

**HEREFORDSHIRE COUNCIL**

**LOCAL TRANSPORT PLAN  
2016 – 2031**

**POLICY DOCUMENT**

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## Introduction

The purpose of our Local Transport Plan (LTP) is to ensure the council has a clear plan for investment in the transport network. This LTP Policy document details our policies to support its delivery.

The LTP has five key objectives:

- 1. Enable economic growth** – by building new roads linking new developments to the transport network and by reducing short distance car journeys.
- 2. Provide a good quality transport network for all users** - by being proactive in our asset management and by working closely with the public, Highways England and rail and bus companies.
- 3. Promote healthy lifestyles** – by making sure new developments maximise healthier and less polluting forms of transport including walking, cycling and bus use, by delivering and promoting active travel schemes and by reducing short distance single occupant car journeys on our roads.
- 4. Make journeys safer, easier and healthier** – by making bus and rail tickets compatible and easier to buy and use, by providing ‘real time’ information at well-equipped transport hubs, by improving signage to walking and cycling routes and by helping people feel safe during their journeys.
- 5. Ensure access to services for those living in rural areas** – by improving the resilience of our road network and by working closely with all transport operators to deliver a range of transport options particularly for those without access to a car.

Herefordshire Council is committed to equality and aims to fully comply with the requirement of the Equality Act 2010 and our Public Sector Equality Duty. To this end, we will complete an Equality Impact Assessment for all relevant schemes which fall within the remit of our LTP prior to their delivery.

# Herefordshire Council Local Transport Plan – Policy Statement

## Asset Management

This policy statement sets out our policies to ensure, through sound asset management, the safety, availability, reliability and long-term integrity of our transport assets and the public highway network in particular. The public highway consists of any verge, footway, cycleway, carriageway, bridleway or footpath over which the public has a right of way. This while taking every opportunity to increase the wider benefits of highway asset maintenance by an integrated approach to improvements in the functionality of the asset and the core maintenance activity.

### Overarching Asset Management Policy

The aim is to support the growth of the county by making the best use of its transport assets and where possible facilitate more efficient usage together with improvements in the quality of our public places.

Public places should be safe and enjoyable for all to use responsibly. Public places should also remain safe through all seasons of the year. The infrastructure that is vital to a functioning county should be resilient to the impact of weather and climate.

The transport assets should provide a network that facilitates the efficient and safe movement of people and goods whilst protecting the quality of life within communities. Through this approach the council will encourage and enable delivery within localities. This as part of a delivery model that is affordable now and proves to be value for money now and in the future.

The council will encourage and support the growth of competitive local business and enterprise through works to enhance and maintain public places and by the way that work is delivered.

Asset management is a common sense approach to the upkeep of large infrastructure assets, such as our highway network. It is widely thought that it is best practice to manage and maintain large infrastructure assets through adopting a 'whole life' approach to asset management. This means looking ahead at how the asset is likely to deteriorate and deciding what might be the best treatments to deliver, when, over the life of the asset and if done well this approach will provide value for money and a good state of repair in the long term. Through sound asset management, the safety, availability, reliability and long-term integrity of our transport assets can be secured.

In Herefordshire the public highway is by far the most extensive of those transport assets and, with the exception of the trunk roads and motorways, is the most significant physical asset (transport or otherwise) that is in the council's management (the council is the highway authority). As is the case across the nation the public

highway in Herefordshire consists of any verge, footway, cycleway, carriageway, bridleway or footpath over which the public has a right of way.

In line with best practice our highway assets are valued along the same lines as commercial assets and that the disciplines of replacement value and depreciation are applied. Consequently the management, maintenance, renewal and replacement of our transport assets must be subject to prioritisation based on sound asset management practices, planning our actions, focusing resources and measuring the impact of what we do.

Asset management facilitates better decision-making by supporting engineering judgement with financial, economic and engineering analysis. It helps us to better understand and manage the relationship between whole life cost and performance and provides the evidence base for our investment decisions.

The County's highways together with other public places such as parks, and other public assets such as ordinary watercourses (the council is the lead local flood authority and the land drainage authority), are the places where the people live and are places that matter to the people of Herefordshire. Through maintaining these places well the council makes a highly valued contribution to our communities and the economy.

#### **Policy LTP AM1 Accounting and Managing the Value of our Transport Assets**

In line with Government policy we will continue to practice a set of accounting and asset management principles which will ensure that the value depreciation and investment of the transport assets are effectively managed.

#### **The Development of Transport Asset Management Planning in Herefordshire**

In 2006 Herefordshire's Local Transport Plan 2 introduced the concept of Transport Asset Management, and the development of a Transport Asset Management Plan (TAMP). The development of this asset management framework was reinforced in the council's Highway Maintenance Plan, which was published in 2007.

The Herefordshire TAMP was first developed in 2008. This first plan was built upon the work done in 2005 as part of the Midland Service Improvement Group (MSIG) to produce a Generic Highway Asset Management Plan.

Herefordshire Council has taken forward the development of its TAMP through our service delivery contracts, the latest of which is our Public Realm Services Contract with Balfour Beatty Living Places. The TAMP has been a working document and its production represents an evaluation of asset management practices in Herefordshire and has established a framework for the way forward. This has built upon the work we did as part of the MSIG. The TAMP has been regularly revised to promote our understanding of the macro and micro environment to determine the extent of business knowledge that we need to manage our assets effectively. We do this through gap analysis and through the application of industry best practice we aim to maintain and manage asset data that is relevant and enables informed decision processes.

Asset management in Herefordshire initially followed the basic asset management plan approach, but has now evolved to include the elements of an advanced system.

TAMP has built on the basic approach by engaging prediction modelling, risk management and optimised decision making techniques. These facilitate longer term financial forecasts and programmes that minimise lifecycle costs whilst delivering required levels of service. The TAMP, the associated Life Cycle Management Plans and the programmes of activity that are produced through our asset management framework are now being documented as the Forward Programme and the Annual Plan that is a requirement of our Public Realm Services Contract.

### **The Highway Asset**

In summary the council is responsible for:

- 2014 miles 1292 yards of carriageways;
- 2160 miles of public rights of way;
- 723 highways bridges with a span over 1.5 metres;
- 11,731 column mounted streetlights and an additional 2047 luminaires that are not column mounted. There are 2019 concrete lighting columns that are over 40 years old and we also have 892 aluminium street lighting columns that were installed in the 1970s, though we do not hold information on their precise installation date. As such we consider the total number of street lighting columns over 40 years old to be 2911.
- 452 miles 412 yards of footway; and
- 8 miles 1012 yards of off-road cycleway.

The extent of the asset will inevitably change over the life of this LTP and the council's approach to asset data management is set out in the TAMP.

The entire asset consists of the following components:

- Roads with associated verges
- Public Rights of Way
- Bridges and other structures
- Streetlights
- Drainage gullies and highway drainage systems
- Traffic signal sets including Urban Traffic Management Control (UTMC) equipment
- Pedestrian crossings
- Road signs
- Road markings
- Safety fences
- Trees
- Footways and cycleways
- Park and Ride facilities (once developed)
- Street Furniture including Bus stops

The gross replacement cost, which is the assessed cost of replacing the existing asset with an equivalent new asset, has been valued (2015) at £5.495 Billion (including for all components of the asset and land).

The accumulated depreciation in the asset, which is the assessed cost of returning the existing asset to the equivalent of an as new state, has been assessed at £292 million.

These figures have been calculated on the basis set out in the *CIPFA code of Practice on Transport Infrastructure assets – Guidance to Support Asset Management, Financial Management and Reporting (2013)*. They are reported by the council as part of Whole of Government Accounts. Nationally and locally, they demonstrate the financial value of this asset which dwarfs the valuation of all other physical assets on the balance sheet. The depreciation also reflects the scale of investment that would be required to return this ageing asset to an as new state.

Clearly, both the GRC and DRC will change over time and approach to the asset valuation is detailed in the TAMP.

### **Localities and the Community's View**

The highway and transport assets in Herefordshire are an extensive, high value asset. To manage this asset effectively it is not only important to understand its physical extent and its financial value, but also its diversity and the diverse usage of these places by our communities. Whilst the principle aim of the LTP is to articulate our transport objectives for the county, these objectives have to be delivered in the context of each locality.

The efficient operating model introduced as part of the Public Realm Services Contract has seen the introduction of Locality Stewards into nine locality areas across Herefordshire. These Locality Stewards undertake highway inspection and are working as part of the community to manage the delivery of the Public Realm Services locally. Through this way of working we ensure that the delivery of our investment programmes is informed by the intelligence gained through working alongside the community within localities. Additionally, we also ensure that the work undertaken at a local level complements the activity delivered through our countywide programme of maintenance and improvement works.

Whilst there is diversity across the nine locality areas, there is a clear and common view from across the community, and that is that the state of our highways matters and, in particular, the poor condition of the roads in the county has been an important factor impacting on satisfaction with the council's services. Surveys and consultation consistently show that the people of Herefordshire have been dissatisfied with road condition, and see it as a priority area for improvement.

### **Rurality**

Herefordshire is undeniably a rural county and with a population of 186,087 (mid 2013) and an area of 842 square miles (2180 sq km) we have a population density of 221 people per square miles (85 people per sq km). This means that we are the fourth least densely populated county in the country. In terms of population distribution approximately one third of Herefordshire residents live in Hereford, a further third in the five market towns and the final third are distributed throughout the villages, hamlets and homes across rural Herefordshire.

The rurality of the county is part of its charm, but brings with it a number of challenges in regard to accessibility. Access to many areas of the county can only be gained via the C and Unclassified road network. Whilst traffic volumes may be comparatively low on many of these roads, they form the network on which our communities rely upon for travel, be that by car or other more sustainable modes.

Herefordshire's rurality also poses a number of funding challenges, the contrast between low population and an extensive highway asset means that the contribution that can be made to the maintenance of the highway asset from the council's

revenue budgets (as generated by council tax) is low when considered on a per km basis.

With revenue budgets having to be used to meet any reaction to restore network safety this funding constraint, that is a direct consequence of rurality, demands that we deliver this service through effective and efficient asset management. This means delivering, wherever able, pro-active treatments that maximise value for money and promote good state of repair in the long term. This as opposed to an ever escalating repair bill for short term reactive repairs, that can only be met from revenue budgets and this will rapidly overburden the available revenue resources.

### **Policy LTP AM2 Cost Effective Asset Management**

We will continue to operate a system of planned interventions designed to preserve, maintain and enhance our transport assets, that takes account of the views of the community across each locality, combined with the use of a whole life cost/benefit approach to determine the most cost effective approach to delivery in our rural county based on:

- The collection and analysis of good quality, timely information on the condition, functional usage and past record of all assets;
- Timely intervention to correct defects before they cause more fundamental problems;
- The continuous improvement of our asset management approaches; and
- Being clear on service levels across the network and in each locality, matching asset, so far as is practicable, condition to the needs of the community.

### **Funding**

Funding for the maintenance of the highway asset comes in two forms revenue and capital. Revenue funds are typically those generated by the council itself through council tax, (and whilst it is set to diminish) central government grant and other income generating activities. Capital funds are typically provided to the council through central government grants for roads or via council borrowing.

In terms of local government accounting requirements the council is free to invest its revenue funding in any form of works on or to the highway asset. However, there are two criteria that have to be met for highways expenditure to be met from capital budgets (capitalised). Those criteria are:

1. It is probable that the future economic benefits or service potential associated with the item will flow to the authority; and
2. The cost of the item can be measured reliably.

In order to capitalise any works to the highway asset the council must evidence that those works provide enhancement in a way that it is probable that future economic benefits or service potential associated with the expenditure will flow to the council. As such expenditure that extends the useful life or increases the level of performance



of an asset (or increases the fair value of the asset in some other way) would be capital.

For expenditure to be classed as capital the council must demonstrate that any intervention is part of a system of work that will either:

- Increase the useful life of the asset;
- Increase the value of the asset; or
- Both of the above.

The council must ensure through its asset management regimes that the comparisons between asset life as a result of its systems of work and the asset life that was anticipated, and recorded in the accounts for depreciation purposes, is a realistic one.

The council has carried out analysis to establish valid asset lives for our road depreciation calculations as part of its approach to asset management. This work has followed the CIPFA Code of Practice on Transport Infrastructure Assets and UKPMS Technical Note 46. The result is that for accounting purposes is that the average asset lives for calculating depreciation is 34 years.

As the accounting rules change from recording depreciated historic cost the council will align the asset register with the homogeneous asset groups that are being used in our asset management regimes.

Revenue works: From an asset management perspective works that maintain asset value and life and keep the component of the asset 'on' the anticipated deterioration curve, and continue to enable normal functionality are revenue works. These works 'simply' bring the condition 'up' to the curve; delay further deterioration until it is in line with that expected for the age of the asset component; or return normal functionality.

Capital works, are works that:

- increase asset value and life taking the condition of the asset 'above' the anticipated deterioration curve;
- delay further deterioration so that the asset becomes more 'youthful' than that expected; or
- enhance functionality

Whilst it is commonly understood that 'wholesale' replacement of the highway and/or parts of the underlying layers of the carriageway (say) do result in the rejuvenation of the asset, and as a consequence such works can be capitalised, codes of practice are not prescriptive as to the scale of activity that can be counted as capital expenditure. What is important is that capital works are part of a whole system that extends the life or value of the asset.

Works that simply maintain asset value and/or life are typically initiated as a reaction to a failure that results in a significant loss of functionality or has rendered that component of the asset (locally) unsafe. Where the council is driven to simply correct the failure on safety grounds its intervention cannot be funded from capital as, by definition, the assets value or life has simply been restored to its rightful place on its deterioration curve.

In the absence of a need to react to an emerging defect on safety grounds, we have the opportunity to deliver designed solutions that not only makes any defect safe but also prevents early or acute deterioration. Such responses can (at least in part) be funded from our capital budgets, but by virtue of being a designed solution may take longer to deliver.

Having longer to respond to a level of defectiveness in the asset, on the grounds that it does not currently present a significant hazard to users is not in itself legitimise the use of capital funding for its treatment. It is important that the solution specified does, as part of a whole system, enhance asset value and life to a place that is 'above' the expected deterioration curve.

Understand the split between capital and revenue works is important as it is the council's revenue budgets that will be under increasing pressure as the demand all council services funded from the council's revenue budgets increases and the available revenue budget declines.

### **Policy LTP AM3 Affordable Asset Management**

Through the use of sound asset management practices will constrain the demand for responsive activities (that can only be funded by our revenue budgets) to a level that the residents of Herefordshire can afford.

Through this approach we will constrain and potentially reduce the demand for reactive maintenance activity. Through the proper application of asset management will avoid an (potentially forced) escalation in our revenue budgets through the demand for responsive activities.

### **Future Capital Funding for Highway Maintenance**

Going forward the capital maintenance grants from central government are composed of three components, they are:

- The Formula Grant Allocation;
- The Incentive Fund;
- The Challenge Fund.

The formula grant allocation is largely dependent on the extent of the asset. This element was increased in 2014, but we will see it decline over time.

The shortfall in the decline in the formula allocation will (largely) be taken up by the Incentive Fund. This element will be awarded on the basis of each highway authority's proven ability as an efficient and effective asset manager.

There are 3 bands of performance, band 1 will only receive 90% of its allocation under this fund in 2016/17 and see this diminish to 0% by 2020/21, band 2 will receive 100% of its allocation under this fund in 2016/17 and see this diminish to 30% by 2020/21; and band 3 will receive 100% funding throughout.

As a result of Herefordshire's exemplary approach to the development and deployment of asset management we anticipate attaining and sustaining band 3 status.

The final element is the challenge fund, this is a bid process that was first run in December 2014, and it is anticipated that a second tranche will be held in 2017/18 seeking scheme bids for funding from 2018/19 to 2020/21. Herefordshire Council's bid to the first tranche did not succeed, the council will learn from this experience and work to prepare its bid to the 2017/18 challenge fund.

Other funding opportunities may also exist in addition to those set out above. In particular the council has taken a lead in developing its approach to locality working in a way that can enable Town and Parish Council's to invest in the management of the highway asset locally.

### **Investing in the Asset**

As with any investment, be it from the capital or revenue available to the council, or from other sources, we will continue to demonstrate that the investment made can:

- Generate a good return, and that
- (over time) the envisaged return is being realised.

This approach to the use of our funds, an 'investment and return' ethos, as opposed to simply 'budget and spend' will be essential if the council is going to maximise its existing potential and in any future bidding opportunities.

#### **Policy LTP AM4 Investment in Works that Will Deliver a Return**

We will adopt an 'investment and return' ethos, as opposed to simply 'budget and spend' to maximise the potential of our available funds and to support any future bidding opportunities.

We will:

- found our business cases on our asset management strategy;
- establish the capacity to bid well; and
- bring together all elements in a sound business case.

The council's overall business case will continue to be expressed through its asset management strategy and by delivering all activity (reactive, routine, programmed and emergency activity) through a coherent approach to asset management. This approach will shift the emphasis away from more costly reactive activity and as such maximising the whole life return for the investment made.

The efficient use of funds can only be sustained, through the proper application of asset management.

The council recognises that further efficiencies must be sought as it strives to meet the challenges that face public sector finances. The anticipated changes in central government funding to local authorities will impact the revenue funding that is available for the maintenance of highway assets. It is inevitable that we will be forced to reduce levels of service in some areas, but in doing so we will seek to understand the impact of these reductions in terms of the whole life cost. Wherever invest to save opportunities are available, and the business case for doing so 'stacks up' the council will seek to realise further reductions in revenue spend through such initiatives. This in preference to service cuts.

The council has already made a major investment in the highway asset (carriageways) and in street lighting and after having developed its business cases for each, proving that they provide value for money and their successful delivery will meet the council's objectives through our asset management strategy. In taking forward our asset management strategy, as set out in this LTP, we will realise the return on these considerable investments and use the experience of these investments to verify and secure the return on all future investment of funds in the asset. Asset management provides the council with the tools to continue to be able to do this well.

### **Asset Management Policy Objectives**

In Herefordshire the council has developed its approach to asset management so that there is a clear 'line of sight' between what actually happens 'on the street' and its corporate vision.

The links to the corporate vision are made through our asset management policy and then through the asset management strategy onto delivery via the structure of public realm services contract.

#### **Policy LTP AM5 Asset Management Policy Objectives**

The aim is to support the growth of the county by making the best use of its highway asset and where possible facilitate more efficient usage together with improvements in the quality of our public places.

Public places should be safe and enjoyable for all to use responsibly. Public places should also remain safe through all seasons of the year. The infrastructure that is vital to a functioning county should be resilient to the impact of weather and climate.

The highway asset should provide a network that facilitates the efficient and safe movement of people and goods whilst protecting the quality of life within communities.

The links between the council's corporate vision and the delivery of service to its transport assets are explained in the following table:

Vision	←—————→						Delivery
	Corporate Priorities	Corporate Approach	Contribution made through effective asset management	Overarching Asset Management Policy Statement	Asset Management Policy Statements	Network Hierarchy And Objectives	
<p><b>Herefordshire</b></p> <p><b>A place where people, organisations and businesses work together within an outstanding natural environment, bringing about sustainable prosperity and wellbeing for all.</b></p>	<p>Keep children and young people safe and give them a great start in life.</p> <p>Enable residents to live safe, healthy and independent lives.</p> <p>Support the growth of our economy.</p> <p>To secure better services, quality of life and value for money.</p>	<p>Encourage individuals, communities and organisations to do more for themselves and for their local area.</p> <p>Radically reduce costs, breadth and level of services we provide.</p> <p>Ensure the services that we do provide are cost effective.</p>	<p>Safer road travel for all including children and young people.</p> <p>Public places that are safe to enjoy, for recreation and travel on foot, bicycle and by public, community or school transport and car.</p> <p>Accessible goods and services for all, via a safe highway network that is fit for purpose and resilient to the impact of climate and weather.</p> <p>An approach to delivery that enables local issues to be address locally.</p> <p>Improved roads that are fit for purpose, facilitating trade, economic growth, housing and development across the county.</p> <p>Maintaining the character of the natural and built environment in a way that</p>	<p>The aim is to support the growth of the county by making the best use of its transport assets and where possible facilitate more efficient usage together with improvements in the quality of our public places.</p> <p>Public places should be safe and enjoyable for all to use responsibly. Public places should also remain safe through all seasons of the year. The infrastructure that is vital to a functioning county should be resilient to the impact of weather and climate.</p> <p>The transport assets should provide a network that facilitates the efficient and safe movement of people and goods whilst protecting the quality of life within communities.</p> <p>Through this approach the council will encourage and enable delivery within localities. This as part of a delivery model that is affordable now and proves to be value for money now and in the future.</p>	<p>Policy LTP AM1 Accounting and Managing the Value of our Transport Assets</p> <p>Policy LTP AM2 Cost Effective Asset Management</p> <p>Policy LTP AM3 Affordable Asset Management</p> <p>Policy LTP AM4 Investment in Works that Will Deliver a Return</p> <p>Policy LTP AM5 Asset Management Policy Objectives</p> <p>Policy LTP AM6 The Highway Asset Management Strategy for Herefordshire's Roads</p> <p>Policy LTP AM7 Understanding the Economic Benefits of Investment in Transport Assets</p> <p>Policy LTP AM8 Economic Benefits through the Approach to Service</p>	<p>The Strategic Network (including the Resilience Network).</p> <p>As defined by Policy LTP AM13 The Resilience Network as Part of a Strategic Network.</p> <p>The Asset Management Policy and Strategy will be applied with the aim of achieving the Council's vision though the appropriate enhancement and then stabilisation of the condition and functionality of this component of the network.</p> <p>The General Network.</p> <p>The Majority of the network that is not included in the Strategic Network.</p> <p>The Asset Management Policy and Strategy will be applied with the aim of achieving the Council's vision though, if achievable, the stabilisation of the condition and functionality of</p>	<p>An Integrated approach to delivery through the Public Realm Services Contract.</p> <p>Supported by the Transport Asset Management Plan (TAMP) and a suite of delivery plans that focus on detailed delivery requirements.</p> <p>What will be done, will be communicated through a forward programme, which aligns with the council's medium term financial strategy.</p> <p>The forward programme will then be translated to delivery 'on the street' through</p>

			<p>attracts business to Herefordshire.</p> <p>Reductions in whole life costs, making effective delivery affordable.</p> <p>An approach to delivery that engages with the supply chain locally and helps develop the capability and capacity of local employers. Assisting them to compete in local, regional and national markets.</p>	<p>The council will encourage and support the growth of competitive local business and enterprise through works to enhance and maintain public places and by the way that work is delivered.</p>	<p>Policy LTP AM9 Managing Changing Demand, including new developments</p> <p>Policy LTP AM10 Maintaining a safe, efficient highway network</p> <p>Policy LTP AM11 Understanding the Health Benefits from Investment in Transport Assets</p> <p>Policy LTP AM12 Reducing our Environmental Impact and Responding to Climate Change</p> <p>Policy LTP AM13 The Resilience Network as Part of a Strategic Network</p> <p>Policy LTP AM14 Optimal Performance Management</p>	<p>this component of the network.</p> <p>The Low Priority Network.</p> <p>In order to ensure that our objectives can be afforded, it will be necessary to reduce the levels of service that will be delivered to an identified component of the network.</p> <p>As a minimum we will aim to keep safe, accounting for their existing character and usage, and the need to reduce their whole life cost, within the bounds of affordability.</p>	<p>each year's Annual Plan.</p> <p>Strategic and operational performance is then measured to enable continuous improvement in the management of the asset.</p>
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The asset management strategy describes our approach to the implementation of our policy objectives. This is in turn supported by our Transport Asset Management Plan (TAMP), which details the ‘nuts and bolts’ of the mechanisms of asset management. The various delivery elements are then implemented in line with our highway maintenance plan (which focuses on our duty to maintain the highway), our network management plan (which focusses on managing the usage of the network), our winter service plan (which focusses on the safe access of the network during the winter); and we will develop a street scene plan (which focusses on the quality of our public places).

### **Policy LTP AM6 The Highway Asset Management Strategy for Herefordshire’s Roads**

Our Highway Asset Management Strategy has the following key components:

**1 Major Investment** over two years (2014/15 and 2015/16) – an extra £20 million of works targeted to fix roads that are in the greatest need of repair and have the greatest value to our local communities.

**2 Sustained Investment** over the whole life of the highway asset – an ongoing programme of works that is targeted at treating roads as they are showing signs of deterioration, fixing roads before they need larger, more costly repairs.

**3 Reduce the need for reactive ‘temporary’ pothole repairs** as a response to safety defects. We will aim to deliver a high proportion of our routine pothole repairs using permanent fixes that not only make the road safe, but improve the condition of the road and extends its useful life.

**4 Shift our routine resources further towards preventative activities**, such as the clearance of drainage. Well-drained roads decline at a slower rate and are more resilient to damage from severe weather.

**5 Provide the support that enables routine maintenance work to be delivered locally** so that defects on the road can be responded to locally when they are recognised as an issue by local people. This means that more defects can be fixed before they become a hazard to road users. Through our approach to locality working we will ensure that this local delivery complements our countywide programme of works.

Through this five point Highway Asset Management Strategy we will reduce the cost of potholes to the council and the community by over £1.6 billion. We will reduce the whole life cost of maintenance by over £72 million and the strategy will prevent over 386,000 potholes over the 34 year lifecycle of our roads.

### **Supporting the Economic Growth of the County**

Through providing a highway network that facilitates the efficient and safe movement of people and goods we are supporting the growth of the county’s economy. Whilst this linkage can clearly be seen, it is the council’s aim to enhance its understanding of how investment in the management of the highway asset (and its other transport

assets) best enables economic growth. In doing so we can enhance the ability to make the right investment choices, be it:

- between each component of the asset; or
- between an investment in the highway and other council functions or projects.

To better understand how the investment that we make in the highway asset enables economic growth we have mapped GVA, to the influences on GVA and then across to the impacts of highway maintenance. The relationship is complex, however a better understanding of the linkage between GVA and highway maintenance will enhance the council's business knowledge and as a consequence enhance the positive impact that it can have on the economy through:

- Jobs
- Traffic capacity
- Delay Cost Time and Delay Cost Accidents
- Road Condition
- Embodied Carbon
- Climate change adaptation
- Network resilience
- Recycling, reuse and waste to landfill
- Public satisfaction
- Accident reduction; and
- Setting appropriate levels of service.

The council will develop its understanding of this relationship between its management of the highway asset and the influences on GVA further, this so that it can make the best support the growth of the economy through its investment choices. It will be particularly important to understand how farming and other businesses located outside of the main settlements can be supported acknowledging their importance to the local and regional economy. We will liaise directly with our Strategic Business Partners to better understand their needs and how our approach to asset management can help sustain and grow the local economy.

The Council has assisted the Department for Transport in the development of Highways Maintenance Appraisal Tool (HMAT). This model provides a potentially significant step towards better understanding the full benefits of highways maintenance. The HMAT model allows local highway authorities to assess the economic cost and benefits of their proposed asset management strategies and compare between different options.

At a national level the HMAT model shows that compared with continued use of the current budget, a scenario of a temporarily increased budget provides a benefit in terms of reduced user costs of £2.70 (discounted) for each extra £1 spent on direct works costs. Reducing the budget for 5 years, resulted in a reduction in benefits of £2.90 for every £1 saved in direct costs. This finding reinforces and indeed strengthens the conclusions from other studies that investing in local highways maintenance can present high to very high value for money.



**Policy LTP AM7 Understanding the Economic Benefits of Investment in Transport Assets**

The Council will continue to develop its understanding of how investment in the management of the highway asset (and its other transport assets) best enables economic growth and will use that understanding to inform the investment choices made.

The Council will start using the Highways Maintenance Appraisal Tool (HMAT) as part of its asset management processes, to assist in making investment choices:

- between each component of the asset; or
- between an investment in the highway and other council functions or projects.

Initially this enhanced understanding of the impact on the economy will be developed to enable the prioritisation between work streams for each component of the asset.

Through the approach taken by the Public Realm Services Contract the council is also focused on providing Care2Work for Looked after Children (LAC), including introduction to work, work experience, work opportunities, apprenticeship schemes and preparation for work initiatives.

The council has also achieved Construction Industry Training Board Skills Academy status. Significant progress has been made in developing the Academy's programme and overall targets are agreed. This initiative includes work experience placements and apprenticeship opportunities. Throughout this programme the council and its provider will work with The Princes Trust, Jobcentre Plus and other organisations who work with care leavers.

**Policy LTP AM8 Economic Benefits through the Approach to Service**

The Council's approach to the delivery of Public Realm Services will continue to focus on providing development opportunities that will enhance the capability and capacity in the local workforce and supply chain. Through this approach the Council will maximise its beneficial contribution to the local economy.

Demand on the highway network is not static. New developments can change the volumes and types of vehicle using a section of route or junction significantly. We will be mindful of planned developments, many of which will support the economy of the County or be as a consequence of growth in the County's economy, and ensure that we adapt our plans to account for such changes in demand.

Where developments significantly alter the nature of an area or require the use of different maintenance materials and techniques, we will require developers to pay a commuted sum towards the maintenance of these assets. Where appropriate, Section 278 and Section 38 Agreements will include the provision for commuted sums towards the maintenance of such assets. These commuted sums will be derived using our asset management planning techniques, whenever it is appropriate to do so.

### **Policy LTP AM9 Managing Changing Demand, including new developments**

Whenever possible, we will ensure that our asset management planning acknowledges planned developments to ensure that we can maintain transport assets to an acceptable standard, so that it meets future demand originating from changes in use.

This will be achieved by:

- Working with planners, developers and communities on appropriate approaches to materials and their on-going maintenance requirements, including the adoption of enhanced standards;
- The requirement for commuted sums being assessed for each site prior to the drafting of Section 278 and Section 38 Agreements;
- Consulting with and engage local communities and businesses to better understand their requirements;
- Publishing the forward programme and consulting with other agencies and communities to enable additional funds to be sourced to bring about further enhancements alongside planned asset management activities;
- Preparing ‘packages’ of schemes which incorporate maintenance led elements along with other components in order to deliver and sustain network capacity, safety and environmental improvements.

### **Supporting the Health of the County**

Through providing public places that are safe and enjoyable for all to use responsibly through all seasons of the year and protecting the quality of life within communities, the council is supporting the health and wellbeing of the county’s residents.

### **Policy LTP AM10 Maintaining a safe, efficient highway network**

We will maintain a safe, efficient highway by:

- Ensuring that the prioritisation of works on carriageways and associated assets is based on the function;
- Developing our Skid Resistance Policy to best manage the risk of wet road skidding;
- Using effective inspection and information management to target resources;
- Undertaking winter service in line with the winter service plan;
- Managing drainage to, wherever practicable, keep surface water from the carriageway;
- Maintaining and where necessary strengthening bridges and structures to ensure that they meet their functional requirements;
- Providing and maintaining street, footway and cycleway lighting and illuminated signage, where it is critical for the safety of the travelling public; and
- Maintaining and improving traffic signals and signage to improve highway capacity, road safety and to meet the accessibility requirements of our communities.

Whilst this linkage can clearly be seen it is the council's aim to understand how our investment in the management of the highway asset best enables improved health outcomes though:

- a focus on active travel network maintenance;

#### **Policy LTP AM11 Understanding the Health Benefits from Investment in Transport Assets**

The council will work to further understand how the investment that we make in the highway asset (and the other transport assets) enables improved health.

We will map the influences on wellbeing across to the impacts of highway maintenance.

The council will further develop its understanding of this relationship between its management of the highway asset and the influences on health and wellbeing further, this so that it can make the best support the health of the county's residents through its decision making.

Initially this enhanced understanding of the impact on the health of residents will be developed to enable the prioritisation between work streams for each component of the asset.

Through an enhanced understanding of the influence that our highway asset management activity has on both the economy and health of the county the council will be better able to establish its forward investment programme through prioritisation tools that are founded in need and to realise the benefits of its investments as a measurable improvement in the economy and/or health for the county's communities.

#### **Respecting the Environment and Responding to Climate Change**

Highway works requires significant natural resource, including energy. It can also generate large amounts of waste and can affect heritage sites and the natural environment. We will work to reduce the negative impact of these activities and, where possible, support environmental enhancements. In addition, climate change is likely to bring about new demands in terms of more extreme weather events, more intense rainfall, snowfall and landslides.

We will also ensure we include the provision of green infrastructure in our public realm. Green infrastructure refers to the living network of green spaces, water and other environmental features in both urban and rural areas. It is often used in an urban context to provide multiple benefits including space for recreation, access to nature, flood storage and urban cooling to support climate change mitigation and adaptation, food production, wildlife habitats and health & well-being improvements provided by trees, rights of way, parks, gardens, road verges, allotments, cemeteries, woodlands, rivers and wetlands.

### **Policy LTP AM12 Reducing our Environmental Impact and Responding to Climate Change**

Whenever practicable we will adopt practices which reduce demands for natural resources and which minimise negative local environmental impacts. We will also take advantage of any suitable opportunity to deliver environmental improvements as part of our activities. We will also adapt our asset management planning to take account of the likely impacts of climate change.

This will include the:

- Use of early interventions to preserve assets and avoid more resource-intensive intervention whenever this option supports our asset management objectives;
- Use of recycled materials or the re-use of materials, to reduce resource and energy demands;
- Disposal of waste with regard to environmental impacts and the potential to enable environmental improvements;
- Investigation of new and innovative approaches;
- Reduction of our energy consumption in street lighting, illuminated signs and traffic signals through the use of LED technology and appropriate 'trimming and dimming' approaches;
- Ensuring that ensure that water courses and other wildlife corridors are not unnecessarily and artificially light as a result of street lights;
- Regular review of the resilience of our assets and networks in the light of climate change and adjustment of our asset management regimes to meet these challenges;
- Proper consideration of the communities needs for sustainable travel modes in our asset management regimes, giving these modes sufficient priority to help encourage their use;
- Consideration of the potential for environmental improvements to be linked to our asset management activities such as the opportunity to improve the multi-functionality of road verges and other transport infrastructure and to create ecological networks that are coherent and resilient and that provide improved air and water quality. This will help maintain and increase connectivity to enable free movement and dispersal of wildlife; and
- We will also ensure that soil resources are protected and used sustainably in both maintenance and construction activities.

### **Network Resilience**

As highlighted by the Government in the 2014 Transport Resilience Review, building in (over time) resilience to extreme climate events associated with climate change is essential in order to maintain economic activity and access to key services during extreme weather. The Transport Resilience Review recommended that Local Highway Authorities identify a 'resilient network' to which they will give priority.

The effective management of a resilient network can only be achieved through its consideration as part of an effective asset management regime that properly accounts for resilience alongside all other demands on transport assets and the council's duties towards the upkeep of those assets. As such the Council will identify the critical network, which can then be utilised for maintenance prioritisation.

The Resilient Network will be reviewed annually and will be published on the Herefordshire Council Website to enable public access.

The process for developing the resilient network has been developed following consultation with stakeholders and is documented in a Transport Resilience Plan along with the management processes that the Council will utilise to review and update the extent of the resilient network.

#### **Policy LTP AM13 The Resilience Network as Part of a Strategic Network**

The Council will prioritise maintenance towards a Strategic Network. The Strategic Network encompasses the Resilience Network plus additional highways based on the below criteria:

- Safety Critical Routes: All A roads with the exceptions of A Roads that have low traffic volumes and B-roads with high traffic volumes;
- Economic: Roads that are essential to business continuity in areas of principal economic activity in the county; and
- Safety: Locations that have a history of high road traffic accident rates.

#### **Performance Management**

In order to measure its success the council regularly assesses its performance at a strategy and operational level. Operational indicators are considered at monthly operational meetings and strategic performance is considered quarterly by a strategic management board.

#### **Policy LTP AM14 Optimal Performance Management**

The Council will measure the performance of the asset in accordance with a methodology that encourages performance within a set of defined upper and lower thresholds, this as opposed to a set of targets. Through this methodology underperformance is penalised, as is undesirable over-performance, this assists and encourages optimal performance and the active reassignment of scarce resources towards areas of genuine need.

This approach will also enable overall performance to be evaluated as a single score that is more representative of the performance being achieved across the service than more traditional approaches that tend to select measures and target from a small number of key areas of service as a proxy for the performance of the whole. Such approaches can lead to a target mentality that sees targets being met despite poor performance across many areas of service.

The measures that will be used to evaluate success will be arranged into two related groupings:

- The first group, are direct measures of the core benefits that have been identified in our investment business cases; and
- The second grouping is quality assurance measures; these measures are designed to assure that the identified benefits are not being achieved at the expense of other key strategic objectives for our overall asset management strategy.

# Herefordshire Council Local Transport Plan – Policy Statement

## Road Safety

We will continue to use a combination of education, enforcement and engineering approaches. We will focus particularly on the following, taking into account national guidance but focusing on specific local issues:

- Tackling all incidences of personal injury collisions and resultant killed, seriously injured, and slight severity casualties on the county road network including:
  - Reducing risk amongst young and older drivers
  - Continued reduction in child casualties
  - Reducing pedestrian and cyclist casualties
  - Reducing motorcyclist casualties
- Tackling illegal and inappropriate speeds
- Targeting poor road user behaviour such as drink and drug drivers
- Tailoring treatments to address localised issues
- Ensuring the safe maintenance of the highway network to ensure continued performance of previous improvement measures to assist all road users

### Minor Safety Improvements

Maintaining the county's highway asset is a key determinant for a safe highway network. There are a number of improvements that can be made to road environments to reduce the risk of accidents or the severity of accidents if collisions occur. The close working relationship and shared delivery teams programme between highway maintenance and minor safety improvements ensures the road network is of high quality and schemes are delivered in a cost effective manner. A variety of methods are used to identify areas of the network requiring attention and treatment. These include:

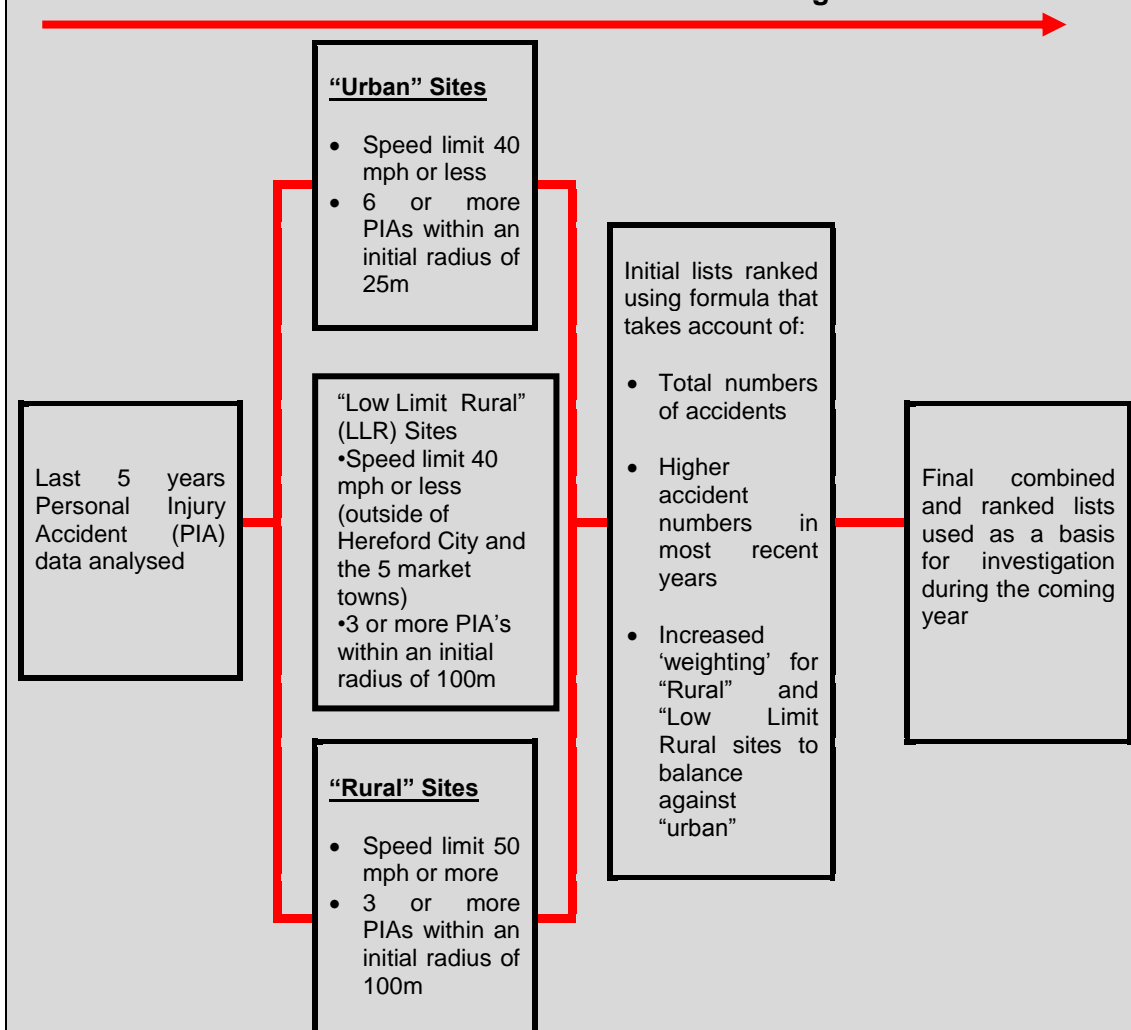
- Cluster Site Identification
- Route Investigations
- Mass Action Treatments
- Safety Audits

### Policy LTP RS1 – Minor Safety Improvements

We will undertake routine annual analysis on our Key ACCIDENT database to identify the geographical areas or routes with the highest levels of personal injury collisions, undertake detailed collision site/route investigations to identify specific areas of concern as well as establish solutions at these sites and implement cost effective safety improvements on a prioritised basis using our scheme prioritisation process. This will be complimented by ongoing in-year analysis and review of current year collision and casualty numbers / patterns to enable rapid reaction and response to developing trends where appropriate. The annual Minor Safety Improvement

programme will be subject to ongoing annual re-ranking, to enable and ensure a fluid delivery programme based upon a quantifiable, data led need, and ensure the most appropriate utilisation of resources each year.

### Accident Site Selection Criteria and Prioritisation Ranking Process



### Education, training and publicity

We recognise the importance of raising awareness of behaviour that can increase risk. Activities to raise awareness are generally low cost and provide good value for money having the combined benefit of increasing road user confidence as well as helping to reduce the risk of accident and injury. Education and training for walking and cycling, and targeted campaigns and events particularly with school pupils, assists in expanding road safety knowledge, reducing fear, and encourages more active travel.

### Policy LTP RS2 – Road Safety Education, Training and Publicity

We will work in partnership with schools and emergency service providers to deliver road safety education, training and publicity activities. Activities will include:

- Providing three levels of 'Bikeability' cycle training to primary and secondary school level pupils as well as adults;

- Undertaking road safety presentations to pre-school children and parents to help them understand the importance of pedestrian safety and in-car safety measures;
- Distributing road safety packs at schools to parents of all children who are starting school for the first time and provide all primary schools the opportunity to join the road safety officers' scheme;
- Contacting each school within the county and when requested carry out road safety presentations including pedestrian and cycle safety;
- Undertaking and supporting targeted road safety events at schools across the county including 'Crucial Crew' events with Year 6 pupils;
- Targeted road safety campaigns linking with national and regional initiatives, focusing on tackling high risk minority road user behaviours including drink driving and drug use;
- Managing the School Crossing Patrols service;
- Providing pedestrian road safety training with Year 3 pupils;
- Providing Older Driver Refresher training programmes, where budget is available, to provide further road safety training to improve driver's skills; and
- Assistance for schools and parents to set up 'walking buses' as a means of encouraging sustainable travel to school.



# Herefordshire Council Local Transport Plan – Policy Statement

## Speed Management

In 2010 we undertook a review of speed limits on all A and B class roads throughout the County. This was in the context of a Department for Transport (DfT) request that highway authorities review the suitability of all the prevailing speed limits along the entire length of all of their A and B class roads. This encompassed all 60 mph national speed limits and all 70 mph national speed limits on dual carriageways. Our review was carried out in accordance with the DfT Circular 01/2006 Setting Local Speed Limits.

In setting speed limits in urban areas, the DfT guidance retains a standard speed limit of 30mph. 40mph speed limits may be considered on higher quality suburban roads or those on the outskirts of urban areas where certain other criteria are met. In areas where there is a particular risk to vulnerable road users, 20 mph limits and 20 mph zones may be considered.

In exceptional circumstances 50 mph speed limits may be considered.

Similar approaches have been taken within the DfT guidance on rural roads and in villages. Clearly some flexibility is required in defining a village. DfT guidance requires that a 30mph limit would be set if the village has 20 or more houses on one or both sides of the road; and a minimum length of 600 metres and an average density of at least 3 houses per 100 metres. Where a community is less built up, consideration should be given to the presence of key buildings such as a shop, church or school, otherwise a 40mph or 50mph limit may be considered. When villages are less than 600m apart the 30mph limit may be extended to cover both sections.

We will continue to work with communities to explore the potential for installing village gateway schemes, which may include a variety of physical measures which raise drivers' awareness of an approaching settlement or village.

### **Policy LTP SM 1 – Setting Appropriate Speeds Limits**

We will, where appropriate, continue to implement in accordance with the 2010 Speed Limit Review recommendations across urban and rural roads and in our village communities.

This will involve:

- Publicising widely the rationale for the review, its methodology and overall recommendations;
- Consulting with and actively engaging our communities in implementing the review recommendations, with regard for wider community concerns and aspirations;

- Prioritising the introduction of the recommendations of the review on the basis of evidence, including the use of accident data and identifying the contribution which will be made in each case towards key policies such as the promotion of walking and cycling; and
- Implementing the modified limits, or strengthening the emphasis on unchanged limits, according to Traffic Signs Regulations and best practice from the UK and elsewhere.

### **Residential 20mph zones**

#### **Policy LTP SM 2 – Residential 20mph Zones**

We aim to work with local communities to reduce, where appropriate, the default speed limit within residential areas to 20mph.

Such changes to speed limits will only occur where there is support from the local community and there is evidence that the implementation of a 20 mph zone will address a road safety concern or support the Council's wider policy objectives.

### **Compliance with Speed Limits**

Compliance with speed limits is fundamental to ensure the safety of both drivers and other road users. However there are a number of individuals who exceed speed limits and risk injury not only to themselves but other road users.

We currently work in close partnership with the Safer Roads Partnership and local communities to help increase compliance with speed limits through a combination of encouragement and enforcement measures. We will focus efforts on sites where there is a demonstrated problem with speeding and additional priority will be given where there is also a significant accident history.

We will prioritise the use of low cost methods to encourage value for money in our speed limit compliance activities. The introduction of physical traffic calming itself can be expensive and we therefore anticipate its use to be limited. We will work with communities to provide appropriate levels of support and facilitate the introduction of vehicle activated signs. In line with our approach to encourage communities to take a greater level of responsibility of their environment we will consider the introduction of physical traffic measures funded by the community.

Where there is public concern over excessive speeds in local communities but where intervention cannot be prioritised based on speed and accident data we will continue to work with local communities through their Parish Council to deploy Speed Indicating Devices (SIDs). These are a low cost and effective way of raising drivers' awareness of their speed.

Where speeding poses significant concern to the community, the Safer Roads Partnership can declare them a community concern site or the local police may provide local speed enforcement. These sites may not have a collision history, but have a significant speeding problem to warrant enforcement before accidents occur.

The enforcement involves monitoring speeds through mobile speed enforcement cameras and is an extremely effective method at reducing speeding vehicles.

### **Policy LTP SM 3 – Speed Limit Compliance**

We will work with our partners, local communities and Parish Councils to use a variety of cost effective techniques to encourage and enforce compliance with speed limits through a combination of encouragement and enforcement measures.

This will be achieved through:

- Using clear signage, including vehicle activated signs;
- Using fixed and mobile speed cameras where these can contribute towards greater compliance and road safety;
- Integrating sound design and engineering alongside speed limit signage to encourage drivers to recognise and comply with speed limit changes. These may be introduced as part of enhanced routine maintenance activities;
- Working with communities to develop realistic approaches to managing speed, recognising the economic importance of road traffic;
- Considering the use of physical measures such as road humps where these are justified by accident data and have a high degree of community support;
- Continuing with measures such as speed indicator devices where these can be shown to increase community satisfaction;
- Providing driver education, including speed awareness training and young/pre driving training;
- Using shared space and other innovations where appropriate; and
- Working with the Safer Roads Partnership and local police teams where engineering solutions can't be delivered or where informal measures have not reduced speeding.

# Herefordshire Council Local Transport Plan – Policy Statement

## Passenger Transport

### Bus Travel

Herefordshire is one of the most sparsely populated counties in England and in the most recently published Index of Accessibility (DfT) it is amongst the lowest ranked local authority areas in terms of access to key services. Like many rural counties it also has a 65+ age population above the national average with demographic projections indicating that the current proportion, 23% (compared with national average 19%) increasing to 30% (national average projection 23%) by 2031.

Reductions in revenue funding from 2011 which are projected to continue through to at least 2020 are impacting a wide range of locally provided or supported services including buses and community transport. We have sought to prioritise and protect services in line with user demands and assessments of needs. Where possible, we have achieved savings through procurement efficiencies and optimisation of services such that bus services can provide increasing support for statutory services such as school transport.

In 2014 we undertook a comprehensive review of passenger transport services and sought to establish a network definition that could be sustained in the light of significant ongoing revenue pressures. The core bus network, which was supported through consultation, describes a framework of higher frequency services operating between Hereford and the market towns and on to other key service centres. This network would sustain the higher volume transport demands around peak hour travel for commuters and school and college children. They also provide access to health, retailing, leisure and connections to longer distance services available through the rail network.

In addition to provide direct access, the core bus network also functions as a framework for more rural feeder services and opportunities for community transport providers to increase access. To help support and encourage this approach we have specifically commissioned feeder services, worked with local groups and providers, and introduced improvements at locations for interchange.

Whilst we are still currently able to subsidise bus services which provide greater rural access and coverage than the core bus network we feel it is important to clarify how we would seek to meet demands in future with reduced funding.

To ensure the minimal standards of the core network are met we rely on a combination of commercial and supported (subsidised) services. The supported bus network is designed to complement commercially-operated services where these do not provide an adequate level of service. Supported bus services provide the following functions:

- Enhancement of commercial services by the provision of additional journeys that extend the operating day;

- Frequency enhancements of commercial services within the operating day;
- Evening and Sunday services;
- Service provision on routes where no operator is prepared to provide a commercial service; and
- Bespoke services catering for specific journey purposes and tailored to meet the needs of a specific market.

Subsidy is allocated to services on the basis of the relative costs of providing the service and ridership (cost per passenger). A service qualifies for subsidy if the cost per passenger is at or below a standard amount. This standard amount alters in line with budget availability. At the time of writing (2015) the rate is £4 per passenger.

Supported services are provided only where commercial services do not meet the public need. The size and shape of the network has developed over time in response to changing demand and available funding. It will be difficult to sustain the existing level of public transport coverage in rural areas due to the non-commercial viability of operating these services.

A Total Transport Fund (TTF) project funded by the DfT is currently being carried out by the council. The aim of the project is to look at all aspects of transport commissioning including public transport, Home to School, SEN, community transport and the health sector to determine a more cohesive way of providing passenger transport to residents of the county.

The council will review the outcomes of this project when completed in 2017 and implement any potential benefits.

#### **Policy LTP PT1 - Supported bus network**

In addition to the financial support provided to deliver the minimum standards of our core bus network, we will support additional services in order to enhance accessibility, support the economy and encourage modal shift where it is affordable to do so. This will be achieved by:

- Supporting bus services above the core network where it is affordable, provides good value for money and delivers clear accessibility or modal shift benefits including providing a reasonable alternative to car travel;
- Supporting bus services in rural areas which would enable residents to access essential services and reduce social isolation. These services may not be provided on a daily basis and may be delivered through a combination of conventional and community transport services;
- Where supported services can no longer be provided we will work with commercial bus operators and community transport schemes to explore the possibility of funding smaller feeder services which would link into the core network at suitable locations; and
- Working with local communities and parish councils to develop services which would be funded locally.

To help comply with the Code of Conduct on Bus Service Stability, routine tendering of contracts is restricted to one of two dates each year. Tenders are invited individually, although operators are invited to submit discounted prices for batches of

one or more contracts. This procedure allows the authority to benefit from economies of scale and the more efficient operational solutions available from such an approach without restricting competition for contracts.

In a limited number of cases, such as diversions of, or minor extensions to otherwise commercial services, where competitive tendering is not appropriate, advantage is taken of the de-minimis provisions of the Transport Act to negotiate a contract with the commercial operator. The regulations concerning de-minimis agreements allow the Council to spend up to 25% of its budget for bus service support in this way.

The Council invites tenders from operators on either a minimum cost or minimum subsidy basis. This maximises the competition for tenders given that operators have differing approaches to managing risk. Minimum cost contracts give the authority greater control over fares and may be more appropriate in areas where fares set by operators are rising significantly above inflation. The revenue risk, however, lies with the Council and may involve additional cost in ensuring that revenue is correctly collected and allocated. Currently approximately 27% of contracts are let as 'minimum cost'.

Minimum-subsidy contracts offer an incentive to the operator to develop the service as the additional revenue is retained. Such contracts are simpler and cheaper for the Council to administer and the revenue risk lies with the operator. The Council however, has less control over fares. Approximately 73% of current contracts are let in this way.

### **Bus fares and ticketing**

The cost of using bus travel for paying passengers has increased significantly above general inflation over recent years and is viewed as a barrier to its use. We will work with operators who set the price of travel to look at ways of making bus use more affordable and competitive when compared to the cost of using the car. Increasing the cost of parking for commuters in Hereford has a role in this process.

The English National Concessionary Bus Travel scheme is administered by the Council within Herefordshire. This scheme provides free bus travel for older and disabled people. The Government wants to ensure that bus travel, in particular, remains within the means of those on limited incomes and those who have mobility difficulties. With an aging population the amount of concessionary travel within the county is likely to continue to have impact on budgets unless additional financial support can be provided by central government.

#### **Policy LTP PT2 – Bus fares and ticketing**

We will work with operators and the DfT to maintain the affordability of using and delivering public transport. We will target financial assistance where it is affordable to do so and where there is greatest need. This will be achieved by:

- Administering the English National Concessionary Travel Scheme for older and disabled people;
- Undertaking regular fare reviews;
- Where the fare structure is issued and managed by Herefordshire Council we will set fares with reference to contract costs and commercial fares;

- Working with operators to explore ways of addressing the affordability of public transport for low income groups, including young people and job seekers; and
- Exploring the development of multi-operator smartcard ticketing technology with local operators.

### **Buses Bill**

All companies will have to share information about routes, fares and timetables — paving the way for programmers to develop new applications which passengers can use to plan their journeys.

Local authorities will be given new powers to enter into stronger partnerships with bus companies and agree minimum standards for services, improving reliability and punctuality.

Councils will not have to use the new powers and they may decide they are content to use the arrangements already in place. The reforms are designed to give Councils new tools to improve standards in the interests of the travelling public.

This approach would ensure that buses run more regularly and would reduce the likelihood of different operators allocating the same stop for the same time.

The new partnerships will also be given the power to set standards for local buses and introduce standard ticketing rules over wider areas, paving the way for Oyster-style schemes.

The government will also honour its devolution deal commitment to provide local authorities with bus franchising powers like those used in London.

A Buses Bill to implement these changes will go before Parliament later this year.

### **Bus infrastructure Improvements**

The scale of bus infrastructure improvements range from low cost improvements undertaken at individual bus stops to aid mobility and understanding of service availability, to high-cost bus priority measures designed to provide buses with a competitive advantage over queuing traffic in urban areas.

### **Policy LTP PT3 – Bus infrastructure improvements**

Significant schemes currently programmed include:

- the Hereford Railway Station transport hub which will provide opportunities for integration with rail services and potential layover for buses,
- a linear bus interchange along Commercial Road, Blue School Street and Newmarket Street providing improved access for bus users to the city centre and Old Market with greater visibility of the opportunity for bus use amongst other road users and improved access to the hospital;
- Continuing our programme of low-cost bus stop upgrades in the short term, including improved passenger information, comfort, and delivery of raised kerbs to meet Disability Discrimination Act requirements. This programme will continue to be delivered based on a corridor/route based approach with priority to our core network;
- Working with Parish and Town Councils to improve bus shelters and taking forward proposals which might be funded from developer contributions and in support of neighbourhood plans;
- Reducing the age of the fleet by setting quality standards within contract renewals;
- Undertaking a review of bus infrastructure requirements in the medium to long-term within Hereford as part of the business case development for the Hereford Relief Road Package (Hereford Transport Strategy). This will require testing of options which seek to maximise the public transport proposals to assess whether or not the transport benefits required to enable the core strategy can be delivered without the need for the road scheme element of the package;
- We are progressing transport studies in each of the market in the early years of this LTP in consultation with local stakeholders and this will provide an opportunity to consider bus infrastructure improvements; and
- Review the park and choose rural hubs programme with a view to better targeted programme built around the core bus network.

### **Passenger Transport Information**

Printed bus timetables are published by Herefordshire Council and will continue to be provided at the majority of bus stops. It is proposed, where feasible, to provide information at all stops to increase awareness of the services available.

Printed rail service timetables are published by Train Operating Companies as part of their franchise agreements, and are displayed at all railway stations in Herefordshire. Unlike the bus operators, all railway companies are required to provide printed timetable leaflets which are available at manned stations.

Where community transport operators provide printed information this is provided by local scheme operators.



The Council's website provides the primary portal for digital travel information within Herefordshire. The website provides an electronic copy of all printed timetables, guides and maps in addition to information relating to different modes of transport. It is also used to publicise the range of transport-related services provided by the Council.

In response to the growth in demand of social networking sites (Facebook and Twitter) we will expand their use, in line with our corporate communication policies and guidelines. Such sites can be very effective in communicating dynamic travel information including the occurrence of unplanned events.

#### **Policy LTP PT4 – Passenger Transport Information**

We will continue to provide and work in partnership with passenger transport operators to disseminate printed and electronic passenger transport information to ensure it remains consistent with best practice. This will be achieved by:

- Providing printed timetables where display cases are available at bus stops and bus stations, in partnership with bus operators. We will increase the number of bus stops with display cases;
- We will support the development of electronic timetable information including real-time information, GPS and mobile applications, and ensure a fully integrated rail and bus service timetable;
- Developing a countywide passenger transport timetable booklet and making it available at a minimal cost through a variety of outlets;
- Distributing Hereford City Travel Guides;
- Work with train operators and voluntary sectors to enhance the availability of passenger timetable information;
- We will continue to work in partnership with passenger transport operators to provide printed and electronic passenger transport, walking and cycling information maps and guides to promote sustainable travel choices;
- We will continue to provide multi-modal travel information on the Herefordshire Council transport website. All pages will be periodically reviewed and updated to ensure the information provided remains relevant. We will also enhance the scope of information available to ensure ease of use and promote delivery of the LTP Strategy objectives; and
- We will use social networking sites when disseminating dynamic travel information including links with our SCOOT traffic management system in Hereford to relay travel information.

## Community and Voluntary Transport

Community Transport and Voluntary Transport services exist throughout the county for people who are unable to use other public transport services or who live in areas where no such services are provided. Community Transport is provided by the voluntary sector with funding from Herefordshire Council through Service Level Agreements as well as other funding sources.

Services cater for a wide range of journey purposes including health, work, learning, social and leisure. Health related journeys account for up to 40% of trips, a far higher proportion than on conventional bus services. Currently Community Transport provision is mostly provided during weekday daytimes, although there is limited service available in the evenings and at weekends where necessary.

Herefordshire Council part funds seven different Community Transport schemes:

- Bromyard Community Transport;
- Community Wheels and Hereford Car Scheme (based in Leominster);
- Dore Community Transport;
- Hay and District Dial-A-Ride;
- Hereford Dial-A-Ride;
- Ledbury Ring and Ride; and
- Ross Area Transport.

Several voluntary organisations provide transport as an addition to their core services such as Age UK and the Red Cross.

### **Policy LTP PT5 – Community and Voluntary Transport**

We will work in partnership with Community and Voluntary Transport providers to enable access to essential services for those unable to use public transport either because of incapacity due to ill health or disability, or because public transport is not available.

## Taxis and Private Hire Vehicles

Taxis and Private Hire Vehicles make a valuable contribution to providing transport within the county. These vehicles offer 24 hours a day demand responsive service, which provides a door to door service. Taxis and Private Hire Vehicles also provide a valuable service for public transport interchange, by allowing certain groups access to services they otherwise could not reach. For many cases they provide the only accessible link to long distance transport, for example by rail or air. Taxis and Private Hire Vehicles are also used on a regular basis for social care and education requirements.

The Taxi and Private Hire Policy and Licence Conditions have a number of regulations in place which help to provide safety measure to help ensure a safer journey for every passenger. This policy ensures taxi drivers and operators are licensed correctly and therefore carry out their trade in accordance with the relevant regulations. The policy also enables taxi fare tariffs to be set that represent the maximum, lesser fares can be negotiated on an individual basis.

We currently licence 260 taxis, 100 Private Hire Vehicles and 490 dual drivers. Since 2002 no quantity restrictions have been in place. Approximately 30% of the taxi fleet are wheelchair accessible. To gain a new Hackney Carriage Licence the vehicle must be wheelchair accessible.

Taxis and Private Hire Vehicles are often the only means of accessible local transport available for disabled and elderly people. All Taxis and Private Hire Vehicles adhere to the Disability Discrimination Act's requirements to carry guide and hearing dogs without any additional charge. Currently only three drivers have obtained medical exemptions from carrying assistance dogs in their vehicles.

We acknowledge the important role taxis and private hire vehicles have in providing access to shopping, leisure, employment and health services for many members of our community, particularly in rural areas. It is therefore essential that taxi ranks are easily accessible, and located close to amenities. The needs of taxi users must be taken into account when considering proposals for traffic management and access restrictions in town centres and other areas with important amenities. It is also essential that taxis are built into our public transport infrastructure, and have dedicated space allocation to allow interaction with the services they provide.

#### **Policy LTP PT6 – Taxis and Private Hire Vehicles**

We will perform our licencing duty for Hackney Carriages and private hire vehicles to ensure accessibility, safety and passenger comfort. This includes:

- Require by licence conditions that all applications for Hackney Carriages are wheelchair accessible;
- Require through licence conditions that drivers are aware of legislation in respect of carrying disabled passengers and assistance dogs;
- Ensure that wheelchair vehicles are suitably equipped at all times to carry persons whilst remaining seated in their wheelchairs;
- Vehicles will have an annual compliance test and additional MOTs dependent on the age of the vehicle;
- Enforcement will be undertaken to review the condition and appearance of licenced vehicles;
- All drivers of licenced vehicles will have Enhanced DBS checks upon application and every three years after. An annual self-declaration will be carried out to ensure that drivers DBS and medical status has not changed since application;
- All drivers of licenced vehicles will have a Medical Examination to Group 11 standard upon application and every five years after. Upon reaching the age of 65 the requirement is for an annual medical. This test can be more frequent if advised by the Occupational Health Doctor;
- All new drivers will be required to undertake and pass a knowledge test, this will include a spoken English and numeracy test; and
- All Hackney Carriages are required to have CCTV installed in the vehicles.

## Rail

Rail has an essential role to play in providing access to local and national centres. Demand for rail use has steadily increased since 2003. The Council is committed to working with the train operating companies and Network Rail to ensure the best possible service is provided within the county. Active participation at the Regional Rail Forum, Marches Strategic Rail group, Cross Border Forum and an active member of West Midlands Rail ensures that rail issues for the county are discussed and actions taken to eliminate timetable service gaps.

Rail franchises are managed by the DfT & Welsh Government. The dates of the rail franchise renewals which will affect Herefordshire include:

- 2016 London Midland
- 2018 Arriva Trains Wales
- 2019 Great Western Franchise

Network Rail is a statutory undertaker, who owns, operates, maintains and develops the main rail network. This includes the railway tracks, stations, signalling systems, bridges, tunnels, level crossings and viaducts. Network Rail is also responsible for the safety of level crossings and thus any development proposals affecting the safety of level crossings is an important consideration for emerging planning policy to address. The impact from future development can result in a significant increase in the vehicular and/or pedestrian traffic utilising a crossing which in turn impacts upon safety and service provision.

### **Policy LTP PT7 – Rail improvements**

We will support the DfT, Welsh Government, Network Rail and train operating companies in improving the frequency, quality, reliability, comfort and affordability of rail services within Herefordshire. We would particularly support:

- Securing capacity improvements on local services which are frequently subject to overcrowding;
- Continue to develop proposals for a transport hub at Hereford Rail Station which will provide improved access to rail, greater integration with bus services, cycle and walking networks and increased provision for parking. We will seek support from NR and the TOC to help bring this scheme forward;
- In progressing transport studies for Leominster and Ledbury we will consider opportunities for improved rail access at the local stations and consider opportunities for securing development contributions towards any improvements in partnership with NR and the TOC responsible for each station;
- Joint working on the franchises due for renewal particularly to protect services between Hereford and London via Ledbury and Birmingham, and between Manchester and South Wales;
- Double track between Shelwick and Great Malvern as recommended by the Marches Rail Study;
- The elimination of timetable service gaps through the delivery of additional services between Abergavenny, Hereford, Leominster, Shrewsbury and

Birmingham.

- Improvements in service timetabling to limit inconsistent gaps in service times and develop a regular clock-face timetable; and
- Additional rolling stock and services on Marches line and on services to Birmingham and explore new services accessing Birmingham International Airport.

# Herefordshire Council Local Transport Plan – Policy Statement

## Highway Network Development

This policy statement covers improvements to road infrastructure. Herefordshire generally has a highly reliable road network although recurring congestion occurs in Hereford and, to a lesser extent, in other localised areas across the County.

### **Policy LTP HN1 - Network Capacity Management Hierarchy**

Where recurring congestion is an issue we will use our Network Capacity Management Hierarchy to address the problem.

#### **Step 1 - Demand Management**

Use smarter choices to promote alternatives to solo car use. For more information see the Health and Well-being Board's Strategy.

#### **Step 2 - Network Management**

Specific local congestion issues which can often be improved through improvement, monitoring or enforcement of highway restrictions. See Policy LTP HN2.

#### **Step 3 - Targeted engineering improvements**

Engineering improvements at specific junctions to improve their operational capacity.

#### **Step 4 - Road Widening**

Widening the existing highway thereby increasing the capacity of individual highway links.

#### **Step 5 – New Road Building**

Construction of new road links and junctions.

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

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

- Using existing and new Traffic Regulation Orders to better target enforcement to prevent parking that restricts traffic flows resulting in unacceptable traffic delays or safety concerns;

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

### **Highway Network Expansion**

Where demand and network management measures have been proved to be insufficient to reduce congestion, we will develop engineering solutions to increase capacity on our existing highway network. This will also aid delivery of the growth in jobs and housing set out in our Core Strategy

### **Motorway and Trunk Road Network**

Of the 2,072 miles of highway within Herefordshire 56 miles or 3% form part of the Motorway and Trunk Road Network and is managed by Highway England. Routes include the A49(T), A449(T), A40(T) and M50.

### **Policy LTP HN5 - Motorway and Trunk Road Network reliability improvements**

Through partnership working with the council and Highways England we will agree a series of schemes and suitable funding resources, to improve the reliability, safety and efficiency of the Motorway and Trunk Road Network within Herefordshire.

We would particularly support:

- Improved capacity on the A49(T) in Hereford; and
- The development of funding and delivery of driver information systems using variable messaging systems including information on car parking availability, planned events and congestion.

# Herefordshire Council Local Transport Plan – Policy Statement

## Car Parking

The availability and pricing structure of car parking spaces plays a major role in supporting the development of a sustainable and integrated transport system. The availability and price of parking space is a key factor in determining people's choice of mode for a particular journey.

Our objectives for parking comprise:

- Maintaining an adequate parking supply for long and short stay users to enable and encourage economic growth;
- Achieving value for money through the effective management of existing car parks and to maximise use of spare capacity (including assessment of the role for information technology);
- Managing long stay parking supply (for commuters) to reduce peak hour congestion;
- Managing short and long stay parking supply to reduce vehicle impacts in our market towns and city centres, retail areas and tourist attractions to encourage greater footfall and retail receipts and to improve the appearance of our streets.
- Managing the supply and pricing of parking to encouraging the use of active modes (walking, cycling and public transport) particularly for shorter trips of less than 5km,
- Support for our long term growth proposals in Hereford through the delivery of longer term parking provision such as park and choose and to rationalise and reduce the supply of commuter parking in the centre of the city;
- Ensuring access is maintained in retail centres and residential areas through the effective management and enforcement of parking restrictions; and
- Maintaining a revenue stream which will fund the on-going provision of parking services and to contribute to active transport provision.

### Hereford

Car parking will play a key role in supporting the regeneration of the city centre, reducing the impact of commuter traffic and congestion and ensuring access through effective enforcement. Our approach to managing car parking sites will also assist with the Council's aspirations to improve the townscape quality of the city through



replacing the number of smaller car parks with a few large and more cost effective multi-storey car parks along with redistribution of public parking to the edge of the central area, close to key transport corridors.

We anticipate pressure on some city car parks in the short term as the regeneration of the city centre progresses and parking sites are developed. Whilst it is important to support regeneration it is also essential that we ensure that an adequate supply of parking is maintained so that people can continue to access the city centre for work, shopping, leisure and tourism. Key elements of the programme to help maintain this level of supply and accommodate anticipated losses as a result of redevelopment comprise:

- Explore opportunities to provide temporary or permanent parking within or close to the regeneration area subject to land use consideration and availability of land;
- New parking provided at locations with sustainable transport links into the centre of Hereford (Park and Choose);
- A communication programme to advise drivers of alternative parking options and sustainable transport alternatives. We would aim to match drivers with parking locations nearest to their approach to the central area and thus reducing pressure on key junctions;
- Alternative coach parking has been provided at the Hereford Leisure pool car park and assessment of demand has confirmed this to be adequate for all occasions apart from occasional one off large events.

#### **Policy LTP PS1 – Hereford Parking Policy**

We will work in partnership with Hereford City Council, Highways England and other stakeholders to regularly review and ensure an adequate supply of car parking facilities within Hereford. Activities will include:

- Setting of car park charges will be in line with the council's charging principles with long stay parking charges to be increased annually to match those of comparable centres;
- Phased reduction and rationalisation over the period to 2031 of long-stay commuter parking supply within the city centre;
- Provision of strategic parking facilities in a location compatible with our aim to reduce parking supply in the city centre;
- Developing more Park and Choose facilities to provide interchange between cars, buses, walking and cycling and reduce car trips into the centre and provide additional parking supply;
- Charging for on-street parking in Hereford;
- Good quality signing to make more efficient use of parking supply including real time parking information for multi-storey car parks;
- Pedestrian access routes connecting public off-street parking with urban centres will be examined for potential environmental improvements to ensure they are safe and pleasant to use;
- Review the operation, management and charging of Residents Parking Schemes to ensure residents can park within a reasonable distance of their home and that commuters and short stay users are discouraged from using residential streets; and
- Parking allocations for new and re-developments must comply with Herefordshire Council's Highways Design Guide for New Developments.

## Countywide

Ensuring adequate parking supply is available to meet demand is fundamental to support the local economy and future growth. The following principles are to be applied:

- There must be adequate parking supply to meet demand in each of the market towns.
- There should be at least 10% spare capacity within each town to efficiently manage parking demand, limit search times and reduce unnecessary car use.
- Long-stay parking arrangements should be located further from the town centres to enable short-stay parking supply is accessible and available.

### **Policy LTP PS2 – Countywide Parking Policy**

We will work in partnership with town and parish councils to manage car parking in Herefordshire.

- Public off-road parking supply should be appropriate to meet demand, accommodate planned growth and be located in convenient locations accessed by main distributor roads to ensure parked vehicles do not obstruct the public highway;
- Good quality signing to be provided to make more efficient use of parking supply;
- Charges will apply for all off-street parking, unless there is a clearly defined economic reason for providing free parking; and
- Charges for car parks closer to the centre of the Market Towns are set to encourage short stay and a turnover of spaces to support the local economy with longer term parking allocated to car parks further from the town centres.

## Herefordshire Council Local Transport Plan – Policy Statement

### Freight

Freight transport is an essential part of business, enabling and supporting enterprise and local employment. At a local level freight enables the transport and delivery of goods to businesses, construction sites, retail premises and households. However, freight movement, particularly by road, also gives rise to a range of environmental problems.

Rail freight currently plays only a limited role, notably with the Tarmac quarry in the west of the county making use of a railhead north of Hereford. There is also rail freight traffic running through the county. Consequently the key strategic requirements concern the management of road-based freight movement within Herefordshire as part of our network management duty. The freight strategy will be supported by the Marches LEP A49 corridor strategy.

#### **Policy LTP FR1 - Managing Freight Movements**

We will plan for and enable the efficient movement of freight to, from, through and within Herefordshire whilst, where possible, reducing the negative impacts of freight movements on the environment and our communities. This will involve:

- Review the outcomes of the Marches Strategic Corridor work and the implications for cross border movements, potential access to rail freight and our approach to TAMP
- Working with Highways England, DfT and neighbouring authorities to ensure that freight routes are clearly identified on signs and maps and that these routes are fed into information portals for access by the freight industry and those served by it.
- Ensuring that the potential impact of new developments on freight movements are fully identified through the Development Control process including restricting delivery vehicle access to specific times.
- Engaging with local communities affected by freight movements to develop and agree suitable mitigation measures.

## **Herefordshire Council Local Transport Plan – Policy Statement**

### **Active Travel (walking and cycling)**

As well as reducing congestion and emissions, switching to walking and cycling will also improve health, fitness and well-being while increasing individual mobility and accessibility. Cycling also has significant potential to extend the reach of our public transport network.

The potential to enable more people of all ages and backgrounds to walk and cycle, particularly for short trips is well established – be it travelling to work, school, and to local shops or for fun leisure days out.

The perceptions and the reality of sharing the road with cars, goods vehicles and buses deter many from cycling. It is crucial we address these concerns and make cycling an attractive and safe option.

We aim to grow walking and cycling in Hereford by making it easier and safer for more people to choose active travel. We aim to increase observed 2010 cycling levels for all journeys by 100% by 2021 to 10% and by 200% to 15% by 2031.

The long term ambition to increase cycling levels to 20% of all journeys to work by 2031 to enable cycling to change from being perceived as a marginal travel choice to one that becomes an everyday attractive option for journeys to work, school and leisure.

#### **Policy LTP AT1 - Maintaining and extending our active travel infrastructure**

We will maintain, improve and extend our active travel infrastructure so that it is convenient, accessible and attractive to use.

This will be achieved by:

- Auditing existing routes to ensure they meet the needs of all levels of active travel users, and where appropriate improve them to join up the cycle network around the city.
- Identifying new active travel infrastructure opportunities through the council's established prioritisation process.
- Ensuring the needs of walkers and cyclists are considered from the outset in all council and Highways England infrastructure projects.
- Where routes that require higher speed limits significantly deter cycling, they will also be supported by alternative cycling provision.
- Minimising the occurrence of defects on active travel routes.
- Identifying improvements in cycle infrastructure within routine maintenance

programmes

- Investigating changes in Traffic Orders to promote increased cycle use including the development of cycle contra flows in one-way streets.
- Delivering enhancements including dropped kerbs and crossings for non-motorised modes.
- Providing clear and concise signage
- Delivering secure cycle parking spaces or storage including Park and Choose
- Integrating cycle parking with public transport and the highway network to facilitate cycle use as part of longer distance journeys.
- Recognising the needs of active travel users within our winter maintenance programme and ensure that heavily-used off-road routes are gritted.

### **Policy LTP AT2 – Active travel network in new developments**

We will work with developers to prioritise active travel access during the design of new residential and commercial developments and re-development to maximise the potential for active travel.

This will be achieved by:

- Designing new developments, including residential, business and retail facilities in ways which prioritise access by walking and cycling and provide access to the existing active travel network, including delivering new Park & Choose sites.
- Ensuring all active travel schemes designed within new developments are consistent with the relevant guidance.
- Working with developers to ensure that new developments avoid severing routes used by cyclists or pedestrians. If development proposals do impact on the walking or cycling network then an alternative route must be provided by developers.
- Protecting and incorporating historic transport routes such as dismantled railways into new designs, where appropriate.
- Encouraging and promoting the provision of green infrastructure, where appropriate, in new and existing developments.

# Herefordshire Council Local Transport Plan – Policy Statement

## Streetscape Management

Herefordshire has many high quality natural and historic assets which instil local pride and supports the county's tourism 'offer'. The Local Transport Plan has a strong role in supporting the county's tourism potential by easing the movement of people around the county, managing the public rights of way network and regenerating Herefordshire's urban streets and public spaces.

This policy statement fully supports the principles outlined in the Hereford Streetscape Design Strategy and the aims of the Hereford City Centre Regeneration Strategy which identify the importance of 'quality' in creating the right impression, using the right materials for public spaces next to new build and renovation schemes.

Our Hereford City Centre Streetscape Vision and Priorities document sets out proposals for investment priorities for the Hereford city centre public realm. The proposals contained in the document, which look further to reduce the dominance of vehicles in the city centre, will provide the basis for on-going development of the city centre public realm strategy.

We also acknowledge the importance of reducing traffic and vehicle speeds in rural villages and combining the principles contained within national public realm guidance documents such as 'Manual for Streets' and 'Traffic in Villages'.

### **Policy LTP ST1 – Improving the public realm**

We will seek to enhance Herefordshire's public realm in a sensitive and sustainable way which will maximise the convenience and comfort of all travellers increasing footfall and enhancing accessibility. This will be achieved by:

- Design of the public realm to be based on low speed traffic flows reinforced by 20 mph speed limits using the minimum of signage.
- Promoting a barrier-free public realm, allowing free movement for people with limited mobility and, through the avoidance of pedestrian barriers, excessive street furniture and sudden changes in level.
- Designing measures that allow the form and patterns of the city centre to be easily read and understood by pedestrians, cyclists and drivers. This will include navigational and guidance clues for people with visual impairment and infrequent visitors to the city such as coach drivers. Clear gateways and transition points will be encouraged that define the boundaries of the public realm.
- Designing streetscapes as a whole, rather than as a series of separate components. All components of the streetscape, including paving materials, trees and highway signing, will be co-ordinated as far as possible.

- Minimising energy use through the use of durable and locally sourced paving materials. Decisions on the use of materials and components are likely to have enduring effects on the quality of the locality and its public realm. We will seek to avoid measures that require replacement in the short-term, and seek to promote elements that will minimise the long-term costs and maximise long-term benefits.
- Designs should reflect the distinctive qualities of Hereford and the market towns, and avoid repetition of standard solutions applied elsewhere. Wherever possible, design principles will be informed by an understanding of the history, context and particular character of the locality.

## **Herefordshire Council Local Transport Plan – Policy Statement**

### **Smarter Choices**

Smarter Choices are measures aimed at reducing car use and supporting the use of alternatives including walking, cycling and public transport use.

#### **Policy LTP SC1 – Smarter Travel Choice Marketing Campaigns and Branding**

We will continue to use the ‘Choose How You Move’ branding to coordinate smarter choices marketing and information activities.

Campaigns developed to promote the use of sustainable travel modes will use a variety of media and other elements including:

- Local press and posters displayed in public buildings and emailed to local businesses and organisations
- Accessible and motivating information on all sustainable modes available in print and online.
- Calendar of targeted promotions to encourage trial of sustainable modes.
- On-going access to advise and help to support new users.
- Selected sustainable travel events and presence at local events

#### **Travel Plans**

A travel plan could include a commitment to improve facilities for cycling and walking; a dedicated bus service, car sharing initiatives or restricted car parking allocations. It might also promote flexible-working practices such as remote access and video conferencing.



## Workplace Travel Plans

Herefordshire Council will continue to monitor and refresh its Workplace Travel Plan as the exemplar for all other Workplace Travel Plans in the county, pioneering new initiatives as relevant and sharing experiences with local businesses and organisation.

Our primary focus is to work with major employers that do not have an existing travel plan or those that have a travel plan which requires updating.

### Policy LTP SC2 – Workplace Travel Plans

We will continue to work with employers with the aim of reducing car use, promoting employee sustainable travel behaviour and reducing the need to travel by developing and reviewing Workplace Travel Plans and through the Travel for Work Hereford network. We will achieve this by:

- Focusing on major employers we will undertake site visits to audit existing sustainable travel infrastructure, provide a template travel survey and on-going guidance and advice regarding how the travel plan could be updated.
- Incentivising engagement by providing small-scale grants for sustainable travel infrastructure.
- Developing the Travel for Work Hereford network for disseminating travel promotions and providing personal travel advice direct to employees.
- Encouraging smaller employers sharing sites to work together and develop shared resources to encourage sustainable travel.
- Encouraging reductions in grey fleet (employees own vehicle) mileage and promote measures to provide alternative means of travel.
- Encourage the provision of car share spaces and their use.

## Sustainable Modes of Travel to School Strategy

We aim to equip children with healthy and sustainable travel habits early in life. There is substantive evidence to show that providing children with such habits provides long term health benefits. To that end we will produce a Sustainable Modes of Travel to School Strategy (SMOTS).

The journey to and from school by car is also a major contributor to peak hour car use within Hereford. Monitoring of morning peak vehicle flows in 2009 indicated a 20% reduction in traffic flows during non-term times within Hereford.

School Travel Plans (STPs) promote the use of sustainable modes of travel to pupils and parents via soft measures, such as cycle training and promoting walking buses and car sharing. STPs contain targets for modal shift and a commitment to monitor travel patterns and revise and update each STP action plan.

### **Policy LTP SC3 – Sustainable Modes of Travel to Schools Strategy**

Through the development and implementation of our SMOTs we will refresh our Safe Routes to Schools scheme programme and continue to encourage schools to develop and review established school travel plans that aim to reduce car use and promote sustainable travel behaviour. Our SMOTs will establish the existing and potential demand for sustainable school transport and what schemes and other initiatives should be delivered to facilitate that demand. The steps to establish a SMOTS include:

- Reviewing policies and guidance
- Setting objectives
- Gathering existing and, where required, additional data
- Reviewing best practice
- Developing a programme of interventions e.g. SRTS schemes, STP refreshes, enhanced partnership working
- Consult on, finalise and adopt the SMOTs

### **Personalised Travel Plans**

Personal Travel Planning (PTP) is typically delivered across large residential areas. It is a well-established method that informs and supports individuals that want to make sustainable travel choices. During our LSTF funded Destination Hereford project PTP was implemented in the city. As part of a Destination Hereford review we will assess its success and use these lessons learnt in future PTP projects.

### **Smarter Travel Choice Initiatives**

To raise the level of awareness individuals have regarding their travel choices, we will deliver a range of Smarter Choice Initiatives designed to raise the profile of certain travel modes.

- **Choose Cycling:** Adult and child cycle training, improved signage, encouragement for women through a series of led rides, raising the profile of local people riding bikes with Community Bicycle Ambassadors and promotion of bike hire for all abilities.
- **Choose Walking:** Walking Challenge and promotion of walking for health led walks
- **Choose Bus:** Quality accessible travel information for all

### **Policy LTP SC4 – Smarter Choice Initiatives**

- **Supporting and Promoting Events**

We will support and promote selected national events and initiatives within Herefordshire, working with user groups to broaden awareness and encourage participation from the general public. We will also promote events via our network of Travel Plan contacts and will encourage employers and Head Teachers to support employees and schools to become involved.

- **Child and Adult Cycle Training**

We will continue to apply to central government for Bikeability funding to deliver Bikeability cycle training to primary and secondary schools across Herefordshire. In addition we will continue to co-ordinate adult cycle training and advice on route selection and encourage more Cycle Ambassadors.

- **Active Travel Signing Upgrade**

We will undertake a comprehensive review of signage for the city's transport network and will overhaul signing for pedestrians, cyclists and public transport. Raising awareness and informing travellers of the options they have, such as short cuts and safer routes is a key motivator to behaviour change.

- **Hereford Bike Hire**

Hereford's is managed by our partner, HALO. The scheme supports those looking to trial cycling to work or college and enables us to directly market cycle training as well as encouraging leisure cycling. Its central location raises the profile of cycling in the city and new adaptive bikes broaden cycling accessibility.

- **Walking Challenge**

To encourage increased walking, we will create Choose Walking challenge packs with hints and tips to boost regular walking, including a pedometer and a record sheet to track progress. In addition we will promote led walks and the annual Herefordshire Walking Festival.

- **Car Sharing – including Park and Choose**

We will promote both local and national car sharing schemes as a core support for all Workplace Travel Plans and as a means of improving rural access.

We will increase the number of Park and Choose sites which provide rural commuters with more flexible options for car sharing, cycling and access to public transport.

- **Car Clubs**

We will support the development of community led car clubs by facilitating the provision of parking spaces for car club cars. Allocated parking will only be provided following community consultation.

# Herefordshire Council Local Transport Plan – Policy Statement

## Development Control (Transport)

As a statutory consultee in the planning process, Herefordshire Council as the Local Highway Authority has a duty to ensure that the transport network is fit for purpose.

We encourage a partnership-led approach in the design of new developments which are sustainable in transport terms and which mitigate their impact on the existing network. To deliver these outcomes new developments must be planned, designed and constructed in accordance with the National Planning Policy Framework, Core Strategy (Local Plan) and this LTP policy document. We encourage early consultation with both local and National Highway authorities to maximise the development's sustainable potential, while minimising the impact of new sites and the redevelopment of existing sites.

### Policy LTP DC1 – Planning for Developments

We will ensure that the impacts of development on the transport network including rail are fully considered and mitigated for new sites or re-development of existing sites. This will be achieved by working with developers to ensure:

- Those planning new developments' must follow national and locally adopted guidance, including Manual for Streets 1 and 2 and Herefordshire Council's Highways Design Guide and Specification for New Developments.
- The inclusion of sustainable transport infrastructure is to be prioritised within the design of new and re-developments so that active travel is the natural choice for short journeys.
- The network can be pressurised by the implementation of unsuitable parking standards.
- Car parking requirements for developments must be designed on the need and use of the proposed site and locality.
- The hierarchy of transport modes is used to inform the design for new sites and the re-development of sites. This hierarchy is not an order or precedence for actual provision, but simply an order of consideration that seeks to ensure that decisions regarding development design are consistent with delivering the objectives of the LTP.

Highest 1	Pedestrians and people with mobility difficulties
2	Cyclists and public transport users
3	Commercial / business users and powered two wheelers
4	Car borne shoppers / visitors and coach borne visitors

Lowest 5	Car borne commuters
<ul style="list-style-type: none"><li>• Development of existing sites are to be designed and constructed in a way that does not impact on the safety of highway users, and where located adjacent to existing problematic sites, incorporate solutions into the design.</li><li>• The inclusion of sustainable transport infrastructure is to be encouraged within the design of new and re-developments.</li><li>• Development of existing sites should always avoid disrupting and cutting through routes used by cyclists or pedestrians or affecting negatively the accessibility of walking or cycling. If development proposals do impact on the walking or cycling network then an alternative route must be provided by developers. The quality of alternative routes must be of equal or better quality than the one impacted by development without incurring on-going additional revenue costs to Herefordshire Council. Protect and incorporate into the design, historic transport routes such as dismantled railways to be used as sustainable transport links.</li><li>• Sustainable Urban Drainage principles will be applied to all developments where they are practical and technically feasible to manage surface water runoff and alleviate the risk of flooding</li><li>• We will support rural diversification in line with the Core Strategy Policy RA6, as long as the development is not detrimental to the highway network.</li></ul>	

Investment in transport infrastructure and services cannot be met solely from public funds. Financial contributions from the private sector and in particular the promoters of new land use developments, are required to reflect the impact placed on the capacity and operation of the transport network by developments.

**Policy LTP DC2 – Developer to mitigate the impacts of developments on the transport network**

We will ensure that the impact of development on both local and where appropriate wider transport infrastructure and services are fully considered and appropriate enhancements are delivered to ensure accessible, sustainable, safe, environmentally friendly and maintainable developments. This will be achieved by:

- Ensuring that the appropriate levels of financial contributions (secured through legal agreements) are provided by developers towards the cost of delivering on and/or off-site transport infrastructure and services to mitigate effects on the transport network. For more information on developer contributions please refer to Herefordshire Council’s Planning Obligations Supplementary Planning Document.
- Ensure new infrastructure required by the development is maintained to the appropriate standard through commuted sums where appropriate.
- Highway improvements delivered by the developer through the Highways Act are constructed to the appropriate design and specification and the process as set out in the council’s design guide.

# Herefordshire Council Local Transport Plan – Policy Statement

## Public Rights of Way

The 3474km network of public rights of way (footpaths, bridleways, restricted byways and byways open to all traffic) in Herefordshire is a considerable economic asset as well as a significant part of the overall highway infrastructure. As the single most important means of accessing the countryside, it provides for quiet recreation and improving health, as well as an under-utilised opportunity for safer access to services and links between communities.

There is a significant opportunity for a continued integrated approach to sustainable transport, leisure, tourism, land management and the management of rights of way within the County as part of overall local transport provision in Herefordshire.

The current economic challenge to the Council means that the way these assets are looked after and developed will be the subject of ever increasing partnership working whether that is with health providers to encourage greater walking and recognition of health benefits, with tourism partners to encourage access or with local councils and volunteers to ensure as far as possible that routes are available and free from obstruction.

We recognise the broad function of public rights of way in relation to: -

### **1. Providing Local Access to Bus and Rail Services and to Schools, Workplaces and other Local Services**

The links that public rights of way provide are very important assets for local people, local businesses and visitors alike. Within a county that is predominantly rural, they have a clear role in accessing the countryside but, increasingly, it is clear that they serve a wider range of needs, becoming a multi-purpose network of routes and access opportunities.

Rights of way link communities together and are as important for those making journeys to school, work, shops and other local amenities as it is for those making trips on foot or bicycle for pleasure.

### **2. Encouraging and Enabling People to use Active Travel Modes**

The rights of way network caters for those that use its links for journeys to and from key services within education, employment, health, culture and economy. In delivering this wider contextual approach to rights of way provision where it forms part of an overall network of urban and rural routes, it delivers aspects of the Council's LTP.

There are especially clear links to sustainable transport through cycling provision and local walking strategies where rights of way lend themselves as safe and sustainable routes and links to wider highway networks.

The network is under-utilised as a highway resource and national surveys have tended to indicate that around a third of all paths are considered to be "frequently used" and a further quarter "occasionally used". The remainder are "rarely used". Some routes are in use daily for walking to work and walking to school, as well as for dog walking, cycling for pleasure and horse riding.

Our natural environment is Herefordshire's most beautiful and distinctive asset, and a significant reason why people choose to live, work and visit the county. It is through our exceptional network of rights of way that the countryside is accessible and free for all to enjoy.

### **3. Encouraging Tourism**

The Council has not undertaken an economic assessment of the value of its rights of way network to the economy but it is recognised as being significant. Nationally there are approximately half a billion walks taken in the countryside per annum, generating £6.7 billion in turnover for local businesses. Whilst these figures are for walking generally, given the importance of the rights of way network in accessing the countryside, its impact is significant.

Analysis suggests that of those visiting the countryside, the majority do so to walk, visit friends or to eat / drink out and there are many small businesses, such as pubs, shops and guest houses within easy reach of the network of paths that benefit from walkers and riders.

The Council will continue to develop partnerships that help deliver economic prosperity through the development and marketing of the rights of way network and bring wider tourism benefits to the county.

### **4. Delivering the Health Agenda**

It is ever more important that the Council continues to work with health care partners to increase understanding of the benefits of delivering improved physical health and wellbeing within communities with particular focus on obesity and sedentary lifestyles.

There are many positive links between increased physical activity and improved physical and mental well-being that bind the health agenda to countryside access.

### **5. Providing Access to Countryside and Green Spaces**

Public rights of way provide people with free and easily accessible routes for recreation and enjoyment. Similarly this function is extended to visitors to the county to access to its exceptional landscape qualities. Linked to health and sustainability, these are important contributors to people's overall feeling of wellbeing.

### **6. Improving Community Cohesion and Safety through High Levels of use of Public Space**

The Council considers the public rights of way network to be an asset that adds significantly to people's quality of life and a key contributor to the delivery of the Council's vision for sustainable communities in the future. This can only be truly effective if paths are maintained at a reasonable level so that they are available for

use – and thereby encourage more people to use them – and protected to ensure they are free from obstruction.

Parish Councils' own statutory powers are utilised as well as the use of devolved funding through schemes such as the Parish Paths Partnership to develop and maintain our rights of way network, and this will be further enhanced through the provisions of the Localism Act.

#### **Policy LTP PRW1 – Policy B3 Managing Public Rights of Way**

We will develop, promote, manage and maintain our public rights of way network by:

- Ensuring that the value of these assets and the links which they enable are identified and built into our planning, decision making and scheme appraisal processes.
- Recognise the value of and safeguard the National Byway.
- Further developing our asset management processes within the Transport Asset Management Plan to provide for planned, proactive maintenance of public rights of way.
- Developing and deploying the categorisation and prioritisation system in consultation with stakeholders, including local communities and organisations representing rights of way users.
- Consulting with all local communities, as part of our accessibility planning process, to identify key route improvements which will enhance their access to a range of destinations and to public transport.
- Building key strategic and local links into our Local Development Framework and infrastructure lists in order to ensure that they can be safeguarded and improved through the Planning and Development Control processes.
- Working with landowners, developers and designers to ensure that developments (including roads) do not fragment the rights of way network and that every opportunity is taken to introduce enhancements.
- Developing and agreeing with all relevant stakeholders a mechanism to address the maintenance of bridges on the rights of way network.



# Herefordshire Council Local Transport Plan – Policy Statement

## Air Quality

### Air Quality

Local authorities have a duty under the Environment Act 1995 to review and assess local air quality within their areas. Generally air quality in Herefordshire is very good. The exceptions occur in central Hereford, Leominster and on the A40 at Pencraig.

### Policy LTP AQ1 - Improving Air Quality

We will aim to reduce air pollution from traffic through measures to manage traffic and emissions levels. This will be achieved by:

- Developing and prioritising transport schemes which encourage the use of less-polluting transport modes, including walking, cycling and passenger transport within urban environments and in particular for journeys to, from or through Air Quality Management Areas.
- Developing Air Quality Management Plans, as appropriate; to mitigate the transport related causes of poor air quality.
- Working in partnership with Highways England, developers and Town Councils to implement the mitigation measures identified in Air Quality Management Plans to ensure that air quality does not further deteriorate.
- Ensuring that Transport Assessments provided in support of planning applications for new developments take account of the impact on air quality of traffic generated by new developments.
- Monitoring air quality to identify at an early stage, potential air quality deterioration, and understand the transport related causes of the air quality determination and designate as appropriate Air Quality Management Area.

## **Herefordshire Council Local Transport Plan – Policy Statement**

### **Zero and Low Emission Vehicles**

The majority of rural journeys in Herefordshire will continue to be made by motorised vehicles due to the distances travelled and the cost of providing passenger transport alternatives. The development of Zero and Low Emission Vehicles is progressing quickly and would be of benefit to Herefordshire car owners and local air quality levels.

#### **Policy LTP ZLV 1 – Zero and Low Emission Vehicles**

We will work with transport providers and businesses to encourage the use of more efficient vehicles:

- Encouraging businesses through Work Place Travel Plans to limit 'grey fleet' business mileage and purchase and use more efficient fuel efficient vehicles as a pool fleet.
- Continue to provide free parking and charging for electric vehicles at various charge points in the county in the short term.
- Considering, where appropriate, increasing the availability of charging points for electric vehicles on Herefordshire Public Services owned premises.