

8 TRANSPORT

8.1 Introduction

- 8.1.1 This chapter addresses the movement of people and goods in relation to land uses and new development. It places greater emphasis on sustainable development and movement – promoting accessibility rather than mobility, providing better opportunities to use modes of travel other than the private car, promoting better integration between modes and generally seeking to reduce the need to travel, particularly by car.
- 8.1.2 The chapter sets out policies and proposals to safeguard and improve key transport routes; the provision of new routes particularly where related to new built development; better integration of different modes; and the infrastructure and design elements required from any new developments. Policies address vehicle and cycle parking requirements, safe access, local amenity and pollution, road safety and school travel. Policies also provide guidance on the use of appropriate planning obligations for improved or new routes or associated facilities in certain development proposals. The policies complement Plan policy DR3 which deals with the specific requirements in terms of movement that individual development proposals must meet, including the use of travel plans and transport assessments.
- 8.1.3 The Council's Local Transport Plan (LTP) contains an integrated transport strategy for Herefordshire, defining a 5 year programme of transportation measures. Like the UDP, the LTP considers the transport issues affecting the County and includes a number of policy statements. There is a requirement for the two plans to be complementary and fully integrated both in terms of strategic transport policies and detailed policy guidance. This has been achieved by a range of mechanisms, including the work of a Herefordshire Partnership thematic group addressing transport. The transport strategy set out in the LTP and decisions taken on priorities for transport investment will have implications for the UDP. Similarly, planning decisions taken on land use proposals of the UDP and by policy compliant planning applications will impact on the strategy of the LTP. The LTP covers the period 2006/7-2010/11 and remains consistent with the policies of the UDP. The LTP has developed a hierarchy of transport modes demonstrating commitment to securing a sustainable and integrated transport system which is accessible to all. This hierarchy, in order of highest priority, is set out below:
- pedestrians and people with mobility difficulties
 - cyclists and public transport users
 - commercial/business users and powered two wheelers
 - car borne shoppers and coach borne visitors
 - car borne commuters and visitors.

In Hereford, the completion in 2003 of the Hereford Transport Review (Local Multi-Modal Study) and the Edgar Street Grid study has had important implications for movement and transport provision. The land use planning implications of both the recommended strategy from the Review and the transport recommendations from the Masterplan Strategy for the Edgar Street Grid have been incorporated in this Plan where appropriate.

8.2 Aims and objectives

- 8.2.1 The policies in this chapter aim to:
- ensure the safe, efficient and sustainable movement of people and goods
 - reduce or minimise the need to travel, particularly by private car
 - reflect the priorities of the hierarchy of transport modes set out in the Local Transport Plan
 - enable public transport availability to support policies for the location of new development

- integrate modes of travel and other land uses to enhance modal choice and easier and more efficient access
- improve personal safety and safeguard and improve the local environment.

8.2.2 The policies have the following more specific objectives:

- to safeguard land for the provision of new transport routes, improvement of existing routes and provision of associated facilities across all modes, promoting modal integration wherever possible
- to provide for and encourage new and improved routes for walking and cycling
- to encourage the transfer of freight from road to rail
- to seek to direct road freight movement to suitable routes, limiting environmental impacts in both urban and rural areas
- to restrict car parking in congested urban areas and in conservation areas
- to support the retention and extension of public transport
- to promote workplace and school travel plans and safer routes to school.

8.3 Strategy and general policy

8.3.1 Chapter 2 of the Plan points to a range of issues associated with movement and accessibility in Herefordshire. These include issues of isolation and remoteness, both in terms of the position of the County within the West Midlands region and in respect of many rural areas relative to the market towns; the need for greater modal integration; the intensity of car use; and the adverse consequences of the transport focus on Hereford, particularly road traffic congestion on and approaching the Wye crossings. The County's rail network has existing and potential capacity problems for anticipated traffic levels, and there is a need to further develop safe cycling and walking networks to enhance their contribution to integrated transport provision. Overall, the key issue is how to secure better access to facilities and services for all groups within Herefordshire. Within this context, guiding principle P9 sets out the commitment to promote better accessibility; reduce the need to travel and promote modes other than the private car, and guide development to locations which offer a choice of transport modes.

8.3.2 The Plan's general policy in relation to transport, set out below, complements the LTP and is based upon enabling and securing safe, efficient and sustainable movement of people and goods. The Plan seeks to take forward the hierarchy of transport modes set out in the LTP and to ensure that regard is had to this in considering development proposals, locating development and safeguarding transport opportunities. In doing so it seeks to improve access opportunities and to enable more transport choice - particularly for journeys to work and for school, shopping and leisure trips. In locational terms, the overall approach in line with the Regional Spatial Strategy is to promote most new development in existing urban areas where services exist, with more limited provision for new development in the rural areas based on selected local service centres where the opportunity exists to use public transport for a range of journey purposes.

8.3.3 Away from these local centres, relatively high car dependency, limited transport choice and the need for new development to be sustainable and meet community requirements are key factors. The difficulties of providing practical alternatives to the car particularly in remote areas and where the settlement pattern is small scale and scattered must be recognised. Wherever possible, the strategy will require new development to be linked with public transport and other services, community facilities and employment to reduce the need to travel by car. In some of the more rural parishes remote from public transport services this may not be possible when a local communities needs are to be sustained and provided. In such instances a currently disadvantaged local population may continue to be disadvantaged in terms of accessibility.

8.3.4 In relation to freight transport and movement of goods, the Plan encourages and makes provision for the switch from road to rail wherever possible. In rural areas where the capacity

of roads is limited and in central urban areas, residential areas and areas of historic importance, proposals likely to generate environmentally damaging heavy goods traffic will be resisted.

- 8.3.5 Transport limitations at Hereford, highlighted by the Transportation Study of Development Options undertaken for the UDP, have led to only limited greenfield housing land release being proposed in the Plan. The effect of seeking to restrain growth in Hereford is likely to have an unacceptable impact on the local economy and will not in itself address existing issues such as traffic congestion and poor air quality. There is therefore an urgent need to seek long-term solutions to Hereford's traffic problems to maintain and secure the future viability, vitality and sustainability of the City. The Regional Spatial Strategy recognises that the A49 in Hereford is subject to increasing congestion and that this has a number of implications for sub-regional land use, development and regeneration. In order to address this issue, a local multi-modal study, the Hereford Transport Review (2003) has been carried out. This major study drew together work from previous studies, engaged key stakeholders, developed effective partnerships and identified long-term solutions. The Review concluded that a package of measures is required to release travel capacity needed to accommodate development and regeneration and to allow Hereford to fulfil its identified role as a sub-regional centre. The comprehensive package recommended by the study comprises measures to provide for and encourage walking, cycling and the use of public transport together with the provision of a Hereford outer distributor road. Those measures which are expected to be started within the Plan period and which require Plan policies or proposals to take them forward have been included in the UDP and are set out below in the relevant sections.
- 8.3.6 A further major set of development proposals which have significant implications for transport focus on the Edgar Street Grid in Hereford. The outline scheme for this area includes improved facilities for walking, cycling and public transport, together with a new road between Commercial Road and Edgar Street, corresponding downgrading of Blueschool Street/Newmarket Street to reduce severance between the city centre and the Grid area and an extension to Canal Road. These aspects are also dealt with under the relevant sections of this chapter.

Part I policy

S6 Transport

The safe, efficient and sustainable movement of people and goods will be promoted within the context of reducing the need to travel by:

- 1. locating developments wherever possible within the County's existing urban areas or at locations reasonably accessible by means other than the private car, in order to reduce growth in the length and number of motorised journeys and reliance on the motor vehicle, and promote modal choice according to a hierarchy of modes and solutions to demand for travel in order of their sustainability;**
- 2. encouraging alternatives to the motor vehicle which through reducing energy consumption and pollution have less environmental impact;**
- 3. promoting integration between transport modes so that the network is used to best effect;**
- 4. assessing development and transport infrastructure proposals in terms of their traffic and transportation, economic development and environmental impacts and benefits, including implications for the whole road network including trunk roads, road safety, access to development areas, and assistance given to non-motorised modes of travel and to reducing the need to travel; and**

5. safeguarding appropriate opportunities for rail transport and the routes of new walking, cycle and highway schemes from development that would prejudice their implementation.

Guiding principle P9

8.4 Public transport

Public transport facilities

- 8.4.1 The majority of public transport in Herefordshire consists of conventional bus-based services, with only four railway stations within the County. Bus services are concentrated in Hereford, the market towns and along the main road corridors, with the remoter rural areas having either a skeletal service or none at all. Through its Public Transport Budget and in conjunction with bus operators, the Council is seeking to improve the quality and accessibility of the bus fleet. It is also introducing measures to improve the attractiveness of bus services and facilities, mainly in existing urban areas and where development is planned to take place. The measures may include better access on foot and by cycle, closer integration of modes, improved waiting facilities, and environmental enhancements in parallel with improved services into residential areas. Proposals for reallocation of road space for bus priority or for cycle or pedestrian improvements in urban areas are being developed through the Local Transport Plan and will, where appropriate, be implemented in order to improve the level of service for bus users, pedestrians and cyclists. In rural areas, new development will be directed to complement and improve existing service provision.
- 8.4.2 The Public Transport Interchange Study for Hereford, completed in 2000, highlights the difficulties and limitations of bus-bus and bus-rail interchange in Hereford arising from the existence of three separate main bus termini in and around the city centre, none of which is convenient for the railway station. While suggesting physical improvements to existing facilities at all three terminals in the short term, in the longer term the Study recommends the development of joint facilities on a single site within the city centre. Proposals should meet the requirements of the following policy. The Livestock Market site has been identified as a possible location for the new interchange. The Hereford Transport Review revisits provision for improved bus services in an integrated approach to transport in the city. It incorporates in its recommended strategy provision for major bus priorities on all radial roads and the Inner Relief Road. Most of these improvements are likely to be developed as on-road traffic management measures, rather than through planning policy. However, some may be delivered as components of development schemes, as conditions of planning permission, or as planning gain from development. Locational options other than the Livestock Market site may arise as part of the Edgar Street Grid proposals of the Plan. Such options could include Blueschool Street/Newmarket Street, where road traffic reductions form part of the Grid proposals, or elsewhere.
- 8.4.3 Elsewhere, scope for significant improvements to the integration of public transport is limited mainly to operational matters outside the UDP. Only with significant developments, such as the construction of single-site transport interchanges, might proposals be needed in the UDP. The bus terminal at Leominster is convenient for the town centre, but the rail station is too far from either to enable development of a single-site bus/rail interchange. Similarly, Ledbury rail station and town centre are some distance apart and the station approach is constricted, both factors inhibiting the development of a single-site interchange. The remaining towns – Ross-on-Wye, Bromyard and Kington - have no rail services and no centralised bus terminal, and their street patterns tend to prevent anything other than single-line bus waiting areas.
- 8.4.4 The Herefordshire Rail Study, also completed in 2000, identifies varying potential for new rail passenger stations/halts at Withington, Moreton on Lugg and Pontrilas. The greatest level of demand (and the lowest capital cost) is forecast at Withington, with lower potential at Moreton on Lugg and Pontrilas. The following policy safeguards land at all three potential station locations, including space for ancillary facilities such as car, bus and cycle parking and approach roads and paths. However, reflecting the findings of the Study, a precautionary

approach will be taken in respect of Moreton on Lugg and Pontrilas, where demand assessments and feasibility studies will need to be undertaken and the case for re-opening satisfactorily demonstrated. All potential station re-openings will need to be acceptable to the Department of Transport, with up-to-date feasibility studies undertaken to determine their suitability. The Hereford Transport Review, completed in 2003, has revisited the case for new or re-opened stations in or around Hereford. It reviews the case for a re-opened Withington Station and includes it in the recommended package of measures as an option for further investigation as a rail-based park and ride scheme, with a suggested target date for implementation within the Plan period. This reinforces the case for safeguarding land at the site.

T1 Public transport facilities

Proposals for new or improved facilities and infrastructure for public transport will be permitted where their design takes into account the need for:

- 1. safe and readily-accessed interchange between all modes, including good facilities for the less able, and with direct walking and cycling access having priority over other modes and buses having priority over cars, in accordance with the hierarchy of transport modes;**
- 2. good quality, well-equipped waiting areas and efficient service information systems;**
- 3. safe and effective circulatory arrangements for all modes; and**
- 4. appropriate ancillary services such as catering, accommodation, and travel and visitor information.**

Land will be safeguarded for the potential re-opening of rail stations at Withington, Moreton on Lugg and Pontrilas. All existing and new rail stations will be promoted as transport interchanges, with new or improved infrastructure as appropriate.

Park and ride

- 8.4.5 The Hereford Transport Review (2003) recommended a comprehensive package of measures to address the transport problems of Hereford. This package includes the provision of four park and ride sites to provide an alternative to the car for journeys into the City. Suitable locations for the provision of these sites will be sought on the edge of Hereford to service the A49 Leominster Road, A49 Ross Road and A465 Abergavenny Road. In addition, a fourth park and ride site was recommended to serve the A4103 East, which could be bus-based or provided as part of a new railway station to serve Withington.

T2 Park and ride

Proposals for bus or rail-based park and ride schemes for Hereford will be permitted subject to assessment of:

- 1. their feasibility and potential for implementation, and compatibility with the Local Transport Plan;**
- 2. their effect upon the current or any proposed future land use and the environmental impact of such a proposal on the area around a scheme; and**
- 3. their potential impact on existing bus services.**

8.5 Rail

Protection and development of the rail network

- 8.5.1 Herefordshire's rail network principally comprises the Marches Line (Shrewsbury-Hereford-Newport) and the Cotswold and Malvern Line (Hereford-Ledbury-Malvern), which meet at Shelwick Junction, Hereford. A third route, the Central Wales Line (Craven Arms-Swansea) passes very briefly through the north west of the County. There are four passenger stations – at Hereford, Leominster, Ledbury and Colwall. The Marches and Malvern routes currently provide useful, if limited local passenger services, demand for which could be encouraged not least by nearby location of new development. They also provide good links beyond the County and play a significant role in the development of tourism. However, both are under-used in terms of train loadings, other than at peak times, and the Marches route has spare line capacity. In relation to the UDP, these routes have unrealised potential to serve both existing and new development.
- 8.5.2 The Herefordshire Rail Study has looked at the potential for significantly enhanced use of rail to meet the objectives of better-integrated and more sustainable transport, and to promote economic development, including tourism. The UDP will support the retention, development and extension of the County's rail infrastructure, where it can contribute to a more sustainable pattern of transport and enable a greater proportion of passenger and freight trips by rail. Protection is offered to existing rail infrastructure capacity and to routes and sites where there is recognised potential for either new or restored rail infrastructure. In general terms, safeguarded land includes that immediately alongside existing operational running lines, together with operational and mothballed sidings. Proposals for development or change of use on land adjoining operational railway land may have potentially adverse impacts on railway operations. Applicants or developers will need to consider such impacts in consultation with the rail infrastructure operators.
- 8.5.3 On safeguarded railway land, where it can be clearly demonstrated that no viable transport uses are likely to come forward in the Plan period, then alternative non-transport uses could be considered. However, the policy stance is essentially precautionary, firstly in the expectation of the Government's 10-year transport strategy in respect of railway development being put into effect over the Plan period and secondly in that the need to retain land for future railway purposes or declare it 'surplus' may fluctuate as operational requirements indicate that there is likely to be no future rail use on the site, such that disposing of or redeveloping it may block expansion of rail capacity. Land ancillary to operational railway land may also need protection in order to support the development of rail services, e.g., for parking, highway improvements, maintenance access, etc. Particular attention will also be given to facilitating safe and convenient access to stations for walkers and cyclists.

T3 Protection and development of the rail network

Land with potential for enhancing the capacity and use of the rail network in Herefordshire will be safeguarded from development that would obstruct such use. Development that would prevent lateral access from any point on main railway running lines to adjoining sites which have potential for rail use for passenger or freight services will not be permitted. Land required to accommodate ancillary uses such as station parking and associated highway improvements will also be safeguarded. High priority will be given to securing safe and convenient routes to stations for walkers and cyclists.

Rail freight

- 8.5.4 Nationally, rail increased its share of freight movement significantly between privatisation and the late 1990s and the rail freight operators plan to triple tonne-kilometres carried by 2007, although this rate of progress has not been met more recently. In Herefordshire, nearly all inward and outward freight is carried by road, although an increasing amount of long-distance

freight passes through by rail, mainly on the Marches Line. In addition to through routes, there are also some 'mothballed' freight sidings which have served local firms or public service users in the recent past, and have either rail or trackbed still in situ. These are at Moorfields and Holmer in Hereford, and at the former MoD depot at Moreton on Lugg.

- 8.5.5 There is significant potential for more through freight to be transferred to rail, notably in bulk commodities. There is also some potential for materials and products being imported into and exported from Herefordshire to be transferred to rail, and for better integration of road and rail freight. Most success is likely to come from targeting key traffics such as food and drinks products, animal feedstuffs, fertilisers, steel, oil, timber, minerals, waste and postal items – all of which are significant to local business. Sustained growth could see increased use of the Marches Line and, although less likely, reintroduction of freight over the Cotswold Line, subject to line capacity improvements.
- 8.5.6 The Herefordshire Rail Study identifies key freight movements that might be transferred to rail from road. This recognises the opportunities for and constraints on further modal transfer, and identifies land that should be protected for future rail freight access. However, it cannot readily forecast the longer-term business patterns that may emerge in the life of the UDP. The UDP seeks not only to cater for current expectations, but also to steer development that will generate substantial freight movement to locations that are more sustainable. Consequently, the UDP builds on the relatively short-term assessment in the Rail Study by adopting a longer-term precautionary approach to the protection and development of land and infrastructure, where there is recognised latent potential for rail freight development. As with the safeguarding of the wider rail network, where it can be clearly demonstrated that no viable rail freight uses for safeguarded land are likely to come forward in the Plan period, then alternative non-transport uses could be considered. However, the policy stance is essentially precautionary, firstly in the expectation of the Government's 10-year transport strategy in respect of rail freight development being put into effect over the Plan period and secondly in that the need to retain railway land for future railway purposes or declare it 'surplus' may fluctuate with market forces, such that disposing of or redeveloping it may block expansion of rail freight capacity.
- 8.5.7 Some sites listed for safeguarding relate to strategic locations where new business development will be allowed. Satisfactory road access to such sites will also be an important consideration where road-rail transfer is expected to occur. The safeguarded land includes general freight yards, private sidings/terminals, and land for associated activities such as storage and modal transfer. In particular, the Rail Study recognises the former MoD depot at Moreton on Lugg as having potential for the establishment of an inter-modal freight depot (see policy E2).

T4 Rail freight

Land with potential to promote greater use of rail freight will be safeguarded from development that would obstruct such use, including the following specific sites:

**Hereford (Rotherwas Estate)
Hereford (Moorfields/Westfields)
Hereford (Holmer Estate)
Hereford (Barrs Court Sidings)
Leominster Station and Maintenance Sidings
Moreton on Lugg ex-MoD Depot
Pontrilas Station Yard
Ledbury Station Yard
Tram Inn**

Safeguarding former railway land

- 8.5.8 Herefordshire has a legacy of former railway lines closed mainly between the 1940s and 1960s, remnants of tramroads replaced by railways in the mid-1800s, and disused railway

sidings and yards. In many cases, earthworks and engineering structures have survived intact, some having considerable heritage, biodiversity and recreational value. Others have been lost as a result of development or earth moving. Short stretches have been made into public rights of way, permissive paths or cycleways. Most sections are in private ownership, with a few held by public agencies such as Herefordshire Council and Forest Enterprise.

- 8.5.9 In line with PPG13 and the modal hierarchy, the UDP seeks to encourage and promote re-use of former railway land for transport uses (including recreational transport), wherever practical and appropriate. This could be for restored railways, busways, walking/cycling/riding routes, canals or, as a lesser priority, road alignments, where they contribute to integrated transport solutions. Accordingly, where there are beneficial and firm proposals for such schemes, supported by evidence that the scheme can reasonably be implemented, then the relevant land and structures will be afforded protection from development or demolition. Former railway land already redeveloped or with planning permission for non-transport use or development would not normally be safeguarded under this policy unless a firm transport scheme had been approved at least in principle and included proposals to acquire property or deviate around property. Such proposals would normally proceed by negotiation with property owners affected or seek acquisition powers through various legal provisions. These procedures would normally assess whether the public benefits of the project outweighed the disadvantages, including the effects on property owners.
- 8.5.10 The proposer of any transport scheme for the re-use of former railway routes will need to ensure that necessary surveys and consultations with landowners, statutory agencies and relevant groups and individuals are undertaken, and that appropriate environmental assessments are prepared. In situations where the original historic railway alignment cannot be followed, and deviation around obstructions is necessary and feasible, additional land for this purpose may also need to be afforded protection, after negotiation with property owners. Only temporary non-transport uses that do not prevent subsequent transport or recreation uses would be permitted. Where both transport and recreation uses are proposed and could co-exist practicably on the same route corridor, this can be encouraged. In some cases, physical constraints may not allow space for such multiple uses on the same trackbed. Where routes for walking, cycling or horse-riding have already been established, or are proposed simultaneously with other transport uses, it would normally be easier to accommodate route deviations for the former groups. Otherwise, first priority among new uses should normally be given to public transport infrastructure, with recreational uses as second priority.

T5 Safeguarding former railway land

Development or demolition proposals that would prevent the future use of former railway land and structures as transport and recreational routes will not be permitted where it can be demonstrated that there is potential for such re-use. Preference will be given to proposals for re-use for walking, cycling, horse-riding, canal development and public transport projects. Where multiple uses cannot be accommodated on the same route, public transport projects should have priority. Road schemes will have a lower priority and will need to demonstrate their contribution to integrated transport solutions involving other modes. Temporary, non-transport uses of former railway land may be permitted where they do not prevent a later transport use. Key sites may also be protected for their amenity, landscape and biodiversity value.

8.6 Walking

- 8.6.1 Walking is an important mode of transport in its own right, placed at the top of the modal hierarchy as defined in the LTP because it is the most sustainable form of movement. It also offers a range of other benefits such as improvements to health, safety and access to services. As part of its approach to a more sustainable transport policy, the Government issued guidelines in 2000, 'Encouraging Walking,' aimed at increasing the proportion of walking journeys and providing better walking facilities. Within this context the Council has adopted its own Walking Strategy with objectives and measures to promote walking being developed in the LTP. Since 2000, the Government has taken forward a range of health,

planning and transport initiatives aimed at improving local quality of life, to which improvements for walking can make a significant contribution. The Council also has a duty to prepare a Rights of Way Improvement Plan, which will mainly affect smaller settlements and the wider countryside. The main objectives emerging from these initiatives that are directly or indirectly relevant to the UDP are:

- to develop safe, coherent and comprehensive pedestrian route networks in settlements
- to ensure that the rights of way network is legally defined, properly maintained and well publicised
- to meet the needs of disabled and sensory-impaired people in designing new and improved walking facilities
- to improve walking routes to public transport stops and interchanges
- to provide safe crossing facilities at major roads and junctions
- to ensure priority is given to pedestrians through the planning process
- to require developers to undertake access audits for pedestrians, cyclists and disabled people, as part of their transport assessments for major new developments
- to promote walking in conjunction with Safer Routes to Schools projects.

8.6.2 Existing facilities for walking embrace a variety of legally-defined and permissive routes, including roadside pavements and verges, public rights of way, designated recreational routes and pedestrianised zones. Unclassified roads may also have a role in ensuring continuity of routes for walking and other non-motorised journeys. These routes have evolved in a more piecemeal than planned fashion, and the imperative of current policy is to integrate the many links into a continuous, safe and attractive network. This will provide capacity for greatly increased use, closer integration with other modes and, in appropriate cases, shared use with cyclists, horse-riders and wheelchairs. In particular, the network can become an essential part of an integrated transport infrastructure that encourages people to make more journeys or part journeys on foot – especially under 5 km.

8.6.3 Walking routes serve differing but overlapping roles for both utility and leisure journeys. For instance, the extensive public rights of way network (3,358 km.) has become essentially a recreational resource and is predominantly a rural one, but many routes survive into and on the edge of settlements and therefore have a potentially greater transport role. New development in towns and villages in particular can affect such routes adversely, if careful thought is not given to their role. In some cases, they may be replaced by less satisfactory pavements on different alignments, or may have their utility and character reduced by being restricted to a minimum width, e.g. by fencing or walling. Many such routes also follow historic highways and have cultural, landscape and biodiversity value, which can be compromised or destroyed by modern development. The legal alignment of some routes is sometimes altered significantly by development proposals and also obstructed during development works. Development proposals should take proper account of all these aspects of public rights of way in their location, layout and design.

8.6.4 Land use measures that protect and give priority to walking are an essential component of promoting and supporting more sustainable transport. The UDP's role is primarily to ensure the protection and appropriate development of the physical network, with an emphasis on meeting the needs of all sections of the community and on assisting integration. Most improvements to walking routes are unlikely to constitute development in the planning sense and are unlikely to need planning permission unless they involve substantial infrastructure or are part of a wider development project. Walking routes in development schemes will be secured through development briefs and scheme designs at the more detailed stages of planning. Other network improvements will occur largely through highway management procedures rather than land use planning. However, planning policy can support network protection and improvement through controls on the impact of development on walking routes, by securing new works and new routes during development, and by designating strategic and local links in the network, to serve different roles. Because work on many links will not require planning permission and the exact alignment of new links will not be known ahead of the

detailed planning stages, the UDP cannot identify a comprehensive network of walking routes in the County.

- 8.6.5 In Hereford, the 2003 Hereford Transport Review emphasises the role of walking in integrated transport provision for the city, incorporating within the recommended strategy a review of footway provision and pedestrian crossing facilities and further pedestrianisation of the city centre. Many of these are purely traffic management measures and not matters for planning policy. They may therefore be delivered in isolation, but others may be delivered as components of larger development proposals or as conditions of, or planning gain from, associated development. The 2003 Edgar Street Grid Masterplan Strategy also incorporates new and improved pedestrian routes and areas for pedestrian circulation, to ensure the regeneration area is permeable and fully integrated with surrounding areas. These routes are generally too extensive to be identified as proposals in the Plan and may, anyway, be varied at the later detailed design stages of the scheme.

T6 Walking

Development proposals should:

- 1. acknowledge the individual and network value of existing walking routes and, where appropriate, provide new and improved links and infrastructure that enhance network capacity and encourage more journeys on foot, especially to workplaces, educational establishments, public transport nodes and other community facilities;**
- 2. demonstrate that the strategic and/or local significance of walking routes through proposed development sites has been taken into account, especially in determining standards of provision including width, surfacing, signing and lighting;**
- 3. respect the utility, convenience, recreational value, attractiveness and historical significance of any designated public right of way;**
- 4. seek reasonably direct and convenient alignments for those new or improved walking routes that predominantly serve utility trips;**
- 5. identify, with reference to the definitive map, the precise alignment and means of safeguarding of any public right of way, as well as the standard of any works to be carried out on the route;**
- 6. demonstrate that the needs of disabled people have been taken into account in the design of new or improved walking routes; and**
- 7. ensure that the legal alignment of any public right of way is kept open and usable during development works.**

Development proposals that involve the extinguishment or diversion of a public right of way, or closure of any other type of established walking route, will not be permitted unless an alternative route of at least equal utility value can be provided on, or conveniently near to, the proposal site. The onus of demonstrating no net loss of value will be placed on applicants, in consultation with and to the satisfaction of the highway authority.

The creation of new public rights of way, permissive links, roadside footways and other forms of walking route will be supported where they add to the utility of the network, including providing missing links in otherwise continuous routes.

8.7 Cycling

- 8.7.1 Cycling is an increasingly important transport mode for utility or recreational trips and is second only to walking in its sustainability. The National Cycling Strategy seeks to achieve a quadrupling of cycle trips between 1997 and 2012 and these targets have been interpreted locally in a County Cycling Strategy, produced for the former Hereford & Worcester County Council in 1998, and in the LTP. Here, targets have been established that reflect current levels of cycle usage and that are sufficiently challenging to maintain momentum whilst being realistically achievable within the strategy timescale. There is, however, more scope for designation of direct, convenient and safe cycle routes mostly using the existing road network and offering advantages over routes for the same trip available by other modes. Such schemes would be affected through traffic management measures and not through planning policy. To encourage greater use, cycle routes used predominantly for utility trips need to be perceived as direct, convenient and safe and offering advantages over the routes for the same trip available by other modes. Often for such trips, the road network will offer the best route and, in such cases, allocating available road space to advantage cyclists would be the best option. In some cases, use of off-highway routes – either alongside or completely separate from the highway – may be a better option.
- 8.7.2 The Council's Cycling Strategy as set out in the LTP aims to ensure that policies to increase cycling and meet the needs of cyclists are fully integrated into the UDP as well as other complementary strategies including those for transport, environment, education, health and leisure. The principal policies of the LTP Strategy with relevance to the UDP are:
- to develop a high quality route network with priority given to Hereford and the market towns and links to surrounding settlements which generate commuting journeys
 - to ensure that route networks achieve high standards of coherence, directness, safety, attractiveness and comfort and design in accordance with 'Cycle Friendly Infrastructure – Guidelines for Planning and Design'
 - to carry out where appropriate reviews of schemes in accordance with 'Guidelines for Cycle Audit and Cycle Review'
 - to promote the health, financial and environment benefits of cycling and the need for reduced use of the private car
 - to ensure that cycle infrastructure proposals are supported by regular consultation with local cycling organisations
 - to continue with Child Cycle Training and to extend the Adult Cycle Training pilot to cover the whole County.
- 8.7.3 Existing facilities for cycling include highways, designated cyclepaths and lanes, some traffic-free areas in towns, and bridleways (where cycles give priority to horse and foot traffic). Again the imperative of current policy is to integrate the individual links into a continuous, safe and attractive network. This will provide capacity for greatly increased use, closer integration with other modes and, in appropriate cases, shared use with walkers, horse-riders and wheelchairs. In cases of multiple use, there is often a need for greater route width and higher standards of design than for single-user cases.
- 8.7.4 The 1998 County Strategy generated action plans for Hereford and the market towns, proposing local urban networks and links to the surrounding villages and countryside. Many of the actions are traffic management measures generally outside the scope of the UDP (e.g. junction improvements, cycle parking, on-road cycle lanes and signing), although such measures may be specified as requirements for planning permission. The provision of dedicated cyclepaths, particularly off-road routes, constitute clear planning proposals which the UDP can identify and safeguard against obstructive development. Several routes are identified and safeguarded; other schemes may arise through the LTP and the Cycle Strategy, subject to ongoing review. In Hereford, the 2003 Hereford Transport Review emphasises the role of cycling in integrated transport provision for the city, incorporating within the recommended strategy a completed network of cycle routes covering all the main radial directions. The 2003 Edgar Street Grid Masterplan Strategy also incorporates improved

facilities for cycling and identifies a new primary route between the Courtyard Theatre and rail station and a further key route from the historic heart of the regeneration area to the proposed new Civic Quarter.

- 8.7.5 As part of the National Cycle Network the Wye Valley Cycleway is proposed to link Hereford with Ross-on-Wye, Monmouth and Chepstow following for the most part a route alongside or near the River Wye. The route will be identified in conjunction with the Wye Valley Joint Advisory Committee, statutory agencies and Sustrans, with full consultation with local communities and subject to any adverse environmental impacts being resolved. Support for the establishment of the route is given within the following policy. Developer contributions will be sought in respect of implementation, where appropriate.
- 8.7.6 In line with the principles for movement established in Plan policy DR3, it is also important that individual development schemes make suitable provision for cyclists, including the provision of convenient, safe and secure cycle parking to meet the Council's standards which are set out in the Council's revised highways design standards. The provision of such parking is seen as particularly important at public transport interchanges in order to encourage modal integration and the use of cycles within longer journeys.

T7 Cycling

Development proposals shall wherever possible incorporate safe, direct, coherent, convenient and attractive cycle routes and associated facilities, taking full advantage of links to the existing or planned cycle route network and/or to major journey attractors including educational establishments, retail centres, public transport interchanges, leisure facilities and workplaces. The requirement for such provision and facilities may include related improvements to roads and junctions, cycle priority measures and the provision of convenient, safe and secure cycle parking.

New cycle routes will be developed within the Plan period towards establishing a County-wide network. Off-highway routes will generally be for shared use with walkers. Planned routes already identified for development, include:

Hereford:

Great Western Way

Northern extension from Widemarsh Common to Holmer Industrial Estate

Southward extension from Haywood School to Newton Farm and proposed

Haywood Country Park

Commercial Road and Aylestone Hill

Broad Street and Widemarsh Street

St Owen's Street

Edgar Street – Rail Station

Holme Lacy Road – Phase 2 – Ross Road to Hinton Road

Rotherwas/Lower Bullingham to Bartonsham

Plough Lane to Eign Gate

Hunderton (Golden Post) to Belmont (Ruckhall Lane)

King Georges V Playing Field to Lower Bullingham (riverbank route) and Green Crize

Various safer routes to schools

Inter-Urban Links (from Hereford):

Hereford- Ross-on-Wye-Symonds Yat (part Wye Valley Cycleway and National Route 44)

Development that would prejudice the provision of any route planned for implementation in the Plan period will not be permitted. Similarly, development that would prejudice either the safety, convenience and attractiveness of existing routes used by cyclists or the continuity and utility of such routes will only be permitted where at least equivalent alternative provision is made. The onus of demonstrating no net loss of value will be placed on applicants, in consultation with and to the satisfaction of the highway authority, including submission of cycle audits.

8.8 Roads

Road hierarchy

8.8.1 The LTP defines the following hierarchy of roads in the County:

- strategic highway network, comprising the M50 motorway; the A49, A465 and A40 trunk roads, and a number of other A class roads. This strategic network serves to link Hereford with the market towns and provides the principal routes out of and through the County. In Hereford, the network also accommodates local trips in and around the urban area
- main distributor roads, comprising mainly A class routes supplementing the strategic network
- secondary distributor roads, comprising mainly B and C class roads providing for the main movements between the framework of the main distributors
- local distributor roads, providing important local links between villages and small settlements and the main routes for movement throughout the rural parishes.

8.8.2 Certain sections of the trunk road network in Herefordshire are proposed for de-trunking during the Plan period, namely the A465 (Hereford-Welsh border) and A40 (M50-Gloucestershire).

8.8.3 It is important that access to the road network is controlled in the interests of road safety and the free flow of traffic. Developments should not compromise the safe movement and free flow of traffic or the safe use of the road by others. Controls on access can also be used to help promote integration with other modes; encourage sustainable transport options, and secure environmental enhancements. Access restrictions should have regard to other Plan objectives, including securing the use of urban brownfield land.

8.8.4 The road hierarchy provides the basis for the graduated control of new access to the road network. The role of the strategic highway network, particularly the M50 and trunk roads, in providing national and regional corridors of movement deserves special attention. The Highways Agency has the right to attach conditions to, or direct refusal of, planning applications on or which affect a trunk road where the proposals raise significant concerns for road safety and the free flow of traffic. The local planning authority has responsibility for the control of development affecting all other roads. Here, access will be restricted in a manner consistent with the type of road and the likely type and volume of traffic, and having regard to the factors identified above.

T8 Road hierarchy

Access to the road network will be controlled in accordance with the road hierarchy. New accesses on the strategic highway network will not be encouraged and should not inhibit the strategic function of these routes. Development proposals that require access to the road network should have regard to the need to:

- 1. ensure the efficient movement of goods and people;**
- 2. maximise road safety;**
- 3. promote sustainable and integrated transport, including access to development by means other than the private car;**
- 4. secure the development of previously developed land,**
- 5. safeguard or enhance the local environment and amenity; and**

6. where appropriate, explore the potential for providing access by means other than the private car and include the results in any transport assessment, if required.

Transportation Study – Hereford/Leominster

8.8.5 Given the future development requirements for Hereford and Leominster and following the 'Planning for the New Millennium' public consultation, a transportation study was commissioned in 2000 to assess the impacts of development options on transport infrastructure. In Leominster, the study has informed the Plan's site allocations and development requirements. In Hereford, the study considered options for greenfield housing and employment land release together with possible brownfield developments within the existing urban area. The study utilised SATURN modelling techniques to identify the traffic implications of various development and new highway infrastructure options. In addition, a framework assessment was undertaken to consider the opportunities available for the integration of transport and land use planning. The results of the Hereford study highlighted severe transport limitations. Accordingly, the Council have agreed that there should be only limited greenfield housing land release at Hereford, with development mainly limited to brownfield sites.

Road freight

8.8.6 The dominance of road freight, and the dependence of Herefordshire businesses on it, are expected to continue through the Plan period even allowing for any overall reduction in freight movement and the planned modal shift of freight from road to rail. In the context of the national road network, Herefordshire is used as a through route for road freight in several directions, notably along M50/A40, A49(T), A465(T) and A44. This means commercial and general traffic problems need to be addressed in the context of the strategic road network in the County, as well as at the more local level. New employment development sites will generate additional road freight traffic and policy guidance is required as to how this can best be accommodated with minimum adverse impacts on the environment, traffic flows, parking, safety, amenity and other relevant factors. The main objectives of the LTP road freight strategy with relevance to planning are to:

- encourage heavy goods vehicles to use the Strategic Highway Network through the County, except when accessing their destinations
- discourage use of country roads as through lorry routes
- work towards improving access to existing employment areas
- direct developers to locations with good road access
- require developers to contribute financially towards access improvements if required
- ensure that any new commercial development provides appropriate facilities for heavy goods vehicles, including parking facilities
- to seek to develop Freight Quality Partnerships to address long distance and local freight issues.

8.8.7 At the strategic level, the location of new development will affect the quantity and routing of lorry movements. At the local and site level, matters such as the number and timing of lorry movements, access from the principal road network, internal site circulation layouts, provision of lorry parking areas, conflicts with other road users and improvements to traffic management will be relevant. Workplace travel plans also have a role to play.

8.8.8 It is also recognised that the impact of road freight movements will vary across the County, particularly between urban and rural areas. The remoteness of many rural parishes, the limited capacity of rural roads and the need to protect the natural environment and the amenity and safety of local communities have increasingly been concerns when considering new freight-generating development in rural areas. Similarly in urban areas, particularly within residential and central areas and areas of conservation and historic importance, the introduction or increased movement of heavy goods vehicles causes conflict. Factors such as

narrow carriageways, poor alignment, air pollution, noise and vibration, obstructions due to parking and traffic hazards may be relevant. It is important to acknowledge that notwithstanding the desire to assist the local economy, some businesses will be prevented from starting up or expanding because their associated freight movements will be environmentally unacceptable.

T9 Road freight

When considering proposals for development of new or expanded businesses that generate commercial road traffic, regard will be had to the environmental effects of heavy goods vehicles and other service vehicles and to the traffic impacts on both the strategic and local road network. Proposals that generate service vehicle movements that would unacceptably affect the amenity, safety and character of the existing or neighbouring environments by virtue of danger, noise, traffic generation and congestion, air pollution, visual intrusion or causing parking problems, will not be permitted. All proposals will be expected to incorporate adequate operational arrangements within their layout, and include traffic management measures and workplace travel plans and more sustainable delivery systems where appropriate.

Safeguarding of road schemes

8.8.9 Within the context of a sustainable transport policy, new road schemes are only to be undertaken where there is no other appropriate solution. However, road construction may be necessary to mitigate specific environmental problems; in the interests of safety, or to meet access requirements associated with economic development. The role of the UDP is to safeguard land for road proposals which are to be implemented during the Plan period, giving due consideration to the implications of blight. The LTP includes four schemes within the packages of proposals for Hereford and the rural areas and market towns, although not all are yet at the stage where land to safeguard can be identified. Other road schemes are to be funded outside of the LTP process, including developer funding. In Hereford, the Edgar Street Grid regeneration scheme incorporates proposals for new and extended roads. In total, the schemes under consideration are:

(a) A49 Ross Road to B4399 Holme Lacy Road (Rotherwas Access Road)

8.8.10 Rotherwas Industrial Estate remains the County's principal concentration of employment provision. Further promotion of industrial development on the Estate is a key priority of the Council and is recognised as an essential component in sustaining the growth and competitiveness of the local economy. The current constraints facing the Estate are recognised, not least the inadequate access. The Rotherwas Integrated Access Study, completed in 2002, concluded that a new access road was needed, as part of an integrated package of travel and transport measures. These were designed to improve access to the Estate, realise employment potential and alleviate existing travel problems, particularly for local residents south of the river. The scheme, linking the A49 with the B4399 Holme Lacy Road, was given planning permission in 2003. The Highways Agency is involved in this scheme in view of the connection to the A49 trunk road and the changes to traffic flows that will occur on that road in the south of the city as a result of the scheme's construction.

8.8.11 (b) Hereford Outer Distributor Road

The proposals arising from the Hereford Transport Review include, as part of a combined package, an Outer Distributor Road for Hereford. This is a key component in the package, which will allow Hereford to fulfil its role as a sub-regional centre as set out in the Regional Spatial Strategy. The Review evaluated that in terms of both traffic flow and economics the scheme makes a significant contribution to the overall performance of the transport strategy for the City in the longer term. No part of the scheme is expected to be achievable within the Plan period (up to 2011). However, the Local Transport Plan includes provision for the development of proposals for a new link between the A49 Ross Road and the A465 Abergavenny Road, to form a component of the Outer Distributor Road and to be

implemented in the LTP period 2011/12 to 2015/16. In addition, the LTP provides for a review of the overall alignment of the Road and assessment of options for the next stages, including provision of a new river crossing. This review will take place in association with work on the Local Development Framework, enabling opportunities for contributions from future development to be explored and ensuring that it meets the future transport needs of the City.

8.8.12 (c) A4103 Roman Road improvement (Tillington Road-Stretton Sugwas)

Route options for extending the Roman Road improvements from the A480 to the A438 Brecon Road have been discussed with the local community, who favour a line passing to the north of existing housing at Stretton Sugwas and hence utilising existing highway to connect to the A438. Consideration will be given to such an extension being designed and built as soon as possible subject to funding for this scheme becoming available.

(d) A4103 Roman Road improvement (eastern section)

8.8.13 The eastern section of the Roman Road from the Worcester Road roundabout has been improved in part. Given the proposal in this Plan to develop land for housing purposes with access onto Roman Road, further road improvements east of the Munstone Road including a new railway bridge will be required and land will be safeguarded.

(e) Edgar Street/Commercial Road link, Hereford

8.8.14 The Edgar Street Grid Masterplan Strategy, published in 2003, incorporates a number of transport infrastructure proposals. These include a new link road across the northern half of the regeneration area. It would run from a point on Edgar Street north of the Courtyard Theatre, intersecting Widemarsh Street, connecting with an extended Canal Road and passing in front of the rail station to meet Commercial Road west of Aylestone Hill rail bridge. As well as aiming to relieve traffic on the existing Inner Ring Road, it would provide better access to the regeneration area. It would also enable the downgrading to traffic of Blueschool Street/Newmarket Street, in turn promoting environmental enhancement and facilitating easier movement between the city centre and the regeneration area. The proposed route is therefore safeguarded. Further work will be necessary before a detailed submission can be made.

(f) Canal Road extension, Hereford

8.8.15 Related to the new link road is a proposal to extend Canal Road from the end of the present cul-de-sac northwards to meet the new link road, providing a new thoroughfare between the rail station and the city centre. The route of this proposed extension is also safeguarded.

(g) A44 Pembridge bypass

8.8.16 Pembridge is an attractive 'black and white' medieval village with Conservation Area status which suffers from considerable levels of through traffic associated with its position on the A44, a major link between the West Midlands and Wales. The possibility of a future rural bypass scheme has been highlighted. The LTP now identifies the Herefordshire HGV study which was undertaken in 2004 to examine the impact of traffic on a wider area encompassing Kington, Eardisley and Eardisland as well as Pembridge. Following the study the LTP proposes a series of measures including a Freight Quality Partnership, traffic management and on-going monitoring within the area, with the longer term option being kept under review. Any such road scheme which is identified as a result will be subject to an appropriate safeguarding policy at the time.

(h) Leominster Enterprise Park access roads

8.8.17 The new road works are now complete and provide access to the Leominster Enterprise Park to the south. The main industrial estate roads have also been constructed within the Enterprise Park. However, the road which defines the southern and eastern perimeters of the site and links the above new road with the Hereford Road continues to be safeguarded.

(i) Ledbury bypass extension

- 8.8.18 An extension of the existing Ledbury bypass linking from the A438 Hereford Road roundabout to a point on the B4214 Bromyard Road was safeguarded by the Malvern Hills District Local Plan, following a feasibility study completed in 1997. The bypass extension was seen as a means of: providing a direct highway link to enable traffic from the north of the district and the existing Bromyard Road Industrial Estate to link into primary routes and the M50; removing heavy goods vehicles from the town centre, with consequent benefits for visual and environmental improvements; and facilitating the development of land proposed for employment development north of the railway viaduct. The proposal is indicated within the LTP as a possible measure which may come forward independently of the LTP process using private sector developer funding. The Local Plan employment land proposal is confirmed in this Plan and the necessary land to implement the access road continues to be safeguarded. The route of the Herefordshire and Gloucestershire Canal will need to be respected. The route passes beneath the Ledbury railway viaduct, a Grade II listed building, and liaison with the Environment Agency, Network Rail and landowners is required at an early stage.

T10 Safeguarding of road schemes

The land required for the following new road schemes, or improvement of existing roads where realignment is necessary, will be protected from development which would be likely to prejudice their implementation:

- 1. A49 Ross Road to B4399 Holme Lacy Road (Rotherwas Access Road);**
- 2. A4103 Roman Road improvement (Tillington Road-Stretton Sugwas);**
- 3. A4103 Roman Road improvement (eastern section);**
- 4. Edgar Street/Commercial Road link, Hereford;**
- 5. Canal Road extension, Hereford;**
- 6. Leominster Enterprise Park access roads; and**
- 7. Ledbury bypass extension.**

Leominster Zone of Interest

- 8.8.19 Past development plans and this Plan have considered the need for further road infrastructure and in particular a link road west to the A44 at Barons Cross to enable further growth of the town. To assess the effects of proposed development to be included in the UDP, particularly for housing, the Plan has been informed by a Transportation Study. The Study has indicated capacity constraints in terms of the ability of the local transport network to accommodate development. Accordingly the Plan has limited new housing development to acknowledge that constraint. Whilst it is accepted that the Plan's housing policies and proposals are adequate to cater for housing need and demand up to 2011, development beyond that date will be constrained by landscape, environmental issues and by infrastructure. Accepting therefore that land to the south west of the town appears most suited to accommodate longer term future growth within the parameters of established landscape, this will be dependent on the construction of a new road from the B4361 Hereford Road to the A44 south west of Barons Cross. Land that could be subject of this route is referred to as a zone of interest for the benefit of future development investigations beyond the timescale of this Plan to assist longer term planning.

Abandoned road schemes

Commercial Road-Ledbury Road, Hereford link road

- 8.8.20 The Hereford Local Plan included proposals for two link roads between Widemarsh Street, Commercial Road and Ledbury Road. The schemes were seen to provide benefits to the local highway network in terms of journey times and speed. Following a resolution of the former County Council in October 1994, the Plan included a specific safeguarding policy in order to protect a defined band of interest in respect of the link between Commercial Road and Ledbury Road. Recent adjacent retail and hospital development has respected the safeguarded area, and a short section of the link road has been provided from Commercial Road as part of the access to the retail development at Brook Retail Park.
- 8.8.21 The link road scheme between Commercial Road and Ledbury Road has now been re-assessed against current transport objectives in the LTP and the UDP. The rationale for the scheme rests with network improvements rather than with furthering sustainable transport objectives or economic development. The route involves an oblique and elevated crossing of the railway, together with loss of allotments and public open space within land liable to flood. It has not been included in the LTP as a local or other scheme and developer funding on the scale required is unlikely since development opportunities on the remainder of the route are limited. Having regard to these factors and to the advice in PPG12 that infrastructure schemes should be realistic and reasonably likely to come forward within the Plan period, it is concluded that the scheme fails to meet these criteria and that the safeguarding policy should therefore be abandoned.
- 8.8.22 In respect of the link between Widemarsh Street and Commercial Road, no route was defined or land safeguarded by the Local Plan. This proposal has now been superseded by that for the Edgar Street/Commercial Road link, safeguarded under policy T10.

B4399 Holme Lacy Road to A438 Ledbury Road, Hereford

- 8.8.23 This section of road forms part of the former Hereford by-pass scheme, subject to safeguarding in the relevant Local Plans and the Deposit Draft UDP pending the Hereford Transport Review. Following the conclusions of the Review in respect of an Outer Distributor road for Hereford, this section is no longer to be safeguarded.

Bromyard Industrial Relief Road

- 8.8.24 The Malvern Hills District Local Plan included a proposal to safeguard land for the construction of an industrial relief road between the A44 and the Station Industrial Estate. The scheme was seen as a means of removing existing industrial traffic from the town, thereby relieving traffic congestion, and of improving access to the Station and Porthouse Farm Industrial Estates. Access improvements to the latter would be delivered through the upgrading of existing roads. The Plan notes that the proposal is longstanding but identifies a number of drawbacks with the scheme. These include: high cost; adverse implications for landscape and flooding due to its location in the Frome Valley; the risk to the operation and existence of local businesses on the proposed route; and impact on residential amenity through traffic disturbance.
- 8.8.25 The scheme has now been reviewed against current transport objectives in the LTP and the UDP. The road would contribute to several relevant LTP objectives, namely improvements to safety and security, improved access to employment areas, and to the co-ordination of land use planning and transport. The proposal is indicated within the LTP as a possible measure which may come forward independently of the LTP process using private sector developer funding. However the road would not serve to directly release additional employment land within Bromyard. For this reason the likelihood of developer funding on the significant scale required is remote. For the same reason, funding from such bodies as Advantage West Midlands or via European funds is unlikely to be available. Having regard to these factors and to the advice in PPG12 that infrastructure schemes should be realistic and reasonably likely to come forward within the Plan period, it is concluded that the scheme fails to meet these criteria and that the safeguarding policy should therefore be abandoned. Regard has also

been had to the likely environmental costs of the scheme weighed against the benefits to be gained.

8.9 Traffic management

Parking provision

- 8.9.1 The availability of car parking is a major influence on the choice of means of travel. For this reason, parking policy has a key role to play in delivering a sustainable and integrated transport system. Coupled with measures to improve the attractiveness of alternative modes, parking policy and controls on parking supply can encourage a shift away from the private car to more sustainable modes. Measures to reduce parking provision can also avoid wasteful use of land and the associated costs, and help to tackle congestion and the other environmental impacts associated with the private car, particularly in urban areas. At the same time, parking policy needs to reflect workplace and community requirements, and acknowledge the role of good quality parking in supporting the continuing vitality and viability of town centres. Parking schemes need to make provision for cycles as well as motor vehicles. Cycle parking is dealt with under policy T7. Special parking provision also needs to be made for lorries, coaches, emergency vehicles and the disabled. Lorry and coach parks will tend to be on separate sites from, or in adjacent zones to, more general parking areas. No specific sites for these uses are identified in the Plan, as none of the current options are free from constraints on accessibility, circulation, land availability and other matters. Criteria in policy T11 and other relevant Plan policies will therefore be applied as site proposals come forward. Access and parking for emergency vehicles and the disabled need to be considered in the design of development.
- 8.9.2 National guidance in PPG13 requires that levels of parking in new developments should, as part of a package of planning and transport measures, help to promote sustainable transport choices; that developers should not be required to provide more spaces than they themselves wish, other than in exceptional circumstances such as where road safety concerns arise; encourages the shared use of parking in major proposals, and sets out national maximum levels of parking provision for key land uses above defined thresholds.
- 8.9.3 Following the Countywide Car Parking Strategy, the LTP sets out a range of charging, control and other proposals, covering public off- and on- street parking and private non-residential parking, to take forward the contribution that parking policy can make to sustainable travel. For the UDP, the main focus is controls over parking provision in new developments, which offer a means of reducing the supply of private residential and non-residential parking in the longer term. A particular concern is to work towards a better balance between public and private parking provision, both overall but particularly in and around Hereford city centre where the County's private non-residential parking supply is concentrated. This is in order to allow parking policy to play a greater part in a sustainable transport strategy.
- 8.9.4 The policy below seeks to take these concerns forward and to achieve lower levels of parking provision than have generally been secured to date so as to promote sustainable transport choices, encourage the better use of land, and reduce environmental impacts. Car parking standards for the County have been revised and are set out in the Highways Design Guide for New Developments (2006). The standards reflect Government guidance, work undertaken at regional level and local circumstances in Herefordshire. The revised standards provide guidance on various aspects of transport infrastructure provision and design, to complement existing SPG on Design and Development Requirements. In and around Hereford city centre, private non-residential parking will be subject to particular restraint, following the approach endorsed by the LTP. This reflects the environmental constraints associated with the historic core, the availability of alternative modes of transport for various types of journey and the identified longer-term need to reduce the proportion of private non-residential parking.

T11 Parking provision

Development should incorporate suitable provision for car parking and operational space. Parking provision will be restricted as a maximum to that which is justifiably required, after having had regard to:

1. proximity to alternative provision, including the shared use of parking;
2. the availability of alternative modes of transport to the private car, including public transport, walking and cycling;
3. the type, design and use of development proposed;
4. any agreement to provide alternative arrangements for travel within the context of developing a workplace travel plan; and
5. road safety.

Parking provision will be further waived or restricted within conservation areas or where the setting of listed buildings may be affected in order that local heritage and the historic environment are not adversely affected, having regard to availability of alternative parking provision.

Within the central shopping and commercial area of Hereford, no further private non-residential parking intended to meet the needs of commuters will be permitted.

Existing parking areas

- 8.9.5 Controls over parking provision within new development can help deliver sustainable transport objectives, including the desired reduction in the proportion of private non-residential parking, but need to be complemented by other planning policies as well as such mechanisms as charging structures.
- 8.9.6 The beneficial redevelopment or re-use of private parking areas will generally be encouraged. Such schemes could arise in order to reflect the revised standards or the availability of alternative modes of transport. In some instances, applicants may be required to enter into agreements to make commuted payments towards improving other forms of travel.
- 8.9.7 Whilst public off street parking provision is broadly in line with current demand, the Countywide Car Parking Strategy identifies a particular deficiency in public parking provision on the south side of Hereford city centre, and this is endorsed by the LTP. Any proposals for this facility which are brought forward should be consistent with the overall parking strategy and other policies of this Plan. Charging structures in Hereford are designed to discourage long stay commuter car parking within the inner ring road and ensure that short stay parking is available for shoppers and other visitors to the city centre.

T12 Existing parking areas

The beneficial redevelopment or re-use of existing private parking areas will be encouraged, particularly within Hereford and the market towns.

Traffic management schemes

- 8.9.8 Well designed traffic management measures including traffic calming can contribute to achieving wider planning and transport objectives by reducing community severance, noise, local air pollution and traffic accidents; promoting safe walking, cycling and public transport; improving the attractiveness of urban areas, and by avoiding or reducing congestion. Quiet lane initiatives in rural areas can also assist in making minor country roads safer and more attractive for walkers, cyclists, horse-riders and other non-motorised modes of travel. There

may also be opportunities to encourage car-free developments, particularly in urban areas close to town centres, workplaces and facilities and initiatives such as 'home zones', where car use is subsidiary to more sustainable modes and the streets are reclaimed as places for meeting, play and environmental enhancement. To ensure optimum contribution to sustainable transport, traffic management schemes designed primarily to manage vehicular traffic will need to include audits of existing walking and cycling provision, with a view to incorporating improvements for those modes. Where charging is introduced for parking or road use, it would be expected to reduce traffic levels and allow significant opportunities for new traffic management schemes.

- 8.9.9 The design of infrastructure for traffic management schemes can have a significant impact on environmental aesthetics. Further guidance on the detailed design of transport infrastructure is set out in the Highways Design Guide for New Developments (2006). This complements and expands on the SPG on Design and Development Requirements.
- 8.9.10 A range of schemes in Hereford, the market towns and the rural areas are included in the LTP, and will be developed periodically and selectively as resources permit. In rural areas, various schemes may be appropriate both in settlements (e.g. chicanes to reduce speeds through villages) and outside settlements (e.g. quiet lane initiatives). These are likely to occur as independent traffic management measures more often than as a gain from development. Other opportunities may arise through development proposals.

T13 Traffic management schemes

Traffic management schemes will be developed as appropriate within Hereford, the market towns, villages and the wider rural areas. Such schemes will be designed to limit the impact of traffic, improve access, safety and the local environment, enhance use of public transport and improve facilities for cycling and walking. Schemes will be required to audit existing use by walkers and cyclists and, where necessary, provide for appropriate improvements. They will also be required to meet the design guidance associated with the Plan.

Individual development proposals will be expected to include design elements which consider and contribute to such schemes wherever necessary.

School travel

- 8.9.11 It is noticeable that in Hereford and to a lesser extent the market towns traffic congestion in the morning peak period is markedly less in school holidays. Much can be done to reduce current and future conflict and traffic levels, and to improve road safety. In rural areas, whilst congestion is not the issue, traffic conflict and road safety certainly is. Many rural schools are isolated or not well related to the communities they serve. Many are old, have periodically been extended or furnished with temporary buildings with little or no resources applied to improving access facilities for parents dropping off and collecting, visitor parking or catering for the school bus and deliveries.
- 8.9.12 The Council as an education authority, developer and land owner acknowledges its responsibility and commitment to securing safer routes to schools, and in encouraging schools to develop their own school travel plans. As a planning authority the Council's responsibilities include ensuring that school travel is addressed both in educational proposals and in proposals for other development such as residential. As a transport authority, the Council can relate school travel to other relevant transport policies, proposals and management measures. This may include improvements to public transport services, traffic management measures and associated environmental and safety improvements and stricter control of parking near schools.
- 8.9.13 The LTP sets out a school travel strategy which seeks to reverse the trend of greater car dependence for the journey to school so that more school journeys are carried out on foot, by cycle, by public transport or by car sharing. This strategy recognises the desire for change

and sets out the approach to reducing car use and congestion and improving children's safety on the journey to school. The LTP identifies a number of initiatives which seek to achieve the main aims of the strategy. Safer routes to school and school travel plans are initiatives which are likely to have land use implications.

- 8.9.14 The Council commenced a programme of developing safer routes to school which has now been combined with the Schools 20mph Zone programme. Assessment and priority was afforded to those schools most likely to benefit. Urban primary schools with high levels of walking and cycling have been ranked highly. Subject to resources and through the LTP, the Council intends to undertake at least 3 safer routes to school projects each year.
- 8.9.15 A school travel plan is developed and owned by the school. It demonstrates how the school is to address the impact of the travel it generates, both in terms of staff and pupils, and promote healthier and more environmentally sustainable travel. It can require education to help behavioural change and physical changes to the environment to improve safety and overcome any features which make walking or cycling inconvenient. Behavioural change can be promoted through links between school travel plans and individual travel plans. Schools seeking planning permission to expand or relocate will, generally be required to develop a school travel plan as a condition of any approval. Where proposals arise for other development such as residential schemes which may impact upon an educational establishment, then suitable transport infrastructure provision will be required to enable safe routes to school, to include walking and cycling. Such provision will be sought and secured through the use of planning conditions or obligations.

T14 School travel

Proposals for new schools, for the expansion of existing schools and for associated facilities should include details of the arrangements proposed to support safer access and in general will need to include the development of a school travel plan. Any new housing development that causes significant increases to school numbers will be required to include elements within the design layout and/or off-site arrangements to support safer routes to school.

8.10 Air transport facilities

- 8.10.1 PPG13 acknowledges the benefits to local and regional economies that can accrue from the development of aviation facilities for business, transport and recreational use. In particular, rural areas can benefit from greater accessibility for business purposes.
- 8.10.2 Herefordshire currently has no regional-scale airfield facilities for transport, business or military use, and there is little likelihood of any being developed. Of the two significant airfields in Herefordshire, Shobdon airfield serves a limited business and recreational use and Madley airfield is largely occupied by telecommunications hardware. There have been occasional sporadic proposals for private landing/take-off strips in rural areas in recent years. Helicopter pads are another option that may or may not involve development works.
- 8.10.3 Generally speaking, small-scale proposals will be favourably considered, provided they meet environmental and amenity concerns, and that any adverse impacts are mitigated as fully as possible.

T15 Air transport facilities

Proposals for development of airfields, helipads and landing strips or expansion of current facilities and operations will be assessed for their economic, community and leisure benefits and their impact on local amenity, neighbouring land uses and local environment. Proposals that generate undue noise, air pollution, traffic generation, or adversely affect landscape character and biodiversity will not be permitted.

8.11 Access for all

8.11.1 Any proposal for the development of land or for the alteration or change of use of an existing building should seek to ensure a more accessible environment for everyone, including wheelchair users, carers with young children, the visually impaired, older people and other people with mobility difficulties. In particular the following design aspects should be considered:

- open spaces and access routes between and around buildings, including lighting and signing, the siting of street furniture and the provision of readily identifiable and conveniently located parking; and
- arrangements for access to the building, including the provision of suitable ramps, entrance doors and lobbies.

8.11.2 The need to make the transport system more accessible to those with mobility difficulties is an integral part of policy development within the LTP, and this commitment informs the design of all measures included within the LTP's investment strategies. The Disabled Persons Act 1981 and Part M of the Building Regulations inform developers of their statutory obligation to provide for the needs of disabled people in certain types of buildings, and the Disability Discrimination Act 1995 requires all facilities to be open to all people. Within Herefordshire, the Disability Working Group with individual committees operating within Hereford, Ledbury, Leominster and Ross-on-Wye actively debate and promote improved access to and within public buildings, tourism and recreational facilities.

T16 Access for all

Development proposals for buildings or facilities which are to be used by the public or as places of employment will be required to provide suitable access for the disabled, older people and parents with young children. Any schemes concerning pedestrian movement, including traffic management and environmental enhancement, will need to provide appropriate access, means of circulation and a good relationship between buildings and parking areas, new and existing public access points and signage.