Context

Norfolk is a rural county in the east of England covering 2,074 square miles. It borders Lincolnshire to the north-west, Cambridgeshire to the west and south-west and Suffolk to the south. Its northern and eastern boundaries are the North Sea.

The total population of Norfolk is 915,000, and 34% live in the four built-up areas of Norwich, Great Yarmouth, King's Lynn and Thetford, with the remaining 66% living in smaller market towns and rural villages. The population is spread over the whole county - the only real area where there are no homes is Thetford forest.

### Section 2 – Geographical area

This Enhanced Partnership Plan covers the whole administrative county of Norfolk as shown in the map below:



### Section 3 – Temporal scope and longevity

This EP Plan will commence in April 2022 and will have no specific end date but will be reviewed alongside the BSIP which has an end date of April 2027.



## **Section 4 – Review and consultation**

The Plan will be reviewed every 6 months, to look at progress against targets, alongside the BSIP. We will measure how effective it is in achieving the objectives and growing passenger numbers by liaising at least quarterly with all bus operators and carrying out an annual passenger, resident and stakeholder survey that mirrors the initial one outlined below at section 5.

## **Section 5 – Passenger experience**

In September 2021 we commissioned a survey into the use of and satisfaction with bus services in Norfolk. The research showed that:

- 76% agree that the bus is easy and convenient to use
- 66% felt safe when using the bus
- 62% thought that bus travel was affordable
- 62% thought that the bus service was reliable
- The biggest reasons for not using the bus were:
  - (i) other modes are quicker than the bus,
  - (ii) buses don't go to the places that people are travelling,
  - (iii) buses aren't available the times people travel, and
  - (iv) journey times are not reliable

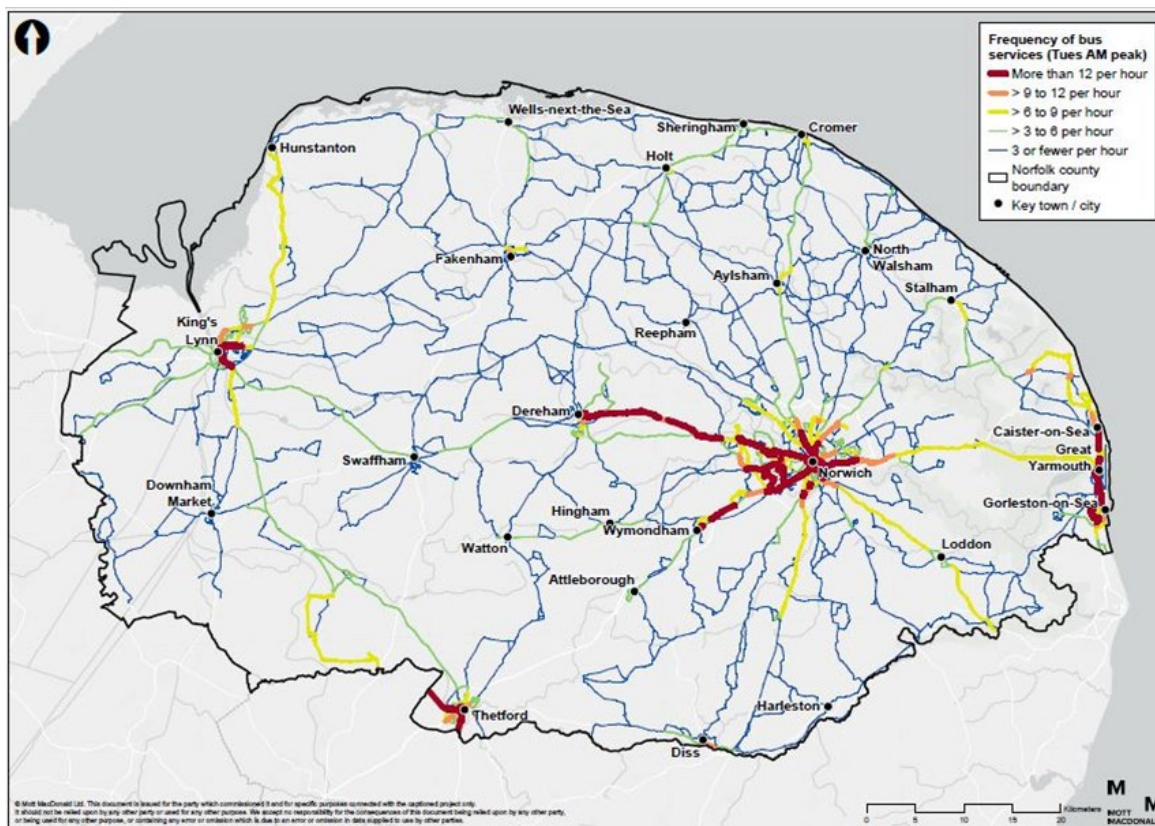
However,

- 34% said that they would use the bus more if they were more frequent
- 30% said they would if it was more reliable
- 27% said they wanted a direct bus service, and
- 27% said they would if there was a better range of good value tickets with a capped charge

## **Section 6 – Bus Service analysis**

In Norfolk 193 services are run by 15 operators totalling on average 75,200 kms per day. Some 89% of services are operated commercially (67,200 km) and 11% of services are subsidised (8,000 km). The frequency of these services varies, with the more concentrated frequencies being in and between the urban centres of Norwich, Great Yarmouth, and King's Lynn.

31% of daytime services operating Monday-Friday are hourly or better, but 14% of services operate only once a day. Service frequency on each corridor is shown below, as numbers of buses per hour in both directions:



The current bus service offer in Norfolk can therefore be summarised as follows:

- There is a good network of services but these vary considerably in terms of frequency, fares, availability of information and are not seen as a single transport system
- Services in Norwich and other urban areas are comprehensive and benefit from the highest levels of frequency
- There are good modern vehicles on high frequency routes, and these do attract passenger growth
- Rural services are available but are infrequent and often have to be booked in advance, which does not suit many people's lifestyle
- Fares vary across operators for similar length journeys, and can be seen as complicated for non-bus users
- Where infrastructure has recently been updated it is very good, but in rural areas in particular waiting facilities and information at stops could be better
- Our operators are very committed and have a strong ethos of partnership working with the County Council

## Section 7 – Factors affecting the bus market

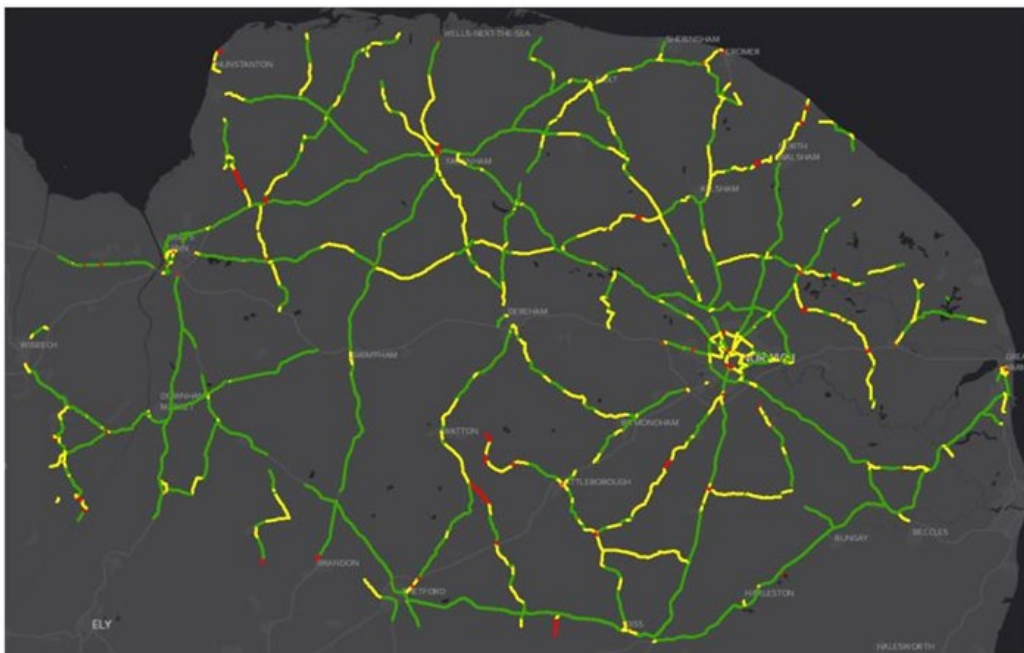
The following factors could well have an impact on the local bus market during the initial 5-year plan period:

- Changes to travel patterns, motivations and expectations following Covid and its subsequent socio-economic impacts, noting that these will be different among different user segments
- Commercial viability and sustainability of the network
- Bus driver recruitment, training and retention

- Highway network capacity, use and congestion
- Local authority resourcing pressures
- Environmental impacts and issues, such as severe weather, climate change and air quality

## Section 8 – Impacts of congestion

Network congestion is regularly measured by analysing millions of data points extracted from vehicle telematics data to determine levels of congestion at different time periods through the day compared to free-flowing conditions. This clearly has an impact on bus journey times and punctuality and reliability of services. The following map shows typical congestion levels Monday to Friday 7am to 9am across Norfolk:



Red lines indicate sections where congestion was above 40%, i.e. average traffic speeds were 40% or lower than free flow speeds for that section. Yellow lines show a level of congestion but less severe. This data is for general traffic and can be compared with bus performance data provided to us by operators in order to identify key areas where network improvements would deliver the most benefits to bus journey times and reliability.

## Section 9 - Outcomes

The success of this Plan and our BSIP will be measured by the following outcomes:

- **Grow annual bus patronage in Norfolk:** return to 2019/20 patronage levels by March 2023, then grow bus patronage by 1% per annum between 2023 and 2027
- **Grow bus patronage amongst young people in Norfolk:** grow bus patronage by 5% per annum for people under 25 years of age between 2023 and 2027.
- **Improve bus passenger satisfaction:** grow bus passenger satisfaction with bus services in Norfolk to 95% by 2027
- **Increase bus passenger satisfaction with fares:** grow bus passenger satisfaction with the value for money offered for bus services in Norfolk to 80% by 2027

- **More buses with next stop announcements and displays:** increase the number of buses that offer next stop announcements (visible and audible) to 70% by 2025
- **More reliable bus services:** increase the reliability of bus services to 99.5% of all timetabled services starting their journeys, by 2027
- **More punctual bus services:** increase the punctuality of bus services starting their journeys on time to 95%, by 2027
- **Greener buses:** increase the proportion of buses operating registered bus services in Norfolk that are Euro VI or zero emission to 50% by 2027
- **Increase the bus mode share from cars:** in corridors where bus priority and bus vehicle investment is made during the lifetime of this BSIP, ensure that the number of bus passengers increases and the number of people travelling by car either reduces or remains the same
- **Reduce journey times for buses:** on specified corridors where bus priority and bus vehicle investment is made during the lifetime of this BSIP, ensure that average journey times for buses between specified points are decreased compared to before the measures were implemented.
- **Increase the number of accessible bus stops:** increase the number of bus stops that are suitable for people using wheelchairs and people with other mobility issues to 95% by 2027
- **Increase rural accessibility:** using Norfolk's index of rural accessibility<sup>1</sup>, improve the measure to 85% by 2027

## Section 10 – Interventions & Policies

The partnership believes the following key interventions and policies are required to deliver these outcomes:

- A clear single identity for public transport services in Norfolk which shows the services operating as a single system, with good and easy-to-access information, but without losing the individual bespoke characteristics of each local operator
- Seamless integrated local ticketing, with easy-to-understand fares that are good value for money
- An improved network of services, that are more frequent, more reliable and integrate with each other and with other modes
- Robust policies on car parking and planning, that put bus travel at the forefront and make bus journeys easier and more attractive
- Improved management of the road network and policies that minimise disruption on the highway

## Section 11 – Governance arrangements

The Plan will be managed by an EP Management Board that will compromise an equal representation from NCC (senior officers and elected Members) and bus operators (representing small, medium and large companies). It will meet at least quarterly and will:

<sup>1</sup> We have defined a target level of service for each parish based on its population size, e.g. a parish with 1000-2000 people should be able to expect a journey to health services, a shopping service 5 days a week, a commuter journey at peak times and a Saturday service

- discuss and agree the facilities and measures from the BSIP which should be prioritised for funding and presented to NCC for formal sign-off
- agree how the EP Plan and Scheme(s) should be varied to account for any new facilities and measures that are introduced
- be responsible for setting KPIs and measuring the progress of the delivery of the objectives and targets in the BSIP and EP Plan and Scheme(s)
- monitor and manage the EP and adherence to it by the relevant parties, agreeing any necessary action to be taken
- discuss any key issues that arise that affect public transport services and put forward possible mitigating solutions.

It will be supported by topic or area-specific working groups, pulling in other key stakeholders such as district councils and businesses as required.

The Terms of Reference for the EP Management Board is at Appendix 2.

## **Section 12 – EP Plan and relationship to Schemes**

The objectives of this EP Plan are to:

- Rebuild and increase passenger confidence
- Have a green and sustainable transport offer
- Develop a public transport network that is the first-choice mode for most journeys
- Have a simple and affordable ticketing and fares offer

The first EP Scheme will help to deliver these objectives by:

<b>BSIP Objectives</b>	<b>EP Approach</b>
<i>1. Rebuild and increase passenger confidence</i>	<i>a) Produce and deliver a major marketing campaign to attract people back onto buses, or on for the first time</i> <i>b) Develop a single identity for public transport in Norfolk - Travel Norfolk – with a dedicated website</i> <i>c) Agree and publicise a single, county-wide customer charter</i> <i>d) Improve road network management – including better information about disruption, better management of car parking and pro-active tree management</i> <i>e) Undertake bus priority studies on at least 6 corridors (2 Norwich, 2 King's Lynn, 2 Great Yarmouth) and at least 4 hotspots, to identify where bus priority could be delivered and how</i> <i>f) Implement traffic light priority</i> <i>g) Agree consistent timetable change dates</i>

<p><i>2. Green and sustainable transport offer</i></p>	<ul style="list-style-type: none"> <li><i>a) Encourage operators to invest in cleaner more modern buses</i></li> <li><i>b) Undertake bus priority studies on at least 6 corridors (2 Norwich, 2 King's Lynn, 2 Great Yarmouth) and at least 4 hotspots, to identify where bus priority could be delivered and how</i></li> <li><i>c) Use Zebra funding (if awarded) to introduce zero emission buses and their infrastructure</i></li> <li><i>d) Produce and deliver an imaginative marketing campaign to highlight environmental benefits of bus travel</i></li> </ul>
<p><i>3. Public transport network that is first choice mode for most journeys for existing and new customers</i></p>	<ul style="list-style-type: none"> <li><i>a) Conduct a county-wide network review of current services as a first step to delivering a consistent standard of bus service across urban and rural communities</i></li> <li><i>b) Investigate options for an integrated journey planner</i></li> <li><i>c) Undertake bus priority studies on at least 6 corridors (2 Norwich, 2 King's Lynn, 2 Great Yarmouth) and at least 4 hotspots, to identify where bus priority could be delivered and how</i></li> <li><i>d) Implement traffic light priority</i></li> <li><i>e) Align policies for planning and new developments with the need to provide good public transport links</i></li> </ul>
<p><i>4. Simple and affordable ticketing and fares offer</i></p>	<ul style="list-style-type: none"> <li><i>a) Standardise the ages for free travel for children and young person fares across the county</i></li> <li><i>b) Offer a short-term fares promotion to entice people back on the bus</i></li> <li><i>c) Contactless payment systems available on 95% of services</i></li> <li><i>d) Instigate discussions about multi-operator tickets</i></li> <li><i>e) Investigate options to integrate bus tickets with other modes of transport, e.g. e-bike schemes</i></li> <li><i>f) Produce and deliver an imaginative marketing campaign to promote ticketing and fares offers</i></li> </ul>

The measures and facilities to deliver these are set out in the Scheme below. The expectation is that the Scheme will be varied or new Schemes will be added as network reviews are completed and funding is awarded.

Discussions have taken place with neighbouring authorities and cross-boundary services have and will be fully considered.

A county-wide customer charter would replace the existing voluntary Norwich Bus Passenger Charter. Likewise, any other voluntary and non-statutory arrangements otherwise duplicated by the implementation of any measures and facilities contained herein will be replaced by them.

## **PART B – EP SCHEME**

### **THE NORFOLK COUNTY COUNCIL ENHANCED PARTNERSHIP SCHEME FOR BUSES IS MADE IN ACCORDANCE WITH SECTION 138G(1) OF THE TRANSPORT ACT 2000 BY:**

#### **NORFOLK COUNTY COUNCIL**

##### **Section 1 – EP Scheme Content**

This document fulfils the statutory requirements for an EP Scheme. In accordance with statutory requirements in section 138 of the Transport Act 2000, the EP Scheme document sets out:

##### **Section 2 – Scope of the EP Scheme and Commencement Date**

##### **Section 3 – Obligations on the Local Authorities**

##### **Section 4 – Obligations on Bus Operators**

##### **Section 5 – Variation Mechanism**

##### **Section 6 – Governance Arrangements**

The EP Scheme can only be put in place if an associated EP Plan has been made. Therefore, this document should be considered alongside the associated EP Plan.

The EP Scheme has been jointly developed by Norfolk County Council, which is the local transport authority and the local highway authority, and those bus operators that provide local bus services in the EP Scheme area. It sets out obligations and requirements on both the Local Authority and operators of local services in order to achieve the intended improvements, with the aim of delivering the objectives of the associated EP Plan.

Lower tier authorities' contributions to the Scheme are to be fulfilled via existing service agreements between themselves and Norfolk County Council.

##### **Section 2 – Scope of the EP Scheme and Commencement Date**

###### **Description of Geographical Coverage**

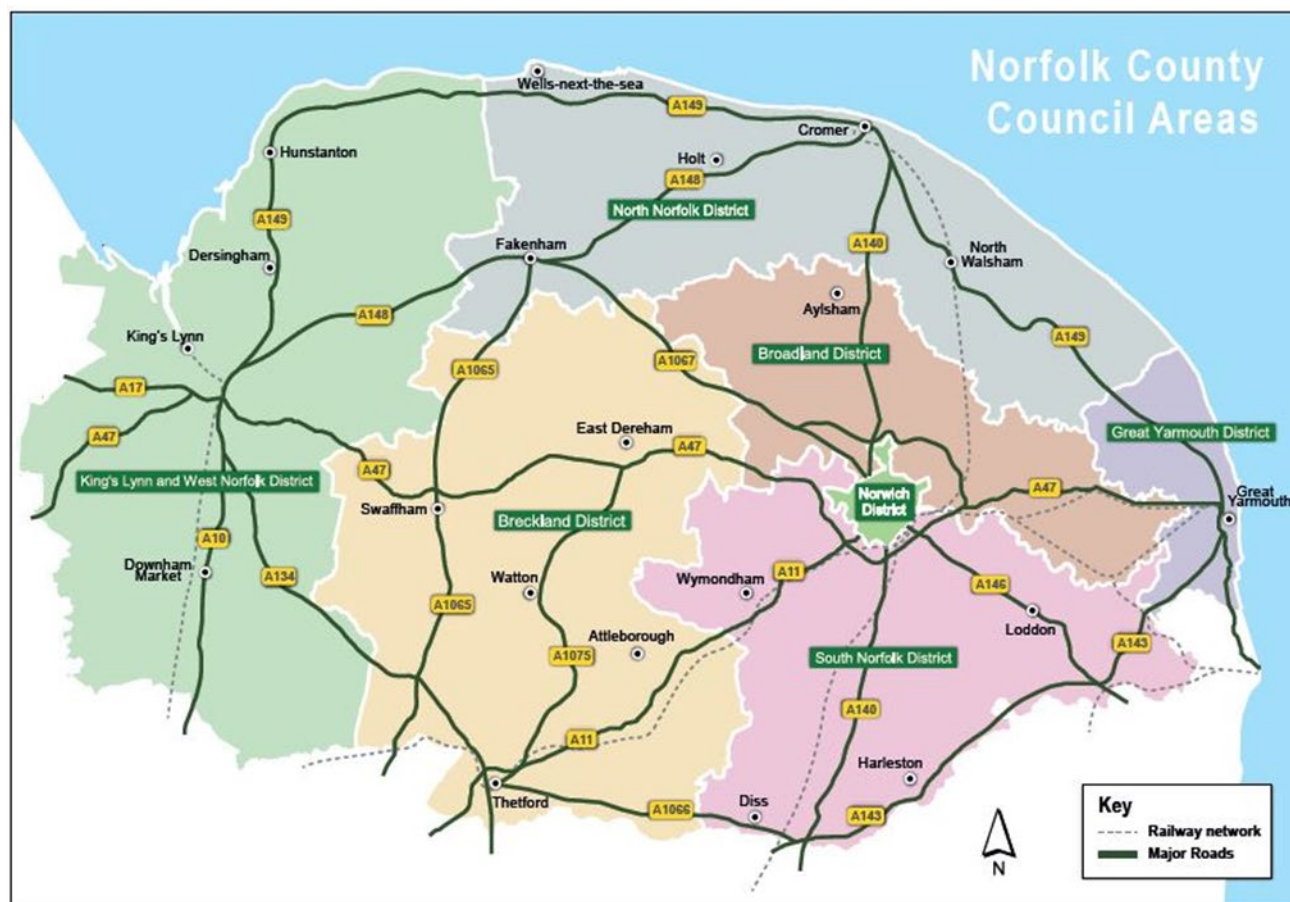
The EP Scheme will support the improvement of all local bus services operating in the whole administrative county of Norfolk, even if their start and/or end point is within another local authority area. The county of Norfolk covers the following lower tier authorities:

- King's Lynn and West Norfolk Borough Council
- Breckland District Council
- North Norfolk District Council
- Broadland District Council
- Norwich City Council
- South Norfolk District Council
- Great Yarmouth Borough Council



## Map of EP Plan and EP Scheme Area

The EP Plan and Scheme occupy the same county-wide area, as indicated in the map below:



## Commencement Date

The EP Plan and Scheme are made on {date tbc}.

The EP Plan will have no end date but will be reviewed annually from the commencement date of 1 April 2022.

The EP Scheme will have no specific end date but will be reviewed by Norfolk County Council at least annually as set out in section 5.

## Exempted Services

The following services are exempt from the requirements of the EP Scheme:

- Long distance coach services
- A service which is registered as a local service under section 6 of the Transport Act 1985 but which would otherwise be an excursion or tour within the meaning in section 137(1) of that Act, e.g. a hop-on, hop-off tour
- Services that are registered as school-only services
- Any services operated under section 22 of the 1985 Act

### Section 3 – Obligations on the Local Authority

The Scheme places the following obligations on Norfolk County Council:

Topic	Action	Who responsible	Delivery date
<b>Facilities</b>			
Traffic light priority	Introduce and maintain traffic light priority on key public transport corridors and develop a policy for its future deployment	Norfolk County Council	Norwich by March 2023, other areas by March 2026
Improve infrastructure	Spend at least £140k on new bus stops or to improve bus stops, in 2022/23, and review annually	Norfolk County Council	March 2023, and then on-going
<b>Measures</b>			
Improve road network management	Fund a dedicated post in the transport team to deal with disruption information and act as a central point between highways and bus operators	Norfolk County Council	On-going
Provide services	Spend at least £3m on socially necessary services in the financial year 2022/23, and review annually	Norfolk County Council	March 2023, and then on-going
Customer charter	Coordinate and implement a county-wide Customer Charter	Norfolk County Council	June 2022
Major marketing campaign	Commission and undertake a major marketing campaign to get people back on the bus	Norfolk County Council	June 2022
Single system	Develop a single identity for all Norfolk's services – Travel Norfolk – and investigate the creation of a dedicated website and an integrated journey planner	Norfolk County Council	March 2023
Fares promotion	Market and reimburse operators for a short-term discounted fares promotion for one week in May or October half-term 2022, to get people back on the bus	Norfolk County Council	October 2022
Improve road network management	Apply for powers to enforce moving traffic offences	Norfolk County Council	March 2023
Review of current services and network	Conduct a county-wide network review of current services as a first step to delivering a consistent standard of bus service across urban and rural communities	Norfolk County Council	June 2022

Bus priority	Undertake bus priority studies on at least 6 corridors (2 Norwich, 2 King's Lynn, 2 Gt Yarmouth) and at least 4 hotspots, to identify where bus priority could be delivered and how	Norfolk County Council	June 2022
Improve road network management	Investigate innovative technology to assist with proactive network management e.g. sensors on buses to detect low-hanging trees	Norfolk County Council	March 2023
Planning policies	Ensure bus operators are engaged at an early stage, and throughout, with any discussions regarding significant planned growth to maximise opportunities for new and enhanced service provision	Norfolk County Council	On-going
Car parking enforcement	Prioritise enforcement that affects bus service reliability and undertake targeted enforcement following bus operator suggestions of key issues and locations	Norfolk County Council	On-going
Service provision	Integrate school movements with local bus services as much as possible (and affordable) to increase the sustainability of the service	Norfolk County Council	On-going
Ticketing	Broker negotiations regarding a Norfolk-wide multi-operator ticket and reimbursement mechanism	Norfolk County Council	March 2023
Ticketing	Investigate options for linking smart-enabled bus tickets with other modes of transport like bike share schemes	Norfolk County Council	March 2023

## Section 4 – Obligations on Bus Operators

The Scheme places the following obligations on operators:

Topic	Action	Who responsible	Delivery date
<b>Facilities</b>			
Customer information	Provide road-side publicity and information about services, as per the NCC-operator information agreement	Operators	On-going
<b>Measures</b>			
Traffic light priority	Assist NCC with linking ETM technology with the traffic light	Operators	March 2026

	priority system and ensuring it works		
Customer confidence	Agree and commit to common timetable change dates for significant changes in similar localities (e.g. the start of a school or college term in Norwich or King's Lynn)	Operators	May 2022
Customer Charter	Co-create, adhere to and publicise a county-wide Customer Charter	Operators	May 2022, and on-going
Major marketing campaign	Contribute to the development of the campaign	Operators	June 2022
Single system	Include the new identity - Travel Norfolk - on vehicles and publicity, with a link to the new website on their own web pages	Operators	March 2023, and on-going
Fares promotion	Accept discounted fares for all journeys made during the week-long promotion and assist with marketing and promotion	Operators	October 2022
Fares for young people	Agree a common age for children's free travel and agree the age limit and discount for a young person's fare	Operators	May 2022
Review of current services and network	Assist NCC with the county-wide network review of current services as a first step to delivering a consistent standard of bus service across urban and rural communities	Operators	June 2022
Bus priority	Assist NCC with the bus priority studies, to identify where bus priority could be delivered and how, and make suggestions	Operators	June 2022
Changes to timetables and services	Discuss any proposed changes to timetables, services and service frequencies with NCC in advance of making those changes or advertising to the public	Operators	On-going
Bus layover points	Identify points where longer layover/recovery time is required so that TROs can be changed	Operators	On-going
Ticketing	Accept PlusBus tickets for journeys from train stations	Operators	On-going
Ticketing	Take part in negotiations regarding a Norfolk-wide multi-operator ticket and reimbursement mechanism	Operators	March 2023

Ticketing	Assist with investigating options for linking smart-enabled bus tickets with other modes of transport like bike share schemes	Operators	March 2023
Planning policies	Input into discussions regarding significant planned growth to maximise opportunities for new and enhanced service provision	Operators	On-going
Car parking enforcement	Highlight to NCC locations where indiscriminate car parking is an issue so that they can prioritise enforcement in those areas	Operators	On-going

## Section 5 – Review and arrangements for revoking or varying the Scheme

Once the EP Scheme is made it will be reviewed by 30 September 2022 at the latest and then annually thereafter.

The review will be conducted via discussion amongst members of the EP Management Board (see section 6) and will include looking at data on progress towards targets. Any resulting variations will be subject to a bespoke agreement process, outlined below:

On receipt of a request for a variation of this EP Scheme, Norfolk County Council will reconvene the EP Management Board, giving at least 28 days' notice for the meeting, to consider the proposed variation. If the proposed variation is agreed by all / a simple majority of bus operators and Norfolk County Council representatives present, Norfolk County Council will make the EP Scheme variation within seven working days and publish the revised EP Scheme on its website. Operators not expressing a view at the meeting will be deemed to be abstaining from the decision.

In some instances it may be more appropriate to make a new Scheme, for example if the measure or facility covers a different geographical area, in which case the Plan will be varied and the Scheme added via the formal operator-objection and public consultation mechanism.

This Scheme cannot be revoked unless the EP Plan is revoked, as it is the only Scheme attached to the Plan.

## Section 6 – Governance arrangements

The Scheme will be managed by an EP Management Board that will comprise an equal representation from NCC (senior officers and elected Members) and bus operators (representing small, medium and large companies). It will meet at least quarterly and will:

- discuss and agree the facilities and measures from the BSIP which should be prioritised for funding and presented to NCC for formal sign-off
- agree how the EP Plan and Scheme(s) should be varied to account for any new facilities and measures that are introduced
- be responsible for setting KPIs and measuring the progress of the delivery of the objectives and targets in the BSIP and EP Plan and Scheme(s)

- monitor and manage the EP and adherence to it by the relevant parties, agreeing any necessary action to be taken
- discuss any key issues that arise that affect public transport services and put forward possible mitigating solutions.

The Board will be supported by topic or area-specific working groups, pulling in other key stakeholders such as district councils and businesses as required.

The Terms of Reference for the EP Management Board is at Appendix 2.

## Glossary of abbreviations and acronyms

BBB	Bus Back Better National Bus Strategy
BSIP	Bus Service Improvement Plan An ambitious plan drafted by local authorities (NCC) that sets out a series of objectives and actions to improve bus services in their area
DRT	Demand Responsive Transport An innovative approach to public transport that's more flexible than a scheduled fixed route service
EP	Enhanced Partnership A partnership between local authorities and bus operators to work together to improve bus services. Norfolk's EP covers the administrative area bound by Norfolk's county boundaries
EPP	Enhanced Partnership Plan Framework through which EP schemes can mandate improvements to bus services
EPS	Enhanced Partnership Scheme A series of commitments made by the EP, mandating them to improve bus services through facilities and measures
NBS	National Bus Strategy This government strategy was published in March 2021. It sets out the vision and opportunity to deliver better bus services for passengers across England, through ambitious and far-reaching reform of how services are planned and delivered.
NCC	Norfolk County Council First tier local government covering the electoral and geographical extent of Norfolk
ZEBRA	Zero Emission Bus Regional Areas A central government funded scheme to help introduce zero emission buses in regional areas of England. Zero emission refers to tailpipe emissions only

## Glossary of terms

1985 Act	Transport Act 1985
2000 Act	Transport Act 2000
2017 Act	Bus Services Act 2017

Bus Operators (or Operators)	All operators of any size running Qualifying Bus Services taken collectively
County Council	Norfolk County Council
Enhanced Partnership	The Enhanced Partnership covering the geographic extent of the administrative boundary of the county of Norfolk
EP Management Board (or Board)	The committee of selected Norfolk Bus Operator representatives, County Council representatives and independent Chair responsible for drafting and/or considering recommendations to put forward to NCC so they can be enacted.
Facilities	Those facilities referred to in Part B, and its sections which shall be deemed such for the purposes of s.138D(1) of the 2000 Act.
Measures	Those measures referred to in Part B, sections 8 and/or 9 which shall be deemed as such for the purposes of s.138D(2) of the 2000 Act.
Non-qualifying Bus Service	Services excluded from classification as Qualifying Bus Services.
Qualifying Bus Service	A registered local bus service with one or more stopping place within the geographical area of the Enhanced Partnership, with the exception of the exempted services outlined in the Scheme
Requirements	Those requirements placed upon Bus Operators identified as such within Part B, sections 8 and/or 9 which shall be deemed as such for the purposes of s.138C 2017 Act.



### **Norfolk's Enhanced Partnership Management Board Terms of Reference**

**November 2021**

#### **1. Enhanced Partnership and its management**

- a. The Enhanced Partnership ("EP") is the vehicle through which a Bus Service Improvement Plan ("BSIP") is delivered. The EP contains two key elements, the Plan ("EP Plan") and one or more Schemes ("EP Scheme"). It is governed by a management body known as the EP Board ("Board").

#### **2. Purpose and function**

- a. The Board's primary function is to advise and agree on, and manage, the delivery of the EP Plan and Scheme(s). The Terms of Reference contained herein outline governance and voting structures to assist with the efficient running of the Board and the effective management of the EP.
- b. The Board will:
  - discuss and agree the facilities and measures from the BSIP which should be prioritised for funding and presented to NCC for formal sign-off
  - agree how the EP Plan and Scheme(s) should be varied to account for any new facilities and measures that are introduced
  - be responsible for setting KPIs and measuring the progress of the delivery of the objectives and targets in the BSIP and EP Plan and Scheme(s)
  - monitor and manage the EP and adherence to it by the relevant parties, agreeing any necessary action to be taken
  - discuss any key issues that arise that affect public transport services and put forward possible mitigating solutions.
- c. The Board will not work entirely in isolation but will be supported by:
  - Topic or area specific working groups, which will include a range of representatives such as district council officers and elected members
  - An all-operator working group,
  - Passenger representative groups
  - Other key stakeholder groups as required.

### **3. Board Membership**

- a. The Board will have equal voting representation from NCC and from bus operators who run registered services within the local authority area. The chair will be independent of this.
- b. Pursuant to establishing the Board, the Confederation of Passenger Transport (“CPT”) will facilitate a meeting between operators, who will then agree the membership of the operator portion of the Board.
- c. Should one or more Operators opt to rescind their role as Board Members, the CPT will be asked to facilitate another meeting between operators to select any replacement representatives as required.
- d. The NCC representatives will be appointed internally and will include senior officers with responsibility for highways and public transport functions. Two of the representatives will be County Councillors:
  - i. the Cabinet member for Highways, Infrastructure and Transport, and
  - ii. the Member Champion for Sustainable Transport
- e. Changes to Board membership will need to be notified to the Board at least 2 weeks before the date that the next meeting will be held.

### **4. Meeting arrangements**

- a. Board meeting business can only take place if the meeting is quorate.
- b. To be quorate, the following Board member attendance is required:
  - i. 3 Operator members, one each representing small, medium and large operators
  - ii. 2 NCC members
  - iii. 1 Councillor member
  - iv. 1 Independent Chair
- c. The EP Board will be scheduled to meet no less frequently than 4 times per year. In the early stages of the EP they are likely to be monthly
- d. Meeting dates will be set and notified to members at least a month in advance
- e. There will be provision for additional meetings as required to make decisions which cannot be deferred to a scheduled meeting, provided that a quorum can be achieved, with not less than two weeks’ notice being given
- f. Meetings will be arranged and serviced by NCC. They will be held in person when possible at County Hall or online via MS Teams

- g. Meeting length will vary according to agenda content but will ordinarily be up to 2 hours in length
- h. Agendas and meeting papers will be circulated to all Board members no less than one week in advance of each meeting date
- i. Draft minutes will be circulated no more than two weeks after each meeting. Copies will also be distributed to all other Operators.

## 5. Meeting Attendance and Board Member Conduct

- a. Each Board member is expected to act with due propriety. That means acting in the broader public interest and in the spirit of improving bus services, not narrowly furthering their own interests or those of their individual company or constituents. As such, they should canvass the opinion of the groups they represent before Board meetings (e.g. other operators), where reasonable.
- b. Board members will be responsible for ensuring attendance at all EP Board meetings they are invited to, and ensure they have:
  - i. fully reviewed and understood all meeting papers in advance of attendance
  - ii. the required mandate from whom they represent (e.g. other operators).
- c. If a Board member can't attend a particular meeting they can be substituted by another person of a similar level / role from the same organisation, apart from the representative for small operators, in which case someone from another small operator should be the substitute.
- d. Non-Board members, e.g. Members or Officers from lower tier authorities, will be able to attend the Board meetings as observers if invited to do so, but do not have the right to vote (see Decision Making). They may only offer input when invited to by the Chair.

## 6. Decision-making and voting mechanism

- a. Whilst the Board's role is advisory, the advice it issues is expected to represent a single, majority view of its members. Therefore there may be occasions where a majority view has to be sought via voting.
- b. The Board's membership and voting power is broken down as follows:

Member type	Votes
Independent chair (Transport Focus)	
Large Operators (First Bus)	3

Medium Operators (KonectBus, Lynx and Sanders)	3
Small Operators (all other operators, represented by WNCT Ltd)	1
Norfolk County Council (senior) officers	5
Norfolk County Council elected members	2

Operator size and voting rights are defined by the proportion of mileage operated on registered local bus services within Norfolk as follows:

over 40%	3 votes	First Bus
20-40%	2 votes	-
5-20%	1 vote each	KonectBus, Lynx and Sanders
< 5%	1 vote between them	All other operators

- c. Representatives not exercising their vote will be deemed to be abstaining and will not have their view counted
- d. In the event that votes are tied, the casting vote will be made by a simple majority of the operator representatives
- e. The County Council may, in exceptional circumstances, exercise a veto over EP Board decisions which it may reasonably believe or suspect as having anti-competitive implications or being otherwise significantly against the public interest
- f. However NCC cannot overturn anything agreed at the Board that represents an operator commitment

## 7. Working Groups

- a. The work of the Board will be assisted by relevant working groups. They will be formed based on the facility or measure that is being implemented or delivered, by topic or area
- b. Their purpose will be to add expertise and allow for wider stakeholder input and buy-in, for example such a working group could involve the police, local businesses or council representatives at district, borough or city level
- c. The deliberations of working groups will be fed into Board papers and meetings
- d. Working group representatives will also be invited to attend Board meetings where relevant to provide input and gain direction from the Board

# Norfolk County Council

## Bus Service Improvement Plan



October 2021



**Norfolk**  
County Council

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- 

## **6.0 Overview Table 76**







# Executive Summary

Norfolk benefits from a bus network that has developed thanks to close, regular and overwhelmingly positive collaboration between the County Council, bus operators and our communities. Our bus network is far from perfect, but it does cater for many rural and urban bus journeys and is delivered mostly on a commercial basis by our bus operator community.

**The spirit of partnership we have in Norfolk means that we are agile and ready to respond to new initiatives and funding opportunities for buses as they arise. This is evidenced by our successful bid to the Transforming Cities Fund in Norwich and our current work on demand responsive transport and real-time information, amongst others, that draw down external funding. We hope to soon be adding ZEBRA funding to our portfolio of exciting bus initiatives. We will also investigate options to integrate multi-operator bus tickets with opportunities to use car hire and car clubs, bike hire schemes, e-bike schemes and e-scooter schemes to bring a Mobility as a Service (MaaS) concept to Norfolk.**





COVID-19 has had a massive impact on bus use and the continued support of Government to maintain service levels has been a vital lifeline for our communities, as well as our operators. We are seeing signs of lasting recovery now which will restore our network to something akin to its pre-pandemic state during 2022. We anticipate that pre-COVID levels of demand could return no later than 2023.

But there is much more that buses can offer our communities as we recover from COVID.

Whilst our bus network is strong in many areas there are still communities and pockets that have inadequate or no bus services, and services in the evenings, early morning and at weekends, particularly Sunday, are rare in most areas. Furthermore, our communities feel they should have a greater voice to influence the operation of their bus services.

We have a competitive and imaginative range of bus fares and tickets in Norfolk, but we want to take further initiatives to encourage people back onto the bus, both as one-off promotions and through lasting concessionary fares for people under 25 years of age, and by enabling people to use multiple operators and modes for one journey.

We want to remove buses from congestion where it arises in our urban areas in Norfolk, and at isolated pinch points in rural areas. And

we want to manage our road network more effectively so that buses can avoid operational problems such as low-hanging trees and indiscriminate parking.

We want bus passengers to have the best information available to them through a variety of media, in a way that presents the bus network as one entity rather than several separate operator networks. And we want them to have better bus stops, bus stations and interchange points as they travel around the county.

Finally and most crucially, we want to create an environment where the bus plays its full role in our communities' journey to a Carbon Net Zero future. This will be achieved by getting more people on the bus and out of their cars, and by introducing a greener bus fleet.

This plan of action is fully endorsed by all bus operators in Norfolk, as evidenced by the statements of support overleaf. We are seeking £107m from DfT over five years starting April 2022 (including £64m in the first three years), which will be matched by at least £65m of Council and bus operator spending over the same five year period. Funding will be spent in effective and imaginative ways that will deliver the objectives and outcomes of this BSIP, ensuring we have an exemplar Enhanced Partnership in Norfolk that other places can learn from. We can't wait to get started.



# Norfolk County Council

Norfolk County Council is pleased to support the National Bus Strategy and the work that this will deliver to improve services for bus passengers in Norfolk. We see public transport as a vital service in our rural county, not only for people to get to services but to keep our market towns and urban centres vibrant and accessible, and we understand the important role that public transport plays to alleviate social isolation and help towards peoples' wellbeing.

We welcome the formation of the Enhanced Partnership so that we can work closely with bus operators in Norfolk, bringing improvements to all residents of Norfolk and as a way to assist with the County's roadmap to net zero.

Cllr Andrew Proctor  
Leader of the Council

Cllr Martin Wilby  
Cabinet Member for Highways,  
Infrastructure and Transport

As local bus operators in Norfolk we thoroughly support the measures and schemes that are proposed in this Bus Service Improvement Plan. We want to see passenger numbers grow so that we can continue to invest and improve services in Norfolk and commit to undertaking all that we can to make these aspirations a reality.

It is encouraging to see the support of Members and Officers at Norfolk County Council and believe that together we can further improve outcomes for Norfolk residents.

Steve Wickers  
Managing Director

Charles Sanders  
Managing Director

Managing Director

Jeremy Cooper  
Managing Director

Rob Crawford  
Director



Peter Brown  
Managing Director



**lynx**

*[Signature]*

**OURHIRE**

*[Signature]*

Jerry Cushing  
Managing Director

**Felme Executive Travel**

*S. D. Reay*

**Stagecoach**

*[Signature]*

Managing Director

**Border  
bus**

*A. Pursey*

Managing Director



# 1.0 Introduction

The county of Norfolk has a bus network built on a strong spirit of collaboration between the County Council, our bus operator partners and our public sector funding agencies - including, crucially, the valuable support we get from the Department for Transport (DfT).

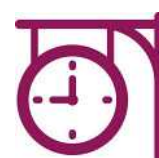
## 1.1 Our approach to delivering bus services

**The main settlements in Norfolk benefit from good bus services operated using modern vehicles equipped with ticketing and real-time location technology, while many of our urban bus stops and interchanges offer a safe and inviting environment with real-time next-bus displays. However in and between the smaller market towns services are more infrequent, buses are older and passengers do not benefit from real-time information and inviting waiting areas.**

In our rural areas, bus services operate between our market towns and intervening settlements, although many rural settlements do not have bus services that meet our well-established minimum standards. When additional funding is available, we actively try to roll out demand responsive transport options to bridge those gaps.

Partnership is at the heart of our work to deliver bus services. All partners have worked tirelessly in recent years to engender a positive and can-do working relationship, an approach that has seen the county's bus passengers benefit from a relatively stable bus network, a stable level of funding (for at least the last 10 years) from the County Council to support socially-necessary bus services and fares initiatives designed to entice people to use the bus more.

Transport Focus has recently published research that demonstrates the things people want from their bus services. The list is set out below, and accurately reflects the things that bus passengers in Norfolk are asking us for:



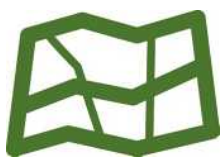
**Buses running more often**

to be addressed by our new standards of service.



**Buses going to more places**

to also be addressed by our minimum bus service standards.



### **More buses on time/faster journey times**

to be delivered by our bus priority programme, which will build on the investment already happening in Norwich through the Transforming Cities Fund and expanded to address bus delays across the whole county.



### **More effort to tackle anti-social behaviour**

to be delivered by working with operators to improve passengers' perception of safety and security, then enshrining these improvements in our comprehensive all-operator Customer Charter.



### **Accessible buses**

to be delivered by using a fleet of modern vehicles with facilities to cater for passengers with different needs when boarding, alighting and understanding where they are on their journey.



### **Better value for money**

to be delivered by our agreed fares initiatives, which we intend to be just the start of improving the simplicity and integration of bus fares.



### **Better quality information at bus-stops**

to be delivered by our commitment to improving the bus stop environment and set minimum standards for what facilities and information can be expected at all stops.



### **Cleaner buses**

building on the exemplary cleaning regimes implemented during the COVID19 pandemic and now more important to passengers than before.

The impact of the COVID-19 pandemic has clearly led to a massive shift in the level of public sector support for buses in the county, but passengers are now returning to most services and the trajectory suggests that we can be back at 2019 levels of patronage and revenue within the next 18 months.

Building on this partnership, Norfolk County Council has led a collaborative process over the last six months to prepare this Bus Service Improvement Plan (BSIP). Founded upon a widely and fully endorsed set of simple objectives and outcomes, this Plan presents an ambitious programme of measures and schemes based around **the theme of ensuring buses play their full part in the county's journey towards a Net Zero transport system.**

Our programme is focussed on three important areas that sit below and contribute to that theme – in the short term, **getting people back on the bus**; over a three year period, **achieve a new minimum standard of service in Norfolk that allows people to base their lives around relying on the bus**; and in the longer term, **upgrading the bus fleet to ensure it is modern and achieves zero or minimal emissions from the tailpipe.**

This BSIP presents a five year plan, which includes the three years for which the initial tranche of DfT funding is available. For the Council to fully commit to all items across the full life of this plan it will require a commitment to longer term funding, especially for recurring items of revenue spend. We are ready to have that conversation with the officials and ministers at DfT; our track record for delivery

of bus services, bus priority infrastructure and our use of technology is second to none and Norfolk is an excellent place to commit to long term funding for public transport.

This Plan has been developed hand in hand with bus operators, who have been involved in every step of its development. We have taken great care to incorporate the views and needs of all operators, listening to smaller operators with modest fleets of vehicles as well as large national-scale operators. Operators have worked well as a collective to share our vision for buses and ready themselves for the formation of an Enhanced Partnership during the early part of 2022.

We have undertaken some customer research and business engagement (September 2021) to understand what makes people use public transport and what prevents them from doing so. We have also worked with our neighbouring authorities to look at cross-border services and how we can join up on implementing certain measures and schemes, for example agreeing a common age for a young person's discounted fare.

The result is a BSIP that identifies the things bus users (and non-users) want, proposing ambitious and practical measures and schemes to address those user requirements. We hope you will agree that the bus community in Norfolk has come together to present an exciting and deliverable BSIP, fully worthy of DfT support.



## 1.2 This document

This Bus Service Improvement Plan has been structured to closely follow the Guidance issued by DfT throughout the last six months and we have taken care to signpost key elements of the Guidance to enhance the accessibility of the document and navigate through its key components. The Plan:

- sets out the context that currently exists in Norfolk in relation to bus services;
- takes that context and develops clear and concise objectives and outcomes;
- proposes an ambitious and highly deliverable programme of measures and schemes to deliver the outcomes, identifying funding streams for each element of the programme; and
- outlines the governance and processes that will be put in place to deliver these measures and schemes once the funding is available, based upon a county-wide Enhanced Partnership that we intend to establish for the start of April 2022 and deliver improvements over the five year lifetime of this BSIP.



## 2.0 Context: Bus Services in Norfolk

This chapter provides a focussed description of the current arrangements for delivering bus services in Norfolk, emphasising the good aspects of our bus network and exploring areas where the network sometimes fails to meet the needs of the travelling public.

### 2.1 Introduction

It examines the bus network itself, the fares and ticketing that are in place and the ways in which highways infrastructure and technology benefit the operation of buses, but sometimes also hamper operations. The role of the County Council as local transport authority, securing socially necessary bus

services and compiling business cases for investing in buses, is also discussed. We finish by explaining, given the above context, what people in Norfolk think about their bus services and how that translates into the use of buses on a daily basis, both before and after the COVID19 pandemic.

### 2.2 A snapshot of Norfolk

Norfolk is a rural county in the east of England covering 2,074 square miles. It borders Lincolnshire to the north-west, Cambridgeshire to the west and south-west and Suffolk to the south. Its northern and eastern boundaries are the North Sea.

The total population of Norfolk is 915,000, and 34% live in the four built-up areas of Norwich, Great Yarmouth, King's Lynn and Thetford, with the remaining 66% living in smaller market towns and rural villages. The population is spread over the whole county - the only real area where there are no homes is Thetford forest. North Norfolk has a particularly high proportion of older people, who retire to the coast (see map below).

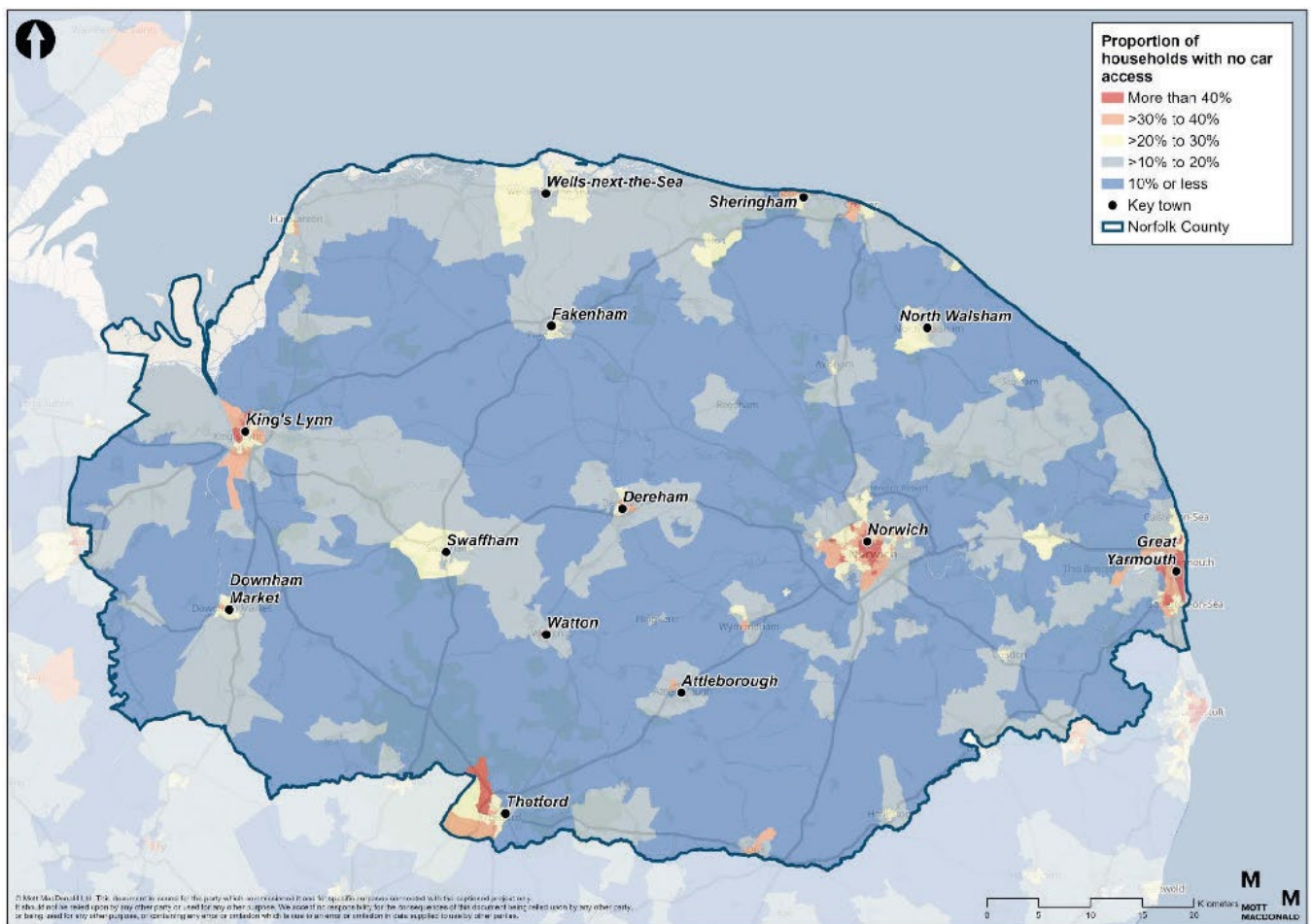
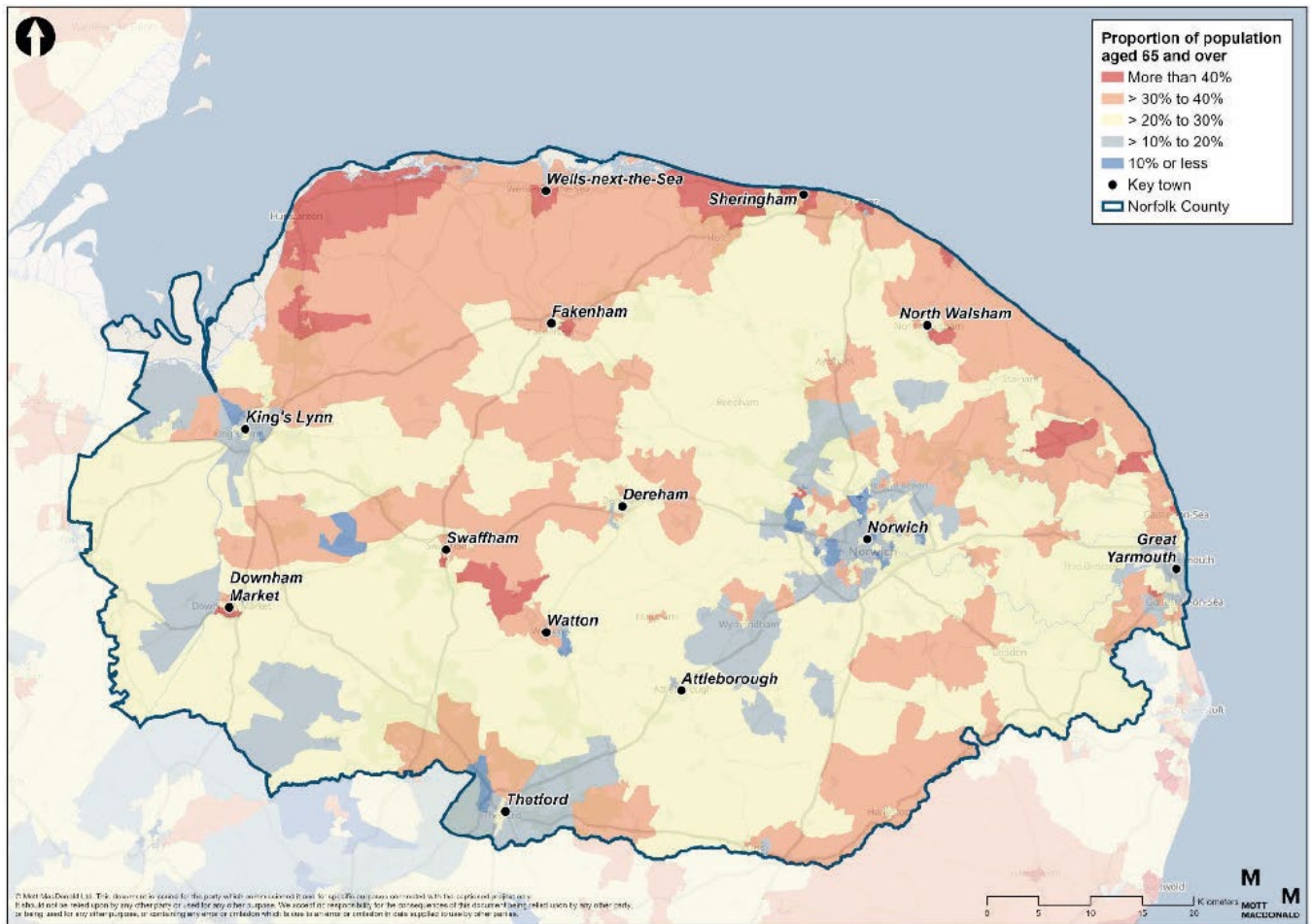
Car ownership is high except in the urban areas, reflecting the fact that people do not see public transport as something they can rely on

for all their travelling needs. But we want to change this and make public transport the first choice mode for most journeys, so that the car is used occasionally, not mostly.

Major employers, like Aviva, tend to be in Norwich but other important business sectors across the county include energy (oil, gas and renewables), advanced engineering and manufacturing, and food and farming.

Tourism is very important in Norfolk, adding £3.25bn to the economy in 2017 and supporting some 65,000 jobs (it being the fifth most important employment in the county). There are many seaside resorts including some of Britain's finest beaches, the north Norfolk coast is an Area of Outstanding Natural Beauty, and the Broads national park (between Norwich and Great Yarmouth) is also a popular tourist destination.





## 2.3 The Bus Service Network

Currently 193 services are run by 15 operators totalling on average 75,200 kms per day. Some 89% of services are operated commercially (67,200 km) and 11% of services are subsidised (8,000 km). We are fortunate to have a strong commercial network in Norfolk that has been stable for many years, thanks to the strong working relationships with our bus operators, and our subsidised services are mainly very rural services or those in the evening and on Sundays.

We have also successfully managed over the years to remove the subsidy from some services as they have grown, thanks to investment and good relationships with

operators, for example the very popular Coastliner and Coasthopper routes along the county's north Norfolk coast. Operator investment in improved services has also seen good passenger growth, for example improved services in Great Yarmouth along the coast led to a 6.1% increase in passenger numbers between 2016 and 2020.

Frequency of these services varies, with the more concentrated frequencies being in and between the urban centres of Norwich, Great Yarmouth, and King's Lynn (red and yellow lines on the map below). However frequencies of other services tend to be mostly 3 or fewer per hour (blue lines on the map below).



31% of daytime services operating Monday-Friday are hourly or better, but there are also many services that operate only once a day (14%) and a large number of other services,

not shown in the table, which operate less frequently (typically once a week).



Frequency by Service (every...)	Mon-Fri	Sat	Sun
10 minutes	1%	-	-
15 minutes	5%	4%	1%
20 minutes	2%	2%	2%
30 minutes	10%	10%	5%
Hour	13%	12%	6%
2 hours	3%	2%	2%
Between 2 hours and three times per day	13%	7%	2%
Three times per day	4%	3%	1%
Twice per day	3%	4%	1%
Once per day	14%	2%	1%



Norfolk's major settlement is the city of Norwich with a population of 200,000 people, 22% of the total population in the

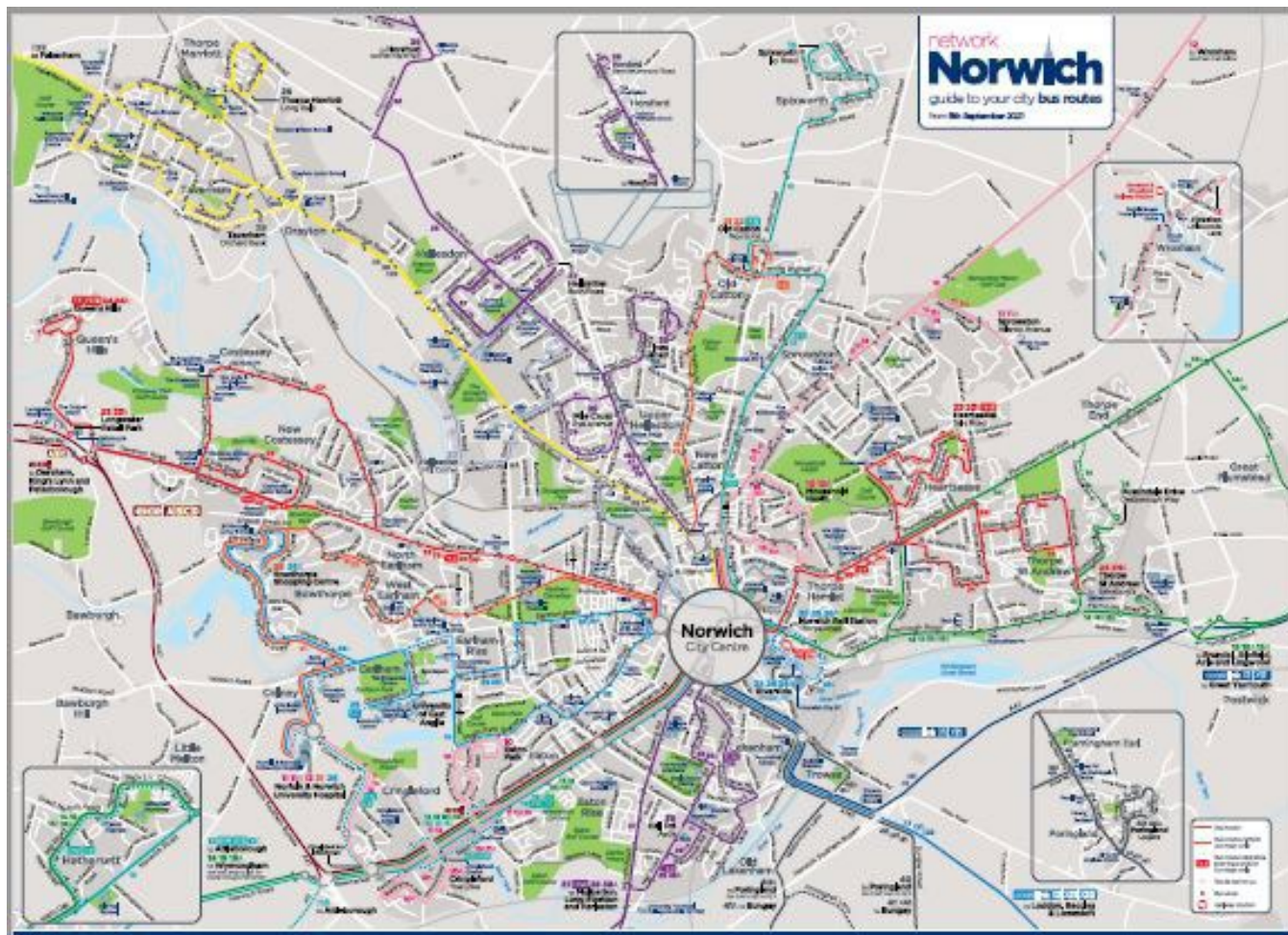
county. Our other key urban centres are Great Yarmouth (population 41,000) and King's Lynn (population 49,000).



## Norwich

First Bus operates the main Norwich network, on a cross-city corridor basis, with corridors extending out to some of the larger market towns and to Great Yarmouth and King's Lynn. Within the city centre area, frequencies are generally every 10-20 minutes, providing

links to key employment centres, the Norfolk and Norwich University Hospital (NNUH), the University of East Anglia (UEA), high schools and colleges, and shopping/leisure facilities in the city centre and on the outskirts.



Services in Norwich are supplemented by other operators who come into the city from the nearest market towns and rural areas, these services are principally provided by KonectBus, Sanders Coaches and Simonds.

Norwich also has a Park & Ride network operated commercially by KonectBus. Five sites are provided with dedicated connecting services operating into the city centre Monday-

Saturday. A sixth site, Costessey, sited on the West near Longwater, operates dedicated services to the Norfolk and Norwich University Hospital (NNUH) and University of East Anglia (UEA) sites. The Thickthorn Park & Ride site to the south of Norwich, located on the busiest trunk road into Norwich, the A11, also has evening and Sunday services.



## Great Yarmouth

Great Yarmouth is an urban centre on the east coast of Norfolk. Services are predominantly run by First Bus from north to south, linking coastal and rural villages to the town for education, employment, shopping, leisure and to the James Paget Hospital. Inter-urban services also connect Great Yarmouth with key urban centres like Norwich to the west and Lowestoft to the south in Suffolk. First's network of services is shown right.





## King's Lynn

There is a frequent service from King's Lynn north along the north Norfolk coast using Lynx's Coastliner service, which is very popular not only for residents but also for the many tourists visiting this Area of Outstanding Natural Beauty. There are also good links to Wisbech (in Cambridgeshire), to many of Norfolk's market towns like Fakenham and Downham Market and to the Queen Elizabeth Hospital in King's Lynn, and links to Norwich using First's Excel services. The Lynx bus network is shown below:

# Bus times for Gaywood and North Wootton 3 & 5



**travel Green**  
**travel Safe**  
**travel GTT**



**Go to town**

**Address:** Unit 7 & 8 Merchants Close,  
King's Lynn, Norfolk, PE30 4JX

**Phone:** 01553 776971

**Fax:** 01553 776142

**Web:** [www.gtt-online.co.uk](http://www.gtt-online.co.uk)



(or scan the code)

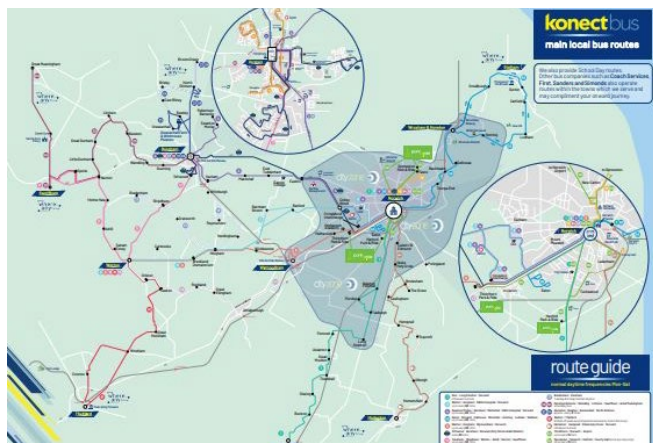
from August 2021

**Go to town**

The local bus company with the big heart  
from West Norfolk Community Transport



## Other Settlements



Outside the city of Norwich and our urban centres of Great Yarmouth and King's Lynn, 68% of the population of Norfolk lives in market towns (typical size 10,000 – 22,000 people) and rural villages and hamlets scattered over Norfolk, some of which have populations of less than 100 people. Conventional fixed-route services link the larger villages with their nearest market town, with service frequencies ranging from two an hour to once a day, so that people can access essential services like GP surgeries and shopping. We still have traditional market days in Norfolk and so some services only run on those days, serving a larger area but only once or twice a week.

Services around the market towns and villages are operated by a range of operators, the biggest of which are Sanders Coaches (services around north Norfolk and into Norwich), KonectBus (offering a range of services over many areas, see map left), Simonds (around south Norfolk and into Norwich) and Coach Services (around Thetford and south Norfolk and into Bury St Edmunds, which is an urban centre in Suffolk).

Where conventional fixed route services are not appropriate for a rural area, we have a network of demand responsive services that link villages to the nearest market town, allowing access to essential services in the town itself and for onward travel to larger centres like Norwich. The most notable of these are our four Flexibus services, which serve the five market towns of Wymondham, Attleborough, Diss, Thetford and Watton from up to 70 surrounding villages.

We are also introducing another DRT scheme in and around the market town of Swaffham following our successful bid to the Rural Mobility Fund in 2020 and see this as a good way to get more people in outlying areas to more places.

In all areas, evening and Sunday services are rare except for a few routes, notably in the urban areas and along the coast from King's Lynn to Mundesley.

## Community and School Services

Norfolk also has a good network of dial-a-ride and community car schemes run by various organisations from large community transport operators like West Norfolk Community Transport and North Norfolk Community Transport to small parish councils using just a few volunteer car drivers. The county-wide volunteer driver scheme, Transport Plus, is run in-house by the County Council, funded jointly with the health service.

All of these services enable people to get around who would not normally be able to do so either because they can't use a conventional bus or because there isn't a service in their area.

School services are incorporated into the local bus network as much as possible, to give residents more travel options but also to help keep the local bus service sustainable and able to operate throughout the day. Typically therefore there will be a bus from

the surrounding villages into the nearest market town to the high school which then runs throughout the day for shopping services

before collecting students at the end of the school day to take them home.

## Bus Operators

There are 15 operators operating registered local bus services in Norfolk. Most are smaller operators with fewer than 50 vehicles and all but three are local businesses – the three that

are part of a larger national company are First Bus, KonectBus (part of the Go Ahead group) and Stagecoach:

Fleet >100 vehicles	Fleet 50-100 vehicles	Fleet 10-49 vehicles	Fleet <10 vehicles
1 operator	2 operators	6 operators	6 operators

First Bus is the largest operator, with the most vehicles and operating the most mileage, followed by Sanders Coaches, KonectBus and Lynx. Four of the six smallest companies only operate tendered services, serving the

most rural areas of Norfolk, one operator only runs one commercial service (with the other services being tendered school runs) and one of the operators only runs school services (one commercial, the rest tendered).

Operator	Area(s)	Commercial	Tendered	Schools
<b>First</b>	Norwich, Great Yarmouth, A47 to King's Lynn	Yes	Yes	Yes
<b>Sanders</b>	North and East Norfolk, Norwich, north coast	Yes	Yes	Yes
<b>Konect</b>	Dereham and central Norfolk, Norwich	Yes	Yes	Yes
<b>Lynx</b>	West Norfolk, coastal route	Yes	Yes	Yes
<b>Coach Services</b>	Thetford and South Norfolk, into Suffolk	Yes	Yes	Yes
<b>Simonds</b>	South Norfolk, Norwich, into Suffolk	Yes	Yes	Yes
<b>WNCT</b>	West Norfolk and Swaffham	Yes	Yes	Yes
<b>Stagecoach</b>	West Norfolk, from Lincolnshire	Yes	No	No
<b>BorderBus</b>	South Norfolk, into Norwich, into Suffolk	Yes	No	No
<b>Semmence</b>	South Norfolk	No	Yes	Yes
<b>Our Bus</b>	East Norfolk	No	Yes	Yes
<b>Feline</b>	East Norfolk	No	Yes	Yes
<b>Harrods</b>	West Norfolk	Yes	No	Yes
<b>Peelings</b>	West Norfolk	Yes	No	Yes
<b>Completely Coach Travel</b>	Norwich area	No	Yes	Yes



## The Council's Role

One of Norfolk's key strengths is the good relationship the local authority has with all its local bus operators; a relationship that has been strengthened over many years since the introduction of the Bus Punctuality Improvement Partnerships and Plans with all operators. To enact these plans we conduct quarterly all-operator meetings and the individual contact we have on an at least monthly basis helps us to resolve issues, discuss long-term plans and implement network changes to the benefit of residents, the local authority and the operator.

Currently 89% of the network is run commercially in terms of kilometres operated. The remaining 11% is covered by tendered services which are either fixed route or demand responsive services (DRT). Decisions on changes to tendered routes or on introducing new subsidised services tend to be made on the following basis by the transport team as long as the available budget is not exceeded:

- to replace withdrawn commercial services or parts of services
- to increase our target level of service measure (see below)
- if a Parish, Town or District Council or a local Member request a service and have some evidence to back up demand
- to assist children with getting to and from school and college
- at the suggestion of operators where they see an opportunity but couldn't provide on a commercial basis
- when developer funding is available to provide or supplement a service.

Norfolk County Council currently spends £3.2m per annum on tendered services and, despite severe funding cuts for other services, Norfolk's Members have always seen the benefit of our subsidised public transport services and have not made any cuts to this budget for the last 10 years. In addition to this £3.2m we also give grants totalling £500k to community transport operators for dial-a-ride and voluntary car services, which help to supplement the tendered services.

Tendered services are generally procured on a minimum subsidy basis, with only three contracts in place on a minimum cost basis. This we believe incentivises operators to generate fares income using good passenger information and marketing. There is no quality score but instead a minimum standard is stated for the service required.



## Target Levels of Service

In order to measure residents' accessibility to key services we have used for a number of years a measure called Target Level of Service. This classifies each parish by population and

then assigns a minimum level of service to each classification that we aim to deliver in terms of a public transport service, as follows:

<b>BAND</b> <b>Parish Population</b>	<b>A</b> <b>0-300</b>	<b>B</b> <b>300-600</b>	<b>C</b> <b>600-1000</b>	<b>D</b> <b>1000-2000</b>	<b>E</b> <b>2000-5000</b>	<b>F</b> <b>5000+</b>
<b>Health</b>	Y GP	Y GP	Y GP	Y	Y	Y
<b>Shopping x1</b>	Y	Y	Y	Y	Y	Y
<b>Shopping x2</b>		Y	Y	Y	Y	Y
<b>Shopping x5</b>			Y	Y	Y	Y
<b>Journey to work</b>			Y	Y	Y	Y
<b>Saturday</b>				Y	Y	Y
<b>Sunday</b>						Y
<b>Evening</b>						Y
<b>Hourly</b>						Y

The criteria for each type of journey is outlined below:

<b>All trips based on max 10-minute walk</b>	
<b>1 x Shopping Trip</b>	1 shopping trip per week to nearest market town or urban centre
<b>2 x Shopping Trip</b>	2 shopping trips per week to nearest market town or urban centre
<b>5 x Shopping Trip</b>	5 shopping trips per week to nearest market town or urban centre
<b>Saturday</b>	any timetabled local bus service to and from Parish
<b>Sunday</b>	any timetabled local bus service to and from Parish
<b>Journey to work</b>	journey to a centre of employment, arriving at approximately 8.30am and leaving at approximately 5.30pm
<b>Evening</b>	any timetabled bus service to an urban centre or market town, leaving after 6.30pm and returning at 9.30pm at the earliest
<b>Journey to Health</b>	daily journey to either Norfolk and Norwich University Hospital, James Paget Hospital, Queen Elizabeth Hospital or West Suffolk Hospital within 90 minutes by local bus service, or by Community Car Scheme If Y GP, this means that there is a daily journey to a GP Surgery within 30 minutes by local bus service, or by Community Car Transport scheme, but no suitable journey to hospital Note: Areas covered by Transport Plus only = NO
<b>Frequency at least hourly</b>	bus service to nearest market town or urban centre at least once an hour between 9-5

We then measure the percentage of parishes meeting their target level of service – currently this sits at 74.4% having increased from 72% since June 2018.

In terms of the proportion of residents who have access to key services using public transport (both bus and train) we use the TRACC analysis tool. The tables below show the proportion of households that are within a 30 or 60-minute bus or rail journey time of the destination type in Norfolk as a whole but also by each of the seven district council areas, in the morning peak (07:00 to 09:00). The

figures are considerably less than this over the weekend.

There is a broad range of accessibility levels across the various local authorities, reflecting the rural / urban composition of these areas. As would be expected, accessibility levels are extremely high in Norwich compared to some of the more rural district areas. Results across all destination types and time periods suggest that accessibility levels in Breckland are the lowest, which is one of the reasons why we are introducing a digitised DRT solution in this area as part of the Rural Mobility Fund.

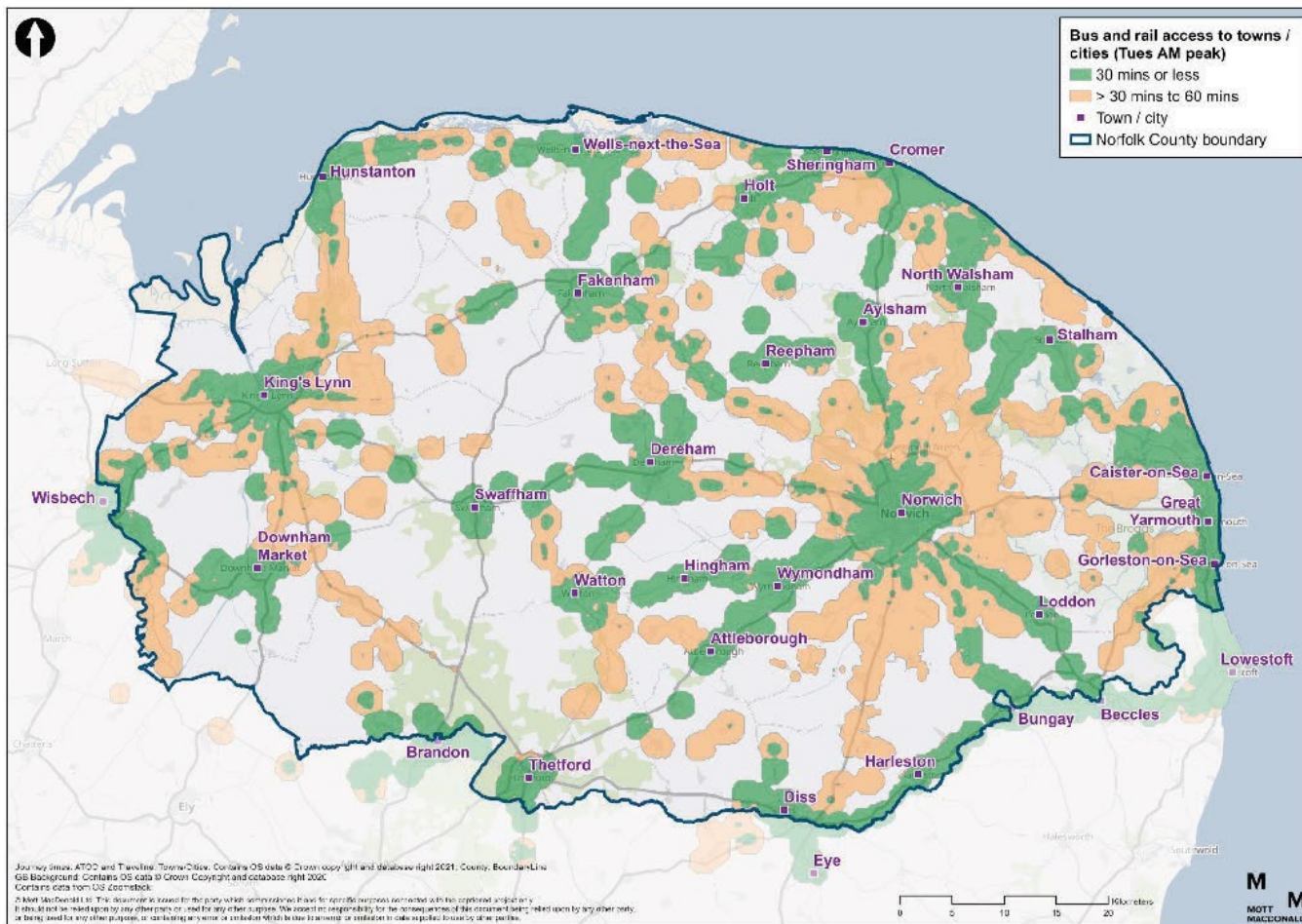
Location	Within 30 mins of a GP surgery	Within 60 mins of a GP surgery	Within 30 mins of a hospital	Within 60 mins of a hospital	Within 30 mins of a market town or urban area	Within 60 mins of a market town or urban area	Within 30 mins of further or higher education	Within 60 mins of further or higher education	Within 30 mins of a supermarket	Within 60 mins of a supermarket
<b>Norfolk</b>	88%	94%	26%	67%	73%	93%	65%	89%	89%	94%
<b>Breckland</b>	80%	85%	0%	45%	75%	84%	57%	83%	77%	87%
<b>Broadland</b>	91%	96%	4%	59%	51%	95%	70%	96%	93%	97%
<b>Great Yarmouth</b>	98%	99%	63%	92%	89%	99%	72%	98%	99%	99%
<b>King's Lynn &amp; West Norfolk</b>	83%	92%	32%	65%	69%	91%	52%	86%	82%	92%
<b>North Norfolk</b>	83%	90%	23%	49%	77%	90%	37%	70%	84%	91%
<b>Norwich</b>	100%	100%	47%	49%	94%	100%	100%	100%	100%	100%
<b>South Norfolk</b>	85%	93%	20%	59%	60%	90%	67%	90%	88%	93%

This is demonstrated by the following example maps (for access to hospitals, GP surgeries and market town/urban area):









In terms of access to a bus stop, 88% of residential households in rural areas have

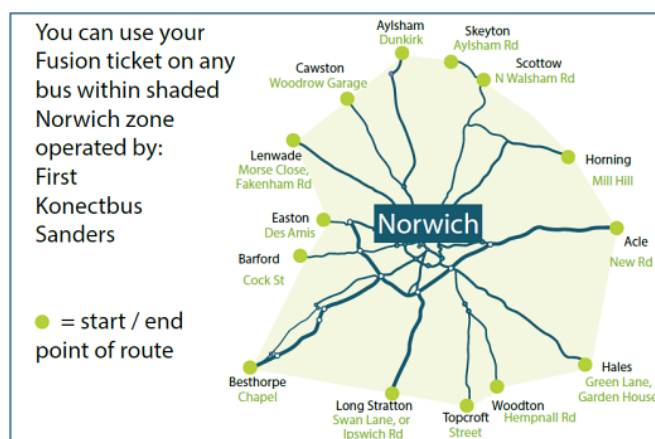
access to a stop within 800m, and in the urban areas 97% have access to a stop within 400m.

## 2.4 Bus Service Fares and Ticketing

In common with bus services across the country, operators in Norfolk permit travel on their buses on payment of fares that offer a flexible range of tickets, catering for a variety of travelling needs. While this can sometimes lead to bus fares being regarded as complicated, this approach does mean that ticket products are available that are tailored to all kinds of travellers - be they regular commuters, people who use the bus for their leisure and tourism needs, youngsters travelling to school or college or people who use the bus occasionally. Tickets can be bought in a range of ways – on bus using cash or contactless, via an operator’s App or by buying a season ticket direct from an operator.

The table below shows the range of ticketing products sold by most of the operators in Norfolk, including all of the larger operators. As well as the traditional single and return tickets, a range of day and period tickets are available, some targeted at particular markets such as students and people working in major development sites. Some operators are also considering introducing “hoppa” fares that allow unlimited travel within a 90 minute period, similar to the provisions in London. While child fares are offered across the board, the definitions vary subtly and there are different approaches to offering cheaper fares to under-19s. This latter point is one that will be picked up in our measures and scheme proposals in Section 4.

		BorderBus	Feline Travel	WNCT	Konect	Stagecoach	Our Bus	Coach Services	Lynx	First
<b>Single</b>	Adult	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Child	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Young Person	YES		YES	YES		YES	YES	YES	YES
	Jobseekers					YES				
<b>Return</b>	Adult	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Child	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Young Person	YES		YES	YES		YES	YES	YES	YES
	Jobseekers					YES				
<b>10 trip carnet</b>	Adult	YES		YES	YES		YES	YES	YES	YES
	Child	YES		YES	YES		YES	YES	YES	YES
	Young Person	YES		YES	YES		YES	YES	YES	YES
<b>Day</b>	Adult	YES		YES	YES	YES		YES	YES	YES
	Child	YES		YES	YES	YES		YES	YES	YES
	Young Person	YES		YES	YES			YES	YES	YES
<b>Weekly</b>	Adult			YES	YES	YES		YES	YES	YES
	Child			YES	YES	YES		YES	YES	YES
	Young Person			YES	YES			YES	YES	YES
<b>Monthly</b>	Adult	YES		YES	YES	YES	YES	YES	YES	YES
	Child	YES		YES	YES	YES	YES	YES	YES	YES
	Young Person	YES		YES	YES		YES	YES	YES	YES
<b>School Term/ 3 months</b>	Adult				YES					
	Child			YES	YES	YES	YES	YES		YES
	Young Person			YES	YES		YES	YES	YES	YES
<b>Annual</b>	Adult				YES	YES	YES		YES	YES
	Child			YES	YES		YES	YES	YES	YES
	Young Person			YES	YES		YES	YES	YES	YES
	Employer Scheme				YES					YES
<b>Family</b>	2A/2+C	YES		YES	YES		YES		YES	YES
	1A/3+C	YES			YES					YES
	Child	5 - 19	0 - 16	5 - 15	0 - 16	5 - 15	5 - 15	5 - 15	5 - 15	5 - 19
	Young person	5 - 19	none	16 - 19	16 - 19	none	16 - 19	16 - 19	16 - 19	5 - 19



At present multi-modal ticketing in Norfolk is limited to the Fusion range of tickets, which are offered in the Greater Norwich area to people wishing to travel on services operated by First Bus, KonectBus and Sanders Coaches. Revenue is apportioned to the operators in the scheme based on the total mileage operated within the Fusion scheme area.

There is currently no multi-operator scheme for the whole of Norfolk, although on some corridors operators which link up or share the corridor do accept each other's tickets, the most notable and popular example being on the Coastliner route run by Lynx from King's Lynn to Wells where passengers can use the same ticket to transfer onto a Sanders Coaches' Coasthopper service at Wells to continue their journey around the coast as far as Mundesley. There is also an agreement in place in the King's Lynn town area where passengers can use a day ticket on services run by both Lynx and WNCT Ltd.

The PlusBus add-on ticket is available for onward travel by bus from rail stations at Bury St Edmunds, Great Yarmouth, Kings Lynn and Norwich.



Transport Focus surveys of bus passengers regularly highlight that value for money fares is an area where satisfaction ratings are comparatively weak and that is undoubtedly the case in Norfolk too – while many bus fares offer good value for money journeys that operate on time and without hitch, journeys where something goes wrong can often be perceived as offering poor value for money.

These perceptions are likely to be exacerbated amongst some non-bus users, who may well know very little about bus fares. A September 2021 survey of 1,000 people in Norfolk revealed that 38% of people did not agree that buses are affordable, while amongst people that use alternative travel modes to the bus some 20% considered bus fares to be more expensive than their chosen alternative. Some 27% of respondents said that they would use the bus more if they had a range of good value tickets available to them, with a capped daily or weekly charge in place.

Some operators have provided information about the average fares charged per kilometre, as requested in the DfT Guidance. The fares can range from 5p to 40p per kilometre depending on the nature of different services, but are most typically around 15-20p per kilometre.

It is clear from ticket sales data provided by operators that their period tickets are regarded as excellent value and sales of those tickets to commuters and students are particularly strong. There are modest sales of multi-

operator tickets, which perhaps reflects the relatively low volume of people travelling with different operators and the value for money these products are perceived to offer.

Bus fares are overwhelmingly decided by individual commercial operators across Norfolk, as befits the current commercial operations that exist across the county. The County Council has some influence over the fares charged on supported bus services, but takes care not to diverge significantly from prevailing commercial fares charged in the vicinity.

Operators report that they seek to minimise the number of increases they make to fares, often changing fares only once a year and in line with general price inflation in the economy. Clearly exceptional cost or income shocks in the bus market may also precipitate immediate fare changes, though all operators keep those events to an absolute minimum.

Overall, bus fares are decided on a commercial basis by bus operators, who offer a range of products that are targeted at different sectors of the bus market. Good value fares are often available for people, but information about those fares is sometimes not easy to find. Multi-operator fares are available in Norwich but are generally absent elsewhere, and while the market for trips using buses operated by multi-operators may currently be small, the absence of such products may be dissuading people from using the bus for more trips.



## 2.5 Bus Service Infrastructure

### Bus Stops

There are 3,987 active bus stops in Norfolk. Due to the very rural nature of our county these have varying degrees of facility based on location and use, from a simple pick-up point

at the village hall to a well-used interchange facility with Real Time Information and shelters. The numbers are summarised below:

Active bus stops	DDA compliant	Have a flag	Have a timetable case	Have a shelter	Have a QR board	Have real-time information display
3,987	3,287	3,177	2,787	1,286	1000	108

As the highway authority, Norfolk County Council provides most bus stop infrastructure within the county. This includes stops to Equalities Act 2010 standard, bus stop flags or poles and timetable cases. The only exception is bus shelters which are provided and maintained by the relevant parish or town councils, or district councils in urban areas (Norwich, Great Yarmouth and King's Lynn).

On-going stop maintenance is fulfilled through

a partnership agreement between the County Council and the local bus operators. Improving provision in Norfolk is challenging due to the many locations that buses serve and is delivered via an annual capital programme budget with priority given to locations where there are safety concerns, and via capital bids for schemes such as the Transforming Cities Fund.

### Bus Priority Measures

In Norfolk we have several examples of different measures to give priority to buses and minimise disruption to services:

- **Bus lanes:** three bus lanes run into Norwich along key corridors – Newmarket Road, Dereham Road and Sprowston Road – totalling 4.5 miles. All apart from Sprowston Road are available only for buses 24/7; Sprowston Road currently being 07:30-09:30 hours Monday-Saturday only (although this is about to be reviewed so that it becomes consistent with other provision).
- As part of our Transforming Cities Fund, we will be introducing additional lengths of bus lane (another 3 miles) across Norwich, which will be operational 24/7.
- **Bus-only links:** in Norwich there are several roads that are designated bus-only, the main ones being:
  - the main spine road through the city centre
  - the link between the major housing estate at Bowthorpe with Earham Green Lane and Dereham Road
  - time-restricted sections of road at Brazengate and Catton Grove Road, and
  - a new link on Thorpe Road near Norwich train station.
- **In King's Lynn** there is a bus link (Harding's Way) between South Lynn and the town centre with rising bollards, triggered by transponders in the buses.
- **Traffic light priority:** this will be introduced in Norwich as part of the Transforming Cities



Fund programme, and then also rolled out to King's Lynn and Great Yarmouth, Norfolk's other two urban centres. We are working on an approach that provides a green signal to buses irrespective of whether they are running early, on time or late, but is tailored to each individual junction. We are currently working with operators to ensure that the respective technologies are able to communicate seamlessly.

We also have a number of other traffic management activities that benefit the operation of buses in the county:

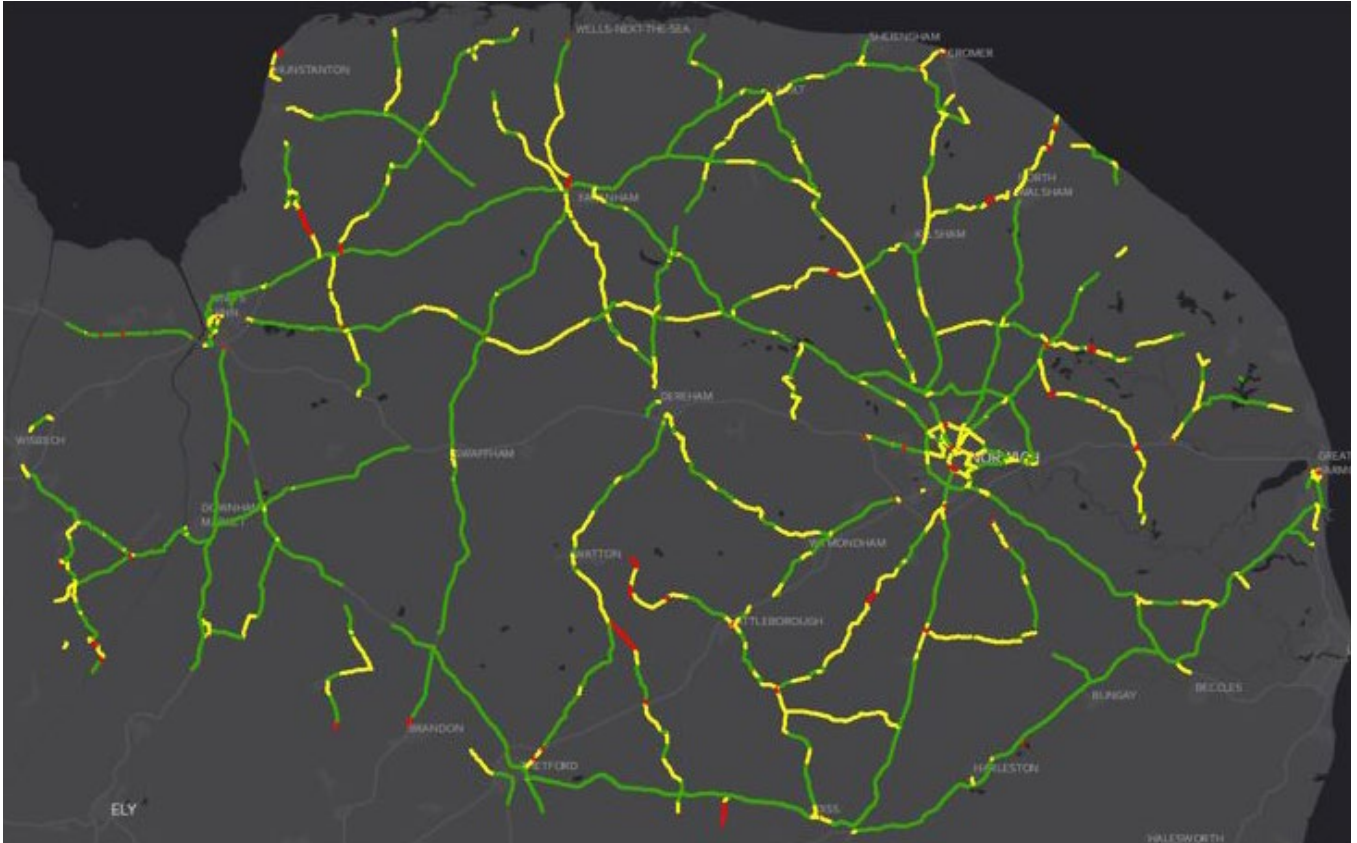
- **Traffic Sensitive Streets:** to ensure free flowing bus services on key routes at peak times we have identified, as part of our Permit Scheme for the authorisation of works on the highway, a network of Traffic Sensitive Streets. On these roads, limitations are applied to carrying out works on the highway so that, apart from emergencies, they have to be carried out outside traffic sensitive hours (i.e. between 0930-1600).
- **Management of disruption on the highway:** our Highways team works closely with utility companies, the district councils and traffic management companies to minimise disruption on the highway and all works and events on the highway are subject to a permit being issued by the team. All proposed road closures, including for events, need a code to be issued by the transport team before it can go ahead, which confirms that the closure has been fully discussed with the transport team and with relevant bus operators so that any disruption to bus services can be fully looked into, discussed and planned, and communicated to passengers. We have a full-time member of staff dedicated to this within the transport team, who also deals with communications regarding emergency road closures so that passengers can be kept fully-informed and disruption kept to a minimum.
- **Tree cutting:** trees and bushes can often encroach onto the highway, causing damage to buses and sometimes meaning a service needs to be re-routed. In Norfolk we have a process whereby bus operators can report direct to the highways team where this is an issue, so that the foliage can be cut back swiftly and so avoiding any need to stop or re-route a service. However we recognise that a more pro-active approach could be adopted so that offending trees can be cut before they are an issue, possibly using sensors on buses, and we are committed to implementing this over the next few months.
- **Parking and moving traffic offences:** we work closely with the District Councils to ensure that off-street parking is monitored and controlled and will be applying for moving traffic offence enforcement powers to improve bus punctuality.



## Traffic Congestion and Buses

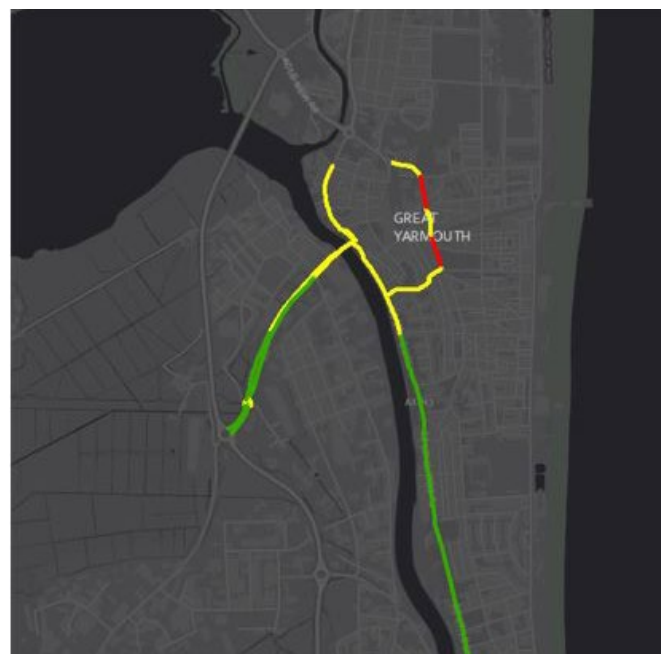
Network congestion is regularly measured by analysing millions of data points extracted from vehicle telematics data to determine levels of congestion at different time periods

through the day compared to free-flowing conditions. The following map shows typical congestion levels Monday to Friday 7am to 9am across Norfolk:

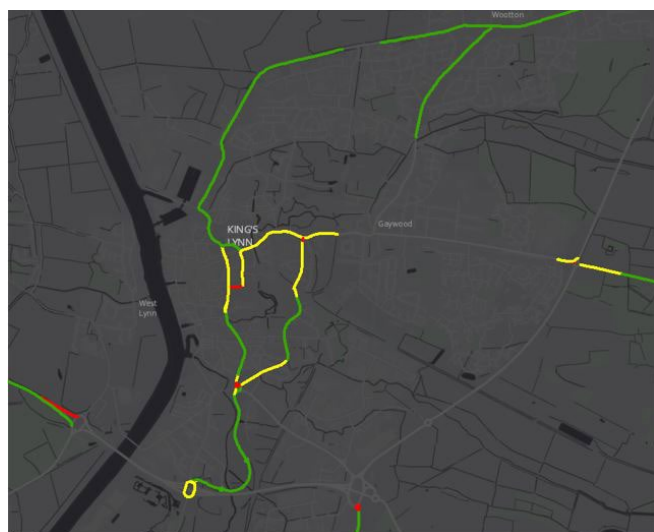


Red lines indicate sections where congestion was above 40%, i.e. average traffic speeds were 40% or lower than free flow speeds for that section. This data is for general traffic and can be compared with bus performance data provided to us by operators in order to identify key areas where network improvements would deliver the most benefits to bus journey times and reliability.

We are also able to drill down into key areas of Norfolk so that we can identify where schemes and works are necessary to ease congestion for buses. Plots are shown right for Great Yarmouth and below for Norwich and King's Lynn:







Norfolk has had Punctuality Improvement Partnerships and Plans in place for many years. These Plans are written as a joint commitment between the local authority and the bus operator to improve the punctuality and reliability of bus services. A key commitment from the bus operators is sharing data to inform decisions on where bus priority measures are necessary, which we then use to prepare bids for both internal and external investment, e.g. from the Transforming Cities Fund.

The County Council also collects data through the GPS functionality of operators' ticket machines. This data includes dwell time on stops, average vehicle speed, journey time between stops, all of which we can use to assess where bus priority measures could be successfully deployed to optimise congestion relief for buses. We also run scoping exercises with highway designers on board buses so that they can see first-hand the issues that buses and drivers have with congestion – this was done very successfully as part of the Transforming Cities Fund bid and will be done again as we work through schemes for the Bus Strategy and Enhanced Partnership.

Punctuality Improvement Partnership meetings are held regularly with each individual operator and then quarterly there is also a joint meeting with all operators and the DVSA. These meetings review measures in place, ideas for improvements, target setting, opportunities for bidding and what further data can be gathered either from County Council systems or the operators' ticket machines.

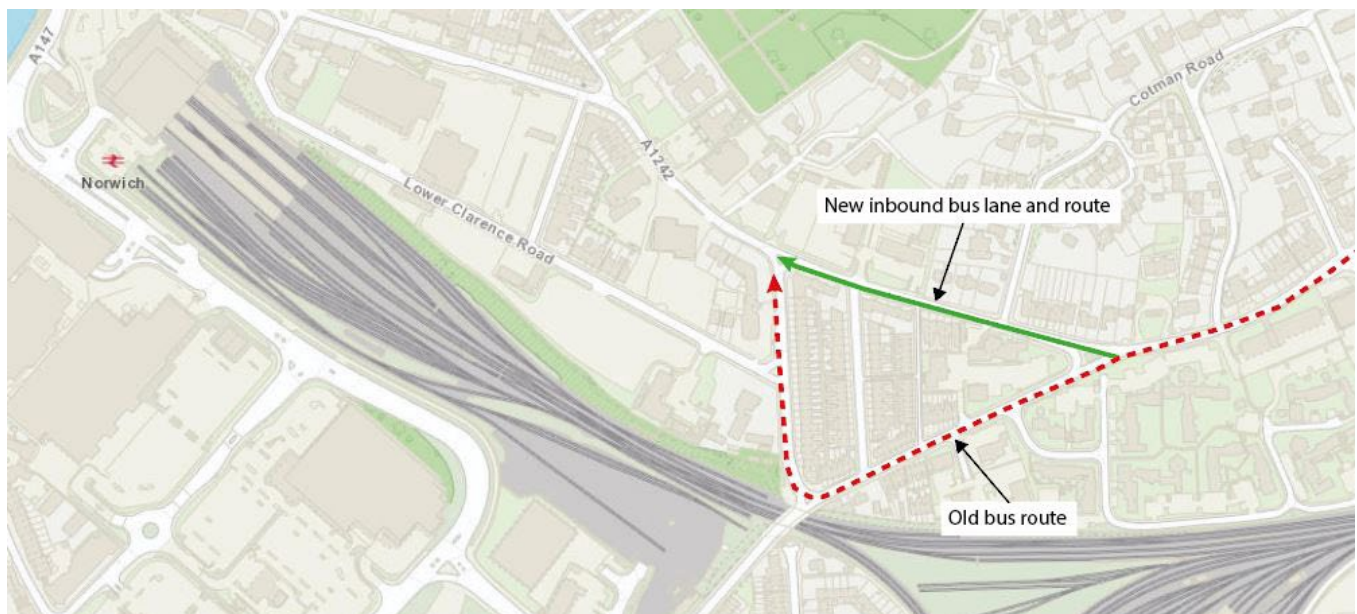


## Bus Congestion – A Case Study

As part of the £32m awarded through the Transforming Cities Fund we have recently introduced an inbound bus and cycle-only lane on Thorpe Road towards Norwich rail station. The map below shows the old bus route versus the new route – the bus and cycle lane having displaced a lane of cars travelling in the opposite direction.

This short section of road has decreased the average bus journey time by 1min 31secs, and in

the peak period of 07:00-09:00 hours Monday-Friday has decreased it by 2mins 31secs, thus giving the bus a journey time advantage over the car as motorists have to follow the previous route (in red below). This gives us good evidence to support similar investment in infrastructure to improve bus services and also encourages operators to invest in more frequent services.



We work within the National Planning Policy Framework (NPPF) which provides national planning guidance on how mitigation for development should be secured to help deliver accessible and connected growth, enhancing travel choice by bringing forward alternatives to the private car. Norfolk County Council recognises how important it is to influence travel behaviour and choice from the outset on all major growth proposals and so seek to deliver enhanced bus services and infrastructure for new developments through the planning process.

Local policy such as the Local Transport Plan (Norfolk County Council) and Local Plans (district and borough councils) also seek to ensure that development is brought forward in a sustainable manner and includes suitable provision for public transport.

Working with operators, the highway authority considers what public transport provision is currently available and whether or not additional provision/services are required. If additional viable service provision can be justified, then these can be secured either through condition (where a certain standard of service may be required) or by planning obligation (Section 106 agreement) for a financial contribution towards enhanced service provision.

Upgrades or additional facilities in terms of bus infrastructure are secured as either off-site works or as part of the internal estate road if buses are to directly serve a development, once again working with the planning authorities and transport team as to what is the best solution to increase sustainable travel and reduce car use.

## 2.6 Bus Service Information

### At Bus Stops and Interchanges

Currently, out of the 3,987 stops in Norfolk, 70% have printed information in the form of a timetable. In 2017 Norfolk County Council came to an agreement with all local bus operators to share responsibility for the provision and maintenance of printed bus timetables and bus stop flags at bus stops and interchanges across Norfolk. The agreement outlines that:

- **at bus stops served by one or two operators** the responsibility to supply and put up any printed information, and to keep it up to date, lies with the operator(s) at their own cost
- **at bus stops served by more than two operators**, for example at key interchanges like Norwich bus station, it is the County Council's responsibility to supply any

printed information and to keep it up to date, at no charge to the operator, but the operator is expected to assist with putting the information up.

The agreement also outlines what information must be included as a minimum, for example contact details, departure times, and that only Norfolk County Council-branded bus stop flags should be used.

Operators are responsible for any other printed information that they wish to provide and distribute, for example timetables, leaflets, route maps.

Norfolk has a long-established partnership with Nexus Alpha Low Power Systems and a proven track record of providing high quality, low-cost Real-Time Passenger Information (RTPI) systems to bus passengers in



Norfolk. 108 displays are currently deployed, predominantly in major urban areas, at key transport interchanges and also at places with high footfall like the Queen Elizabeth Hospital in King's Lynn. The new RTPI displays being deployed in Norwich as part of the Transforming Cities Fund will also include the option to initiate audio bus departure information by waving your hand past a sensor.

As part of the Transforming Cities Fund we are deploying up to 9 RTPI Monoliths at Norwich bus station, throughout the city centre and at Norwich railway station. These are free-standing RTPI displays ideal for conveying large amounts of bus/rail departure information and public service messages in

prominent locations. Built with low power consumption, units can be single or double sided and will be fitted with RNIB React capabilities. We are keen to increase this number and to particularly give other key interchanges the benefit of this type of display.

We also provide a mobile-based solution which enables passengers to access stop-specific bus departures through a simple weblink or QR code via a sign at the bus stop. There are currently 1,000 signs deployed throughout Norwich and Great Yarmouth and we would like to roll this out to other locations across Norfolk as it gives the most up-to-date timetable information.

## Online

All of our operators have their own websites which give information on timetables and services. The larger operators also have route maps, journey planners, information on fares and season tickets and live information updates.

The County Council's website signposts people to the Traveline journey planner and to the operators' own websites. It also enables people to find their nearest bus stop with 1-4 miles of their address or other location.

Our website also has a section on accessibility which was co-produced with members of different disability groups in Norfolk. This section includes information on mobility scooters, talking bus stops and Braille Bus Hailers. From this section you can also download a range of safe journey cards (example right) designed to show the driver so that they can understand any disability or issue

you may need help with. These have been very popular with not only disabled people but also the elderly.



Five of our operators have their own App available via a Smartphone. These enable tickets to be purchased and for the user to track their bus in real-time, as well as some having journey planning capabilities and showing live capacity information.

Norwich has two travel centres, both of which are run on a commercial basis. Norwich bus station is owned by Norfolk County Council and leased to KonectBus, who run the day-to-day operations and the travel centre located in the bus station building. They sell their own tickets, which includes Park and Ride products, National Express tickets, and also give out information for all services.

First Bus have a travel centre on Castle Meadow, another key interchange in central

Norwich. They sell tickets for their own services and give out information for their own and others' services.

In King's Lynn there is a travel centre which provides information leaflets and timetables, run by the district council.

There are no other travel centres in Norfolk but at some key interchanges we have invested in real-time information instead, for example in Market Gates bus station in Great Yarmouth.

## 2.7 Vehicles

Bus operators across Norfolk use around 463 buses every day to deliver their services to the public, using a range of vehicles across the typical 15-18 year lifetime for a bus. At present all of these buses are powered by diesel engines, more than 60% of which are the

lower emission Euro V and Euro VI standard, but there is growing interest in looking at alternative methods of propulsion. A table showing the percentage of vehicles with the different Euro standards is below:

Emission rating	Euro II	Euro III	Euro IV	Euro V	Euro VI	Total
<b>Total operator vehicles</b>	2	112	67	195	82	463
<b>Operator vehicles %</b>	0.5%	24.0%	15.0%	42.5%	18.0%	100%

The County Council is committed to reducing the emissions arising from bus operations, especially in areas of the county that see the highest levels of pollution. Working in partnership with First Bus, the Council has recently submitted an Expression of Interest for £3.2m of funding from the Government's Zero Emission Bus Regional Area (ZEBRA) fund and have been selected to go to the next stage of putting forward a full bid in January 2022. This bid is matched by £3.6m of local investment from First Bus and will deliver

15 battery electric buses to the network in Norwich, replacing an equivalent number of Euro III diesel buses.

Operators are also committed to ongoing investment in their fleets, despite the financial constraints placed upon them by the COVID19 pandemic. First Bus have committed to an £18m investment in their fleet as part of the Transforming Cities Fund while other operators continue to order new buses on an annual basis, keeping the fleet modern and environmentally friendly.

## 2.8 What Do Passengers Think?

The sections above set out what we provide for bus passengers in Norfolk – but what do they think about that offer and how would they like to see it improved? And what do people who rarely if ever use the bus want, in order that they might consider using the bus more often? These are key questions that this BSIP must address.

Transport Focus has recently published research (Bus passengers' priorities for improvement, September 2020) that demonstrates the things people want from their bus services. Whilst this research has been conducted across England and is not specific to Norfolk, we know from our own engagement that this list reflects the things that bus passengers in Norfolk are asking us for. The key issues that people want to see are:

### Buses running more often

This translates to requests for more early morning, evening and weekend services in urban areas of Norfolk, and more services throughout the week in rural areas. Even when frequencies appear to be satisfactory in terms of buses per hour, the timing of services during that hour can mean that they don't meet passenger needs as they should – for instance, two services operating at five minutes past the hour and eight minutes past the hour offer an hourly service, not half-hourly as would be the case with proper co-ordination.



### Buses going to more places

There are communities, often in rural settings but in urban areas too, where bus services are absent entirely or only serve a very limited range of destinations and planning your life around your bus service proves impossible.



### More buses on time/faster journey times

Traffic congestion can really hamper bus operations, it can lead to delays that frustrate passengers left waiting for their late running bus and it can extend journey times, making vehicle utilisation really inefficient. Delays can happen on a regular daily basis, or they can happen as a result of emergency works and last a short period of time, but many of these delays to buses can be avoided or minimised with better investment, co-ordination and provision of designated infrastructure and real-time information.



### Better value for money

Bus fares are not regarded as cheap, as delays that bus users experience, as set out above, can then make fares seem like poor value for money. Alternative ways to travel are often perceived as offering better value for money than buses, although there can be a difference between perceived costs and real costs of those alternatives, especially the motor car. This complex balance of real and perceived values need to be explored and addressed.





## More effort to tackle anti-social behaviour

While many bus journeys pass without incident or threat, a small minority of people on certain bus services can act in anti-social ways on our buses. This can be an issue for bus passengers in general, but can particularly affect more vulnerable groups based on their gender, age, disability or mental health. A significant onus is placed on society to deal with this anti-social behaviour in general, and on bus drivers to deal with it when it occurs.



## Better quality information at bus-stops

People that make the same journeys day after day need little information to reassure them, they know when their bus should turn up and how much the fare is. But less frequent travellers, non-bus users or regular users making different trips to their usual ones, rely on good information at bus stops, online and on their mobile devices to reassure them that they are waiting at the right stop and know when their bus can be expected to show up.



## Accessible buses

The accessibility of public buses in England has advanced significantly in recent decades and step-free access is now a feature of practically all public buses in Norfolk. But knowing a bus is accessible is not the same as knowing the place where your wheelchair must be stored is available. Having step-free access at bus stops is of much less value if there aren't step-free routes to that bus stop from surrounding streets. And passengers with hearing and sight problems may not be aware of when it is time to get off their bus. These factors all affect the ability of people with mobility difficulties to use the bus as regularly as they might like.



## Cleaner buses

The COVID19 pandemic has reinforced the importance of a basic requirement to be able to travel on a bus where air circulates freely, surfaces are regularly cleaned, litter on the floor is dealt with at the soonest available opportunity and the bus is clean internally and externally.



These factors all affect the willingness of people to use buses, be they existing users or lapsed users. Of particular importance are the views of people who don't use buses, whose perceptions mean that they do not consider the bus to be a viable option. In September 2021 Norfolk undertook bespoke research on these perceptions to inform the development of this BSIP and the subsequent Enhanced Partnership. Some 1,000 people were interviewed of which 86% used alternatives to the bus for some or all of their day to day journeys. The key findings of this research are that:



The Covid pandemic has also had an impact on passengers' perceptions which have affected their journey patterns and appetite to travel. We have looked closely at Transport Focus' research into this new phenomenon (Covid Travel segmentation, April 2021), where they have classified bus users and non-users into

five segments, so that we can take this into account when devising mechanisms and measures to grow patronage, by re-connecting former customers, attracting new ones, and compensating for journeys lost to home-working. The five segments of passenger are defined as follows:



### Cautious Car Chooser

former fair-weather bus user, 90% car access, negative views about the bus, high Covid concern

### Anxious and Affected

former car passengers but now more reliant on the bus, low income, high Covid concern, fewer vaccinated

### Rethinking Reducer

public transport ex-commuters, can work from home, high income professionals under age 45, feel public transport is not for them, shifting to other modes, moderate Covid concern, feel public transport is safe enough

### Springback Socialiser

relaxed higher-income male retirees who socialise, reduced non-essential travel but optimistic and will continue with activities, low Covid fear, vaccinated, feel safe

### Carefree Carrying On

active, with history of low bus use, mid-income, have families, work full-time, average views on public transport, above average use since lockdown, low Covid concern, fewer vaccinated, blasé



## 2.9 Bus Use and Modal Share

28.911m journeys are made by bus each year in Norfolk – 3.1m journeys per 100,000 people. But this figure only represents 4.75% of all journeys made by all modes against a national

average of 7% – see table below. As is to be expected, use of the bus is highest in the city of Norwich, where there are more, and more frequent, services:

	Bicycle	Walking	Car driver	Car passenger	Motorbike	Train / tube	Bus	Taxi / other
<b>Breckland</b>	5.23%	20.09%	64.30%	7.18%	0.91%	0.16%	1.28%	0.84%
<b>Broadland</b>	5.20%	12.56%	73.29%	4.82%	1.47%	0.22%	2.04%	0.40%
<b>Great Yarmouth</b>	5.90%	17.31%	61.45%	7.07%	1.19%	0.19%	6.09%	0.80%
<b>King's Lynn &amp; West Norfolk</b>	6.35%	10.46%	71.84%	6.73%	0.86%	0.51%	2.73%	0.53%
<b>North Norfolk</b>	3.94%	14.52%	71.32%	6.04%	1.13%	0.49%	2.00%	0.56%
<b>Norwich</b>	8.18%	20.03%	53.44%	5.61%	1.46%	0.70%	10.08%	0.49%
<b>South Norfolk</b>	4.69%	6.69%	74.55%	5.59%	1.37%	0.24%	6.42%	0.44%
<b>Grand Total</b>	<b>4.84%</b>	<b>11.46%</b>	<b>69.26%</b>	<b>6.05%</b>	<b>1.10%</b>	<b>1.33%</b>	<b>4.75%</b>	<b>1.21%</b>

This shows that despite some really good practices and examples of where bus services and bus use is strong, we need to do more and there is certainly scope to do more, to increase bus use over the car.

Before the Covid19 pandemic, bus use in Norfolk and particularly Norwich, Kings' Lynn and Great Yarmouth was growing, due to investments by bus operators and the County Council. But now (October 2021) passenger numbers are about 70-75% of pre-Covid levels. One of the reasons for this is a reduced need to travel, as workplaces have changed their way of operating and so the commuter market has noticeably shrunk. ENCTS journeys are even lower than 70% of pre-Covid levels, suggesting a nervousness by the elderly and

disabled passengers to travel using public transport. However numbers overall continue to rise each month and we are hopeful that numbers will return to at least pre-Covid levels within the next 18 months.

The key challenge for the bus industry in the short-term therefore is to keep services running whilst passenger numbers and revenue are not as high as in 2019. We also need to entice people out of their car, which they may have switched to during Covid as traffic levels and congestion were lower, and show everyone that buses are Covid-safe. Lack of revenue also leads to less investment and fewer improvements and then fewer passengers again, unless external funding is given to help us and operators break this cycle.



## 2.10 Conclusion

The current bus offer in Norfolk can be summed up as follows:

- There is a good network of services but these vary considerably in terms of frequency, fares, availability of information and are not seen as a single transport system
- Services in Norwich and other urban areas are comprehensive and benefit from the highest levels of frequency
- There are good modern vehicles on high frequency routes, and these do attract passenger growth
- Rural services are available but are infrequent and often have to be booked in advance, which does not suit many people's lifestyle
- There are some very good examples of route, timetable and fares information, but the number of different operators often makes it difficult for people to know where to get comprehensive information from
- Fares vary across operators for similar length journeys, and can be seen as complicated for non-bus users
- Where infrastructure has recently been updated it is very good, but in rural areas in particular waiting facilities and information at stops could be better
- Our operators are very committed and have a strong ethos of partnership working with the County Council

Opportunities for improvement therefore exist all over the county: in urban areas we can make buses more frequent and reliable and provide more journey options in the evenings and over the weekend to encourage more people to use the bus for their everyday travel needs; between main settlements we can provide more frequent and regular journeys so that the bus is a viable way to get to and from work, for shopping and to make onward journeys from key locations (e.g. Norwich rail station); and in rural areas we can improve rural connectivity

and use technology and better infrastructure to allow smoother and more confident transitions from DRT (for example) to high frequency inter-urban routes, to enable people in rural areas to complete their whole journey by bus.

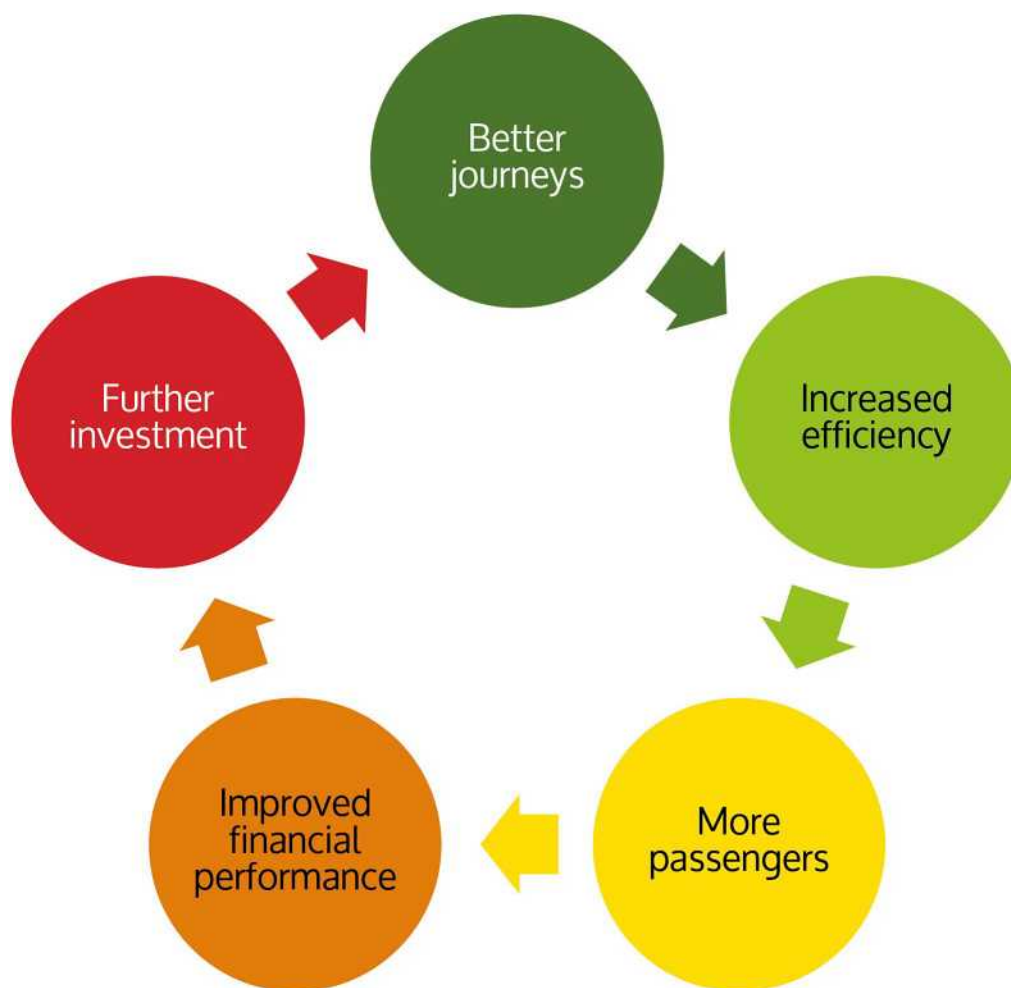
As well as improving things for existing users, there is huge scope to attract more and different passengers – transferring them from car trips (either as drivers or passengers) to bus trips. For example there is a good opportunity to attract young people to public transport after they have used the bus for school and college – we need to tap into this market before they buy a car for work. We already train young people to use the bus as part of our TITAN travel training programme and we can build on this by offering incentives and cheaper fares too.

We can also improve our offer for tourism – apart from the north Norfolk coast, services to tourist attractions are limited unless they happen to be on a main road. And as part of this we can improve links with train timetables so that visitors do not even have to arrive in the county by car.



Our proposed improvements will benefit everyone, and this will encourage more journeys by existing users and more journeys

overall by getting more people to use the bus, leading to further investment and further improvements, and so the cycle continues:



Norfolk has an excellent track record in attracting external funding and delivering funding commitments on time and to budget, meaning that Norfolk is a good place for DfT to focus their investment in bus services. Recent examples of successful bids and delivery are:

- Transforming Cities Fund** - awarded £6.1m in Tranche 1 and £32.3m in Tranche 2. Tranche 1 fully delivered and on track to deliver Tranche 2 by the deadline (we were the first TCF city to get to a point of delivering and completing schemes on the ground and have received acknowledgement from DfT that they are pleased with how we are managing to deliver schemes against challenging timescales)

- Active Travel Tranche 1** - £225,000 Capital & £70,500 revenue - delivered
- Active Travel Tranche 2** - £1.198m (of which 0.3m was revenue) – being delivered
- Rural Mobility fund** - awarded £700k – on track to be implemented by the end of March 2022
- E-bike Extension Fund** – successful and awarded £250k

We also have an excellent track record in innovative technology, which we can build on as part of these suggested improvements. For example, our partnership with Nexus Alpha has seen investment from both parties to deliver better, more accessible solutions to enhance the information available to bus passengers. Below are some examples of current, imminent and future deliverables, with Nexus Alpha keen to use Norfolk as its test-bed due to our good working relationship and proven track record of delivery:

- **Hello Nexus** – An experimental interactive travel information system using low-cost technologies, where users can ask questions about bus services and receive an audio response - similar to commercial products such as 'Alexa' and 'Siri' – a test system will go live in Norwich Bus Station in late-2021 and will be particularly useful for visually impaired passengers
- **Environmental monitoring** – A solution that will see RTPI displays fitted with low cost, low power pollutant sensors to monitor air quality levels. This will expand monitoring capabilities throughout major urban areas and congestions zones, previously seen as unfeasible due to cost.
- **Solar power** – Already installed at our Cringleford interchange (just outside Norwich), this is an 'off the grid' RTPI power solution which uses lightweight, flexible panels fixed seamlessly to a bus shelter roof, reducing visual impact, greatly simplifying installation and significantly reducing on-going revenue costs and environmental impact. The next stage is to enhance battery proficiency by utilising Lithium ion technology.
- **Hybrid display including e-ink** – An ultra-low power solar RTPI display using a combination of large text to show real-time bus departures which can be read from a distance, and an interactive e-ink panel displaying scheduled departures. The first unit will be deployed in Norwich Research Park in late-2021.
- **An App to deliver personalised bus information** – A personalised solution aimed at visually impaired passengers that will deliver audio bus departure information to a mobile device via Bluetooth and heard through headphones. A passenger within the vicinity of a RTPI display can 'trigger' the audio response through their phone with a view to customising the information e.g. the bus service they want.
- **Solaris LTN-LCD** – A low-cost, battery or solar powered single line display that combines RTPI and bus shelter lighting that specifically targets more rural locations where solutions, in the past, have been unfeasible. Can also be used on-bus for next-stop announcements.
- **Proxima Lite** – A non-touch approach (waving a hand pass a sensor) to initiate an RTPI display to deliver audio bus departure information. Deployed to hardware, where appropriate, to minimise contact with surfaces and reduce contamination in a COVID environment. Trial being undertaken in Norwich.

## 3.0 Objectives and Outcomes

Norfolk County Council has a progressive approach to planning its transport networks, an approach that takes account of the future transport challenges arising from the need to decarbonise transport while continuing to stimulate economic growth and recovery following the COVID19 pandemic.

### 3.1 Introduction

We see the role of buses as a critical part of meeting those challenges, in general terms based on our strong existing relationships with bus operators and in specific terms based on the creation of this Bus Service Improvement Plan.

The national policy context sets the scene for what we seek to do in Norfolk, the strategies recently published by Government on Transport Decarbonisation, Buses and Active Travel are each crucial elements of context for this BSIP:

#### **Decarbonising Transport: A Better, Greener Britain**

Published by the Department for Transport in June 2021, sets out a bold vision for reducing the impact of travel and transport on our local and global environments. It recognises the challenges and dangers of continued growth in car use and advocates that making “public transport, cycling and walking the natural first choice for all who can take it”. This BSIP builds on that vision that the bus must play its part in an environmental transformation of our transport network.

#### **Bus Back Better: A National Bus Strategy for England**

Published in March 2021 forms the cornerstone of our plans for buses in Norfolk, which is structured around the key challenges of ensuring that buses experience a renaissance in quality and use, fuelled by the funding that will be made available by DfT in response to this BSIP.

#### **Gear Change: A Bold Vision for Cycling and Walking**

Published in July 2020 provides a new standard for making provision for, and encouraging journeys by, active travel modes. Proposals for cycling, walking and buses can work best where they are fully integrated to work hand in hand along travel corridors, and come together at hubs to facilitate onward travel and first/last mile access. This BSIP contains plans to facilitate this integration with buses funding a share of that infrastructure.





There are also a number of key local strategies that influence this BSIP as set out below

Transport for Norwich Strategy	King's Lynn and Great Yarmouth Transport Strategies	Market Town Improvement Strategies	Local Cycling and Walking Infrastructure Plans
<ul style="list-style-type: none"> <li>• Has just been out for consultation and planned to be adopted at the end of 2021. It will replace the existing Norwich Area Transportation Strategy adopted in 2004 and which set out a transportation strategy for the Norwich area until the year 2021.</li> <li>• It is an ambitious strategy that puts carbon reduction and better air quality at the heart of the aim to support a growing economy, strengthen communities and reduce our impact on the environment.</li> </ul>	<ul style="list-style-type: none"> <li>• Transport strategies have been adopted for our two other urban centres, King's Lynn and Great Yarmouth.</li> <li>• The implementation plan measures will address issues on the transport network such as congestion and accessibility and should also help to make King's Lynn and Great Yarmouth more attractive to economic investment and assist existing and new businesses within the towns.</li> <li>• They also take account of the planned growth to ensure the towns can grow sustainably and will protect the historic areas of the towns which are important for their ability to attract visitors.</li> </ul>	<ul style="list-style-type: none"> <li>• Local plans have identified a large amount of planned housing and employment growth around many of Norfolk's market towns.</li> <li>• These strategies outline what we will do to identify and plan interventions ahead of the growth, ensuring that current and potential transport issues are identified and resolved, with a key focus on accessibility and implementing public transport and other sustainable transport solutions.</li> <li>• Also relates to emerging Norfolk Rural Economic Strategy.</li> </ul>	<ul style="list-style-type: none"> <li>• Local Cycling and Walking Plans are being produced to define our active travel networks and produce a prioritised list of schemes to be delivered as defined in the Government's Vision for Cycling and Walking, "Gear Change". As part of the LCWIP planning, access to public transport, key transport hubs and future transport hubs are used as a key attractor when developing the prioritised routes.</li> <li>• Plans for Norwich, King's Lynn and Great Yarmouth will be adopted autumn 2021, we are well progressed with the Dereham LCWIP and we will soon produce a Norfolk-wide LCWIP covering the remaining areas, to be completed by October 2022.</li> </ul>



The enactment of measures to improve the quality of bus services and encourage their greater use will make use of a wide range of legislative tools, ranging from land use planning legislation and highways management duties to the provision of multi-operator ticketing products through the Block Exemption provision. Provisions in the Bus Services Act 2017 will be vital to delivering our BSIP through:

- the formation of Enhanced Partnership Plans and Schemes;
- the enhanced provisions for **bus network planning** and providing **integrated bus ticketing**;
- the provision of open data for bus timetables, fares and real-time bus locations; and
- the requirements to deliver improved on-board passenger announcements.

The challenges laid down by Government have been accepted at both the sub-national and local levels within Norfolk. Transport East is a collaboration of local authorities in the East of England that is developing strategies and programmes around key regional themes –

gateways to global markets, multi-centred economic growth and energised coastal areas. Public transport has a key role to play in facilitating access to and from these key drivers for the region and Transport East is developing a passenger transport strategy for the region that this BSIP draws upon and delivers at a local level.

Norfolk County Council is currently developing a new Local Transport Plan (LTP) for the county, and launched a major consultation exercise to garner views of our residents and visitors on a wide range of transport matters. The responses received that relate to bus issues have informed this BSIP, which in turn will become one of several vital delivery mechanisms for the new LTP.

Overall it is evident from the national, sub-national and local policy and strategy context that bus services will play an enhanced and vital role in delivering a greener and more inclusive transport network in Norfolk, building on our recent successes and ensuring that buses contribute significantly to the journey towards a Net Zero transport network.



## 3.2 BSIP Objectives

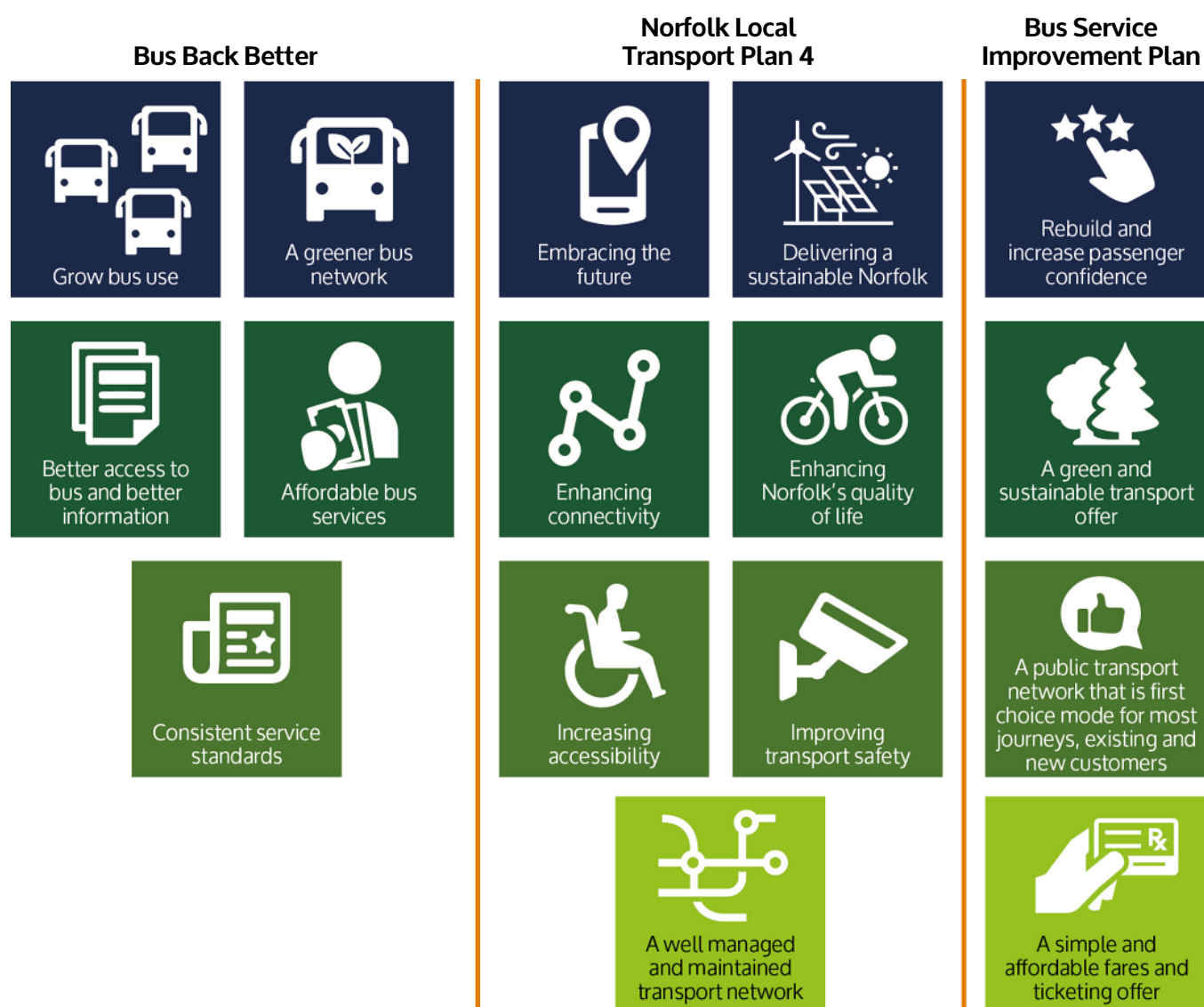
The Council has agreed a set of objectives with bus operators and stakeholders in Norfolk that will provide a backdrop to the implementation of schemes and measures associated with this Plan. We believe that all proposals that come forward for funding directly contribute to one or more of our BSIP objectives. That will be the key test for all ideas that emerge from this document and the Enhanced Partnership Plan that will follow.

Our objectives for this Bus Service Improvement Plan are four-fold:

- To rebuild and increase passenger confidence

- To have a green and sustainable transport offer
- To have a public transport network that is the first choice mode for most journeys, for existing and new customers
- To have a simple and affordable fares and ticketing offer

We haven't created these BSIP objectives in a vacuum, we have followed a process that takes on board objectives in the wider policy and strategy context. Critically this process includes consideration of the Bus Back Better national strategy for buses and Norfolk's wider Local Transport Plan objectives. This is illustrated below.



### 3.3 BSIP Outcomes

It is important that we measure the success of this Plan in achieving our objectives. Individual measures delivered through the BSIP and the Enhanced Partnership Schemes will be subject to the appropriate value for public money assessment that determines whether a strong business case exists for each measure. However measuring the overall impact of our spend on achieving our objectives through targeting outcomes is also vital to ensuring this Plan is a success.

We have drawn heavily on the Government's guidance for preparing BSIPs<sup>1</sup> in determining our measurable outcomes, as well as closely reflecting our BSIP objectives. Some of the outcomes contribute to achieving single objectives, others span multiple objectives.

We propose a 2019/20 baseline, prior to the COVID19 pandemic, where possible for each of these outcomes:

- **Grow annual bus patronage in Norfolk:** return to 2019/20 patronage levels by March 2023, then grow bus patronage in the County by 1% per annum between 2023 and 2027. The baseline for this outcome is 28.911 million journeys<sup>2</sup> leading to a future total of more than 30m journeys per year (3.2m per 100,000 people).
- **Grow bus patronage amongst young people in Norfolk:** grow bus patronage by an extended target of 5% per annum for people under 25 years of age between 2023 and 2027. The baseline for this outcome is to be determined.
- **Improve bus passenger satisfaction:** grow bus passenger satisfaction with bus services in Norfolk to 95% by 2027. The baseline for this outcome is 89% satisfaction as measured by Transport Focus in 2017.
- **Increase bus passenger satisfaction with fares:** grow bus passenger satisfaction with the value for money offered for bus services in Norfolk to 80% by 2027. The baseline for this outcome is 59% satisfaction as measured by Transport Focus in 2017.
- **More buses with next stop announcements and displays:** increase the number of buses operating registered bus services in Norfolk that offer next stop announcements (visible and audible) to 70% by 2025. The baseline for this outcome is 7%.
- **More reliable bus services:** increase the reliability of bus services to 99.5% of all timetabled bus services starting their journeys, by 2027. The baseline for this outcome is to be determined.
- **More punctual bus services:** increase the punctuality of bus services starting their journeys on time to 95%, by 2027, using the Office for the Traffic Commissioners' standard measure of what is considered 'on-time'<sup>3</sup>. The baseline for this outcome is 85%.
- **Greener buses:** the proportion of buses operating registered bus services in Norfolk that are Euro VI or zero emission will increase to 50% by 2027. The baseline for this outcome is 18% in September 2021. This will mean that by 2027 more than 90% of buses will be Euro V, Euro VI or zero emission.
- **Increase the bus mode share from cars:** in corridors where bus priority and bus vehicle investment is made during the lifetime of this BSIP, ensure that the number of bus passengers increases and the number of people travelling by car either reduces or remains the same. Location specific targets

1 DfT, National Bus Strategy: Bus Service Improvement Plans, Guidance to local authorities and bus operators, May 2021

2 DfT Bus Statistics, Table BUS0109a

3 Current standard is that buses must operate no more than 5 minutes and 59 seconds late, or 1 minute and 59 seconds early, compared with timetabled departure times





will be agreed in Enhanced Partnership Schemes on a corridor by corridor basis, based on bus operator data, automatic traffic count data and surveys.

- **Reduce journey times for buses:** on specified corridors where bus priority and bus vehicle investment is made during the lifetime of this BSIP, ensure that average journey times for buses between specified points are decreased compared to before the measures were implemented. Journey times for cars in those corridors will not be increased in typical circumstances. Location specific targets will be agreed in Enhanced Partnership Schemes on a corridor by corridor basis, based on bus operator AVL data.
- **Increase the number of accessible bus stops:** increase the number of accessible bus stops that are suitable for people using wheelchairs and people with other mobility issues to 95% by 2027. The baseline for this outcome is 82% in September 2021.
- **Increase rural accessibility:** using Norfolk's index of rural accessibility<sup>4</sup>, improve the

measure to 85% by 2027. The baseline for this outcome is 74.4%.

The measurable outcomes set out above have been selected to ensure that they are all capable of being assessed using existing sources of data available to the local transport authority and/or bus operators in Norfolk. Where necessary original survey data has been collected to inform the establishment of a baseline situation, these surveys will be repeated at suitable intervals to chart progress.

The progress made in achieving these outcomes will be set out in an annual BSIP Progress Report, which will be presented to the relevant Enhanced Partnership governance groups and published annually on Norfolk County Council's website. All partners delivering buses in Norfolk have agreed to make data available in order to populate the Progress Report.

<sup>4</sup> We have defined a target level of service for each parish based on its population size, e.g. a parish with 1000-2000 people should be able to expect a journey to health services, a shopping service 5 days a week, a commuter journey at peak times and a Saturday service



# 4.0 BSIP Delivery Programme

In this section we set out the commitments that have been made, subject to funding in some cases, to achieve the objectives and outcomes set out in Section 3. A range of infrastructure schemes, promotional and ticketing initiatives and policy reviews combine to provide a comprehensive and compelling set of proposals that will ensure that buses in Norfolk are making their full contribution to the journey to net zero transport provision.

## 4.1 Introduction

**We have agreed with operators and stakeholders that our central theme for this BSIP is to ensure buses play their full part in delivering:**

### A Roadmap to Net Zero for Carbon

The figure below summarises the staged approach we will take to deliver the ambitious

measures and schemes contained within the delivery programme for Norfolk's BSIP.

### Norfolk BSIP - A Roadmap to Net Zero



#### Get people on the bus

- Major marketing campaign and an identity for buses
- Integrated journey planner
- Single customer charter
- Fares offer for Under-25s
- Back to bus fares promotion
- Contactless on every bus
- Improved road network management
- Network review and bus priority studies



#### Supporting lifestyle choices

- Deliver consistent bus network standards
- Agreed timetable change dates
- Bus priority programme
- Better bus stop standards
- Multi-operator fares with common zones and fare capping
- Better service integration and hubs
- Next stop announcements and displays on all buses



#### Towards net zero for buses

- More modern buses
- Zero emission buses

0-6 months

6 months to end of Year 3

By end of Year 5

Through the growth in bus use and the transfer of trips from car to bus, a greener pattern of journeys in the county will emerge. Furthermore, investment in lower and zero emission vehicles will reduce local pollution and provide further reductions in carbon emissions.



Measures are split into three time bands:

In the immediate term	In the medium term	In the longer term
(0-6 months, starting April 2022 if not sooner) we will put in place a comprehensive and imaginative marketing campaign aimed at getting people back on the bus, quickly returning patronage levels to much nearer their pre-COVID levels. A number of measures that are complementary to this campaign will also be pursued, as will laying the groundwork for subsequent major bus investments;	(6 months to three years, by March 2025) we will deliver bus priority measures and improvements to our bus network and ticketing that will ensure many more people can rely on the bus to live their lives day to day, allowing them to rely less on their motor car. The measures will support lifestyle choices in both built-up and rural areas; and	(three to five years) we will continue to roll out infrastructure and new services to support car-free lifestyle choices while also seeking a comprehensive funding solution that allows the county to make a rapid and lasting move towards zero emission buses, exploiting the latest battery electric and hydrogen technologies that will be available from 2025 onwards.

The programme set out in this BSIP proposes measures for a five year period starting in April 2022, which is when we will commence our agreed Enhanced Partnership Plan and begin delivering the first Enhanced Partnership Schemes. However we understand that the DfT's additional funding available for buses has a three year life span (April 2022 to March 2025). Some proposals in this programme are likely to rely on revenue support on an ongoing basis, the Council will wish to be assured that a long term funding solution is in place beyond the first three years before introducing those

proposals – be it continued funding from Government or a strong prospect of funded initiatives becoming commercially viable within three years. This issue will be debated by the Enhanced Partnership Board, once formed.

The initiatives headlined in the figure above are explained in detail in the remainder of this chapter, after which a summary table of schemes, financial asks, local contributions and delivery timescales is provided. The measures are arranged around the timescales set out in the paragraph above.



## 4.2 Get People on the Bus: Short Term Measures April 2022 to October 2022

### The Get People on the Bus measures in this BSIP will:

Stimulate a return to the bus and encourage people to give the bus a try for the first time  
Begin the process of presenting Norfolk's bus services as a single integrated network  
Ready ourselves for the medium term actions by conducting planning and design studies

**The BSIP objectives achieved by these measures and schemes are:**

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
high	low	moderate	high

These measures are focused on stimulating a recovery from the effects of the COVID19 pandemic and taking early steps to present buses in Norfolk as one integrated system rather than separate services operated by different companies. The programme

of measures and schemes below will be deployed at pace as soon as the funding is available, and from April 2022 at the latest, in order to ensure no time is wasted in working with operators to stimulate a recovery to the bus market.

### Major Marketing Campaign

**DFT Priority: A single local bus network with clear information**

By April 2022 at the latest, Norfolk County Council will begin work with all operators to instigate a major marketing campaign for buses, which will be led by suitably skilled marketing specialists. The focus of the campaign will be to use imaginative marketing techniques across a range of media to entice people into using the bus, be it more often, for the first time in a while or for the first time ever. A full range of media channels will be used to raise awareness of the campaign, building on the extensive work that bus operators themselves already do to market their services. The campaign will last for at least six months and will reach its peak over the summer tourist season.



This marketing campaign will create an identity for buses across Norfolk, using as its starting point a proposed Travel Norfolk brand (that will be used for all forms of sustainable travel) that will be displayed:

**on vehicles**

which could be a decal on a side panel or a logo on the destination display;

**online** on journey

planning tools, on the Council's own website landing page and on operators' individual websites and apps

**on printed**

**materials** printed timetable booklets, timetable cases at bus stops and other assets

**at bus stops**

on a redesigned standard bus stop flag for the County's 4,000 bus stop locations

The marketing campaign will consolidate all of the short term actions set out below relating to fare promotions, journey planning and the updated bus service identity. As well as addressing bus passengers directly, the marketing campaign will seek to encourage new users to try the bus for the first time. It will also extend existing conversations

being held with major employers to ensure they do everything they can to influence the journey to work and in-work travel choices of their employees. This will build on work that operators and the county are doing with employers that is being co-ordinated by Liftshare.

## Integrated Journey Planner

### DFT Priority: A single local bus network with clear information

Bus operators in Norfolk have a range of high quality, sometimes industry-leading online tools to promote their services and encourage people to use the bus. Many of these tools include a journey planner that allows people to understand the quickest way to make their journeys by bus. However these tools are typically limited to offering the services of just one operator, not the whole bus network available in Norfolk.

At commencement of the Enhanced Partnership in April 2022, or most likely before then, the County Council will conduct discussions with bus operators about creating a single fully-integrated journey planner to enable travel planning across Norfolk and into its neighbouring authorities, encompassing the services of all operators and building on what is already available through Traveline. This tool will require full co-operation between operators in order to use and combine the best available timetable and real-time data to enable journeys to be planned and tracked

across the county. This high quality data will be presented to the travelling public using the best available platform in use within Norfolk right now – or potentially a third party platform that operators agree to use to maximise the quality of the journey planning experience for passengers (a financial allowance has been included in case a third party tool needs to be procured by operators).

This integrated journey planner will be available on all places where people may go looking for information about bus trips – operators' own websites, the public transport landing page on the Council's website and many other appropriate locations on websites and within Apps. Options to include API feeds and widgets to maximise integration with other third party systems, including other travel planning tools, will also be explored. The integrated journey planner will be delivered by August 2022, to support the major marketing campaign.

## Single Customer Charter

**DFT Priority: Give passengers more of a voice**

Through the Enhanced Partnership structure, by September 2022 at the latest, all bus operators will agree a single county-wide Customer Charter that bus passengers can rely on when using bus services in Norfolk. The Customer Charter will be a live and well-publicised document that will provide a cornerstone of our significant marketing campaign to encourage people onto the bus, building on the current Norwich Bus Charter

that has been in place for many years.

The Customer Charter will provide a comprehensive set of expectations that passengers should have when using buses in Norfolk, based on the best-in-class standards available in the industry. The Customer Charter will set clear and precise expectations on at least the following matters:

**The minimum standards for bus services that can be expected across Norfolk**

**The standards of on-board facilities that can be expected**

**The operators' commitments to affordable and simple fares**

**The reliability of bus services that will be delivered by operators and the Council**

**The standard of accurate and timely information that passengers can expect when planning journeys**

**A straightforward direct point of contact for redress when things go wrong**

This Customer Charter will be widely publicised as part of the county-wide marketing campaign described above.

## Fares Offer for Young People

**DFT Priority: Lower and simpler fares**

Section 2 describes the range of fares and the level of fares charged for using the bus in Norfolk. Bus fares offer people good value for money for a wide range of journeys across Norfolk, however in common with many places the fares charged vary considerably depending on where people travel, how far they travel, which operator they use and whether they are eligible for fare discounts. Fares targeted at different travel markets mean that the totality of all fare products in the county can be dauntingly complex for new or irregular users. During the term of this BSIP decisions on any

major or lasting changes to fare levels or the range of fares products are made will remain with commercial bus operators, influenced by discussions conducted through our Enhanced Partnership Board. However we have discussed and agreed to look at some key sectors within the bus market in the immediate term, where lower and simpler fares could have a major impact on the attractiveness of our bus network.

The co-operation of all operators to engage positively in these talks has already been secured as part of developing this BSIP. The



nature of these aspirations mean that the County Council will need to take the lead in brokering unilateral and multi-operator discussions, to ensure that concerns about competition law are minimised.

Many operators offer discounted fares to young people in Norfolk, however the eligibility and type of discounts vary considerably, and a few operators do not offer a discount at all to 16-19 year olds or free travel to under-5s.

Between April 2022 and October 2022 the County Council will broker discussions with all bus operators to ensure that all operators have a consistent approach to offering a form of fare discount for under-25s (discounted or flat fare), under-16s (half or flat fare) and under-5s (travel free of charge) on every bus in the county. The offer of a discounted adult fare (typically for longer rural journeys) or a flat fare (typically for shorter urban journeys) will be regularised so that young people can easily understand what type of fare discount they can expect when travelling by bus.

The agreed common approach will then be introduced by every operator in Norfolk no later than April 2023. Where it will bring additional benefits to young people travelling by bus and where competition law allows it, agreements for common fares will be sought in corridors and across major conurbations where more than one operator provides services.

Introducing a consistent approach to the offer of under-16 fare products will be undertaken on a commercial basis by operators at no additional cost to the public purse. The extension of current under-19 fares to cover everyone under 25 will require a new concessionary reimbursement scheme to be put in place. Based on our current understanding of the under-25 market, we estimate that this reimbursement scheme will cost £200,000 to set up and a further £200,000 for reimbursements on an annual basis. The annual cost will grow as the number of under-25s travelling increases as a result of the scheme.

## Back to bus fares promotion

### DfT Priority: Lower and simpler fares

As part of our short term priority to encourage people back onto our bus services, the County Council will use DfT funding to reimburse operators for the revenue foregone during a significant short term fares promotion. Our current intention, which is to be finalised in discussion with all operators in the county, is to offer a deep discount for one week during the school half term week in either May or October 2022. Our request for DfT funding of £556,000 for this initiative assumes that every adult fare in Norfolk will be discounted to £1 per journey, with a commensurate flat fare discount applied to all child and young person journeys. The practicality of offering free travel for a week will also be explored.

The fares promotion will be backed up with the major marketing campaign described in Section 4.7 below. The details of the offer will be refined during the formulation of the Enhanced Partnership Plan and Schemes for Norfolk. It is plausible that such a deep discount might be sufficiently successful to entice additional passengers during the week in question such that some buses are filled and duplicate services may be required – in these circumstances, the way in which the cost of providing these duplicate buses will be agreed with operators in advance.

## Contactless on every bus

### DFT Priority: Seamless and integrated local ticketing

Every operator in Norfolk has agreed to implement a contactless payment system on every public bus by October 2022. This will ensure that every passenger in the county has the certainty of using a contactless bankcard to pay for any journey, and will also be a precursor to implementing a county-wide fare

capping scheme in the medium term. Cash will still be accepted on all buses, though people using cash will not be able to benefit from the best price fare cap system unless they choose and pay for a multi-trip product on their first journey of the day.

## Improved road network management

### DFT Priority: Significant increases in bus priority

There are a number of tasks that Norfolk County Council, as highway authority, working in partnership with seven district planning authorities, will undertake to ensure that buses are able to avoid delays more often on a day-to-day, often short notice basis. Further steps will also be taken to ensure that car parking and land use planning policies are aligned with the desired outcomes in this BSIP, ensuring buses have a fair chance of attracting more passengers in existing towns and new developments. These tasks are:

- **Better information about network delays** – the County Council will commit to informing operators and passengers in a timely manner when planned and emergency works affect bus operations, both the Council's own works and those of statutory undertakers. While systems are already in place for disseminating this information, additional resources will be delivered using BSIP funding to yield further improvements. We will work with utility companies to set challenging targets for identifying and informing stakeholders about emergency highway works, so that the impact on bus operations can be minimised by operators.
- **Better management of highways** – the County Council will work with operators to ensure that more buses can operate efficiently and safely throughout the year.
- **Better management of car parking** none the Council will commit to improving enforcement of on-street parking contraventions, which can delay buses greatly both when accessing bus stops and negotiating narrow urban and village roads. The Council will bring District Councils into this conversation to review off-street car parking provision and charges, including that of private operators, to ensure that using the car is not unduly benefited compared with taking the bus. The practicalities and potential benefits of introducing a Workplace Parking Levy in Norwich and other urban areas, to influence travel behaviour, will be considered as part of these discussions.
- **Moving traffic offences that hamper bus operations** none the Council will be applying for new powers to enforce moving traffic offences so that buses can be kept moving more efficiently through bus lanes, yellow box junctions, etc.
- **Monitoring transport patterns** none we are working with a local partner to develop

a video analytics tool, funded through an InnovateUK SBRI programme, that integrates with our existing highway CCTV SBRI programme to provide a detailed insight into sustainable transport patterns on our network, and identify areas where improvements can be made to bus journeys. This includes monitoring the amount of queue time in real-time and providing data to assist with traffic signal optimisation.

- **Planning policy** – the County Council will also work with District Councils to ensure that the needs of bus service operation are better integrated into planning decisions made by local planning authorities for larger development sites across Norfolk.

Norfolk County Council will use DfT funding to recruit additional staff and equipment to put these measures in place, spending an estimated £936,000 over the five year life of this BSIP.

## Network review and bus priority studies

Finally, the County Council will conduct a Bus Network Review Study and a Bus Priority Study for the county between April 2022 and October 2022, in readiness to identify, design

and mobilise delivery of the interventions and measures where bus priority should be delivered, as set out in the medium term measures below.

## 4.3 Supporting Lifestyle Choices: Medium Term Measures October 2022 to April 2025

### The Supporting Lifestyle Choices measures in this BSIP will:

Provide a far more consistent standard of bus services across urban and rural communities  
 Implement highways measures that will improve the journey time and reliability of bus services  
 Implement a multi-operator fare product range across Norfolk  
 Install next stop announcements and displays in Norfolk's buses  
 Continue the roll out of the identity for all bus services in Norfolk  
 Provide infrastructure that better integrates bus services with other bus services, rail services and micro-mobility modes

### The BSIP objectives achieved by these measures and schemes are:

<b>Rebuild and increase passenger confidence</b>	<b>Green and sustainable transport</b>	<b>Public transport as first choice mode</b>	<b>Simple and affordable fares and ticketing</b>
<b>high</b>	<b>moderate</b>	<b>high</b>	<b>moderate</b>

These measures are focussed on raising the standard of buses across the county to a new minimum, with many communities still benefiting from a service that far exceeds the minimum. These services will be able to operate efficiently and reliably thanks to new bus priority measures, and new integrated

fares will be delivered. The identity for buses in Norfolk developed in the short term measures will be extended, further enhancing the delivery of bus services as a single consistent and high standard network.

## Deliver consistent bus network standards

### DFT Priority: Intensive services and investment in key corridors

Our aspiration for this BSIP in relation to intensive services and investment in key corridors is to set minimum standards for basic bus service accessibility that all communities should be able to rely upon. This is part of our commitment to delivering a bus service across Norfolk that more people can build their lives around and travel by bus to support their day to day lifestyle choices.

To achieve this, we have agreed minimum standards that the BSIP will seek to achieve in partnership between the County Council and our bus operators. These minimum standards have been set for daytime services and off-peak services. The new standards to be adopted, which are already met in some corridors and occasionally exceeded, are:

Urban corridors in larger settlements	Town services	Inter-urban services (3 main settlements)	Inter-urban services (other settlements)	Rural settlements	Tourist destinations
daytime 6 buses per hour	daytime 2 buses per hour	daytime 4 buses per hour	daytime 2 buses per hour	Ranging from daytime 1 bus per hour to DRT service	daytime during tourist season opening hours
off-peak 2 buses per hour	off-peak 1 buses per hour	off-peak 2 buses per hour	off-peak 1 buses per hour	Ranging from off-peak 1 bus every two hours to DRT service	1 bus per hour, where that is operationally feasible

The timing of buses during each hour must be evenly spaced in order to achieve these standards.

Daytime services are defined as operating between 8am (or earlier in our larger settlements) and 7pm on normal weekdays and Saturdays.

Off-peak services are defined as operating in early weekday and Saturday mornings (between 6am and 8am), weekday and Saturday evenings (7pm to midnight), Sundays and Bank Holidays (excluding Christmas Day, Boxing Day and New Years' Day when no services operate).

The key definitions for the minimum service standards set out above are:

- Urban corridors in larger settlements – Norwich, King's Lynn and Great Yarmouth.
- Town services none services in medium sized settlements with population around 10,000 or more.
- Inter-urban services (three main settlements) – services between Norwich, Great Yarmouth and King's Lynn)
- Inter-urban services (other settlements) none services between adjacent towns, larger villages and other settlements with population around 5,000 or more
- Rural settlements – the size of rural settlements will determine the minimum standards that can be expected:
  - larger rural settlements can typically expect the upper range of minimum standards, where operationally feasible. The feasibility of routing inter-urban services via rural settlements will be considered on a case by case basis to ensure that significant detriment to the service's operation and its inter-urban passengers is avoided;
  - settlements with a population of 300 or more can expect a bus service at least once a day; and

- smaller communities will normally be served by at least a daytime DRT service.
- Tourist destinations – out of town tourist destinations that are not served by any of the above bus services, and which attract at least 200 visitors per day. The feasibility of services will depend on the ability of public access roads to carry buses, and the proximity of the destination to a public road where a bus stop could be safely located.

In order to achieve these standards, and provided DfT provides sufficient funding, we will follow a three stage approach to delivery:

- **Planning stage (Apr 2022 to Oct 2022)** – undertake a comprehensive review of bus networks to determine where standards are being met and where they are not being achieved, developing practical and affordable solutions to eliminate gaps. Where significant over-bussing is seen on the busiest corridors, the practicality of diverting resource to cover gaps elsewhere will be discussed with operators. The practicality of covering service gaps using DRT services, and of converting big bus operations to DRT in certain areas, will also be reviewed. Funding will be secured to continue support for the introduction of digital resources that will enable wider introduction of DRT services. Our funding also includes an allowance for continuing our work on encouraging people back to bus via the workplace, led by Liftshare.
- **Delivery stage (Oct 2022 to Apr 2023)** – use funding secured from DfT to support up to 60 additional buses across the Norfolk network, placing a focus on boosting daytime frequencies, early morning, evening and weekend services as well as communities that have very poor bus services well below the standards set out in this Plan. These new services

will be a combination of services trialled commercially by operators and those supported by BSIP funding, e.g. kickstart services, new secured bus services and new supported DRT services<sup>5</sup>.

- **Review stage (Apr 2023 to Apr 2027)** – review the enhanced bus network on an annual basis, amending or removing services that give particularly poor value for money or undertaking measures to increase patronage, and plugging new gaps where they appear as a result of, for example, the completion of major new developments.

In order to deliver this improved network we will take a stepped approach working closely with all bus operators in the county through the Enhanced Partnership structure:

- Operators will consider where they can increase services on a commercial basis without funding;
- Norfolk County Council will procure additional services using de minimis powers where that makes operational sense (being mindful of 25% spend limit);
- Norfolk County Council will tender additional services, or exceptionally entire services using EP powers where tendering a part service could be problematic on the road, where the kickstart and de minimis options are not available; and
- Norfolk County Council will commission DRT services to meet the aspiration set for rural communities.

Demand Responsive Transport (DRT) provides an opportunity to provide public transport across large often rural areas where the provision of conventional bus services would be prohibitively expensive or impractical. DRT uses smaller vehicles that turn up to transport people when demanded. They may not ever reach levels of use that mean they are commercially viable without public subsidy

<sup>5</sup> In the event that DfT Bus Recovery Grant funding is terminated prior to passenger numbers and revenues returning to pre-COVID levels, this funding may need to be diverted to continue support for existing bus services rather than grow the network to meet our new minimum bus service standards.



but they can offer a cost-effective backstop for communities not served by traditional service buses.

The County Council is already introducing a DRT service in the environs of Swaffham thanks to Government support via the Rural Mobility Fund. The network review will identify further opportunities for introducing DRT services in the county and some of the 60 additional buses to be funded may be DRT vehicles. The BSIP funding plan includes a specific cost item to ensure that the back office systems are kept in place and can be scaled up

to cater for growth in our DRT network.

Although much work is still to be done to refine the outturn costs, we believe that this programme will require funding from DfT of £20.7m over the five year period starting April 2022. This funding will be matched by a commitment from Norfolk County Council to maintain its supported services budget at current levels of £3.2m per annum (£16.0m over the five year life of this BSIP), and a commitment from operators to consider up to five commercial schemes across the county.

## Agreed timetable change dates

### DFT Priority: Intensive services and investment in key corridors

Alongside improving the intensity of bus services, we believe that bus users in Norfolk will value a stable network that rarely changes, allowing people to plan their lives around using the bus for a reasonably long period into the future. For this reason we will ensure that all public bus services in the county will normally only see significant changes on a limited number of agreed dates every year, subject to agreement with operators. We are proposing to limit significant changes to just twice a year, and although the dates may vary across the county, will be adhered to by all operators and enforced through the bus service registration process and Enhanced Partnership.

We will agree with operators a definition of 'significant changes' however the County Council's position is that this should include changes to service frequency, changes to destinations served and changes to operating times during the week. Minor changes such as small retimings of services will be excluded, as

will changes precipitated by school opening/closure and the start/end of the tourist season. The County Council will consider exceptional calls for significant changes on a case by case basis, for instance because a service frequency needs to be improved or because a destination that has a significant impact on bus service patronage has closed.

Through the auspices of the Enhanced Partnership Plan, the County Council will consider carefully whether it should take responsibility for overseeing the registration of public bus services across the County, in order to help enforce this policy on significant timetable changes. If the responsibility were to be requested, the Council would have to seek further funding from DfT, which is not included within this BSIP, to cover the cost of transferring all administrative and management tasks associated with bus registrations from the Office for Traffic Commissioners to the County Council.

## Bus priority programme

### DfT Priority: Significant increases in bus priority

Our aspiration for this BSIP in relation to bus priority measures is to ensure that many more bus users travelling along key corridors can have a fast and reliable bus service irrespective of the prevailing general traffic conditions in that corridor. This is another aspect of our commitment to delivering bus services across Norfolk that more people can build their lives around, travelling by bus as part of their day to day lifestyle choices.

Norfolk already has bus priority on a number of corridors and as a result of funding received through the Transforming Cities Fund, three more cross-city corridors in Norwich will be upgraded with comprehensive bus priority investment. Our plan is to build on that ongoing investment and use further DfT funding to treat congestion points on at least one further corridor in Norwich, address pinch points in both King's Lynn and Great Yarmouth and tackle congestion hotspots in other towns and junctions across the county where buses are most disadvantaged as a result of being caught in congestion. The details of our programme will be determined during the first few months of the Enhanced Partnership, as detailed below.

Our proposed standards for bus corridors across Norfolk are:

- **Urban corridors in larger settlements** – along a corridor and at key pinch points, bus journey times in typical busy and more congested conditions should be no more than 10% greater than in quiet/uncongested conditions. So a bus corridor that has end to end journey times of 30 minutes in off-peak periods should experience journey times of no more 33 minutes in busier periods – given that boardings are likely to be longer in peak periods when more bus passengers are travelling, this means that peak and off-peak running times between stops should be largely the same in the majority of cases.
  - **Congestion pinch points in smaller towns and inter-urban corridors** – bus journey times in typical busy/congested conditions should be no more than 10% greater than in quiet/uncongested conditions. It is accepted that at busy junctions it is not always possible for buses to completely avoid delays, but that additional peak time delay should be kept to a minimum.
- In order to achieve these standards a number of staged actions will be delivered, subject to receiving sufficient funding from DfT:
- **Planning stage (Apr 2022 to Oct 2022)** – Norfolk County Council and bus operators will work together to commission a study that will use a full range of available traffic data, plus Automatic Vehicle Location (AVL) data supplied by operators, to identify corridors and locations where journey times can be improved generally, and where congestion has a persistent adverse effect on passengers at peak times. This study will be used to identify bus priority and traffic signals schemes that can reduce the effects of congestion on bus services.
  - **Design stage (Oct 2022 to Apr 2023)** – Norfolk County Council, in collaboration with bus operators, will undertake design studies and consultations in order to prepare detailed plans and traffic orders for the measures that will be implemented to improve bus journey times and reliability. As part of the design process, provision of active travel facilities will also be considered where space is available.
  - **Delivery stage (Apr 2023 to Apr 2027)** – From April 2023 a programme of bus priority construction works will be enacted by the County Council, subject to the availability of DfT funding.

Norfolk County Council, as local highway authority, will take the lead in delivering this programme, building on the successes already

starting to be seen thanks to the Transforming Cities Fund investment in Norwich. Bus operators will play a crucial role in the provision of data and their insights at a day-to-day operational level about where and why congestion occurs that hampers bus services.

All bus priority measures will be assessed by the County Council to ensure they provide good value for public money, prior to their implementation. All measures will only be delivered once all democratic and regulatory processes have been completed, in line with normal practice.

A budget of £40.6m is proposed for the five years beginning April 2022, in order that the

network congestion study and resulting design processes can be delivered during 2022 and 2023, with construction of the first schemes in a £40m four year programme starting in the Summer of 2023. This budget has been produced based on the Council's detailed knowledge of opportunities and costs that it has learned from the Transforming Cities Fund programme, and from our discussions with operators about key pinch points in the county.

Norfolk County Council is seeking full funding for this programme from the DfT, with considerable local match funding coming in the form of new vehicle investment in the improved corridors.



## Better bus stop standards

### DFT Priority: A single local bus network with clear information

We propose a series of actions to improve the quality and consistency of bus stops in Norfolk, ensuring that a decent standard of service is given to more passengers waiting for, boarding and alighting their buses. This is the first stage of a more ambitious bus stop and bus interchange programme that the County will pursue in a future update of this BSIP.

The categories are set out below:

BRONZE	SILVER	GOLD	PLATINUM
<ul style="list-style-type: none"> <li>• Equalities Act 2010 compliant boarding point</li> <li>• Safe crossing and disabled access including drop-kerbs</li> <li>• Bus stop flag</li> <li>• QR code linking to mobile bus departure board</li> </ul>	<ul style="list-style-type: none"> <li>• Equalities Act 2010 compliant boarding point</li> <li>• Safe crossing and disabled access including drop-kerbs</li> <li>• Bus stop flag</li> <li>• Printed stop-specific timetable</li> <li>• QR code linking to mobile bus departure board</li> </ul>	<ul style="list-style-type: none"> <li>• Covered waiting area e.g. bus shelter</li> <li>• Equalities Act 2010 compliant boarding point</li> <li>• Safe crossing and disabled access including drop-kerbs</li> <li>• Improved public realm including additional seating provision and lighting</li> <li>• Cycle parking provision</li> <li>• Bus stop flag</li> <li>• RTPI stop-specific departure display with audio announcements/disruption messaging</li> <li>• Printed stop-specific timetable</li> <li>• QR code linking to mobile bus departure board</li> </ul>	<ul style="list-style-type: none"> <li>• Covered waiting area e.g. bus shelter</li> <li>• Equalities Act 2010 compliant boarding point</li> <li>• Safe crossing and disabled access including drop-kerbs</li> <li>• Improved public realm including additional seating provision and lighting</li> <li>• Cycle parking provision</li> <li>• CCTV</li> <li>• Bus stop flag</li> <li>• Real-Time Passenger Information (RTPI) departure summary display</li> <li>• RTPI stop-specific departure display with audio announcements/disruption messaging</li> <li>• Printed destination finder/route finder</li> <li>• Printed stop-specific timetable</li> <li>• Multi-modal travel information</li> <li>• QR code linking to mobile bus departure board</li> </ul>

The details of how stops will be assigned to each category will be discussed and agreed with partners when the Enhanced Partnership is operational from April 2022 onwards.

Linked to the new identity for bus services in Norfolk, we propose to replace all bus stop flags in the county with a single design that accommodates the identity, provides basic up to date information about services (stop name, single journey planner website, Traveline details, etc) and provides space for local

The Council has developed categories for bus stops and interchanges across the county with what should be expected at each stop in each category. This will form the foundation of improvements to bus stops and interchanges in this programme, and further improvements that may be delivered within the lifetime of a future BSIP.

tailoring to show any relevant route-specific branding and service numbers. This flag replacement programme will be completed by 2025, subject to funding, and provide a key element of the single identity look and feel for bus services across Norfolk. Where a bus stop does not currently have a bus stop flag, a new pole and flag will be provided where that is safe and permissible. At busier stops the programme will also provide printed timetable cases that reflect the new identity for buses



in Norfolk, which will include consideration of installing e-ink digital timetable cases at key stops. A funding ask to DfT of £2.5m has been allocated to this programme, which will provide a major step forward towards achieving the standards set out above.

More widely, we have allocated a considerable sum of £1.8m to fund the general upgrade of bus stops across the County so that many more can meet the tiered standards set out in the chart above.

At our busier bus stops the Council will commence a programme of enhanced bus stop maintenance, in conjunction with district and parish councils where appropriate, to ensure that decent standards of safety and cleanliness are maintained. This programme will ensure that all required lighting facilities are working, that damage is made safe rapidly and repaired in a timely manner and that stops

and shelters are kept clean wherever possible. A budget of £500,000 in 2022/23 has been set to fund this maintenance programme, which provided funding is received from DfT will recur during the life of this BSIP. The potential to rationalise the number of bus stops in some corridors will be explored as part of setting up this maintenance programme, which may also contribute to the improvement of bus journey times.

The Council will also continue to introduce real-time bus arrival displays at more bus stops around the County, building on the investment already seen in key corridors and at key boarding points. A budget of £750,000 has been requested from DfT to cover the costs for a three year programme to install more displays (about 25) at bus stops and interchanges.

## Multi operator fares with common zones and fare capping

### DfT Priority: Seamless and integrated local ticketing

Building on the rollout of contactless payment on every bus in the first six months of this BSIP, the County Council and all operators will work together to introduce a comprehensive suite of day and week multi-operator tickets across the county. The feasibility of also adding monthly and term-time multi-operator products will also be considered. It is proposed that the introduction of these products will be based on contactless payments on boarding and tapping out on alighting.

A structured approach, building on the work of DfT's Project Coral<sup>6</sup>, will be followed to:

- Define the products to be offered (day and week tickets for adults, young people and under-16s).
- Define what methods of payment and

identification will be accepted, ranging from contactless bankcards to pre-loaded 'dummy' contactless cards and QR codes on apps.

- Determine what additional infrastructure will be required on buses, an allowance will be made for capital expenditure for tap-on tap-off posts on all buses operating in the county.
- Define the business rules for accepting payments, capping to the best value fare product and reconciliation of income to each operator.

Where zonal fares are offered by operators in our main conurbations, discussions will be brokered by Norfolk County Council with a view to ensuring that the boundaries of zones used by every operator coincide. This

<sup>6</sup> In line with the DfT's Guidance on BSIPs, we have assumed that all back office systems required to implement a multi-operator fare capping system based on contactless payments will be funded centrally and will not require a financial contribution from this Norfolk BSIP.



is primarily to avoid confusion for passengers who may wish to choose between multi-operator tickets and own-operator zonal ticket products.

It is intended that this process will have been completed and a suite of multi-operator fares will be implemented across Norfolk by April 2025 at the very latest. This will require considerable co-operation between the County Council and all operators, building on the work being undertaken by DfT to examine the practicalities of multi-operator ticketing and fare capping based on contactless bankcard payments. To implement this aspiration the County Council will require financial support from DfT for the introduction of tap-on tap-off

readers on every bus.

We will also investigate options to integrate multi-operator bus tickets with opportunities to use car hire and car clubs, bike hire schemes, e-bike schemes and e-scooter schemes.

In the longer term, the range of multi-operator tickets and the geography of any fare zones will be reviewed to ensure they are optimised and remain relevant to the needs of the travelling public. The Council and operators will also embark on discussions with Great British Railways to examine the practicalities of introducing multi-modal bus/rail ticketing products in Norfolk, building on the existing Plus Bus offer.

## Better service integration and hubs

### DfT Priority: Integration with other modes

The complexities of changing bus timetables and changing rail timetables mean that integration of bus and rail arrivals and departures has proved extremely difficult for many years. We intend to open discussions with bus operators and rail operators to improve significantly upon the current situation.

Our aspirations in this BSIP are to achieve minimum standards for:

- **Connections between bus services at interchange hubs** to facilitate seamless travel using more than one service, be it a conventional public bus service or a DRT service. This will include significant investment in up to three market towns over the next three years.
- **Bus connections at major railway stations** to facilitate onward longer distance travel.

We will commence work towards these aspirations during 2022 by reviewing the main bus-bus and bus-rail interchange points across the county and develop a minimum standard of infrastructure that encompasses fixed and real-

time information, safe and covered waiting facilities, cycling and walking links, wayfinding standards and provision for DRT services as well as buses. This is clearly closely related to the new platinum bus stop standards set out above.

Having identified the important interchange hubs, we will commence a programme of improvements from 2023 onwards, subject to receiving funding from DfT, so that the standards can be achieved across the county on a consistent basis. Allied to this, we will conduct discussions between operators to ensure that where key connections are made at interchange hubs to facilitate onward travel across the county, timetables are co-ordinated as far as can reasonably be expected to ensure timely interchange.

In the longer term we will also facilitate discussions between bus operators and Great British Railways so that similar timetable integration can be explored and implemented at the most important bus-rail interchanges.

## Next stop announcements and displays

### DfT Priority: Modern buses and decarbonisation

Bus operators and the County Council have committed to begin implementing next stop announcements and displays during 2022 with a view to rolling them out on the majority of buses by the end of 2023, providing funding is forthcoming from DfT through this BSIP. Implementation is likely to be completed ahead of the legislation requirements set out in the 2017 Bus Services Act and will enable more passengers with hearing or sight problems to know when they are approaching their stop and will also bring benefits to all bus passengers by alerting them to the identity of the next stops on their service.

The County Council is already working with a contracted supplier (Nexus Alpha) and operators to develop innovative ways of delivering next stop announcements via mobile phones, as well as via low-power on-board displays and announcements. This will ensure that a full range of information is available to passengers about their alighting stop, and may also reduce the potential for constant spoken announcements on certain services.

A budget of £1.5m has been allocated to the introduction of next stop announcements and displays on 70% of our buses, based on the typical cost of retrofitting these systems to older vehicles and ensuring they connect to on-board geolocation systems via the ticket machine. It is anticipated that ongoing costs to maintain systems and keep the announcements up-to-date will be funded by operators based on the growth in fare revenue that they will receive from this investment.

Allied to the introduction of next stop announcements and displays, the bus operators and County Council in Norfolk will agree, via the Enhanced Partnership structure, a minimum standard of on-board facilities that will be achieved for all buses operating in the county. These minimum standards will be delivered on a commercial basis and are likely to include the provision of wheelchair space, wifi, mobile phone charge points, sufficient luggage space (a key issue in tourist areas) and maintaining the highest standards of on-board cleanliness and sanitation. The agreed standards will be reflected in the new Customer Charter and will start to be delivered from 2022.

## 4.4 Towards Net Zero for Buses: Longer Term Measures April 2025 to April 2027

### The Towards Net Zero for Buses measures in this BSIP will:

Deliver a progressive improvement in tailpipe emissions from buses, building on the progress already made across all operators

Begin the introduction of zero emission buses and the requisite charging/fuelling infrastructure in the County

### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
low	high	low	none

We believe collectively that the greatest contribution that buses can make to achieving a Net Zero transport system is to get people out of their cars and using the bus more – the short and medium term measures set out already in this chapter focus on that. However while massive strides have been taken to reduce emissions from diesel buses over the last 20 years, a move towards zero tailpipe emissions would provide a huge step towards

achieving environmental goals.

Our aspirations for this BSIP are to:

- Reduce tailpipe emissions from diesel buses by introducing more modern buses and retrofitting older buses where appropriate and affordable
- **Begin to decarbonise the bus fleet** by introducing 100 zero emission buses in Norfolk by 2027

### More modern buses

#### DFT Priority: Modern buses and decarbonisation

The bus operators across Norfolk will continue to invest in newer Euro V and Euro VI standard vehicles and explore opportunities to retrofit older vehicles so that their operational life can be extended while achieving Euro V/VI emission standards. These fleet replacements, fleet cascades and retrofit plans will be developed by each operator on a commercial basis and co-ordinated by the Enhanced Partnership so that a fair and well-planned introduction of these newer vehicles is followed.

For its part the County Council will be specifying a higher standard of vehicles on its

supported services contracts from April 2022 onwards, requiring at least Euro V vehicles from April 2022 and Euro VI from April 2025, in order to ensure that emissions from the operation of secured bus services are reduced.

Every effort will be made to ensure that the introduction of new vehicles matches investment in bus priority programmes as set out in Section 4.2. In addition, care will be taken to ensure that new and retrofitted vehicles are also introduced in rural areas where bus priority measures will be less prevalent but where air quality is equally important.

## Zero emission buses

### DfT Priority: Modern buses and decarbonisation

During the lifetime of this BSIP a major investment in zero emission buses will commence in order to start decarbonising and further reducing tailpipe emissions from the bus fleet in Norfolk. The technology and distance range of zero emission buses is still developing rapidly, and because many buses in Norfolk travel long distances every day in rural areas many of our operators wish to wait for further development of zero emission buses before committing to their operation. However First Bus is ready now to introduce zero emission buses in Norwich if suitable ZEBRA funding can be released by DfT.

Building on our ZEBRA ambitions, Norfolk County Council and bus operators wish to introduce 50 new zero emission buses in 2025/26, with a further 50 new zero emission buses the following year. Funding will be

required for the additional cost of buying a zero emission bus compared to a Euro VI bus as zero emission buses are likely to still attract a premium price that cannot be fully recovered through operating cost savings.

Funding will also be required for the installation of suitable charging infrastructure (for battery electric buses) or fuelling infrastructure (for hydrogen fuel cell buses). Where such infrastructure is installed, steps will be taken to ensure that a wider selection of vehicles can benefit from the charging and fuelling facilities, beyond just buses – for example local authority fleets and local companies with zero emission fleets.

In total, a sum of £21m is to be sought to fund this zero emission bus programme between 2025 and 2027.

## 4.5 Contributing to DfT Priorities

The BSIP Guidance published by DfT sets out in paragraphs 67 to 106 the key topics that are priorities for Government. The tables below show how the measures and schemes in this

BSIP contribute to delivering against those key topics and how that relates to the delivery of our BSIP objectives.

### DfT Key Topic: Intensive services and investment in key corridors

#### The measures and schemes in this BSIP will:

Deliver better bus services, on a more consistent basis, to urban and rural communities across the County

Ensure bus timetables are more stable and can be relied upon to make lifestyle choices

#### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
high	moderate	high	none

### DfT Key Topic: Significant increases in bus priority

#### The measures and schemes in this BSIP will:

Deliver infrastructure and technology to improve bus journey times, allowing buses to avoid congestion and operate more reliably

Improve a range of highways and parking management functions so that delays to bus services can be better addressed

#### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
high	low	high	none

### DfT Key Topic: Lower and simpler fares

#### The measures and schemes in this BSIP will:

Improve the fares offer for important sectors of the travelling public

Use fares promotions to encourage people back onto the bus

#### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
high	none	moderate	high

### DfT Key Topic: Seamless and integrated local ticketing

#### The measures and schemes in this BSIP will:

Facilitate clearer and consistent methods to pay for bus fares and understand what tickets are right for each passenger

Create multi-operator fares that match the complex travel needs of many people relying on the bus

#### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
moderate	moderate	high	high



## DfT Key Topic: Integration with other modes

### The measures and schemes in this BSIP will:

Improve the way in which bus timetables integrate at key locations, and provide improved infrastructure and information at those interchange points, including integration with bike hire, e-bike hire and e-scooter hire

Begin a discussion about full integration between bus and rail timetables

### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
moderate	low	moderate	low

## DfT Key Topic: A single local bus network with clear information

### The measures and schemes in this BSIP will:

Deliver short term actions to encourage people back onto the bus, creating a common identity for Norfolk's buses

Implement measures to allow seamless planning of day to day and occasional journeys by bus, irrespective of operator, using the best technology available

Begin a programme to improve the standard of bus stops

### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
high	low	high	low



### DfT Key Topic: Modern buses and decarbonisation

#### The measures and schemes in this BSIP will:

Implement next stop announcements and displays as soon as possible to aid all passengers including those with sight and hearing difficulties

Deliver a progressive improvement in tailpipe emissions from buses, building on the progress already made across all operators

Begin the introduction of zero emission buses and the requisite charging/fuelling infrastructure in the County

#### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
low	high	low	none

### DfT Key Topic: Give passengers more of a voice

#### The measures and schemes in this BSIP will:

Deliver a clear and consistent Customer Charter that will increase passenger confidence about what they can expect from bus services and what happens when things go wrong

Continue to provide passengers and their representatives with a voice to help shape their bus services

#### The BSIP objectives achieved by these measures and schemes are:

Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
moderate	moderate	high	high

### DfT Key Topic: Demand responsive and socially necessary transport

#### The measures and schemes in this BSIP will:

Introduce Demand Responsive Transport services to meet individual travel needs in rural areas where conventional bus services are not viable

Continue to work with community transport operators to provide demand responsive travel to groups of people who struggle to use normal bus services

#### The BSIP objectives achieved by these measures and schemes are:

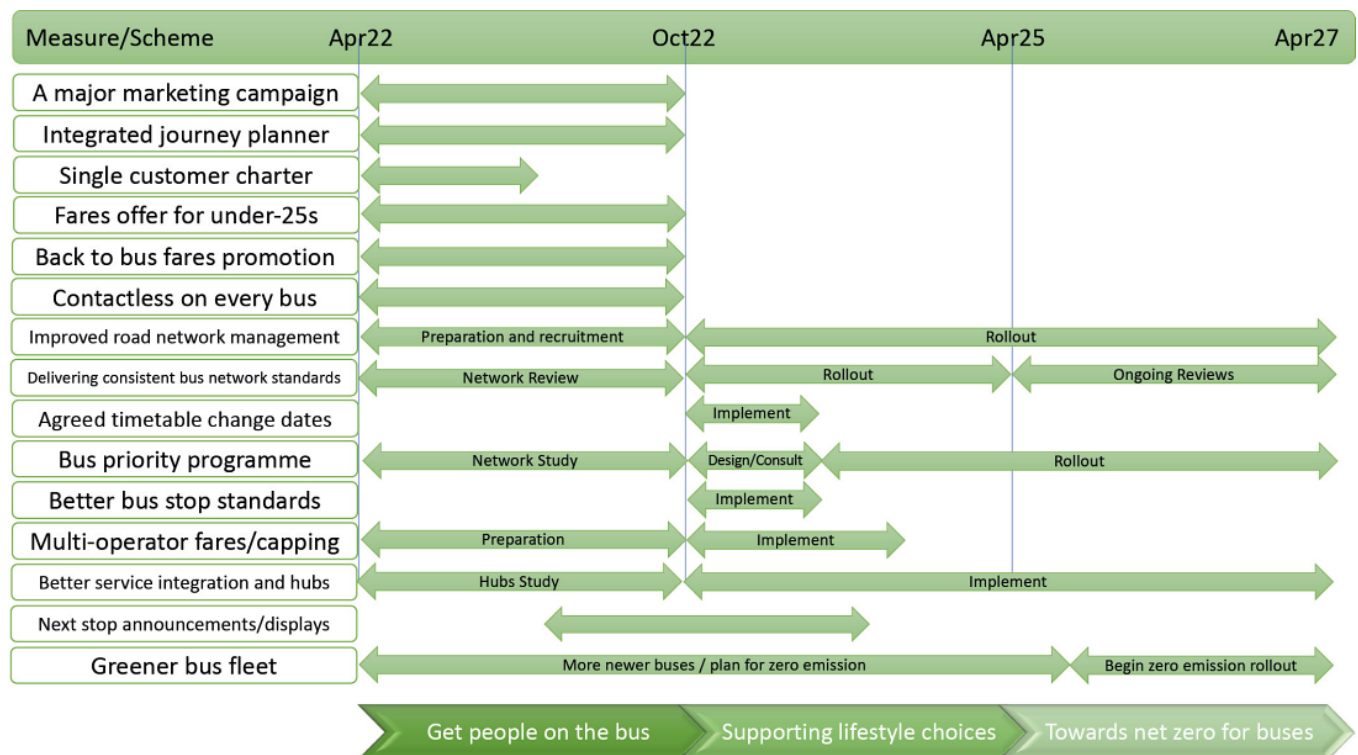
Rebuild and increase passenger confidence	Green and sustainable transport	Public transport as first choice mode	Simple and affordable fares and ticketing
moderate	low	high	none

## 4.6 Longer Term Transformational Schemes

At present the County Council and operators have not identified any long-term transformational schemes, such as Bus Rapid Transit corridors, that they wish to include in this BSIP.

## 4.7 Summary of Schemes

The chart below shows the delivery timescales for the headline schemes in this BSIP, showing how proposals in our three time-bands interact and integrate to deliver a better bus offer to the people of Norfolk.



The table below provides a simple summary of the BSIP proposals alongside the funding streams that will enable their delivery, with funding coming via DfT grant and local contributions over the next five years (2022-2027).

Measure	BSIP Capital	BSIP Revenue	Local contribution
Major marketing campaign and an identity for buses	£0.500m		Operator co-operation
Integrated journey planner	£0.200m	£0.691m	Operator data feed and advice
Single customer charter	£0.030m		Operator agreement
Fares offer for Under-25s		£1.225m	Operators to agree commercial commitment
Back to bus fares promotion		£0.556m	Operator reimbursement data
Contactless on every bus			Operators to complete roll-out
Improved road network management		£0.937m	Assistance with tree-cutting, reporting/ detection
Deliver consistent bus network standards		£21.037m	Commercial trials for 5 services operated by up to five buses
Agreed timetable change dates			Operator agreement
Bus priority programme	£40.600m		New vehicles deployed to improved corridors where feasible
Better bus stop standards (flag, timetable, RTI)	£3.250m	£2.655m	Operators and NCC to apply identity to bus stops
Multi-Operator Tickets with Fare Capping	£0.600m		DfT/operators provide back office systems and implement common fare zones, GBR commit to discussions with NCC
Better service integration and hubs (interchange hubs, bus stop upgrades, 3 market town bus station upgrades)	£11.825m		Operators implement timetable integration, GBR commit to discussions with NCC
Next stop announcements and on-board standards	£1.621m		Operators to arrange install programme
More modern buses			Operator investment plans continue, up to £20m of new vehicle investment already planned in Norfolk
Zero emission buses	£21.000m		Purchase cost for equivalent Euro VI bus
<b>TOTAL</b>	<b>£79.626m<sup>7</sup></b>	<b>£27.100m<sup>8</sup></b>	

7 2022/23: £2.805m, 2023/24: £17.171m, 2024/25: £25.850m, 2025/26: £16.900m, 2026/27: £16.900m

8 2022/23: £5.431m, 2023/24: £6.911m, 2024/25: £5.517m, 2025/26: £4.553m, 2026/27: £4.689m



## 5.0 Delivering the BSIP

The measures and schemes in this BSIP will be delivered via an Enhanced Partnership Plan and Scheme(s). Norfolk County Council commenced the formal process for forming an Enhanced Partnership in June 2021 by publishing a notice of intention for all bus operators.

### 5.1 Forming an Enhanced Partnership

The measures and schemes in this BSIP will be delivered via an Enhanced Partnership Plan and Scheme(s). Norfolk County Council commenced the formal process for forming an Enhanced Partnership in June 2021 by publishing a notice of intention to all bus operators. As of October 2021 an Enhanced Partnership Board is currently being formed, building on the regular all-operator meeting conducted by the County Council throughout the development of this Plan – more details of the Board are below.

The process of forming and consulting on an Enhanced Partnership is a considerable one and Norfolk County Council has recruited an officer to play a key role in delivering the necessary process between November 2021 and the intended start date of April 2022. This BSIP will form the basis of the Enhanced Partnership Plan and Scheme(s) to be consulted and agreed during that process.





## 5.2 Progress Reporting

The Enhanced Partnership Board will receive a report every six months prepared by Norfolk County Council officers that sets out:

- The key achievements of the previous six months;
- The planned measures and schemes to be implemented in the next six months;
- Progress against meeting target outcomes; and
- As a result of the above matters what, if any, changes and additions to the Enhanced Partnership Scheme(s) should be considered.

## 5.3 Enhanced Partnership Board

The Council has already made progress in identifying a suitable independent chairperson for the Board. As of October 2021 the bus operators in Norfolk are discussing how they will be represented on the EP Board. It is currently proposed that the Board will consist of seven representatives from a range of large and small operators spread across the county, and seven representatives of the Council drawn from portfolio holders and executive

officers with responsibilities for public transport and buses.

It is anticipated that the Board will have an independent chairperson and will consider whether there is a case for inviting other representatives onto the Board, taking care to preserve the balance of operator and Council representatives.

## 5.4 A Voice for Bus Passengers

The Enhanced Partnership Plan will provide the opportunity for bus passengers and their representatives to have a greater say in shaping bus services so that they better meet the needs of communities. Whilst the details of these enhanced engagement channels will be the subject of detailed discussion when preparing the Enhanced Partnership Plan between November 2021 and April 2022, the headlines will include:

- Engagement at executive level between the Council's elected members and bus operators through the Enhanced Partnership Board.
- Improved engagement through the provisions of the Single Customer Charter.
- Passenger forums that allow bus users and their elected representatives to bring ideas and issues to the attention of the EP partners.

# 6.0 Overview Table

As requested by DfT, a BSIP overview is provided below.

<b>Name of authority or authorities:</b>	<b>Norfolk County Council</b>
<b>Franchising or Enhanced Partnership:</b>	Enhanced Partnership
<b>Date of publication:</b>	31 October 2021
<b>Date of next annual update:</b>	31 October 2022
<b>URL of published report:</b>	<a href="https://www.norfolk.gov.uk/roads-and-transport/public-transport/buses">https://www.norfolk.gov.uk/roads-and-transport/public-transport/buses</a>

<b>Targets</b>	<b>2018/19</b>	<b>2019/20</b>	<b>Target for 2024/25</b>	<b>Description</b>
<b>Journey time</b>	To be determined by Bus Priority Study	To be determined by Bus Priority Study	Difference between peak/offpeak times < 10%	
<b>Reliability</b>	Awaited	Awaited	99.5%	Services commenced their timetabled journeys
<b>Passenger Numbers</b>	28.162m	28.911m	29.492m	Return to 2019/20 levels by March 2023, then 1% growth per annum thereafter
<b>Average passenger satisfaction</b>	89%	89%	95%	

Delivery – Does your BSIP detail policies to:	Yes/ No	Explanation
<b>Make improvements to bus services and planning</b>		
<b>More frequent and reliable bus services</b>		
Review service frequency	Yes	Network review proposed during 2022, funding requested to enhance service levels to new minimum standards
Increase bus priority measures	Yes	A bus priority study will be followed by a £40m investment programme, building on TCF investment
Increase demand responsive services	Yes	DRT will be a key part of achieving minimum service standards in rural areas
Consideration of bus rapid transit networks	No	No suitable corridors have been identified yet in Norfolk.
<b>Improvements to planning/integration with other modes</b>		
Integrate services with other transport modes	Yes	Proposals to enhance interchange hubs, bus/rail interchanges, and to incorporate other sustainable transport modes like walking and cycling
Simplify services	Yes	Will form part of the whole county network review study
Review socially necessary services	Yes	Will form part of the whole county network review study
Invest in Superbus networks	No	No suitable corridors have been identified yet in Norfolk.
<b>Improvements to fares and ticketing</b>		
Lower fares	Yes	Back to bus fares discount and under-25 fares
Simplify fares	Yes	Simplify under-25 fares
Integrated ticketing between operators and transport	Yes	A new multi-operator product suite built around fare capping using contactless payment
<b>Make improvements to bus passenger experience</b>		
<b>Higher spec buses</b>		
Invest in improved bus specifications	Yes	Operators will purchase new and cascade owned vehicles of higher standard than those replaced
Invest in accessible and inclusive bus services	Yes	Rapid rollout of audio-visual announcements and displays on buses in Norfolk
Protect personal safety of bus passengers	Yes	All vehicles equipped with CCTV
Improve buses for tourists	Yes	A specific element of the Minimum Bus Service Standards.
Invest in decarbonisation	Yes	100 zero emission buses from 2025 onwards, subject to gap funding
<b>Improvements to passenger engagement</b>		
Passenger charter	Yes	Single charter for all operators in Norfolk
Strengthen network identity	Yes	A single identity for all buses, bus infrastructure and bus information in the county
Improve bus information	Yes	A single journey planner for all services, and improved printed/real-time information at stops



**Norfolk** County Council

# **Infrastructure and Development Select Committee**

**Item No:**

**Report Title: Forward Work Programme**

**Date of Meeting: 19 January 2022**

**Responsible Cabinet Member: N/A**

**Responsible Director: Tom McCabe (Executive Director, Community and Environmental Services)**

## **Executive Summary**

This report sets out the Forward Work Programme for the Committee to enable the Committee to review and shape.

## **Action Required**

The Select Committee is asked to:

1. Review and agree the Forward Work Programme for the Select Committee set out in Appendix A.

## **1. Background and Purpose**

- 1.1 This report sets out the Forward Work Programme for the Select Committee to enable the Committee to review and shape it.

## **2. Proposal**

### **2.1 Forward Plan**

- 2.1.1 The current Forward Work Programme for the Select Committee is set out in Appendix A, for the Committee to use to shape future meeting agendas and items for consideration.

### **2.2 Member Task and Finish Groups**



2.2.1 The Select Committee previously agreed that, to help ensure a manageable workload, there will be no more than two Member Task and Finish Groups operating at any one time.

2.2.2 The Committee previously agreed a Member Task and Finish Group to consider the public transport elements of the Implementation Plan for the Local Transport Plan; an update from this Group is included elsewhere on the agenda for this meeting. There are no other Member Task and Finish Groups in operation established by this Select Committee.

### **3. Impact of the Proposal**

3.1 The Forward Work Programme enables the Select Committee to shape agendas for future meetings so that they contain items which the Committee considers are the most important for them to consider.

### **4. Financial Implications**

6.1 None.

### **5. Resource Implications**

5.1 **Staff:** None.

5.2 **Property:** None.

5.3 **IT:** None.

### **6. Other Implications**

6.1 **Legal Implications:** None.

6.2 **Human Rights Implications:** None.

6.3 **Equality Impact Assessment (EqIA):** N/A

6.4 **Data Protection Impact Assessments (DPIA):** N/A

6.5 **Any Other Implications:**

### **7. Action required**

The Select Committee is asked to:

1. Review and agree the Forward Work Programme for the Select Committee set out in Appendix A.

## 8. Background Papers

8.1 None.

### Officer Contact

If you have any questions about matters contained within this paper, please get in touch with:

**Officer name:** Sarah Rhoden – Assistant Director, Performance & Governance  
**Telephone no.:** 01603 222867  
**Email:** sarah.rhoden@norfolk.gov.uk



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

## Forward Work Programme – Infrastructure and Development Select Committee

Draft agendas for the next three meetings.

Report title	Reason for report
<b>16 March 2022 meeting</b>	
Norfolk Access Improvement Plan (NAIP) and forward Action Plan for 2022/23	To provide an update on plan delivery and how the Norfolk Local Access Forum contribution to this.
Trading Standards Service Plan	To review and consider the policy elements of the Service Plan.
Winter Service Policy Review	To review the policy.
Safe, Sustainable Development	To review a proposed guidance framework for Local Highway Authority requirements in Development Management
Herbicide Use Policy	To review the newly developed Herbicide Use Policy
Forward Work Programme	To review and shape the Select Committee's forward work programme.
<b>May 2022 meeting (date TBC)</b>	
Policy and Strategy Framework – Annual Report	To enable the Select Committee to understand the range of policies and strategies for the relevant services.
Forward Work Programme	To review and shape the Select Committee's forward work programme.
<b>July 2022 meeting (date TBC)</b>	
Forward Work Programme	To review and shape the Select Committee's forward work programme.