

3.0 Vision, Objectives and the Spatial Strategy

3.1 The Core Strategy sets out a spatial strategy for Herefordshire for the period up to 2031. This is quite different to the land use planning approach of the previous development plan (Unitary Development Plan 2007). It includes:

- a definition of what sustainable development means for Herefordshire;
- a vision for Herefordshire towards the end of the plan period;
- a set of objectives to deliver the vision;
- a spatial strategy that addresses the different needs and opportunities of different parts of Herefordshire; and
- details of how the Core Strategy proposals will be monitored.

3.2 The council's strategy is based on targeting future development in places where specific needs and opportunities have been identified, thereby addressing key issues raised in the Herefordshire Context section. This approach seeks to accommodate economic and population growth with new housing and supporting infrastructure, whilst protecting and enhancing the attractive and distinctive character of the different areas of the county, so that sustainable development is achieved.

Sustainable development

3.3 Sustainable development is about meeting the needs of the present without compromising the ability of future generations to meet their own needs. The Government has set three aims for sustainable development:

- contributing to building a strong, competitive and responsive economy;
- supporting strong, vibrant and healthy communities; and
- continuing to protect and enhance our natural, historic and built environment.

3.4 At the heart of the Government's policy in the National Planning Policy Framework March, 2012 is a presumption in favour of sustainable development. The council intends to achieve this presumption in accordance with the following policy:

Policy SS1 – Presumption in favour of sustainable development

When considering development proposals Herefordshire Council will take a positive approach that reflects the presumption in favour of sustainable development contained within national policy. It will always work proactively to find solutions which mean that proposals can be approved wherever possible and to secure development that improves the social, economic and environmental conditions in Herefordshire.

Planning applications that accord with the policies in this Core Strategy (and, where relevant with policies in other Development Plan Documents and Neighbourhood Development Plans) will be approved, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the council will grant permission unless material considerations indicate otherwise - taking into account whether:

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in national policy taken as a whole; or
- b) specific elements of national policy indicate that development should be restricted.

Vision and objectives

3.5 The Core Strategy has a vision and 12 objectives aligned under the themes of promoting social progress (supporting strong communities by meeting housing, education and health, transport and infrastructure needs), economic prosperity (supporting new jobs, area regeneration, business, tourism and retail) and environmental quality (addressing climate change, protecting and enhancing the environmental assets of the county). The objectives set the framework for the spatial strategy and policy guidance that follow later. They will be monitored annually to measure how well they are working.

Overall vision for the county

Herefordshire will be a place of distinctive environmental, historical and cultural assets and local communities, with sustainable development fostering a high quality of life for those who live, work and visit here. A sustainable future for the county will be based on the interdependence of the themes of social progress, economic prosperity and environmental quality with the aim of increasing the county's self-reliance and resilience.

Vision for social progress in Herefordshire

3.6 By 2031, decent, affordable homes, jobs, health and community facilities and other necessary infrastructure will have been provided in urban and rural areas to meet the needs of all sections of the population, creating [healthy](#), safe and secure, [low crime](#), inclusive places and robust communities that promote good health and well-being, maintain independence and self-sufficiency and reduce social isolation.

3.7 The opportunities and benefits from open space, leisure, shopping, sport, art, heritage, learning, health and tourism facilities and assets will be maximised, enabling more active lifestyles and helping to retain existing and attract new young people, supporting older people and an improved quality of life for all.

3.8 Residents and workers in urban and rural areas will have a reduced need to travel by private car with opportunities for “active travel” i.e. walking and cycling promoted, along with improved accessibility to public transport. In Hereford, congestion will be managed and public transport improved through a balanced package of transport measures including the provision of a relief road, park and [ride-choose](#) facilities and bus priority schemes. Residents will have the opportunity to contribute to the shape of their local area through engagement in plan making.

Vision for economic prosperity in Herefordshire

3.9 By 2031, Herefordshire will have a thriving local economy with a balanced and diversified business base incorporating more knowledge-based and high-tech businesses and a more skilled and adaptable workforce. A genuine commitment by all businesses to sustainable development will underpin a unique quality of life. New employment land will have been provided to complement new homes and support higher incomes jobs enabling existing and future businesses to grow and thrive.

3.10 Communications infrastructure will be in place to enable a similar level of broadband service everywhere in the county, with the major employment locations enjoying broadband services matching the best in the country.

3.11 Educational developments (including higher education) will bolster and support local resources and strengths, such as environmental technologies, creative industries, agriculture, food production, forestry, equestrian expertise and tourism as well as support improved skills training, development and local job opportunities.

3.12 Hereford will provide a strong, sub-regional shopping, employment, leisure and cultural focus for the county. Comprehensive proposals for regeneration in and around the city centre will complement the historic core in providing homes, jobs, shops and leisure facilities and transport improvements. As a result the city will be a vibrant destination of choice for shoppers and visitors alike. The market towns will contribute to the economic development

of the county whilst being distinctive, thriving service centres that are better linked to their ~~hinterland-surrounding rural settlements villages~~ through enterprise hubs, service provision and transport accessibility. Our village-based services will be supported through new development (including live/work units) in appropriate locations to foster sustainable communities and promote rural regeneration.

3.13 Herefordshire will be a sought after destination for quality leisure visits and sustainable tourism by more fully utilising, but respecting, the county's unique environmental assets such as the River Wye.

Vision for environmental quality in Herefordshire

3.14 New development will be designed and constructed in ways to ensure that local distinctiveness is reinforced. The wider impacts of climate change will be addressed by reducing carbon emissions, minimising pollution and the risk of flooding, ensuring availability of natural resources. The provision of appropriate waste management and recycling facilities and renewable energy schemes will be guided through the policies of the Minerals and Waste Local Plan., ~~and by providing appropriate waste management and recycling facilities and renewable energy schemes.~~

3.15 Networks of connected, well managed and accessible natural green spaces will provide a range of enhanced leisure and health benefits within and between towns, villages and the countryside. Local food production and processing will be fostered whilst supporting stewardship of soils and water, biodiversity and the characteristic Herefordshire landscape.

3.16 The area's valued historic heritage and significant environmental resource, including its natural beauty and quality of landscape, biodiversity, geodiversity, built environment and cultural heritage, will be protected, conserved and enhanced. It will underpin and foster growth and innovation in businesses and jobs; being accessed, appreciated and actively supported by more people, for more purposes, in all walks of life.

Figure 3.1 - Strategic objectives

Core Strategy objectives	Core Strategy policies
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Social progress		
1	To meet the housing needs of all sections of the community (especially those in need of affordable housing), by providing a range of quality, energy efficient homes in the right place at the right time	SS2 SS3 Place Shaping Policies H1 H2 H3 H4 SD1 SD2 SD3 SD4
2	To improve the health, well-being and quality of life of all residents by ensuring new developments positively contribute towards better access to, provision and use of, improved public open spaces, sport and recreation, education, cultural and health facilities, local food production and ensuring safer communities	OS1 OS2 OS3 SC1
3	To support existing education, life-long learning and the retention of our young people through the provision and/or improvement of higher education, skills development and training facilities	SC1
4	To reduce the need to travel and lessen the harmful impacts from traffic growth, promote active travel and improve quality of life by locating significant new development where access to employment, shopping, education, health, recreation, leisure and other services are, or could be made available by walking, cycling or public transport	SS1 SS2 SS4
5	To improve access to services in rural areas and movement and air quality within urban areas by ensuring new developments support the provision of an accessible, integrated, safe and sustainable transport network and improved traffic management schemes	MT1
Economic prosperity		
6	To provide more local, better paid job opportunities to limit out-commuting and strengthen the economy by attracting higher value-added, knowledge based industries and cutting-edge environmental technologies to new/existing employment land and enabling existing businesses to grow and diversify, facilitated by the universal provision of a high bandwidth broadband service	SS5 E1 E2 E3 Place Shaping Policies
7	To strengthen Hereford's role as a focus for the county, through city centre expansion as part of wider city regeneration and through the provision of a balanced package of transport measures including park and ride, bus priority schemes and a relief road including a second river crossing	HD1 HD2 HD3 HD4 HD5 HD6 E5 E6
8	To strengthen the economic viability of the market towns, villages-rural settlements and their surrounding rural hinterlands-areas by facilitating employment generation and diversification, improving delivery and access to services through housing (including affordable housing) and improved ICT as well as realising the value of the environment as an economic asset	BY1 BY2 LO1 LO2 LB1 LB2 RW1 RW2 KG1 RA1- 6 E4 E5 E6
8a	<u>"To support and to encourage the development and diversification of the county's historic strength in land-based industries, including agriculture and food production, to provide for the maintenance of a thriving, productive, efficient, competitive and sustainable agricultural sector, recognising the high importance of this sector to the county's economy as a whole and to the rural economy in particular."</u>	<u>SS5, RA6, E1</u>
9	To develop Herefordshire as a destination for quality leisure visits and sustainable tourism by enabling the provision of new, as well as enhancement of existing tourism infrastructure in appropriate locations	E4
Environmental quality		
10	To achieve sustainable communities and protect the environment by delivering well-designed places, spaces and buildings, which use land efficiently, reinforce local distinctiveness and are supported by the necessary infrastructure including green infrastructure	SD1 SD3 SD4 LD1 LD2 LD3 ID1
11	To address the causes and impacts of climate change by ensuring new development: uses sustainable design and construction methods to conserve natural resources; does not increase flood risk to new or existing property; increases the use of renewable forms of energy to reduce carbon emissions; minimises waste and pollution; manages water supply and conservation; and conserves and protects biodiversity and geodiversity.	SS7 SD1 SD2 SD3 SD4 LD3 MN1-6 W1-5
12	To conserve, promote, utilise and enjoy our natural, built, historic-heritage and cultural assets for the fullest benefits to the whole community by	SS6 SS7 LD1 LD2 LD3 LD4

	safeguarding the county's current stock of valued heritage and significant environmental assets from loss and damage, reversing negative trends, ensuring best condition and encouraging expansion, as well as appropriately managing future assets.	
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The spatial strategy

Background

3.17 The spatial strategy seeks to deliver the spatial vision and objectives for the county set out earlier in this section. The strategy has been developed through analysis of the results of the evidence base, the outcomes of several public consultations on different stages of the Core Strategy and the Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) and the Habitats Regulations Assessment (HRA) of the options/alternatives and policies throughout the plan production process. It provides a broad indication of the overall scale of development in the county up to 2031 and the infrastructure needed to support it. The role of the strategy is to achieve an appropriate balance between improving quality of life (social progress) and economic prosperity for all and the protection of the county's environmental assets, making sure that any necessary change and development is sustainable in the interests of future generations. The explanation of the strategy is set out under the three themes of social progress, economic prosperity and environmental quality. These have been derived from the consideration of approaches at the early stages of the Core Strategy. The policies set out in this and the following sections seek to deliver the entire spatial strategy and provide the context for the preparation of other Development Plan Documents, including Neighbourhood Development Plans.

3.18 Producing the Core Strategy has been about taking difficult decisions to achieve the long term vision for the county. During the production of the Core Strategy these decisions along with reasonable alternatives (which are outlined in Figure 3.2), have been assessed against the objectives of sustainable development and are explained further in the Final Sustainability (including Strategic Environmental Assessment) Report (SA/SEA).

Figure 3.2 - Key strategic decisions that the Core Strategy has taken and reasonable alternatives considered

Key decision	Alternatives considered	Stage of Core Strategy production	SA/SEA report reference

Focussing the majority of development to Hereford and the market towns with a combined strategy of considering social, economic and environmental goals	<ol style="list-style-type: none"> 1. Economic option 2. Social option 3. Environmental option 4. New town or expanded settlement 	Developing Options and Place Shaping	Developing Options SA/SEA (Appendix B2-2) Place Shaping SA (Appendix B3-1 page 1)
Focussing the largest strategic allocation (after Hereford) to Leominster	<ol style="list-style-type: none"> 1. Disperse growth around the town at smaller sites 2. Limiting growth 	Developing Options	Developing Options SA/SEA (Appendix B3 page 41)
Promoting a western relief road route corridor as part of a new transport package for Hereford	<ol style="list-style-type: none"> 1 No relief road 2 Promoting an eastern route corridor option 3 Variations to the southern part of the western route corridor 4 Promote a partial eastern route corridor instead of a western route corridor 	Preferred Option and Revised Preferred Option	Preferred Option SA/SEA Note for Hereford (page 17) and Revised Preferred Option SA Note (page 13)
Reducing the amount of housing proposed in the strategy overall from 18,000 to 16,500 by reducing the amount at Hereford and increasing the amount proposed in the rural areas	<ol style="list-style-type: none"> 1. Make no changes 2. Just change time period of plan 3. Retain 18,000, but redistribute 2000 houses from Hereford to rural areas 4. Retain 18,000 dwellings total, but redistribute 2000 houses from Hereford to the market towns 5. Build more than 18,000 new homes up to 2031 6. Reduce all the strategic sites in Hereford 	Revised Preferred Option	Revised Preferred Options SA/SEA (page 11)
Revising the Preferred Option Rural Areas policy to allow for a more flexible approach to housing in the rural areas	<ol style="list-style-type: none"> 1. Maintaining the rural areas policy suggested at Preferred Option 2. Allow unrestricted development to meet the housing demand 	Draft Core Strategy	Draft Core Strategy SA/SEA (pages 28 and 134)

3.19 It has been decided that not all development should be accommodated within the county's urban areas, and indeed this would not be the best approach to meeting housing needs across Herefordshire, which has such a dispersed settlement pattern. However, it has been determined to try to focus most development within and adjoining urban areas in the interests of sustainable development i.e. reducing the need to travel by private car where possible. The spatial strategy builds upon the existing settlement pattern of Herefordshire, with a focus on Hereford as the county's administrative centre and on other sustainable market towns. However, almost a third of all housing will be directed to the rural areas to help to sustain local services, generate new ones and support local housing provision for local communities. In accordance with the outcomes of the Revised Preferred Options, combinations of strategic urban extensions are identified in the Core Strategy in Hereford and the market towns and smaller (non-strategic) sites will be identified in the Hereford Area Plan, ~~other Development Plan Documents~~ [the Bromyard Development Plan](#), [the Rural Areas Site Allocations Development Plan Document](#) and Neighbourhood Development Plans. The aim is to maintain a network of sustainable settlements that meet the needs of communities whilst protecting and enhancing the distinctive environmental assets of the county.

3.20 The spatial strategy reflects the existing and future role and function of all settlements in Herefordshire. A hierarchy of settlements was identified through the consultations on

Developing Options and Place Shaping Paper stages of production of the Core Strategy; with the majority of growth taking place in the urban areas of Hereford and the market towns at the highest level of the hierarchy. Following a revised methodology of the hierarchy below the market towns level after the Preferred Options stage, a more localised approach has identified villages-settlements countywide where proportional levels of development may be acceptable. These are detailed in the Place Shaping section and include villages settlements considered sustainable due to their existing range of services, together with those settlements where some future development will offer the potential for them to become more sustainable, thus strengthening their role locally.

3.21 The existing urban areas are regarded as the most suitable locations for future development because of their existing easy access to services and facilities. This provides the opportunity to reduce out-commuting to other centres such as reducing the need to travel by private car for work or shopping, thus increasing 'self-containment'. Further development in Hereford and the market towns will help to maintain their role as service centres and contribute to their future regeneration, through provision of additional services and facilities required to support new development. This in turn, will help to sustain the rural areas that surround them.

3.22 The spatial strategy is 'housing, economic and environment- led.' In promoting growth, the strategy aims to undertake the following across the county:

- spearhead the regeneration of Hereford and our market towns;
- help fund necessary new or improved infrastructure including a transport package to ease congestion in Hereford;
- address issues around an increasingly ageing population structure and potential decline in the working age population;
- address issues of housing affordability across the county but particularly in the rural areas;
- tackle issues regarding accessibility to services in rural areas;
- foster self-reliance, independence and resilience; and
- address issues of water quality.

3.23 Adapting to and mitigating the effects of climate change are integral to the spatial strategy and cut across all policies. Addressing the impacts of climate change will be achieved by locating the majority of growth in places with good, sustainable transport links and jobs and services, thereby reducing the need to travel by private car. Climate change is specifically addressed in the environmental quality theme of the spatial strategy. The spatial strategy is represented in the **Key Diagram** at the end of this section of the document.

Achieving social progress

3.24 Social progress and improved quality of life will be delivered through identifying areas for growth and the general strategic policies which will address issues of housing need and demand; improving movement around the county; working towards improving health and education; improving access to services; and delivering sustainable communities with the necessary infrastructure.

Policy SS2 - Delivering new homes

A supply of deliverable and developable land will be identified to secure the delivery of a minimum of 16,500 homes in Herefordshire between 2011 and 2031 to meet market and affordable housing need.

Hereford is the focus for new housing development to support its role as the main centre in the county. Outside Hereford, the main focus for new housing development will take place in the market towns of Bromyard, Kington, Ledbury, Leominster and Ross on Wye, on existing or new allocations to enhance their roles as multi-functional centres for their [surrounding rural hinterlands areas](#). In the rural areas new housing development will be acceptable where it helps to meet ~~local~~ housing needs and requirements, supports the rural economy and local services and facilities and is responsive to the needs of its community. ~~Outside of villages, new development will be carefully controlled to protect the countryside for its own sake.~~ [In the wider rural areas new housing will be carefully controlled reflecting the need to recognise the intrinsic character and beauty of the countryside.](#)

The use of previously developed land in sustainable locations will be encouraged. Residential density will be determined by local character and good quality design. The target net density across the county is between 30 and 50 dwellings per hectare, although this may be less in sensitive areas.

The broad distribution of new dwellings in the county will be a minimum of:

Place	Facilities	New homes
Hereford	Wide range of services and main focus for development	6,500
Other urban areas – Bromyard, Kington, Ledbury, Leominster, Ross on Wye	Range of services and reasonable transport provision – opportunities to strengthen role in meeting requirements of surrounding communities	4,700
Rural Villages Settlements – see list in Place - Shaping	More limited range of services and some limited development potential but numerous locations	5,300

Providing high quality homes

~~3.25 Following the abolition of the West Midlands Regional Assembly and the fact that the adopted Regional Plan's housing target only went up to 2026, the council decided to commission its own technical advice regarding housing need in the county to 2031. The study aimed to assess existing evidence and to recommend an appropriate level of growth over the whole plan period of the Core Strategy.~~

3.26 The Core Strategy housing [provision](#) requirement in Policy SS2 is based on the recommendations of the independent research from the *Local Housing Requirements Studies (2011, ~~and 2012~~ and 2014)*. These reports provided evidence-based guidance on the future level of housing [needed](#) in the light of changing economic and social trends. ~~They assessed alternative methodologies and recommended an approach based on realistic economic growth forecasts over the plan period.~~ [The provision of 16,500 homes over the period 2011 to 2031 will meet the objectively assessed need for the county set out in the 2014 study.](#)

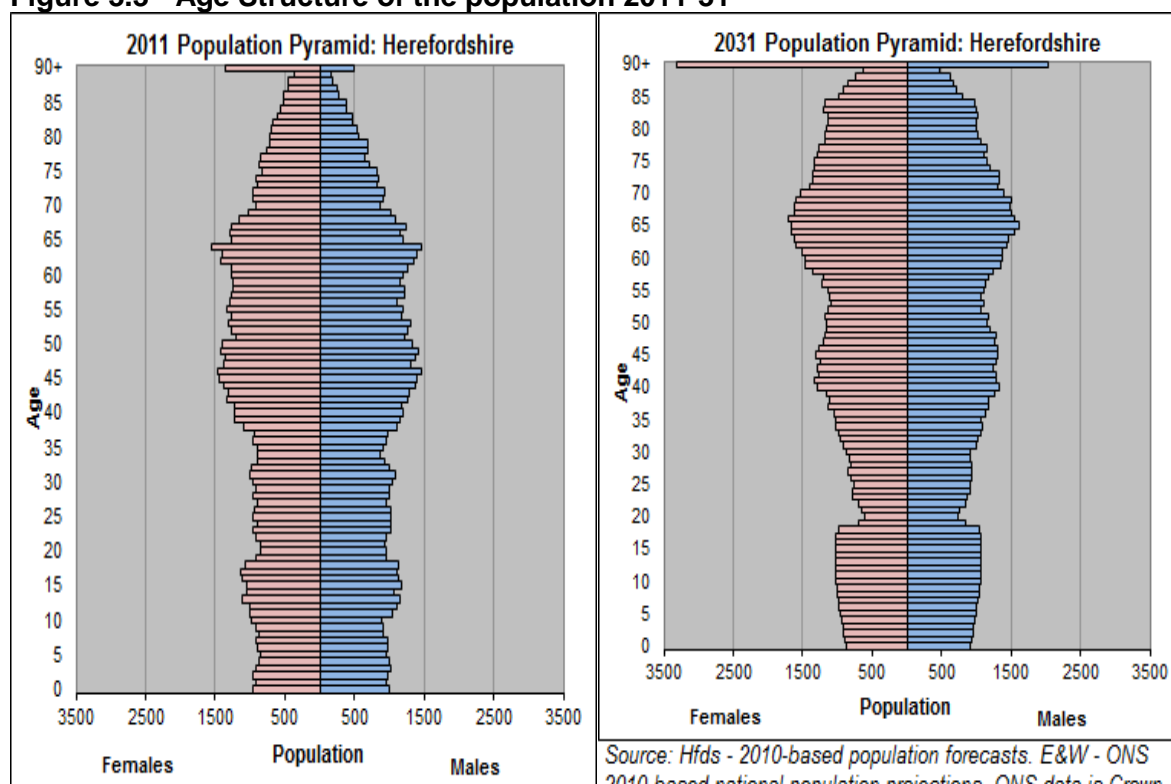
3.27 In 2011 Herefordshire had an estimated population of 183,600. The population grew by almost 5% in the period 2001-2011. However, the population structure has an above average proportion aged over 50 and a particularly low proportion aged 15-34, relative to the regional and national picture. Over the last 30 years, the proportion of the population aged

over 34 has been increasing, whilst the numbers aged 15-34 has been declining. Population growth has been driven by growth in the number of people aged over 35. Looking at the components of population change 1999-2009, the death rate has generally exceeded the birth rate by an average of 240 persons per year resulting in natural decrease. This has been countered by net in-migration which averaged over 900 per annum and which has therefore driven population growth. Household size has been generally decreasing in recent years following the national trend for increasing single person households.

~~3.28 The Local Housing Requirements Study 2011 and 2012 set out principles to help guide the process of identifying an appropriate level of housing development, together with possible policy options. Economic scenarios were then applied based on forecasts of employment growth. This assessment and testing concluded that housing delivery for Herefordshire 2011-31 should be within a range of between 14,400 homes (720 per annum) and 18,000 (900 per annum). The council determined that a figure of around 16,500 dwellings would meet growth aspirations for housing and growth in the local economy and is deliverable.~~ The level of housing provision proposed will support growth in the number of people in the working age population of around 7.7% thereby supporting economic growth. Such a level would go towards addressing the imbalance in the population structure of the county by providing an appropriate mix of housing including encouraging the building of new homes for people of working age and younger families. However, this is an issue which will also need to be addressed beyond 2031 in subsequent plans.

3.29 Figure 3.3 shows the age structure of the population at 2011 and what it is projected to be following the implementation of the spatial strategy in 2031. The age structure of the population will still be top-heavy with the biggest increase in the over 65's, but this will not be uncommon with the rest of the region and the country as a whole.

Figure 3.3 - Age Structure of the population 2011-31



Source: 2011-mid year estimate, ONS. Crown copyright

Source: Hfds - 2010-based population forecasts. E&W - ONS 2010-based national population projections. ONS data is Crown copyright.

~~3.30 The overall total number of new homes to be provided between 2011 and 2031 is 16,500. However, as there are existing housing commitments (planning permissions) the actual amount required from April 2013 is less at 13,660.~~

Figure 3.4 – Housing land supply position at April 2013

	Strategic allocation	Completed 2011-13	Commitments 2013	Residual homes target 2011-2031
Hereford	6,500	227	916	5,357
Leominster	2,300	65	453	1,782
Ross-on-Wye	900	54	216	630
Ledbury	800	17	35	748
Bromyard	500	1	30	469
Kington	200	5	24	171
Rural Areas	5,300	174	623	4,503
Total	16,500	543	2,297	13,660

Note: Figures are net dwelling commitments. Commitments are net commitments minus 5% reflecting lapsed permissions. Herefordshire Unitary Development Plan proposals without planning permission are not included within the Commitments 2013 totals (estimated at 646 dwellings). However, until the adoption of the Core Strategy they will remain as part of the adopted development plan.

3.31 More specific details of the strategic [sites/locations](#) regarding house types, density and design are included in the Place-Shaping section ~~and will be determined through master planning~~. The ~~forthcoming~~ Hereford Area Plan, [the Bromyard Development Plan, the Rural Areas Site Allocations Development Plan Document](#) ~~and other Development Plan Documents~~ and/or Neighbourhood Development Plans will identify non-strategic sites and will also consider the question of whether or not to define settlement boundaries in developing planning policies.

3.32 In terms of distribution of housing, Hereford is the service and economic centre of the county reflecting its higher population (58,500 people) and, being the most sustainable settlement, it should take the most growth. Therefore, strategic locations for new homes and employment land have been identified around the city in areas considered acceptable in environmental terms.

3.33 The decision to focus the largest single allocation of new homes to Leominster has been based on the recognition of its economic importance, located on the A49 Corridor, its excellent public transport links, including a railway station, and the fact that an urban extension will bring transport benefits in the form of a southern link road. The latter will benefit the centre of the town in terms of reducing congestion and improving air quality. Relative to the county's other market towns, Leominster is also the least constrained environmentally.

3.34 The quantity and type of development, in terms of housing and employment land, allocated to Ross on Wye, Ledbury, Bromyard and Kington reflects their respective roles, needs, opportunities and environmental development constraints. Ledbury and Ross on Wye (larger in scale and population terms) will support quantitatively more development than Bromyard and Kington. This is explained further in the Place Shaping section.

3.35 ~~The decision, at the Revised Preferred Option stage, to increase the level of housing development in rural areas from 4700 to 5300 was based on trying to be more locally responsive to the needs of all rural communities.~~ The plan ~~sought~~ [seeks](#) to encourage new developments which ~~supported and~~ [support and](#) enhanced access to local services and tackled issues of rural housing affordability, giving consideration to the introduction of neighbourhood planning. The location and level of development allocated to ~~villages~~ [settlements](#) will ~~subsequently~~ be determined through the preparation of ~~either Development Plan Documents~~ [a Rural Areas Site Allocations Development Plan Document](#) or Neighbourhood Development Plans.

3.36 The National Planning Policy Framework states, as one of its core principles, that the planning system should encourage the effective use of land by re-using land that has been previously developed, provided that it is not of high environmental value. Given the level of

growth planned for this plan period, it will not be possible to achieve development of a high percentage on brownfield land, but this will continue to be encouraged for future development proposals. The target net density in Policy SS2 has been based on a balance of issues, including the encouragement of the efficient use of land and the need to protect the county's environmental assets.

Meeting specific housing needs

3.37 The council has produced a *Strategic Housing Market Assessment 2008* and a *Local Housing Market Assessment 2013*, which indicates that there is an urgent need to increase the provision of affordable housing in the county. However, whilst there is a very high need, this has to be balanced against the outcomes of the *Affordable Housing Viability Study 2011* and the *Economic Viability Study 2014*. Whilst affordable housing is a priority for the county, the need for new infrastructure to help economic growth is another priority. Levels of affordable housing and percentages and thresholds required, have been set to reflect the viability of achieving both priorities. In terms of delivery, a strategy focussed on growth and development of strategic sites is considered the best approach in order to get affordable homes built in the county over the plan period. The council has been looking at other forms of affordable housing delivery, including using public sector land assets and supporting direct delivery through Registered Providers. The place shaping policies and the general policy on affordable housing will deliver this part of the strategy.

3.38 A report on the *Housing and Support Needs of Older People 2012* in Herefordshire has highlighted a growing need for suitable homes for older people to live independently, as well as a need for specialist housing with extra care to be built. These issues are addressed within place specific policies in the Place Shaping section and within policies on social progress in the General Policies section of this document.

3.39 [“The Gypsy and Travellers and Travelling Showperson Accommodation Assessment, 2015”](#) ~~The Gypsy and Travellers Assessment 2013~~ highlighted a need for further permanent pitches in the county. A ~~separate Travellers’ Sites Document Development Plan Document~~ will be prepared following on from the Core Strategy to allocate pitches, but in the meantime an interim policy is set out in the policies on social progress in the General Policies section of this document.

3.40 ~~The Council council recognises that individual or group self and custom build projects will contribute to the delivery of homes over the plan period. These may be in the form of affordable, low cost market and open market housing. The Council council will encourage and support this type of development where the proposals are in line with the relevant policies of the Core Strategy and neighbourhood plans. Specific sites may be allocated for this type of development in Area and Neighbourhood Development Plans where a demand for this type of development has been demonstrated. The ability for self-build homes and co-housing schemes to come forward either by individuals or community groups will be facilitated through Neighbourhood Development Plans or Development Plan Documents. These will look to allocate specific sites.~~

Housing trajectory

3.41 In respect of the housing target for Herefordshire the expectation is that the highest rate of housing completions will be towards the latter end of the plan period. ~~This is because:~~

~~The housing market in the county is depressed and completion rates are currently well below the rate required to achieve the overall target;~~

~~The achievement of the revised strategy targets will be dependent upon achieving the required key elements of infrastructure for the county; and~~

~~There are significant lead-in times needed before major housing sites can be developed.~~

3.42 Overall the delivery of the housing levels and distribution proposed in the Core Strategy is dependent upon necessary infrastructure being funded and delivered. ~~Figure 3.5 provides an initial indicative county-wide trajectory for the housing provision based upon the likely release of strategic sites in the county. This trajectory suggests that housing completions will be back-loaded, starting with around 600 dwellings per annum during the first five years of the plan period, with the highest levels of housing growth (950 per annum) taking place towards the end of the plan period. A detailed trajectory is set out in Appendix 4. The delivery of housing will be monitored throughout the plan period and may~~ ~~it will~~ need further re-adjustment and added detail to reflect progress on the delivery of the strategic housing sites and key elements of infrastructure.

Policy SS3 – Releasing land for residential development

~~Sufficient land for residential development will be released to ensure the Core Strategy housing target is achieved over the plan period.~~

~~The release of specific sites may be phased or delayed to ensure that necessary infrastructure is in place to support the new development or in order to safeguard the integrity of the River Wye Special Area of Conservation (SAC) from significant adverse effects.~~

~~In releasing residential land priority will be given to the identified strategic proposals and the re-use of brownfield land in sustainable locations.~~

~~The approach towards release of sites will be kept under review through the annual monitoring process. If rates of delivery or evidence from monitoring indicate that the number of new dwellings will exceed or fall below the target figure by 20% over a period of 3 or more years, the timescales for the release of sites shown in Figure 3.5 will be reconsidered or Herefordshire Council will identify additional land through the preparation of other Development Plan Documents.~~

Policy SS3 -Ensuring sufficient housing land delivery

A sufficient supply of housing land will be maintained to ensure the delivery of the Core Strategy housing target as set out in Policy SS2 over the plan period. The rate of housing delivery and supply will be assessed through the annual monitoring process. If monitoring demonstrates that the number of new dwelling completions is below the cumulative target figure over a 12-month monitoring period (1 April to 31 March) as set out in the housing trajectory in Appendix 4 the Council will prioritise increasing housing supply in the following monitoring periods using appropriate mechanisms which, depending on the scale and nature of potential under-delivery, will include:

- A partial review of the Local Plan – Core Strategy; or
- The preparation of new Development Plan Documents; or
- The preparation of an interim position statement and utilising evidence from the Strategic Housing Land Availability Assessment to identify additional housing land

A range of strategic housing proposals are identified which are key to the delivery of the spatial strategy. In addition there are elements of key infrastructure which will need to be provided to enable full delivery of the strategic housing targets. The Council will work with developers and other stakeholders to ensure the timely development of these strategic proposals and the key infrastructure requirements.

Appendix 5 sets out the relationships between the delivery of housing and the timing of the main infrastructure requirements. It also identifies actions necessary to safeguard the integrity of the River Wye Special Area of Conservation (SAC) from significant adverse effects. The Council will actively monitor the relationships identified in this appendix. Any

material delays in the implementation of identified infrastructure of environmental safeguards and which will lead to under-delivery of housing supply will inform the implementation of the range of measures set out above to ensure plan-led corrective measures are put in place

*.** The delivery and supply of new housing will be monitored on a regular basis and through the annual monitoring process in particular. Appendix 4 sets out an indicative trajectory for total housing completions, which will provide a basis for monitoring completions over the plan period. In the event that the monitoring process demonstrates that the rate of completions have fallen below targets, an early assessment will be made as to the most appropriate mechanism to boost housing delivery depending upon the scale and nature of the issue.

3.43 ~~The achievement of~~ To achieve the Core Strategy housing target ~~for the plan period will be challenging, however, there may be~~ is a need to ~~phase the release of new development in specific instances in order~~ ensure that appropriate and necessary infrastructure is ~~provided either prior to, or~~ co-ordinated with, the development. ~~This will be particularly the case in respect of major elements of infrastructure such as the Hereford Relief Road.~~

3.44 In addition, the River Wye SAC currently includes sections where the water quality exceeds phosphate level targets and this ~~excess~~ prevents sections of the river from achieving favourable condition. It is also necessary to ensure that sections of river currently meeting the water quality targets do not fail as a result of new development. Natural England and the Environment Agency have prepared a Nutrient Management Plan (NMP) which sets out to control and reduce phosphates in the SAC. The implementation of the actions in the NMP will facilitate the delivery of new development. ~~Natural England and the Environment Agency have committed to the preparation of a Nutrient Management Plan (NMP), the aims of which are to control and reduce phosphates in the SAC. This will facilitate the delivery of new development. However, the requirements of the NMP may include the need to phase or delay the release of housing during the plan period.~~ Policy SD4 in the General Policies section deals specifically with wastewater treatment and river water quality.

~~3.45 Figure 3.5 sets out an indicative trajectory for total housing completions, which will provide a basis for monitoring completions over the plan period. The supply of new housing will be monitored closely and if rates of development fall significantly below targets, an assessment will be made as to whether the early release of housing allocations is appropriate in order to boost delivery.~~

~~3.46 The figure of 20% variation in rates of delivery, above or below, on a county wide basis will 'trigger' the need to explore intervention. Delivery rates are anticipated to be lower in the early years of the Plan. Therefore considerations of the need for any interventions in the case of under-delivery may not be required until the middle/latter stages of the plan period. It should be noted that the supply/delivery situation will not be based on single year delivery rates, but on an assessment of the situation over at least 3-5 years. Should completion rates significantly exceed anticipated rates of development, intervention will only be necessary where the rate of development is resulting in the objectives of the Core Strategy not being achieved.~~

Hereford	1000	1500	2000	2000	6500
Leominster	300	500	700	800	2300
Ross-on-Wye	250	275	175	200	900
Ledbury	180	350	210	60	800
Bromyard	120	125	125	130	500
Kington	30	40	60	70	200
Rural Areas	1120	1460	1230	1490	5300

Herefordshire	3000	4250	4500	4750	16500
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Windfalls

3.47 The National Planning Policy Framework (NPPF) indicates that local planning authorities should draw on information from *Strategic Housing Land Availability Assessments (SHLAA)* to identify:

- sufficient specific sites to deliver housing in the first five years of the plan period with an additional buffer of 5% to ensure choice and competition in the market for land; and
- a further supply of specific, developable sites or broad locations for years 6-10 and where possible, for years 11-15.

3.48 It goes on to say that sites with planning permission should only be included where there is robust evidence that the sites are developable and viable and are likely to contribute to housing delivery at the point envisaged. In respect of sites not specifically identified, the NPPF advises that allowances for 'windfalls', can be included in the five year supply if there is robust evidence of consistent local circumstances and reliable future supply.

3.49 In Herefordshire there is longstanding evidence that housing on 'non-allocated' sites has made a significant contribution to meeting housing needs and requirements. Such housing has not only come forward within urban parts of the county but also has been the major element of new housing in rural areas, where the conversion of agricultural buildings have contributed significant numbers of new homes.

3.50 It is therefore important to consider how windfalls, including the conversion of rural buildings, should be reflected in the housing land supply and residential targets for the county. The preparation of the SHLAA should mean that a higher proportion of sites will be identified as part of the supply figures and so only a modest windfall allowance is included within the housing targets of 2,000 dwellings, equating to 50 dwellings a year in rural areas with the same allowance for urban parts of Herefordshire.

Movement and transportation

3.51 The approach of the strategy for movement and transportation is two-fold. Firstly, the spatial strategy itself aims to direct the location of significant new development proposed through the plan to the more accessible locations in the county to promote the use of existing nearby services and facilitate the use of active travel (walking and cycling) as well as public transport. However, this principle needs to apply to all new significant development proposals that may come forward through the plan period. It will also require policies to minimise the impact of additional highway demand generated by new development on the transport network, so that journey times, journey time reliability, public realm and highway safety in the county do not deteriorate.

3.52 Secondly, the approach is to work with developers, the Highways Agency and transport providers to improve transport infrastructure, connections and choices in our main centres and rural areas (where reliance on the private car is often the only option). This is particularly important for local journeys in Hereford where a balanced package of measures including more walking and cycling, bus transport and a ~~western relief road is needed in order to~~ [western relief road](#) would improve connectivity and travel choice, reduce congestion, enhance the public realm and foster local enterprise and tourism.

3.53 Herefordshire is a diverse county incorporating both rural and urban communities. The scale of the county, alongside its historic settlement pattern, places significant importance on movement and transportation. As recognised in the National Planning Policy Framework, transport and movement can play a positive role in contributing to sustainable development; whether through providing opportunities for greater public transport, or delivering air quality improvements by removing vehicular movements from pedestrian areas. Alongside this, the

following pro-active strategic policies on movement and transportation can build upon objectives and policies within Herefordshire Council's *Local Transport Plan* (LTP) to improve journey time and connectivity across the county. In partnership with the LTP the strategic policies are designed to deliver Herefordshire Council's Core Strategy objectives of improving movement and transportation across the county.

Policy SS4 – Movement and transportation

New developments should be designed and located to minimise the impacts on the transport network; ensuring that journey times and the efficient and safe operation of the network are not detrimentally impacted. Furthermore, where practicable, development proposals should be accessible by and facilitate a genuine choice of modes of travel including walking, cycling and public transport.

Development proposals that will generate high journey numbers should be in sustainable locations, accessible by means other than private car. Alternatively, such developments will be required to demonstrate that they can be made sustainable by reducing unsustainable transport patterns and promoting travel by walking, cycling and public transport.

Proposals to provide new and improved existing public transport, walking and cycling infrastructure will be supported. Where appropriate, land and routes will be safeguarded [as required in future local or neighbourhood development plans](#) and developer contributions, [which meet the statutory tests](#), sought to assist with the delivery of new sustainable transport infrastructure, including that required for alternative energy cars.

Herefordshire Council will work with the Highways Agency, [national organisations](#) [Network Rail](#), [bus and train operators](#), developers and local communities to bring forward improvements to the local and strategic transport network to reduce congestion, improve air quality and road safety and offer greater transport choices, including the provision of the following major schemes:

- ESG Link Road (safeguarded route) and Transport Hub;
- Hereford Relief Road;
- ~~Southern~~ Leominster Relief Road;
- Connect 2 Cycleway in Hereford;
- Park and Ride schemes; and
- other schemes identified in the *Local Transport Plan* and *Infrastructure Delivery Plan*.

Proposals which enable the transfer of freight from road to rail will be encouraged. Development proposals incorporating commercial vehicular movements that could detrimentally impact on the environmental quality, amenity, safety and character of the surrounding locality will be expected to incorporate evidence demonstrating how the traffic impacts are to be mitigated.

3.54 Herefordshire Council's *Local Transport Plan* -sets out programmes of work for achieving the council's objectives for transport, accessibility and pollution control which positively contribute to addressing climate change. Development arising under the Core Strategy can play a positive role in delivering the objectives of the LTP; developers should provide evidence showing how their proposed developments will deliver against those objectives. Accordingly, development proposals will be supported where they respond to the opportunities and constraints detailed within the LTP.

3.55 By influencing the location of new development, land use can reduce the need to travel particularly by private car, and minimise its impact on the environment. At the same time the planning system must respond to the need for new transport infrastructure and recognise the challenges faced by rural settlements, where reliance on private motorised transport, for many people, is the only realistic option for travel. Accordingly, strategic developments will

be located on or have access to existing passenger transport networks so that they are convenient, accessible, safe and attractive to use. Where appropriate, development proposals should be accompanied by travel plans and transport assessments outlining alternatives to private motorised transport use.

Pedestrians and cyclists:

3.56 The role of walking and cycling in creating liveable places, promoting health improvements and social inclusion has not always been recognised. Despite this, almost all journeys include an element of walking. Ensuring that there is safe and convenient access to housing, jobs, education, health care, other services and local facilities for pedestrians and cyclists is an essential part of promoting social inclusion and the delivery of sustainable development. Consequently, Herefordshire Council will advocate developments which promote pedestrian and cycle friendly access, avoiding conflict with private motorised vehicles, and provide appropriate links to the green infrastructure network where possible.

Public transport:

3.57 Connecting improvements to pedestrian and cycling facilities with public transport facilities provides greater transport opportunities and alternatives to reliance on private motorised transport. Herefordshire Council will work in partnership with the Highways Agency, Network Rail, bus and rail operators, developers and the community to achieve improvements to the public transport network. This may include improving both the quality and quantity of the service on offer. Land and routes will be safeguarded from inappropriate development and identified in site specific plans. Where appropriate, developer contributions will be sought to deliver improvements to the public transport network.

Major transport schemes:

3.58 The strategically important schemes, including ESG Link Road, Transport Hub, Hereford Relief Road and Connect 2, are explained further in the Hereford part of the Place-Shaping section. The Leominster Relief Road is explained in detail in the Leominster part of the same section. The funding required for these schemes is detailed in the *Infrastructure Delivery Plan*. ~~Studies which examined the need for additional road infrastructure to serve the Hereford Enterprise Zone did not recommend inclusion of additional road links. Such a proposal is therefore not considered to be a reasonable option for inclusion in the Core Strategy. The explanation of policy HD6 includes more detail of this work.~~

Freight

3.59 Road freight will continue to be the dominant mode of transport for freight distribution within Herefordshire due to its flexibility and accessibility. The county's railway network is limited and few of its key industrial networks are adjacent, or in close proximity to, the four passenger railway stations. The existing railhead for minerals transport at Moreton-on-Lugg is being protected through the minerals section of the Core Strategy. It is however, important to encourage increased movements by rail to alleviate the additional pressure that growth will place on the county's roads, and to minimise any increase in carbon emissions associated with transport.

3.60 During the plan period, advancements in technologies may bring forward alternative transport technologies. Where such developments are not covered by national legislation, Herefordshire Council will support their development. Such proposals must be in accordance with the principles of other policies of the Core Strategy and demonstrate their contribution towards delivering sustainable transport solutions.

3.61 In order to deliver the strategic objectives outlined above, development proposals will be expected to demonstrate how they have incorporated the criteria contained within policy MT1 in the section on general policies.

3.62 Partnership working will ensure all major housing and employment sites are served by public transport and that rail services and infrastructure within Herefordshire is improved over the long term and that smarter travel choices are promoted in the short term. The place

shaping policies and the general policy on traffic management, alongside the Local Transport Plan, will also work towards delivering this part of the strategy.

Education and Skills

3.63 Improved and expanded higher education provision in Herefordshire is envisaged as part of the strategy to help retain our young people and improve the skills base of the county. The place shaping policies and the general policy on community facilities will deliver this part of the strategy. [Significant recent work has been undertaken to bring about the establishment of a university in Herefordshire. This proposal has widespread support in the Council, the wider community and with local businesses. The emerging proposal will do much to consolidate the role of Hereford as a traditional county town and which provides a vibrant and diverse range of services. Depending on the state of the project at that time there will be an opportunity for it to be included in greater detail in the Hereford Area Plan.](#)

Health and wellbeing

3.64 Health services are being developed through an integrated approach of providing for an increased need for age appropriate services (*Understanding Herefordshire*). This includes; access to community centres, keeping people independent in their own home and personalised services such as the provision of extra care homes and supported housing generally. Other objectives of this plan, such as improving the provision of open space to help combat obesity and mental health problems, and the provision of improved broadband technology to facilitate access to services, will all work together to provide for improved health and wellbeing in the future. The place shaping policies and the general policies on community facilities and housing will help to facilitate this approach.

Access to services

3.65 Historically, Herefordshire performs poorly in national assessments measuring the accessibility to services for the population (see Herefordshire Context section). This is because of its size and very sparsely populated nature. It is envisaged that the strategy of focussing most growth to urban areas, coupled with improvements in technology, such as broadband availability alongside council initiatives such as Locality working, will address this issue. Some nine 'natural communities' or 'localities' have been identified as forming the basis for engagement and providing the opportunity to deliver joined-up customer access points for people.

New and/or improved infrastructure

3.66 Necessary community infrastructure including transport, green spaces, leisure uses, health, emergency services and education facilities will be delivered alongside new homes through planning conditions and developer contributions or the Community Infrastructure Levy. This will ensure that sustainable communities are created and maintained and that health and well-being is promoted. The type and phasing of infrastructure required to support the growth strategy is set out in the accompanying *Core Strategy Infrastructure Delivery Plan* or *IDP*. This is backed up by a separate evidence base on *Economic Viability*, which reports that the infrastructure listed in the IDP to support the projects and proposals in the Core Strategy, are viable at the time of writing for developers to want to build.

3.67 Significant infrastructure projects are required to: deliver the strategy; ease congestion, improve broadband speeds and availability to foster economic growth; and improve the county's sewerage treatment to prevent adverse effects on water quality. These projects will require joint working by a range of partners who will work with housing providers and the council to ensure new housing can be delivered as part of an overall approach to increased sustainability for the county. The place shaping policies and general policies, as well as that on infrastructure delivery, explain these projects in detail and will work towards delivering this part of the strategy.

Key outcomes of the strategy for social progress:

3.68 These are: meeting housing need and demand; improved access to services; improving the health and well-being of residents; and reducing the need to travel, delivering Core Strategy objectives 1, 2, 3, 4 and 5.

Achieving economic prosperity

3.69 The elements needed for stimulating economic prosperity will be delivered through: encouraging the diversification of the county's employment base; area regeneration; improving connectivity; promoting shopping and tourism in the right places; and improving economic output.

Employment provision

3.70 The *Economic Development Strategy (Nov 2011)* is an integral part of the Local Development Framework. Its vision is to increase economic wealth through the growth of business. This will be achieved through the following:

- Sustain business survival and growth;
- Increase incomes and the range and quality of jobs;
- Have a skilled population to meet future work needs;
- Develop the county's built infrastructure for enterprise to flourish.

3.71 Herefordshire's economic output is low compared to regionally and nationally; in 2012 GVA per head in Herefordshire was £15,300 compared to £17,400 in the West Midlands and £21,900 across England. This is partly a result of persistently lower wages in the county with median weekly earnings for people who work in Herefordshire of £385, significantly lower than those in the West Midlands region (£470) and England (£512). Low wage levels are borne out in housing affordability issues.

3.72 The low value economy is partly a function of the county's economic structure. There are a high proportion of employees in manufacturing (accounting for 16% of employee jobs compared to 8% across England), but these are primarily in low and medium technology activities, including food and beverage production, rather than higher value-added activities. The wholesale and retail trade are also strongly represented (accounting for 19% of employee jobs compared to 16% across England) and this includes jobs in tourism-related sectors. The agricultural sector is also well represented. There is a low level of employment in finance, IT and other business activities, which has been a key growth sector nationally in recent decades. [The county has a high proportion of small and medium sized enterprises and the council will offer continuing support for such businesses in future.](#)

3.73 A keynote feature of the economic structure is a low representation of higher-value private sector businesses. This is a structural economic weakness, which partly reflects the county's relatively remote location in a national or regional context, together with the size of its population and key centre (Hereford) and the nature of the area's road and rail links. However this needs to be set against supply-side regeneration measures, including proposals in the Core Strategy for additional employment land provision, together with regeneration projects, such as the regeneration of the Livestock Market in Hereford, the designation of the Hereford Enterprise Zone at Rotherwas and the future development of existing committed sites such as Model Farm in Ross-on-Wye.

3.74 In overall terms, the numbers working in land-based industries accounts for a much greater proportion than regionally or nationally. However, agriculture has a track record in diversification. For example; the use of polytunnels for a greater range of fruits, increased quantities of produce, improved quality and a lengthened growing season, which has enabled many farmers to stay in business. Land-based industries are seen as a strength of the county since they foster other business enterprises such as renewable energy technologies and creative industries.

3.75 Evidence of commuting patterns suggests that there is a moderate net outflow of people to work, although the level of self-containment of travel to work patterns was

relatively high. Travel to work patterns highlight that Bromyard and Ledbury have a net outflow of workers. This issue is reflected in the allocations of employment land to these centres.

3.76 *The Employment Land Study 2012* states that the emerging Core Strategy has an overall target of 148 hectares (ha) of available employment land over the plan period, which includes a rolling five year reservoir of 37 ha. Based on the output of projecting past completion rates, the overall target of 148 ha outlined in the emerging Core Strategy would provide a robust level of supply and would enable a wide range and choice of employment sites across the county to be provided throughout the plan period. Higher quality land referred to in this policy is that defined as “best” and “good” in the 2012 Study and is subject to more detailed discussion in policy E2. [Appendix 6 sets out details regarding the provision of strategic employment land and its delivery and monitoring and review.](#)

Policy SS5 – Employment provision

Existing higher quality employment land countywide will be safeguarded from alternative uses. A continuous supply of 37 ha of readily available employment land will be made available over a 5 year period, with an overall target of 148 ha of employment land over the plan period. New strategic employment land, in tandem with housing growth and smaller scale employment sites, will be delivered through the plan period. New strategic employment land locations are identified at Hereford (15 ha); Leominster (up to 10 ha), Ledbury (15 ha), and Ross-on-Wye (10 ha). The Hereford Enterprise Zone at Rotherwas will continue to provide the largest focus for new employment provision in the county. Proposals for employment land provision at Bromyard and Kington will be brought forward through Neighbourhood Development Plans or other Development Plan Documents.

The continuing development of the more traditional employment sectors such as farming and food and drink manufacturing will be supported. The diversification of the business base, through the development of knowledge intensive industries, environmental technologies and creative industries as well as business hubs, live-work schemes and the adaptive design of residential development, will be facilitated where they do not have an adverse impact on the community or local environment. The provision of high speed broadband to facilitate diversification will be supported.

Area regeneration

3.77 Hereford is the county’s main economic centre and as such has the potential to influence the prosperity of the whole area. A combined approach to regeneration means investment in covering travel, housing, employment land development and job creation can make a significant difference to the county. It is an objective of the Core Strategy that the role of Hereford as the main business, service and visitor centre for the county will be maintained and enhanced through the expansion of the city centre as part of wider city regeneration. This will include new retail, leisure, tourist and commercial development and new sustainable transport infrastructure. The designated Hereford Enterprise Zone (HEZ) at Rotherwas will further support an enhanced economic outlook with the aim of promoting a more diverse employment base. An extra 5 ha of employment land has been designated as part of a mixed use development at the Lower Bullingham urban extension to support the HEZ. This is an addition to the policy since Revised Preferred Option stage.

3.78 Each of the market towns has their own distinct qualities, reflective of their position in the county and the organic growth of their industries. Ledbury and Ross both benefit from access to motorway links, whilst Leominster and Ledbury have connections to the rail infrastructure. There are clusters of industry within all the market towns, providing valuable employment. Tourism opportunity is a strong feature of all the market towns, which have their own unique selling points. The regeneration of the wider economy of the county’s market towns will be prioritised in order to support their viability as key service centres for their rural hinterlands, by ensuring they remain the focus for appropriate levels of new

homes and jobs. Whilst no strategic employment sites are proposed in Kington over this plan period, smaller scale employment sites will be encouraged and identified through either Development Plan Documents or Neighbourhood Development Plans.

3.79 The rural economy is populated by small businesses, often sole traders or the self-employed working from home. This is higher than the national average and is driven by increasing opportunities to use technology to work from any location. Businesses in rural areas support the sustainability of local services and communities (Taylor Review of Rural Economy and Affordable Housing, July 2008). Therefore in the rural areas, businesses will be supported by taking into account local demand, the ability to retain, grow or diversify employment opportunities and options to reuse existing buildings and sites, as well as contribution to the sustainability of the area.

Sustainable tourism

3.80 Tourism is worth £469m to the county's local economy (2011). Over 4.7 million visitors come per year mainly for short stays to take advantage of the outstanding countryside, rich heritage and cultural offer. This supports 8,480 jobs. "Visit Herefordshire" is the agency in the county that promotes tourism and alongside the council works to develop it as a visitor destination. The delivery of high quality tourist, cultural and leisure development will be supported in the county where it capitalises on existing assets, develops sustainable walking, cycling or heritage routes, benefits local communities and the economy and is sensitive to Herefordshire's natural and built environmental qualities and heritage assets. The place shaping policies and the general policy on tourism will deliver this part of the strategy.

Connectivity

3.81 A key principle of the Core Strategy is that intensive trip generating development should be built in the most accessible locations. The co-location of employment, shopping, leisure, transport and other facilities means that people can carry out multiple activities in a single journey and there will be a boost to the local retail economy.

3.82 New transport infrastructure countywide (to include a western relief road around the city to facilitate a package of sustainable transport measures within the city) and faster, more accessible ICT/Broadband infrastructure will be delivered to facilitate the generation and diversification of employment opportunities and to improve accessibility to education and training opportunities.

Retail

3.83 For some time, the retail economy has been losing ground to competition from outside the county from other major centres like Gloucester, Cheltenham and Worcester. To try and address this, Hereford Futures and the council has promoted the development of the £90 million retail scheme in Hereford city centre. This includes a new department store, supermarket and smaller shops, which is fully funded by the private sector.

3.84 The Core Strategy defines a network and hierarchy of centres which forms the basis for the retail strategy for the plan. This hierarchy has been confirmed in the Town Centres Study update 2012 as follows:

Figure 3.6 - Retail hierarchy

Principal centre	Secondary centre	Local centres	Neighbourhood centres
Hereford	Bromyard Ledbury Leominster Kington Ross-on-Wye	Bartestree/Lugwardine Barons Cross Rd, Leominster Bodenham Colwall Cradley	Belmont Bobblestock Bullingham* Chilton Square College Green

	Credenhill Eardisley Ewyas Harold Fownhope Kingsland Kingstone Leintwardine Marden Pembridge Peterchurch Weobley Withington	Folly Lane (Whittern Way) Grandstand Road Holme Lacy Road Holmer West * Hinton Road Old Eign Hill Oval Quarry Road Three Elms* Whitecross
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*Neighbourhood centres at Bullingham, Holmer West and Three Elms will be required as part of the urban extensions at these locations.

3.85 The Core Strategy will encourage appropriate town centre and retail investment in Hereford and the market towns of Bromyard, Ledbury, Leominster, Kington and Ross-on-Wye, as well as supporting local services such as village shops, pubs and post offices throughout the rural areas. Regardless of their retail and commercial offer all these centres play a significant role in providing local services and facilities which has many benefits in social, economic and environmental terms.

3.86 This hierarchy recognises the importance of Hereford as the principal shopping centre within the county, serving an extensive rural hinterland. The city centre provides the main location for retail activity in the county, as well as the focus for commercial and administrative services. In addition, a range of leisure, tourism and entertainment opportunities are available in Hereford, which help to enhance footfall within the city centre [and will consolidate the recent improvements in vitality following the opening of the Old Livestock Market retail/leisure scheme.](#) ~~This will be further improved with the development of the Livestock Market retail-led mixed use regeneration development. This represents the most significant retail scheme in the county for many years and by improving the range of shops and leisure facilities will make Hereford better able to compete with sub-regional centres outside the county, helping to retain the retail spend within Herefordshire.~~

3.87 The scale and retail offer of the five market towns varies according to their population size and location, but in broad terms they perform similar functions and play an important role in serving their own populations and rural catchments. The strategy for each market town is outlined in the place shaping section.

3.88 ~~The extent of the town centre is defined for Hereford and each market town in the place shaping section.~~ Retail development will be concentrated in the town centre but will be complemented by other uses such as restaurants, cafes, appropriate leisure uses and businesses. Primary shopping areas, which will include both primary and secondary frontages, will be identified through Neighbourhood Development Plans or other Development Plan Documents.

3.89 Neighbourhood centres also play an important role in providing day to day convenience needs for nearby residential areas and generally provide small food stores, other services and community facilities. These centres also have an important role to play both as community hubs and also in helping to reduce harmful emissions by being accessible by foot and bicycle. Specific place-based policies identify where new neighbourhood centres are required to serve strategic developments.

3.90 In the rural areas, village shops and other facilities meet both daily shopping 'top up' needs and help to facilitate the independence of those who are not able to travel farther afield. They are important to the vitality of rural communities, acting as a focus and informal meeting place, and provide a valuable service, particularly to those without their own transport. The policies in the place shaping section and the general retail policies will deliver this part of the strategy.

Key outcomes of the strategy for economic prosperity

3.91 These comprise: more local and better paid employment opportunities, so limiting out commuting; business diversification and growth; a more vibrant and robust Hereford City and more economically self-contained market towns and rural areas; and a strengthened role and contribution to the economy for tourism. These deliver Core Strategy objectives 6, 7, 8, [8a](#) and 9.

Improving environmental quality

3.92 The strategy for improving environmental quality will support the creation of sustainable communities through protecting existing built, [historic-heritage](#) and natural environmental assets, the better use of resources and addressing the causes and effects of climate change.

3.93 A high quality environment has a key role to play in delivering the spatial strategy. Herefordshire has an important cultural heritage, two Areas of Outstanding Natural Beauty and a river of international ecological importance. The high quality environment is important to the quality of life of Herefordshire residents and has a fundamental role in attracting visitors and investment. Green infrastructure, such as open space, biodiversity, geodiversity and other semi-natural features will be protected and enhanced, including networks of green wildlife corridors and spaces. Green infrastructure has an important role in our adaption to climate change and contributing to carbon neutral development.

3.94 The maintenance of the county's environmental quality and its improvement, where necessary, will be through the preservation, management and enhancement of its [environmental](#) assets and safeguarding the natural and cultural environment in an integrated way that supports the health and wellbeing of its inhabitants. Although the approach will be based upon addressing issues at a landscape scale, there will be instances where detailed features and assets should be conserved when they contribute to local distinctiveness.

3.95 The range of environmental factors is considerable and high quality assets extend throughout the county. Balancing the provision of necessary development requirements within such circumstances often requires a rigorous approach to determining the most appropriate option in terms of minimising adverse environmental effects. As a consequence, developers need to work with the council and local communities to assess environmental factors in an integrated manner, with appropriate information informing decisions from the outset and with mitigation and compensatory measures being advanced where necessary. In addition, where opportunities exist to improve environmental quality, these should be pursued.

3.96 In undertaking assessments, the values attached to local distinctiveness by communities can include social and economic perceptions as well as environmental characteristics. Where produced, local guidance should inform the design process. A series of [Supplementary Planning Documents](#) exist that provide [planning](#) guidance and advice on [both the natural and historic environment biodiversity, archaeology and landscape character](#). Management plans have been prepared for both Areas of Outstanding Natural Beauty within the county and conservation objectives set for sites of international and national biodiversity interest.

3.97 The scale of development within the Core Strategy cannot be met solely through re-using previously developed land and buildings. Accordingly, greenfield sites will be

developed during the plan period but the spatial strategy will continue to direct development to the most sustainable locations. Development proposals will be expected to avoid detrimental impact to designations and locally distinctive assets. Where evidence identifies potential impact, development proposals will be required to include mitigation measures appropriate in size, scale and effectiveness. Where the nature of individual assets is site specific, off-site compensation will only be considered in exceptional cases.

Policy SS6 – Environmental quality and local distinctiveness

Development proposals should conserve and enhance those environmental assets that contribute towards the county's distinctiveness, in particular its settlement pattern, landscape, biodiversity and historic assets and especially those with specific environmental designations. In addition, proposals should maintain and improve the effectiveness of those ecosystems essential to the health and wellbeing of the county's residents and its economy. Development proposals should be shaped through an integrated approach to planning the following environmental components from the outset, and based upon sufficient information to determine the effect upon each where they are relevant:

- landscape, townscape and local distinctiveness, especially in Areas of Outstanding Natural Beauty;
- biodiversity and geodiversity [especially Special Areas of Conservation and Sites of Special Scientific Interest](#);
- historic environment and heritage assets, [especially Scheduled Monuments and Listed Buildings](#);
- the network of green infrastructure;
- local amenity, including light pollution, air quality and tranquillity;
- agricultural and food productivity ~~and soils~~;
- physical resources, including minerals, [soils](#), management of waste, the water environment, renewable energy and energy conservation.

The management plans and conservation objectives of the county's international and nationally important features and areas will be material to [the determination of](#) future development proposals. Furthermore assessments of local features, areas and sites, [defining local distinctiveness in other development plan documents, neighbourhood development plans and supplementary planning documents](#) ~~where undertaken to define local distinctiveness~~, should inform [decisions upon](#) proposals.

~~Where the benefits of proposals are considered to outweigh the adverse effects on the environment, or there are competing environmental objectives and full mitigation is not possible, compensatory measures should be advanced.~~

Creating sustainable communities

3.98 The strategic growth areas avoid locations at high risk of flooding wherever possible, to protect against loss of life and recurring damage to property. Flood alleviation measures will be used where flood avoidance is not possible. New development will provide for a range of type and size of sustainably constructed and well-designed buildings to reduce carbon dioxide emissions, [contribute to climate change adaptation](#), enhance energy efficiency and respect local distinctiveness.

3.99 The protection of residential and local amenity is essential to ensuring local communities are and remain sustainable. Amenity considerations include such issues as noise, air quality and lighting amongst others. Within the wider context, the issues of tranquillity and intrinsically dark landscapes may also be material considerations.

3.100 Whilst this strategy will inevitably result in the loss of areas of open land, the approach has generally been to avoid land of high sensitivity in landscape terms or biodiversity interest

or land of high agricultural value (although given the scale of development around Hereford this has not always been possible – an issue that is reflected in the Sustainability Appraisal).

3.101 New parks and green spaces in Hereford and the market towns will be delivered to provide facilities for recreation and sport, as well as [contributing to the local green infrastructure network](#), promoting biodiversity and to enhance community health and well-being. Other, necessary new or enhanced community facilities including sustainable transport choices will be delivered in association with new development to improve access to services and reduce the need to travel long distances by private car. Relevant policies in the place shaping section and the general local distinctiveness policies will deliver this part of the strategy.

Protecting the environment

3.102 The location of new development proposed should deliver sites that, ~~in almost all cases,~~ protect and/or enhance Herefordshire's natural, built, ~~historic heritage~~ and cultural assets in the county's cathedral city, historic market towns, smaller settlements and distinctive countryside. [In addition Natural England has prepared conservation objectives for each Special Area of Conservation within the county; it is also consulted upon proposals that might affect Sites of Special Scientific Interest and will be aware of management principles that may be relevant to the maintenance and achievement of their favourable conservation status. Management Plans have been prepared for both the Wye Valley and Malvern Hills Areas of Outstanding Natural Beauty. These documents will be relevant to the assessment of effects of development upon these important assets.](#) The most rigorous approaches to assessing the effect of development should be taken for those areas with national ~~or~~ and international ~~environmental~~ designations, including [proposals in](#) areas outside but ~~adjacent to~~ [having an effect upon](#) them, in accordance with the protection afforded to such areas in the National Planning Policy Framework. [Sites and features of local importance should also receive an appropriate level of protection when determining the effects of proposals upon the environment and local distinctiveness. Subsequent policies set out the approach that should be applied in relation to these and a number of supplementary planning documents are also referred in their supporting statement which will also be relevant. Appendix \(to be determined\) provides lists of those which have been identified at the time of drafting this Core Strategy.](#) ~~However, locally important sites and features should also receive appropriate levels of care when determining the effect of development proposals upon them.~~

3.103 Proposals for new/improved infrastructure to protect water quality, especially of the Rivers Wye and part of the Lugg which are European protected Special Areas of Conservation, will [need to](#) ensure the special features of these sites are maintained, despite the requirement for increased sewage treatment capacity from new development.

Better use of resources

3.104 The percentage of previously developed land to be developed over the longer term of the plan period will be much lower than experienced in recent years (which exceeded the national target of 60%) at around 40%. This reflects the scale of strategic land release proposed during this plan period.

3.105 The introduction of renewable energy generation into larger development schemes will be promoted, where viable, to reduce the use of carbon producing fuels. Water management schemes and the use of sustainable drainage measures in new developments will strive towards water neutrality despite increased demands for water usage from new development.

3.106 Where necessary to achieve the objectives of this plan, areas of lower quality agricultural land will be utilised in preference to the best and most versatile agricultural land, in accordance with the National Planning Policy Framework (Para 112), where possible. Changes in agricultural practices and food supply need to be recognised in terms of supporting resilience. In addition, the utility of providing gardens and allotments to support green infrastructure, food productivity and a low carbon economy will also contribute to the vision for the county.

3.107 New waste facilities are to be integrated into sites suitable for industrial use close to the origin of such waste. Proposals to minimise waste, including re-use, recycling and treatment, will need to have been considered in the design of new large scale developments.

The strategy of promoting better use of resources is dealt with in policies of the Place Shaping and general environmental policies sections. In addition, the Minerals and Waste Local Plan will provide guidance relating to the safeguarding of mineral resources. Mineral resources are safeguarded through Minerals Safeguarding Areas and targets are set for sand, gravel and crushed rock extraction to meet adopted targets. The policies in the Place Shaping section and the general environmental quality policies will deliver this part of the strategy.

Addressing climate change

3.108 Tackling climate change in Herefordshire will be a difficult challenge. The predominantly rural character of the area often makes access to a range of services extremely difficult and increases reliance on the private motor car. This in turn can have a major impact on CO₂ emissions, the main greenhouse gas that contributes to climate change. These emissions can also have an impact on air quality, particularly in the urban area of Hereford city centre. As well as providing more sustainable transport choices, there is a necessity to facilitate the increased use of renewable and low carbon energy sources and encourage in appropriate cases measures such as the provision of electric car charging points. Together these can go some way towards reducing Herefordshire's dependency on fossil fuels. Enabling the level of development in the strategy has to be balanced against the challenge of protecting the high quality of the built and natural environment, including our best agricultural land where at all possible. Ensuring that new development is resilient to the effects of climate change is also important, for example, including measures to safeguard water quality, reduce water consumption and deal with increased flood risk and surface water flooding. The *Climate Change Background Paper* explains the challenges facing the county, including possible effects on agriculture, flood risk, transport and so on.

3.109 As climate change is acknowledged as a very broad and complicated issue, government legislation will continually be reviewed in order to ensure that Core Strategy policies are demonstrating appropriate measures to reduce our impacts to climate change.

Policy SS7- Addressing climate change

Development proposals will be ~~required~~ expected to include measures which will mitigate their impact on climate change.

At a strategic level, this will include:

- focussing development to the most sustainable locations;
- delivering development that seeks to reduce the need to travel by private car and which encourages sustainable travel options including walking, cycling and public transport;
- designing developments to reduce carbon emissions and use resources more efficiently;
- promoting the use of decentralised and renewable or low carbon energy where appropriate;
- supporting affordable, local food production, processing and farming to reduce the county's contribution to food miles*;
- protecting the best agricultural land where possible;

Key considerations in terms of responses to climate change include:

- taking into account the known physical and environmental constraints when identifying locations for development;
- ensuring design approaches are resilient to climate change impacts, including the use of passive solar design for heating and cooling and tree planting for shading;
- minimising the risk of flooding and making use of sustainable drainage methods;
- reducing heat island effects (for example through the provision of open space and water, planting and green roofs);
- reduction, re-use and recycling of waste with particular emphasis on waste minimisation on development sites; and
- developments must demonstrate water efficiency measures to reduce demand on water resources, ~~including through the use of efficient appliances and exploration of the potential for rainwater recycling.~~

Adaptation through design approaches will be considered in more locally specific detail in a Design Code Supplementary Planning Document.

**From field to table – a sustainable food and drink strategy for Herefordshire 2011*

Key outcomes of the strategy for environmental quality

3.110 These comprise: ~~protecting the environment for its own sake~~ recognising the intrinsic character and beauty of the countryside; respecting local distinctiveness; funding new green infrastructure; and addressing the causes and impacts of climate change. These link to Core Strategy objectives 10, 11 and 12.

Delivering and monitoring the spatial strategy

3.111 To implement the spatial strategy, a delivery strategy is set out in the *Infrastructure Delivery Plan (IDP)* which accompanies the Core Strategy. This is supported by the Implementation, Monitoring and Delivery Plan in Appendix 3. ~~It is split into distinct subject areas:~~

~~Countywide infrastructure;
Hereford;
The market towns;
The rural areas.~~

~~3.112 A description of the infrastructure projects being provided in each category and how the level of growth for each area will be delivered is set out in the supporting text to the IDP.~~

~~More detailed proposals will come forward through the Hereford Area Plan, other Development Plan Documents and Neighbourhood Development Plans.~~

3.113 . Where changes are made to national planning policy the annual monitoring process will be used to identify if the policies set out in the spatial strategy require review.

The following monitoring indicators will be used by the council to assess the effectiveness of the strategic policies:-

Social

- housing completions by ~~size~~, type and tenure and location – assessed in relation to 5 year periods in order to ensure that there remains a flexible supply of available and deliverable land for housing across the county;
- transport patronage by mode;
- housing densities in urban and rural areas.

Economic

- employment land floor space by type and location;
- number of live-work units granted permission;
- accessibility to Broadband;
- number of new jobs created;
- employment and income levels in relation to regional and national averages;
- business survival rate at 3 years;
- GVA per head.












Environmental

- the percentage of all new development completed on previously developed land;
- total CO₂ emissions per capita (Department of Energy and Climate Change);
- number of decentralised energy schemes granted permission.

Sustainability appraisal

~~3.114 The appraisal findings are set out in the Sustainability Appraisal Report. They state that the spatial strategy is likely to have a significant positive effect on the theme of built environment, but the overall effects on the themes of transport and access, resource consumption and climate change and the natural environment are mixed. The overall effect on education and employment themes and healthy and prosperous communities themes are minor positive. There were no recommendations for changes to policy wording as a result of the appraisal.~~

Key diagram

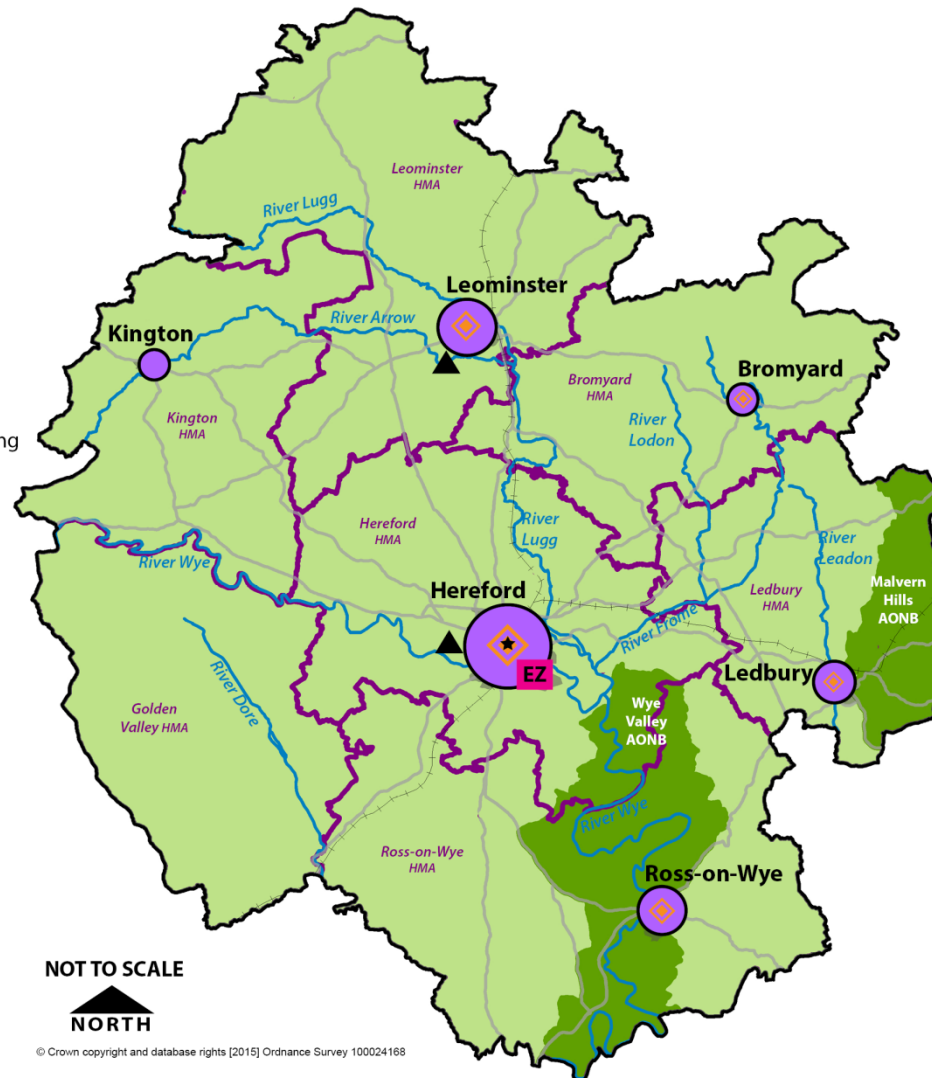
- Key**
-  New homes and facilities
 -  New land for jobs
 -  Hereford Enterprise Zone
 -  Transport improvements in and/or around settlements
 -  City centre regeneration area including new shopping, learning gateway, new homes
 -  AONB (Area of Outstanding Natural Beauty)
 -  County boundary
 -  Housing Market Area (HMA)
 -  Main River
 -  Main road
 -  Railway network

Principal centre

Hereford is the principal centre for health, employment, shopping and leisure

Secondary centre

Kington, Leominster, Bromyard, Ledbury and Ross-on-Wye are the secondary centres offering more local facilities



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Distribution of homes and jobs

Broad locations	Homes	Land for jobs
Hereford	6500	15ha
Bromyard	500	5ha***
Kington	200	-
Ledbury	800	15ha
Leominster	2300	10ha
Ross-on-Wye	900	10ha*
<i>Rural part of Housing Market Area (HMA)**</i>		Total 55ha
Golden Valley	304	To be determined in other development plan documents and/or neighbourhood development plans, and through Policy RA6
Bromyard	364	
Hereford	1870	
Kington	317	
Ledbury	565	
Leominster	730	
Ross-on-Wye	1150	
Total	16500	

* Existing UDP employment allocation

** HMA's exclude the city and town wards

*** To be determined through Neighbourhood Bromyard Development Plans