

Herefordshire  
Council Economy  
and Place  
Directorate

Highway Network Management  
Plan 2019-2034

## Executive summary

Safe and efficient movement of people and goods is an essential element in the delivery of our objectives. The Highway Network Management Plan (NMP) sets out how we the highway network can be best managed and support national, regional and local objectives.

The purpose of this document is to translate both the Traffic Management Act 2004 and the transport policy statements in the Local Transport Plan 2016-2031 (LTP) into actions that will contribute to achieving the LTP vision:

*“A transport network that supports growth enabling the provision of new jobs and houses, whilst providing the conditions for safe and active travel, which reduces congestion and increases accessibility by less polluting and healthier forms of transport than the private car.”*

The Traffic Management Act 2004 sets out the council’s statutory duty as the traffic authority to appoint a traffic manager and to secure *“expeditious movement of traffic on the authority’s road network”*<sup>1</sup>. The Traffic Management Act 2004 also provides the legislative platform for the council to identify issues or potential (current and future) causes of disruption on the highway network and to consider any possible solutions. Under the Act we must also monitor network performance and the effectiveness of the implementation of the plan. Other key policies and strategies include the council’s:

- Corporate Plan 2016-2020;
- Local Plan Core Strategy; and
- Marches and Mid-Wales freight strategy.

Based on the strategies and policies set out above and challenges outlined in Appendix 1, a number of objectives for the NMP have been derived including:

- Economic growth;
- Provide a good quality highway network for all users;
- Promote healthy lifestyles;
- Make journeys safer; and
- Ensure access to services for those living in rural areas.

Based on these objectives, there are a number of priority areas where the NMP will influence development, including:

- Network operation;
- Development control;
- Hereford Intelligent transport system; and
- Public transport.

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<sup>1</sup> Traffic Management Act 2004 (section 16): <https://www.legislation.gov.uk/ukpga/2004/18/section/16>  
Highway Network Management Plan V0.4

The aim to improve the network operation is:

- Achieve an easy to use, consistent and functional road network which links well with its neighbours; and
- Facilitate the efficient and safe movement of people and goods whilst protecting the quality of life within communities.

The main focus for the NMP will be to deliver the objectives detailed in section 5, we achieve this through:

- Good management of the network;
- Development control;
- Street works management review;
- Innovative solutions and technological advances;
- Support for active travel and public transport; and
- Intervention through reactive control and emergency response.

An action plan has been developed to meet the objectives set above and within the priority areas. The action plan (Appendix 2) sets out some key activities including:

- Support for the major transport packages;
- Review of street-works management;
- Improving the SCOOT system, which manages the operation of traffic signals in Hereford; and
- Expand and update the Local Street Gazetteer.

Targets and a monitoring programme have been developed to support the NMP progress. As set within our Local Transport Plan and progress will be reported through the Annual Progress Report, which is published annually on our website.

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## 1. Introduction

Safe and efficient movement of people and goods is an essential element in the delivery of our objectives. The Network Management Plan (NMP) sets out how we should best manage the highway network and support national, regional and local objectives.

The purpose of this document is to translate the Traffic Management Act 2004 and transport policy statements in the Local Transport Plan 2016-2031 (LTP) into actions that will contribute to achieving the LTP vision:

*“A transport network that supports growth enabling the provision of new jobs and houses, whilst providing the conditions for safe and active travel, which reduces congestion and increases accessibility by less polluting and healthier forms of transport than the private car.”*

The NMP sets out a 15 year vision and delivery period with a five year review programme to bring in line with the LTP review periods.

The previous NMP was adopted in 2008 with the timescale for delivery by 2017. In developing this plan a review took place of the actions set in the 2008 NMP. The review included details of completed actions, actions that could be carried forward and the development of new actions.

Some key achievements and progress from the previous NMP are:

- The appointment of a traffic manager and the establishment of a network management board to oversee network management issues;
- Improved joint working with Highways England; and
- Improved congestion and incident communication through social media.

## 2. Scope

This document sets out the highway network management plan, with an associated action plan to 2034, with the action plan being reviewed every five years. It provides the foundation for improved traffic and street-works management and the utilisation of new technology to deliver our objectives.

Transport can contribute to maintaining and improving the quality of life for local people through helping them access employment, education, leisure and recreation opportunities. The NMP is primarily focused on providing an efficient transport network and reducing the effects of congestion as set out in the Traffic Management Act 2004. We have developed the NMP in partnership with local stakeholders that helps address wider local priorities and establishes a clear vision for; delivering accessibility, tackling congestion, safer roads, improved health through active travel, better air quality and improved access in rural areas.

The NMP does not cover the maintenance requirements to keep the network in a good state of repair. The current and longer term approach to maintenance and improving highway assets is set out in the [Transport Asset Management Plan \(link\)](#) and [Highway Maintenance Plan \(link\)](#), which is delivered through the Public Realm contract annual and forward planning process.

### 3. Background

The NMP will operate within an area that is well covered by national, regional and local policies and strategies. During the development of the NMP we have considered a number of policies and strategies to ensure the NMP can be delivered in the wider context. We have also included in this section details on the projects that would be supported by the NMP.

Congestion within Hereford has long been highlighted as an issue. Figure 1 below shows how between 2008 and 2016 AM (7am-9am) peak journey times have increased, while staying similar in the PM peak (4pm-6pm). Average speeds have shown a similar pattern with a drop in the AM peak and very little change in the PM peak. This indicates that there is still a congestion issue within the city and is a trend that needs to be reversed.

Figure 1- Average journey times in Hereford, using locally collected journey times

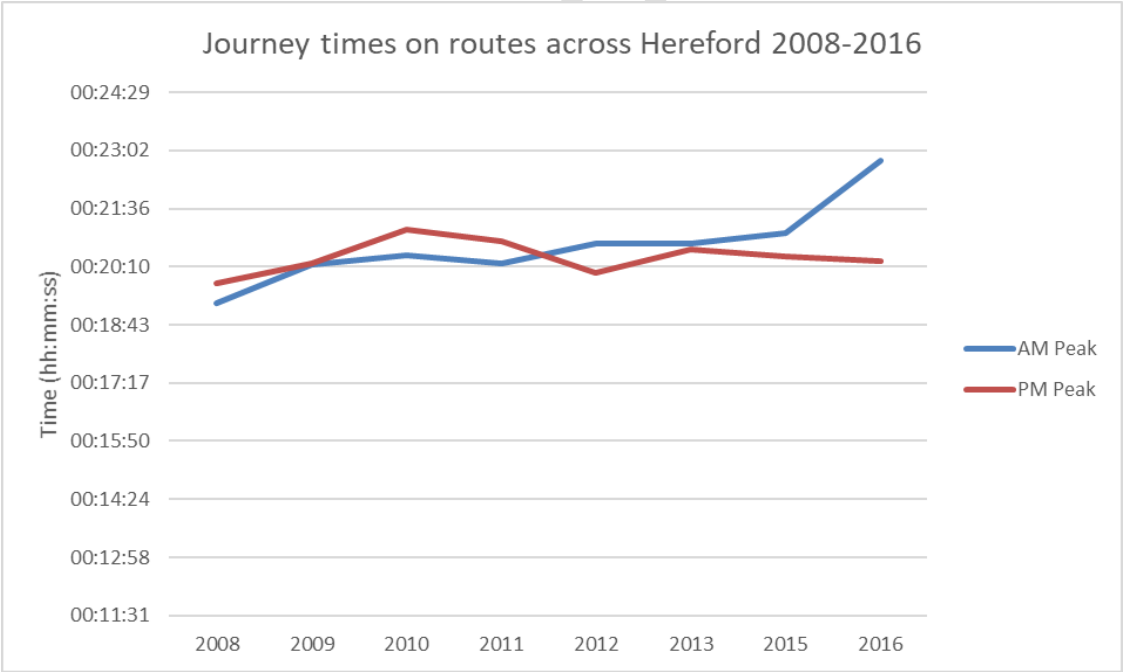
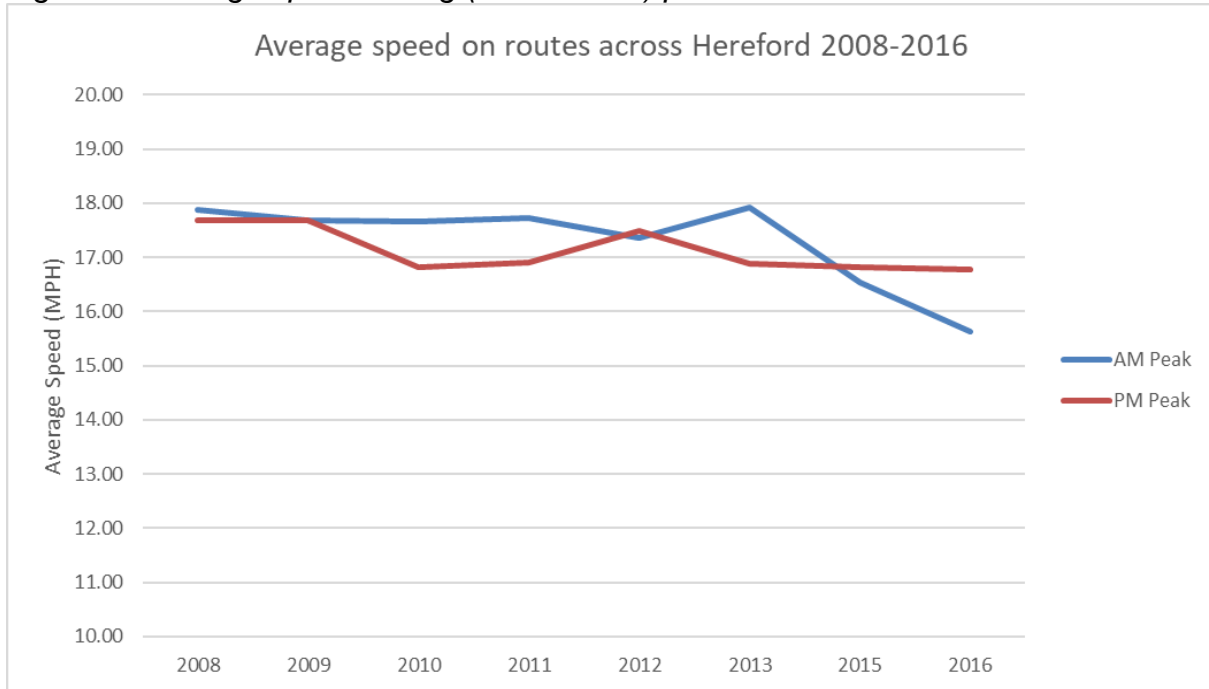


Figure 2- Average speed during (AM and PM) peak times in Hereford



Whilst we have historical journey time and average speed data for Hereford we are also aware that other areas in the county often experience congestion, in particular Bargates Junction Leominster. As part of the NMP monitoring programme we will expand our journey time data collection to include the A44 through Leominster. This will also coincide with the two Air Quality Management Areas within Herefordshire, which is often a symptom of congestion and heavy traffic flows.

We will also explore the potential to include the county's four remaining market towns into journey time monitoring, the routes that we will monitor will be investigated as part of the delivery of this plan and the LTP.

### 3.1 Policy and Strategy Context

The Traffic Management Act 2004 placed the network management duty on the council, as the local traffic authority, in particular section 16(1) states:

*'It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:*

- a) *Securing the expeditious movement of traffic on the authority's road network; and*
- b) *Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.'*

The Traffic Management Act 2004 also places a statutory duty on the local highway authority to:

- Appoint a traffic manager to oversee the performance of the highway network; and
- Implement solutions that could improve the performance of the highway network.

### **Major Road Network (Department for Transport)**

The Department for Transport (DfT) in late 2018 created the Major Road Network (MRN) in England. The MRN is the most strategically important roads within the Local Highway Authorities' control. For a road to be included on the MRN and any future funding opportunities it must meet the objectives set by the DfT for the MRN, which are:

- *Reduce congestion;*
- *Support economic growth and rebalancing;*
- *Support housing delivery;*
- *Support all road users; and*
- *Support the strategic road network.*

There is potential that the MRN opens some further avenues for funding to improve the performance of the network. At the current-time the A465 from the border with Wales to Hereford and the A40 from Ross-on-Wye to Gloucestershire are the only roads that are part of the MRN within Herefordshire.

The MRN is the classification of highway that sits above Herefordshire's own strategic network but below Highway England's Strategic Road Network (SRN). Both the MRN and Herefordshire's Strategic Road Network are of regional importance providing key links to our neighbouring authorities and Wales. Herefordshire Council's strategic network as detailed within the Local Transport Plan is described further below (figure 3).

### **Midlands Connect Strategy**

The Midlands Connect strategy sets out intentions to support economic growth across East and West Midlands, setting out growth corridors across the region (Hereford-Worcester-Birmingham) and delivering the objectives:

- *UK Connected: The Midlands transport networks power the UK economy;*
- *Regionally Connected: Powering the Midlands Engine;*
- *Resiliently Connected: We move the nation's freight; and*
- *Intelligently Connected: Leading the technology revolution.*



The strategy also sets out their investment priorities until 2020, including support for access to SW Wales through the Hereford Bypass.

### **Marches and Mid-Wales freight strategy**

The Marches and Mid-Wales freight strategy has been developed as a joint project between local authorities in the Marches and Mid-Wales area alongside the Marches LEP and Welsh Government. The purpose of the strategy is to ensure there is efficient movement of freight through the regions and minimise the impact on the environment and residents.

The strategy sets out a number of interventions, based around five broad topics:

- Highways management and maintenance;
- Highways enhancements;
- Planning and regulation;
- Rail freight; and
- Dissemination and liaison.

The objectives set within the freight strategy appropriate to the NMP are:

- *To reduce the cost of and increase the journey time reliability of freight transport movements;*
- *To support economic growth and prosperity;*
- *To increase the safety of the transport network; and*
- *To minimise as far as possible the other negative impacts of freight transport on residents of the Marches and Mid Wales, such as the contribution that freight transport makes to levels of congestion and noise and intimidation of vulnerable road users.*

The NMP will contribute to the delivery of this strategy by outlining how we will support and enhance freight movement within the county.

### **Corporate Plan 2016-2020**

Herefordshire Council's corporate plan sets out the four year delivery of priorities to improve the quality of life for the county's residents. A number of objectives are set out, some of which relate to transport. These include:

- *Deliver new infrastructure to support economic growth and the provision of more good quality affordable homes across the county.*

A key measure in the corporate plan is satisfaction with the condition of our highway network, highlighting the importance of providing a good well maintained network. Whilst, the overall maintenance of the highway network sits outside the scope of the NMP we can aid this measure through appropriate management of all roadworks.

## Local Plan - Core Strategy

The Core Strategy provides details on land-uses and delivery of developments over the next 15 years. The proposals include:

- 16,500 new homes within Herefordshire:
  - 6,500 in Hereford;
  - 4,700 in the Market Towns; and
  - 5,300 in the rural settlements.
- 148 hectares of employment land.

With such a significant amount of proposed development within the county, infrastructure and its management will be key to ensuring that all new developments can be safely accommodated on the highways network.

A couple of key policies within the Core Strategy relating to transport include:

- *Policy SS4 – Movement and transportation:*
  - *New developments should not have a detrimental impact on the network, specifically journey times and safety. Developments should support active travel and public transport.*
- *Policy MT1 – Traffic management, highway safety and promoting active travel:*
  - *The network should be able to absorb traffic as a result of new development and integrate all modes, especially active travel, and support modal shift.*

## Hereford Area Plan (in development)

The Hereford Area Plan is a supplementary document to the Core Strategy that provides details on land use and the planning policies for Hereford City. The document highlights the effects of additional development on the transport network and how those impacts can be managed and mitigated.

A supplementary planning design guide is also being developed for Hereford, setting out the principles of design requirements for the City. Details within the document (currently in draft) propose major changes to the role and function of A49, Widemarsh Street, Newmarket Street and Blueschool Street. The NMP will support the design guide and manage the effects the changes could have on the network.

## Neighbourhood Development Plans

Neighbourhood development plans are planning documents developed by local parishes with the aim of detailing the development and local planning policies for their particular area. These documents often refer to highways network

management and that the network delivers outcomes compatible with the requirements of local residents and businesses.

## **Local Transport Plan 2016-2031**

The Local Transport Plan 2016-2031 (LTP) sets our policies and strategy to improve transport within Hereford, plus the strategic network across the county, over a period of 15 years. It sets out details on the delivery of the South Wye transport package, Hereford City Centre Transport Package and Hereford Transport Package.

Whilst the NMP will support many of the policies in the LTP, it will directly support the policy below:

### ***Policy LTP HN2 - Network Management***

*We will aim to improve the management of the highway network to reduce and prevent recurring congestion. This will be achieved by considering a range of specific local congestion management tools to improve the operation of the highway network. This will be achieved by:*

- *Using existing and new Traffic Regulation Orders to better target enforcement to prevent parking that restricts traffic flows resulting in unacceptable traffic delays or safety concerns;*
- *Reviewing the existing hierarchy of priority routes for key modes of travel to ensure the classification, management and maintenance of the local highway network reflect their function;*
- *Developing driver information systems using variable messaging systems and internet based software including information on car parking availability, planned events and the occurrence of congestion that might impact journey time reliability; and*
- *Considering the enforcement of moving traffic offences where it causes congestion or impacts road safety including enforcement of yellow boxes.*

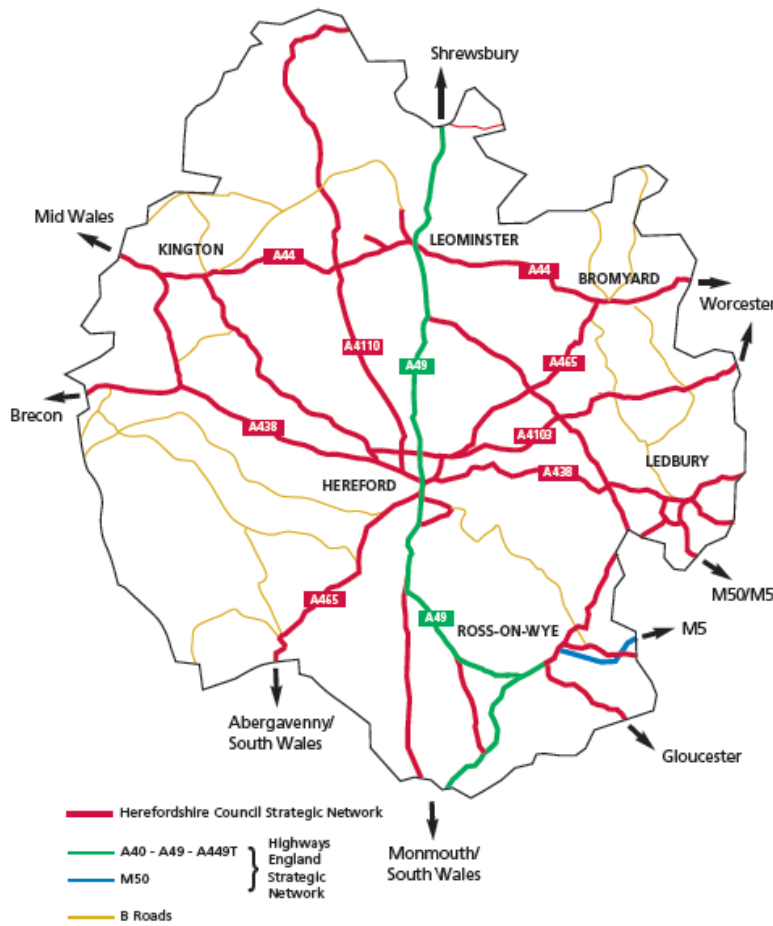
Some other key policies within the LTP that will support the delivery of the NMP include:

- *LTP Policy DC1- Planning for Developments:*
  - *The inclusion of sustainable transport infrastructure is to be prioritised within the design of new and re-developments so that active travel is the natural choice for short journeys.*
- *Policy LTP FR1 - Managing Freight Movements:*
  - *We will plan for and enable the efficient movement of freight to, from, through and within Herefordshire whilst, where possible, reducing the negative impacts of freight movements on the environment and our communities.*
- *Policy LTP HN1 - Network Capacity Management Hierarchy:*

- Where recurring congestion is an issue we will use our Network Capacity Management Hierarchy to address the problem:
  - Step 1 - Demand Management;
  - Step 2 - Network Management;
  - Step 3 - Targeted engineering improvements;
  - Step 4 - Road Widening;
  - Step 5 – New Road Building;

The LTP also sets out Herefordshire’s strategic road network (figure 3), detailed maps of Hereford City and the market towns are found in the [Highways Maintenance Plan \(link\)](#). This is predominately ‘A’ roads and some ‘B’ roads, and these are the most important locally managed roads within the county. Given their role in the regional and local economy, particularly the transport of goods, it is essential that these roads are well managed and work efficiently, alongside Highways England’s managed roads.

Figure 3- Herefordshire Strategic road network and Highways England managed network.



## **Sustainable Modes of Travel to School strategy (SMOTS)**

The SMOTS describes how we propose to promote and facilitate sustainable travel to and from schools, through road safety education, school engagement and infrastructure delivery. The NMP should look to enable and encourage modal shift and provide an efficient network for public or school bus transport to access schools.

The objectives related to the NMP include:

- *To improve the safety of pupils and parents - through targeted road safety initiatives to educate pupils and by delivering walking and cycling schemes near schools; and*
- *To reduce congestion - by encouraging and facilitating sustainable travel we will reduce private car use.*

Some other key policies and strategies that the NMP will support includes:

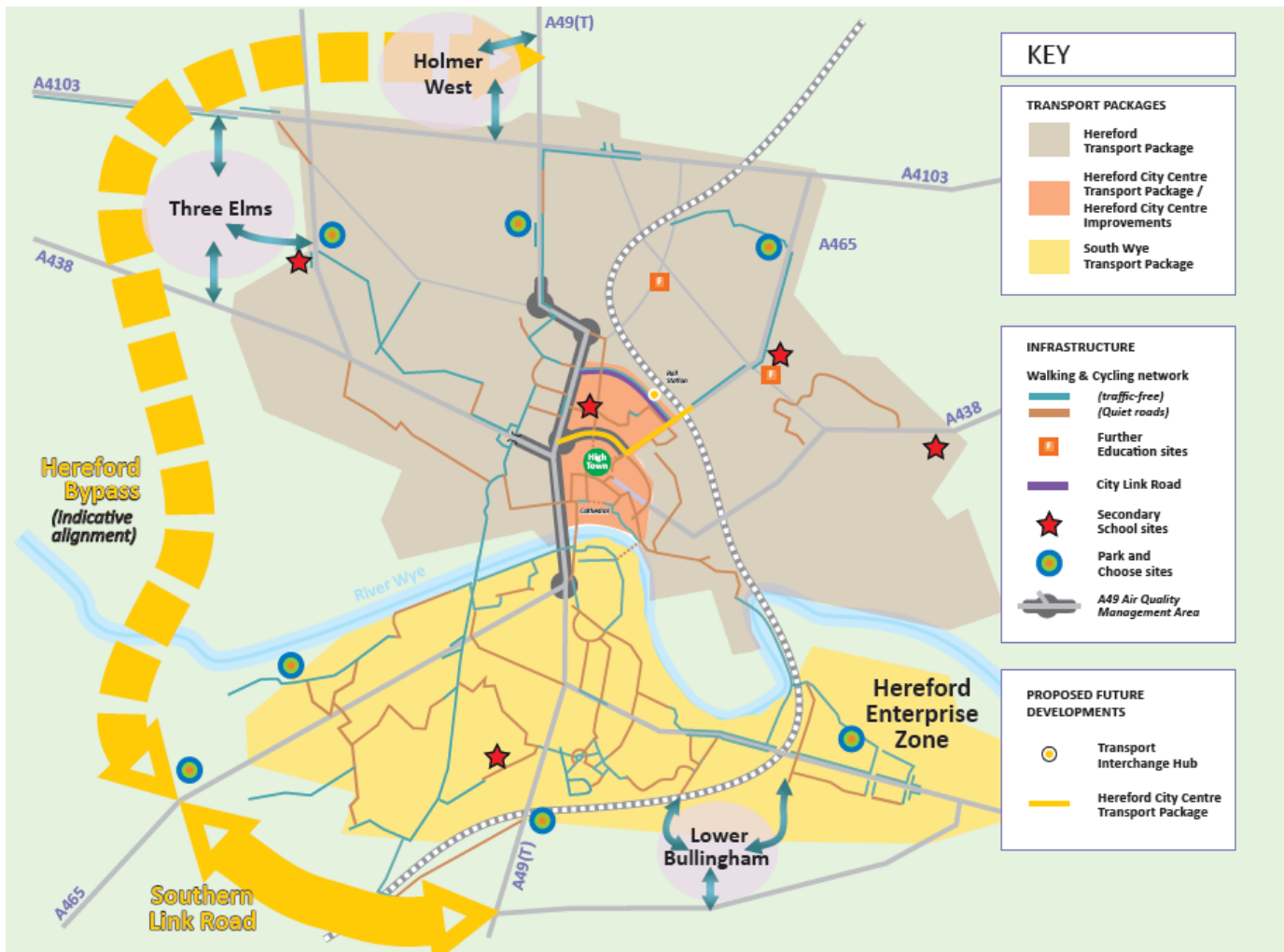
- The Health and Well-being strategy- supporting a shift away from private vehicles to active travel;
- Hereford Bus Strategy; and
- Walking and Cycling Strategies (draft) - reducing short distance car journeys and modal shift to active travel.

### **3.2 Emerging Projects**

There are a number of major infrastructure projects that will impact on highways network performance within Hereford.

Figure 4 provides a visual representation of the geographical scope of the major infrastructure projects (Hereford City Centre Transport Package, South Wye Transport Package and Hereford Transport Package), ongoing within Hereford.

Figure 4- Major transport projects geographical scope in Hereford



### Hereford City Centre Transport Package (HCCTP)

The City Link Road (Station Approach), was opened to traffic in December 2017 and forms part of the larger Hereford City Centre Transport Package. Connecting two major roads in the City (A49 Edgar Street and Aylestone Hill), the road has provided an alternative route across this part of the city for all road users, opening-up more direct road access to Hereford railway station and allowing opportunity for development.

The second part of the scheme is a proposed transport hub adjacent to the railway station and active travel improvements to Newmarket Street, Blueschool Street and Commercial Road.

## **South Wye Transport Package**

The South Wye Transport Package proposes the southern link road, from the A49 to the A465 and linking to the B4349 Clehonger Road, which looks to reduce congestion on current routes, complemented by active travel measures for people living in south Hereford, including new walking and cycling routes so that residents can make healthier choices about how they travel.

This project is currently under review.

## **Hereford Transport Package**

Proposals set out in the Hereford Transport Package include the Hereford bypass linking the A465 in the south, circumventing the western edge of Hereford, joining the A49 in the north. This will be developed alongside associated active travel measures, which are designed to make it easier to move about the city and give people more choice about how they travel.

It is a key infrastructure project that will improve local and regional connectivity by providing an alternative route to the existing A49 through the city, and add resilience to the road network by providing an alternative crossing over the River Wye.

The new infrastructure will encourage new business and enable the delivery of future housing and educational development, attracting people to live, work and study in the city

This project is currently under review.

## **Market Town Studies**

Studies are currently in various stages of development for the market towns within Herefordshire. The market towns currently subject to studies are:

- Bromyard;
- Ross on Wye;
- Leominster; and
- Ledbury.

The studies will establish an appraised programme of interventions, following consultations with residents and parishes that will aim to improve transport within the towns. The NMP will look to support any interventions that improve the management of the network within these localities.

## **Local Cycling and Walking Infrastructure Plan (LCWIP)**

An LCWIP is a long-term plan to outline required interventions to improve the cycling and walking infrastructure for a particular area. A plan is currently being developed for Hereford with the final output being a list of prioritised walking and cycling schemes. Once the interventions have been prioritised for delivery, the LCWIP will be integrated with key council plans and policies.

### **Destination Hereford**

Destination Hereford is the council's behavioural change project that is being funded by the Department for Transport. The aim is to encourage people through targeted interventions to increase their use of active modes, and improve quality of life by promoting and supporting increased walking, cycling, bus travel and car-sharing. The scheme has many elements targeting behavioural change in schools, businesses, support for new drivers and the council's promotional campaign through Choose How You Move.

### **Challenge Fund**

The challenge fund was a £5m grant that was provided to Herefordshire from the Department for Transport with the purpose of re-surfacing. As a result of the grant 12.4km of highway was re-surfaced over two years. The resurfacing was targeted at some of key economic routes within Herefordshire (A465 to South Wales, A438 to Mid-Wales and A4103 to Worcestershire), leading to improved performance.

The Challenge Fund grant is one such example on how we are securing the long-term value of our asset through sustainable investment. We will continue to investigate and lobby for means to continue this trend.

## **4 Vision and Objectives**

Based on the policies and strategies outlined in the previous section we have developed objectives that can support those set out above through the delivery of the NMP. Full details what the objectives will support is outlined Appendix 1.

Since the NMP has been developed to deliver the LTP policies we will use the LTP vision that is:

*“A transport network that supports growth enabling the provision of new jobs and houses, whilst providing the conditions for safe and active travel, which reduces congestion and increases accessibility by less polluting and healthier forms of transport than the private car.”*

### **4.1 Economic Growth**



We will ensure that the network is managed in such a way to encourage and facilitate economic growth across the county by:

- Supporting the movement of freight through efficient use of the network;
- Supporting a reliable network for commuters;
- Supporting the development and implementation of the major transport packages; and
- A reduction in congestion on the network through increased use of active modes and better management of the highway network.

#### **4.2 Provide a good quality network for all users**

The network management plan will support the development of a good network through:

- Ensuring the road network is accessible and reliable for all users;
- Supporting parking management through efficient management measures and enforcement; and
- Support innovative solutions to support efficiency on the network, such as Intelligent Transport Systems.

#### **4.3 Promote healthy lifestyles**

Walking, cycling and passenger transport will be prioritised over private car use through development control and providing additional network capacity as a result of our major transport packages. We will:

- Support developments that put pedestrians and cyclists first;
- Support modal shift through signal timings and new walking and cycling infrastructure; and
- Improve air quality through reduced congestion, especially within our Air Quality Management Areas.

#### **4.4 Make journeys safer**

We will manage the road network to ensure that it promotes and improves the safety of its users, through:

- Appropriate management of temporary works;
- Supporting the appropriate enforcement and implementation of Traffic Regulation Orders; and
- Taking a proactive approach to road safety.

## 4.5 Ensure access to services for those living in rural areas

The wider road network, especially Herefordshire's strategic network is key for those living in rural areas. Through the NMP we will:

- Ensure the network is reliable for those living in rural areas; and
- Ensure freight movements in rural areas are managed correctly.

## 5 Priorities

Based on the objectives set out above we have set a number of priorities that we will deliver during the lifecycle of the network management plan. The priorities below will directly influence the action plan that will be set out in the NMP.

### 5.1 Network Operation

The network management plan forms the basis for operation of the network and how it should be developed. The overall aim is to:

- Achieve an easy to use, consistent and functional road network which links well with its neighbours; and
- Facilitate the efficient and safe movement of people and goods whilst protecting the quality of life within communities.

The Council will continue to implement innovative, value for money solutions that get more out of the existing transport network without compromising road safety. These solutions include continuing and expanding our behavioural change initiatives to reduce traffic volumes, improving the attractiveness of commercially operated public transport services through partnership with bus operators, improving walking and cycling facilities, targeted demand management through parking management and replacement and upgrading of the current urban traffic control system to provide route guidance and journey time information.

There is a need to minimise the impact of road freight, supported by the [Marches and Mid-Wales Freight Strategy](#), while ensuring the needs of local businesses are met. Heavy goods vehicles will be encouraged to use the most appropriate access route to reach their destination, reducing their impacts on rural settlements where appropriate. Such routes will be adequately signed and maintained, consequently reducing congestion and maintenance costs, improving air quality, accessibility and safety. Parking management and lay-overs will also be reviewed to provide adequate locations and space for drivers to rest.

Although the proportion of the road network that is susceptible to routine congestion is relatively small, there are key locations where incidents can lead to substantial delays and disruption. Peak hour congestion is common in Hereford

City, and to a lesser extent, at Bargates in Leominster. These areas coincide with the two air quality action areas of the county.

Roadworks on the network have the potential to cause congestion, even if only temporary, this can add delays and frustration to drivers. It is therefore essential that all roadworks by any contractor is properly managed. A key task in the action plan (appendix 2) for us is to review and implement any recommendations of how we manage roadworks on our network, this include a permit scheme and Street Manager.

We will investigate updating and modernising how we capture Traffic Regulation Orders (TRO), using a map-based system. The system will allow consistency, quality and risk reduction in the TRO process.

There are few route choices in the central area and south of Hereford due to only one main road crossing of the River Wye. There are appropriate route choices to the north of Hereford both in an east/west and north/south direction. The management plan will look to minimise the impact of traffic and congestion on the network and support all modes of transport.

We will:

- Update and continue to develop our Local Street Gazetteer to ensure all information is kept centrally and controlled from one point of contact;
- Review and update our traffic sensitive streets in-line with Government guidance;
- Develop and implement a map based system for recording Traffic Regulation Orders;
- Extend street works management practices to include the authority's own work, works undertaken by developers and utility companies;
- Continue to operate effective parking regulation and control, regularly reviewing our policies and procedures to ensure that they support the delivery of the NMP;
- Work to ensure that all regulatory features, such as double yellow lines and other such parking restrictions are maintained to a standard that enables their enforcement;
- Review the awareness of works programmes and congestion implications within the public realm service delivery contract;
- Strengthen the partnership with Highways England and establish shared objectives for street works management to ensure consistent standards between the authorities;
- Review our network management hierarchy through the identification of priority routes for each different mode of travel;
- Improve the high quality walking and cycling route network with priority given to Hereford and the market towns through the Local Cycling and

- Walking Infrastructure Plan process;
- Integrate cycling with public transport to facilitate cycle use as part of longer journeys, especially in the rural areas to develop transport hubs;
- Support the activities and priorities put forward in the Marches freight strategy;
- Be aware of and support any future technological advances that could impact on network operation (electric and autonomous vehicles);
- Set out and implement our freight network to ensure freight movement is properly managed; and
- Communicate the requirements of the Traffic Management Act throughout the authority, the public realm service contract and promote the way in which wider services could be delivered differently to support the NMP.

## 5.2 Development Management

As detailed in the Council's Local Plan there is a significant amount of housing and employment development planned over the next 15 years. The core strategy outlines 16,500 houses for delivery and 148ha of employment land across the county. Without investment in key infrastructure, this will add significant additional pressure to our transport network and will need to be carefully managed so not to cause detriment to network performance.

The aim will be to produce clear objectives so that the performance of the network can be protected through private sector investment in transport solutions. One such option is the continued investment through developer contributions.

Key to our network's performance is journey times, these must be protected along the priority routes for all modes of travel, we will actively monitor motorised vehicles. This information will be used to inform future development considerations and mitigation.

The plan will need to take into account the planning design guidance and the area plans as these will have an impact on the ability to manage the network.

We will:

- Make full use traffic impact assessment modelling to identify the need for transport improvements;
- Ensure the developments outlined in the core strategy (including any future reviews) and the emerging Hereford Area Plan provide sufficient detail on how they will manage the transport network;
- Ensure that development make clear use of the hierarchy of users' needs by prioritising pedestrian and cyclist networks, providing and improving links over private car use;

- Encourage new developments to provide appropriate parking levels in-line with our highways design guide;
- Where able encourage development in locations with good road access. If appropriate developers may be required to contribute financially towards improving access roads and transport facilities to protect journey time reliability;
- Ensure the emerging highways design guide is used appropriately and can be a force to manage the network; and
- Ensure developments that affect the highway provide adequate investment to counter any negative effects through developer contributions.

### **5.3 Hereford Intelligent Transport System**

One of the key challenges in tackling Hereford's congestion problem is getting greater efficiency out of a network which is already operating at and beyond its capacity, particularly during peak periods. During these periods relatively small incidents at critical locations can have significant impacts on the whole network. Intelligent Transport Systems (ITS) can contribute to the reduction of these problems by increasing the effective capacity of the network, improving efficiency of public transport, monitoring road conditions to detect incidents when they occur and proactively managing demand and controlling traffic flow. Despite the positive impact that the transport packages will have on the flows within Hereford there will still be a need to manage the traffic that will enter, exit and move around the City.

The current level of congestion within Hereford has a significant impact on the potential for economic expansion, with new development constrained by the ability of the network to cope with additional traffic. Congestion is cited by the public and local businesses as a serious problem in Hereford. Increasing the use of active transport is also constrained by the lack of capacity on the network, highlighting the need for innovative solutions that can be accommodated within the existing road space. The infrastructure packages currently in development for Hereford, will have an effect on this capacity. However, there still remains the challenge of provide greater capacity to encourage improved levels of walking, cycling and bus use.

In addition to enabling bus priority, an ITS can incorporate and share data between a number of applications such as; urban traffic control (UTC) which control traffic signals, real time information on public transport, road conditions and Closed Circuit Television (CCTV) to improve overall management of the network. National guidance indicates that ITS can achieve reductions in traffic delays of 10- 40%, 30% reductions in time taken to find parking spaces and 20-30% reductions in delays to public transport. As new technologies become reality (Connected and Autonomous vehicles) the importance of an ITS will become

increasingly important. It is essential that we remain up to date with technology so our network can operate at the best of its ability.

We see the development of the Hereford ITS as forming a core component of our strategy to tackle congestion and improve air quality in Hereford. We regard ITS as providing us with the key tools required to comply with the network management duty. The development of the ITS can help deliver some of the key objectives set within our LTP, Corporate Plan and Core Strategy.

During the lifecycle of the plan we will investigate and develop the feasibility to upgrade our SCOOT system and expand its capabilities. We will undertake a detailed assessment with a view to developing a system that will provide:

- Urban traffic control;
- Bus priority;
- Real-time parking availability;
- Pedestrian and cyclist crossings;
- Traffic and traveller information; and
- Car park guidance.

However, we will not be able to deliver Hereford ITS on our own. The system must be compatible with the needs of several partner organisations including Highways England, bus operators and the emergency services and it must also help deliver the objectives of the transport packages.

We will ensure that the proposal takes full account of the operational management of the whole city transport network which includes local and trunk roads.

We will:

- Seek to implement and fully utilise an Intelligent Transport System for Hereford that enables us to manage the network, detect problems, intervene when necessary, provide travel advice and report on performance;
- Expand and update the SCOOT system to take in a wider area;
- Develop a gating strategy to manage congestion on Hereford's highway network;
- Give priority to signal maintenance and traffic flow on the key routes identified in the LTP for journey time reliability;
- Make full use of existing and future network performance data to inform road users and reduce unnecessary delays;
- Ensure funding for future operating costs, power supply and communications is known and secured when new systems are purchased or updated;
- Prepare a lifecycle management plan, as part of our Transport Asset Management Plan, for all ITS and traffic signal equipment including a

- planned replacement programme;
- Ensure communication links with the public remain clear and distributed as fast as possible;
- In the longer term, review how demand management mechanisms could be delivered in tandem with proposals for the Hereford ITS;
- Ensure new technologies are explored, either advances in vehicle technology or ITS systems for implementation in Hereford to manage demand, including the potential for artificial intelligence for network operation and management;
- Support the development and implementation of real-time information on our public transport across the county; and
- Support Highways England in investigating Variable Message Signs on the Strategic Road Network.

## 5.4 Passenger Transport

We will establish closer working with bus operators with a view to improving reliability and managing planned disruption. The purpose of our closer working relationship will be to share information, identify the causes of delay, co-ordinate and notify on upcoming roadworks to minimise disruption and, seek to implement measures to improve reliability.

Work will be undertaken in the first year to create and agree terms of reference for a voluntary partnership. The voluntary partnership will be based on the following principles:

- Punctuality reports derived from GPS positioning data in ETM (bus ticket machine) systems (in-line with our LTP monitoring programme);
- Continuous monitoring programme at terminals;
- Forward notice of planned works on the network that has potential to effect bus services;
- Share ideas on additional support to bus services to encourage their use; and
- Structured programme of spot-checks throughout the area.

The voluntary partnership will be between:

- HC Senior Officers/ Our Public Realm Service Provider, Balfour Beatty Living Places (BBLP); and
- Bus Companies.

The bus strategy will provide support to the NMP by outlining the service improvements and providing a strategic case for future services. The development of the proposed transport hub adjacent to the railway station will impact bus movements on the network through rationalisation of bus stations within Hereford and re-routing towards the transport hub. The NMP will support the bus strategy

by providing detail of reducing congestion and provide bus priorities through an ITS.

With the continuing development of the Hereford Transport Package, there is scope to include measures to provide bus priorities on some key routes within Hereford through released capacity. These will be subject to further business case and feasibility. There is also potential that bus priorities could be provided through further development of an Intelligent Transport System in Hereford.

We will:

- Facilitate a closer working relationship and development of shared objectives between the council and bus operators;
- Explore the potential for infrastructure investment to provide bus priority, interchange improvements, real time information and automatic data collection;
- Explore how an ITS can improve journeys and reliability of bus journey times; and
- Support future development of services or re-routing to new transport hub as the plans emerge.

## **6 Organisation and Resource Management**

The network management duty requires an authority to appoint a traffic manager and the network management guidance suggests that the traffic manager should set up a core team. Herefordshire has appointed the Acting Assistant Director for Highways and Transport as the Traffic Manager (pending review). The traffic manager provides leadership for implementation of the network management plan and assumes responsibility for compliance with the network management duty.

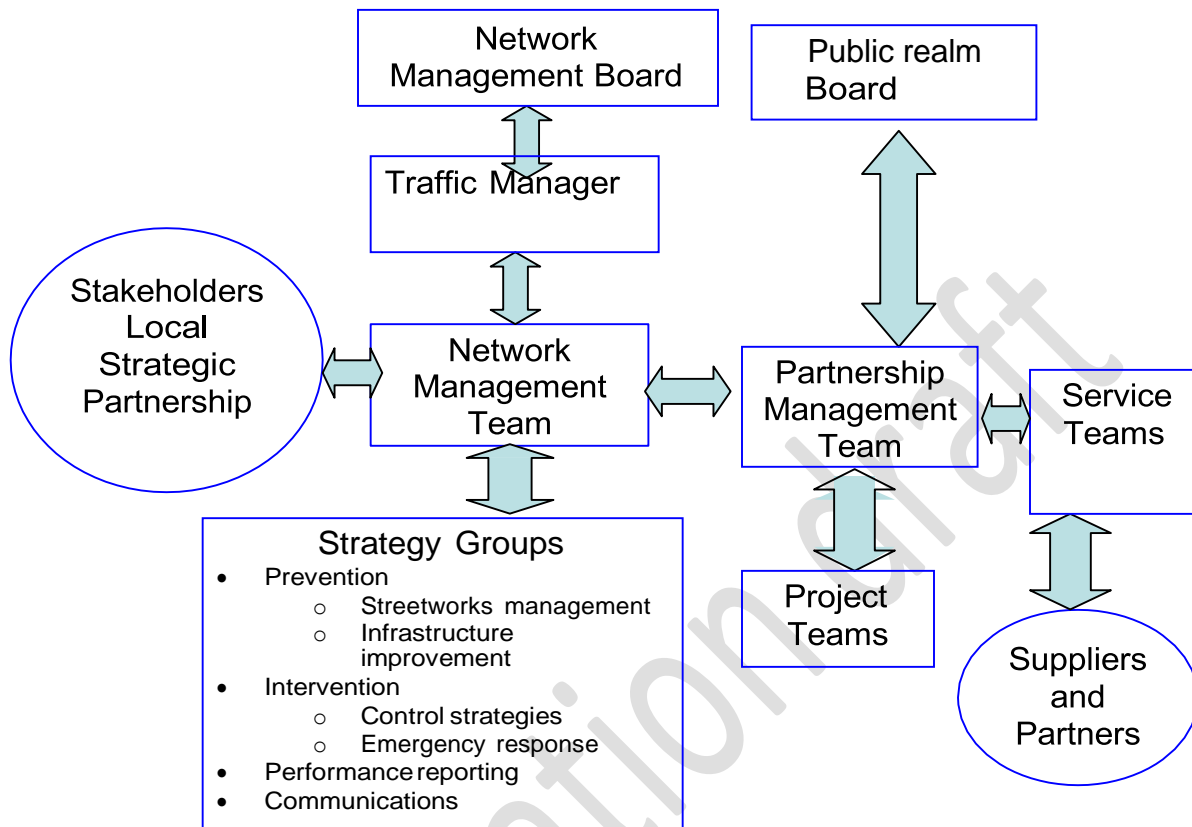
The network management team is the focal point for engagement with key stakeholders. The traffic manager through the network management team will coordinate network management and direct activity to deliver the plan. The network management team will be headed by the Traffic Manager who will act as a champion for compliance with the duty. The potential to share this role with neighbouring authorities will be explored.

Compliance with the network management duty will require strong and effective partnerships with Highways England, Police and other emergency services. In order to secure shared ownership of the objectives and targets, a network management board was established during the previous NMP, and the opportunity to review how this board functions will be undertaken during the delivery period of the NMP. Membership of the board will also be reviewed to ensure it contain the correct stakeholders, the current membership includes:



- The Cabinet Member;
- Director of Environment & Place;
- Highways England, Divisional Director;
- West Mercia Police, Divisional Commander;
- Member of the West Mercia Police Authority;
- Hereford and Worcester Fire and Rescue Service, Senior Officer;
- Member of the Hereford and Worcester Fire and Rescue Authority;
- Senior Officer from West Midlands Ambulance Service; and
- Traffic Manager.

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The Traffic Manager reviews resource requirements and where necessary manages change to deliver the objectives and targets in the most efficient and effective way. Some initial resource priorities to be considered are:

- To ensure that the Council's works programme is developed to the desired quality and then delivered to agreed timescales that support the objectives of this plan;
- To ensure that the resources are clearly identified as part of the network management team to effectively coordinate the delivery of Winter Service and other emergency response functions, as supplied through the wider Highways & Transportation and BBLP;
- To ensure appropriate resources are placed in the Annual planning process by BBLP;
- To review winter service and emergency response activities in advance of each winter season to ensure that they fully support the delivery of the network management duty;
- To assist in the development of a stronger service delivery partnership which utilises the individual strengths, provides strong leadership and innovation to achieve shared network management objectives;

- To promote the integration of regulatory, improvement and maintenance activities to support the ongoing achievement of these shared network management objectives;
- To develop proposals for more efficient use of energy and reduced communication costs to offset the potential increase in the size of the traffic control system asset and its subsequent maintenance costs;
- Develop proposals as part of a lifecycle plan within the Transport Asset Management Plan for a planned replacement programme of traffic signals and other traffic control systems, which can be considered for inclusion in the capital programme;
- To deliver a service that strives to meet customer expectation and monitor the results of the NHT surveys on customer satisfaction;
- Creation of a continuous improvement culture with a drive to deliver more for less; and
- Review the public realm service delivery contract performance incentives with a view towards an increased focus on network management outcomes such as journey time reliability.

## **Funding**

Funding the delivery of the NMP will be through already established financial structures. The plan will be delivered through our continued annual planning approach with our public realm delivery partners for both revenue and capital investments. Planning contributions will continue to be sought to aid delivery of the NMP and its associated actions. Where possible we will look at central government grants to support any works and investment cases to improve the management of our highway network.

## **7 Communications**

Herefordshire Council, working alongside BBLP will continue to liaise both locally and regionally to ensure that any planned works are shared with the appropriate authorities and stakeholders. We will participate in the regional meetings and the sharing of planned works. We will continue to be represented at the West Midlands Traffic Managers Group to share best practice information at a tactical level.

During periods of unexpected disruption on the network we will continue to work alongside BBLP and emergency planning colleagues to notify the public as swiftly as possible. We will do this through messages on our social media pages (Twitter and Facebook). When works on the network are planned we will continue work alongside our Public realm delivery partner and Highways England to ensure the public are well informed of any potential impacts ahead of time (through a mixture of press releases, articles on the council website, local engagement and social media).

We also provide the public with the opportunity to highlight issues to us, through reporting on our webpages or through a pothole app, notifying us and BBLP.

Updates and the sharing of information on how the NMP is performing, including data on congestion, will be published through our LTP annual progress report. The progress report is published via our council website on an annual basis.

## 8 Action Plan

This section forms the Highway Network Management Plan (NMP) Action Plan to 2034, where it will be reviewed and updated as appropriate. The individual actions are detailed in Appendix 2.

The main focus for the NMP will be to deliver the objectives detailed in section 5, we achieve this through:

- Good management of the network;
- Development control;
- Street works management review;
- Innovative solutions and technological advances;
- Support for active travel and public transport; and
- Intervention through reactive control and emergency response.

Delivery of the action will be through various bodies, the responsibilities are set out in the action plan. Timeframes for delivery are also set out in the table (Appendix 2) for either short (<2 years), medium (2-5 years) or long-term (5+ years) delivery times.

## 9 Performance Indicators and Targets

Performance will be measured based on the indicators and targets contained in the LTP. The main congestion is in Hereford and the LTP local performance indicator is derived from annual journey time surveys along selected key traffic routes across the city. We will also expand the performance indicator to include the A44 in Leominster, in particular Bargates Junction. Further investigation will take place to understand the appropriateness to extend our journey time monitoring to the wider market towns.

Monitoring of the NMP will be aligned to that LTP, we will use their targets and methodology for monitoring journey times, Annual Average Daily Flows (Urban and Rural), cycling numbers and bus patronage.

The reporting of the progress of the delivery of the NMP will be done through the annual progress reporting function that Herefordshire Council undertakes.

## 10 Review

The action plan will be subject to review and update on a five-year basis which will be considered by the Highways and Transportation Senior Management Team and presented to the Network Management Board. An annual update on delivery and monitoring against the objectives will be delivered via the LTP annual progress report.

## 11 Partners

As noted within our LTP it is essential we continue to work with partners in the delivery and co-ordination of this plan. Some of our partners include:

- Public realm delivery service provider- Balfour Beatty Living Places (BBLP)- carry out maintenance and improvement works, ensuring safety and maximising use on the highway;
- The Police – incident management, enforcement of road traffic law, crime prevention and emergency planning;
- The Fire and Rescue Authority – incident response and emergency planning;
- Highways England and their Agents Kier– Traffic authority for the trunk road and motorway network (M50, A40(T), A465(T), A449(T) and A49(T));
- Neighbouring authorities – surrounding traffic authorities; Shropshire, Worcestershire, Gloucestershire, Monmouthshire, Powys County Councils, Welsh Government and South Wales Trunk Road Agency;
- Parish Council's;
- Utility Companies;
- Bus Companies; and
- User Groups- Disability action groups, Bus user groups, Ramblers, Sustrans, Cycling UK, and Freight companies.

It is crucial that the network management plan is supported by the groups set out above. It is key that the groups feed into the development of this plan and its ongoing delivery to ensure that ownership is taken.

## Appendix 1- Objective supporting information

Ref	Objective	Policy and objectives support	Challenges
1	Economic growth	<p>Traffic management act 2004</p> <p>Corporate plan- Support growth of our economy, have delivered new infrastructure to support economic growth and the provision of more good quality affordable homes across the county</p> <p>LTP Objective- Enable economic growth                      LTP policy HN1- Network capacity management hierarchy.                      LTP policy HN2- Network Management.                      LTP HN5- Motorway and trunk road network reliability improvements.</p> <p>Core strategy objective 7- improve economic prosperity through a package of measures                      Policy SS4- Movement and Transport</p> <p>SMOTS objective- to reduce congestion</p> <p>Walking strategy (draft)- Enable economic growth</p> <p>Cycling strategy (draft)- Enable economic growth</p> <p>HCCTP7- Help address the decline in Hereford's traditional role as a regional economic hub, and meet the national agenda for economic growth</p> <p>SWTP SO1- Support economic growth in Hereford</p> <p>HTP 1- To enable the delivery of future housing, employment and educational development by maintaining acceptable peak hour journey times across the city</p> <p>Marches freight strategy- Highways enhancements &amp; Highways management and maintenance; Highways Enhancements</p>	<p>Congestion, unreliable journey times, no alternative routes through Hereford, High-level of peak traffic, short distance car journeys, low network resilience, poor air quality.</p>

<p style="text-align: center;"><b>2</b></p>	<p>Provide a good quality network for all users</p>	<p>Traffic management act 2004,</p> <p>Corporate plan- Have further embraced digital technology to save costs, to improve mobile-working and to offer residents 24/7 access to always on services</p> <p>LTP Objective- . Provide a good quality transport network for all users  LTP Policy AM2- Cost effective asset management  LTP AM10- Maintaining a safe, efficient highway network  LTP PT3- Bus infrastructure improvements  LTP PS1- Hereford parking policy  LTP PS2- Countywide parking policy  LTP Policy AT1- Maintaining and extending our active travel infrastructure</p> <p>Core Strategy Objective 2- ensuring new developments contribute towards better access.</p> <p>Walking strategy (draft)- Provide a good quality network for pedestrians.</p> <p>Cycling strategy (draft)- Provide a good quality network for cyclists.</p>	<p>ongoing maintenance requirements , Congestion, safety concerns, lack of walking and cycling infrastructure in rural areas, pavement parking, levels of parking contraventions, more electric vehicle infrastructure needed, SCOOT becoming outdated, congestion, poor network resilience.</p>
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<p>3</p>	<p>Promote healthy lifestyles</p>	<p>Corporate plan- Enable residents to live safe, healthy and independent lives</p> <p>LTP objective- Promote healthy lifestyles</p> <p>LTP AM11- Understanding the health benefits from investment in transport assets</p> <p>LTP AT1- Maintaining and extending our active travel infrastructure.</p> <p>LTP AT2- Active travel network in new developments</p> <p>LTP Policy SC1- Smarter travel choice marketing campaigns and branding</p> <p>LTP Policy LTP SC4- Smarter choice initiatives</p> <p>Core Strategy Objective 2- to improve the health, well-being and quality of life for all residents</p> <p>Policy MT1- Traffic management, highway safety and promoting active travel</p> <p>Health and well-being strategy- For adults- long term conditions, lifestyles (alcohol, weight, active lifestyles, smoking prevention, mental health)</p> <p>Walking strategy (draft)- Promote healthy lifestyles</p> <p>Cycling strategy (draft)- Promote healthy lifestyles</p> <p>HCCTP 4- Improve walk, cycle and public transport links between the railway station, the city centre, and the ESG area, consistent with improving health outcomes by encouraging and enabling physical activity;</p> <p>SWTP SO2- Improve health outcomes</p> <p>SWTP SO3- Reduce the impacts of transport on air quality and noise</p> <p>SWTP 4- Reduce the air quality and noise impacts from road transport on key receptors in the South Wye area.</p> <p>HTP 5- To encourage healthy lifestyles by encouraging more people to walk and cycle from new developments to key trip attractors;</p> <p>HTP 6- To reduce the impacts of transport on air and noise within the city.</p>	<p>High-levels of car use (especially short distances), Poor air quality (Hereford and Leominster).</p>
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<p>4</p>	<p>Make journeys safer</p>	<p>Corporate plan- Enable residents to live safe, healthy and independent lives</p> <p>LTP objective- Make journeys easier and safer  LTP AM10- Maintaining a safe, efficient highway network  LTP Policy RS1- Minor safety improvements  LTP Policy SM1- Setting appropriate speed limits</p> <p>Core strategy objective 5- safe and sustainable transport networks  Policy MT1- Traffic management, highway safety and promoting active travel</p> <p>SMOTS objective- To improve the safety of pupils and parents</p> <p>Walking strategy (draft)- Make walking journeys safer</p> <p>Cycling strategy (draft)- make cycling journeys safer</p> <p>SWTP 3- Improve road safety for all modes within the South Wye area</p> <p>HTP 8- To improve road safety within the city</p>	<p>Safety concerns, high speeds,</p>
<p>5</p>	<p>Ensure access to services for those living in rural areas</p>	<p>Corporate plan- Secure better services, quality of life and value for money</p> <p>LTP Objective- Ensure access to services for those living in rural areas  LTP AM6- The highway asset management strategy for Herefordshire's roads  Policy LTP AM13- The resilience network as part of a strategic network  LTP FR1- Managing freight movements</p> <p>Core strategy objective 5- to improve access to services in rural areas and movement.  Policy MT1- Traffic management, highway safety and promoting active travel  Walking strategy (draft) - Ensure access in rural areas for interchange opportunities</p> <p>Cycling Strategy (draft) - Ensure access to the cycling network and interchange opportunities for those living in rural areas.</p> <p>Marches freight strategy- highways management and maintenance.</p>	<p>HGV routing in rural areas, maintenance, limited bus service.</p>

## Appendix 2- Action Plan\*

2019 Action Plan Ref	Action	Timescale	Responsibility	Objective
1	Review and implement any recommendations on how we manage all roadworks on our network.	S	HC/BBLP	1 & 2
2	Link monitoring of traffic flows with the Local Transport Plan Annual Progress Reporting process.	S	HC	1,2,3,4 & 5
3	Continue to use the NHT survey results to inform public satisfaction on congestion and highway conditions.	S	HC	1,2,3,4 & 5
4	Establish a transport stakeholder forum through the LSP to seek views and encourage wider ownership of the objectives	S	HC	1,2,3,4 & 5
5	Review the role of the Traffic Manager and Highways Network Manager requirements from all of the relevant disciplines. The role will be reviewed at five year intervals.	S	HC	2
6	Continue closer working relationships with partners, in particular the HA and Police, to deliver shared objectives for the improvement of journey time reliability.	S	HC/BBLP/Highways England (HE)/Emergency services	2 & 4
7	Continue the Strategic Management Board to secure high level ownership of the objectives and targets, review outcomes and unblock any resource issues.	S	HC	1,2,3,4 & 5
8	Strengthen the partnership (through a voluntary working partnership) with bus operators and promote the objectives set out in the bus strategy and opportunities for investment.	S	HC/Bus operators	2 & 5
9	Ensure all public realm works are completed efficiently with minimum disruption to traffic flow through a review of construction methods and inspection procedures to minimise enforcement.	S	BBLP	1,2 & 5
10	Ensure that the out of hours officers have a full understanding of NRSWA, TMA and the authorities powers to intervene and recharge.	S	BBLP	2
11	Ensure there are sufficient trained staff to operate systems at required times and that emergency backup is available	S	BBLP	1,2
12	Ensure traffic information is appropriately distributed to the public through the correct channels (social media etc...)	S	HC/BBLP	1,2 & 5
13	Review Major Road Network and wider network to establish traffic sensitive streets, asset management and planning	S	HC/BBLP	1 & 2
14	Update the Local Street Gazetteer and collect the appropriate data	S	HC/BBLP/Hoople	1 & 2
15	Develop and implement a map-based Traffic Regulation Order reporting system.	S	HC/BBLP	1 & 2

16	Ensure that BBLP include how disruption (planned and unplanned) is included within the annual planning process and correctly managed.	S-M	BBLP	1 & 2
17	Complete a set of protocols for the operation of traffic control systems with Highways England.	S-M	HC/BBLP/HE	1,2 & 5
18	Investigate and implement closer working partnerships with Local parishes, developing and training local stewards to help identify potential problems on the network.	S-M	HC/BBLP/Parish Councils	1,2,4&5
19	Continue to develop hierarchy or routes and identification of key conflict points through ongoing and emerging projects, such as: - Hereford Transport Package; - South Wye Transport Package; - Hereford City Centre Transport Package; - Market Town studies; and - Local Cycling Walking Infrastructure Plans.	S- L	Herefordshire Council (HC)	1 & 2
20	Improve the awareness of traffic conditions through: • use of SCOOT detectors to spot slower than normal flow • an enhanced Herefordshire CCTV system • a link to view the HA cameras • the purchase a system such as Traffic master or ITIS live data feeds.	S-L	HC/BBLP	1,2,
21	Ensure the walking and cycling infrastructure is maintained at levels that encourages people to use it.	S-L	HC/BBLP	3
22	Establish a list of existing congestion hot spots in the Herefordshire and assess the potential for improvement. Congestion in Hereford will be linked to the emerging Hereford Transport Package development.	M	HC/BBLP	1 & 2
23	Develop a capacity audit procedure for all improvement schemes and developer proposals and promote its existence.	M	HC/BBLP	1,2 & 4
24	Review Transport Asset Management Plan to ensure that lifecycle planning takes into account the needs of the NMP, including signals condition monitoring.	M	HC/BBLP	2
25				
26	Ensure that the emerging major transport projects, delivery of development and amendments to the SCOOT system are well co-ordinated so the network can perform to its optimum.	M-L	HC/BBLP	1,2
27	Investigate the feasibility of extending and updating the SCOOT system to include with a ITS. To include: -Extend SCOOT system to more junctions and outer limits of Hereford; -Bring in pedestrian and cyclist crossings into the SCOOT system; and -Implement real-time parking availability.	M-L	HC/BBLP	1,2,3

28	Set out how freight is to managed on the network, in line with objectives set out in the Marches and Mid-Wales freight strategy, including investigating the role of overnight or layover lorry parking within the county.	M-L	HC	1 & 5
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\*Subject to change based on possible outcomes from consultation.

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